

# Jordan

## *Executive Summary*

According to the Government of Jordan (GoJ), the overall Iraqi population in the country is estimated between 500,000 and 700,000. This figure includes persons who fled during the previous regime as well as persons arriving after the change of the Hussein regime in 2003, because of persecution and/or because of generalized violence and instability in Iraq.

Jordan is not a signatory to the 1951 Refugee Convention or its 1967 Protocol and has no national refugee legislation; therefore, there is no legal framework for dealing with refugee issues. All non-Jordanian nationals, regardless of their status or situation, including persons of concern to UNHCR, are treated under the Law for Aliens and Residency. The absence of any type of special protection regime for Iraqis in Jordan as well as a strict application of the foreigner's laws affect an asylum seeker's ability to access education, health and labour markets. Decisions on admission at borders appears to be subjective and based on factors such as age, profile, past or present links with Jordan and other considerations including the person's financial resources.

The condition of Iraqis in Jordan continues to deteriorate as durable solutions remain largely elusive. Voluntary repatriation is not a viable option given the increased insecurity and random violence inside Iraq. The Jordanian authorities reject local integration in Jordan. Resettlement is available, depending on the willingness of potential resettlement countries, however, only a very small proportion of the population (some estimated 7,500 persons this year).

Among the Iraqis in Jordan, some have residential and work permits. They have financial resources, are self-sufficient, able to conduct business and to invest. However there is an increasing number of vulnerable Iraqis who are in Jordan illegally, having overstayed their entry permit and unable or unwilling to return to Iraq. This group of Iraqis is of concern to UNHCR because they have no legal status in Jordan or permission to work and are unable to access basic services such as health and education. The prospect of a prolonged stay under these conditions is likely and as their personal funds become increasingly exhausted their increased vulnerability is seen as inevitable.

As of July 25, 2007, there were 40,661 Iraqis registered with UNHCR, in Jordan. This is only a small proportion of the overall Iraqi population in Jordan. UNHCR is bound by the Memorandum of Understanding (5 April 1998) with the Government of Jordan "To find recognized refugees a durable solution be it voluntary repatriation to the country of origin or resettlement in a third country. The stay of recognized refugees should not exceed six months." An effort to establish a temporary protection regime for Iraqis in Jordan through a Letter of Understanding (15 April 2003) was unsuccessful.

Total amount of humanitarian funding required (per reporting year):	US\$ 28,073,404		
Total amount of CERF funding received by window (rapid response/under-funded):	US\$ 1,000,000		
Total amount of CERF funding for direct UN/IOM implementation and total amount forwarded to implementing partners	UNHCR/UNDP/UNRWA	US\$ 349,076	US\$ 650,924
Note: This total must equal the total CERF funding allocated	forwarded to Implementing Partners		
	<b>Age</b>	<b>Male</b>	<b>Female</b>
	0-4	666	622
	5-17	2,510	2,345
	18-59	9,639	5,386
	60 and >	508	495
	<b>Total</b>	<b>13,323</b>	<b>8,848</b>
			<b>22,171</b>
Total number of beneficiaries targeted and reached with CERF funding (disaggregated by sex/age):			
Geographic areas of implementation:	Amman and Ruwashed camp		

### ***Decision-making***

The overall objective of UNHCR in Jordan is to provide protection and basic humanitarian assistance to refugees and other persons of concern while working towards durable solutions as stipulated in the 1998 Memorandum of Understanding between UNHCR and GoJ. The target population is recognised refugees (Iraqi and other nationalities who have undergone refugee status determination), asylum seekers (those who registered with UNHCR, who are predominantly Iraqis) and in general extremely vulnerable individuals (Iraqis) who face legal obstacles and are denied access to essential social services (health and education) due to their illegal status or vulnerability (financial, social or physical) and are unable or unwilling to return to their country of origin. The target population includes both the camp-based population (119 persons in Ruwashed refugee camp near the Iraqi border - 97 Palestinian and 22 other nationalities) and the urban-based population of Iraqis and other nationalities.

The legal and protection activities of UNHCR in Jordan primarily focus on registering and counseling Iraqi asylum seekers while at the same time negotiating their continued stay in Jordan with the authorities in a complex protection climate. Asylum seekers who are found to have serious protection problems are prioritised for refugee status determination. In the absence of any reasonable prospects for return to Iraq at the present time, and given the GoJ's position that local integration is not an option, interviews for submission to resettlement countries continue. UNHCR Jordan's protection activities include building the capacity of the government and local NGOs, coupled with institution building and networking activities to enhance the legal infrastructure, and promote the humanitarian nature of asylum.

Resettlement opportunities continued to be pursued for Rewashed camp caseload as well as being vastly expanded for the urban caseload in view of the increasing willingness being afforded by resettlement countries. Strategies for submission have been closely coordinated with the Regional Resettlement Hub in Beirut.

The assistance activities of UNHCR in Jordan included financial and technical support to implementing partners in order to provide refugees, asylum seekers and vulnerable persons of concern with counseling, limited financial and in-kind assistance. Assistance

to persons of concern in Amman and surrounding towns focused on the areas of health, cash assistance, and provision of non food items for families, women and children, as well as emergency assistance to vulnerable individuals, including children, women at risk, SGBV cases. Assistance priorities were established through home visits and basic needs assessment of the urban Iraqi population which were regularly conducted by UNHCR and Care staff during the reporting period of 2007.

Assistance to the camp-based population in Ruwashed focuses on the wide range of essential services needed in view of the closed nature of the camp, the harsh conditions of the area and its severe isolation. Fresh and dried food is distributed to meet full nutritional requirements; water distribution is based on recognized and established standards; non-food items including basic household necessities (tents, cooking utensils, stoves, kerosene) are provided for each family. Community services for sanitation and waste management are maintained. Beneficiaries receive assistance both in the health and education sectors.

### **Assessment and prioritization of the needs of beneficiaries**

Since the Amman hotel bombings in November 2005, there has been increased concern with the expansion of regional violence to Jordan. This has resulted in increased monitoring of entry points and enforcement of national legislation regarding employment and residence.

GoJ has made very clear that long-term integration or assimilation is not a solution for the Iraqi population in Jordan. They are viewed not as 'refugees' but rather as visitors or guests who have entered under the residency laws and for whom the only durable solutions are either repatriation or resettlement. GoJ views the term 'refugee' as very sensitive and feels that it confers additional rights and responsibilities beyond what the government is prepared to provide.

The presence of large numbers of Iraqis in Jordan has an impact on the political, social and economic situation of the country. It is estimated that Iraqis account for nearly 15% of the overall population and it is feared that the ongoing violence would result in increased flows. While previous arrivals were largely members of the middle and upper class, recent arrivals have fewer resources and earlier arrivals are rapidly exhausting their savings. It remains, however, the general perception in Amman that Iraqis in Jordan are wealthy and they are blamed for the rising prices of goods and services. Additionally, Jordan is a predominantly Sunni country and many view the increased presence of Shi'a from Iraq as jeopardizing social and religious stability.

### ***Implementation***

#### **Partnerships and inter-agency collaborations**

Funds were released by UNHCR to implementing partners during the second week of February following conclusion of respective Sub-agreements. Subsequently, delivery of assistance to beneficiaries continued until the end of May and in some cases even beyond. This is primarily due to the lead time needed for preparations in terms of setting up of facilities and recruitment of project staff. As a result the expenditure reports from partners have been received late.

UNHCR concluded a bipartite sub-agreement with the Ministry of Planning (MoP) to coordinate services provided to refugees at Ruweshid camp by other ministries and departments. Under the coordination of MoP, the Ministry of Water provides potable water (in tanks) to the camp, while the Ministry of Energy is responsible for electricity supply & kerosene for domestic use. The Civil Defense Directorate is also responsible for fire prevention and response, and medical services at the camp through MoP.

The Jordan Hashemite Charity Organization (JHCO) is a charity organization which is designated by the GoJ to manage Ruweshid Camp. JHCO is responsible, through a bipartite sub-agreement with UNHCR, for camp management. As such its functions include liaison with Civil Defense, UNHCR and partners on security, inter-agency coordination, contacts between the refugee community and all agencies (including UNHCR), the supervision of distribution of resources (ensuring refugee participation especially of female refugees and equal access), as well as the resolution of day-to-day camp issues and problems.

In addition to the overall camp management, JHCO is responsible for:

- Purchase, delivery and distribution of fresh food (bread, fruit and vegetables), dry rations (rice, tea, beans, salt, sugar, lentils, cheese, tomato paste, tinned beans, preserved luncheon meat, sardines and palm oil), vitamins and hygiene items (soap, detergent, shampoo, toothpaste, disposable razors etc);
- Logistical support, including the warehousing, transport and distribution of food and NFIs;
- Provision of primary health care services, including the management of patient referrals outside the camp;
- Organization of dental treatment and eye testing, as well as the provision of dentures and eyeglasses;
- Maintenance of water and sanitation systems and camp infrastructure, including fencing and electricity;
- Implementation of community development services.

Through an Exchange of Letters concluded between the United Nations Relief and Works Agency (UNRWA) and UNHCR, in-kind and cash assistance was provided to the 392 Palestinian refugees who were allowed to enter Jordan under Royal Decree during 2003. This group is denied permission to work and so is unable to sustain itself.

CARE Australia and Caritas Jordan expanded their activities, through CERF, to address the needs of the most vulnerable among the growing number of urban based registered asylum-seekers in the areas of community services and Primary Health.

Primary health care services are provided by Caritas Jordan to asylum seekers and persons of concern to UNHCR through a network of clinics operating in areas with high numbers of beneficiaries. Referral cases which required admission, specialist consultations or emergency treatment have been assisted through an arrangement in place with the "Italian" and Al Beshir hospitals. Special assistance was also provided for patients with chronic diseases on a case by case basis.

Assistances has been provided to the most vulnerable asylum seekers in the areas of community services such as social counselling, in-kind assistance (provision of heaters, blankets, clothing, diapers for children and sanitary materials for women) as well as cash assistance.

UNHCR along with sister UN Agencies and NGOs has been in the process of negotiations with the Ministries of Health and Education on the possibilities of cooperation to enable the assistance of asylum-seekers through the public systems.

Value of the partnerships and/or inter-agency collaboration on the implementation of the projects:

The absence of any type of special protection regime for Iraqis in Jordan as well as the strict application of the foreigner's laws affect an asylum seeker's movement and ability to access essential public services. Therefore, the limited provision of assistances to the most vulnerable asylum seekers who were registered with UNHCR was only possible through implementing partners, in spite of occasional reluctance on their part to deal with Iraqis due to their illegal status before the Government. Care and Caritas were able to deliver direct assistances to beneficiaries through establishing centers/clinics closer to the locations where the majority of beneficiaries reside. As a result, it was possible to access and assist the most in needs.

*List of implementing partners that benefited from CERF funding:*

Care Australia (NGO):	\$ 300,000
Caritas Jordan (NGO):	\$ 120,000
Jordan Hashemite Charity Organization (national NGO)	\$ 180,525
Ministry of Planning (Government Ministry):	\$ 50,399
<i>Total for implementing partners:</i>	<i>\$ 650,924</i>
UNDP:	\$ 29,098.2
UNRWA:	\$ 17,134
UNHCR:	\$ 302,843.8
Total for UN	\$ 349,076
Total budget	\$ 1,000,000

Please refer to Annex 1 for tabular details of sectors covered and activities carried out by each partner.

## **Results**

### **Major activities**

- Urgent humanitarian assistances to the target beneficiary population include the following:
- Close to 3,000 Iraqi asylum seekers registered with UNHCR during the first quarter of 2007;
- 3,343 persons received basic medical care through Caritas;
- Cash assistance provided for 850 families through Care International;
- 180 children have been receiving diapers on a monthly basis through Care International;
- 600 women have been receiving sanitary napkins through Care International;
- 845 persons benefited from social counseling services through Care International;
- Assistance to 119 persons at Rewashed refugee camp continued, including immediate winterization of shelters, improvement of security features, food, and medical services through JHCO & MoP.
- Food and cash assistance for 392 Palestinians continued through UNRWA.

It is to be noted that all assistances, except registration activity, extended over the period January to end of May 2007.

### **CERF funding response to life-saving needs and time critical requirements**

The assistances and services to refugees and asylum seekers through CERF grant were delivered in collaboration with implementing partners which required prior negotiations and conclusion of agreements. Besides, some partners needed time to set-up centers/clinics and recruit more staffs to accommodate assistance of more beneficiaries. This process has caused some delays in the provision of assistances.

### ***Project monitoring and evaluation***

Regular monitoring of project implementation has been carried out by UNHCR staff members from its various sections (Protection, Community Services and Programme). Issues/problems faced during the implementation process have been addressed through consultations and meetings with stakeholders.

### ***Overall impact of CERF funding on UNHCR activities***

As the result of the availability of funding from CERF, it was possible for UNHCR to carry out its functions of registering new cases and assisting the most in needs.

### ***Lessons Learned***

Although the required fund was available in time, assistances were not delivered quickly for reasons of prior preparatory activities such as recruitment of additional staff. Beneficiary identification was also another challenge as many do not come forward to registration, for fear of detention or deportation.

**Annex 1: Sectors and activities managed by the different Implementing Partners (under CERF)**

Implementing Partner	Sectors	Location	Activities	
1	Care International	Domestic Needs Community services	Amman	Provision of subsistence allowances and in-kind assistance (diapers, sanitary materials) for vulnerable families, social counseling
2	Caritas Jordan	Health	Amman, Hashmi	Primary and curative health care to asylum seekers in newly opened clinic in Hashmi area. Referral of cases with emergency and chronic cases to Bashir and Italian hospitals.
3	UNRWA	Food, NFIs	Amman	Food and cash assistance for 392 Palestinian refugees in Amman
4	UNDP	Registration Staff	Amman	Staffing for registration activities
5	JHCO	Assistance to the camp	Ruweshid	Provision of food, transportation, Non Food Items, maintenance of water and sewage system, health care, education and overall management of refugee camp (119 persons)
6	MOP	Assistance to the camp	Ruweshid	Provision of kerosene, water, electricity, physical safety for 119 refugees in camp
7	UNHCR	Management	Amman, Ruweshid	Procurement of equipment , recruitment of staff & overall programme management

## **CERF IN ACTION**

Beneficiary name: Laila Bustan

Case description:

Laila, is 50 years old widow and a mother of 7 children with four of her children are married. They fled to Jordan in 2005, because they exposed to a real tragedy after the killing of her beloved husband, kidnapping of her 15 years old son Fadi, and the many killing attempt to her sons (Layth and Lo'ay ).

Laila was very rich women; she used to be a gold smith in Baghdad. Her sad story started when the fanatic gang breaks in to her house, steal 12 kilos of gold, humiliate and bet her and her daughters. The gang kidnapped her husband and her sun Fadi, Fadi was kidnapped with his father, after witnessing the murder of their neighbor. He also witnessed the torture and later killing of his father inside the car. Therefore he fell unconscious and was thrown out of the car later on.

Her daughter Hind tried to commit suicide several times because she used to have good relation with her father and she refused to expect his death, so she chose to wear in white as a symbol of (a coffin) and she lost any motivation to go on living. She chose to remain silent therefore she is either silent or crying. Her older son Layth, lost his sight as a result of seeing his father's body in the morgue. Laila find her self in a very difficult situation, with big traumatized family (18 persons to take care of including sons, son in-laws, daughters and daughter in-laws, and grandchildren). All lived in two roomed dwelling, with no income, none of her children can work, no food, no milk or medication for the sick daughters.

She tried to bring food to her family by looking through the garbage, collects old vegetables from the market and collects empty cans from the street. Laila approached CARE International for help. Following the necessary assessment of needs, Laila and her family was provided with:

Psychological assistance for those under varying degrees of traumatic levels  
Monthly cash assistance for each head of family to allow them rent separate dwelling and provide food and support to their respective families.

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