

**ANNUAL REPORT OF  
THE HUMANITARIAN/RESIDENT COORDINATOR  
ON THE USE OF CERF GRANTS**

<b>Country</b>	<b>Jordan</b>
<b>Humanitarian / Resident Coordinator</b>	<b>UNDP Country Representative</b>
<b>Reporting Period</b>	<b>13 May 2008 to 13 August 2008</b>

**I. Executive Summary**

The Jordan Government estimates that the Kingdom hosts around 500,000 Iraqis in the different parts of the Kingdom, mainly in Amman (2007 Fafo study). With the exception of some who reside in Jordan running businesses, a growing and bigger number of Iraqis live in the Kingdom illegally, having overstayed their initial entry permits and unable or unwilling to return to Iraq due to the continued conflict and insecurity in Iraq. Through an application of *prima facie* recognition for Iraqis from the central and southern governorates, all Iraqis from these regions residing currently in Jordan fall under the UNHCR mandate and international protection.

With no legal status in Jordan or access to legal employment, the socio-economic situation of many Iraqis has been deteriorating. Many have ran out of their savings when they fled Iraq, and those destitute and vulnerable have increasingly been accessing international humanitarian aid through non-governmental organizations, the UN and other charity organisations. With no immediate prospects for illegal status or employment rights in Jordan, destitute and vulnerable Iraqis are becoming increasingly dependent on the international humanitarian aid.

The contribution from CERF was needed to meet the steady humanitarian needs of the vulnerable Iraqi individuals and families until voluntary contributions from donors were received by UNHCR. Because of the quick and positive response from the CERF Secretariat, it was possible for UNHCR and its implementing partners to meet the basic humanitarian needs of the needy Iraqis properly and in a timely fashion. The CERF contribution made it possible that the assistance gap because of shortages could be avoided until a steady cash flow was secured from donors.

The contribution from CERF was used to assist vulnerable Iraqi individuals and families with food assistance, financial assistance and provision of medical care services. Accordingly, during the CERF funding period, 2,184 families (7,570 individuals) received food assistance on a monthly basis under the logistical arrangement through the Jordanian Alliance against Hunger. About 3,120 families (11,270 individuals) benefited from monthly financial assistance provided through CARE Australia, Mercy Corps and JAAH to enable them to cover their rental expenses for shelter. Moreover, 6,990 individuals received medical care services through a network of clinics run by Caritas Jordan and the Jordanian Red Crescent.

The assistances to Iraqis through CERF funding has contributed to the overall wellbeing of the most vulnerable section of the population. It enabled the beneficiaries to sustain their life and it helped them not to become involve in the illegal labour market, which could potentially risk detention and/or possible deportation.

Total amount of humanitarian funding required and received during the reporting year	REQUIRED: RECEIVED:	\$ 47,221,688 \$ 47,221,688		
Total amount requested from CERF	FUNDS (IN TOTAL REQUESTED):	\$ 3,543,119		
Total amount of CERF funding received by funding window	RAPID RESPONSE: GRAND TOTAL:	\$ 3,543,119 \$ 3,543,119		
Total amount of CERF funding for direct UN agency / IOM implementation and total amount forwarded to implementing partners	UN AGENCIES/IOM: NGOS: GOVERNMENT: OTHER:  TOTAL(Must equal the total CERF funding allocated):	\$ 711,833 \$ 2,831,286 \$ - \$ -  \$3,543,119		
<i>Approximate</i> total number of beneficiaries reached with CERF funding (disaggregated by sex/age if possible)	TOTAL	under 5 years of age	Female (if available)	Male (if available)
	25,830	3,136	13,165	12,665
Geographic areas of implementation targeted with CERF funding (please be specific)	Amman, Zarqa, Irbid, Azraq, Madaba, Salt, Karak			

## II. Background

The UNHCR operation in Jordan focused on providing protection to all persons they were responsible for as well as basic humanitarian assistance to those who are in need among the refugees and asylum seekers. In line with the 1998 Memorandum of Understanding between UNHCR and the Government of Jordan, UNHCR works towards finding durable solutions to the urban based persons of its concern. They include recognised refugees (Iraqi and other nationalities who have undergone refugee status determination), asylum seekers (those who registered with UNHCR and predominantly Iraqis) and in general, extremely vulnerable individuals (Iraqis) who face legal obstacles and who are denied access to the essential social services (health and education because of their illegal status or vulnerability (financial, social or physical) and who are unable or unwilling to return to their country of origin.

The legal and protection activities of UNHCR in Jordan primarily focus on registering and counselling Iraqi asylum seekers while at the same time negotiating their continued stay with Jordanian authorities until appropriate durable solutions are found for them. UNHCR processes and submits family files for resettlement countries' consideration and also implements documentation and assistance of victims of Gender-based Violence. In addition to the various protection related activities, UNHCR engages in capacity building of government, local NGOs, civil society and the media to enhance the legal infrastructure, and promote the humanitarian nature of asylum.

Given the lack of legal status of most of the refugees and asylum seekers, their movement is restricted and they work in the labour market. As a result, humanitarian aid is the only means to meet the daily basic needs of many vulnerable families. The assistance provided to vulnerable refugees and asylum seekers through UNHCR implementing partners included the distribution of food packages, provision of financial assistance and medical care services. UNHCR and implementing partners identify vulnerable individuals and families for assistances through home visits and basic needs assessments. These assessment reports on families and individuals are prepared through the application of the preset vulnerability parameters and standard operating procedures.

With no legal status coupled with the social and economic difficulties, the provision of food

packages, financial assistance (mainly for shelter rental) and provision of medical care services were the most critical areas of assistance for the vulnerable individuals and families.

### **III. Implementation and results**

#### **1. Coordination and implementation arrangements**

In coordination with the Ministry of Planning and International Cooperation, representing the Government of Jordan, UNHCR entered into bilateral agreements with national and international non-governmental organizations to implement the assistance activities. As a coordination body overlooking projects for Iraqis, UNHCR informs the Ministry of Planning and International Cooperation on a regular basis on the different projects it implements through implementing partners including on details on activities, locations, budgets and estimated number of beneficiaries to be covered.

Accordingly, the assistance projects supported through the CERF contribution were implemented through bilateral agreements, which were signed between UNHCR and Care Australia, Mercy Corps, the Jordanian Alliance against Hunger, the Jordan Red Crescent and Caritas Jordan respectively.

Effective coordination among the different implementing partners and the different UNHCR units through the various coordination meetings, including the monthly Implementing Partners meetings ensured proper implementation of the project.

UNHCR records all the information into a Beneficiary Information System, which details the assistance and bio data of all assisted beneficiaries and shares the information with the other implementing partners. This data sharing process improved the coordination in terms of avoiding duplication of assistances.

#### **2. Project activities and results, including actual beneficiaries:**

Under the overall refugee assistance programme, the CERF contribution has enabled UNHCR to continue providing essential assistances to vulnerable Iraqi refugees and asylum seekers in the areas of food, financial assistance and medical care services until other donations were received.

#### **Food assistance**

Provision of food packages to needy families was one of the main activities supported by the CERF funding. The food insecurity among Iraqis and the need for food was identified through focus group discussions as well as the various survey reports published. In the absence of WFP's refugee targeted operation, UNHCR continued to provide food packages to the needy families on a monthly basis, aiming to address the needs of those who were facing food insecurity because, otherwise, those refugees faced with malnutrition and starvation, leaving them vulnerable to protection risks.

Identification of beneficiaries for the assistance was conducted either through outreach activities by Implementing Partners or direct approach by the refugees for food assistance with subsequent household assessments in both cases. In both cases, identification of beneficiaries and determination of assistance packages were done through an application of Standard Operating Procedures.

Procurement of food packages was managed by UNHCR directly while distribution to the identified beneficiary families located in the different towns/areas in the Kingdom was managed through the services of JAAH.

At least 2,184 families consisting of 7,570 individuals have benefited from the food packages distribution assistance for the three months period.

Given the logistical difficulties encountered by implementing partners and beneficiaries in managing the distribution of food packages in the neighbourhoods, there has been a shift in strategy to phase out food distribution and replace it with financial assistance through an ATM system.

### **Financial assistance**

Given the urban setting of the operation, all refugees and asylum seekers had to find their own accommodation, mostly through rental arrangements. As a result, the financial assistance component was aimed at helping refugees and asylum seekers to cover their monthly rental costs. For many vulnerable families, this assistance was the only means of securing safe shelter and fulfilling their rental obligations in Amman and the other towns in the Kingdom. The consequences of not fulfilling their obligations would have meant disputes with landlords or entering the illegal labour market, which is a no go area for Iraqis, increasing their chances of detention and possible deportations.

The financial assistance was provided to those whose vulnerability was identified through the UNHCR registration process and outreach activities followed by household assessments. The target beneficiaries included females at risk and those with chronic diseases and others with special needs. Whether or not a family qualifies for financial assistance as well as the amount of assistance for qualifying families were determined based on application of an SOP prepared for the sector.

At least 3,120 families, consisting of 11,270 individuals, have benefited from the monthly financial assistances provided for three months under the CERF contribution. The assistance was provided to the families through the CARE, Mercy Corps and JAAH.

Starting from August, all financial assistances were provided to beneficiaries through an ATM using a system similar to a credit card. The ATM system replaced the previous methods of assistances, which include distribution through an exchange Bureau, which were not efficient and dignified as beneficiaries needed to queue for longer times.

### **Health Assistance**

As the cost of medical care is generally expensive in Jordan, for many Iraqi families it is difficult to cover medical treatment. Vulnerable Iraqi individuals have been assisted through fully subsidized network of clinics operated by Caritas and JRC with further referral arrangements for any tertiary medical care needs.

About 6,990 individuals have benefited from the assistance of medical care service through CERF funding during the project period.

### **3. Partnerships**

The lack of legal status for Iraqis in Jordan restricted their free movement for fear of being detained and/or deported. As a result, many vulnerable individuals are hold back from seeking services and help, which are not within their reaches. In addition to the general fear, there were also other vulnerable individuals whose movement is impaired through physical and other disabilities.

Through the implementation of the assistance projects in partnerships with a network of national and international NGOs help could be provided to the vulnerable individuals and families closer to where they live. As much as possible, services were made closer to the locations/areas where the majority of Iraqis reside with further outreach services.

#### 4. Gender-mainstreaming

UNHCR maintains a beneficiary information system, which enables implementing partners to enter the data on assistance including, beneficiary bio data, assistance type and dates of assistance. This information is then shared with UNHCR. UNHCR compiles all such data received from the different implementing partners and is available at all times to all partners. This regular and periodic data sharing enables all implementing partners to view the assistances provided to beneficiaries, both by respective implementing partners others. This mechanism helps to monitor the progress of assistance services provided by implementing partners at any given time.

Identification of beneficiaries and the various parameters applied to determine assistance packages take into account the different social and cultural aspects of gender. Efforts are made to design assistance projects to take into account age, gender and diversity mainstreaming. Regular needs assessment and improvement of services are guided by the views of the different groups of beneficiaries such as women, men, children, elderly, etc.

#### 5. Monitoring and evaluation

UNHCR maintains a beneficiary information system which enables implementing partners to enter the data on assistance including, beneficiary bio data, assistance type and dates of assistance. Both UNHCR and its implementing partners have access throughout to the gathered information keeping the data in real time and accessible to the various partners. This system makes it possible to evaluate the information and assistance at all times by everyone.

Regular monitoring of the project implementation had been carried out by UNHCR staff members from the various units/sections (Protection, Community Services and Programme). UNHCR manages an outreach teams that constantly monitor provisions of the different assistance services implemented through its implementing partners. This enables the organization to correct any obstacles encountered during the implementation process and ensures the proper delivery of services in timely manner.

Moreover, the outreach team conducts, from time to time, focus group discussions to evaluate assistance services to improve the delivery of assistance. Issues/problems faced during the implementation process have been addressed through consultations and meetings with stakeholders.

#### IV. Results

CERF projects per sector (Add project nr and title)	Amount disbursed (US\$)	Sector/ Cluster	Number of Beneficiaries (by sex/age)	Implementing Partners and funds disbursed	Baseline indicators	Expected Results/Outcomes	Actual results and improvements for the target beneficiaries
<b>Multi-Sectoral</b> <b>08/SB/JOR/EM/133</b> “Emergency assistance to displaced Iraqi refugees & asylum seekers in Jordan”	3,543,119	<b>Food</b>	2,184 families (7,570 individuals)	<ul style="list-style-type: none"> <li>▪ UNHCR</li> <li>▪ JAAH</li> </ul>		<ul style="list-style-type: none"> <li>▪ Provide monthly food assistance for 3,550 families</li> </ul>	<ul style="list-style-type: none"> <li>▪ 2,184 families or 7,570 individuals benefited from the monthly food distribution for three months.</li> </ul>
		<b>Financial assistance</b>	3,120 families (11,270 individuals)	<ul style="list-style-type: none"> <li>▪ CARE</li> <li>▪ JAAH</li> <li>▪ Mercy Corps</li> </ul>		<ul style="list-style-type: none"> <li>▪ Provide monthly financial assistance for 2,500 families</li> </ul>	<ul style="list-style-type: none"> <li>▪ 3,120 families or 11,270 individuals benefited from the monthly financial assistance provided for three months. The number of families receiving cash increased due to the phasing out of food distribution.</li> </ul>
		<b>Health</b>	6,990 individuals	<ul style="list-style-type: none"> <li>▪ CARITAS</li> <li>▪ JRC</li> <li>▪ UNHCR</li> </ul>		<ul style="list-style-type: none"> <li>▪ Provide medical care assistance for 7,000 individuals</li> </ul>	<ul style="list-style-type: none"> <li>▪ 6,990 individuals benefited from the medical care services provided through a network of clinics operated under Caritas and JRC</li> </ul>

## V. CERF IN ACTION:

Mr. Shabeeb fled Iraq to Jordan in 2002 as a result of the tyranny he faced from the previous regime. After the sectarian violence erupted, his family fled to Jordan to join him in 2006. They were forced to leave because of a tragic incident which threatened every thing Shabeeb has cherished - his family and his honour. His daughter was brutally raped in Iraq, his family was kicked out of their home, and the family's house was destroyed. Family's trauma, homelessness, and the stigmatism of rape were not enough for the perpetrators and the family was directly threatened to leave the country or to get killed.



*Shelter before assistance*



*Shelter rented*

Fleeing Iraq was not an easy decision for Shabeeb's wife with a family of six crossing the insecure borders to a new land without money and with many questions and uncertainties about the future of this family, especially with a new baby born! Shabeeb's daughter, the survivor of SGBV, became pregnant because of the rape incident and the family decided to keep the baby.

Shabeeb had been identified for cash assistance by UNHCR field staffs that paid the family a visit where they live in Sahab (south of Amman). They lived in a makeshift flat, with no windows to protect the family from the cold of winter, no proper draining system, no sun, just bare walls of misery.

The family's only source of income was Shabeeb's son's illegal work as a street vendor in the insecure allies of Sahab where he had been actually once being detained by Jordan police (He was only released after providing a Jordanian bailer.) His daily income varied between \$4.24 and \$5.7 a day when it was relatively secure for him to work.

The family had been approved for the monthly financial assistance. After receiving the assistance, the first thing the family did was to rent a new flat, with real windows. Furthermore, Shabeeb's son no longer had to risk being deported to Iraq for his illegal work.

However, the new house is still in a shocking condition. Yet, the family was happy and content. The new house has running water and a good drainage system. It did not smell as bad as the previous one, but more importantly, this house has provided the family with the privacy they need together with real windows!

The family, despite everything, love the new baby girl. They deprive themselves of essentials in order to provide the basics for her. The cash assistance has provided a stable income, as small as it is, for family to depend on for the baby's fixed monthly needs.

**Story compiled by:** *Huda Al-shabsog and Heba Azazieh, UNHCR Community Services/Field Unit*

## **Annex: Acronyms and Abbreviations**

<b>ATM</b>	Automatic Teller Machine
<b>BIS</b>	Beneficiary Information System
<b>CARE</b>	CARE Australia
<b>CERF</b>	Central Emergency Response Fund
<b>Fafo</b>	Norwegian-based Research Institute
<b>IP</b>	Implementing Partner
<b>JAAH</b>	Jordanian Alliance Against Hunger
<b>JRC</b>	Jordanian Red Crescent
<b>NGO</b>	Non Governmental
<b>UNHCR</b>	United Nations High Commissioner for Refugees