

Jordan Response Plan for the Syrian Crisis 2019

Introduction

Eight years into the Syria crisis, more than 5 million Syrian refugees are still displaced into Jordan and other neighboring countries. Since 2011, Jordan alone has provided refuge to more than 1.3 million Syrians, including 671,148 registered refugees, who face increasing vulnerability as their savings, assets and resources are long exhausted. Around 126,000 of these refugees live in camps, while the remaining have settled in urban and rural areas, primarily in northern governorates and in Amman.

The Syria crisis has and is still adding strain on the country's economy and infrastructure and has put pressure on all sectors including education, health, housing, water, municipal services and electricity supply. Jordanians feel acutely the impact of the crisis on their daily lives, particularly in host communities where the share of Syrian refugees, and its pressure on local service delivery, natural resources and the labor market, is highest.

Although the impact of reforms related to stimulating private-sector investments and higher exports, mainly due to the European Union's relaxation of Rules of Origin, are expected to have positive effects to Jordan's economy in the near future, currently the crisis continues to aggravate economic challenges and exacerbate pre-existing vulnerabilities, thereby casting a shadow over public finance performance and placing a significant burden on the national budget.

Since its onset in 2011, the direct cost of the Syria crisis on Jordan has been calculated to be around USD 11,032 billion. This includes the costs of providing education, health, water and other services to refugees as well as subsidies on electricity, materials and goods, in addition to transport losses and security costs.

Although the international community has been generous in providing development and humanitarian aid to the Jordan Response Plan (JRP) in recent years, unfortunately the needs and requirements of Syrian refugees and Jordanian host communities have vastly outpaced the financial support received. This has caused that any deficit in financing the JRP has been born by the Government of Jordan, by adding to the national debt, which has in turn negatively affected the life quality of Jordanians and Syrians alike.

Chapter One

Management Arrangements

The Jordan Response Plan 2019

The current humanitarian funding and programming is still neither sufficient nor sustainable, thereby requiring a more development-oriented approach to build resilience and reduce Jordan's dependency on humanitarian assistance over time.

As the case of the previous JRP plans, the 2019 JRP plan seeks to bridge this divide and reconcile the programming objectives, funding mechanisms and operating systems that often run parallel to each other in addressing short-term people-centered needs and medium to longer term systemic and institutional fragilities. The Plan continues with its resilience-based approach to respond to and mitigate the effects of the crisis on Syrian refugees and Jordanian people, host communities and institutions by integrating humanitarian and development responses into one comprehensive vulnerability assessment and one single plan for each JRP sector.

However, the situations surrounding the Syrian Crisis are changing, and the planning process for the mitigation of its impacts should be also taken into consideration. Therefore, while the previous JRP plans were designed to be on a three-year rolling basis, the 2019 JRP is a one-year plan and the programmatic response and the subsequent needed budgets are captured only for the year 2019. This approach would allow and facilitate the foreseen changes in the planning methodology in the coming years.

Based on the above, the total 2019 JRP budget is 2.4 billion USD, including USD 998 million budget needs for subsidy, security, income losses and infrastructure depreciation due to the Syria crisis, USD 702.9 million for refugee related interventions and USD 698.9 million for resilience strengthening, including that of communities where both Jordanians and Syrians live.

Strategic Objectives

The strategic Objectives of the JRP 2019 remain similar to the JRP 2018-2020 given that that the number and distribution of Syrian refugees in Jordan has not changed significantly over the past year and international aid has fallen short of needs. The JRP objectives are expected to be achieved in proportion to the financial resources the international community provides for the JRP.

The Plan aims to:

- Meet the immediate humanitarian and protection needs for Syrian refugees in and out of camps, vulnerable Jordanians affected by the Syria crisis.
- 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.
- Foster the resilience of the service delivery system, at the national and local levels through mitigating the negative impact on health, education, water and sanitation in a cost-effective and sustainable manner. In addition, of 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.

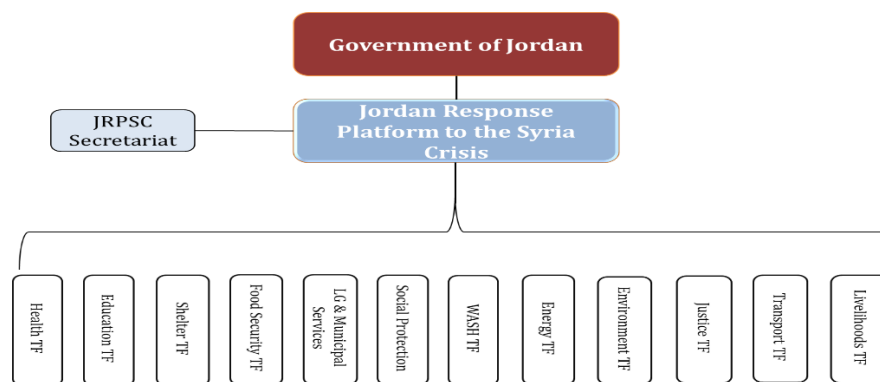
Planning assumptions

The following assumptions guided the preparation of the 2019 JRP:

- Total population of Jordan was 10,053,000 by the end of 2017 and is expected to grow by 2% annually for 2018 and 2019.
- The total number of Syrian nationals is around 1,364,000.
- The total number of registered Syrian refugees is around 670,000 of which 126,000 reside in camps. The total number of registered refugees is expected to decrease in 2019.
- The highest concentration of refugees continues to be in the northern governorates and in Amman.
- The international community translates its pledges and commitments into real and trackable disbursements by adequately financing- through grants- the Jordan Response Plan, including its resilience and budget support components.
- 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.

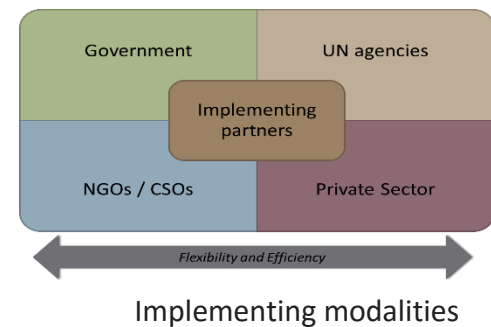
Integrated response management

Jordan has adopted innovative approaches and modalities in order to achieve and ensure resilience, efficiency, effectiveness and transparency and to demonstrate strong national leadership and ownership of the process. The JRP has been prepared under the overall supervision of the Government of Jordan represented by MoPIC (leadership), through the JRPSC and its Task Forces (ownership) and with the active participation of all relevant national and international stakeholders (inclusive participation) in order to ensure international community support to JRP national priorities (alignment and partnership).



Integrated Management Framework

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.



Alignment with other planning frameworks

As has been the case with the previous JRP documents, the 2019 JRP has been prepared in alignment and complementarity with Jordan's national plans and strategies, mainly the Executive Development Program (EDP) and the Governorate Development Program (GDP). This kind of alignment eliminates the replication of interventions and fund allocation between different plans.

Project Submission and Approval

All implementing partners and international organizations have to upload their project information on JORISS. All projects are then reviewed by MOPIC to make sure that the project is aligned with the JRP objectives and that it is not duplicated with any other project already under implementation. Once successfully reviewed by MOPIC, projects are then submitted to the Inter-Ministerial Coordination Committee (IMCC) for endorsement, which depends on the project's conformity with national laws, policies, norms and regulations.

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.

MONITORING AND EVALUATION

Monitoring of projects funded under the JRP is performed by the implementing entity according to the project document arrangements. However, all implementing partners are requested to report to MOPIC through JORISS on their project progress (financial and achievements) on a half-year basis. As JRP activities are increasingly funded and implemented, it is intended that the reports will evolve towards a results-oriented format in order to help identify bottlenecks and priorities.

Monitoring of funding flows to the JRP 2019 will be made through JORISS and published directly on the JRPSC website for information sharing and transparency, allowing MOPIC and JRP stakeholders and the public to sort financial information by donor, response type, sector and geographical location.

BUDGET REQUIREMENTS 2019 (USD)

Sector	2019
Education	220,537,991
Environment	3,090,000
Energy	26,000,000
Food Security	229,926,412
Health	213,227,550
Justice	17,650,000
Livelihoods	68,733,451
Local Governance and Municipal Services	61,354,313
Shelter	17,670,010
Social Protection	307,064,602
Transport	7,560,000
WASH	229,101,000
Sub Total: Programmatic Response	1,401,915,329
Sub Total: Subsidy, Security, Income Losses, Infrastructure Depreciation	998,242,616
GRAND TOTAL	2,400,157,945

BUDGET REQUIREMENTS PER COMPONENT (USD)

Sector	JRP 2019 Update by RESPONSE TYPE		
	Refugee 2019	Resilience 2019	Total
Education	76,391,308	144,146,683	220,537,991
Environment		3,090,000	3,090,000
Energy	11,500,000	14,500,000	26,000,000
Food Security	207,850,000	22,076,412	229,926,412
Health	101,627,061	111,600,489	213,227,550
Justice	2,785,000	14,865,000	17,650,000
Livelihoods	28,342,000	40,391,451	68,733,451
Local Governance and Municipal Services	2,421,145	58,933,168	61,354,313
Shelter	16,590,010	1,080,000	17,670,010
Social Protection	240,935,558	66,129,044	307,064,602
Transport	0	7,560,000	7,560,000
WASH	24,503,000	204,598,000	229,101,000
Sub Total: Programmatic Response	702,945,999	698,969,330	1,401,915,329
Sub Total: Subsidy, Security, Income Losses, Infrastructure Depreciation	-	-	998,242,616
GRAND TOTAL	702,945,999	698,969,330	2,400,157,945

Chapter Two

Sector Comprehensive Vulnerability Assessment (CVA) and Response Plans

Education

Comprehensive Vulnerability Assessment

While the Education Sector has made various notable progress thus far, many challenges remain in terms of equitable access to quality learning for vulnerable children. Of 670,000 registered Syrian refugees in the country, 233,000 were school-aged (5-17) in the last academic year¹. For school year 2018-2019 around 134,121 students were enrolled in public and 29,300 out-of-school children benefitted from certified non-formal education, kindergartens (KG2) and learning support services². According to UNICEF; this leaves an estimated 73,000 Syrian refugee children out of certified education, including children with disabilities. As result of high refugee influx and demand on education services; school facilities and teachers are often overstretched.

To address these constraints, the MoE has committed to provide quality learning opportunities for all children and has engaged with sector partners to accelerate the process of operationalizing the Education Strategic Plan (ESP) 2018-22. In addition, the education donor group has allocated significant funding to strengthen the public education system and quality services in the form of direct financial assistance. The education sector is in a critical transition period from the humanitarian refugee response to the longer-term system support. It becomes increasingly important to plan and prioritize education interventions that enable transition to longer-term approaches in view of cost-efficiency and sustainability.

Achievements

1. Improving capacities of education authorities to continue deliver inclusive education services

- An Education Information System (EMIS) was launched in August 2016 and is now operational nation-wide providing timely data, enabling evidence based planning and effective decision-making.
- A Geographic Information System (GIS) platform for supporting school mapping and planning is established.
- The MoE has developed a 5-year National Education Strategic Plan (ESP), released in March 2018. The ESP aims at setting a clear, prioritized, sequenced and costed set of strategies and activities required for achievement of the goals of Jordan's Strategy for Human Resources Development (HRD) and Sustainable Development Goals outcomes.
- As per MoE for school year 2018-2019 total of 7,102 teachers were recruited in response to the increased number of students in public schools; where a total of 1,273 were recruited to serve in camps schools.³

¹ Ministry of Education, Department of Statistics as of December 2017

² Brussels 2 Conference –No Lost Generation Partners –April 2018

³ Ministry of Education –EMIS and E-Learning Division. November 2018.

2. Improving provision of educational facilities, and sustaining access to adequate, safe and protective learning spaces

- According to MoE for the school year 2017-2018, a total of 69,641 teachers, counselors, facilitators, MoE staff and other educational personnel were trained through MoE Training Program and Queen Rania Training Program (Networks and Short Works).

3. Increased provision of adequate, protective and safe learning spaces and facilities

- In order to integrate Syrian children in public schools, 204 schools operate in double shifts⁴⁵
- As per MoE during school year 2017-2018 a total of 1,085 child were transferred to formal education.⁶
- As per MoE during school year 2017-2018 a total of 99 center providing catch up classes were operating serving 2639 child including 2,320 Syrians.⁷
- As per MoE, for the school year 2017-2018 a total of 3,242 students attended the drop-out programme and 2,548 have received access to post-secondary education.⁸
- Ministry of Higher Education waived, in November 2018, the passport requirement for Syrian students as a condition to enroll and or graduate from Jordanian Higher Education Institutions.⁹
- Out-of-school children who are not eligible for formal education have had access to alternative educational pathways. In the 2017-18 academic year, 3,526 learners accessed MoE-certified non-formal education through catch-up classes for children aged 9-12¹⁰, and 4,117 attended the drop-out programme for those aged 13 to 20¹¹.
- During 2017-2018 school year; 83,745 children were provided with non-certified learning support services.

Vulnerabilities

The Sector Vulnerability Assessment (SVA) shows that the most severe vulnerabilities are found in the governorates with the highest concentrations of Syrian refugees, such as Amman, Irbid, Mafrq, and Zarqa Though there is less refugee population in the south, yet there is a need to focus on the south in order not to create additional vulnerabilities.

These interventions shall respond to the risk of social tensions, overcrowded schools, and low quality of education, as well as the highest number of adolescents out of school.

Syrian refugees, particularly those living in camps, are performing much below the national average¹². Moreover, the needs of both Jordanian and refugee adolescents and youth are increasingly overlooked, which requires focusing on accredited tertiary programs as well.

⁴ Ministry of Education, Development Coordination Unit, Dec 2018

⁵ Ministry of Education –EMIS and E-Learning Division. November 2018

⁶ Ministry of Education, Development Coordination Unit, Dec 2018

⁷ Ministry of Education, EMIS and E=Learning Division, November 2018

⁸ Ministry of Planning, PMU Unit, October 2018.

⁹ Ministry of Higher Education, November 2018.

¹⁰ , ¹¹ Jordan INGO Forum, September 2018 Release

¹² Ministry of Education, August 2017. The pass rates of Syrian students continue to be below that of the national average (44% Syrian average vs 52% national average for 2016/2017 academic year).

Although MoE has set a grace period to waive documentation condition on children enrollment in public schools, yet, distance to school, increasing financial vulnerabilities, school violence and child labor and child marriage¹³ are all affecting the demand for education. Furthermore, vulnerable Jordanians and refugee children in the system suffer the impacts of poor learning environments, insufficient and underqualified teachers, inadequate teacher training, and outdated curriculum and pedagogy are equal deterrents for learners and are increasing the risk of drop-out. Special attention is needed for those who are marginalized and are most vulnerable, such as young children, adolescents, children with disability, and those at risk of dropping out, as well as those outside the system altogether.

Needs

The response to the Syria crisis must continue to be inclusive, responsive and able to promote long-term resilience, where response shall be in alignment with the Strategy for Human Resources Development (HRD) and ESP priorities as in below:

- Construction of new schools based on geographical and population needs;
- Extension, rehabilitation and maintenance of existing educational infrastructure¹⁴, including WASH facilities, labs, classrooms, play area, libraries, etc;
- Enhanced capacity development for school leadership, teachers and counselors that go beyond pedagogy, such as leadership, and psychosocial support;
- Strengthen MoE capacity in strategic planning, policy, performance management systems and processes and sound decision-making procedures that are informed by research and evidence;
- Continue the development of OpenEMIS ensuring that it collects and reports on ESP Key Performance indicators.
- Enhancing support to MoE to ensure their ability to coordinate& monitor the ESP implementation;
- Support for families with financial vulnerabilities with increased access to transportation and learning materials;
- Strengthened service provision and outreach to out-of-school and at-risk children and youth;
- Provision of learning support services for children in school to ensure retention¹⁵;
- Support increased access to Early Childhood Education (ECE);
- Provision of opportunities that respond to the specific needs of children with disabilities;
- Enhanced social cohesion between Jordanian and Syrian children at school and community level;
- Enhance provision of post-basic education and learning opportunities for youth, including accredited education programs such as tertiary and Technical, Vocational Educational and Training (TVET) education¹⁶;
- Foster accredited and/or certified Non-Formal Education (NFE) opportunities for out of school children and adolescent through catch up and drop outs programs;
- Increase the number and types of TVET and Higher Education sponsored programs that meet youth capacities and market needs targeting Jordanians and Syrians (sponsorship to be proficient and needs competitive base);
- Develop actionable and practical plans;
- Improve referral mechanisms and reporting for cases of violence against youth in schools.

¹³ The majority of teenage boys are reported to be working, and boys have lowered enrollment rates than girls. Furthermore, an increasing proportion of young Syrian girls (15-17) are getting married. Both child labor and child marriage are the main gender barriers for access to education. Inter-Agency Task Force Education Sector Gender Analysis, June 2016.

¹⁴ This includes sanitation and hygiene facilities in schools and maintenance of double-shift schools.

¹⁵ This includes remedial lessons to cope with the curriculum and enhance their academic performance.

¹⁶ It is important to note that the demand for post-basic education far exceeds the current supply, with significant gaps remaining for those older than 30 years old.

Response Plan

Situation Analysis

The crisis has directly impacted the public education sector, with a significant increase in public expenditure on education. The capacity of both the education system and educators are overstretched, and schools have limited capacity to absorb the increased demand, which has led to an overcrowding of classes. There has also been an increase in out-of-pocket education expenses for refugee families due to the indirect cost of education (e.g. use of tutors, transportation, learning materials). Furthermore, the quality of education has been affected, with a slowdown in typical classroom learning. This in turn has resulted in higher dropout and repetition rates. Learners are thus increasingly less likely to transition from one year to another. Overall, Syrian refugee students complete on average fewer years of education than their Jordanian peers.

The degradation of safe school environments has also been worrisome, deterring learners from school, with an increase in violence reported in schools, especially in highly vulnerable areas. With fewer students completing their education, especially youth, an increase in unemployment is also noticed for youth. Low levels of TVET, higher education, and labor force participation will in turn translate into increased vulnerability.

It is to be noted that even prior to the crisis the Jordanian education system¹⁷ was facing several challenges¹⁸. Therefore, the JRP aims to complement the 2016-2025 National Strategy for Human Resource Development and the development of the 2018-2022 National Education Strategic Plan to ensure clear, prioritized, sequenced and costed plans to address systemic challenges, while meeting the needs of the most vulnerable, including refugees, and working towards the global Sustainable Development Agenda¹⁹.

Response

The response to the Syria crisis must be inclusive, responsive and able to promote long-term resilience, while focusing on equitable access to quality education in alignment with Education Strategic Plan –ESP 2018-2022.

Syrian refugees have significant barriers to all levels of education, which are keeping Syrian children and youth outside of education. The lack of documentation²⁰, distance to school, lack of recognition of prior learning, increasing financial vulnerabilities, school violence, child labor and child marriage²¹, are all affecting the demand for education. Furthermore, poor learning environments, insufficient and underqualified teachers, inadequate teacher training, and outdated curriculum and pedagogy are equal deterrents for learners and are increasing the risk of drop-out.

¹⁷ Including ECED, TVET and Higher Education

¹⁸ Education for Prosperity: Delivering Results – A national Strategy for Human Resource Development 2016-2025

¹⁹ The National HRD Strategy and the new NESP seek to strengthen the overall system to ensure high quality of education and learning outcomes for all children and youth in Jordan. These longer-term development strategies are complementary to the targeted projects planned in the JRP. Furthermore, increased investment in institutional and organizational capacity, teacher professional development and infrastructure are aimed to increase resilience.

²⁰ The lack of official documentation is a barrier to entry for youth who wish to access tertiary education

²¹ The majority of teenage boys are reported to be working, and boys have lowered enrolment rates than girls. Furthermore, an increasing proportion of young Syrian girls (15-17) are getting married. Both child labor and child marriage are the main gender barriers for access to education. Inter-Agency Task Force Education.

The focus on quality recognizes the burden placed on the children and youth that share their communities and classrooms and protects the education reform efforts underway in Jordan. It is with this recognition that the education response aims to ensure sustained quality educational services for children and youth impacted by the Syria crisis, through a holistic, inclusive and equitable approach

Sector overall objective

To ensure sustained quality educational services for children and youth impacted by the Syria crisis.

Sector specific objective

This plan is guided by the above-mentioned Sector Overall Objective and the following three Sector Specific Objectives addressing both refugee and resilience needs:

- 1. Improved capacities of education authorities to continue the delivery of quality inclusive education services**
- 2. Improved provision of educational facilities sustaining access to adequate, safe and protective learning spaces**
- 3. Increased provision of adequate, protective and safe learning spaces and facilities**

The Response Plan seeks to ensure sustained quality educational services for all refugees as well as Jordanians affected by the crisis. The response plan links improvements in access and quality of education through increased absorptive capacity and professional development, with support for the development of an emergency response preparedness policy and resources framework. This approach ensures complementarity between efforts to address current pressures, while building education system capacity to ensure the continuous delivery of quality education services in future emergency situations.

1. Improved capacities of education authorities to continue the delivery of quality inclusive education services.

The Government of Jordan and its relevant ministries need continuous support to strengthen its ability to manage the current impact of the Syria crisis and plan for future needs and shocks. This includes support in coordination, monitoring, evaluation and reporting. It equally addresses the importance of strengthening the identification of needs and vulnerabilities against the allocation of available resources. It also considers the need to increase recognition of learning achievements and facilitate the entry into education (primary, secondary and tertiary) through strengthened policy and legislation.

2. Improved provision of educational facilities sustaining access to adequate, safe and protective learning spaces.

Quality and relevant education has to be delivered to all children and youth. This implies enhancing in-service training opportunities for public school teachers and facilitators as well as setting up ICT – enabled environment from teachers that are better able to provide individuals, specialized support. Students should benefit from more inclusive classroom environments that are child-center. By focusing on the underlying root causes that are affecting student learning as a result of the Syria crisis, mitigation strategies will be developed and introduced to off-set negative coping strategies, reduce tensions in classrooms and communities, and ultimately improve learning outcomes.

3. Increased provision of adequate, protective and safe learning spaces and facilities.

Expanding access to education from pre-primary level through TVET and university is important, as well as access to alternative educational pathways and learning support services. This objective therefore addresses the need to expand the capacity of the current system to absorb new students, including through the construction of new schools and additional classrooms. It seeks to ensure that access is inclusive, and a safe and protective environment exists in all learning spaces. Additionally, it provides financial support to ensure that transportation is not a barrier to access education and high tuition fees do not prevent youth from continuing or pursue higher levels of education and training.

Energy

Comprehensive Vulnerability Assessment

Jordan is considered an energy insecure country as it is importing 94% of its energy. The increase in population due to the high number of refugees has increased the need for energy not only for domestic consumption but also for sustaining services provision, such as education, health and water.

The total residential electricity consumption increased significantly from 5,548 GWh in 2011 to 8,076 GWh in 2017, while the consumption of Liquefied petroleum gas (LPG) increased from 370,000 tons in 2011 to 431,000 tons in 2017.

As per the latest statistics in 2017, residential electricity consumption in the northern governorates showed an additional increase of 2.08 % compared to other governorates in Jordan, mainly because of the large presence of refugees.

On the other hand, the Per Capita Primary Energy Consumption has decreased from 2011 (1,193 kgoe) to 2017 (996 kgoe), while Per Capita Consumption of Electricity went down from 2,166 kwh in 2011 to 1,748 kwh in 2017, demonstrating that people cannot afford the previous level of consumption.

Achievements

The Ministry of Energy and Mineral Resources (MEMR) in cooperation with the international community has implemented several projects using renewable energy resources. For instance, it has provided host communities in Irbid, Mafraq, and Jerash governorates as well as refugees in Za'atari camp with energy saving LED lights and installed photovoltaic (PV) systems on school's rooftops.

In particular, 35 PV systems were set up in public schools, 23 of which host more than 5% of the Syrian refugees and have an average energy bills of over 300 JD per month. It helped to cover part of the increased demand in energy at public schools in Irbid and Jerash governorates due to overcrowding and double-shifting. In addition, 3,564 Solar Water Heating (SWH) systems for houses were installed in the northern governorates, 160 of which benefited shelters rented by refugee families. The SWH systems were installed as an exchange to rent reduction for a period of 12 months for refugees, and it helped to provide a security of tenure, save 30% of the refugee expenditure in rent, and reduce the utility bills by 28%.

Furthermore, a 13-megawatt solar power plant was completed in Za'atari camp, where the plant was connected and began operating commercially in November 2017, to increase electricity hours in the camp from 8 to 14 hours per day. The instalment of 40 megawatt of solar power plant in southern Amman is also under way to serve the refugees "in the camps (Za'atari and Azraq) and to provide energy to public entities (e.g. health facilities) in the host communities".

In addition, two projects are under construction: 1) the installation of PV panels system; and 2) solar thermal system for domestic hot water supply, which will be completed in the first quarter of 2019. These projects aim to serve both host communities and refugees.

Vulnerabilities

The following vulnerabilities shall be considered in supporting the energy sector in Jordan:

- High cost of energy and electricity which negatively impacts service provision and its access for domestic and private use to vulnerable population, thereby posing limits to their movements and participation in social, educational and cultural activities;
- Increase in the use of fossil fuels which negatively impacts the environment and its growing cost;
- High energy tariffs in Za'atari and Azraq camps that put pressures on humanitarian organizations in the provision of essential service to refugees;
- Increased running cost of living for refugees and residents in host communities, thereby affecting people's well-being and social cohesion;
- Limited capacity in the eastern and northern national grid lines, which has caused some planned projects to be transferred to the southern grid because of capacity limitation.

Needs

In terms of specific needs faced by host communities, the following should be mentioned:

- Installation of small scale PV system and raising awareness on sustainable consumption to manage the increasing demands on electricity;
- Promoting the use of energy efficient interventions by installation of LED lights along with energy management control systems on transformers to reduce energy consumption in public buildings and households (schools, governmental buildings, hospitals, houses and shelters etc.);
- Installation of storage batteries connected to the electrical grid in order to make more use of renewable energy resources, such as solar and wind, and strengthen the stability and reliability of the power system grid (frequency of 50 Hz) by having an electricity supply 24 hour a day;
- Enhancing the electricity transmission and distribution of network and its maintenance in the north and north-east of Jordan to cope with increased demand on electricity and to support the refugees in these locations.

Response Plan

Situation Analysis

Due to the increase in the number of Syrian Refugees in Jordan, pressure on the public infrastructure was increased especially in the energy sector. In order to cover the needs of the refugee crisis the GOJ started to increase the number of public facilities and started working double shifts; public schools started the double shift system which meant schools worked 6 days/week rather than 5 days/week and 9 hours/ day rather than 6 hours /day, causing an increase in the energy bills because of the increased cost of the tariff after a certain consumption.

Camps also have an unstable power connection. For example, in Za'atari camp, the average electricity is available for 14 hours /day only, and there are continuous electricity cuts during the day. At Azraq refugee camp, not all the villages have generated electricity. In host communities with low income, problems arise in paying the electricity bills, and often lead to disputes with the Jordanian landlord because of the unpaid electricity bill. Some of the disputes may lead to evacuation which leaves the refugees in an insecure condition.

Response

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, Jarash, Mafraq, and Amman, as well as the Za'atari and Azraq camps.

The energy sector aims to provide a clean, safe and affordable energy sources for both Syrians refugees and Jordanian communities through interventions at the Refugees camps and host communities. Moreover, the sector helps to engage relevant stakeholders in getting benefits from private sector technical expertise, enrich the local market with opportunities in providing relevant products, and the Academia in providing a theoretical base training.

In urban areas, interventions will focus on utilizing Renewable Energy and Energy Efficiency technologies and solutions to houses, public and private buildings, schools, hospitals, etc., as well as providing adequate, secure and affordable energy to refugees and host communities. This will entail working at policy, planning, management and operational levels (including infrastructure upgrading, management and maintenance). Interventions will also focus on providing training in RE&EE technologies and

implementing it for both Syrian refugees and Jordanian communities. In addition, mainstreaming with the GoJ in the sector to provide technical guidelines in implementing such projects for national and international levels is needed as well as providing built capacities for engineers and technicians at the ministries to enable them to monitor and maintain the systems installed and ensure sustainability.

Sector assistance in camps will focus on providing adequate energy to every household for the purposes of cooking and refrigerating food, lighting and heating homes, lighting streets, charging electronics and washing clothes through building power plants to have a continuous access of electricity during day and night by continuously maintaining the grid. Moreover, cash for work opportunities will be provided for refugees in the Azraq Camp by involving refugees in the cleaning of the PV panels continuously to ensure the highest system efficiency.

The energy sector will include **three** projects under its resilience (RES) component to ensure energy access to severely vulnerable areas in host communities in Jordan and **one** project under the refugee (REF) component for refugees at the camps (Za'atari and Azraq). The energy sector is a sustainable sector which provides assistance to both refugees and resilience and also gives an opportunity for the government to be independent to ensure a future of sustainable development.

Sector overall objective

To scale up and accelerate responses to Jordan's energy crisis in a sustainable manner that alleviates incremental demand pressures from the Syria crisis.

Sector specific objective

Within the Jordan's broad strategy for transformational change in both energy supply and demand dynamics, two key objectives are of relevance to Jordan's response plan to Syria crisis:

1. Introduce and promote renewable energy (RE) and energy efficiency (EE) technologies and solutions to support the increased energy needs.
2. Enable refugees and host communities to access adequate, affordable and secure energy supply.

Environment

Comprehensive Vulnerability Assessment

Introduction

The Syria crisis has resulted deep and substantial consequences on water and air quality indicators and has put pressure on land resources in the northern and eastern parts of the country along with increased waste. Also, there has been an increase in overgrazing, unsustainable agricultural practices, collection of medicinal plants, and an increase in the number of the illegal wood cutting to compensate for high fuel prices. This was associated with an increase in energy demand from different sources including transportation that produced increased pollutants emitted to the ambient air. The monitoring of pollutants, e.g. Sulfur dioxide (SO₂), carbon monoxide, and nitrogen oxides (NO, NO₂), in the northern

governorates confirmed that high concentrations of these emissions are highly associated with increased daily human activities and directly proportional to the population size.

According to the latest report by the Ministry of Environment, the average of medical waste has already been increased to 2,700 tone/year compared to 2,500 tone/ year in 2016²² and its treatment efficiency is 87%, meaning that only 2,341 tons of waste are treated. Currently, there is only one dumping site assigned for hazardous waste, and it needs considerable rehabilitation due to the increase in the amount of wastes generated. According to the same report, this site currently receives approximately 2,000 tons of wastes from pharmaceutical industries, drug stores (expired medicines and other items) and thermochemical residuals.

Achievements

Because of limited funding, only few interventions have been initiated in response to the Syria crisis in the environment sector including:

- Ministry of Environment and its partners initiated a process to engage in an intervention to mitigate impacts on natural resources and maintenance of the ecosystem services to reduce the pressure on natural capital through in cash-for-work (CfW) measures for the development and maintenance of green infrastructure²³;
- MoEnv has put in operation a new mobile station for monitoring air quality;
- To help in addressing challenges to the sector, MoEnv has issued the National Plan for Green Growth and the National Strategy for Sustainable Production and Consumption.

Vulnerabilities

Environmental degradation and the deterioration of the quality of services and function of the ecosystems are associated with health consequences. Biodiversity serves as an important source of food and income for rural households. Furthermore, ecosystem services identified in the hosting communities provide protection for water resources and reduce the risk of disasters (DRR) and erosion. The increase in the amount of hazardous wastes being generated has so far exceeded the capacity of the existing facility which has considerably impacted the management and treatment processes of this type of wastes at the site leading to a critical risk and exposures to fires and toxicity.

The natural capital in Jordan which is already subject to extreme variability related to the occurrence of extreme events (droughts, increased temperatures, increased rainfall variability, floods, etc.) have become even more vulnerable due to the influx of large numbers of refugees.

Needs

The limited resources and capacities at the Ministry of Environment to restore/rehabilitate the ecosystems affected by the crises were a major challenge to meet the objectives set in the “environmental” national agenda. The main areas that need to be addressed are:

²² http://MoEnv.gov.jo/AR/Environmental_sectors/Waste/Pages/Medical-waste.aspx (accessed on Oct 10, 2018).

²³ The initiative is expected to create 1,050 employment opportunities.

- Proper monitoring regimes for both air quality and hazardous waste. There is currently no facility that measures air quality at the refugee camps and the surrounding areas;
- Improving the treatment of hazardous waste, developing the capacities of the concerned staff, providing the necessary equipment as well as establishing the data bases and proper monitoring programs;
- Restore and reduce the impacts resulted from land degradation, deforestation, overexploitation of natural resources and loss of biodiversity that have explicit impact on livelihoods²⁴.

As projects to address the needs identified in the previous JRPs have yet to be initiated, the following needs and actions are prioritized:

- Rehabilitating ecosystem and land resources that have been affected by the crises to ensure resilience and to sustain their functions and services, thereby improve the basis of livelihood;
- Enhance the capacities of collection, transport, and disposal of different hazardous waste;
- Enhance capacities and technologies for maintaining the monitoring programme of air quality;
- Undertake rapid environment impact assessments (EIAs) for identified high level risk projects of all relevant sectors with mitigation options for project implementation according to EIA regulation no. 37/2005. This could be facilitated and fast tracked by enhancing the efficiency and effectiveness of the “Environment Marker” as a tool for environmental screening for all JRP projects to identify any potential impacts at an early stage of any intervention;
- Provide support for identification of appropriate clean technology solutions in JRP response projects across infrastructure, municipal development, livelihoods, water, and other sectors.

Response Plan

Situation Analysis

The Syria crisis has resulted in an increase in overgrazing, unsustainable agricultural practices and collection of medicinal plants, in addition to an increase in the number of the illegal wood cutting. The Royal Administration for Environment Protection has reported violent incidents of 85 forest fires, 173 woods cutting in 2017. Examples include the increasing trend of illegal tree cutting to compensate for higher fuel prices, overgrazing of livestock due to the high cost of fodder and the unmet food needs of Jordanian inhabitants and refugees, which is also reflected in the illegal hunting of wildlife as, households` seek cheaper alternatives to domesticated sources of meat such as chicken and lamb.

The yearly generation of hazardous waste in Jordan was estimated at 51750 ton/year in 2018. The average generation of pharmaceutical waste has increased by 180% compared to the pre-crisis period²⁵. Currently, there is only one dumping site assigned for hazardous waste and it needs considerable rehabilitation due to the increase in the amount of wastes generated, particularly in the past few years. Inappropriate management practices for such type of wastes can have a direct and indirect effect of health hazards and environmental pollution

²⁴ Many of the rural poor in the targeted areas are dependent on the forests and the other ecosystems. Overuse and degradation increase the vulnerability of rural communities already susceptible to frequent environmental and social disasters.

²⁵ The average volume of pharmaceutical waste generated before crisis was 750 m3/year, which has since increased to 2100 m3/year during the crisis. Ministry of Environment's data, 2017

Response

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 informed 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 data bases and proper monitoring programs.

Interventions to minimize and mitigate the impact of the crises 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 overall objective

Minimize, mitigate and remedy the environmental impacts of the Syria crisis on vulnerable ecosystems and communities.

Sector specific objective

1. Improved mechanisms to mitigate pressure and competition for ecosystem services resulting from refugee influx.

In order to mitigate the additional competition on natural resources and ecosystem services, alternative income generation livelihoods opportunities need to be created for vulnerable groups, including women and young people in the surroundings of environmentally affected areas. Creation of green jobs and businesses for the surrounding communities of protected areas will decrease the pressure on natural resources, as well as decrease land degradation. This requires identification of vulnerable groups within a particular geographical area, undertaking feasibility assessment to design effective and relevant income-generation schemes that could serve as a basis for future enterprise development. It also entails a component of enhancing the capacities of local CBOs in designing and implementing green businesses associated with awareness on sustainable uses of natural resources. Furthermore, enforcement of legislations concerned with ecosystems management is to be enhanced, which requires improving operational capacity of rangers including education and awareness, and provision of needed equipment and tools including vehicles, GPS technology, cameras, etc.

2. 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.

3. Strengthened monitoring and mitigation of air pollution.

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 baseline to further enhance air quality control, monitoring and management in the coming few years.

4. Institutionalized effective mechanisms for environmental mainstreaming as part of JRP implementation.

This objective aims to help identify environmental risks and opportunities that may result from any projects and actions for urgent needs resulting from the Syria crisis and ensure that they are taken into account as early as possible before implementing JRP interventions.

Food Security

Comprehensive Vulnerability Assessment

Introduction

Jordan made significant progress in the last two decades in reducing food insecurity. The country scored 6.7 on the Global Hunger Index (GHI) in 2017 which does not raise major concerns in terms of food access and availability. The latest food security assessment conducted by the government is part of the 2017/2018 nationwide Household Income and Expenditure Survey (HIES), which is expected to be released at the end of 2018 and provide an update on the food security status in Jordan at the household level which stands at 6.2 % for food insecure and vulnerable families.²⁶ Nonetheless, these rates can go up to 26% of the population in certain areas, particularly in host communities. The recent Comprehensive Food Security Monitoring Exercise (CFSME), 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 % to 14 % between 2016 and 2018 while those vulnerable to food security increased from 62 % to 64 % in the same period, most of which are dependent on food assistance from humanitarian assistance. Food insecurity among vulnerable Jordanians can be significantly high, where it reached 11 % for a randomly surveyed sample of the National Aid Fund beneficiaries.

Food supply and demand are highly inelastic and do not adapt to price changes in the short run. Minor shocks in supply or demand lead to large price changes. The recent reforms in the fiscal sector including tax revision and the removal of subsidies are some of the factors that have led to the increase in the

²⁶ Department of Statistics, The State of Food Security in Jordan (2013-2014), February 2016.

Consumer Price Index (CPI) to 125.35 index points by the end of second quarter of 2018 – an all-time high for the country²⁷. Jordan's CPI is estimated to reach 128.00 in quarter four 2018 and trend around 139.00 in 2020. The country's core consumer prices increased an average of 2.4 % in July 2018 compared to the same month in the previous year²⁸. The core inflation rate has averaged 2.47 % from 2016 to 2018²⁹.

Achievements

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 vouchers as well as ad hoc in-kind food assistance. While assistance to Jordanians was sought mainly through training and job creation activities, direct food assistance has 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 (such as bread and school meals) to almost 106,187 vulnerable Syrian refugees in camps;
 - Provision of cash-based assistance to 111,905 Syrian refugees in camps;
 - Provision of cash-based assistance to 382,614 Syrian refugees out of camps;
 - Provision of school meals to 375,849 students in host communities;
 - Provision of cash-based assistance to 7,915 vulnerable Jordanians in host communities;
 - Distribution of in-kind food assistance to 158,892 vulnerable Jordanians and Syrian refugees in host communities;
 - Annual comprehensive food security monitoring exercise undertaken.
2. Promotion of food security and maintenance of sustainability and efficient productive use of agricultural resources by host communities and Syrian refugees:
 - Provided 40 Jordanian beneficiaries with construction and maintenance water harvesting means in Ajloun Governorate.

Vulnerabilities

Food security levels of Syrian refugees living in the host communities have slightly worsened in 2018, compared to 2016, with 22 % of households that are food secure compared with 28 % in 2016. The food security rate indicates that refugees are still largely in need of aid. There is no recent data on food security levels for Jordanians, 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 CFSME done by WFP, vulnerable Jordanians showed significantly higher levels of food insecurity of 11 % when compared to the national average of 0.5 %. Vulnerability to food insecurity for the vulnerable Jordanians is alarming at 59 %, especially when compared to the national average of 5.7 %. These people could become food insecure, especially with the increasing food prices and cost of living.

²⁷ Trading Economics global macro models based on DoS figures (July 2018)

²⁸ <https://tradingeconomics.com/jordan/core-inflation-rate>

²⁹ Ibid

Needs

Given the ongoing level of food insecurity and dependence on food assistance amongst 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;
- Expand the provision of healthy school meals in camps and host communities, including double shift schools in communities;
- Promote dietary diversity in camps and 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.

Response Plan

Situation Analysis

Jordan is ranked at low risk in the 2017 Global Hunger Index (GHI) with a score of 6.7³⁰. Nationwide, 6.2% of Jordanian households are considered food insecure and vulnerable to food insecurity.³¹ However, these figures mask a worsening trend and stark regional disparities as food insecurity reaches 26% in some poverty pockets.³² During 2018, WFP food insecurity and vulnerability assessments for Syrian refugee households in host communities indicates that around 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 community³³.

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.

Jordan is a net importer of food and animal feed. Imports account for close to 85% of the country's food needs including 90% of its cereal requirements, 80% of animal feed requirements, and 42% of its animal source foods (e.g. meat and dairy) requirements. In monetary terms, the country imports three times what it exports from agricultural products. Therefore, international food prices fluctuation and high consumption levels linked to population increase are important challenges.

³⁰ 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).

³¹ Department of Statistics, "The State of Food Security in Jordan", February 2016.

³² Food Insecurity Experience Scale (FIES), calculations made by FAO with data gathered from 2014 through 2016.

³³ Comprehensive Food Security and Vulnerability Assessment, World Food Programme, 2018.

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 233.3 million in 2017. Government's expenditures on bread subsidies have thus increased by about USD 280 million during the same period. In addition, increased demand on food has led to an increase in the consumer food price by 10.8 points between 2010 and 2017.

Response

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

Sector overall objective

Enhance food security situation of host communities and Syrian refugees in Jordan.

Sector specific objective

- 1) To improve availability, access and utilization of quality food for vulnerable women, girls, boys and men affected by the Syria crisis.
- 2) To enhance efficient and sustainable use of agricultural resources to promote food security for host communities and Syrian refugees.

Health

Comprehensive Vulnerability Assessment

Introduction

The influx of Syrian refugees has placed pressure on the national health system. In particular, this change in population demographic has contributed to an overall increase in the demand for health services. In recent years, Jordan has also undergone a significant epidemiological transition towards Non-communicable diseases (NCDs), mental health problems, and disability³⁴. Although much has been

³⁴ The Hashemite Kingdom of Jordan High Health Council, Policy Directions of The National Strategy of Health Sector in Jordan 2015-2019, 2015.

achieved in communicable disease (CDs) control, antenatal (ANC) and postnatal care (PNC) coverage is still suboptimal, while reproductive health services remain critical. Acute malnutrition is not a public health problem, although micronutrient deficiencies are a severe issue with children under 5 years of age and women of reproductive age.

The Government of Jordan has granted access to public health services at subsidized rate for more than 2.2 million Jordanians without health insurance coverage. Since early 2018, Syrian refugees have to access public health services at 80 % of foreigners' rate. This policy was introduced to reduce the financial burden of the crisis on the public health system. However, the impact of the new policy on vulnerable Syrian Refugees was significant. A recent assessment highlighted that 69% of households reduced their access to healthcare, 39% of interviewed households were not able to access medical consultations, 9% reported that medicine was unaffordable, and 17% of households have reportedly increased their level of debt³⁵.

Achievements

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:

- Capacity building of human resources within MoH facilities;
- Provision of essential drugs, 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, including blood bank, warehouses, sera department, 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 new arrivals and 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 are also provided.

In 2018, more than 400,000 primary health care assistance, 54,020 maternal and child health assistance, 46,800 specialized mental health services and 26,556 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 facilities (IYCF) in urban areas, Za'atari and Azraq. Mental health services are provided through primary health clinics by community mental health workers.

³⁵ Assessment of the Impact of Healthcare Policy Changes 2, August 2018.

Vulnerabilities

Findings from the health sector vulnerability assessment indicate that services to 39 % of population may be inadequate due to the fact that their local comprehensive health centers serve more people than the national standard³⁶. 13 % of this vulnerability can be attributed to the Syrian influx.

Furthermore, current funding trends suggest that only 68% of refugees living in host communities will be covered by health services, leaving over 175,000 people with uncertain access. The most updated Vulnerability Assessment Framework (VAF)³⁷, which is part of the Comprehensive Vulnerability Assessment (CVA), found that 4.2% of Syrians are part of households with severe health vulnerability and 41.5% are part of households with high health vulnerability. Moreover, the VAF found that 21.8% of Syrian refugees are severely vulnerable in terms of access to health services, 35% of households have the presence of pre-existing medical conditions (e.g. disabilities or chronic illnesses) that are negatively impacting a family member's day to day life, and 32% of Syrian refugee households report that they spend high expenditure on health care.

Eventually, preliminary evidence highlights that the impact of the new policy is leaving an increased number of Syrian refugees with uncertain access to health services.

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 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 of new infrastructure, maintenance of existing facilities, provision of medical equipment and supplies, consumables, and vaccines, and finally, through the capacity building of MoH human resources. A strengthened health system would more effectively respond to the increased demand for health services and lead to beneficial effects for Syrian refugees and host communities alike. Foremost, such commitment would support humanitarian actors in advocating for increased access for Syrian refugees. Several donors are working together to establish a Multi-Donor Account (MDA) to expand access to lifesaving services by Syrian refugees and to alleviate the financial burden on the Government of Jordan.

Response Plan

Situation Analysis

With the continuation of the Syrian crisis for many years, the evolving humanitarian context poses new demands on health systems in Jordan. Syrian refugee's 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 Non-Communicable Diseases (NCDs) among refugees. Women and children, disabled, war-wounded, and older refugees need also present significant challenges. These vulnerable groups require wide range of costly health services for long time. Additionally, significant vulnerabilities

³⁶ Government of Jordan, 'Comprehensive Vulnerability Assessment', 2016.

³⁷ Vulnerability Assessment Framework, population survey report 2017

still exist for maternal and child nutrition in Jordan. 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 tetanus³⁸.

The 2017 Vulnerability Assessment Framework (VAF) highlighted that about half of Syrian households have severe or high health vulnerability.³⁹ Additionally, the new health access policy adopted by Government of Jordan in 2018 and granting access to public health services for Syrian refugees at 80% of the foreigner rate further impacted the Syrian Refugees capacity to access healthcare services⁷⁸.

Health needs of the national population are also 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 NCDs. Around one third of the Jordanian population does not have access to universal health insurance coverage⁴⁰. In addition, increasing healthcare costs of both services and supplies raise issues of sustainable financing mechanisms for this sustained demand⁴¹.

Eventually, Jordan remains at risk of infectious disease outbreaks, including polio, measles, H1N1 and Middle East respiratory syndrome coronavirus (MERS-CoV).

Response

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 epidemiology of disease, increasing rates of determinants of poor health, and rising healthcare costs.

The health sector response strategy will focus on durable solutions and aims 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. Health sector aims to reinforce centrality of the national health system to the Syria crisis response. The response spans a range of activities from direct interventions that ensure 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 and systematic investments that reinforce the capacity of the national health system. 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 for granting an increased access to health services by Syrian refugees.

³⁸ MOH/UNICEF. EPI Coverage Survey, 2015-2016

³⁹ UNHCR Jordan Vulnerability Assessment Framework Population Survey Report 2017. 4.2 per cent of Syrians are part of households with severe health vulnerability and 41.5 per cent are part of highly vulnerable households

⁷⁸ IMPACT health monitor (August 2018). Monitoring Protection: Assessment of the impact of healthcare policy change 2

⁴⁰ Jordanian children under six years have free access regardless of their insurance status

⁴¹ The Hashemite Kingdom of Jordan High Health Council Policy Directions of The National Strategy of Health Sector in Jordan 2015-2019

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

Sector specific objective

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 identified areas of interventions are aligned with the Ministry of Health National Strategic Health Plan 2018-2022, the Health Sector Reform Plan 2018-2022, Jordan Response Plan 2018⁴², the Humanitarian Health Sector Strategy 2017-2018⁴³, National Strategy of Health Sector in Jordan 2016-2020 and Jordan 2025 National Vision and Strategy.

Justice

Comprehensive Vulnerability Assessment

Introduction

Jordan's overall rule of law performance for 2018 is confirmed at rank 2 out of 7 countries in the Middle East & North Africa region, 42 out of 113 countries and jurisdictions worldwide, and 2 out of 30 amongst the lower middle-income countries⁴⁴.

Jordan's justice system faces a number of challenges that have been exacerbated by the Syria crisis. In particular, courthouses and legal services have been put under stress because of the increased caseload associated with the continued presence of Syrian refugees. From 2014 to 2017, the number of cases involving Syrian refugees as parties before Regular Courts has increased by 20%, and the same trend is expected in 2018. Therefore, it is crucial to continue to provide legal services for Syrian refugees in Jordan and to support the resilience of host communities.

Key achievements in the Justice Sector include the sixth discussion paper "Rule of Law and Civil State" by His Majesty King Abdullah II⁴⁵, 2017-2020 "Justice Sector Strategy", and 2018-2021 "national Action Plan for the implementation of resolution 1325 on Women, Peace and Security".

⁴² Jordan Response Plan 2018/2020. JRPSC/MOPIC. Available from www.jrpssc.org

⁴³ Humanitarian Health Sector Strategy 2017/2018, Health Sector Working Group Jordan. Updated January 2017

⁴⁴ According to the latest World Justice Report Rule of Law Index (2017-2018)

⁴⁵ King Abdullah II sixth discussion paper. October 2016.

Achievements

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, counselling/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 two new courts were established in Zaatari and Azraq camps, total of 5,271 cases were processed in 2017 and 1,847 cases were processed as of September 2018. 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 women's rights⁴⁶, criminal justice⁴⁷ and the rights of persons with disabilities⁴⁸, with an impact also on persons affected by the Syrian crisis.

Vulnerabilities

Between January 2014 and September 2018, all regular Courts processed 64,314 cases involving Syrian refugees as either defendants or complainants with a progressive increase each year.⁴⁹ 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 2,103 users in 2017 compared 1,520 users in 2016. 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 11,774 until the end of September 2018.

⁴⁶ To be noted the abolishment in 2017 of article 308 of the Penal Code which allowed sexual assault perpetrators to avoid punishment by marrying their victims.

⁴⁷ The Criminal Procedure Code was amended in July 2017, included article 208 on legal representation.

⁴⁸ Law n. 20 of 2017 on the Rights of Persons with Disabilities

⁴⁹ Ministry of Justice, September 2018.

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, but the related fund has yet to be established. MoJ provided legal aid to 251 people in 2016, however the needs still overwhelmingly exceed the current capacity of the Legal Aid Unit at MOJ.

Needs

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/counselling 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.

Response Plan

Situation Analysis

Although there have been improvements, Jordan's justice system still faces a number of challenges that have been further exacerbated by the Syria crisis. In particular, courthouses, legal staff and associated support services have been put under particular stress 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.

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. 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. 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 early marriages procedures. This step resulted into the need to capacitate relevant institutions to deal with these new instructions within the Sharia Palace

Response

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 counselling 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).

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.

Sector overall objective

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

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, counselling and advice 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 specific objective

1. Easy access to the justice sector buildings, which are properly equipped, rehabilitated and supported by well-trained judicial professionals.
2. Improved access to justice for vulnerable people.

Livelihoods

Comprehensive Vulnerability Assessment

Introduction

With the crisis now completed its eighth year, the development community has shifted focus toward 'resilience-based development', supporting sustainable livelihoods among Jordanians and refugees with a longer-term view toward sustainable return and repatriation. After two years from the London Conference and adoption of the Jordan Compact 2016, the Government of Jordan is still committed to continue efforts in creating Job opportunities, identifying, mitigating, and/or removing existing barriers for Syrian refugees to access legal and decent work without competing with Jordanians.

With over 18% of unemployment rate, poor job growth and inability of the Jordanian economy to absorb the increasing number of youth entering the labor market, there is not only a socio-economic challenge but also risks of undermining the development gains achieved in the last 20 years and the social cohesion among different communities living in Jordan.

The main challenge is job creation, especially for youth, and ILO estimates that the Jordanian economy will need to create 57,000 new jobs every year to absorb current labour market entrants⁵⁰ (the unemployment rate among youth aged between 18-24 years is 35.6%). Even in periods of high growth, job creation remained a structural challenge with a substantial part of the economy being informal. The unemployment rate reached 18.7% in the second quarter of 2018⁵¹, while women participation rate in the labor market stands at 15%⁵².

Achievements

In the 2018 Jordan Response Plan, The Livelihoods Sector proposed interventions to ensure dignified and sustainable livelihoods and to create economic opportunities for Jordanians in host communities and Syrian refugees as well as strengthening institutional capacity. Some achievements in 2017 are as follow:

- By mid Nov 2018, a total of 123,652 work permits have been issued to Syrian refugees; of which 40,145 permits were issued in 2018, with 5% of them being issued to women. 67% of the total work permits issued in 2018 are in agriculture and construction sectors, and more than 10,000 were issued for refugees residing in the camps and working outside;

⁵⁰ ILO 2016 Programme of Support

⁵¹ Department of statistics 2018

⁵² Quarterly Unemployment Figures, Department of Statistics, June 2018

- 9,211 male Syrians and Jordanians have obtained an accreditation for profession certificates by CAQA, 10% of them are Jordanians, and 30% are from Amman, 16% from Irbid, 16% from Zarqa, 13% from Mafrqa;
- Support four companies to export to the EU market under the ROO agreement;
- Support Capacity Building for Ministry of Labor Staff, developing modalities and policies to encourage and facilitate for Syrians applying for Work Permits;
- Establish and equip 11 employment centers and train more than 80 worker and employment staff to provide comprehensive employment services.
- Establish 5 guidance and support centers and train more than 20 staff for work permits issuance mainly for construction and agriculture sectors.
- Develop Employment Counselling System which includes a web-based job matching platform, telephony service and mobile application.
- Support more than 120 staff of the Ministry of Agriculture, Ministry of Public Works and Housing and Ministry of Municipal Affairs to build their capacity to implement labor based technology under Employment Intensive Investment Programme (EIIP) projects.
- Supporting a number of private sector institutions such as Amman Chamber of Industry, the General Federation of Trade Union, National Employment and Training Company, Vocational Training Corporation and the Jordanians Construction Contractors Association, in a number of interventions to enhance their capacity in areas such as coaching, certification and training.

Vulnerabilities

A legacy of high unemployment and underemployment rates and slow and non-inclusive economic growth have been compounded by protracted spillover effects of the Syria crisis, including the closure of key export routes and a decrease in the labor force participation rate.⁵³ Combined with an increase in living expenses and a cumbersome regulatory environment for businesses, significant obstacles remain for Jordan to address issues around quality job creation, economic growth, and the inclusion and retention of refugees in sectors prioritized by the government.

These chronic challenges have only served to exacerbate the vulnerabilities of the refugee communities in Jordan. Based on vulnerability assessments conducted by UNHCR, the average income of Syrian families in Jordan was insufficient to cover expenditures. To face these difficult situations, some resort to employment in the informal economy, where nearly half of all working age Syrians are estimated to be employed. Further negative coping strategies, including child labor, were reported in a recent ILO survey, where 72% of employers in the agriculture sector (farmers) reported that children under the age of 15 were working⁵⁴.

Furthermore, the majority of Syrians with work permits do not enjoy formal social protection, and only few Syrians are registered with trade unions to protect their rights and entitlements.

⁵³Unemployment rates nationwide average 15.6%. A decrease in labor force participation rates can be linked to both weak job creation and a general discouragement by workers due to a perception of competition with refugees. The World Bank, *Jordan's Economic Outlook*, 2017.

⁵⁴ ILO Decent Work in the Agriculture Sector: Evidence from Employers' and Workers' Surveys (2018).

Needs

In the context of ‘resilience-based development,’ employment and job creation are priorities to link humanitarian assistance to development and to remain as an integral source of resilience for the refugees.

Based on the implementation of the JRP 2018-2020 and in light of the crisis’ growing complexity, the following actions are recommended for the 2019 within the framework of existing rules and regulations:

- Increase the variety and the number of Cash for Work, vocational training, and formal and decent employment opportunities for refugees residing inside and outside camps and Jordanians;
- Assist individuals in transitioning from short-term income generation to more sustainable employment through skills development and employment services;
- Develop responses that mitigate informal employment in correspondence with market needs and job seekers capacities, while ensuring the formal employment opportunities meet the protection standards;
- Improve the regulatory environment for micro and small enterprises;
- Support local and national institutions in creating inclusive and quality programs for women, men, and people with disabilities;
- Design interventions in line with 2030 Sustainable Development Agenda, National Human Resources Development Strategy (NHRD), National Employment Strategy (2011-2020), with clear emphasis on SDG 5 and SDG 8;
- Increase private sector job creation and engagement;
- Assure that the Decentralization Law is effectively rolled out in order to optimize the effectiveness and efficiency of interventions implementation.

Response Plan

Situation Analysis

Vulnerability in Jordan is driven mainly by high unemployment and rising poverty⁵⁵. The labor market in Jordan has struggled to absorb a growing population and meet the needs of those falling below the poverty line. In 2010, the absolute poverty rate⁵⁶ among Jordanian families was 14.4% and abject poverty⁵⁷ rate was 0.32%. Among refugees, 90% live below the poverty line⁵⁸.

The labor market faced pre-existing challenges prior to the crisis in Syria⁵⁹. This includes job poor growth, an over-sized public sector, low female labor force participation, skills mismatches, high youth

⁵⁵ Absolute poverty is the level at which minimal survival requirements are unmet. The absolute poverty line in 2010 was equal to 814 JD per person per year (67.8 JD per person per month).

⁵⁶ Absolute poverty is the level at which minimal survival requirements are unmet. The absolute poverty line in 2010 was equal to 814 JD per person per year (67.8 JD per person per month).

⁵⁷ Abject poverty is the level at which the minimal requirements to feed oneself are unmet. The abject poverty line in 2010 was equal to 336 JD per person per year (28 JD per person per month)

⁵⁸ UNHCR Vulnerability Assessment Framework Report, October 2015 [updated public citation to be added].. The Jordanian poverty line is 68 JOD per capita per month. In addition, a recent report indicates that levels of poverty are higher amongst female than amongst male-headed households. Most families need to spend more than they earn in order to meet their household needs, with average expenditure being 1.6 times greater than income. Source: UNHCR Home Visit Report (2014), available at: <http://www.unhcr.org/54b685079.pdf>.

⁵⁹ The system includes: i) income support to poor and vulnerable families, implemented by two key institutions, the National Aid Fund (NAF) and the Zakat Fund; ii) social care services including social insurance to vulnerable groups; and iii) economic empowerment interventions through skills and asset development.

unemployment and segmentation between Jordanian and migrant workers. The Government of Jordan (GoJ) employs close to 42% of its work force in the public sector. Migrant workers comprise a large percent of the work force in sectors with higher projected growth rates, including manufacturing, construction and agriculture. Unemployed youth struggle to find jobs that match their degrees and skill sets, amounting to a 18.7% youth unemployment rate. With the inflow of Syrian refugees, participation rates among under-represented groups, including Jordanian youth and women, have fallen.

Women face higher levels of unemployment,⁶⁰ lower wages, and are less well protected by social security than men.⁶¹ Persons with disabilities suffer from labor market exclusion, as evidenced by low levels of employment, and participation.⁶² Meeting the needs of excluded groups self-reliance measures, including training and employment, particularly women, remains a priority.

For Syrian refugees, access to the labor market situation in Jordan has undergone considerable change since 2016. Work permit regulations and procedures have been reformed to incentivise formalization, through waiving work permit fees and introducing flexible work permits in construction and manufacturing. While these measures have helped 129,156 Syrians (From Jan 2018- 31 Dec 2018 – MoPIC/PMU Source) many still struggle to find decent employment opportunities that provide fair wages and working conditions.

Response

Of the 5.6 million⁶³ refugees have fled Syria by the ongoing Syrian civil war, over 657,000 currently reside in Jordan, over 80% of whom live below the poverty. With the crisis is in its eight year, the development community has shifted focus toward 'resilience-based development, supporting sustainable livelihoods among refugees in Jordan, with a longer term view toward sustainable return and repatriation.

With the adoption of the Jordan Compact in 2016, the Government of Jordan and members of the international community committed to turn the regional crisis into a development opportunity, bridging the traditional humanitarian, development divide through job creation, concessional trade and finance for Syrian refugees, as well as vulnerable Jordanians.

With a lower-middle income, lack of decent employment opportunities, job poor growth and inability of the Jordanian economy to absorb the increasing number of youth entering the labor market, the current situation presents not only a socio-economic challenge, but also risks of undermining the development gains achieved in the last 20 years, and the social cohesion among different communities living in Jordan.

Given the high unemployment rates among young men and women, and low labor force participation rates among women which demonstrate the continuing need to create and improve income-generating opportunities, the response plan will aim to ensure dignified, sustainable livelihoods, and create economic opportunities for Jordanians in host communities and Syrian refugees, while strengthening institutional capacity, in particular for implementation of the Jordan Compact.

⁶⁰ Department of Statistics (DOS), *Population and Health Survey Jordan*, 2012.

⁶¹ Women represent only about 25 percent of active contributors and they have lower average monthly insurable wages and lower eventual pensions, see GOJ and UNICEF, *The Hashemite Kingdom of Jordan: Social Protection Review*, 2011.

⁶² GOJ and UNICEF, *The Hashemite Kingdom of Jordan: Social Protection Review*, 2011.

⁶³ UNCHR

The response plan will include the activities for short-term employment creation that could help stabilize the livelihoods of Syrian refugees and vulnerable Jordanians, support sustainable employment opportunities and promote local economic development. In addition, formal employment creation through vocational training, employability courses, and job-matching, and self-employment creation through entrepreneurial activities will be at the core of the response in the livelihoods sector. It is important to note that micro and small businesses (MSEs), including home based businesses, are the primary growth engine in Jordan outside of the public sector, yet many of these businesses face strong disincentives around the registration process, leaving a large percentage of Jordanian and Syrian in the informal realm and preventing their economic activities from growing and/or accessing financial services. Awareness of labor rights and entitlements by refugees will be mainstreamed throughout the response.

The response plan will continue to include capacity development to strengthen on-going technical assistance to the Government, which includes support to the Ministry of Labor 's Inspection & Employment Directorates, Labor migration management, upgrading its information management system and most of all the support towards the commitments of the Jordan Compact.

Acknowledging that Syrian refugee women as well as Jordanian women perceive childcare and household responsibilities as obstacles to women's employment, measures should be introduced to encourage employers to create a friendlier working environment for women; such as flexi working hours, part time jobs, reliable and safe transportation to work places, put women representatives into place to defend women rights in the work places, and support women with childcare and household responsibilities. The plan will focus on creating an enabling environment that is conducive for women to work and to develop opportunities that women are more likely to take up. The plan also promotes access to financial services and support to in-demand technical trainings, and formal employment and self-employment opportunities.

Sector overall objective

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

Sector specific objective

1. Improved short-term self-reliance measures in order to promote access to income in preparation for long-term economic opportunities.
2. Increased access to formal employment opportunities meeting decent work and protection standards.
3. Increased support to entrepreneurs to develop and scale market-driven businesses within an improved enabling environment.
4. Promoted sustainable development and long-term growth through increased capacity of national and local institutions.

Local Governance and Municipal Services

Comprehensive Vulnerability Assessment

Introduction

The majority of municipalities require further capacity building on technical, HR and financial aspects to deal with the protracted Syria crisis. Moreover, there is heightened pressure on municipalities to deliver more and better municipal and social services, address housing deficiencies, induce local economic development, and support social cohesion of communities.

Jordanian citizens in refugee hosting communities are increasingly demanding more effective response to their own needs from state institutions and local authorities, particularly in smaller communities, partly as a result of what many Jordanians perceive as unfair priority being given to Syrian refugees. Additional burden is also most obvious in waste management.

Achievements

Several projects have been launched with the aim to:

- Support Jordanian municipalities affected by the influx of Syrian refugees in delivering service and employment opportunities for Jordanians and Syrians;
- Strengthening the social cohesion and prevent the violent extremism;
- Achieve organizational development, financial management and financial independence for municipalities;
- Construction, rehabilitation and maintenance of local infrastructure;
- Interventions addressing solid waste management have been launched and ongoing, including the rehabilitation and construction of landfills;
- Equipment, spare parts and vehicles has been provided to a number of municipalities.

Vulnerabilities

Municipal solid waste (MSW) collection coverage is estimated at about 90% and 70% for urban and rural areas respectively. About 50% of MSW is food waste (organics), and 35% is packaging waste. Most of MSW ends up at dumpsites and landfills, whereas only 7% is currently recovered informally in Jordan.

According to the recent vulnerability assessment, 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% of cases have experienced solid waste vector evidence more than twice in the last year, and 20% of cases have experienced wastewater overflows more than once in the last year.

Needs

An increase in financial resources, capacity and administrative autonomy for municipalities would improve service delivery for host communities. Also, an improvement in local public services would contribute to improved social cohesion between host communities and Syrians.

Thus, the main areas that need to be addressed are:

1. Integrated Solid Waste Management (SWM)

Pollution have increased following the Syria crisis due to the inability of municipalities to cope with increased waste, including illegal dumping and the inappropriate disposal and burning of solid waste. This results in pollution and problems with insects, rodents, and stray dogs. There is a great need in municipalities for an immediate intervention in the form of vehicles including garbage trucks and compressors, light pickup trucks, dump trucks, loaders, fogging trucks and equipment such as fogging machines, containers, garbage wheel-barrows, and pesticides.

2. Delivery of essential municipal services

The continuous pressure on municipalities to deliver services has been affected by their already-limited capacity to address housing deficiencies, induce local economic development, and support social cohesion within communities. Main municipal services requirements are in:

- Providing municipalities with the machineries and equipment needed;
- Implementing urgently required infrastructure projects, including road construction, street lighting and other public works;
- Constructing public areas, including parks, libraries, community and women centers, and sports and recreational facilities;
- Strengthening partnership with the private sector.

3. Social cohesion and civic participation

Municipal services have been stretched by overpopulated host communities, leading to increasing societal tensions. There is a need for ongoing community outreach and engagement efforts by working with municipalities to plan and deliver municipal services in full engagement with local NGOs and community groups, in order to enhance social cohesion in tension areas and address the public participation.

4. Urban Management

Any future planning initiatives should address the immediate urban planning and management impact associated with the Syria crisis, utilized to facilitate the coordinated investment of resources in line with municipal plans and policies. There is a need for a systemic analysis of needs and potential responses through an urban information management system that is compatible and harmonious with the national and local systems being used to support more effective decision-making, resource allocation, and urban responses by humanitarian actors, development actors and Governments targeting the most vulnerable communities.

5. Decentralization and local governance

The local governance system in Jordan is highly centralized, despite the fact that, by law, municipal councils and mayors are elected. As the country is reshaping its decentralizations structures, following the 2015 approval of the Municipalities Law and the Decentralization Law, it is vital to harmonize governorate plans with municipal council plans and ensure their synergy with national plans and strategies. The development of a sustainable, inclusive and evidence-based National Urban Policy (NUP) must be initiated and facilitated by a number of practices including stakeholder consultation, institutional capacity development measures, evaluation of country policy processes and exchange of experiences and knowledge.

6. The Capacity of Municipal Administrations

While MOMA is upgrading its systems for financial management and working towards developing regulatory frameworks for guiding municipalities, they have insufficient capacity in terms of administrative and technical staff, financial management and accountable systems, in addition to lacking equipment and logistical means, leading to inefficient service delivery. Too often management is concentrated in the hands of the Mayor with insufficient checks and balances by the Municipal Council. Municipalities frequently fail to meet local needs due to inadequate financial resources as well as limited technical capacity. A variety of approaches are needed in order to strengthen local revenue and generate revenues from a range of sources.

Response Plan

Situation Analysis

Prior to the crisis, local governments in Jordan were already struggling to address service delivery shortages, induce local economic development, and to maintain the social cohesion. The high presence of Syrian refugees in host communities in the North of Jordan has overwhelmed the already stretched local administrations. In particular, municipalities neighboring refugee camps, such as in Mafraq Governorate, have received little funding to maintain and expand basic service delivery and infrastructure or to plan settlement growth.

While the Syria crisis is profoundly urban, systematic needs and potential analyses are still absent at local and neighborhood levels. Such analyses are vital to support more effective decision-making, resource allocation and urban response by humanitarian, development actors and the government from an urban perspective. Meanwhile, unplanned settlement growth is promoting unsustainable sprawl and challenging existing formal settlements. In the case of Mafraq, for instance, the lack of planning guidance or proactive infrastructure investment may result in settlements emerging outside the planning boundaries. These types of settlements are hard to contain and expensive to amend once they start.

Response

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 to 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 overall objective

To support local governance and municipal service sector to better respond to the needs of host communities and refugees, including vulnerable groups.

Capacity building interventions will be implemented to assist the municipalities as well as the wider local administration structure in Jordan to plan for and address the needs of citizens and refugees, with a special focus on gender, youth and individuals with disabilities. Participatory approaches to planning and budgeting, as well as better information management and coordination, will be also pursued to foster responsive and efficient local government responses.

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 a 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. Supported decentralization process through revised local development priorities, plans, projects, processes and systems to reflect and respond to changes as a result of the Syrian refugee 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.

3. Strengthened resilience of communities and sustainable local governance systems to crisis with focus on social cohesion and community engagement.

Enhance resilience of communities through interventions that will support councils to improve performance of public service providers, including PPP (**Private Public Partnership**). Technical assistance will be provided to councils in host communities, targeting organizational development, financial management and fiscal autonomy. Interventions will also strengthen social cohesion through increased interaction between public entities, civil society, communities and religious institutions.

Shelter

Comprehensive Vulnerability Assessment

Introduction

The increase in the population due to the influx of Syrian refugees and the stagnant housing market growth have inevitably affected the availability and affordability of housing for both Jordanians and Syrian refugees. Housing prices at the national level continue to increase, while Syrian refugees are reporting a decrease in average rent. Competition over access to housing has been consistently reported since the start of the Syria crisis, hence becoming one of the main sources of social tension, particularly in urban areas. Syrian refugees are particularly affected and increasingly struggle to pay rent while living in poor quality housing.⁶⁴ 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 household level while maintaining positive impact on the housing market.

Achievements

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 Za'atari 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 15,574 beneficiaries.
- Creation of new, completion of unfinished, and upgrading of substandard housing units in urban and rural areas reaching 860 Households.
- Installation of accessibility kits addressing various types of disabilities reaching 502 beneficiaries.
- 6,612 vulnerable WMBG were provided with information and awareness on their right to adequate housing.

Camps

- Upgrade and reparation of 6,637 semi-permanent shelters in Azraq and Za'atari camps.
- Construction of kitchens for 4,652 shelters in Azraq camp.

Vulnerabilities

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 27% of Jordanians and 48% of Syrian

⁶⁴ 98.8% of Syrian refugees in host communities rent compared to only 30.7% for Jordanians

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 and protection.

In camps, the entire refugee population is living in 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.

Needs

Shelter interventions aiming at addressing identified vulnerabilities through 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. As such, there is a high need to limit the increase in the rate of evictions through a multisector approach to improve referrals, monitoring and identification of vulnerable cases, in addition to mainstreaming security of tenure in all sector interventions. Furthermore, shelter interventions should address 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.

Response Plan

Situation Analysis

The Syria crisis and the influx of Syrian refugees into Jordan has severely impacted the housing market, particularly in the areas hosting the largest number of refugees namely Mafraq, Irbid, Amman and Zarqa governorates. 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. The increased demand for cheap housing led to an increase in the supply of informal, substandard housing units. 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 120,000 refugees continue to reside in semi-permanent, substandard housing in the established refugee camps of Azraq and Za'atari.

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 household level while maintaining 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 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

Response

Based on the CVA, 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 the 2019 will focus mostly on bolstering resilience programs addressing identified shelter needs.

Furthermore, the sector identifies Mafrqa as a specific geographical area of focus based on the results of the SVA, with the remaining urban centers of Irbid, Amman and Zarqa close behind in the levels of severe vulnerabilities. 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.

Sector overall objective

To ensure improved living conditions for vulnerable Syrian refugees and Jordanians through access to adequate, secure and affordable housing in the host communities and camps in Jordan.

Sector specific objective

1. Provided adequate shelter and basic facilities for Syrian refugee women, girls, boys and men in camps ensuring physical protection and dignity.
2. Provided access to adequate, secure and affordable housing for vulnerable refugee and Jordanian women, girls, boys and men in host communities.

Social Protection

Comprehensive Vulnerability Assessment

Prior to the Syria crisis, Jordan grappled 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; inadequate or insufficient prevention and response services, including for persons with disabilities and children at-risk; child labor and early marriage; limited youth engagement; and a legal framework that in some areas is still evolving to meet certain international standards related to the protection of the rights of the most vulnerable.

The Syria crisis has exacerbated existing challenges and generated new ones, further increasing the pressure on an already strained national social assistance and social protection system. The main protection challenges faced by Syrian refugees in Jordan include: (i) strengthening self-reliance; (ii) child labor; (iii) sexual and gender-based violence (SGBV); (iv) violence against children; (v) mental health and psychosocial issues; (vi) services for persons with disabilities; (vii) lack of security of tenure, (viii) access to civil documentation in certain instances; (vii) the effects of the encampment policy; and (x) increasing social tension.

Achievements

Expanding Social Assistance

Monthly multipurpose cash assistance programme reached over 30,000 Syrian households per month (with 83% of recipients being women and children), while 48,149 Syrian households received winterization support.⁶⁵ Humanitarian assistance in Jordan demonstrated a systematic and market-based approach to self-reliance during 2017. Cash distribution modalities such as the Common Cash Facility provide a more dignified approach to assisting affected populations and empowering refugees to determine their own needs. Cash grants to families with vulnerable children provide assistance to reduce reliance on negative coping mechanisms, including early marriages and school dropout. In addition, partners collaborated to expand and support Jordan's social assistance services, such as the National Aid Fund, and extended winterization assistance to 43,063 Jordanians.

Expanding Social Protection

Safe spaces⁶⁶ 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. In 2017, over 46,000 girls and boys accessed structured and sustained psychosocial support services across Jordan. At least 9,278 vulnerable girls and boys and 5,316 survivors of sexual and gender-based violence received structured and specialized case management services.

Innovative tools for resettlement and international burden-sharing contributed to UNHCR Jordan submitting 4,709 refugees for resettlement in 2018, out of which 3,503 Syrian refugees departed Jordan.⁶⁷ According to the Best Interest Determination (BID) and standard operating procedures, the best interests of 4,973 children-at-risk were assessed in 2017, including 765 unaccompanied or separated children. The CPIMS+/Primero online tool for child protection case management was implemented in Jordan, providing a secure online capacity for case management and referrals⁶⁸.

Vulnerabilities

Syrian refugees and many Jordanians in host communities remain highly vulnerable and are in need of social assistance and protection. Some 92% of refugee families are considered highly or severely vulnerable.⁶⁹ Unemployment in Jordan in 2017 was 18.3% overall⁷⁰ but 25% among Jordanian women⁷¹. Jordan also has one of the lowest female labor force participation rates globally at only 14%⁷². A third of Jordan's population lived in "transient poverty", falling below the poverty line in at least one quarter of the year⁷³. Unemployment is 34% among Jordanian youth⁷⁴.

⁶⁵ Jordan Winterization Report 2017, UNHCR, <https://data2.unhcr.org/en/documents/details/62975>

⁶⁶ A safe space is a formal or informal place where women and girls feel physically and emotionally safe. The term 'safe' refers to the absence of trauma, excessive stress, violence (or fear of violence), or abuse.

⁶⁷ UNHCR Resettlement Data Finder, http://rsq.unhcr.org/#_ga=2.86214224.956398748.1537182684-1070584918.1462544364

⁶⁸ Additionally, UNHCR-chaired Prevention of Sexual Exploitation and Abuse (PSEA) Network established the Inter-Agency SEA Community-Based Complaint Referral Mechanism (CBCRM) in 2016 to better prevent, identify, investigate and respond to sexual exploitation and abuse of refugees in Jordan. Signed by over 30 United Nations and non-governmental organizations, this innovative approach aims to use a collaborative effort to protect against sexual exploitation or abuse by humanitarian workers. 3RP Regional Refugee and Resilience Plan, Annual Report 2016, <http://www.3rpsyriacrisis.org/wp-content/uploads/2017/04/3RP-2016-Annual-Report.pdf>

⁶⁹ The highest numbers of vulnerable Syrians live in Amman, Irbid and Mafraq. 2017 VAF Population Survey.

⁷⁰ <http://dosweb.dos.gov.jo/18-5-unemployment-rate-during-the-fourth-quarter-of-2017/>

⁷¹ <https://data.worldbank.org/indicator/SL.UEM.TOTL.MA.ZS?locations=JO>

⁷² <http://reports.weforum.org/global-gender-gap-report-2017/dataexplorer/#economy=JOR>

⁷³ <http://www.jordantimes.com/news/local/third-jordan's-population-lives-below-poverty-line-some-point-one-year---study>

While access to legal employment for Syrians has increased, many refugee families remain unable to support themselves. Poor yet working Jordanians are ineligible for NAF assistance, and social security cannot be accessed by the majority of those informally employed⁷⁵.

Families continue to rely on negative coping mechanisms to meet basic needs.⁷⁶ Social norms coupled with negative coping mechanisms have resulted in increased prevalence of early marriage, especially among Syrian girls.⁷⁷ 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 labor⁷⁸, and risk dropping out of school. Persons with disabilities⁷⁹ have limited access to quality basic services. Violence against women⁸⁰ and children⁸¹ remains pervasive. While the prevalence of sexual and gender-based violence in Jordan is unknown,⁸² there is no doubt a major problem for women and girls.

Needs

The working poor and those living below the poverty line require access to regular cash assistance and social insurance. Cash-based 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, early marriage, and child labor must be strengthened. The Government of Jordan must be supported to build 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, 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-sectoral case management services and safe spaces. Syrians and Jordanians alike benefit from safe spaces, shelters and community centers, and the mental health and psychosocial support services provided at these locations to help manage profound stress⁸³.

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

⁷⁴ Youth Well-Being Policy Review of Jordan, OECD Development Center, 2018, p. 34

⁷⁵ Some 40 % of the work force in Jordan is comprised of those informally employed.

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

⁷⁷ The 2015 census found that over 13 % of Syrian girls aged 13 to 17 were married. Overall, approximately 3.7 % of all girls 13-17 are married.

⁷⁸ Nearly 76,000 children in Jordan are working, including an estimated 45,000 in hazardous forms of labour (*National Child Labor Survey 2016*, Center for Strategic Studies, 2016).

⁷⁹ Over 11 % of Jordanians and non-Jordanians face some kind of difficulty in body function (Census 2015).

⁸⁰ UNHCR Jordan Report 20185

⁸¹ UNHCR Jordan Report 2018

⁸² UNHCR Jordan Report 2018

⁸³ Over 110,000 Jordanians women, girls, boys, and men accessed structured and sustained PSS services in 2016 (ActivityInfo).

mechanisms, and encourage social cohesion. Children and caregivers must be supported to build resilient communities, including through awareness raising initiatives⁸⁴.

Response Plan

Situation Analysis

Meeting the social protection needs of vulnerable Syrians and Jordanians remains crucial as the Syria crisis continues to impact Jordan. Jordan's social protection system – which is comprised of both protection and assistance components – requires ongoing support as Syrians and affected-Jordanians remain vulnerable and in need of acute lifesaving assistance and protection. The influx of Syrians to Jordan has exacerbated existing challenges and generated new ones, thereby further increasing the pressure on an already strained national social assistance and social protection system. In addition, Syrian refugees require access to durable solutions, including through resettlement and voluntary returns in safety and dignity.

While the refugee population in Jordan is not expected to increase in the coming years, the years of displacement intensifies the situation of the most vulnerable, and these families will continue to require services that build resilience, support community-based approaches, and decrease reliance on negative coping mechanisms by families. While Syrian refugees will continue to exercise their right to return, the number of returns is expected to remain modest in keeping with past years' return trends and expressed intentions.

Affected communities in Jordan 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 other vulnerable groups.

The interlinkages between the resilience and refugee impacts within the social protection sector are strong – the building of national social protection systems is important to ensure that the needs of the most vulnerable are and will be met in the future. As the national social protection capacity continues to be built and the needs of Syrians and Jordanians remain acute, the provision of services by non-government partners continues to be an important pillar of the response.

Prior to the Syria crisis, Jordan grappled 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; inadequate or insufficient prevention and response services, including for persons with disabilities and children at-risk; child labor and early marriage; limited youth engagement; and a legal framework that failed to meet certain international standards related to the protection of the rights of the most vulnerable.

With 1,360,000 Syrians in Jordan (of which 671,000 are registered with UNHCR), the Syria crisis has exacerbated existing challenges and generated new ones, further increasing the pressure on an already strained national social assistance and social protection system. 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) services

⁸⁴ Access to services and enjoyment of rights must be facilitated through counselling and awareness-raising activities including concerning services and requirements of national institutions, civil and legal documentation, and access to adequate housing.

for persons with disabilities; (viii) lack of security of tenure, (ix) access to civil documentation in certain instances⁸⁵ (x) the effects of the encampment policy; and (xi) increasing social tension.

Response

The Social Protection response will focus on integrating Syrian refugees into strengthened national protection systems that are able to absorb and adapt to challenges and address the needs of Syrians and Jordanians to reduce vulnerabilities. This includes the provision of quality social protection interventions for the most vulnerable in Jordan (women, girls and boys, persons with disabilities, persons with particular legal and protection needs, the elderly, and the socio-economically vulnerable among others). 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. The response will include social protection activities directed towards refugees and Jordanians, including through direct response and through strengthening of institutions and systems challenged by the impact of the Syria crisis. Social assistance priorities include meeting the life-saving basic needs of the most vulnerable refugees and Jordanians impacted by the crisis, through humanitarian assistance programmes and support to national social support systems. In addition, the response seeks to increase access to durable solutions for Syrians.

Sector overall objective

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

Sector specific objective

1. Strengthened and expanded national and sub-national protection systems to meet the international protection and/or social protection needs of vulnerable groups in the governorates most affected by the Syria crisis.
2. To expand NAF, MOSD, Zakat Fund and other cash and in-kind assistance programmes – including cash assistance ‘graduation’ and social protection platform programmes - to reach increased numbers of vulnerable Jordanians in communities affected by the Syria Crisis.
3. Improved social protection and poverty alleviation mechanisms for vulnerable people affected by the crisis in order to ensure that basic household needs are met.
4. To provide life-saving basic needs assistance to Syrian refugee households and vulnerable families affected by the crisis inside the camps and in non-camp settings.

Transport

Comprehensive Vulnerability Assessment

In Jordan, more than 80% of Syrian refugees are residing in the urban areas of the country⁸⁶, making the safe and dignified mobility and accessibility to the primary services a top priority in Jordan while responding to humanitarian crises.

⁸⁵ Almost 24 percent of Syrian refugee households have documentation or registration concerns. Families in Tafileh, Mafrq, Irbid, and Amman are particularly vulnerable.

The government has invested heavily in the past years in expanding the land transport sector, yet, it still faces a number of challenges that have been further aggravated by the Syria crisis. The challenges are mainly caused by movement of additional heavy-loaded cargos and sludge disposal truck and the increasing number of users of road networks.

At the same time, the transportation associated infrastructure such as bus stops, intermediate connection areas, and collection stations are also suffering due to the increased needs and demands, lower maintenance opportunities and limited funding.

In its efforts to ensure the development of the transport sector, the government has developed several transport strategies, which respond to the citizens' needs as well as the needs of refugees. By applying these strategies, it is expected to enhance the accessibility of more than 134,000 Syrian children in public schools and more than 100,000 Syrians in need of health care.

Achievements

Despite the fact that the transport sector interventions are essential cross-cutting components to all other services provided by the government and international actors, the sector has not received any funding to support its proposed interventions in 2018-2020 JRP.

Vulnerabilities

A sector vulnerability assessment was performed for Jordan's northern governorates in 2017, taking into considerations the number of buses per 1,000 inhabitants. The assessment indicates an alarming drop in the bus/user ratio from 0.82 in 2010 to 0.7 in 2017, which further jeopardizes the mobility and accessibility to other services, especially in the underprivileged geographies of Al Ramtha, Al Kora and Bani Kenanah in Irbid governorate.

There is a continuing need to improve the public transportation system, in cooperation with the private sector and in a manner that brings high social, economic, and environmental returns. This includes upgrading and improving road safety standards, maintenance of existing roads networks, rehabilitation and development of regional roads.

Needs

According to the fund related challenge and scarce availability of financial resources, the projects for 2019 JRP are timely and geographically chosen and capture only the first phase of the planned projects' cycles.

The following main priorities need to be addressed in 2019:

- Initiate and execute enhancement interventions to meet the accelerating demand of increased population, specifically the people with special needs.
- Expand, maintain, and upgrade the existing infrastructure of the road networks and road safety in Irbid, and Mafraq Governorates.
- Upgrade the transportation system modes in areas that were most affected by Syrian refugee influx and enable Ministry of Transport (MOT) and the Ministry of Public Works and Housing

⁸⁶ UNHCR, 2018

MPWH in undertaking evidence-based response to provide improved transportation services within the host communities.

- Improve access to roads and public transportation services for the newly constructed schools and health centers.

Response Plan

Situation Analysis

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 8.37 % of the national GDP in 2017. 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.

Existing roads in governorates mostly affected by the inflow of Syrian refugees - such as Irbid, Mafrq and Zarqa governorates - need to be expanded and/or maintained. 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.

Response

The response focuses on strategies to improve the public transport system, in cooperation with the private sector, in a manner that provides high social, economic, and environmental returns. This includes upgrading and improving road safety standards, maintenance of existing roads networks, rehabilitation and expansion of regional roads with social, economic, and environmental returns.

Sector overall objective

To ensure the safe mobility of people and goods in the areas affected by the Syria crisis through upgraded and efficient public transportation services and road network

Sector specific objective

1. Improved and efficient transport services and systems to accommodate increased population in the northern governorates of Irbid, Zarqa and Mafrq.
2. Strengthened capacity of the road networks to accommodate the increased traffic flows in the northern governorates of Irbid, Zarqa and Mafrq.

WASH

Comprehensive Vulnerability Assessment

Introduction

Jordan is one of the world's water-poorest countries and has one of the lowest levels of annual renewable water resource availability per capita in the world, with only 88 cubic meters per person per year in 2017, which is well below the global line for absolute water scarcity of 500 m. The fragile environment coupled with the exponential population growth due to refugee influx had further stretched Jordan's scarce resources. The capacity of national institutions to deliver essential services remains limited.

Despite the fact that 94% of the households have access to water networks and 65% to wastewater services, challenges remain concerning the efficiency and effectiveness of water and wastewater systems. Non-revenue water is as high as 50% mainly due to the poor condition of the networks as a result of extreme pumping pressure arising out of the increased demand on water. Water and sanitation vulnerabilities have increased because of the refugee crisis, particularly in Jordan's northern and central governorates. The water demand increased by 40% in northern governorates in the last few years as a result of hosting Syrian refugees, and the frequency of water supply in some locations has decreased from once a week to once every four weeks.

Achievements

The following interventions were implemented in the last 12 months:

- Protection of water dams in Jordan through labor-intensive activities.
- Improved water and sanitation infrastructure and facilities at a household level in Ajloun, Al-Mazar, Jordan Valley and Ramtha, including the construction and rehabilitation of wash facilities in 5 schools.
- Providing Jordanian communities hosting Syrian refugees with improved WASH Infrastructure and household level.
- Supporting participatory resource management to stabilize the situation in host communities.
- West Irbid Wastewater Network Project serves 15 towns reaching 105,000 people.
- Addressing urgent water, sanitation, and hygiene needs of vulnerable Jordanians and isolated 1,200 households in vulnerable outreach communities in the north of Jordan.
- More than 118,000 refugees living in camps were provided with essential water and sanitation, while transitioning to sustainable long-term services. Water networks in Azraq and Za'atari and wastewater in Za'atari camp progressed to reach all residing refugees. Expansion of Azraq camp water supply was completed and the second phase of Za'atari water and wastewater networks reached 85%.
- Hygiene promotion and social mobilization activities in camps were conducted to ensure a clean and safe environment for all.

Vulnerabilities

Water

As it derives from the Sector Vulnerability Assessment, 64 sub districts (belonging to 43 districts and 12 governorates) are high to severe vulnerable in terms of water supply. The water vulnerability includes criteria such as poverty, Syrians vs. Jordanians, actual consumption vs. standard allocation, coverage, losses and network age. In 2018, the water and wastewater vulnerability assessment expanded the criteria to include operation and maintenance indicators for the first time. The highest scores in terms of vulnerability index are reached by North West Badiyeh, Azraq, Mafraq, Sahab, and Ajloun. Among those seven sub-districts are the two with the highest numbers of Syrian population (Kasabeh Irbid and North-West Badia).

Sanitation

Concerning sanitation, 77 out of a total of 88 sub-districts are high to severe vulnerable based on sanitation vulnerability criteria: poverty, coverage, WWTP condition, network age and Syrian vs. Jordanian population. The four highest vulnerability indexes correspond to north-west Badia, Azraq, Mafraq, and Sahab.

Needs

The Ministry of Water and Irrigation (MWI) will continue to make all possible efforts to increase the water supply, reduce the water losses and to improve the efficiency of water and wastewater systems. Comprehensive WASH interventions are required to reach the most vulnerable.

Despite the significant achievements thus far, funding shortfalls and varying modalities remain concerns to MWI and implementing agencies. Flexible and long span funding is required to respond to emergencies while planning for development and long-term interventions.

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

- 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 access to water for the most vulnerable by connecting unserved 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.

Response Plan

Situation Analysis

Jordan is one of the most water scarce countries worldwide. Water supply gets dramatically affected by sudden increases in population. Annual water share dropped to below 100 m³ per person and water demand has increased by 40% in the northern governorates affected by the Syria crisis and by 21% elsewhere in Jordan. 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. It is estimated that 94% of households have access to water piped networks. An average of 50% of water is non-revenue (leakage and unauthorized connections as well as unpaid bills). Water supply is intermittent and based on a rationing system to cater for the shortage of resources. In the summer season, particularly in the north, water is supplied once every three and even four weeks during 12 hours of pumping.

Ensuring more equitable distribution of water, implementing network upgrades and reducing non-revenue water are the key priorities for the WASH sector. This situation is compounded by the need for behavioral changes, higher compliance to regulations by customers, and increased awareness on water as a limited resource.

Water and sanitation are a priority for the Government of Jordan. More than 65% of the population in Jordan is connected to the wastewater system, although in northern governorates this coverage is lower (43% according to YWC). Due to the increased population in particular governorates, the capacity of the treatment plants and sewer network systems has been exceeded. This has resulted 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.

The Ministry of Water and Irrigation (MOWI), with the support of the international community, has implemented several projects to sustain water and sanitation services. However, less attention was given to the exorbitant cost associated with operation and energy. Other institutions in host communities, such as schools, and health facilities were impacted as well. For instance, the rise in the number of Syrian students has burdened existing network, with 36% of schools experiencing deficiencies in water supply. Overall, WASH facilities in 98% of the schools needs improvement to ensure a healthy and hygienic environment.

Response

The WASH response aims to rehabilitate water and sewage systems at some vulnerable host communities, renewing energy supply systems for pumping, strengthen water networks and reduce water losses, enhance safe water supply in host communities and camps, monitor ground and surface water resources, expand sewage networks and wastewater treatment plants, provide safe sewage services, and improve water and sewage services at vulnerable schools, informal tented settlements or amongst nomadic communities.

It is important to note that, since water and wastewater systems are interlinked and co-dependent, interventions in one geographical area may necessitate subsequent interventions in other areas in order to achieve the desired outcomes.

Sector overall objective

To support the government in ensuring the provision of essential and sustainable WASH services to those affected by the Syria crisis

Sector specific objective

The WASH response includes the following 8 specific objectives, including 3 specific objectives for resilience and 5 for refugees:

1. Quantity, quality and efficiency of safe drinking water delivery improved, and system optimized.
2. Sanitation services expanded and improved.
3. Strengthened Sector planning, implementation, monitoring and coordination.
4. Sustainable provision of safe and equitable access to water services in camps as per minimum standards.
5. Sustainable provision of safe and equitable access to water services in host communities, as per minimum standards.
6. Providing safe and equitable access to gender appropriate sanitation services in Za'atari, Azraq and King Abdullah Park refugee camps.
7. Providing safe and equitable access to gender appropriate sanitation.
8. Improving environmental health as a result of the practice of key hygiene activities.

Chapter Three

Impact of The Syria Crisis and Direct Budget Support Needs

Introduction

The impact of the Syria crisis on Jordan continues to show its effect across all sectors of the economy and aggravates economic difficulties and exacerbate existing vulnerabilities.

This chapter provides an estimate of the direct and indirect costs 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. Indirect costs are assessed using the CVA results, in addition to other indirect estimates provided by relevant line ministries and the findings of a UNDP study.

Macro Level Impact

Capturing the whole impact of the Syria crisis is a challenge, not only because of the difficulty of defining the cause-effect relation along with their attributions and linkages, but also due to the difficulty of identifying the starting and ending points of the impact and its consequences. This in addition to the difficulty of delineating lines between direct and indirect impact as well as gauging and quantifying the impact.

The following table shows the change in some key economic indicators in absolute and relative terms for the periods of seven years before the crisis (2004-2010) and during the crisis (2011-2017). The table shows that GDP growth declined by 70.5% after the crisis and that the trade balance deficit increased by 83%. Furthermore, unemployment has increased by 5.9% per annum during the crisis it was nearly stable in the period before it. The budget deficit fell 6% per annum in the last seven years, while it was increasing by almost 52% annually before the crisis. Moreover, public debt rose by 14% per annum compared to 9% before the crisis and the number of tourists increased by almost 2% per annum after the crisis compared to an annual increase of 24% before the crisis.

Overall, the macroeconomic impact of the Syria crisis on Jordan can be summarized as following:

- GDP growth rate decreased from 132% during the period 2004-2010 to 39% during 2011-2017. It is worth noting that GDP growth during the first half of 2017 reached 2.2% in first quarter and 2% in second quarter.
- Unemployment rate jumped from 12.5% in 2010 to 18.5% in 2017.
- Public debt (national and foreign) increased by 103% during the period 2011-2017 compared to 59% during the pre-crisis period. The ratio of debt to GDP has risen from 65% in 2011 to 96% in 2017.
- The number of tourists (thousands for package) increased between 2004 and 2010 from 254,000 to 707,000 with an increase of 179%, compared to a 11.4% increase between 2011 and 2017. Income from tourism had been growing by 170% between 2004 and 2010, whereas the growth has dropped to 23% between 2011 and 2017.

Sector Impact of the Syria Crisis

Education

The total direct financial cost of the Syria Crisis for the education sector for the 2019, based on the Ministry of Education (MOE) indicative budget for 2019 is depicted below.

	2019
<i>Ministry of Education Budget</i>	1,398,563,481
<i>Total Number of Students in Public Schools⁸⁷</i>	1,243,307*
<i>Total Number of Syrian Refugee Students in Schools</i>	134,121
<i>Estimated Cost of Students</i>	1125
Total Cost of Syrian Students in Public Schools	150,869,200

* Number generated through EMIS.

The Syria crisis has directly impacted the public education sector, with a significant increase in public expenditure on education. The capacity of both the education system and educators are overstretched, and schools have limited capacity to absorb the increased demand which has led to an overcrowding of schools. The Syria crisis has also further accelerated the depreciation of infrastructure and equipment, as well as decreased cost recovery.

There has also been an increase in out-of-pocket education expenses for refugee families due to the indirect cost of education (e.g. use of tutors, transportation, learning materials). Furthermore, the quality of education has been affected, with a slowdown in typical classroom learning. This, in turn has resulted in higher dropout and repetition rates. Learners are increasingly less likely to transition from one year to another. Overall, Syrian refugee students complete on average fewer years of education than their peers in education institutions. The degradation of safe school environments has also been worrisome, deterring learners from school, with an increase in violence reported in schools, especially in highly vulnerable areas.

With fewer students completing their education, especially youth, an increase in unemployment is also noticed for youth. Low levels of TVET, higher education, and labor force participation will in turn translate to monetary losses and increased vulnerability.

Despite this, the Syria crisis has provided a unique opportunity for education system reform that will lead to long-term resilience. With the increase in investment in the quality of education, more professional development opportunities are available for in-service teachers, with ICT and innovative learning currently being explored. With the increased investment in school construction, rehabilitation and expansion, fewer schools are being rented by the Ministry of Education, allowing for sustainability, and equally benefiting the host community. Furthermore, the provision of alternative learning pathways allows learners to have increased opportunity to continue their education.

⁸⁷ National Education Strategic Plan of Jordan, August 2017. Includes Kindergarten, Basic and Secondary

Health

The Syria crisis has evidenced impact on Jordan health care system as the demand for health services from Syrian refugees continues to place additional pressure on the national health system and its ability to respond. Deficiencies in the supply and availability of medication have been reported in several places, in addition to medical equipment shortages and overuse or damages. Additionally, over-utilization of health facilities and technologies has accelerated recovery cost, while health work force ability to respond to the increased workload has affected turnover rate as well as the quantity and quality of services provided.

The total direct financial cost of Syrians for the health sector is estimated to be around USD 124 million for the year 2019.

	2019
<i>Ministry of Health (MOH) Budget</i>	918,241,185
<i>Estimated Cost per Person</i>	91
<i>Estimated Cost of Syrian Refugees</i>	61,065,069
<i>Estimated Cost of Syrians</i>	124,367,719

The indirect costs in the public health sector are calculated at around USD 16.5 million. These costs include the following negative spillover effects: increased demand for health care services, rise in communicable diseases. overcrowding of Jordanians in public services. Risks of increased infections as a result of lack of water and sanitation, medication shortages, and finally malnutrition.

Energy

In recent years, the total residential electricity consumption increased significantly from 5548 GWh in 2011 to 8076 GWh in 2017, while the consumption of LPG increased from 370,000 in 2011 to 431,000 tons in 2017.

As per 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.

Electricity Financial Costs (USD)

Subsidy	2019
Final Cost of Electricity Sold for Consumer (Fills/Kilowatt)	121
	33
	72
Subsidized Electricity Tariff for Household Sector (Fills/Kilowatt)	86
	114
Total Consumption of Subsidized Household Category (Gigawatt/ Hour)	4950
Total Number of Household Subscribers in the Subsidized Category (Jordanian and Syrian)	853000
Total Number of Syrian Subscribers Outside Camp	342500
Syrian Overall Household Subsidy (Electricity)	116.271
Syrian Overall Household Subsidy (LPG)	3.3422
Syrian Overall Household Subsidy (Electricity and LPG) (USD)	170.631

Public Works

Public Works Financial Costs (USD)

	2019
Ministry of Public Works (MOPW) Budget	190,047,955
Annual Infrastructure Depreciation	1,120,000,000
Total Cost	1,310,047,955
Estimated Cost per Person	129
Total Cost of Infrastructure Depreciation Due to the Syrian Population	176,650,167

Municipalities

The Syria crisis had its impact on the municipal services being provided in Jordan. There is increased pressure on the already fragile services to meet demands from both host communities and refugee populations. Using the total debt of municipalities, it can be estimated that the total direct cost for municipalities to provide services to Syrians in Jordan will reach an average of around USD 26 million per year for the period 2019-2020, as per the below table:

Municipalities Financial Costs (USD)

	2019
<i>Municipalities Debt</i>	120,000,000
<i>Cost per Person</i>	19
Total Cost of the Syrian Refugees	25,952,879

The indirect impacts and costs on the municipal and local governance are numerous as any of the municipalities suffer from depletion in services and infrastructure.

One of the most evident impacts is the capacity of municipalities to manage the waste which has exceeded by 11%; 85% of which is attributable to the Syria crisis. Landfill capacity has also risen by 19%; 91% of this exceeded capacity can be attributed to the Syria crisis. The gap between the landfill capacity and the total volume produced on daily basis is 812 and 886 ton per day in the North and Middle regions, respectively.

Agriculture

There are no international studies to assess the impact of the Syria crisis on the agricultural sector in Jordan. However, there are some effects that can be inferred through the analysis of macro indicators related to the agricultural sector, such as:

- Vulnerable Jordanians in host communities who have limited access to food, over an extended period of time, are becoming more and more vulnerable to food insecurity.
- The Jordanian agricultural sector, by global standards, has low levels of crop and livestock productivity and, prior to the Syria crisis, was already struggling to cope with the challenges of climate change. 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.
- There is serious risk of land degradation (and potential “desertification” in the Badia) because many Syrian nomads moving 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 4.3 million heads in 2016. This led to overgrazing and degradation of natural pastures. It also led to an increase in imports of barley from USD 146.8 million in 2009 to USD 177.4 million in 2017.
- The abuse of Jordan’s forests and fires as well as use of wood for heating and going is still ongoing, efforts has been taken to reduce forestry encroachments ; where numbers have been reduced from 1022 encroachments in 2015 to 491 encroachments in 2017 as per MoA 2017 Annual Release⁸⁸.
- Farmers lost much of their income because of the loss of international trade. Serious declines in trade between Jordan and Syria also led to decrease in exports of agriculture commodity from USD 111.1 million in 2009 to USD 10.8 million in 2017. 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 3.6 million in 2017.
- There is a high threat of transboundary animal diseases (TADs) 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 collapse of the phyto-sanitary services in Syria generated a serious risk of trans-boundary crop pests and plants disease, in addition to plant products are being taken across the border without any control. This hazard is heightened given the weak phyto-sanitary inspection systems in Jordan at existing border crossings.

⁸⁸<http://moa.gov.jo/Portals/0/pdf/%D8%A7%D9%84%D9%83%D8%AA%D8%A7%D8%A8%20%D8%A7%D9%84%D8%B3%D9%86%D9%88%D9%8A%20%D9%86%D9%87%D8%A7%D8%A6%D9%8A2017.pdf>

It is worth noting however that there has been a significant increase in the demand of some agricultural goods in the local markets. This had a positive impact on farmers who have produced surplus agricultural and animal products.

Environment

The Syria crisis and the related wave of refugees fleeing to Jordan has resulted in deep and substantial consequences to Jordan's natural resources. This impact is reflected in air quality indicators and in the pressure on forests and other land resources in the northern and eastern parts of the country, as well as an increase in wastes generation and medical hazardous wastes. The environmental situation in Jordan is already extremely challenged due to the natural aridity, recent drought episodes which impact the climate change. Increased population numbers, combined with increased wastewater have also created an added pressure that has to be treated urgently. This pressure has the potential to impact the economic development activities, human health and overall sustainable development.

Water over-abstraction and increased wastewater generation has resulted in accelerated mining of renewable groundwater resources and pressures on treatment plants. Safe disposal of solid, medical and hazardous wastes remains a concern since most municipalities discharge solid waste in open dump sites with no lining, leachate management, or biogas collection. Management of hazardous and medical waste are also inadequate or treated in outdated incinerators located in populated areas, and the other half is mixed with municipal waste in open dump sites. This situation is exacerbated by an increase in about 30 per cent in medical waste, solid waste, and hazardous waste was generated after the influx of Syrian refugees according to MoEnv.

Income Losses

Transport

The below table shows the income losses for the transport sector attributable to the crisis for 2019. Total land transport loss will be on average USD 44 million, including loss on the transport of goods (USD 27.5 million), railway transport (USD 665,169) and general transport (USD 16 million). In addition, the average loss of aviation can be estimated at around USD 13 million. In total, average losses to the transport sector in 2019 amount to approximately USD 58 million.

Transport Financial Losses (USD)

	2019
Land Transport Loss	44,163,394
- Transport of Goods	27,551,475
- General Transport and Tourism	15,956,750
- Railway Transport	655,169
Aviation Loss	13,934,025
Total Financial Losses	58,097,419

The indirect impact on the transportation can be further analyzed. For example, infrastructure issues such as road maintenance and street lighting have been especially impacted. The arrival of Syrian refugees has increased the number of users of the road networks and public transport services, heavily-loaded cargo, water supply, and sludge disposal trucks. These factors combine to lead to a 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

Labor

Labor- related Financial Losses (USD)

	2019
Number of Syrians With Work Permit	120,000
Work Permits Average Fees	730
Total Financial Loss from Waiving Work Permit Fees for Syrians	87,600,000

Security

	2019 (USD)
General Security	142,003,093
Gendarmerie	46,480,638
Military	229,747,155
Civil Defense	44,735,243
Total Security Cost	462,966,129

Indirect impact of the Syrian Crisis

Indirect costs refer to 'lost resources and opportunities resulting from armed violence'. Indirect costs of violence may include ensued costs associated with the effect of conflict, like the loss of welfare; loss of human capital; educational opportunities; capital flight; reduced production; trade and investment and declined tourism. Additionally, this may entail macroeconomic effects, such as inflation, unemployment and finally diminished economic growth. While some of these costs apply strictly to the countries involved in the conflict, other costs may be adopted in the context of neighboring countries as in the case of Jordan.

The results of UNDP study showed that the indirect impact of the Syria crisis is estimated to range between USD 3.103.40 billion annually. Around USD 2 billion of this indirect impact is due to the effects of the Syria crisis on tourism receipts, trade balance and capital flight. While around USD 1.10 to USD 1.40 billion are incurred implicitly by the economy due to hosting Syrian refugees in the country. If capital expenditures are excluded from the calculations, the total indirect impact will be equal to USD 3.1 billion.

Financial requirements for Subsidy, Security, Income Losses and Infrastructure Depreciations (USD)

	ITEMS	2019
1	SUBSIDY	
1.2	Electricity and LPG	170,631,954
1.3	Water	47,000,000
TOTAL		217,631,954
2	SECURITY	
2.1	Military	229,747,155
2.2	Civil Defense	44,735,243
2.3	Gendarmerie	46,480,638
2.4	Police	142,003,093
TOTAL		462,966,129
3	INCOME LOSS	
3.1	Labor Permits Fees	87,600,000
3.2	Transport	44,163,394
3.3	Aviation	13,934,025
TOTAL		145,697,419
4	ACCELERATED INFRASTRUCTURE DEPRECIATION	
4.1	Accelerated Infrastructure Depreciation	171,947,114
GRAND TOTAL		998,242,616