



The Hashemite Kingdom of Jordan

Ministry of Planning and International Cooperation

Jordan Response Plan



for the Syria Crisis 2020-2022



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List of Acronyms

AWC	Aqaba Water Company
CSP	Concentrated Solar Power
CVA	Comprehensive Vulnerability Assessment
ESSR	Emergency Services and Social Resilience
FPD	Family Protection Department
GIS	Geographic Information System
GIZ	German Corporation for International Cooperation
GOJ	Government of Jordan
HC	Health Committee
JRP	Jordan Response Plan for the Syria Crisis
HMIS	Health Management Information System
HR	Human Resources for Health
HUD	Housing and Urban Development Corporation
ILO	International Labor Organization
JOD	Jordanian Dinar
JORISS	Jordan Response Information System for the Syria Crisis
LDU	Local Development Unit
LNG	Liquefied Natural Gas
M&E	Monitoring & Evaluation
SDG	Sustainable Development Goals
MOA	Ministry of Agriculture
MOE	Ministry of Education
MOENV	Ministry of Environment
MOH	Ministry of Health
MOI	Ministry of Interior
MOLA	Ministry of Local Administration
MOPIC	Ministry of Planning and International Cooperation
MOPWH	Ministry of Public Works and Housing
MOSD	Ministry of Social Development
MW	Mega Watt
MWI	Ministry of Water and Irrigation
NAF	National Aid Fund
NEEAP	National Energy Efficiency Plan
NFE	Non-Formal Education

List of Acronyms

NGO	Non-Governmental Organization
NHF	Noor Al Hussein Foundation
NNGO	National Non-Governmental Organization
NRW	Non-Revenue Water
PHC	Primary Health Centers
SGBV	Sexual and Gender-Based Violence
SWM	Solid Waste Management
TB	Tuberculosis
VAF	Vulnerability Assessment Framework
WAJ	Water Authority of Jordan
WASH	Water, Sanitation and Hygiene
WB	World Bank
WGBM	Women, Girls, Boys and Men
WWTP	Waste Water Treatment Plants
YWC	Yarmouk Water Company

JRP 2020-2022 Budget Requirements per Component- USD

Sector	H.C	I.C	Ref	Total
Public Services	24,095,000	239,967,006	34,012,725	298,074,731
Health	65,635,500	189,696,020	247,786,959	503,118,479
Education	141,317,074	278,901,720	141,996,538	562,215,332
Shelter	535,000	4,918,431	39,474,752	44,928,183
Economic Empowerment - Food Security	98,989,268	5,139,000	536,000,000	640,128,268
Economic Empowerment - Livelihoods	80,030,000	26,575,000	62,185,000	168,790,000
WASH	9,839,061	436,887,306	36,727,187	483,453,554
Social Protection and Justice	174,128,608	49,149,000	843,437,729	1,066,715,337
Total Projects Requirements	594,569,511	1,231,233,482	1,941,620,890	3,767,423,884
Sub Total: Direct Budget Support		2,839,705,520		
JRP Grand Total		6,607,129,404		

JRP 2020-2022 Budget Requirements per Year- USD				
Sector	2020	2021	2022	Total
Public Services	116,003,454	106,151,555	75,919,722	298,074,731
Health	163,268,972	177,889,629	161,959,878	503,118,479
Education	202,060,332	180,315,000	179,840,000	562,215,332
Shelter	25,071,888	10,178,044	9,678,250	44,928,183
Economic Empowerment - Food Security	225,752,000	216,756,268	197,620,000	640,128,268
Economic Empowerment - Livelihoods	68,465,000	58,845,000	41,480,000	168,790,000
WASH	129,775,983	220,883,397	132,794,174	483,453,554
Social Protection and Justice	386,883,817	343,655,889	336,175,631	1,066,715,337
Total Projects Requirements	1,317,281,447	1,314,057,284	1,134,850,409	3,767,423,884
Sub Total: Direct Budget Support	932,267,195	948,035,730	959,402,595	2,839,705,520
JRP Grand Total	2,249,548,642	2,262,710,512	2,094,870,250	6,607,129,404

Foreword

Nine years into Syria crisis, Jordan still serves as a leading model in responding to the crisis through its unwavering support and generosity by hosting 1.36 million Syrian refugees and meeting their humanitarian and resilience needs.

The United Nations described Syria crisis as the biggest humanitarian horror of twenty first century; which is testing the international community capacity and accountability towards affected population by working to alleviate the suffering and foster the resilience of Syrian refugees and host communities. This requires from all of us an evolving in thinking and adopting approaches that correspond to the context on ground, while not forgetting that resilience interventions are of no less importance than humanitarian ones.

Jordan remains committed to its moral obligations and bearing more than its fair share of the response through meeting the short and long term needs of Syrian refugees, which are exhausting Jordan's absorptive capacities. Today, Jordan's hosts 1.36 million Syrian refugees, this resembles nearly 15% of Jordan's total population and puts Jordan as the second host country of highest number of refugees per capita in the world; that is demonstrating Jordan's tremendous commitment towards refugees within its borders.

The Jordan Response Plan (JRP) led by Government of Jordan presents a genuine model of a strong longstanding partnership between host country and the international community. Since its onset back in 2015, Jordan Response Plan maintains collaborative and transparent principles to develop the interventions under the plan, by working hand in hand with more than 150 national and international partners. With thanks to the generosity of international community, multiple milestones have been achieved during the last years, yet the situation of many Syrian refugee families and vulnerable Jordanians impacted by Syria crisis remains precarious, the increase in demands put an additional pressure on the public services that Jordan cannot bear it alone. It is more important than ever to translate the commitments and pledges into real and track-able support, through financing the needs under the JRP and maintain quality level of support. The short fall in funding the Jordan Response Plan with nearly 51% being funded in 2019, in addition to political, economic as well as with natural resources all this continue to deepen the

vulnerability of Syrian refugees and Jordanians alike who face long-term poverty and deteriorating dwelling conditions.

The top priority of JRP 2020-2022 is to empower the systems to address such challenges, thereby protecting the dignity and welfare of Syrian refugees and vulnerable Jordanians impacted by Syria crisis, its success will depend on the continued collaboration with the international community and their uninterrupted support.

The JRP 2020-2022 shows Jordan's enduring commitment to continue to build an integrated multi-year framework to most effectively respond to Syria crisis in a transparent, collaborative and sustainable manner in line with the Global Compact on Refugees and the 2030 Agenda, that is in harmony with the outputs of Brussels conferences I, II and III.

JRP being the only national comprehensive plan through which the international community provides financial support to respond to Syria crisis, we shall collectively affirm to sustain our solidarity for Syrian refugees and vulnerable Jordanians through accelerating the support for Jordan Response Plan.

Finally, I would like to express my sincere gratitude to our partners for their tireless efforts and generous support over the past years, particularly line ministries, UN agencies, the donor community and national and international NGOs.

Sincerely,

**Dr. Wissam A. Rabadi
Minister of Planning and
International Cooperation**

Background

The influx of Syrian refugees since 2011 and the changes of needs on the ground required a coordinated approach to ensure meeting both the resilience and humanitarian needs of those in need. This is when in the first Jordan Response Plan for 2014/2015 came to light and been evolving since then. Under the leadership of Government of Jordan, the JRP takes a collective and participatory approach across all sectors amongst diverse stakeholders from government ministries, donors, UN agencies, national and international NGOs and inspired by the fact that humanitarian response cannot be dealt apart from resilience response.

Based on the five previous plans and taking into consideration the current context as well as the priorities of the Global Compact on Refugees and the 2030 Agenda, the GoJ and the international community once again worked together to develop the a new JRP 2020-2022.

The structure of the plan aims to address the needs of Syrian refugees and vulnerable Jordanians impacted by Syria crisis through a comprehensive coordinated response that covers requirements under; Refugee, Resilience and Budget Support.

The JRP presents a pioneering model on humanitarian crisis response, a three year rolling plan updated annually, where needs and proposed response are developed through the task forces composed of line ministries, donors' community, UN agencies and NGOs to mitigate the impact of Syria crisis. Distinguished success has been linked to the JRP during the previous years due to the remarkable efforts that contributed in enhancing self-reliance and mitigating the vulnerability of Syrian refugees and vulnerable Jordanians impacted by Syria crisis.

Jordan Response Plan Objectives

- Strengthening program design and implementation to be more relevant to the needs and to reach the most vulnerable and contribute to contribute to eh enhancement of the resilience of both beneficiaries and Systems.
- Ensure meeting the protection needs of Syrian refugees and meeting the needs of vulnerable Jordanians impacted by Syria crisis.
- Support national systems to maintain providing quality services.

Sustaining the advanced level of financing to the JRP is a priority commitment for Jordan and Jordan's partners as the future and the welfare of vulnerable depend on it. Despite all efforts took by GoJ, an the pledges ad commitments seen in Brussels and London Conferences decrease in funding levels were witnessed in the last few year and its consequences will negatively impact life of refugees and the ability of Jordan to maintain on the same quality of services provided.

“We commit to secure that we align our disparate activities within one comprehensive, government-led and utilized, partner-supported planning process and framework that delivers substantive, sustainable results in the humanitarian and development spheres alike”

Jordan Partnership document prepared for Brussels II

Chapter One

Introduction

Overview of the Crisis

Nine years into the Syria crisis, more than 5.6 million Syrian refugees have sought asylum into Jordan and other neighboring countries. Since 2011, Jordan alone has provided refuge to more than 1.36 million Syrians, 90% are living among host community mainly in Amman and northern governorates, while nearly 10% opted to live in camps. Out of 1.36 million, there are nearly 655,435 Syrian refugees who have registered with UNHCR¹.

With the nine years of the Syria crisis recognized as one of the worst humanitarian crisis of 21st century. Jordan, and despite the pressures, maintains to show exceptional commitment and solidarity to Syrian refugees, providing them with safety protection, health, education, livelihoods and public services.

The high influx of Syrian refugees put additional pressures on the Kingdom's already limited resources. With the protracted Syrian refugee stay in Jordan, the government is challenged to maintain the same quality of services for Syrian refugees and vulnerable Jordanians impacted by Syria crisis.

The multifaceted impact of Syria crisis on Jordanian people and institutions is directly felt by Jordanians people during their daily lives, which has significantly impacted Jordan's development, social and economic growth, resulting in increased poverty and deepened humanitarian needs, that is threatening losing Jordan's development gains.

The international community has been thankfully providing generous support to the humanitarian and resilience pillars of the JRP during the recent years. Yet as the needs and requirements of Syrian refugees and vulnerable Jordanians impacted by Syria crisis, have vastly outpaced the assistant received. This has resulted in deficit with financing the JRP requirements, where the gap has been borne by Government of Jordan, which is adding additional pressures on the country and increasing vulnerabilities.

¹ <https://data2.unhcr.org/en/situations/syria/location/36>

The Crisis Impact on Jordan

Further to above, the Syria crisis with its multifaceted impact has exacerbated various aspects of life in Jordan including security, economy, and social factors amongst others that is felt by Jordanians with in in host community, where percentage of refugees is the highest; all this is playing a key role in increasing the vulnerability of both Syrian refugees and Jordanians.

The increased vulnerabilities with the additional strain on Jordan's resources are acting against the macroeconomic growth hindering performance and development. While Jordan's GDP was growing, prior to Syria crisis, at an average rate of 15.2% during period 2006-2010, this growth has declined by nearly 69% after the crisis. The public debt constitutes 94.4% of GDP during 2019 compared with 60.24% during 2008²

To impact of the Syria crisis on Jordan can be measured through the direct and indirect impact, at the beginning of the Syria crisis, the support needed for refugees in Jordan was of an urgent humanitarian assistance type, yet with the protracted stay the needs changed towards medium to longer-term responses, where the annual direct cost of hosting Syrian refugees per year is averaged USD 1.5 Billion³. This is measured through the subsidized services, security and income losses.

The costs of hosting Syrian refugees has direct and indirect pillar, with 90% of Syrian refugees living among host communities and adding pressures on schools, hospitals, electricity, health services, resources, sanitation systems and jobs have escalated due to the increase of beneficiaries, especially in the Northern parts of the Kingdom. These indirect impacts of the Syria crisis have also affected Jordanians living in host communities, as their quality of life has been severely impacted.

² [Main Economic Indicators Report –MoPIC /Economy Division –January 2020 Release](#)

³ <http://www.jrp.gov.jo/Files/JRP2019PlanFinal>

Aftermath of Syria Crisis Impacts:

Due to the ongoing impacts of the Syria Crisis, the Government of Jordan had to strategically plan, along with the international community, to face the unexpected severe long-term burdens and pressures that resulted from the crisis. Jordan's limited resources and human capacities were utilized to try and control the impacts.

As the refugee crisis has become a widespread issue, it is no longer solely, a humanitarian issue. In the beginning, various plans were created to highlight the dangers, risks, and vulnerability of the refugee population. However, over the years, it was recognized that the neighboring host countries are being vastly affected, and a shift from the need for purely humanitarian interventions to a need for combined humanitarian and developmental interventions was recognized.

Jordan Response Plan for the Syria Crisis

As the Syrian crisis enters its ninth year, spillover continues to impact Jordan as it has met and exceeded its carrying capacity. The strain on Jordan's infrastructure, public service delivery, and overall economic well-being is severe. This has reversed many hard-earned development gains, increased public debt and taken the country off its sustainable development path.

Jordan Response plan was created as a regional and global model in terms of dealing with the Syrian refugee crisis and carrying out a global public good, in addition to pioneering resilience based approaches with the development of the Jordan Response Plan.

For the years 2020-2022, we are aiming to create a more inclusive and aligned plan in the hopes of decreasing the vulnerability of both refugees and host communities and provide longer-term sustainable solutions that will result in tangible effects on beneficiaries.

The JRP is currently the only plan that serves both Syrian refugees and vulnerable Jordanians impacted by Syria crisis based on their needs and vulnerabilities, and in their specific geographical locations. Due to the increase of the refugee population in areas where Jordanians reside, it is almost impossible to mitigate their effects on resources such as electricity and water. Therefore, JRP, which is based on multidisciplinary approach, is vital in considering the overall effects for both Syrian

refugees and vulnerable Jordanians in host communities, as the burdens of the crisis cannot be managed solely.

Due to the decrease in funding the past year, GoJ and the International Community started considering that changes that have to be made to remind the international community, that although the situation in Syria might be stable, the neighboring countries are still suffering. Therefore, for JRP 2020-2022, a more flexible, resilient and responsive structure was created.

Thus, to ensure a more aligned plan, the new plan will comprise of 7 sectors instead of the 12 previous sectors. The sectors are: Public Services, Education, Health, Economic Empowerment, Social Protection and Justice, Shelter, and WASH. This new combination is a result of rearranging previous sector according to their alignment with SDGs, Global Compact on Refugees, and the National Plans of Jordan.

The JRP 2020-2022 will maintain on the two pillars: Refugee/Humanitarian and Resilience. These consist of three components; Refugee Needs, Host Community Needs and Infrastructure and Institutional Capacity Development Needs. As previous years; refugees will still benefit from services under host community, Infrastructure and Institutional Capacity Development. Having these components will ensure that the JRP is aligned with Jordan' vision towards self-reliance of Syrian refugees and maintaining quality services. Besides; combining both the humanitarian and resilience interventions that reflect on the tangible support, through having interventions that are relevant to the context and beneficiaries' needs. To further ensure a more inclusive and evidence based approach, the sectors relied on vulnerability indicators along with targets and indicators from Agenda 2030 and National Strategies and Plans to serve as the basis for determining priority projects. The ratio of previous JRP will remain the same. New markers have been introduced and utilized as tool to monitor mitigating impact vulnerability and needs. This shift ensures that the JRP maintain the concept of leaving no one behind, while sustaining the humanitarian and resilience pillars.

JRP 2019 Sectors Aligned with SDGs and Global Compact on Refugees:

SDGs																
Sector	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16
Education				x												
Energy							x									
Environment												x			x	
Food Security		x														
Health			x													
Justice					x					x						x
Livelihoods								x	x							
Municipality											x					
Shelter											x					
Social Protection					x					x						x

Global Compact on Refugees							
Sector	Education	Jobs and Livelihoods	Health	Women and Girls	Children, adolescents and youth	Accommodation, energy, and natural resource management	Food Security and nutrition
Education	x	x		x	x		
Energy						x	
Environment						x	
Food Security		x		x	x	x	x
Health			x	x	x		
Justice				x	x		
Livelihoods		x		x	x		
Municipality			x	x	x	x	
Shelter						x	
Social Protection				x	x		
Transport				x		x	
WASH			x	x	x		x

After the alignments with SDG's and Global Compact on Refugees, it was noticed that various projects serve common objectives, and this is how the JRP 2020-2022 was developed.

JRP 2020 Sectors Aligned with SDGs, Global Compact on Refugees, and Jordan's National Plans:

SDGs																
Sector	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16
Education				x												
Public Services							x		x		x		x		x	
Economic Empowerment		x			x			x	x							
Health			x													
Social Protection and Justice					x					x						x
Shelter											x					
WASH						x										

Global Compact on Refugees							
Sector	Education	Jobs and Livelihoods	Health	Women and Girls	Children, adolescents and youth	Accommodation, energy, and natural resource management	Food Security and nutrition
Education	x	x		x	x		
Public Services			x	x	x	x	
Economic Empowerment		x		x	x	x	x
Health			x	x	x		
Social Protection and Justice				x	x		
Shelter						x	
WASH			x	x	x		x

Jordan National Plans						
Sector	Five Year Reform Matrix	National Renaissance Project 2019-2020	National Social Protection and Poverty Reduction Strategy	Education Strategic Plan 2018-2022	National Strategy for Human Resource Development 2016-2025	National Water Strategy 2016-2025
Education				x	x	
Public Services		x	x			
Economic Empowerment		x				
Health		x				
Social Protection and Justice		x				
Shelter			x			
WASH	x					x

Structure and Output: JRP 2020-2022:

Initially, Jordan Response plan was created as a regional and global model in terms of dealing with the Syrian refugee crisis and carrying out a global public good. The Jordan Response Plan also provides refugees with economic opportunities in spite of the tremendous economic, military, security and humanitarian burdens.

The new JRP 2020-2022 aims to reduce pressure on Jordan as a host country and improve living conditions and self-reliance; that will support in eliminating vulnerabilities and support Jordan in maintaining the quality of services provided for Syrian refugees.

The main aim is to create a more inclusive and aligned plan in the hopes of decreasing the vulnerability of both refugees and host communities and provide longer-term sustainable solutions that will result in tangible effects.

I. Overall Strategic Objective:

The overall strategic objective of JRP is to as a host country through;

1. Enhance self-reliance and living conditions of Syrian refugees and vulnerable Jordanian impacted by Syria crisis.
2. Meeting the humanitarian and resilience needs of Syrian refugees and vulnerable Jordanians impacted by Syria crisis.
3. Upscale critical capacities of the central, regional and local authorities to plan, program, coordinate and implement the development response in order to manage and mitigate the impact of the crisis in a timely, efficient and effective manner
4. Enabling public institutions to maintain the same quality of services provided for Syrian refugees.
5. Support the government budget to cope with the financial burdens resulting from Syria crisis.
6. Advancing more cost effective and sustainable solutions to municipal services and infrastructure in areas critically affected by demographic stress, including solid waste management, housing, and energy sectors
7. Mitigate the impact resulting from the consumption and pressures on natural resources and eco system services.
8. Support durable solutions that are aligned with Jordan's policies and Global Compact on Refugees

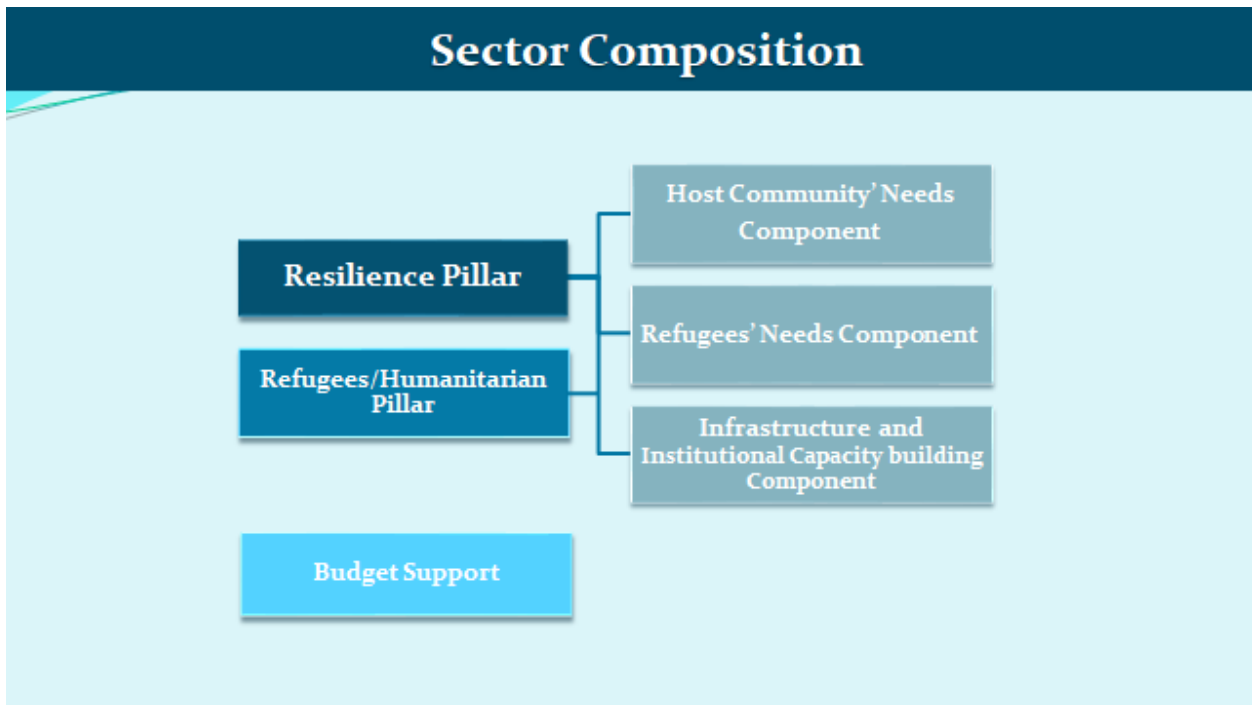
To make the JRP 2020-2022 more measurable, all sectors within JRP are aligned with Sustainable Development Goals, Global Compact on Refugees, and National Plans The new JRP 2020-2022 is composed of 7 sectors instead of 12 sectors; where some sectors were combined. The new combination is a result of rearranging previous sector according to their alignment with SDGs, Global Compact on Refugees, and the National Plans of Jordan.

II. Sector Composition

The sector composes of 3 pillars which are:

- Resilience pillar is consistently incorporated across all sectors. Resilience is a medium- to long-term approach.
- Refugees / Humanitarian pillar are embedded across all sectors targeting the critical humanitarian and lifesaving needs.

- Budget Support pillar is focused on compensating the treasury for losses due to the crisis and/or decrease the burden of additional expenditures.



II.1 - Pillars:

The JRP 2020-2022 will maintain the two pillars:

- A- Humanitarian /Refugee Pillar.
- B- Resilience Pillar.
- *While the budget support will remain as sole chapter.*

II.2 - Components (Response Type):

The plan will aim to respond to three components: Refugee Needs, Host community Needs, and Infrastructure and Institutional Capacity Development Needs which is a new component that is vital to Jordan's vision in ensuring long term, developmental, and tangible support.

- Refugee Needs (Ref).
- Host Community Needs (H.C)
- Infrastructure and Institutional Capacity Development Needs (I.C)

III. Sectors:

The JRP 2020-2022 is composed of seven sectors as in:

1. Public Services Sector: Entails local governance and municipal services, transportation, energy, and environment.
2. Economic Empowerment Sector: Entails food security and livelihoods.
3. Education Sector.
4. Health Sector.
5. WASH Sector.
6. Social Protection and Justice Sector: Entails child protection, SGBV, Legal Protection, PSEA, Civil Registry, and Religious Courts.
7. Shelter Sector.

IV. Markers:

To ensure the inclusive and quality of projects, the JRP 2020-2022 incorporated the usage of new markers that are all being reinforced in the new plan as a tool to monitor the vulnerability of beneficiaries all are used as cross cutting in all interventions under the plan.

- A. Gender with Age Markers.
- B. Environment Markers.
- C. Social Protection Markers.

Beside the markers, JRP 2020-2022 aims to assess the interventions using a resilience lens.

V. Planning Assumption

The JRP 2020-2022 is based on the following planning assumption:

- Total population of Jordan was 10,310,000⁴ by the end of 2018 and is expected to grow by 2% annually.
- The total number of Syrian refugees in Jordan is 1.36 million including around 655,435 registered with UNHCR, of which 123,651 reside in camps⁵. It is expected that the population of Syrian refugees in Jordan will grow by 3% annually.

⁴ <https://tradingeconomics.com/jordan/population>

⁵ <https://data2.unhcr.org/en/situations/syria/location/36>

- The number of Syrian refugees in Jordan will likely to remain the same, with no foreseen prospects of organized and internationally accepted durable solution as in; Voluntarily Return.
- The governorates hosting the largest population of Syrian refugees will remain the same; majority of Syrian refugees will continue to stay in Amman and the northern governorates as in Irbid and Mafrq⁶.
- All partners commit to provide transparent and timely reporting on funding allocations, projects, activities and expenditures through JORISS.
- The international community will adhere to internationally agreed principles on aid effectiveness, recognizing country ownership, alignment and usage of national systems. Accordingly, the government will maintain and enhance an enabling environment for aid effectiveness and coordination.
- The international community maintains to reflect on its pledges and commitments through real and track-able disbursements for financing- through grants- the Jordan Response Plan, including its refugee, resilience and budget support requirements.

VI. Process

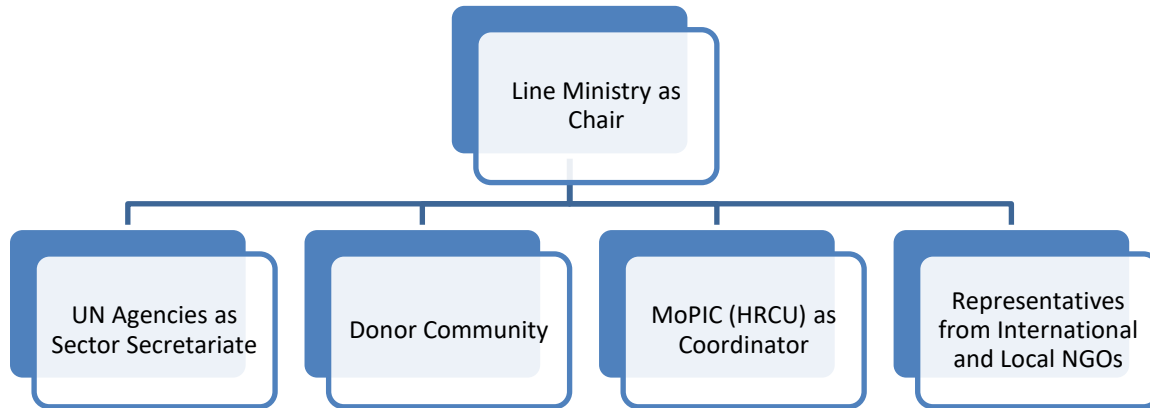
Jordan has adopted innovative approaches and modalities in order to ensure that the Jordan Response Plan is a key model to achieve resilience and mitigate humanitarian needs through efficient, cost effective and transparent manner, while being able to demonstrate the collaborative strong national leadership of the process. The JRP has been prepared under the overall supervision of the Government of Jordan represented by MoPIC (leadership) and meaningful participation of the sector Task Forces (ownership and inclusive participation) representing all relevant national and international stakeholders. This reflects government of Jordan vision towards maintaining the longstanding partnership with international community.

Task Forces where developed for each sector and participation is open, core teams were established to ensure proper coordination, information dissemination and efficient discussion to translate the responses info proposed projects and interventions through Project Summary Sheet- PSS

⁶ <https://data2.unhcr.org/en/documents/details/74031>

The implementation of JRP projects is open to any development and humanitarian partner, including government institutions, UN organizations, private sector, international cooperation agencies, and development banks, as well as national and international NGOs that are registered in the country.

VII. Core Team Structure



VIII. Information sharing and tracking

All implementing partners – government institutions, UN agencies, national and international NGOs, private sector have to upload their project information through (Jordan Response Information System for the Syria Crisis (JORISS)), which will remain the only government-owned online project submission, tracking, and monitoring & reporting system for JRP projects. Furthermore, JORISS is used by the Government of Jordan to approve foreign funding, as per the Jordanian legislation. JORISS centralizes all JRP financial and technical project information, thereby allowing MoPIC to track activities and funding by sector, implementing partner, donor and geographical location. In this sense, JORISS is a tool to strengthen Government of Jordan’s capacity to monitor JRP results, hence increasing overall transparency. Updated information provided through JORISS will help MoPIC ensure efficient targeting and prioritization, avoid duplications and gaps in response, as well as provide policy and decision-makers with up-to-date analysis on the evolving situation.

Chapter Two

Sector Vulnerability and Response

Public Services Sector

1. Sector Situation Analysis

The Government of Jordan (GoJ) continues to demonstrate a strong commitment to provide delivery of public services to 655,435 registered Syrian refugees⁷, particularly in Northern governorates: Mafraq, Irbid, Jerash, Balqa, Madaba, Zarqa, and including Amman.⁸The 2015 Decentralization Law and the Municipality law reflect the GoJ's commitment towards inclusive participation at the sub-national levels of the government.

The municipal capacities for service delivery such as waste collection as well as wastewater management in municipalities with high population density, exacerbated by the influx of Syrian refugees since 2011, have been overstretched in responding to increased needs for Syrians and host community members. For this reason, JRP partners continue to advocate for increased support to these municipalities through infrastructure development, technical and personnel support, and increased financial support.

Supporting vulnerable Syrian and host community households remains a key concern for JRP partners. Host community members and Syrians have exhausted their savings due to the protracted nature of the crisis while having limited income-generating opportunities. More than 1 million Jordanians live below the poverty line (NSPS, 2019-2025)⁹ and in 2018, According to the most recent vulnerability analysis report, the challenges confronting governorates and municipalities have been compounded by an expansion of about 13 per cent of Jordan's population, resulting in a need to rapidly increase service delivery and local development planning efforts. Increased technical skills, human resources, and financial needs are cited as priorities among the local governance sector. Continuous pressure on municipalities and the municipal authorities' ability to respond to their communities' priorities and needs has been affected by their already limited capacity to provide public transportation services, solid waste management, affordable energy supply, and support social cohesion within communities.

⁷UNHCR, <https://data2.unhcr.org/en/situations/syria/location/36>. Last updated 05 Jan 2020.

⁸UNHCR, <https://data2.unhcr.org/en/situations/syria/location/36>. Last updated 05 Jan 2020.

⁹ National Social Protection Strategy-Jordan (2019).

Climate change poses additional stress on the most vulnerable population groups. Water shortage and land and air pollution are significant concerns to support the population sustainably. Furthermore, as an energy insecure country, Jordan is faced with two key challenges, a growing energy demand and very limited domestic resources to fulfill this demand while managing an increase in overall costs and significant tariff costs. This significantly high and rising cost of energy decreases access of domestic use of these services to vulnerable populations, resulting in limited capacity of movement and participation in social and educational activities.

Importing 94% of its energy, Jordan has seen an increase in its energy consumption, especially for sustaining service provisions such as education, health, and water, and particularly in the northern governorates with a large refugee presence, with an additional increase of 2.08% in the northern governorates compared to other governorates in Jordan¹⁰. Furthermore, access to energy has decreased from 1193 kgoe in 2011 to 996 kgoe in 2017, an indication that people cannot afford high energy consumption rates due to the increase in rates, even with governmental subsidies for petroleum and electricity.

In the northern governorates, monitoring of pollutants, e.g. sulfur dioxide, carbon monoxide and nitrogen oxides, confirmed high concentrations of emissions highly associated with increased human activities and directly proportional with population size. One dumping site assigned for hazardous waste lacks the capacity for any increase in generated waste. According to the latest reports by the Ministry of Environment, average waste has increased to 2,700 tons/year, but treatment efficiency results in only 2,341 tons of medical waste treated, and approximately 2,000 tons of waste comes from pharmaceutical industries.¹¹

Per capital waste generation is at a relatively low 1 kg per day, whereas municipal waste in the country has steadily increased from 1.5 million tons in 2000 to about 3.5 million tons in 2016, which is posing a severe challenge to municipalities in big cities like Amman and Aqaba.¹²

As for transport in Jordan, more than 80% of Syrian refugees are sheltered in urban areas of the country, increasing the number of challenges to the transport sector, e.g. movement of additional heavy-loaded cargos and sludge disposal trucks needed for service provisions. Significant strain on Jordan's transport-associated infrastructure,

¹⁰ The Ministry of Energy and Mineral Resources – Annual Report 2017

¹¹ http://moenv.gov.jo/AR/Environmental_sectors/Waste/Pages/Medical-waste.aspx, last accessed 8/2/2020.

¹² DOS (2017) Statistical Year Book 2017 Jordan; Yamin (2018) Solid Waste Management in Jordan

i.e. bus stops, intermediate connection areas, and collection stations are also challenged by increased needs and demands, including maintenance, and limited funding.

Affordable means of transportation is one of the key barriers for access to income-generating and educational opportunities. Therefore, it is one of the main priorities of this plan to reach the most vulnerable. The cost of transportation is one of the major household expenses for all incomes, and a lack of public transportation infrastructure is cited as a key constraint to enabling Vulnerable Jordanians and Syrian refugees in both camp and urban settings to access commercial centers and industrial zones, considered both a key constraint in mobility as well as a significant infrastructure gap. For the lowest two income groups, nearly 10 per cent of the non-food item costs is associated with travel whereas it is 23 per cent for the wealthiest households (HIES, 2018).

2. Achievements, Ongoing Interventions:

The Ministry of Local Administration, Ministry of Energy, Ministry of Environment, and Ministry of Transportation has been supported by various international partners in its effort to support Jordanian municipalities affected by the influx of Syrian refugees in delivering service and employment opportunities for Jordanians and Syrians.

- The Municipal Services and Social Resilience Project (MSSRP) support 21 municipalities with total grants of USD 21.21 million with duration (2018-2020).
- “Resilience and social cohesion” is a 2-year project funded by “Madad” with EU 3.6 Million to support municipalities by funding the implementation of projects in the fields of municipal services such as infrastructure, solid waste management and health.
- Qudra is a three year (2017-2019) project funded by BMZ and EDF (EUR 3.4 million) and implemented by AECID, GIZ and CFI aims to achieve organizational development, financial management and financial independence, contributing to achieving social cohesion in three municipalities: Greater Mafraq, Al Sarhan, and Al Ramtha.
- CITIES is a five-year project (2016-2021), with a USD 58.6 million budget, that supports municipal and sub-national governance, and aims to enhance municipal service delivery, including solid waste management amongst other services
- Solid Waste Value Chain Analysis in Irbid and Mafraq was conducted for the design and implementation of solid waste management interventions. An agreement for USD 11.65 million was signed with UNDP through a fund from GoC, to rehabilitate and construct an emergency landfill cell in order to expand the lifetime of Al-Ekaider.

- In addition to above mentioned, an agreement for USD 3.75 million was signed with UNDP through a fund from GoC to rehabilitate, construct and upgrade Northern MSW Al Shouneh Transfer Station and the construction of New MSW Al Taybeh Transfer Station and covered waste pickers' livelihood through 2016-2019. Sorting centers, recyclables receiving stations with relevant construction works, trainings, socio-economic and environmental studies are included in this activity.
- Through the funding of (BMZ), GIZ is implementing a second phase (ADHOC2) for 2017-2020 with USD 3.6 million, improving the municipal waste management services in four municipalities (Mafraq, Irbid, Ramtha and Karak). In this phase the MoLA staff is responsible for waste management in keeping with newly defined key operating procedures without external support.
- Also funded by BMZ, GIZ supported 20 municipalities and Zaatari camp through a labor intensive collecting and processing of recyclable waste project with USD 42.3 million to reduce the environmental impact of waste in host communities, providing 1, and 000 cash-for-work jobs for vulnerable Jordanians and Syrian refugees in the targeted host communities and camps. Further, USD 11.8 million will be available from 2019-2020. Between this timeframe, 9 municipalities are supported in the governorates of Irbid, Balqa, Mafraq, Madaba and Karak. The labor-intensive collecting and processing of recyclables will create around 6,000 additional cash-for-work jobs for vulnerable Jordanians and Syrian refugees in the targeted host communities.
- Additionally, 2019-2020 GIZ implements a part of the EU program "Support to the implementation of the National Solid Waste Management Strategy" with USD 4.1 million to improve the socio-economic well-being and health status of waste pickers working in dumpsites and landfills as well as raise awareness about key municipal solid waste management issues.
- The second phase of the Municipality Support Programme funded by Italian government has been launched with a budget of EUR 1.5 million targeting 4 municipalities (Greater Jarash, Junaid, Hallabat, and Dulail). The project aims at promoting resilience and social cohesion of the most vulnerable populations in Jordan through improving basic and social services delivery, while empowering local communities through local economic development.
- USD 5 million funded by a Kuwait grant has been provided to support 16 municipalities impacted by the Syrian refugee crisis. It entails projects aimed at enhancing municipal service delivery, such as opening roads and rehabilitating current ones.
- A three-year program funded by Kuwait grant was launched in 2017 to enhance resilience capacities for several municipalities. The third ongoing phase of the program, with a budget of USD 11 million, delivered support to 6 municipalities,

allocating around 36 percent of funds to implement vocational zones to help improve local capacities, while the remaining funds were allocated for purchasing necessary equipment.

- A project to support Solid Waste collection, disposal, recycling and management in Zaatari, Azraq and KAP camps with total funding of 1.79 USD million.
- The Jordanian municipalities support program (JMS) is a five year(2017-2022) project to develop the capacity of Jordanian municipalities in the improvement of solid waste management, enhancement of public participation, develop a rapid municipal self-diagnostic tool and establish the Municipal Training Institute (MTI), targeting 3 governorates and 12 municipalities.
- Even though transport center interventions are essential cross-cutting components to other public service interventions, the sector has not received funding.
- Several transport strategies have been developed and are expected to enhance the accessibility of more than 136,000 Syrian children in public schools.

3. Vulnerabilities and Prioritized Needs

Vulnerabilities:

- As mentioned in JRP (2015), municipal solid waste (MSW) collection coverage is estimated at about 90 percent and 70 percent for urban and rural areas respectively. About 50 percent of MSW is food waste (organics), and 35 percent is packaging waste. Most of MSW ends up at dumpsites and landfills; only 7 percent is currently recovered informally in Jordan.
- According to the 2019 Vulnerability Assessment Framework, the vast majority of Syrians in Jordan surveyed are severely vulnerable with regards to water and sanitation services. This is predominantly caused by solid waste management, where 80 percent of cases have experienced solid waste vector evidence more than twice in the last year, and 20 percent of cases have experienced wastewater overflows more than once in the last year.
- The influx of Syrian refugees increased medical, solid and hazardous waste by 30 percent according to MoENV (2016). Generation of waste exceeds the capacity of the only existing facility, and most municipalities discharge solid waste in open dump sites with no lining, leachate management, or biogas collection.
 - Only seven percent of organic and packaging waste is (informally) recovered.
 - According to the sector vulnerability assessment in 2017 for northern governorates, the bus/user ratio decreased from .82 in 2010 to .7 in 2017, showcasing a lack of mobility and access, especially in underprivileged areas.
- The cost of transportation is one of the major household expenses for all incomes, and a lack of public transportation infrastructure is cited as a key constraint to

enabling Vulnerable Jordanians and Syrian refugees in both camp and urban settings to access commercial centers and industrial zones, considered both a key constraint in mobility as well as a significant infrastructure gap. For the lowest two income groups, nearly 10 per cent of the non-food item costs is associated with travel whereas it is 23 per cent for the wealthiest households (HIES, 2018).

- Increased needs and demands due to the inflow of Syrian refugees has increased the number of users of road networks, personnel traffic, and increased heavy-loaded transport leading to exacerbated degradation of existing road networks due to the transport sector's limited budget.
- Increased use of fossil fuels contributes to global warming. CO2 emissions for Jordan were 22, 7772 kt in 2016, constituting a considerable increase from only 14,721 kt in 1997, growing at an average annual rate of 2.4 per cent (knoema, 2018).¹³
- Locations of planned projects in the north and east have moved to the south due to limited capacity of grid lines.
- High cost of energy consumption attributes to a higher cost of living for refugees and host community populations and negatively impact spending on other essential needs which ultimately leads to a lower standard of living and reduced social cohesion. This limits the ability for activities for vulnerable populations, decreasing movement and well-being.

Needs:

- Improved service delivery and therefore improved social cohesion results from enhanced solid waste management, including increased number of various vehicles; main municipal services, including necessary equipment, road construction, street lighting, public areas, and stronger private sector partnerships; community engagement, including engagement with youth, women and girls, and local NGOs and community groups; needs assessment of the urban information management system; decentralization of local government; and upgrading of financial management of municipal administration and strengthening development regulatory frameworks.
- Environmental needs previously identified in previous JRPs have not been addressed, including but not limited to comprehensive hazardous waste management units, enhanced capacities for collection, transport, and disposal of such waste, monitoring air quality, environment impact assessments through use of the environment marker tool and clean technology solutions.
- Energy needs include increased awareness of consumption, energy efficient interventions like LED lights and control systems on transformers reducing energy consumption in public buildings and households, installation of storage batteries

¹³ <https://knoema.com/atlas/Jordan/CO2-emissions>

enhancing renewable energy resources such as solar and wind, and overall enhanced networks in the north and north-east of Jordan to mitigate increased consumption from the inflow of Syrian refugees.

- Despite the significance of the transport sector and its role as a cross-cutting thematic area to other service sectors, no funding has been received to support its proposed interventions in the 2018-2020 JRP. Key priority areas for transport interventions include existing road network maintenance and expansion and improved road safety, enhanced public transport system, increased access to roads and public transport services for schools and health centers, and support of transport-associated infrastructures like waiting and collection stations, related to increased needs and lower maintenance opportunities due to lack of funding.

4. Response Plan

JRP partners remain committed to address the complex vulnerabilities of the Syrian and host community populations due to the protracted crisis. The Public Services Sector response strategy includes measures to meet the immediate needs of the most vulnerable while planning on the medium and the long-term strategies to support self-reliance; increase the infrastructure resilience and enhance service delivery to support systems and contribute to social cohesion between Syrians and host communities.

The support planned by JRP partners under the Public Services sector and its sub-sectors include coherent, integrated planning and coordination support among institutions, with immediate short-term interventions focused on social cohesion, solid waste collection and planning.

The Public Services sector is guided by targets and indicators in the Sustainable Development Goals Agenda 2030 and the targets and indicators in national plans and strategies as in The National Strategy for Solid Waste Management, National Social Protection and Poverty Reduction Strategy, The National Renaissance Project, the Five-Year matrix and others.

The Public Services with its 4 interventions has 7 specific sector objectives addressing the thematic areas within the sector.

Local Governance and Municipal Services

The local governance and municipal services response targets major improvements in local administrations' capacity and responsiveness, service delivery performance, solid waste management, social cohesion, and cross-sector cooperation. It also includes urgent required investment in infrastructure. The response adopts a resilience-based approach by helping municipalities cope with the Syria crisis, recover from its impact and sustain the gains made. The plan aims to mitigate the effects of the crisis while at the same time contributing to Jordan's national development priorities.

Accordingly, immediate short-term interventions will focus on social cohesion, solid waste collection and rapid planning. Social cohesion interventions will be concentrated in tension-prone areas and will mobilize activities that foster tolerance, co-existence and cooperation. The procurement of machineries and equipment related to solid waste collection will help municipalities and Joint Services Councils to alleviate the pressure incurred on the sector from the additional waste generation, especially in the northern governorates. Rapid planning and coordination support will be provided to municipalities and communities in affected areas to further support. Medium-term recovery interventions will focus on landfills, while the construction of sanitary cells will serve only as an emergency response. Financial independence of municipalities will be pursued by increasing revenue through assessing and improving the performance of existing revenue collection and eventually by introducing alternative approaches.

Sector Specific Objective

1. Improved municipal service delivery performance in host communities.

Interventions will target urgently required investment and capacity building in municipal services and infrastructure, with particular focus on Solid Waste Management (SWM). In addition to these investments, interventions will address immediate capacity development requirements related to the different stages of the SWM cycle and other municipal service lines (e.g. road maintenance and development, street lighting, small/storm water and sewage maintenance works, parks and public space maintenance), while significant efforts will be made to support concerned Joint Service Councils to fulfill their mandate.

2. Revised local development priorities, projects, processes and systems to reflect and respond to changes and priorities arising from the Syria Crisis.

Sustainable planning and coordination support will continue to be provided to councils (local, municipal and governorate) and host communities. Subsequent inputs will capitalize on, improve or initiate new community and city-level plans that are

responsive to population needs. They will focus on poor and vulnerable groups and the developmental challenges induced by the crisis. Moving forward, capacity development activities will be provided at municipal and district level, with a focus on outreach and effective communication as well as on participatory approaches to planning and budgeting.

Environment

The environment sector strategies to address these needs include the National Plan for Green Growth and the National Strategy for Sustainable Production and Consumption, while working with line ministries, MoPIC and UN to develop the “Environment Marker” tool to evaluate the environmental impact of all JRP projects. Closure of selected landfills will be done and with GAM support, the rehabilitation of 9 catchment areas scattered throughout the three regions will be accomplished.

The response aims at strengthening the resilience of fragile ecosystems and communities, as well as offsetting the adverse environmental impact posed by the Syria crisis. Furthermore, there is an urgent need for proper interventions to conduct restoration and rehabilitation for key habitats/ecosystems that have experienced considerable damage and deterioration. In addition, the JRP should mainstream environmental sustainability concerns as a cross-cutting issue across all sectors and all interventions.

All assessment reports conducted on the impact of the crisis on the natural capitals confirmed that air quality and hazardous waste are the areas of most concern. This included a need of ongoing real-time monitoring of changes in ambient air and flow of waste valuable to inform decision-making. Since the environmental implications of the crisis have nationwide spill-over effects, it is important to expand the geographical coverage for a database system to maintain records of all air parameters, and different kinds and amounts of waste.

The treatment of hazardous waste is hampered by lack of human capacities, equipment, proper installations, and databases and proper monitoring programs.

Interventions to minimize and mitigate the impact of the crisis on the natural environment cannot be implemented alone since they have to be accompanied by longer-term strategies to ensure proper mitigation and remediation of adverse environmental impacts to decrease pressure on natural resources. It is also important to put in place an effective monitoring system for environmental indicators, including air pollutants, soil pollution, illegal grazing, illegal hunting, and amount of generated wastes.

Sector Specific Objective

3. Enhanced National and Local Capacities to Manage Hazardous Waste.

Among different kinds of hazardous waste, medical waste stands to be a priority given the considerable increase caused by the influx of refugees. This requires provision of equipment for collection, transfer and treatment of hazardous waste, while at the same time enhancing the treatment capacities at source and at landfills. This also entails developing the human capacities in dealing with such kind of waste.

4. Strengthen Monitoring and Mitigation of Air Pollution Management.

It is important to strengthen the national monitoring capacities of air quality, particularly in areas with high concentration of refugees. This includes activities related to strengthening human capacities, equipment and field monitoring. This needs to be complemented by activities to enhance the efficiency of factories, wastewater treatment plants, and other emitting facilities in the northern governorates. The Ministry of Environment is currently engaged in implementing relevant preparatory activities that are needed as a baseline to further enhance air quality control, monitoring and management in the coming few years.

Energy

Given the estimated levels of incremental power needed to respond to the Syria crisis in urban areas and refugees camps, responses can be aligned with and benefit from the new strategic investments planned within Jordan's overall drive for sustainable energy solutions.

What the sector is suggesting is as follows: instead of developing new import-dependent power capacities, the suggestion is to meet extra loads through Renewable Energy and Energy Efficiency (RE&EE) technologies and solutions and to increase awareness on energy saving and sustainable consumption, while building on existing capacities and initiatives. This will bring long-term benefits for Jordan's sustainable energy vision.

Moreover, while implementing immediate solutions to meet refugees' demand for energy it is imperative to consider long terms solutions to ensure sustainable production and use of energy in Jordan and to mitigate the impact on the environment.

Based on the SVA, the sector will work in the most vulnerable areas in Jordan: Irbid, Jareh, Mafraq, and Amman, as well as the Zaatari and Azraq camps.

Sector Specific Objective

5. Introduce and Promote Renewable Energy and Energy Efficiency Technologies and Solutions to Support the Increased Energy Needs.
6. Enable refugees and host communities to access adequate, affordable and secure energy services

Transport

Transport sector is one of the most important sectors that affect the daily life of the residents of Jordan as well as its economy as it contributes to over 6% of the national GDP in 2018. The sector has witnessed in recent years heavy investments in the expansion of the land transportation, which is the backbone of the national transport system, the development of urban transport as well as the improvement of the logistics industry and international links. In this regard, the sector faces many challenges including increased demand on public transport and shortages of supply in addition to the rapid degradation of roads network. These challenges have been exacerbated by the Syrian crisis which has added more pressure to public roads and transportation networks used by inhabitants on their way to schools, health centers, work and other daily activities.

The influx of Syrian refugees has increased the number of users of the road networks, personnel traffic, as well as heavy-loaded cargo, water supply, and sludge disposal trucks, which has led to a quicker than expected degradation of the existing road network. Furthermore, the crisis has resulted in enlarging the financial burden on vulnerable inhabitants and exhausted institutions. Not only in the Northern Governorates, but all-around Jordan, the transport sector has been drastically affected by the crisis. This is aggravated by the shortages of preventive and routine maintenance's budgets, which affect road life cycle.

The transport associated infrastructures such as waiting stations, intermediate connection reception areas, and collection stations are also suffering due to the increased needs and demands, lower maintenance opportunities and limited funds for the running costs and maintenance.

Sector Specific Objective

7. Improve and efficient transport services and system to accommodate increased population in the northern governorates of Irbid, Zarqa, and Mafraq.

1. Sector Situation Analysis

The Government of Jordan has granted access to public health services at subsidized rate for more than 2.2 million Jordanians¹⁴ without health insurance coverage. Additionally, since March 2019 Syrian refugees have to access public health services at non-insured Jordanian rate (subsidized 80%). This policy was introduced to improve level of access to essential package of health services and, thus, improve refugees' health status while reducing the burden of the crisis on the public health system.

Health needs of the national population are increasing with population growth, changing of population demographic and epidemiological transition of disease. Determinants of poor health such as tobacco use, obesity, and other unhealthy behaviors are becoming increasingly prevalent in Jordan and are contributing to the increased incidence of Non-Communicable Diseases (NCDs). Around one third of the Jordanian population does not have any kind of health insurance^{15, 16}. Also, increasing healthcare costs of both services and supplies raises issues on sustainable financing mechanisms for this sustained demand¹⁷.

Furthermore, the continuation of the Syrian crisis for many years and the evolving humanitarian context poses new demands on the health system in Jordan. Syrian refugees health needs in Jordan continue to place additional pressure on the national health system and its ability to respond. This is aggravated by the increased prevalence of NCDs among refugees. Women and children, disabled, war-wounded, patients suffering from mental health conditions and older refugees needs also present significant challenges. These vulnerable groups require a wide range of costly health services for long time. Additionally, significant vulnerabilities still exist for maternal and child nutrition in Jordan, and low tetanus toxoid vaccination coverage among women of reproductive age group (TT1 65% overall and TT2 coverage 20%) poses serious public health risks and concerns regarding protection of women and their newborn infants from tetanus¹⁸.

The new health policy eliminates substantial access barriers among vulnerable Syrian Refugees. A recent assessment¹⁹ highlighted that 35% of Syrians aware of policy change while 27% accessed public health services since change of policy. Afford the

¹⁴ Demographic Health Survey Report, 2018

¹⁵ The Hashemite Kingdom of Jordan High Health Council Policy Directions of The National Strategy of Health Sector in Jordan 2015-2019

¹⁶ Jordanian children under six years have free access regardless of their insurance status

¹⁷ The Hashemite Kingdom of Jordan High Health Council Policy Directions of The National Strategy of Health Sector in Jordan 2016-2020

¹⁸ MOH/UNICEF. EPI Coverage Survey, 2015-2016

¹⁹ IRC, Public health access and health seeking behaviours of Syrian refugees in Jordan, September 2019

cost to access public health still remains the biggest barriers among 70% of respondents.

The 2018 Vulnerability Assessment Framework (VAF) highlighted that about half of Syrian households have severe or high health vulnerability.²⁰ Additionally, more than 53% of Syrian spent more than 10% of their expenditure on health items.

With regards to the progress towards SDG3 (Good Health Global Index), Jordan scores 76.3%, meaning that the score is moderately increasing but still insufficient to meet the 2030 goal.

The Task Force team included the SDGs indicators along with national health strategies indicators within the plan. Part of the indicators and targets taken from SDGs are:

- SDG 3.2 .By 2030, end preventable deaths of newborns and children under 5 years of age, with all countries aiming to reduce neonatal mortality to at least as low as 12 per 1,000 live births and under-5 mortality to at least as low as 25 per 1,000 live births
- SDG 3.6 By 2020, halve the number of global deaths and injuries from road traffic accidents. This is important for Jordan its score for traffic deaths is alarming (23.6)
- SDG 3.8 Achieve universal health coverage, including financial risk protection, access to quality essential health-care services and access to safe, effective, quality and affordable essential medicines and vaccines for all

The Global Compact on Refugees is a framework for more predictable and equitable responsibility-sharing, recognizing that a sustainable solution to refugee situations cannot be achieved without international cooperation. It provides a blueprint for governments, international organizations, and other stakeholders to ensure that host communities get the support they need and that refugees can lead productive lives. It constitutes a unique opportunity to transform the way the world responds to refugee situations, benefiting both refugees and the communities that host them.

2. Achievements, Ongoing Interventions

The Ministry of Health (MoH) has been supported by various international partners in its effort to make the national health system resilient through the construction and rehabilitation of healthcare facilities and the provision of medical equipment, particularly in host communities in the northern governorates and in Amman. Other ongoing interventions targeting areas with a high concentration of Syrian refugees are the following:

²⁰ UNHCR Jordan Vulnerability Assessment Framework Population Survey Report 2019.

- Inclusion of Pneumococcal Conjugate Vaccine (PCV) into national Expanded Programme of Immunization (EPI)
- Strengthening the national screening programme for early detection and treatment of Phenylketonuria (PKU)
- Capacity building of human resources within MoH facilities;
- Provision of essential drugs, mental health, reproductive health and family planning commodities and critical equipment at public hospitals and health centers;
- Strengthening of the national NCD control system;
- Enhancing absorptive capacities at public facilities, medical warehouses, hospitals and health centers.

Despite limited financial resources, UN agencies and NGOs have also supported vulnerable Jordanians and Syrian refugees on health-related issues. Interventions are being implemented to ensure that Syrian refugees' health needs are met. Such interventions are oriented at responding to the immediate health needs of Syrians in urban and camps settings and at providing them with access to comprehensive primary and essential secondary and tertiary health services. Specific support is provided to those suffering from war-related injuries as well as acute medical and surgical conditions. Direct and indirect provision of comprehensive emergency obstetric and neonatal services is also provided.

In 2019²¹, more than 500,000 primary health care assistance, 125,743 maternal and child health assistance, 58,962 specialized mental health services and 36,347 secondary or tertiary referral have been provided to Syrian refugees and Jordanians. Quality sexual reproductive health services are also provided including clinical management of rape. Furthermore, support is being provided to community health volunteers and infant and young child feeding (IYCF) facilities in urban areas, in Zaatari and in Azraq. Mental health services are provided through primary health clinics by community mental health workers.

3. Vulnerabilities and Prioritized Needs

Vulnerabilities:

Findings from the health sector indicate that only 69.6% and 73.7% of Jordanian males and females have health insurance respectively, with the GOJ aiming to expand umbrella of Universal Health Coverage (UHC) during 2020 to reach 80% of total Jordan's population and 2025 to reach the entire population. Additionally, the

²¹ Activity Info, Monitor database. November, 2019

increased access to public health care facilities by both refugees and host community stretched the absorptive capacity of health system, and, in turn, negatively impacted on some health system performance indicators such as bed ratio and health work force ration per population.

Furthermore, current funding trends suggest that only 66% of refugees living in host communities are covered by health services, leaving over 177,000 people with uncertain access. The most updated Vulnerability Assessment Framework (VAF)²², which is part of the Comprehensive Vulnerability Assessment (CVA), found that 9% of Syrians are part of households with severe health vulnerability and 40% are part of households with high health vulnerability. Moreover, the VAF found that 35% of Syrian refugees are severely vulnerable in terms of being able to access health services when needed, 31% of households have the presence of pre-existing medical conditions (e.g. chronic illnesses) that are negatively impacting a family member's day to day life, and 63% of Syrian refugee households reported that they face high expenditure on health care.

Findings from Household Expenditure and Income Survey 2017-2018 (HEIS) indicate the percentage of people with chronic diseases is 12.6% among Jordanians while for non-Jordanians including Syrian refugees the figure is 11.1%. Another study by DHS shows that prevalence of anemia in children is 31.7% among Jordanian and 34.3% and among Syrians, with Ajloun and Zarqa being the most affected governorates

Needs:

The sustained humanitarian response to the very immediate health needs of refugees is critical to ensure that such needs are met, by maintaining long-term affordable access to comprehensive essential health services for all refugees residing in camps and in urban areas. Such humanitarian response should be integrated with further commitments to strengthen the capacity of the public health system to respond. Indeed, there is an urgent need for humanitarian partners and donors to support the resilience of the MoH, through the construction new infrastructure, the maintenance of the existing facilities, provision of medical equipment and supplies, consumables, vaccines, and through the capacity building of MoH human resources as well as health research and development. A strengthened health system would more effectively respond to the increased demand for health services. In turn, leading to beneficial effects for Syrian refugees and host communities alike. Foremost, such commitment would support humanitarian actors in advocating granting increased access to Syrian refugees. Indeed, throughout 2019, high-level commitment and generous contributions made by several donors toward Multi-Donor Account (MDA) to channel a strengthened support of the international community

²² Vulnerability Assessment Framework, population survey report 2019

4. Response Plan

The health sector in Jordan continues to face increasing needs and vulnerabilities with continued demand for services for Jordanians and Syrian refugees, a changing population demographic, changing epidemiological patterns, increasing rates of determinants of poor health, and rising healthcare costs.

The health sector response strategy will focus on durable solutions and aim to maintain humanitarian programming and continue to meet the immediate and short-term health needs of individual refugees, whilst also undertaking health systems strengthening and promoting resilience. The health sector aims to reinforce the centrality of the national health system to the Syria crisis response. The response spans across a range of activities: for direct interventions ensuring that the short-term critical needs of Jordanians and Syrian refugees are met, through support for primary, secondary, and tertiary health services in camps, rural and urban settings, to more systematic investments that reinforce the capacity of the national health system to respond in the medium- and long-term. Such systematic investments include the construction and maintenance of the health-related infrastructure, the provision of medical equipment and supplies, consumables, and vaccines, the capacity building of MoH human resources, and the investments in information management and logistics systems. Eventually, the sustained commitments to strengthen the national health system would support humanitarian partners in advocating to grant an increased access to health services by Syrian refugees. There is a dire need to enhance the support from partners to enable Jordan to maintain and expand access to lifesaving services by Syrian refugees and alleviate the financial burden on the Government of Jordan due to increased access of Syrians refugees to public health services. Indeed, several donors including USAID, Denmark, Canada, Qatar fund and other donors who are working together to maintain the Multi-Donor Account (MDA) and expand access to lifesaving services to Syrian refugees and alleviate the financial burden on the Government of Jordan due to this increased access to public health services.

Sector Overall Objective

To improve the health status of Jordanian host communities and Syrian refugees by meeting humanitarian health needs, promoting resilience, and strengthening the national health system and services

Specific Objectives

1. Increased access, uptake and quality of primary health care for Jordanian and Syrian WGBM in impacted areas
2. Increased access, uptake and quality of secondary and tertiary healthcare for Jordanian and Syrian WGBM in impacted areas

3. Strengthened access, uptake and quality of integrated community interventions for Jordanian and Syrian WGBM in impacted areas
4. Strengthened adaptive capacity of the national health system to address current and future stresses

The following areas of interventions are aligned to the Ministry of Health National Strategic Health Plan 2018-2022, Sustainable Development Goals (SDG3: Good Health and Well Being), Global Compact on Refugees (GRC), the Health Sector Reform Plan 2018-2022, Jordan Response Plan 2019²³, the Humanitarian Health Sector Strategy 2019-2020²⁴, National Strategy of Health Sector in Jordan 2016-2020 and Jordan 2025 National Vision and Strategy:

1. Provide high quality, integrated **health services** that respond to the growing needs of a changing demography and epidemiology, and expand the infrastructure capacity in primary, secondary and tertiary care in impacted areas;
 - Improved linkage of primary care and community outreach programs (referrals and home visits);
 - Prevent the spread of communicable diseases through the implementation of proper interventions to control communicable diseases transmission to susceptible individuals and manage the affected cases;
 - Delivery of effective interventions and programs for the prevention and control of NCDs;
 - Continuous capacity development for health care providers on Reproductive Health, protocols (RH), Sexual-Gender based violence (S-GBV), Minimal Initial Service Package (MISP) and Clinical Management of Rape (CMR)
 - Delivery of comprehensive package of Reproductive, Maternal, Neonatal, Child and Adolescent Health (RMNCAH) and nutrition services, including infant and young child feeding (IYCF), micronutrients deficiency control, routine immunization, S-GBV prevention and management, and family planning (FP) services to meet the increased demand for services;
 - Delivery of integrated school health programme and services in camp and host community schools;
 - Improved capacity of emergency and triage services, including in border areas, to respond to immediate health needs of asylum seekers, including those with injuries, NCDs, pregnant and lactating women and other specific needs;

²³ Jordan Response Plan 2019/2020. JRPSC/MoPIC. Available from www.jrpdc.org

²⁴ Humanitarian Health Sector Strategy 2019/2020, Health Sector Working Group Jordan. Updated January 2019

- Improve capacity to access mental health and psychosocial services as well as physical and mental rehabilitation services such as physiotherapy, ergo therapy and P&O provision, at both primary and secondary level;
2. Strengthen a network of primary health clinics for vulnerable Jordanians and Syrian refugees, delivering reproductive and mental health services, including services for refugees in camps;
 3. In Zaatari and Azraq camps ensure effective coordination to address gaps, including logistical and human resources support to MoH as well as provision of essential primary and secondary services on-site and promoting linkages with the national health system;
 4. Strengthen the **delivery of essential secondary and tertiary care** for vulnerable Jordanians and Syrian refugees, including emergency obstetrics and neonatal care (EmONC), post-operative, rehabilitation for war-wounded, acute and severe mental health conditions, malignancies, and palliative care, including psychosocial support, symptomatic relief and pain management;
 5. Strengthen **disability-related interventions** for vulnerable Jordanians and Syrian refugees with moderate to severe sensory, intellectual and physical impairments to ensure that their physical, psychosocial, educational and health needs are met in a way that promotes dignity and inclusion. Prevent disability among infants and young children in both Syrian refugees and host communities through early detection and early intervention;
 6. Support and expand the **community health network** in camp and non-camp populations to improve uptake of services, access to information, community capacity and resilience
 7. Improve **vulnerability identification and scoring** for vulnerable Jordanians and Syrian refugees, with the aim of better targeting and reaching the most vulnerable with essential services and assistance
 8. Develop effective **human resources for health**, including nurses and doctors, particularly in the medical specialties of intensive care, neonatal care and mental health.
 9. Establish effective, interoperable **health and nutrition information systems**, including:

- Implementation of maternal and perinatal death surveillance and response to improve quality of care and health outcomes;
 - Strengthened real-time monitoring of service provision linked with public health surveillance to improve epidemiological monitoring of priority diseases, conditions and events, timely detection and response to suspected disease alerts and completeness and timeliness of reporting;
 - Pharmaceuticals, contraceptives and vaccines supply management, and equipment maintenance systems;
 - Continued monitoring of refugee health status, coverage and access disaggregated by gender and age;
10. Ensure equitable access to **essential medical supplies, vaccines and technologies** of assured quality, safety, efficacy and cost-effectiveness, including:
- Strengthened support to and monitoring of national flour fortification and other supplementation programmes;
 - Reproductive health supplies including Emergency Reproductive Health (ERH) kits and family planning commodities;
 - NCDs medicines and supplies;
 - Vaccines for routine immunization, including polio and measles;
 - Neonatal screening of refugees.
11. Ensure effective **health financing** for Universal Health Coverage (UHC) of vulnerable populations, including:
- Review of the priority benefits package, to reflect changes in the epidemiology of disease and population demographic of Jordan;
 - Development of a national plan to attain universal health coverage (including insurance) for all citizens;
 - Development of national emergency preparedness plans;
 - Continue demand-side financing initiatives amongst refugees through cash and/or vouchers to access essential health services, such as NCDs and delivery care;
12. To deliver strong **leadership and governance** with effective oversight and accountability, including:
- Establishment of effective partnerships between relevant private and public sectors, including MoH, universities hospitals, Royal Medical Services, Military, Academies, UN agencies and NGO partners;
 - Development of evidence-based plans, policies and decisions for disaster risk reduction and preparedness;

- Development of a community awareness plan to reach all vulnerable groups with health promotion messaging for early detection and prevention of NCDs;
- Integration of resources, interventions and lessons learned from the Syria crisis into the national health system planning and services;
- Improvement of sub-national governance, transparency and accountability to improve the delivery of quality health services;
- Enhancement of coordination and referral mechanisms across the health sector and with other sectors to provide comprehensive prevention and response services and to reduce missed opportunities for refugees (especially for S-GBV and family planning services).

1. Sector Situation Analysis

Children in Jordan have rights to survival, education and development, protection and participation under the country's 2016 constitution and the UN Convention on the Rights of the Child (UNCRC).

Under the Ministry of Education (MoE) and Ministry of Higher Education (MOHE), the education system operates at pre-primary (Kindergartens 2), primary (Grades 1-6), secondary (Grades 7-12) and vocational and tertiary levels. The Jordan Response Plan (JRP)'s education programme is aligned with the National Strategy for Human Resource Development (HRD), 2030 Education Agenda–Sustainable Development Goal 4 (SDG4), the MoE Education Strategic Plan (ESP) and the Global Compact for Refugees (GCR). MoE and sector partners' support systems strengthening to improve education access, equity and quality for all children, whilst responding to immediate needs of vulnerable groups, including registered Syrian refugee children.

The sector has made notable progress. According to SDG4 indicators, Jordan's net primary enrolment rate stood at 92.4 per cent²⁵. The 2018 Programme for International Student Assessment (PISA) results show that students have improved mean performance in reading, math and science since 2012²⁶. Of 233,000 school-aged Syrian refugee children²⁷, 136,400 children enrolled in formal education in 2019/2020, up from 134,100 in 2018/2019²⁸. The 2019 Vulnerability Assessment Framework displays a reduction in educational vulnerability, from 71 per cent of families with school-aged children in 2017 to 54 per cent in 2018²⁹.

Despite progress, the Syrian crisis continues to impact access, equity and learning. Increased demand for education has resulted in challenges, including the need for increased maintenance of schools.³⁰ Disparities in school attendance persist for Syrian refugees: 96.6 per cent of Jordanians and 86.6 per cent of Syrians attend Grades 1-10; 74.4 per cent of Jordanians and 30 per cent of Syrians attend Grades 11-12³¹. Although the expected learning duration for Jordanian children is 11.6 years,

²⁵ Sustainable development report 2019. <https://sdgindex.org/reports/sustainable-development-report-2019/>

²⁶ OECD-PISA, 2018, Country note on Jordan. https://www.oecd.org/pisa/publications/PISA2018_CN_JOR.pdf

²⁷ UNHCR operational portal as of the 5th of January 2020

²⁸ MoE enrolment data for 2018/19 and 2019/20

²⁹ UNHCR, 2019, Vulnerability Assessment Framework (VAF) Population Study

³⁰ JRP 2020 Education Project Summary Sheet

³¹ Department of Statistics and ICF, 2019, Jordan Population and Family Health Survey 2017-18

according to the 2018 Human Capital Index, the average Jordanian child acquires just 7.6 years, measured by quality-adjusted years of learning.

In the field of vocational education and training (TVET), multiple partners offer programming. TVET provision remains fragmented and there is a need for improving teaching and learning quality, rehabilitation of existing centres and construction of new vocational secondary schools. There are opportunities for the private sector to play a greater role in TVET, notably through paid internships.

Tertiary and higher education remain of equal importance. Remaining challenges include national legislation, admission policies, and financial resources, gaps between educational outputs and labor market needs, and modernization of teaching. A recent Centre for Strategic Study report revealed that half of non-Jordanian students in the Jordanian Universities and colleges are Syrians, highlighting the need for increased support to institutions whose student bodies have ballooned.

2. Achievements, Ongoing Interventions

MoE has formulated and operationalized a national strategy for the universalization of KG2, drafting new KG2 bylaws and regulations in preparation for obligatory enrolment for KG2. During the 2018/2019 academic year, the MoE and the sector partners continued to operate Non-Formal Education (NFE) to support out of school children and facilitate (as adequate) their transition to formal education, in addition to remedial education for those enrolled in schools. This enabled 6,600 Syrian and 3,100 Jordanian children to benefit from remedial education, 3,200 Syrian and 3,000 Jordanian children from Drop-Out programme, 720 Syrian and 320 Jordanian children from Catch-Up programme, and 213 Syrian children from home schooling outside refugee camps,³².

For learning, the majority of public in-service teachers have taken induction training or in-service training, with around 6,700 school teachers provided with professional development opportunities at directorate and school levels, including training on pedagogy and learning support³³. Notable progress was also made in supporting technical committees at MoE to formulate action plans of national education reform through teacher ranking and in developing teacher standards. Regarding access to higher education for Syrian refugees, universities have accepted the MoI card as a replacement document for the passport for registration and graduation purposes. The MoE launched the national ten year strategy for inclusive education in early 2020. Currently, close to 9,900 children with disability have access to formal education in

³² MoE Non-Formal Education Department

³³ UNHCR Activity Info and partner reports as of December 2019

the current 2019-2020 academic year³⁴, but the proportion of children with disability in formal education remains limited? The wider operationalization of the inclusive education strategy is therefore envisaged to increase access to learning for children with disability and other special educational needs.

3. Vulnerabilities and Prioritized Needs

Vulnerabilities:

Refugee children face multidimensional educational vulnerabilities. As per the 2019 VAF Population Study, 19 per cent of Syrian children are classified as severely or highly vulnerable to being out of school or at risk of dropping out³⁵. Regarding geographical disparities, children in Mafraq and the central region are most vulnerable to factors associated with not attending school³⁶. The study also found that 25 per cent of cases experienced difficulties in schools, such as financial constraints, distance, violence, and inadequate facilities for children with disability, possibly leading children to school dropout³⁷. Regarding out-of-school youth, 30 per cent of cases are affected by the perception of the value of education and family obligations³⁸.

Responding to out of school children; MoE has a department for non-formal education providing remedial, drop out, catch up, literacy and home schooling among others, these programs are delivered with support of donors and aiming to support the transition back to formal education. However; Children enrolled in NFE face similar vulnerabilities to those in formal education, with the additional some has the difficulty of having been out of school for three years or more. This contributes to difficulty catching up and transitioning back to formal education. Many adolescents enrolled in NFE are engaged in labor activities or in early marriages, which adds difficulty to their ability to manage school work alongside other commitments. All this is rooted to the value of education and how education is preserved by the community.

Socio-economic and gender disparities in learning opportunities remain large. For instance, the net enrolment rate in KG2 is 61.4 per cent in 2018-2019³⁹. However, low participation in KG2 amongst poorer children is particularly worrying because of its potential to reduce development gaps experienced by disadvantaged children⁴⁰.

³⁴ MoE enrolment data for children with disability in 2019-2020. Note that the national strategy of inclusive education states that 22,000 children with disability access educational services nationwide.

³⁵ UNHCR, 2019, Vulnerability Assessment Framework (VAF) Population Study

³⁶ UNHCR, 2019, Vulnerability Assessment Framework (VAF) Population Study

³⁷ UNHCR, 2019, Vulnerability Assessment Framework (VAF) Population Study

³⁸ UNHCR, 2019, Vulnerability Assessment Framework (VAF) Population Study

³⁹ MoE, 2018, Presentation on Education Strategic Plan Accomplishments

⁴⁰ Department of Statistics and ICF, 2019, Jordan Population and Family Health Survey 2017-18

Regarding gender equality, among Jordanians, girls are more likely than boys to complete Grades 7-12. Among Syrian refugees, the opposite is true.⁴¹

Needs

The protracted crisis has impacted the education system and human resources. Enrolment in KG2 and Grades 11-12 is lower than that of Grades 1-10 for Jordanian and Syrian children. The Grade 7-10 completion rate for Syrians is as severe as 41.2 per cent, compared with 91.5 per cent for Jordanians⁴²; therefore, more support and investment in enhancing school retention and completion of vulnerable Syrian youth is necessitated. Providing out-of-school children with learning opportunities and pathways suitable for their needs remains crucial. School construction and maintenance is also needed.

Quality assurance needs to be strengthened, along with significant investment in the capacity of school leaders, teachers, and counsellors⁴³. Teacher development is essential to advance education reform. Some major barriers in accessing higher education include tuition fees. Only 22 per cent of Syrians who passed Grade 12 receive scholarships for university. More scholarship programmes for refugees and vulnerable youth is required. The lack of appropriate documentation can also serve as a barrier for vulnerable youth.

4. Response Plan

The JRP 2020 Education Sector Strategy builds upon work that the sector has undertaken to increase access, improve learning opportunities, develop resilience and strengthen systems in the nine years of the Syrian crisis in line with SDG4 and ESP. Featuring a comprehensive response that seeks to uphold and support all children's right to education, the 2020 strategy continues with a vulnerability approach that recognizes unique needs and challenges in both the host community and camps. This year's strategy especially highlights systems strengthening as an important pillar and component of the humanitarian-development nexus, with the intention of enabling a stronger and more sustainable sector. Priorities for pre-primary, primary and secondary education in 2020 include early childhood education, inclusive education, teacher professional development and certification, out-of-school children, and maintaining protective learning environments and infrastructure. Featuring prominently is a cross-sectorial response to address barriers to education, coordinating with other sectors including WASH, TVET, child protection, and youth.

⁴¹ Department of Statistics and ICF, 2019, Jordan Population and Family Health Survey 2017-18

⁴² Department of Statistics and ICF, 2019, Jordan Population and Family Health Survey 2017-18

⁴³ JRP (2019).

This response plan also supports the HRD. The strategy upholds a roadmap for higher education outlined in the HRD, with a focus on ensuring inclusive and equitable access to qualified students; improving quality of teaching and learning standards, including through integration of technology in higher education; linking quality research to national priorities; encouraging universities to take greater responsibility for making significant contributions to national economic and social goals and ensuring a learning environment that promotes innovation and excellence.

Furthermore, this document supports 2019 reforms and a new TVET law that established the Sector Skills Commission, responsible for organizing and coordinating the TVET sector. The HRD supports strengthening institutional capacities and engaging the private sector to play a more active role in TVET. Other strategic priorities, supported by the Education Sector Strategy, include curriculum development, teacher training, and accreditation and certifications.

Priority Groups

The education sector response continues to prioritize the needs of the most vulnerable groups – i.e. refugee children, vulnerable Jordanian children impacted by the Syrian crisis, out-of-school children and youth, children with disability, children at risk of child labor, children at risk of sexual and gender-based violence, and those living in vulnerable communities.

Sector Overall Objective

The education sector seeks to support the MoE in strengthening its education systems and providing sustained quality education services for children and youth impacted by the Syrian crisis. The sector strategies are formulated in response to educational needs and vulnerabilities.

At the system level, the sector seeks to support national education systems through technical assistance and institutional capacity development in areas of access, equity and quality learning at all education levels. This includes the strengthening of knowledge/evidence base, equity-focused planning and programming. The sector also tries to advance inclusive formal and non-formal safe learning environments, whilst ensuring community engagement for all learners, including children with disability and those living in marginalized communities and camps.

At the programme delivery level, the sector is intended to support increased access to quality education for vulnerable children from early childhood learning through basic and secondary education to tertiary and vocational education. This approach lays the foundation for the principle of lifelong learning. In addition, it labours to promote inclusiveness and social cohesion amongst children and youth from different

backgrounds. The education sector also seeks to invest in innovation and technology to ensure a better future for all.

Sector Specific Objectives:

The education sector has formulated the following five sector specific objectives. Each objective has specific projects in line with three components: Infrastructure and Institutional Capacity Development Needs (I.C); Host Community's Needs (HC); and Refugees' Needs (Ref). The total required amount for 2020 totals USD 206,112,172.

1. To provide, develop and sustain qualified human resources for the educational system including planning, data collection, disaggregation, and analysis, inclusive education skills and ICT on MoE and MOHE levels.

Education sector will provide capacity support to MoE and other relevant ministries to strengthen evidence-informed, inclusive education sector planning and management. Resources are required to be invested in further improvements of the institutional capacity of MoE and the professional development of MoE staff, supporting the MoHE and national tertiary institutions in planning and programming, and providing ICT-enable learning in formal schools.

2. To strengthen Safe Learning Environment and community engagement at MoE schools aiming to foster a quality inclusive education system.

This objective is aligned to ESP, SDG4: (ensure inclusive and equitable quality education and promote lifelong learning opportunities for all), Global Compact on Refugees (GCR), JRP 2019 and Jordan 2025 National Vision and Strategy. It aims at improving safe learning environments and community engagement in MoE schools in the host community and camps). This objective targets the capacity of formal school communities through student councils and parent councils, which establish community-based support in identifying and addressing child protection risks such as violence in schools and bullying.

3. To increase access to quality inclusive education for children (both male and female) in early childhood.

It is important to expand the availability of pre-primary//KG education in single shift schools in the host community and camps to ensure inclusive access for all children in early childhood.

4. To increase access for quality inclusive formal and non-formal education for children of both sexes at MoE schools programs.

To ensure access to formal and non-formal education for all children in Jordan, it is important to expand services to ensure availability of public schools and NFE classes (Drop-Out and Catch-Up) in both the host community and camps. Further, remedial education classes can be utilized to support the retention of students in formal and non-formal education. To achieve this objective, investments in building new schools, expanding school infrastructure, rehabilitating and maintaining school infrastructure will be necessary. All educational services need to be accessible by children with disability in host communities and camps.

5. To increase access to inclusive higher and vocational education and improve its quality.

This objective is aligned to key national and international frameworks shared earlier, including SDGs 4, 5 (gender equality) and 8 (decent work and economic growth). There are over 190,000 Syrian refugees between the ages of 18-35 years (about 29 per cent of registered Syrian refugees) in Jordan. Approximately 20 per cent (30,000) live in camps, while the remaining resides in host communities.⁴⁴ This objective aims to increase access to inclusive higher and vocational education for Syrian refugees and vulnerable Jordanian youth and improve quality of services. Furthermore, this objective seeks to build the capacity of human resources and infrastructure.

⁴⁴ UNHCR Jordan Report (31 January 2020)

1. Sector Situation Analysis

The influx of Syrian refugees to Jordan has severely impacted the housing market and affordability, particularly in the areas hosting the largest number of refugees namely Mafraq, Irbid, Amman and Zarqa governorates. The quality of the shelter differs geographically as indicated in the 2019 VAF report. For instance, Mafraq Governorate is the region that has both the highest proportion of substandard shelter and informal settlements as well as formal settlement (Zaatari Camp) comparing to other locations like Irbid and the Southern part of Jordan which tend to have superior shelter conditions.

The most significant direct impact of the crisis on the market has been the rent prices inflation which started in 2012 and peaked in 2014, a downward trend of 8% rent reported by Syrian refugee households in the period of 2015-2017, inclusive of inflation in rental housing for the same period. As per Fafu study, 98% of Syrian non-camp refugees rent a dwelling on the private market⁴⁵.

The increase in rent prices impacted the access to affordable and adequate housing for both communities (Refugees and Host) since only 70% of Jordanian households cannot afford adequate housing. For Syrian households, standard shelter conditions mean high rent cost. The Syrian crisis contributed massively to the challenges in the Jordanian housing sector, where a total deficit of inadequate housing units reaches 10% at the national level (200,000 h.h). More than two-thirds of them are refugee families outside the camps. Excluding those, 6% of the households live in overcrowding conditions, the Shelter sector estimates that this has left 1.99 million Jordanians and Syrian refugees without access to affordable housing in the host communities and 1.36 million living in substandard housing conditions. In addition, more than 123,000 Syrian refugees continue to live in semi-permanent, substandard housing in the established refugee camps of Azraq and Zaatari.

The Shelter Sector aims at improving access to affordable and adequate housing for the most vulnerable among Syrian refugees and Jordanian communities, through a range of interventions addressing specific vulnerabilities at the household level while maintaining a positive impact on the housing market. Bringing additional and affordable housing units into the market is likely to relieve upward pressure on rental prices, and tenants have more options for better quality housing at better prices. Moreover, this will likely reduce opportunities for exploitation within Syrian refugees

⁴⁵ FAFO2017-2018: The Living Conditions of Syrian Refugees in Jordan

and vulnerable Jordanians and mitigate the use of negative coping mechanisms among them. This approach provides an opportunity to link relief and development needs in host communities to maximize the positive impact on the affordable housing sector.

The National Council for Family Affairs study on *The Conditions of Refugee Families in Jordan*⁴⁶ revealed that 42% of refugees considered their housing as adequate and does not need maintenance, while 41% considered that house is adequate and in need for maintenance, 12% of refugees shared that their housing is inadequate but can benefit from maintenance, while the remaining 5% expressed that their housing is inadequate and cannot be fixed.

Linking shelter projects to current housing strategies seek to enable the market to provide suitable and accessible housing for low-income people and to encourage the production of small housing units for young families in areas of expansion and deepen housing financing. Also national housing strategies and programs enable to increase options for safe and adequate housing in an inclusive and sustainable environment for all which is linked to the aims of the shelter sector.

2. Achievements, Ongoing Interventions.

Since the onset of the Syria crisis, the Government of Jordan and the international community have provided assistance to vulnerable Jordanians and Syrian refugees in host communities, in addition to setting up and maintaining the refugee camps of Zaatari and Azraq.

Support has been provided through the following activities:

- **Host Communities:**

- Targeted cash for rent assistance for extremely vulnerable Syrian refugees and Jordanians reaching around 7,000 beneficiaries.
- Shelter rehabilitation services combined with a rent-free and/or reduced rent amount lease agreement for 12-18 months period for extremely vulnerable Syrian refugees and Jordanians reaching around 16,029 beneficiaries.
- Installation of accessibility kits addressing various types of disabilities reaching 502 beneficiaries.
- 16,029 vulnerable WMBG were provided with information and awareness on their right to adequate housing.
- Vulnerable Syrian refugees and Jordanians benefiting from water connection to the municipality complied with awareness-raising sessions on adopting efficient water conservation-related practices around 5,850 beneficiaries supported.

⁴⁶The National Council for Family Affairs study on The Conditions of Refugee Families in Jordan: www.ncfa.org.jo

- **Camps**

- Upgrade and reparation of 6,637 shelters in Azraq and Zaatari camps.
- Construction of kitchens for 4,652 shelters in Azraq camp.

3. Vulnerabilities and Prioritized Needs

The shelter-specific vulnerabilities include considerations on accessibility, adequacy, and affordability of housing and security of tenure. The data analysis across all vulnerability indicators highlights Mafraq, followed by Amman and Irbid, as the governorates most in need. Vulnerabilities in Irbid and Mafraq are in majority attributed to Syrian refugees. It is estimated that 30% of Jordanians and 48% of Syrian refugees lack access to affordable housing. These groups present also the poorest population group living mostly in the urban centers of Amman, Irbid, Mafraq and Zarqa.

Vulnerabilities in terms of adequacy of housing show a trend of vulnerabilities in urban centers with the highest population densities, i.e. Amman, Irbid, Zarqa and Mafraq, where 82% of the Syrian refugee population lives in overcrowded shelters, compared to 10% of Jordanians living in substandard and overcrowded housing, which has proven implications on health, livelihoods, physical protection, lack of access water and sanitation network in host communities which put additional financial costs on tenants to cover along with the rent which put them in disputes with the landlord due to unpaid accumulated costs. Further to Fafo study, monthly rents in the range of JD120 to JD150 are common everywhere, except in other governorates (other than Amman, Mafraq, Irbid and Zarqa), where the mean rent is about JD80⁴⁷. While the UNHCR 2019 Vulnerability Assessment Framework showed that 1% of Syrian refugees are severely vulnerable for eviction threat⁴⁸

In camps, the entire refugee population is living in a semi-permanent structure. The overwhelming majority (99%) of Syrian refugees in host communities are renting, among which 7% report being evicted at least once in the past year.

Shelter interventions aiming at addressing identified vulnerabilities through the upgrading of substandard housing and the creation of new housing units are needed. The Syrian refugee population is extremely mobile across all governorates. They mostly move involuntarily in search of better housing conditions and cheaper accommodation due to eviction.

⁴⁷FAFO 2017-2018: The Living Conditions of Syrian Refugees in Jordan

⁴⁸ UNHCR Vulnerability Assessment Framework –Population Study 2019:
<https://data2.unhcr.org/en/documents/download/68856>

As such, there is a high need to limit the increase in the rate of evictions through a multi-sector approach to improving referrals, monitoring and identification of vulnerable cases, in addition to mainstreaming security of tenure in all sector interventions.

Furthermore, shelter interventions should address the inclusion and accessibility of people with disabilities. Interventions addressing affordability of housing should be prioritized although they have received limited international support over the past years. The inability of the Shelter Sector to respond to the impact of the Syria crisis on the housing market might lead to an increase in rent, eviction rates, debt levels and a number of people living in substandard housing.

The sector response is designed to improve access to affordable and adequate housing along with tenure security. Complementing the response plans developed for earlier years, the response strategy for 2020 will focus mostly on bolstering host community and infrastructure and capacity building programs addressing identified shelter needs and providing support in a community level.

Furthermore, the sector identifies Mafraq as a specific geographical area of focus based on the results of the VAF, with the remaining urban centers of Irbid, Amman and Zarqa close behind in the levels of severe vulnerabilities, mainly in crowded areas among these cities. It is important to highlight that all projects specifically focusing on Syrian refugees in host communities have a clear multiplier effect on Jordanian markets and direct benefits to Jordanian landlords. Approximately 10% of the Syrian refugees are accommodated in both formal settlements Zaatari and Azraq. The maintenance of all infrastructures i.e. their semi-permanent shelters but also the maintenance of all axes of communications including adequate drainage system and storm water network will remain a priority to guarantee adequate safe living conditions.

4. Response Plan

The sector overall objective is to ensure improved living conditions for vulnerable Syrian refugees and Jordanians through access to adequate, secure and affordable housing in the host communities and formal settlements in Jordan This is done through three sector specific objectives.

Sector Specific Objectives:

1. Adequate shelter and basic facilities provided for Syrian refugee women, girls, boys and men in formal settlements ensuring physical protection and dignity, supporting access to employment opportunities in Shelter programs.
This is done through installments of new shelters and or maintenance for existing ones in Syrian refugee camps.
2. Access to adequate, secure and affordable housing provided for vulnerable refugee and Jordanian women, girls, boys and men in host communities.
This is mainly for Syrian refugees and vulnerable Jordanians living in host communities and projects are reflected through cash for rent projects, rehabilitation and maintenance assistance, Affordable Housing Project for Lower Income Jordanians, assistance for securing tenure and upgrading of sites and shelters.
3. Repair and/or extend social care shelters (elderlies, orphans, women, and people with disabilities...etc.) and public services facilities.
4. This particularly serves people who are extremely vulnerable as it focuses on Repair and/or extend social care shelters (elderlies, orphans, women, people with disabilities...etc.) and public services facilities

Statistics show that about half the Jordanian families are below the housing poverty line which is 392 net income/ per month/household and are excluded from the market (Jordan property, May 2007, with many spending proportionally more than 30% of household income on housing. (The Amman plan 2008 draft). It is estimated that 70% of Amman population desire to but cannot afford to access the private housing market.

Economic Empowerment

Over nine years of Syrian refugees' protracted stay in Jordan, The Syria crisis has severely affected the food security and livelihood situation of both Syrian refugees and vulnerable Jordanian, causing increased pressure on services, with increase in prices, increased unemployment and consequently increased vulnerabilities.

The Economic Empowerment Sector under Jordan Response Plan 2020-2022 entails two related interventions:

A- Livelihoods

B- Food Security

The aim is to support the GoJ to meet the humanitarian and resilience needs of Syrian refugees and vulnerable Jordanians, responding to both the livelihoods and food security needs, while being guided by the vulnerability indicators and framework of Sustainable Agenda 2030 (SDGs), Global Compact on Refugees, The National Employment Charter and the National Strategic Strategy 2016-2025

The Economic Empowerment Sector, with its two subsectors that address the protection and self-reliance needs of Syrian refugees and vulnerable Jordanian impacted by Syria crisis, enhances empowerment through comprehensive interventions based on two sectorial objectives:

A- To Enhance Food Security Situation of Host Community and Syrian Refugees in Jordan.

B- To ensure dignified, sustainable livelihoods, gender equity and create economic opportunities for Jordanians in host communities and Syrian refugees, as well as strengthening institutional capacity.

For Food Security, the interventions address the food security needs, agriculture, agriculture value chains and livestock amongst others.

For Livelihood, the interventions are built up to tackle livelihood opportunities in short and long term opportunities, self-employment, entrepreneurship, private public partnership, besides institutional support to Ministry of Labor, vocational and employment centers.

1. Sector Situation Analysis

The livelihood entails interventions related to short, medium and long-term job opportunities, SMES, HBBs in addition to support for Ministry of Labor and related government entities.

Since the onset of the crisis in 2012, the influx of Syrian refugees has made an indelible mark on Jordan's social and economic fabric. As of December 2019, Jordan was hosting 1.36 million Syrian refugees including 655,435 Syrian refugees registered with UNHCR; with the majority of these refugees living in the urban community, in particular Amman, Mafraq and Irbid. Driven by the Jordan Compact, where the Government pledged to provide 200,000 work permits, and by the ongoing economic challenges faced by both refugees and vulnerable Jordanians, there has been a substantive discussion on how to support and grow livelihood and economic opportunities for all.

Since 2016, the Jordanian Government, through the Ministry of Labor (MoL) has issued nearly 177,000 work permits for Syrian refugees between 2016-2019⁴⁹,

The Livelihoods sub sector had a key role in aligning efforts with the Global Compact on Refugees (GCR) by mobilizing additional actors to strengthen vulnerable groups and refugees' self-reliance, and at the same time help ease pressure on the GoJ. Leveraging the growing global momentum, the Livelihood sector will continue supports efforts to strengthen refugee and host community resilience, social cohesion and peaceful coexistence through following-up on commitments and pledges made, through the National Employment Charter, and the 2019 Global Refugee Forum.

At the end of 2018 a Cabinet decision extended the right to register a home based business to Syrians, including refugees, in key sectors (food processing, tailoring and handicrafts). This has opened up new possibilities, especially for women, for income generation.

The Livelihoods sub sector has taken a key role in aligning efforts to mobilize both resources and additional actors to deliver interventions that strengthen both communities impacted by the Syrian crisis – refugees and vulnerable Jordanians - through the development of self-reliance, which, at the same time, helps to ease the pressure overall on the host communities in which the refugees live.

⁴⁹ Syrian Refugee Unit Work Permit Progress Report, Ministry of Labor, October 2019

Leveraging the growing global momentum, the economic sector continues to support efforts to strengthen refugee and host community resilience, social cohesion and peaceful coexistence and focus on the needs of women, who continue to face significant challenges to enter the labor market in substantial numbers.

The overall economic empowerment sector plan within the JRP will be developed to ensure alignment with the Regional Refugee and Resilience Plan (3RP), and with the UN Sustainable Development Goals (SDGs), specifically SDG 8 (Decent Work and Economic Growth) and SDG 9 (Industry, Innovation and Infrastructure). The livelihood sub sector continued efforts to strengthen refugee and host community resilience by understanding the employment laws, understanding the root causes behind the increasing unemployment rate, and by tapping into initiatives developed by the private sector designed to support refugee and host community income generating capacities. However; there remains a high level of endemic vulnerability throughout the population. The labor market situation for Jordanians prior to the Syrian crisis was characterized by a labor participation rate of 67% among men and about 18% among women, which is relatively low. The total unemployment rate among Jordanians prior to the Syrian conflict was just above 14%⁵⁰. Despite the measures taken by the Jordanian government through the Ministry of Labor to ensure the outcomes of the London Donors Conference and the Jordan Compact, the unemployment rate reached 19.1% during the third quarter of 2019, which resembles a rise of 0.5% compared with the same period of 2018 (report 2019)⁵¹.

Unemployment rate for Jordanian, non-Jordanian, and Syrians, by governorate, gender, 2018 ⁵²						
Governorate	Jordanians			Syrians		
	Total	Males	Females	Total	Males	Females
Amman	18.7%	17.4%	24.0%	30.5%	29.9%	47.7%
Balqaa	18.5%	16.9%	24.0%	40.7%	37.6%	100.0%
Zarqaa	20.3%	18.9%	28.4%	39.0%	39.2%	35.9%
Madaba	23.2%	22.8%	24.4%	26.5%	24.7%	100.0%
Irbid	16.5%	12.6%	30.7%	25.5%	24.1%	64.0%
Mafrq	18.9%	16.0%	28.7%	39.5%	40.6%	28.7%
Jerash	19.8%	15.2%	35.8%	33.5%	31.1%	100.0%
Ajloun	20.0%	15.0%	34.5%	30.9%	29.0%	75.3%
Karak	15.4%	14.4%	18.0%	9.8%	9.3%	31.8%
Tafileh	23.5%	16.2%	40.7%	20.3%	14.3%	100.0%
Maan	20.5%	18.9%	25.4%	16.5%	16.6%	0.0%
Aqaba	18.5%	16.3%	30.8%	17.1%	17.3%	0.0%

⁵⁰ Impact of Syrian refugees on the Jordanian labor market. ILO 2015 / Fafu 2015

⁵¹ Department of Statistics, 2019 third quarter report

⁵² Department of Statistics, Annual Employment and Unemployment Survey, 2018

2. Achievements, Ongoing Interventions

The Livelihoods sub sector of the Jordan Response plan is coordinated through the Livelihoods working group which has proved to be a successful forum for information sharing; developing common advocacy messaging; providing quick analysis and responses to policy changes as well as offering a platform for discussion on key socioeconomic developments within the sector. The working group participants represent the range of Livelihood actors including the Government of Jordan; UN agencies; INGOs and microfinance entities. The Livelihoods Sector continues to propose interventions that will create dignified, sustainable livelihoods and economic opportunities for vulnerable Jordanians as well as Syrian refugees. Additionally, emphasis is placed on strengthening institutional capacity. The livelihood sector has been supported with generous dedicated donors, thanks to donor community and implementing partners where in 2019, the sector received 70,162,326\$ of requested 68,733,451\$. This funding was utilized to implement a variety of projects including

1. Improved short term self-reliance measures in order to promote access to income in preparation for long-term economic opportunities
JORISS JRP 2019 indicates that interventions under SSO1 served nearly 12000 Syrian refugees and nearly 9200 vulnerable Jordanians.
2. Increased access to formal employment opportunities meeting decent work and protection standards
JORISS JRP 2019 indicates that interventions under above objective served nearly 3400 Syrian refugees and nearly 850 vulnerable Jordanians.
3. Increase support to entrepreneurs to develop and scale market-driven businesses within an improved enabling environment
JORISS JRP 2019 indicates that interventions under objective served nearly 8200 Syrian refugees and 5920 vulnerable Jordanians.
4. Promote sustainable development and long-term growth through increased capacity of national and local institutions
JORISS JRP 2019 indicates that these interventions served nearly 80 vulnerable Jordanians.

Planning for 2020 has commenced in Oct 2019, leading to a clearer vision of the objectives and the funding requirements. It is anticipated that the activities would build on the achievements and lessons learned in 2019 and to realize longer term benefits from these initiatives. Progress was made in 2019, especially in the area of HBB and self-employment interventions, and in other areas:

A. Cash for Work

Cash for Work continues to be a useful tool to achieve short term income generating opportunities. In 2019, over 16,000 beneficiaries obtained short-term work permits on through a variety of projects, with beneficiaries being selected through a rotation process. Planned targets for refugee beneficiaries were overachieved for refugee beneficiaries – less so for vulnerable Jordanians which may indicate the project beneficiary focus.

Transition from these short-term goals to longer term income opportunities continues to be a sector priority, to ensure viable self-reliance.

B. Female Participation in Labor Force

The Female Participation in the labor force is still a low. Interestingly, women's participation in vocational training and employability skills development programs is higher than the men, however the actual figures for the employment opportunities (the number of working days ()), and access to alternative pathways of cash through a graduate approach), show that men are taking up opportunities in higher numbers. According to FAFO study (2017-2018) The labor force participation rate for women has seen a positive change from 2014, standing at 7%, which is around half of national rate 16%. The percentage of Syrian refugee women obtaining work permit between 2016-2019 stands at 4.7%, but an increase in work permit uptake by women was seen in 2019, with a total of 5.82%⁵³.

C. Self-employment, MSMEs, and Home Based Businesses

Within 2019, 27,383 work permits in construction have been issued through the General Federation of Jordanian Trade Unions (GFJTU), and a total of 62,566 work permits were issued through the agricultural cooperatives. Up until mid-2019 there were significant challenges to establishing MSMEs and Home Based Businesses, with multiple issues and differences seen across Governorates for the registering and licensing process. A strong focus in the second half the year saw the completion of almost 100 registration processes for both Jordanian and refugee businesses. It is anticipated that within 2020, the sector will focus on mainstreaming a common understanding across municipalities, and ensuring clear instructions are published so as to support additional registration.

⁵³ Syrian Refugee Unit Work Permit Progress Report, Ministry of Labor, December 2019

3. Vulnerabilities and prioritized needs

- Whilst the cumulative number of newly issued /renewed work permits for Syrians is around 177,000, there are a number of challenges that have hindered increasing the number of work permits issues; In part, poor uptake reflects the limited job opportunities available which means the need to create more job opportunities to absorb the demands of job seekers—also the preference of Syrian refugees to engage in the informal employment sector, because the income is potentially higher than minimum wage. Other challenges apply for women where inadequate transport, provision of childcare and the considerable sociocultural barriers obstructing women from joining the labor market, which preventing their full participation in the labor force. Considering these external factors, self-employment and MSMEs continues to represent the most likely vehicle for female refugees to enter the workforce. In 2020 the Livelihood sector will continue to focus on efforts to registering and licensing HBBs.
- According to ILO- FAO study “Impact of the of Syrian refugees on the Jordanian Labor Market” Almost one in two unemployed Jordanians have been actively looking for work for more than a year, compared to about one in four Syrian refugee workers, while it is considered here that job fields that Jordanian seeks differ to certain extent from those of Syrian refugees under (Formal Employment). According to the same study, more than 95% from Syrian refugee works are engaged in informal employment, this represents a significant income loss for the Government as well as supporting the negative consequences of an informal economy (low wages, difficult working conditions, potential exploitation, and lack of contracts).
- The latest report on the informal economy in Jordan goes back to 2010, providing information that might not be valid for the time being, but could give an overview. The report explains that the informal economy is a significant component of the overall Jordanian economy but is difficult to measure and plan for. Based on the report findings; the informal employment represented 44% of total employment in Jordan on 2010. It is important to transform the informal sector to the formal sector, as this will increase the financial resources of the government, benefit individual workers with more protections, and give companies in the economy many advantages e.g. the protection of intellectual property rights, eligibility for credit facilities, etc.⁵⁴
- Funding continues to be critical to support key activities, in particular self-employment and MSMEs, and vocational and technical skills training.

⁵⁴ The Informal Sector in the Jordanian Economy, 2010, Ministry of Planning

4. Response Plan

The economic empowerment sector-Livelihoods; has focused on building strong strategic relationships and networks, that have supported led inclusive intervention and programming In 2019, key stakeholders have realized that the response of the Economic Empowerment-Livelihood sector must be developed to ensure that it can continue to not only achieve tangible impacts but also support long term self-reliance solutions. For this to be realized the sector needs a comprehensive legal framework, which will support vulnerable groups through access to formal employment, self-employment opportunities, and development of MSMEs.

The -Livelihood response will have an enhanced impact if it can build on strategic linkages with relevant Government developed national frameworks and can leverage the flexibility of those systems. Whilst working within Government frameworks the Economic Empowerment-Livelihood sector continues to be accountable to key stakeholders to ensure that the livelihoods planning is effectively and efficiently monitored, and mainstreams age, gender, and special needs of vulnerable groups and refugees across interventions.

Based on the above, the high level sector objective in 2020-2022 is to ensure dignified, inclusive sustainable livelihoods which create economic opportunities for vulnerable Jordanians and Syrian refugees in host communities, as well as strengthening institutional capacity.

Sector Specific Objectives:

1. Improved short-term self-reliance measures in order to promote access to income in preparation for long-term economic opportunities

This includes interventions that offer short term job opportunities.

2. Increased access to formal employment opportunities meeting decent work and protection standards

This includes interventions for Vocational Training and employability programs for decent employment opportunities in addition to infrastructure support for vocational training center to absorb the increasing demands.

3. Increase support to entrepreneurs to develop and scale market-driven businesses within an improved enabling environment

The interventions under above mentioned SSO aim to support formal self-employment opportunities through entrepreneurship social enterprises. Besides it focuses Support existing and potential MSMEs and businesses to exist, grow and stay

in the competitive market. In addition to support Home Based Business in order to decrease vulnerabilities

4. Promote sustainable development and long-term growth through increased capacity of national and local institutions

This focus on the infrastructure and capacity development for the relevant government , public and local institutions as in Ministry of Labor, Cooperatives and Community Based Organizations, in addition to fostering implementation of Jordan Compact and enhancing the engagement with the private sector .

1. Sector Situation Analysis

Jordan is challenged by a number of issues affecting the stability of its food security. The country scored 10.5 on the Global Hunger Index (GHI) in 2019, compared to 6.7 in 2017, which marks a shift in Jordan's food security status from low to moderate on the GHI severity scale.

No recent data on the status of food security for Jordanians is available. However, the increase in poverty from 14.4 percent in 2010 to 15.7 percent in 2018 indicates a potential deterioration of food security situation of Jordanian families. Moreover, 15.7 percent of Jordanian families are reported to live in absolute poverty.

On food assistance provided to Jordanians, around 5.4 percent reported receiving a form of food assistance during 2017-2018, which indicates limited capacity of The Government as well as development and humanitarian partners in addressing the needs of poor families.

Micronutrient deficiencies are prevalent among both Jordanian and Syrian refugee women and children. This is due to poor diets with low nutrient content, inadequate access to health care and poor water and sanitation.

The Comprehensive Food Security Vulnerability Assessment (CFSVA) done by WFP in 2018, showed an increase in food insecurity levels for Syrians living outside camps. Food insecure Syrian families living outside camps increased from 10 percent to 14 percent between 2016 and 2018 while those vulnerable to food insecurity increased from 62 percent to 64 percent in the same period, most of whom are dependent on food assistance provided by international aid agencies. The study showed that the percentage of food insecure and vulnerable in Zaatari camp increased from 70 percent to 77 percent, while the percentage of people with adequate food consumption in Azraq increased from 89 percent to 96 percent.

The report also showed high levels of food insecurity among Jordanian National Aid Fund (NAF) beneficiaries, which reached 11 percent, indicating that more support is required for NAF to meet the basic needs of its beneficiaries. The recent WFP Food Security Outcome Monitoring report showed that 22 percent of non-Syrians are either food insecure or vulnerable to food insecurity.

After a sharp increase in prices in the second quarter of 2018, prices remained relatively stable during 2019; however, they are still high. Consumer Price Index (CPI) averaged 125 by October 2019 compared with 127 during Jan 2019.

2. Achievements, Ongoing interventions

According to funding status of JRP 2019, the funding received under the sector was (to be added once WFP complete).

Since the beginning of the crisis, food assistance has continued to be provided to Syrian refugees inside and outside camps to enhance their food security status, mainly through regular unconditional food assistance. WFP has automated the process of beneficiaries' validation which was important to enhance accountability of assistance. Assistance to Jordanians was sought mainly through training and job creation activities, while direct food assistance also continued. The following is a summary of the main sector achievements:

1. Availability, access and utilization of quality food for vulnerable women, girls, boys and men affected by the Syrian crisis.
 - Provision of in-kind food assistance (bread, welcome meals and school meals) to almost 110,260 vulnerable Syrian refugees in camps.
 - Provision of cash-based assistance to 110,260 Syrian refugees in camps.
 - Provision of cash-based assistance to 377,845 Syrian refugees out of camps.
 - Distribution of in-kind food assistance to 158,892 vulnerable Jordanians and Syrian refugees in host communities.
 - Annual comprehensive food security vulnerability assessment exercise undertaken, which for the first time included Jordanians benefitting from NAF assistance, Palestinian refugees from Syria, and refugees of other nationalities.
2. Promotion of food security and maintenance of sustainability and efficient productive use of agricultural resources by host communities and Syrian refugees.

According to JRP 2019 data, the total beneficiaries served were 900 Jordanians and 400 Syrians.

3. Vulnerabilities and prioritized needs

The food security rate indicates that refugees are still largely in need of aid. Food security levels for Jordanians are relatively stable; however the food insecurity rates are expected to worsen in light of the continuing economic downturn, increased unemployment and cost of living, including food prices. According to the latest CFSVA done by WFP, vulnerable Jordanians showed significantly higher levels of food insecurity (11 percent) as compared to the national average (0.5 percent). Vulnerability to food insecurity for the vulnerable Jordanians is alarming at 59 percent, especially when compared to the national average of 5.7 percent. This group is at risk of becoming food insecure, especially if food prices and cost of living would

further increase. Vulnerability of refugees is not expected improve anytime soon. The outcomes of the CFSVA showed significant percentage of the refugees' population being food insecure or vulnerable to food insecurity. The economic downturn could impact the most vulnerable people where they could fall under the food insecurity line.

Given the ongoing level of food insecurity and dependence on food assistance amongst Syrian and non-Syrian refugees and the potential worsening food security situation of Jordanians in host communities, the below are the identified sector needs:

- Continue food assistance to the most vulnerable refugees inside and outside camps while promoting assistance programmes based on Food Security Index.
- Promote dietary diversity in camps and host communities.
- Promote linkages between productive assets and sustainable livelihoods to enhance food security.
- Support and expand the capacity of households and communities in urban and rural areas to establish family farming activities to improve dietary diversity and enhance food security with special attention to women-headed households.
- Promote climate-smart agricultural technologies and practices, especially, water-energy food nexus to improve availability, access and quality of food.
- Promote the use of value chains.

4. Response Plan

Jordan is ranked at medium risk in the 2019 Global Hunger Index (GHI) with a score of 10.5.⁵⁵ Nationwide, 6.2% of Jordanian households are considered food insecure and vulnerable to food insecurity.⁵⁶ However, these figures mask a worsening trend and stark regional disparities as food insecurity reaches 26% in some poverty pockets.⁵⁷ Over 70% of Syrian refugee households in host communities continue to be either food insecure or vulnerable to food insecurity and are almost completely dependent on food assistance provided by the international community.⁵⁸

The Government of Jordan, through its National Agricultural Development Strategy (2016-2025), has identified the following general challenges related to food security and agriculture: fluctuation of international prices of basic commodities, disruption of export routes and increase consumption levels and prices. In order to address these challenges, the strategy identified 209 projects, initiatives and programmes to improve the food security and livelihoods of both Jordanians and Syrian refugees.

⁵⁵ The Global Hunger Index (GHI) is designed to comprehensively measure and track hunger globally and by country and region developed by the International Food Policy Research Institute (IFPRI).

⁵⁶ Department of Statistics, "The State of Food Security in Jordan", February 2016.

⁵⁷ Food Insecurity Experience Scale (FIES), calculations made by FAO with data gathered from 2014 through 2016.

⁵⁸ Comprehensive Food Security and Vulnerability Assessment, World Food Programme, 2018.

Jordan is a net importer of food and animal feed. Imports account for close to 40.6% of the country's food needs including 93% of its cereal requirements, 89.6% of animal feed requirements.⁵⁹ In monetary terms, the country imports about four times what it exports from agricultural products. Therefore, international food prices fluctuation and high consumption levels linked to population increase are important challenges.

The rural poor, representing a quarter of all poor, rely mainly on agricultural activities. Having strong forward and backward linkages with other sectors and activities, agriculture remains an important sector. As such, the potential to increase food availability and access through sustainable food systems remains high by developing value chains, addressing surpluses in certain commodities, connecting smallholder farmers to markets, and improving the capacity of the retail sector.

Since the crisis, smallholder farmers have suffered a significant increase in the cost of agricultural inputs, an inability to market perishable horticultural produce and an overall decrease in farm-gate prices

In order to meet the increase in food demand, the Government's wheat imports value has increased from USD 131 million in 2009 to USD 265.9 million in 2018.

The response plan will continue to provide humanitarian food assistance to Syrian refugees as well as to the most vulnerable Jordanians. Through the plan, support will also be provided to the government in efficient and sustainable management of agricultural resources to promote food security. The response plan will also promote nutritional support to the most vulnerable through increased awareness of good nutritional practices, including training, communication and sensitization. Additionally, efforts will continue towards promoting dietary diversity through enhanced self-reliance and local food production.

Given the ongoing levels of food insecurity and dependence on food assistance amongst Syrian refugees and the potential worsening food security situation of Jordanians, the below are the identified sector needs:

Sector Specific Objectives:

1. Access to quality food for vulnerable women, girls, boys and men affected by the Syria crisis. This through the distribution of food assistances (both cash and in kind) to Syrian refugees and vulnerable Jordanians
2. Enhance efficient and sustainable use of agricultural resources to promote food security for host communities and Syrian refugees.

⁵⁹ The DOS data in 2018 show the value of Jordan's agricultural and food commodities production amounted 4255 million dollars, while the value of Jordan's imports amounted to about 3940 million dollars, and the value of Jordan's exports is about 1028 million dollars

This is through green infrastructure projects, promotion of sustainable agriculture development projects, manufacturing of plant and animal waste, agriculture labor and working with agriculture cooperatives.

3. To improve the efficiency of the value chain of agricultural products and food commodities to enhance food security and livelihoods of host communities and Syrian refugees.

This is through two interventions which aim to promote quality of food products and value chains.

1. Sector Situation Analysis

Water scarcity impacts every aspect of life in Jordan, including that of children and is the country's greatest challenge to economic growth and development. Jordan is the second poorest countries in the world in terms of water resources, with an available annual per capita water resource of only 120 - 145 m³, which is far below the internationally recognized water scarcity level of 500 m³.

Water supply has been dramatically affected by sudden increases in population. Annual water demand has increased by 40 percent in the northern governorates affected by the Syria crisis and by 21 percent elsewhere in Jordan⁶⁰. Most renewable surface water is being utilized while groundwater is being unsustainably exploited and gradually diminishing, leading to decreasing water levels and deteriorating water quality. On average, 47 percent of water is non-revenue (leakage, unauthorized connections, and unpaid bills). Water supply is intermittent and based on a rationing system to cater for the shortage of resources. The percentage of the population with access to safely managed water was 93.8% and only 80.6% had access to safely managed sanitation services, with only 12.6% are connected to a sewer system in urban areas².

Due to the increased population in northern governorates, the capacity of treatment plants and sewer network systems has been exceeded. This results in overflows and blockages in sewer networks and overloading wastewater treatment plants. The state of existing infrastructure and the pressure from growing demand require major interventions. Furthermore, over 123,651⁶¹ Syrian refugees living in camps, including a majority of women and children, continue to depend on the daily provision of lifesaving water and sanitation services.

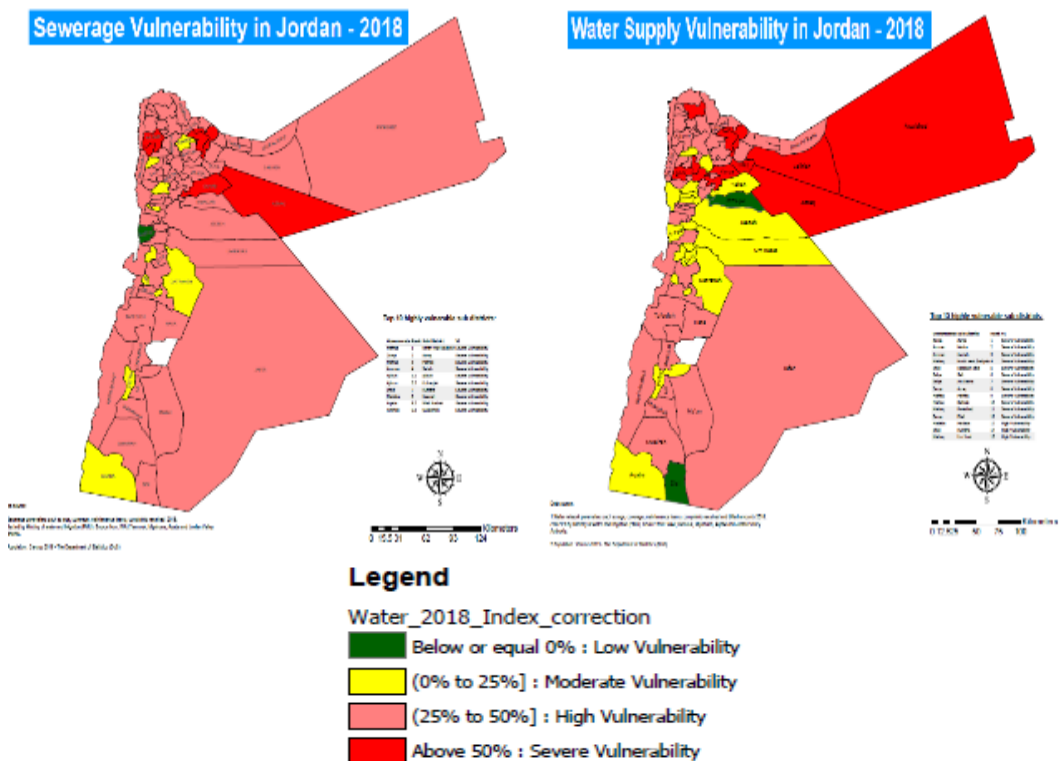
The increase in population and resulting increase in water demand have caused enormous pressure on the limited water resources and created a chronic poor water supply and demand imbalance prevailing in Jordan now. Even for those connected to a network, water availability has become increasingly irregular. Existing water and sanitation systems already under stress will be further impacted by the effects of climate change. Climate change threatens to act as a threat multiplier, magnifying existing vulnerabilities by decreasing water availability, reducing reliability of traditional sources and increasing the variability and intensity of weather events. The

⁶⁰ Ministry of Water and Irrigation Data Bank

⁶¹ Ministry of Interior, 2019

combined effects of climate change and population growth will stretch Jordan's natural resources and social institutions, challenging the Kingdom's sustainable development ambitions. Until 2040, climate change is expected to further reduce surface water and groundwater resources availability by around 15%⁶². In order to maintain the provision of basic water and sanitation services on a national level, MWI is implementing a capital investment program on a yearly basis that costs around 400 M USD per year for rehabilitation of infrastructures, reduction of Non-Revenue Water (NRW), and developing new water resources.

According to the Water and Sanitation Vulnerability Maps in 2018⁶³, the highest water vulnerability index score was associated with Kasabeh Zarqa, Marka, Jam'ah, North-West Badiyeh, and Kasabeh Irbid. Among those seven sub-districts are the two with the highest numbers of Syrian population (Kasabeh Irbid and North-West Badiya). The highest sanitation vulnerability indexes correspond to North-West Badiyeh, Kasabeh Zarqa, Mafraq, Sahab, and Kasabeh Ajloun. It is fair to conclude that districts hosting Syrian refugees are the most vulnerable.



⁶² National Water Strategy 2016 – 2025, Ministry of Water and Irrigation, 2016

⁶³ Water and Sanitation Vulnerability Maps 2018

2. Achievements, Ongoing Interventions

During 2019, the WASH sector succeeded in reaching more than 350,000 people with improved water system, 163,000 with adequate sanitation services, and 12,300 with hygiene promotion in both camps and host communities.

- Provision of life-saving WASH interventions in three camps; Azraq, Za'atari and King Abdullah Park reaching more than 120,000 refugees
- Installation of Greywater systems to cover all schools and 8 Community Centers in Za'atari.
- Rehabilitation of WASH facilities in 20 schools across the country, providing more than 9,000 Jordanian and Syrian students with adequate water and sanitation facilities.
- Installation of a solar-powered decentralized wastewater treatment plant in Mafraq providing a clean learning environment for 710 students and 103 staff in three schools by upgrading the WASH facilities and expanding Greywater systems for reuse for toilet flushing and irrigation.
- In Irbid governorate, rehabilitation of WASH facilities in vulnerable households and public institutions were conducted including the connection of vulnerable households to the municipal water network.
- Rehabilitation and construction water network projects in Dahret Ramel improving water supply quality and reliability.

Although infrastructure projects serve both refugees and Jordanians, minimum support was received by the Ministry of Water and Irrigation through the JRP in 2019. However, the following were achieved in previous JRP cycles:

- Construction of West Irbid Wastewater Network Project serving 15 towns reaching 105,000 people. Funded by EU-MADAD/EBRD (USD 37 million over and above USD 23 million registered in JORISS for 2018-2020 JRP)
- Reinforce the water infrastructure, drilling of new wells, and expand the areas served by wastewater networks for 6 Syrian refugee programs funded by KfW. The programs included drilling of 10 wells in Aqib well field, Aqib Conveyors (600 mm diameter) reservoir, Manshiet Bani Hasan wastewater network, Balaama water network rehabilitation (60 M EUR registered in JORISS for 2016-2018 JRP).
- Construction of main conveyor in addition to rehabilitation of Sareeh and Howara water networks funded by JICA (40 M USD registered in JORISS for 2017-2019 JRP)

3. Vulnerabilities and Prioritized Needs

Being a middle-income country and with very strong technical expertise at the Ministry of Water and Irrigation, Jordan has an extensive array of policies, standards, strategies and legislation, and a regulatory framework. However, despite the range of governance tools, the actual implementation of these tools has been a challenge with the recent economic downturn, and dramatic increase in the population as a result of the Syrian crisis, and the ever-reducing water resources available.

The challenging environment coupled with other factors including the population increase due to refugee influx, Jordan's scarce resources are further stretched and the capacity of national institutions to deliver essential WASH services remains challenging.

As the great majority of Syrian refugees still reside in host communities across the Kingdom, comprehensive WASH interventions are required to reach the most in need. Despite the significant achievements over the reporting period, funding shortfall and varying modalities remains a concern to MWI and implementing agencies.

In the recent year, flexible and long span funding was needed to respond to emergencies while planning for development and long-term interventions. Projects implemented by the WASH sector target both Syrian and affected Jordanians focusing on the most vulnerable and in need and focus needs to remain that way.

With over 123,651⁶⁴ Syrian refugees residing in camps, the provision of daily critical WASH interventions continued. The need has been largely met through the progressive construction of water and wastewater infrastructure, from initially communal provision, transitioning to household-level provision. The WASH sector will also continue to provide essential life-saving WASH interventions in camps and continue seeking alternative and efficient solution to reduce the burden on existing resource while aiming for sustainability of the water systems.

Nationally, Jordan continued progressing towards achieving the Sustainable Development Goal 6, by serving unreached areas and working toward safely managed water and sanitation facilities. People residing in vulnerable communities remained not served or minimally served with life-saving interventions.

Due to the critically of the water scarcity and the great demand, the water sector seeks for cost efficient and optimized solutions to reduce loses and promote reuse of existing resources. Special focus will be given to those in most need as evidenced by the vulnerability map, even if at higher costs. The major areas of concern are listed below:

⁶⁴ Ministry of Interior, 2019

- Reduction of water losses and improvement of water quality through repair and upgrade of water networks, rehabilitation of treatment plants and boosting stations.
- Improving access to sufficient and sustainable water supply through the equipment and development of existing boreholes.
- Equitable accessing to water for the most vulnerable by connecting not served households, schools, health centers and disadvantaged communities to public water networks.
- Improvement of water and sanitation facilities and utilities of households, public schools and health centers to contribute to a safe, healthy and hygienic environment for children.
- Unblocking and upgrading sewer lines to prevent and reduce the risk of sewage overflow in households or surrounding environment.
- Ensuring the quality of treated wastewater through the rehabilitation and repair of existing wastewater treatment plants and pumping stations.

4. Response Plan

The WASH sector response plan for 2020-2022 includes a number of projects that have not been previously funded but marked urgent as well as new interventions designed to meet the sector's needs and national priorities. The plan combines three main priorities: ensuring safe and equitable access of Syrian refugees to water and sanitation services in camps; projects focusing on host communities; and infrastructure and technical capacity development. The priority of the sector is providing life-saving interventions to Syrian refugees and ensuring the minimum requirement of safe water, sanitation, and hygiene is made available. The sector will continue to optimize operations in the camps for effectiveness and cost efficiency through exploring solutions that will fulfill the humanitarian requirements while reducing stress on the country's resources. The sector will escalate the humanitarian-development nexus by providing solutions that serves both camps and surrounding communities. Support will also focus on building resilience and mitigating the stress on existing resources in host communities while providing safely managed access to water and sanitation through environmentally sound and sustainable infrastructural construction and upgrade. Activities in host communities will include connection of not served communities with water and wastewater networks as well as wastewater management progressing towards the SDGs.

Through different tools, the sector will identify areas for intervention in host communities, mostly in the northern governorates, that have been highlight affected by the influx of refugees since 2012. The response will also focus on improving the enabling environment for the implementation of the response through capacity

building and system strengthening. The majority of projects in the JRP are infrastructural improvements. The MWI is trying to sustain water and wastewater services by improving the current infrastructure through rehabilitation of existing infrastructure and development of new infrastructure. Any improvement to the infrastructure will be reflected on the quality of WASH services.

The sector has developed water and sewerage vulnerability maps in 2018 that are updated periodically. The generated maps highlight the large disparities in water and wastewater services across Jordan, and these have been used as an advocacy tool across the sector to ensure that areas in most need are prioritized for interventions. Vulnerability mapping can allow for improved communication about risks and better visual presentations and understanding of the risks and vulnerabilities so that decision-makers can see where resources are mostly needed.

The following objectives are aligned with the Ministry of Water and Irrigation National Water Strategy 2016-2025, Sustainable Development Goal SDG 3 “Good health & wellbeing”, SDG6 ”Clean Water and Sanitation”, SDG 5 “Gender Equality” SDG 15 life on land and with the Global Compact on Refugees (GRC) areas: Health, Women & girls, Children, adolescents & youth, Food security & nutrition.

The Sector Overall Objective:

Enhanced the capacity of the Government of Jordan, to provide essential and sustainable water and sanitation services to the affected population by the Syrian crisis.

Specific Objectives:

1. Sustainable, safe and equitable access to water services is provided in host communities as per min standards.
2. Sanitation services expanded and improved
3. Strengthened Sector planning, implementation, monitoring and coordination
4. Safe and equitable access to water services is provided in camps as per minimum standards.
5. Providing safe and equitable access to adequate and gender appropriate sanitation services in camps.
6. Improving environmental health and awareness as a result of adopting proper key hygiene and water conservation practices in camps.
7. Support to vulnerable Households for water services/infrastructure improvement through installing water tanks, Households connections etc.
8. Provision of adequate sanitation services to vulnerable households.
9. Improving environmental health and awareness as a result of adopting proper key hygiene and water conservation practices in host community.

1. Sector Situation Analysis

Prior to the Syria crisis, Jordan faced challenges with unemployment and poverty, especially among women and youth, a stretched social security system; high rates of violence against women and children, including gender-based violence; challenges with prevention and response services, including for persons with disabilities and children at-risk; child labor and early marriage and limited youth engagement.

Jordan reports that its progress towards the SDGs has been hampered by the Syrian crisis which has exacerbated weaknesses in Jordan's social welfare and legal frameworks⁶⁵.

With 1,360,000 Syrians in Jordan, 655,435⁶⁶ of whom are registered with UNHCR, the Syria crisis has exacerbated existing challenges and generated new ones, increasing the pressure on an already strained national social protection (comprised of both protection and assistance), and access to justice system.

Jordan's priorities in terms of assistance for social protection to Syrian refugees are laid out in a number of national plans including the JRP, JONAP 1325 and Jordan Vision 2025 as well as the national action plan to limit the marriage of individuals under the age of 18.

The government spends around 3.64 per cent of GDP on education, 4.11 per cent on health, and only 0.94 per cent on Social Protection programmes (non-contributory). Refugees are not eligible for any of the non-contributory programmes; therefore, most of the humanitarian assistance programmes are focused only on refugees, while the coordination between the national system and humanitarian assistance programmes is not robust. The social protection system faces challenges of fragmentation, limited resources, and gaps in coverage. There is no national registry for the social protection programme, and overlapping is consistent.

The Government of Jordan launched a comprehensive National Social Protection Strategy (2019), to break the intergenerational cycle of poverty and to provide a social protection floor; however, it does not cover refugees. The strategy has three pillars – collectively directed at a decent life for all Jordanians through the provision of a comprehensive, transparent and equitable social protection system. 1) Opportunities for families to be economically self-sufficient through the labor market; 2)

⁶⁵ Comprehensive National Review of the Progress in the Implementation of the Beijing Declaration and Platform for Action 25 Years on The Hashemite Kingdom of Jordan, 2019// <http://women.jo/Pages/viewpage.aspx?pageID=255>

⁶⁶ <https://data2.unhcr.org/en/situations/syria/location/36> (06 Feb 2020)

Empowerment of the population through education, health care, and social services; 3) Targeted social assistance. Here, focus is on social assistance and what the vulnerabilities associated with social assistance for the poor and marginalized are, and recommendations that allow the poor to maintain a basic level of consumption with dignity and the indicators related to the protection component. The other two pillars are covered in the Education, Health, and Livelihood Groups.

Nine years into the crisis, Jordan requires ongoing support in meeting the social protection and access to justice needs of vulnerable Syrian refugees and affected Jordanians. A transformative and comprehensive approach is needed for Jordan to pursue a sustainable and resilient path towards the 2030 agenda for SDG. There is a need for a more integrated approach in 2020, which will result in consistency and effective implementation of various planning mechanisms such as EDP and Jordan Compact. Social protection response plan supports collective outcomes that reduce risk and vulnerability and serve as installments towards achieving the SDGs. In particular it contributes towards SDG goal 5 achieving gender equality and empower all women and girls, Goal 8 on full and productive employment and decent work for all, as well as Goal 10 on reduced inequalities and goal 16 on rule of law and eventually it contributes to reaching end of poverty in all its forms and everywhere (goal 1). Social protection response plan has a programme of action setting out concrete measures aiming at achieving sustainable solution to refugee situations as stated in the Global Compact on Refugees (GCR) providing a blueprint for governments, international organizations, and other stakeholders to transform their responds to refugee situations, benefiting both refugees and the communities that host them. The social protection response has outcomes meeting the GCR four key objectives including: enhance refugee self-reliance and finding suitable solutions for refugee education, job opportunities, livelihoods and health; ease the pressures on host countries with actions benefiting host communities; providing special programmes that contribute to the protection of vulnerable refugee women, children, adolescents and youth ensuring refugees can lead productive lives.

As noted by JNCW, the obstacles faced by women in accessing the justice system involve a complex combination of legislative, economic and socio-cultural factors. Syrian refugees continue to require access to durable solutions, including through resettlement and, voluntary returns in safety and dignity.

In term of challenges being observed in the National Social Assistance Programs: Nearly half of the Jordanian households earning less than JOD 7,500 per year are not receiving any assistance, that only 7 per cent of the households earning less than JOD 2,500 per year are receiving NAF assistance, and 1 per cent from the Zakat Fund. Similar estimates for those Jordanian households who are earning between JOD

2,500–5,000 per year. Forty-one per cent of the households earning below JOD 2,500 are also supported by religious institutions, individuals, and other agencies. For the Non-Jordanian population, 47 per cent of households earning below JOD 5,000 per year are covered by UNRWA, WFP, and UNHCR assistance, while another 22 per cent are also supported by religious institutions, individuals, and other agencies. Even with this support, nearly half of the Non-Jordanian households earning below JOD 5,000 are not receiving any assistance.

Access to job market for women has been one of the biggest challenges to women's empowerment, including refugee women. Economic factors increase women's vulnerability as well as their capacity to defend their right and access justice. Syrian Refugee women –prefer the informal labor market on the formal work opportunities, which consequently they are lacking the needed type of protection.

Years of displacement severely impact the situation of the most vulnerable whereby they continue to grapple with profound stress. Social cohesion is at-risk of continued deterioration without social protection services that bolster the resilience of communities and meet the needs of women, children, and persons with disabilities, elderly and other vulnerable groups. These communities continue to require services that build resilience, support community-based approaches, and decrease resorting to negative coping mechanisms.

The interlink ages between the resilience component and the refugee response with the social protection sector are important to ensure that the national social protection system is equipped to respond to the needs of the most vulnerable, however while this is taking place, needs of Syrians and Jordanians remain acute and complex, the provision of services by non- government partners continues to be an important pillar of the response.

The main protection challenges faced by Syrian refugees in Jordan include: (I) strengthening self-reliance; (II) meeting the most basic needs for survival including shelter, food and water/sanitation; (III) child labor; (IV) sexual and gender-based violence (SGBV); (V) violence against children; (VI) mental health and psychosocial issues; (VII) inclusion of marginalized groups, in particular persons with disabilities and elderly⁶⁷ and (VIII) risks of lack of security of tenure.

Sexual and Gender Based violence continues to be pervasive in the life of women and girls in Jordan and especially for Syrian refugees because of the protracted

⁶⁷ Older women have specific protection needs to be considered in the response:
https://helpagejordan.org/uploads/editor/source/policy_brief-_protection_concerns_of_older_women.pdf

displacement. Violence against women is commonplace and socially accepted with over 46% of women and 69% of men age 15-49 believe a husband is justified in beating his wife (DHS 2018).

In 2018 number of survivors seeking help increased by 25% in comparison to previous years (GBV IMS 2018), this is not an indication of the prevalence but of the fact that because of better coverage and quality of services offered women are seeking help and breaking the silence. The most reported forms of violence are psychological abuse, physical assault and denial of resources mostly by intimate partners/husbands (GBV IMS 2018). Sexual violence and rape remains under reported because of the stigma associated to it, harmful practices as virginity testing are a threat to safety of adolescent girls (GBV IMS 2019 mid-year report). After a decade of decline the rate of child marriage is on the rise again (hpc/unicef study 2019). In Zaatari camp only in 2018 70% of registered marriages are child marriages.

Jordan's overall rule of law performance for 2019 is confirmed at rank 2 out of countries in the Middle East & North Africa region, and 11 out of 38 among upper middle income. Jordan's justice system also faces a number of challenges that have been exacerbated by the Syria crisis. Specifically, courthouses and legal services have been put under stress due to the increased caseload associated with the continued presence of Syrian refugees. From 2014 to 2018, the number of cases involving Syrian refugees as parties before Regular Courts has increased by 20 per cent and the same trend is expected in 2020. 53,685 cases received legal services⁶⁸ in 2018 and 36,999 cases in 2019 (until October) respectively. Syrian refugees must approach a justice system that is in some instances unfamiliar to them while also addressing and overcoming the challenges that accompany refugee status, such as reduced confidence, knowledge, or ability to afford the costs of litigation. Many of the legal issues faced by refugees are a direct result of a lack of awareness, being unable to afford legal services, and the prioritization of things regarded as necessities over legal issues⁶⁹. Therefore, it is crucial to continue to provide legal services for Syrian refugees in Jordan and to support the resilience of host communities. The GoJ opened Sharia court offices in the camps to facilitate documentation of various marriage contracts. The Cabinet issued an exemption for fines imposed by the Provisional Personal Status Law of 2010 on Syrian Refugees, to encourage Syrians to document their contracts. Procedures are facilitated at the Sharia courts to serve the general interest of the refugees and to preserve their rights. Moreover, CSOs initiated provision of legal support services.

⁶⁸ Legal services include: legal representation, counseling, mediation and other related legal advices

⁶⁹ Refugees' legal needs and access to justice in Jordan, 2019 // https://issuu.com/publicacionesacid/docs/adaleh_final_book-edited

Despite improvements, Jordan's justice system still faces challenges that have been further exacerbated by the Syria crisis. Particularly, courthouses, legal staff and associated support services are strained because of the growing caseload associated with the high influx of refugees, who are particularly vulnerable due to the lack of civil documentation and security tenure. The new rules and regulations related to work rights for refugees, and their legal application, have been another factor of extra work for the judicial system. Jordan's justice system faces several challenges that have been further exacerbated by the Syria crisis.

Approximately 530,000 neighbor-related disputes affect daily coexistence at the local level and can lead to other types of disputes that exponentially decrease quality of life (HiL, 2017).

CEDAW provides a list of concluding remarks on the sixth periodic report of Jordan, which included recommendations to enhance women's access to justice, including refugees and domestic and migrant workers', as can be seen in paragraphs 12.c, 24, 36.d and 46.c⁷⁰. Moreover, the observations called for the need of providing disaggregated data on incidents of GBV and beneficiaries of medical, psychological and legal services, in line with article 2 of CEDAW's general recommendation No. 33 (2015) on women's access to justice. The UPR included three recommendations with regards to access to justice focusing on strengthening the legal assistance system and taking steps to address discrimination against women and remove persisting barriers to women's access to justice.

Legal aid remains a challenge, particularly for vulnerable groups, including women and children. Courts are only mandated to grant legal representation for adults in criminal cases entailing the death penalty or life imprisonment. Regulation 119/2018 also requires provision of legal aid for felonies. In addition, some studies on the subject found that most respondents had never heard of legal aid. This lack of awareness of rights and responsibilities amongst Jordanians and Syrian refugees, in addition to cultural preferences for alternative or non-formal dispute resolution, is an obstacle for individuals to claim their rights, which increases their vulnerability and their likelihood of breaking the law unintentionally. Many Syrian refugees in Jordan lack important legal and civil documentation such as birth, marriage, and death certificates due to loss or damage in Syria, or a lack of awareness of the need for such documents and the procedures for obtaining them. This has significant consequences for unregistered or undocumented women and children who cannot access to services without proper

⁷⁰ Concluding observations on the sixth periodic report of Jordan, 2017.

⁷⁰ Ibid.

identification⁷¹. The creation of an office of the Shari'a court in Za'atari Camp has improved marriage registration among Syrian refugees, but no new offices have been opened in host communities, leading to a growing number of unregistered marriages and births.

Finally, new instructions were issued by the Supreme Judge Department in relation to child marriages procedures. This step resulted into the need to capacitate relevant institutions to deal with these new instructions within the Sharia Court.

2. Achievements, Ongoing Interventions

Expanding Social Assistance and Protection

In 2019, National Social Protection Strategy for 2019-2025 and action plan have been approved and endorsed by the Cabinet. This mechanism was intended to translate the government's commitment to break the cycle of poverty. MoSD, in collaboration with other relevant agencies, is moving forward with the implementation and coordination of different pillars of the social protection system to accelerate progress towards the establishment of an inclusive protection system for most vulnerable groups in Jordan.

The monthly basic needs assistance program reached over 30,000 Syrian households per month. In November and December winter cash assistance was distributed to approximately 84,000 refugee families by UNHCR, IOM⁷². Humanitarian assistance in Jordan was marked by a coordinated, systematic and market-based approach to self-reliance during 2019. Social assistance programs for basic needs reached over 41,000 Syrian urban households per month and more than 23,000 households residing in camps received assistance for core relief items to meet their basic needs with the majority of recipients were women and children. To protect refugees during the coldest months, more than 80,000 Syrian households received one-time winter support⁷³.

Jordanian households receive funds from the National Aid Fund (NAF), Tikiyat Um Ali, Zakat, and other Jordanian charitable organizations as well as from international humanitarian partners (INGOs). NAF is expanding its program in 2019 - 2021 and is working collaboratively with UNICEF, World Bank, WFP and UNHCR among other

⁷¹ <https://www2.unwomen.org/-/media/field%20office%20jordan/images/publications/2018/refugee%20crisis/refugeecrisis-jordan-final2.pdf?la=en&vs=2207>

⁷² <https://data2.unhcr.org/en/documents/download/72611>

⁷³ Refugee Assistance Information System/UNHCR

partners to coordinate assistance and use best practices for cash assistance to vulnerable populations. Cash grants to families with vulnerable children contribute to reduce reliance on negative coping mechanisms, including early marriages, child labor and school dropout.

NAF has been supporting 111,110 beneficiary households in 2018 (331,453 individuals), and the regular cash transfer alone reached 73,126 households (243,054 individuals) (NAF, 2018). NAF is going to add an additional 30,000 households to the recurring cash assistance programme in 2019, and more households in the coming years with assistance from UNICEF, World Bank, UNHCR and WFP. The overall target is to reach additional 85,000 households by 2021.

In 2019: 110,951 girls and boys accessed structured and sustained psychosocial support services across Jordan⁷⁴. 13,136 persons at risk of SGBV and survivors benefitted from SGBV prevention and response services in safe spaces⁷⁵. 414 persons with disabilities (141 women, 54 girls, 169 men, 50 boys) received assistive devices while 1636 families facing protection issues benefitted from urgent cash assistance (678 female headed households, 958 male headed households). In accordance with the Best Interest Procedures, 7,484 children-at-risk received case management in 2019⁷⁶. The family violence tracking system was piloted in Amman and has been used as a national case management tool using the same platform as CPIMS+ which is used in the humanitarian context. Both systems provide a secure online capacity for case management and referrals.

Innovative tools for resettlement and international burden-sharing contributed to UNHCR Jordan submitting 4487 Syrian refugees for resettlement in 2019, while 3995 Syrian refugees departed Jordan⁷⁷. In 2019, the Government of Jordan launched the National Social Protection Strategy 2019-2025, which was developed based on the Government's Priorities 2019-2020 to establish a comprehensive social protection mechanism to serve all Jordanians. This mechanism was intended to translate the government's commitment to break the cycle of poverty in the Kingdom. In 2019 Government of Jordan launched with the support of UNICEF, UNFPA and

⁷⁴ The services were provided in safe spaces (free from abuse, violence, harm) operated in partnership with the Jordanian government, UN agencies, and civil society organizations (CSOs) to strengthen the protection response for survivors of violence in camps and host communities.

⁷⁵ ⁷⁵ Safe spaces include women and girls safe spaces, community centers, youth and child protection services but not shelters

⁷⁶ Until 31 October 2019

⁷⁷ UNHCR resettlement data: <https://www.unhcr.org/resettlement-data.html>

UNHCR the National SOPs for the prevention and response to Gender Based Violence, Child Protection and Family Violence.

Enhanced Access to Justice

In the 2017-2019 Jordan Response Plan, the Justice Sector proposed interventions to strengthen institutional capacity and to provide legal aid for both Jordanians and Syrian refugees in host communities. For 2017-2019, a total of 4 projects and 1 agreement were recorded on JORISS for a total value of US\$ 11,747,627 USD.

Legal aid services (including legal awareness, counseling/advice, training, Alternative Dispute Resolution, legal assistance and representation) are delivered by both state and civil societies to both Syrian refugees and host communities across Jordan. A data collection mechanism to consolidate the legal aid statistics produced by each legal aid provider is being developed and will represent one of the priorities for 2019.

Since Sharia Courts expanded their services to refugee camps and three new courts were established in Zaatari and Azraq camps, and 3125 cases were processed as of September 2019⁷⁸. In urban settings, the estimated total number of cases that involved Syrians in Sharia Courts in Jordan in 2017 is 16,475.

Following the recommendations of the Royal Committee for Developing the Judiciary and Enhancing the Rule of Law, Jordan introduced significant improvements to the legislative framework to protect individual rights. More than 14 laws and bylaws were adopted in 2017, including on women's rights, criminal justice and the rights of persons with disabilities⁷⁹ as well as on protection from family violence. 22 laws and bylaws were adopted in 2018, while 8 laws and bylaws were adopted in 2019 including on mediation, small claims, execution, using e-service, notification of judicial papers, insolvency law, with an impact also on persons affected by the Syrian crisis.

3. Vulnerabilities and Prioritized Needs

The absolute poverty rate⁸⁰ in Jordan for the whole population stood at 14.4 per cent in 2010. The rate in 2018 was 15.7 per cent, although this rate is for Jordanians only meaning that more than 1 million Jordanian live below poverty line.

Unemployment rate in Jordan has reached 19.2% during the second quarter of 2019; the unemployment rate for males has reached 17.1% during the second quarter of

⁷⁸ UNHCR legal unit monitoring report October 2019

⁷⁹ Law n. 20 of 2017 on the Rights of Persons with Disabilities

⁸⁰ Calculated as the level beneath which the minimal requirements for survival (i.e., minimum calorific requirement plus essential non-food items) are unmet. The absolute poverty line is equal to an expenditure of 814 JD per individual, per year (or 67.8 JD per individual, per month). At the household level this equates to 4394 JD per household, per year (or 366 JD per household, per month).

2019 against (27.2%) for females. Jordan also has one of the lowest female Labor Force Participation Rates (LFPR) globally, it stands at 14%. The unemployment rate for 15–19-year-olds is 48.7 per cent, and for 20–24-year-olds, the unemployment rate is 38.5 per cent (DOS 2019). For the Syrian male population, the highest unemployment rate is reported for Mafrqa, Balqa, and Zarqa, where more than one third is unemployed. For the Syrian female population, 100 per cent unemployment rates are reported for Jerash, Balqa, Madaba, and Tafleeh. The female labor force participation rate dropped slightly from 14.7 per cent in 2010 to 13.2 per cent in 2016, while the married women labor force participation rate fell from 12.7 per cent in 2010 to 10.7 per cent in 2016 (Amer, 2018)⁸¹.

Whilst; Government policy on livelihoods and economic inclusion of refugees does allow access to legal work and self-employment opportunities. Yet, Syrian refugees have preference for informal work and informal labor market, part of this is related to that Syrian refugees want to maintain both incomes; income from work (formal and informal) also cash assistance from humanitarian partner, where there is high potential that cash assistance to be cut if concerned Syrian refugees found to be working (which is similar to vulnerable Jordanians condition). Moreover, vulnerable Jordanians and refugee often have limited possibilities of accessing dispute resolution mechanisms for alleged work rights violations because of working informally with no contract. Poor yet working Jordanians are now eligible for NAF assistance; nevertheless social security cannot be accessed by the majority of those informally employed.

Families continue to resort to negative coping mechanisms to meet basic needs⁸², facing specific vulnerability concerns if they are headed by a female⁸³. UNHCR estimates that there are 30'833 female headed household among refugees. Social norms coupled with negative coping mechanisms have resulted in increased prevalence of child marriage, mostly among Syrian girls⁸⁴. In Jordan, the number of child laborers has more than doubled between 2007 and 2016 (from 29,225 to 69,661). Children work to support family needs, including in the most hazardous forms of labor, and risk dropping out of school. Persons with disabilities⁸⁵ have limited access to quality basic services. Violence against women⁸⁶ and children remains pervasive. While the exact prevalence of sexual and gender-based violence (SGBV) in Jordan is unknown refugees and host community have reported that it is a

⁸¹ Amer, M. (2018) School to Work Transition in Jordan 2010–2016. Working Paper No. 1196: ERF

⁸² 73 per cent of Syrian refugee households rely on crisis or emergency coping strategy to meet basic needs (UNHCR Population Survey, 2017).

⁸³ According to the VAF 2019, 28% of Syrian refugee households in Jordan and 33% of cases are female-headed.

⁸⁴ UNHCR RAIS database, 11th of December 2019.

⁸⁵ Over 11 % of Jordanians and non-Jordanians face some kind of difficulty in body function (Census 2015).

⁸⁶ DHS study 2017-2018 Jordan: <https://dhsprogram.com/what-we-do/survey/survey-display-500.cfm>, GBV IMS report 2018: <https://data2.unhcr.org/en/documents/details/69934>

major concern particularly impacting the lives of women and girls. According to the VAF survey, families with higher percentage of female members have an overall lower income⁸⁷. That there are around 13'479 Syrian women at risk⁸⁸; however, women at risk who are marginalized are often unable to reach services and therefore the number of women at risk within the refugee population is likely to be higher than indicated.

The working poor and those living below the poverty line require access to regular basic needs assistance. Basic Needs programming supports self-sufficiency, reduces negative coping mechanisms, and can improve relationships between refugees and host communities. Gender-sensitive and child-friendly national protection systems addressing violence against women and children, child marriage, and child labor must be strengthened.

Jordan has a plethora of separate programmes with similar goals, therefore efforts should be strengthened to avoid duplication and enhance transparency and accountability. Until 2019, criteria for targeting cash assistance have been focused on those who are unable to work due to disability or old age. Between 2012 and 2017:

- Targeted social assistance decreased by 9 per cent or JD 21 million
- Non-targeted subsidies decreased by 88.4 per cent or JD 788 million

This decline in subsidy was not directed to targeted social assistance.

The average individual in the poorest decile lives in a household of 7.1 persons, of which 4.6 are below the age of 20 years old. The average salary of a poor head of household is 241 JD/month. Although they consume only 1JD per person, per days' worth of food, this accounts for 33% of their total consumption (NSPS, 2019).

The Government of Jordan must be supported to strengthen existing national capacities, improve service infrastructure and enhance the social protection system to maintain and improve the quality of services targeting persons with disabilities, the elderly, unaccompanied or separated children, and children living and/or working in streets, SGBV survivors, and families from marginalized communities.

Survivors and those at risk of gender-based violence require access to multi-sectorial services and safe spaces. Syrians and Jordanians alike benefit from safe spaces, shelters and community centers, and the case management and psychosocial support services provided at these locations to help manage psychological consequences of violence

⁸⁷ <https://reliefweb.int/report/jordan/vulnerability-assessment-framework-population-study-2019> p. 10.

⁸⁸ UNHCR registration data as of 30th of November 2019. Definition of woman at risk: Woman of 18 years old or above, who is at risk because of her gender, such as single mothers or caregivers, single women, widows, older women, women with disabilities and survivors of violence

and be referred as requested. Prevention activities are important to work at the root causes of violence and prevent it from happening through a behavioral change approach that is gender transformative for violence against women as well as child marriage.

Refugees require a durable solution to their displacement, including through resettlement or other third country solution or through voluntary returns in safety and dignity. Community-based initiatives, including those targeting youth, are important to build self-reliance, promote positive coping mechanisms, and encourage social cohesion. Children and caregivers must be supported to build resilient communities, including through awareness raising initiatives. Social capital is an important factor for youth well-being and successful transition into adult life. However, close to one third of youth in Jordan are Not in Employment, Education or Training (NEET) and overall participation of youth in civil society organizations is low with only a small percentage of youth being members of formal civic groups. Youth places a strong emphasis on community service and civic participation.

Between January 2014 and September 2019, all regular Courts processed 69,098 cases involving Syrian refugees as either defendants or complainants with a progressive increase each year. Sharia Courts face similar challenges. Syrian refugees are particularly vulnerable due to lack of legal and civil documentation and insecurity of tenure. They often experience work rights violations and resort to mediation and court services to resolve work related disputes.

Infrastructure challenges are also to be added considering that the Ministry of Justice (MoJ) owns only 18 court premises out of the 56 courts that it is administering. Responding to this challenge, MoJ promoted the improvement of service delivery through the expansion of e-services, which have been used by 19,990 users in 2019, compared 2,103 users in 2017. Closed-circuit television (CCTV) systems were also introduced to promote victim friendly courts.

Support to juveniles in conflict with the law needs greater attention considering that the number of cases in the juvenile courts increased from 10,527 in 2015 to 12,503 in 2016, 13,838 in 2017 and 12,424 in 2018 and 8600 in 2019.

MoJ adopted in 2018 a bylaw for the provision of free legal representation for criminal cases punishable with 10 years term of imprisonment and above, the relevant fund was established by EU. MoJ provided legal aid to 279 in 2018 and 672 until October 2019; however the needs still overwhelmingly exceed the current capacity of the Legal Aid Unit at MoJ.

Capacity building for all criminal justice actors is required to develop a legal representation scheme delivered by the State in complementarity with other legal aid service providers in line with international standards and the revised article 208 of the Criminal Procedure Code. Support should also focus on the provision of other typologies of legal aid services to refugees and host communities (legal awareness, legal advice/counseling and information). Infrastructures also need to be modernized. Newly adopted legal frameworks and policies need to be implemented and eventually strengthened to guarantee access to information and rights to vulnerable people, including juveniles, women victims of gender-based violence, and refugees. Support to refugee and host community women in conflict with the law also needs greater attention, especially after the adoption of law 15 of 2017 on protection from domestic violence and the appointment of 107 specialized judges.

In camps, there is a need to continue supporting the existing Sharia Courts to ensure that Syrian refugees can document their marriages and pursue other family matters in accordance with Jordanian law. Specific legal services are needed to assist refugees to: (I) participate in the urban re-registration exercise (delivery of new MOI Service Cards); (II) document marriages, deaths and births, (III) comply with their rights and obligations under the Jordanian labor law; (IV) ensure security of tenure; and (V) safeguard children rights to placement and protection.

4. Response Plan

This includes the provision of quality social assistance and protection interventions for the most vulnerable in Jordan (women, girls and boys, persons with disabilities, persons with particular legal and protection needs, older persons, and the socio-economically vulnerable among others). This also includes services for youth to ensure access to a safe environment in which they can spend time with peers, build interpersonal skills, develop social networks with their peers and be agents of change at the community level.

A cornerstone of the social protection response is the building of national protection systems and capacity to ensure needs of the affected population are met and that the Government of Jordan has improved and sustainable systems in place to support the most vulnerable. A provision of comprehensive social protection system developed and capacitated to break the intergenerational cycle of poverty and to provide social protection floor. Which takes into consideration the unique needs and priorities for each vulnerable group, whether children, women, elderlies, disabled, or poor persons.

The response will include social protection activities directed towards refugees and Jordanians, including through direct response by non-governmental organizations and through the strengthening of national social service institutions and social protection systems impacted by the Syria crisis, in line with the relevant components of the National Social Protection Strategy: 1) Providing universal, high-quality, basic services

including education, health-care, and social services that allow them to remain integrated within their families and communities,, and 2) Providing targeted, temporary social assistance to citizens who are unable to be economically self-sufficient, allowing them to maintain a basic level of consumption.

Strengthening Jordanian civil society is a key to respond effectively to the crisis and support Jordanian and Syrians alike; thus localization approach will also be prioritized

Child protection services and SGBV prevention and response services will be enhanced for refugees and affected host community. Community empowerment and social cohesion will be strengthened through interventions while vulnerable refugees and Jordanians (including persons with disabilities) will have access to case management, psycho-social support and other specialized services. Humanitarian organizations will also strengthen their mechanisms to prevent sexual exploitation and abuse by humanitarian workers.

The government and its development partners have committed to enhancing the capacities of the Ministry of Justice (MoJ), all affected courts and the Supreme Judge Department to deliver justice services in order to increase access to Syrian refugees and vulnerable Jordanians. This implies improving justice infrastructures by reutilizing existing space or building new courthouses, particularly in Azraq, Ramtha, Mafraq City, and Irbid City. Furthermore, the capacity of judges and prosecutors needs to be enhanced through specialized thematic trainings and enhanced judiciary studies, including issues related to gender and child-sensitive judicial processes within Shari'a Courts. In addition, it is important to strengthen the capacity of Civil Society Organizations (CSOs) to provide legal aid services to vulnerable people.

In order to strengthen the existing legal aid system, the response will look at providing the national system with tools to operationalize legal aid and legal counseling mechanisms. It will strengthen the efforts of Ministry of Justice and the Bar Association to amend legislation and issue bylaws to regulate legal aid, and support strengthening the provision of pro-bono services by members of the Bar Association. In addition, it will carry out community-level awareness campaigns on rights, roles and functions of the courts, and the availability of legal services (formal and informal). Accessible, confidential, safe and user-friendly reporting mechanisms will be provided.

The response will also aim to lower the increased burden on courts by supporting alternative mediation efforts, which can be implemented by civil society organizations for cases involving Jordanians and Syrian refugees. The recruitment of new judges and support staff will also serve to address newly emerging crimes, such as human trafficking and other cases of exploitation, including those related to refugees. It will

also support centers and legal clinics by improving their resources and accessibility and will establish new ones where there are major unmet needs.

Specific focus will be put on Syrian refugees in the national legal protection systems, including increased expansion of legal aid services to them, in particular to refugees who are survivors of SGBV and children in conflict with the law. The response will continue to invest in free legal information, counseling and assistance for Syrian refugees on documentation, and rights and obligations, particularly with regard to personal status/family law, labor law, and landlord and tenancy law. It will continue to invest in the capacities of the Shari'a Court and its Family Reconciliation Offices in the refugee camps so that Syrian refugees can access quality family law legal services.

Sector Overall Objective:

To provide all vulnerable groups affected by the crisis with access to improved social protection services and quality justice system in all governorates affected by the Syria crisis.

Sector Specific Objective:

1. Strengthened inclusive national and sub-national social protection system in line with international protection standards (comprehensive, transparent and equitable) thus ensuring the rights of vulnerable refugees and Jordanians are met and a decent life for all is promoted. [Social services]
2. Improved inclusive social protection and poverty alleviation mechanisms for vulnerable refugees and Jordanians affected by the crisis in order to ensure that basic needs are met considering the specific needs of women, girls, men and boys. [Social assistance]
3. To ensure quality and prompt access to the justice system for all women, girls, boys, and men (WGBM) in Jordan in governorates affected by the Syria crisis [Justice].

Chapter Three

Impact of the Syria Crisis and Direct Budget Support Needs

Introduction

The Syria crisis comes at a most challenging economic period for the Kingdom, placing a critical pressure on the country's social, economic, institutional and natural resources.

Jordan hosts nearly 1.36 million Syrian refugee, representing 15% of the total population with 91% living among host communities since the onset of Syria crisis and the plight of Syrian refugees to Jordan. This sudden increase in population has strained the absorptive capacity of diverse services, utilities and infrastructure, including critical pressures on the already overwhelmed institutional, social, economic services and natural resources .Consequently; increasing economy deficit, public debt and expenditures. The spillover of Syrian refugees to Jordan has exacerbated the challenges Jordan is facing and resulting in an immense impact which is straining the budget, government services and families, but also poses threats to social cohesion and peace.

This chapter provides an estimate of the direct of the crisis borne by Jordan. The direct cost of the Syria crisis includes; the monetary impact on Jordan's budget (such as subsidies, income loss and tariffs loss) and on JRP sectors. In addition to; indirect impact estimates provided by the relevant line ministries and studies.

Macroeconomic Indicators

The following figures show the changes in some key economic indicators for the period (2006-2018). Overall, the macroeconomic impact of the Syria crisis on Jordan can be summarized as follows:

- **RGDP growth rate** on average decreased from 5.5% during the period (2006-2011), while it decreased to 2.4% during the period (2012-2018). It is worth noting that GDP growth during the first 3 quarters of 2019 reached 1.9% compared to 2.0% during the same period of 2018.
- **Unemployment rate** jumped from 12.2% in 2012 to 19.1% till the third quarter of 2019, with a male unemployment rate of 17.1% and 27.5% female unemployment rate till the third quarter of 2019, compared to 10.4% unemployment rate for men in 2012 and 19.9% for females for the same year.
- **Gross public debt** (domestic and external) as a percent of GDP increased from 67.4% on average during the period (2006-2011) to 90.0% during the period (2012-2018). In addition, the percent of gross public debt to GDP reached 96.9 % at the end of October 2019.
- The average percentage change **of total exports** decreased from 12.4% during the period (2006-2011) to -0.4% during the period (2012-2018).
- The average percentage **change of imports** decreased from 11.3% during the period (2006-2011) to 1.2% during the period (2012-2018).
- **Domestic exports to Syria** recorded on average USD 217.6 million per year during the period (2006-2011), compared to USD 112.2 million per year during the period (2012-2018). This has been affected significantly by the crisis and border closure⁸⁹ between the two countries. In addition, the relative importance of the domestic exports to Syria, which on average reached 4.0% of the Jordanian domestic exports during the period (2006-2011), compared to 1.7% during the period (2012-2018). **Imports from Syria** recorded on average USD 338.4 million with an on average relative importance of 2.3% of the Jordanian imports during the period (2006-2011), compared to an on average USD 140.2 million (average relative importance of 0.7%) during the period(2012-2018).

⁸⁹ Border closure between Jordan and Syria was between 4/2015 till 10/2018

Economic Indicator ⁹⁰	2003	2010	Change Rate 2003-2010	2011	2018	Change Rate 2011-2018	Change amount between 2003- 2010 change and 2011-2018 change	Change Rate between 2003-2010 change and 2011-2018 change
GDP at current market prices (JD million)	7666.5	18828.9	146%	20524.3	29984.2	46%	-100%	-68.34%
Per Capita GDP (JD)	1465.87	2810.50	92%	2935	2908.5	-1%	-93%	-100.98%
Domestic Export (JD million)	1675.1	4216.9	152%	4805.9	4674.7	-3%	-154%	-101.80%
Import (JD million)	4072	11050.13	171%	13440.2	14420	7%	-164%	-95.75%
Trade Balance (JD million)	-1887.1	-6060	221%	-7755.6	-8917.3	15%	-206%	-93.23%
Consumer Price Index (CPI) (2010=100)	71.2	100.0	40%	104.16	124.7	20%	-21%	-51.25%
Unemployment Rate%	14.5	12.5	-14%	12.9	18.6	44%	58%	-420.35%
Population (million)	5.23	6.698	28%	6.993	10.309	47%	19%	68.94%
Foreign Direct Investments (JD million)	390.4	1178.7	202%	1033.10	683.4	-34%	-236%	-116.76%
Foreign Grants (JD million)	937.4	401.7	-57%	1215	894.7	-26%	31%	-53.87%
Public Deficit Including Grants (JD million)	196.8	1045.22	431%	1382.78	727.6	-47%	-478%	-110.99%
Public Debt (JD million)	7206.8	12591.00	75%	14483.0	28308	95%	21%	27.77%
P. Debt / GDP (%)	94.0	67.1	-29%	70.7	94.4	34%	62%	-217.14%
Per Capita Public Debt (JD)	1378.0	1879.8	36%	2071.1	2746.0	33%	-4%	-10.52%
Tourism								
Number of Tourists (Thousands-for Package Tours)	145.6	707.79	386%	419.57	603.9	44%	-342%	-88.62%
Tourism Income (JD million)	752.6	2545.18	238%	2431.50	3726.6	53%	-185%	-77.64%

⁹⁰ MoPIC Jan 2020, Main Economic Indicators Report

Direct Impact on Budget (Budget Support Needs)

Despite the generous contribution from international community to support mitigating the impact of hosting Syrian refugees on Jordan, whether through the JRP projects funding or bilateral agreements. The Jordanian government shoulders further monetary burdens due to this crisis such as; subsidy amount on certain services, extra security costs, income losses and infrastructure depreciation. This direct monetary impact on Jordan's budget is summarized as below (USD)⁹¹.

	ITEMS	2020	2021	2022	Total
1.0	SUBSIDY				
1.1	Electricity and LPG	146,333,803	149,150,704	151,967,606	447,452,113
1.2	Water	59,000,000	60,000,000	61,000,000	180,000,000
	TOTAL	205,333,803	209,150,704	212,967,606	627,452,113
2.0	SECURITY				
2.1	Military	221,600,065	224,220,761	227,437,499	673,258,326
2.2	Public Security Services:	238,781,889	244,944,444	249,163,582	732,889,915
	A. Civil Defense	45,036,377	45,533,725	46,252,580	136,822,682.47
	B. Gendarmerie	46,509,105	47,285,023	47,753,455	141,547,582
	C. Police	147,236,407	152,125,696	155,157,547	454,519,650
	TOTAL	460,381,954	469,165,205	476,601,081	1,406,148,240
3.0	INCOME LOSS				
3.1	Aviation	32,985,570	37,443,545	37,617,636	108,046,751
3.2	Transport	44,258,225	44,258,225	44,258,225	132,774,675
3.3	Labor Permits Fees	41,509,600	39,622,800	37,736,000	118,868,400
	TOTAL	118,753,395	121,324,570	119,611,861	359,689,826
4.0	INFRASTRUCTURE DEPRECIATION				
4.1	Infrastructure Depreciation	147,798,044	148,395,250	150,222,047	446,415,341
	GRAND TOTAL	932,267,195	948,035,730	959,402,595	2,839,705,520

⁹¹ Estimations used in the calculations are : Total population in Jordan in 2020 is 10.84 million with an estimated growth rate of 2.56% per year, Syrian population is 1.36 million in 2019 with an estimated growth rate of 2.9% per year.

Energy (Electricity and LPG)

Further to the latest statistics; electricity consumption in the northern governorates (those mostly affected by the Syria crisis) showed an additional increase of 2.08 % compared to other less affected governorates in Jordan, confirming that the increase comes as a result of the large influx of refugees.

The total residential electricity consumption increased significantly from 5548 GWh in 2011 to 6126 GWh in 2012 (10.4% increment) reaching 8076 GWh in 2017 and 8038 GWh in 2018, while the consumption of LPG increased from 370,000 in 2011 to 431,000 tons in 2017 to 429,400 tons in 2018⁹².

The government provides electricity and LPG in subsidized prices to all residents in the country; therefore the direct financial cost of the Syria crisis on energy sector is estimated as below:

Electricity Financial Cost	2020	2021	2022
Cost of Electricity Sold for final Consumer (Fills/Kilowatt)	115	115	115
Subsidized Electricity Tariff for Household Sector (Fills/Kilowatt)	33	33	33
Total Consumption of Subsidized Household Category (Gigawatt Hour)	6459	6717.36	6986.05
Total Number of Household Subscribers in the Subsidized Category (Jordanian and Syrian)	1,744,876	1,779,773	1,815,368
Total Number of Syrian Subscribers in subsidized tariff	317,500	317,500	317,500
Syrian Overall Household Electricity Subsidy (million USD)	135	138	141
Syrian Overall Household LPG Subsidy (million USD)	11.12	11.12	11.12
Syrian Overall Household Subsidy (Electricity & LPG)(USD)	146,333,803	149,150,704	151,967,606

Water

Our Water situation forms a strategic challenge that cannot be ignored. We have to balance between drinking water needs and industrial and irrigation water requirements. Drinking water remains the most essential and has the highest priority as Jordan is the second poorest country in the world in terms of water resources, with

⁹² Ministry of Energy and Mineral Resources online reports

available annual per capita water resources of only 120 - 145 m³, which is far below the internationally recognized water scarcity level of 500 m³.

Water and sanitation vulnerabilities have increased due to Syrian refugees' crisis, particularly in Jordan's northern and central governorates. Annual water demand has increased by 40 % in the northern governorates affected by the Syria crisis and by 21% elsewhere in Jordan⁹³. The frequency of water supply in some locations has decreased from once a week to once every four weeks.

Despite these challenges the government continues to subsidize water prices to make it affordable for all citizens; therefore, the direct financial cost of the Syria crisis on water sector is estimated as below:

Water Financial Cost	2020	2021	2022
Subsidy amount for Syrian refugees (USD) ⁹⁴	59,000,000	60,000,000	61,000,000

The crisis has an indirect impact on water sector as the groundwater is being over exploited to meet the sudden increase in demand for all purposes. The over-abstraction has deteriorated the groundwater quality and affected the renewable and non-renewable water levels. Moreover, deterioration of groundwater quality is noticeable in terms of salinity and higher concentration of different chemical substances including nitrogen and phosphorus; resulting in the need for groundwater treatment.

Security

The long Jordan-Syrian border of approximately 375 km and the surge of Syrian refugees imposed security challenges that the Jordanian government has shouldered to maintain its stability and security and to protect refugees. Therefore, the security financial cost in (USD) of the impact of the Syria crisis on Jordan is estimated as below:

⁹³ Ministry of Water and Irrigation.

⁹⁴ In H.C. only. The cost is estimated through a study by the MWI and USAID.

Security cost (USD)	2020	2021	2022
Military	221,600,065	224,220,761	227,437,499
Public Security Services:	238,781,889	244,944,444	249,163,582
A. Civil Defense	45,036,377	45,533,725	46,252,580
B. Gendarmerie	46,509,105	47,285,023	47,753,455
C. Police	147,236,407	152,125,696	155,157,547
Total Security Cost (USD)	460,381,954	469,165,205	476,601,081

Income Losses

Transport

Below table shows the estimated income losses for transport sector attributed to the crisis for the years 2020-2022. Total land transport loss is estimated to be on average USD 44 million, including average loss in the transport of goods (USD 27.6 million), railway transport (USD 500,000) and general transport (USD 16 million). In addition, the average loss of aviation is estimated at around USD 36 million. In total, average losses in transport sector in 2020-2022 is approximately USD 80 million on average per year.

Transport Losses (USD)	2020	2021	2022
Aviation Losses ⁹⁵	32,985,570	37,443,545	37,617,636
Land Transport Losses	44,258,225	44,258,225	44,258,225
a) Transport of Goods	27,551,475	27,551,475	27,551,475
b) General Transport and Tourism	16,206,750	16,206,750	16,206,750
c) Railway Transport	500,000	500,000	500,000
Total Financial Losses (USD)	77,243,795	81,701,770	81,875,861

The indirect impact on transport especially in affected governorates can be seen in road maintenance and street lighting. These factors combine to lead to degradation of existing road networks and public transportation systems.

Moreover, Jordan has lost one of its major trade routes. Although the magnitude of trade between Jordan and Syria is relatively small, Jordan has depended on Syria for transit trade, and the violence in Syria has impacted transit routes to Turkey, Lebanon, and Europe, hence forcing Jordan to develop alternative routes, mainly through Aqaba Port.

⁹⁵ CARC (Civil Aviation Regulatory Commission) & Aviation companies

Labor

The spillover of Syria crisis has its impact on labor and livelihood sector, this has been clearly illustrated with the Jordan Compact as of February 2016. With the Jordan Compact, the Government of Jordan has pledged to provide 200,000 work permits to Syrian refugees. The Jordanian Government, through the Ministry of Labor (MoL) has issued nearly 181,843 work permits for Syrian refugees between 2016 and Feb 2020⁹⁶. This is besides; the facilitation of flexible work permits, Home Based Businesses and SMEs amongst others.

The Compact has opened up a route to legal work for Syrian refugees living in Jordan, pledging jobs to Syrian refugees and giving them the right to work in specific sectors through waiving work permits fees. Since 2016 has caused financial losses that are estimated for the Years 2020-2022 to be as below:

Work permit fees losses	Fees (\$)	2020	2021	2022	Total (\$)
		# of permits	# of permits	# of permits	
Total number of permits		44,000	42,000	40,000	
A. Regular work permit	735	17,600	16,800	16,000	37,044,000
B. Flexible (Agriculture) work permit	988	17,600	16,800	16,000	49,795,200
C. Flexible (Construction) work permit	1,271	8,800	8,400	8,000	32,029,200
Total Financial loss (USD)		41,509,600	39,622,800	37,736,000	118,868,400

Moreover; many factors present socio-economic challenges in Jordan including a low-middle income, poor job growth and inability of the Jordanian economy to absorb the increasing number of youth entering the labor market which also risks of undermining the development gains achieved in the last 20 years, affecting as well the social cohesion among different communities living in Jordan.

According to an ILO- FAFO study⁹⁷, more than 95% of Syrian refugee workers are engaged in informal employment, this resembles huge losses to the budget, plus the negative consequences of informal economy with low wages, difficult working conditions and potential exploitation, lack of contracts. Etc.

⁹⁶ Between Jan 2016 - Feb 13, 2020, MoPIC PMU Syrian Refugees work permit repor.t

⁹⁷ ILO-FAFO Study 2014/2015: Implications of the influx of Syrian refugees on the Jordanian labor market.

Public Works

The sudden influx of large numbers of people exacerbated challenges Jordan has faced for many years including overburdened infrastructure in northern governorates which are hosting the largest number of refugees.

This influx has increased number of users of road networks and public transportation services, heavy-loaded cargo, water supply, and sludge disposal trucks; this is aggravated by the shortages of preventive and routine maintenance's budgets, which affect road life cycle.

The direct cost of the crisis on infrastructure is estimated at USD 148.8 million on average per year for the period 2020-2022.

Public Works Financial Costs (USD)	2020	2021	2022
Ministry of Public Work and Housing Budget (USD)	244,914,085	245,705,634	255,964,789
Annual Infrastructure Depreciation (USD)	900,000,000	900,000,000	900,000,000
Total cost	1,144,914,085	1,145,705,634	1,155,964,789
Estimated Cost per capita	106	103	101
Total Cost of Infrastructure Depreciation Due to the Syrian Population (USD)	147,798,044	148,395,250	150,222,047

Health

Syrian refugees can access healthcare services in Ministry of Health (MOH) for primary, secondary, maternity, infant and natal health services, at healthcare centers (PHCs) levels and hospitals. After MoH reversed health policy, Syrian refugees are treated like uninsured Jordanians for secondary health services that are subsidized by 80%.

In addition, Syrian refugees are exempted from the fees of maternity and childhood services including vaccines provided at the maternity and childhood centers of the Ministry of Health since 2011. It is worth noting that the average number of children among Syrian women is 4.7, as compared with 2.6 among Jordanian women, and teenage pregnancy is more common compared to Jordanians as 19% of Syrian women age 15 to 19 have already had a child compared to 2% of Jordanian women; and 28% of Syrian teenagers have begun childbearing compared to 3% of Jordanian teenage women.

The direct financial cost on health sector is estimated as below:

Health Financial Cost ⁹⁸	2020	2021	2022
Estimated Cost of Syrian Refugees (USD)	72,277,000	74,373,000	76,529,000

The increased prevalence of Non-Communicable Diseases (NCDs) among Syrian refugees, the needs of women and children, disabled, war-wounded, patients suffering from mental health conditions and elderly refugees also present significant challenges. These vulnerable groups require wide range of costly health services for long time. The Vulnerability Assessment Framework (VAF) highlighted that about half of Syrian households have severe or high health vulnerability.

The increased access to public health care facilities by both refugees and host community stretched the absorptive capacity of health system, and, in turn, negatively impacted some health system performance indicators such as bed ratio and health work force to population ratio.

Several donors are working together to maintain the Multi-Donor Account (MDA) and expand access to lifesaving services by Syrian refugees and alleviate the financial burden on the Government of Jordan for these same services.

Education

Under the Education Strategic Plan 2018-2022 and Human Resources Development Strategy; Children in Jordan have a free, inclusive and quality access to MoE public schools including Syrian refugee children and regardless of their refugee status. This is also aligned with Jordan’s commitment towards ‘Leaving no one behind” and the Jordan Compact.

Government of Jordan has put enormous efforts to enhance and increase the access of Syrian refugee children to public schools, where the total number of Syrian refugee children enrolled in public schools, rose from 134,121 students (school year 2018-2019) to 136,437 students (school year 2019-2020) . Which is adding a huge pressure on schools, besides other challenges facing MoE public schools as in; overcrowding, maintenance needed for schools, the insufficient number of schools compared to the total number of students, the need to increase the number of teachers.

⁹⁸ Based on 2017 cost study in MOH and estimation of the number of Syrian refugee visits based on percentage of registered Syrian refugees to the total population

The total direct financial cost of the Syria crisis on education sector for the years 2020-2022, is estimated as below, noting that a Syrian student is estimated to cost on average 15% more than a Jordanian student due to costs of providing education in double shifts and in camps.

Education Cost⁹⁹	2020	2021	2022
Total Number of Syrian Refugee Students in Schools	138,893	141,393	143,938
Estimated Cost per Syrian Student (USD)	1,222	1,236	1,251
Total Cost of Syrian Students in Public Schools (USD)	169,727,246	174,761,748	180,066,438

Municipalities

The Syria crisis has its toll on the municipal services provided in Jordan had its impact on the municipal services being provided in Jordan. There is an increased pressure on the already fragile services to meet demands from both host communities and refugee populations. Using the total debt of municipalities, it is estimated that the total direct cost for municipalities to provide services to Syrians in Jordan will reach an average of around USD 20.9 million per year for the period 2020-2022, as per below table:

Municipalities cost	2020	2021	2022
Municipalities Debt (USD)	151,056,338	161,355,634	172,444,542
Cost per Person	13.9	14.5	15.1
Total Cost of Syrian Refugees (USD)	19,500,006	20,899,269	22,409,828

One of the most evident impacts on municipalities is solid waste generated as there has been an increase of 12.15% in solid waste quantities in northern governorates.

⁹⁹ MoE Report Oct 2019- Feb 2020

Environment

The Syria crisis and the environmental impacts of refugees in different parts of Jordan had significant impacts on environmental changes namely deforestation, land degradation, impact on air quality and impact on water supply and quality. These impacts are reflected in air quality indicators, water resources degradation, and in the pressure on forests and other land resources in the northern and eastern parts of the country.

In the northern governorates, monitoring of pollutants, e.g. sulfur dioxide, carbon monoxide and nitrogen oxides, has confirmed high concentrations of emissions highly associated with increased human activities and directly proportional with population size. One dumping site assigned for hazardous waste lacks the capacity for the increase in generated waste. The increased quantities in municipal solid waste generation in addition to the hazardous waste added significantly to the environmental stress in the country. Prior to the Syrian crisis and to the flow of refugees to Jordan, the environmental situation the country was extremely challenged due to the natural aridity, recent drought episodes which increased the obvious impact of the Climate change. Increased population numbers, combined with increased municipal and wastewater generated have also created an added pressure on the greenhouse gases emissions. This pressure has the potential to impact the country's economic development activities and costs, human health and overall sustainable development.

Water over-abstraction and increased wastewater generation has resulted in accelerated mining of nonrenewable groundwater resources and pressures on treatment plants. Safe disposal of municipal solid, medical and hazardous wastes remains a concern since most municipalities discharge mixed types of solid waste in open and non-engineered dump sites, leachate management, or biogas collection. Management of hazardous and medical waste are also inadequate or treated in old and outdated incinerators located in populated areas, and the other half is mixed with municipal waste in open dump sites. The influx of Syrian refugees increased medical, solid and hazardous waste by 30 percent according to MoENV (2016). Generation of waste exceeds the capacity of the only existing facility, and most municipalities

discharge solid waste in open dump sites with no lining, leachate management, or biogas collection¹⁰⁰.

Agriculture

Serious declines in trade between Jordan and Syria led to decrease in exports of agriculture commodity from USD 111.1 million in 2009 to USD 5.6 million in 2018. The closure of trade routes passing through Syria have resulted in reduction of Jordanian exports of agricultural commodities to Russia, Ukraine and Romania from USD 43.2 million in 2009 to USD 1.4 million in 2018¹⁰¹.

Land degradation may also have been exacerbated by the crisis as many Syrian nomads moved their livestock into Jordan as a result of the Syria crisis. It is estimated that the number of sheep and goats increased from 2.9 million heads in 2009 to 3.82 million heads in 2017, which caused an increasing pressure on Jordan's fragile grazing lands in the Badia, in addition to an increase in imports of barley from USD 146.8 million in 2009 to USD 200.18 million in 2018¹⁰².

Trans boundary animal diseases (TADs) is forming a threat due to the deterioration of Syria's field veterinary services and increased uncontrolled movements of unvaccinated livestock across borders. Cases of lumpy skin disease, pest, petites ruminants, rabies and external & internal parasites, zoonotic rickettsia influenza & corona viruses have been reported in Jordan.

The absence of phytosanitary services in Syria generated a serious risk of trans-boundary crop pests and plants disease; in addition, plant products are being taken across the border without any control. This hazard is worsened given the weak phytosanitary inspection systems in Jordan at existing border crossings.

¹⁰⁰ According to the Ministry of Environment, average waste has increased to 2,700 tons/year, but treatment efficiency results in only 2,341 tons of medical waste treated, and approximately 2,000 tons of waste come from pharmaceutical industries, http://moenv.gov.jo/AR/Environmental_sectors/Waste/Pages/Medical-waste.aspx

¹⁰¹ Ministry of Agriculture Report Nov 2019.

¹⁰² Ministry of Agriculture Report Nov 2019.