



The Hashemite Kingdom of Jordan
Ministry of Planning & International Cooperation



Jordan Response Plan

for the Syria Crisis **2018-2020**

EXECUTIVE SUMMARY

The Jordan Response Plan 2018-2020 consolidates all required efforts to respond to and mitigate the impact of the Syria crisis on the Kingdom and the people living in it. It incorporates the latest policy decisions taken by the Government of Jordan on livelihoods and education, thereby becoming the only comprehensive Plan within which international grants for the Syria crisis should be provided to Jordan.



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Overview of the Crisis

Seven 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 655,500 registered refugees, who face increasing vulnerability as their savings, assets and resources are long exhausted. Around 141,000 of these refugees live in camps, while the remaining have settled in urban and rural areas, primarily in northern governorates and in Amman.¹

The Syria crisis has added 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 labour 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 10,291 billion.² 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 years³, 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.

The Jordan Response Plan 2018-2020

Traditionally, humanitarian assistance addressing immediate refugees' needs and developmental interventions focusing on longer-term recovery and capacity strengthening activities have been managed by the international community through various programming strategies, tools, implementing partners and funding mechanisms. However, the duration and spill-over effects of the Syria crisis has challenged standard aid responses and coordination mechanisms, thereby exposing the divergence and contradiction between the humanitarian and development assistance systems, which produce gaps in policy, assessment, response capacity, and funding efficiency.

1 UNHCR, 'External Statistical report on UNHCR registered refugees', 5 December 2017

2 Government of Jordan, Ministry of Planning and International Cooperation, 2017

3 The JRP has received USD 1.65 billion in 2016 and USD 1.72 billion in 2017 (62% and 65% of net requirements, respectively)

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

The JRP 2018–2020 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 adopts a 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. The aim of this resilience-oriented approach is two-fold: on one hand to ensure that the impact of the crisis does not lead to lasting negative effects on the well-being of individuals, households, communities, institutions and systems, on the other hand to build national capacity to absorb future external shocks and deal effectively with its related stresses.

In order to maximize the possibilities of securing reliable and predictable funds to assist in the delivery of both short-term humanitarian and longer-term resilience-based interventions, the plan adopts a multi-year rolling approach spanning 36 months. This means that the JRP is expected to be revised on an annual basis based on updated needs and vulnerabilities. It is believed that this will facilitate the design and implementation of clear linkages between humanitarian and development interventions as well as the provision of multi-year predictable funding. Finally, the JRP is not conceived in an institutional vacuum but it is part of a wider national planning process that reflects the country's longer term development vision.



All in all, the JRP is considered by some researchers as the most sophisticated response to the Syria crisis of all the major neighboring host countries.⁴

The JRP 2018-2020 total budget is USD 7.312 billion, including USD 2.761 billion for subsidy, security, income loss and infrastructure depreciation due to the Syria crisis, USD 2.126 billion for refugee-related interventions and USD 2.425 billion for resilience strengthening, including that of communities where both Jordanians and Syrians live. The JRP budget per year is the following:

| | |
|------|-------------------|
| 2018 | USD 2.483 billion |
| 2019 | USD 2.525 billion |
| 2020 | USD 2.304 billion |

Budget requirements for refugee and resilience programmatic response have been disaggregated into detailed project summary sheets (PSS), which are annexed to this JRP and available on www.jrpjrc.org. Each PSS includes relevant information, such as project objective, outputs, location and beneficiaries. Also PSSs within each sector have been prioritized based on commonly agreed criteria.

The Jordan Response Information System for the Syria Crisis (JORISS) is the only national information management system to ensure that all financial resources for the JRP are tracked and accounted for. A recent Human Rights Watch's report states that Jordan, uniquely among host countries, publishes regular updates on all JRP funding and maintains an online database with detailed information on all JRP projects. The strength of JORISS, according to this report, is that it "includes funds actually disbursed, and not all funds committed in a given year, which allows an assessment of whether funding needs in a specific year have been met".⁵

Sector Response Plans

This section presents all twelve combined refugee and resilience sector response plans as prepared by the respective Task Forces (TFs) in a series of intensive working sessions and consultations. The result of this work has then been reviewed by MOPIC, which has provided TF members with recommendations for adjustment based on existing government policies, implementing partners' capacity and other criteria. Therefore, while the following sector responses are based on well-defined needs and vulnerabilities, only those interventions that the Government of Jordan considers feasible and of high priority to respond to the impact of the crisis have been included.

Education

The challenge of improving the quality of education in Jordan and delivering more competitive results has been strained by the influx of more than 212,000 Syrian registered refugees of school-age (6-17 year old), out of which 126,127 were enrolled in Jordanian schools in the 2016–2017 academic year. This means that, while the provision of education for Syrian refugees has been steadily improving, 40% of Syrian school-age children remain out of school in Jordan. As the Jordanian school system struggles to expand to include Syrian children—with 209 schools adopting a double-shift system in

4 Alexandra Francis, "Jordan's Refugee Crisis", Carnegie Endowment for International Peace, September 2015

5 Human Rights Watch, 'Following the Money - Lack of Transparency in Donor Funding for Syrian Refugee Education', page 25, September 2017

which Syrian and Jordanian students attend separate morning and afternoon shifts—the quality of education has also declined.

Therefore, the response plan of the Education sector seeks to ensure sustained quality educational services for all refugees as well as Jordanians affected by the crisis. It 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 and to build education system capacity to ensure the continuous delivery of quality education services in case of future emergency situations.

Financial Requirements for the Education Sector (USD)

| Education Overall Objective | To ensure sustained quality educational services for children and youth impacted by the Syria crisis | 2018 | 2019 | 2020 | Total |
|--------------------------------|--|-------------|-------------|-------------|----------------------|
| | | 328,789,723 | 434,759,139 | 385,784,507 | 1,149,333,369 |
| Specific Objective 1 | Improved capacities of education authorities to the continuous delivery of quality inclusive education services | 4,415,000 | 4,275,000 | 2,005,000 | 10,695,000 |
| Specific Objective 2 | Improved provision of educational facilities sustains access to adequate, safe and protective learning spaces | 12,545,056 | 12,388,656 | 12,376,056 | 37,309,768 |
| Specific Objective 3 | Increased provision of adequate, protective and safe learning spaces and facilities | 311,829,667 | 418,095,483 | 371,403,451 | 1,101,328,600 |



Energy

Jordan is an energy insecure country that imports 96% of its energy requirements. The sudden increase in population due to the refugees' influx has increased the need of energy, not only for domestic consumption, but also for sustaining services provision, such as education, health and water. It is estimated that during the first 5 years of the crisis (2011-2015), the total cumulative governmental subsidies for petroleum and electricity reached USD 7.1 billion⁶. According to latest statistics, the total residential electricity consumption increased by 34% between 2011 and 2016, while the consumption of liquefied petroleum gas (LPG) increased by 17% from 370,000 tons in 2011 to 433,000 tons in 2016. Furthermore, refugee camps have unstable power connection.

The energy sector aims to provide a clean, safe and affordable energy sources for both Syrian refugees and Jordanian communities through interventions within refugee camps and host communities alike. Responses should be aligned with and benefit from the new strategic investments planned within Jordan's overall drive for sustainable energy solutions. This response plan has therefore been developed with projects that will meet extra loads through renewable energy and energy efficiency (RE&EE) technologies and solutions. Increase awareness on energy saving and sustainable consumption, while building on existing capacities and initiatives, is also a priority.

Financial Requirements for the Energy Sector (USD)

| Energy 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 | 2018 | 2019 | 2020 | Total |
|--------------------------|---|------------|------------|------------|-------------|
| | | 76,957,925 | 49,057,925 | 45,967,925 | 171,983,775 |
| Specific Objective 1 | Introduce and promote renewable energy (RE) and energy efficiency (EE) technologies and solutions to support the increased energy needs | 36,474,926 | 27,374,926 | 27,084,926 | 90,934,778 |
| Specific Objective 2 | Enable refugees and host communities to access adequate, affordable and secure energy supply | 40,482,999 | 21,682,999 | 18,882,999 | 81,048,997 |

Environment

The Syria crisis has generated a number of adverse environmental effects on Jordan. For instance, overgrazing and unsustainable agricultural practices, including collection of medicinal plants and wood cutting, have increased. The Royal Administration for Environment Protection has reported violent incidents of 177 forest fires, 25 woods cutting and 22 overgrazing during January 2016 to January 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. Furthermore, the yearly generation of hazardous waste in Jordan was estimated at 45,000 ton/year in 2015. The average generation of pharmaceutical waste has increased by 250% compared to the pre-crisis period.⁷

⁶ Ministry of Energy and Mineral Resources, September 2016

⁷ The average volume of pharmaceutical waste generated before crisis was 750 m3/year, which has since increased to 1877 m3/year during the crisis. Ministry of Environment's data, 2016

The response aims at strengthening the resilience of fragile ecosystems and communities and plan 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. 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.

Financial Requirements for the Environment Sector (USD)

| Environment Overall Objective | To minimize the environmental impact of the Syria crisis on vulnerable ecosystems and communities | 2018 | 2019 | 2020 | Total |
|-------------------------------|---|-----------|-----------|-----------|-------------------|
| | | 8,134,800 | 7,158,740 | 2,910,000 | 18,203,540 |
| Specific Objective 1 | Improved mechanisms to mitigate pressure and competition for ecosystem services (land, water) resulting from refugee influx | 5,694,800 | 3,913,740 | 1,790,000 | 11,398,540 |
| Specific Objective 2 | Enhanced national and local capacities to manage hazardous waste | 1,055,000 | 2,420,000 | 120,000 | 3,595,000 |
| Specific Objective 3 | Strengthened monitoring and mitigation of air pollution | 1,110,000 | 600,000 | 1,000,000 | 2,710,000 |
| Specific Objective 4 | Effective institutionalization of mechanisms for environmental mainstreaming and reduction of environmental hazards as part of JRP implementation | 275,000 | 225,000 | - | 500,000 |



Food Security

Jordan is ranked at low risk in the 2017 Global Hunger Index (GHI) with a score of 6.7.⁸ Nationwide, 6.2% of Jordanian households are considered food insecure and vulnerable to food insecurity.⁹ However, these figures mask a worsening trend and stark regional disparities as food insecurity reaches 26% in some poverty pockets.¹⁰ Over 70% of Syrian refugee households in host communities continue to be either food insecure or vulnerable to food insecurity and are almost completely dependent on food assistance provided by the international community.¹¹ Besides, increased demand on food has led to an increase in the consumer food price by 15.56 points between 2009 and 2016. 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. To meet the urgent need for food assistance, the response plan will continue to support 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.

Financial Requirements for the Food Security Sector (USD)

| Food Security Overall Objective | To enhance food security situation of host communities and Syrian refugees in Jordan | 2018 | 2019 | 2020 | Total |
|---------------------------------|--|-------------|-------------|-------------|-------------|
| | | 196,593,170 | 204,029,572 | 196,978,572 | 597,601,314 |
| Specific Objective 1 | To improve availability, access and utilization of quality food for vulnerable women, girls, boys and men affected by the Syria crisis | 182,505,170 | 180,136,572 | 179,836,572 | 542,478,314 |
| Specific Objective 2 | To enhance efficient and sustainable use of agricultural resources to promote food security for host communities and Syrian refugees | 14,088,000 | 23,893,000 | 17,142,000 | 55,123,000 |

Health

The health sector in Jordan continues to face increasing needs and vulnerabilities with continued demand for services from refugees, changing epidemiology of disease, and increasing rates of determinants of poor health. Rising healthcare costs, of both services and supplies, also raise issues of sustainable financing mechanisms for this increased demand. More than half of Syrian households have severe or high health vulnerability, while around one third of the Jordanian population does not have access to universal health insurance coverage.¹²

⁸ 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)

⁹ Department of Statistics, "The State of Food Security in Jordan", February 2016

¹⁰ Food Insecurity Experience Scale (FIES), calculations made by FAO with data gathered from 2014 through 2016

¹¹ 2016 WFP/REACH Comprehensive Food Security Monitoring Exercise (CFSME) compared with 2015 WFP/REACH Comprehensive Food Security Monitoring Exercise (CFSME)

¹² Jordanian children under six years have free access regardless of their insurance status

The health sector response strategy will focus on the provision of durable solutions by continuing to meet the immediate and short-term health needs of refugees whilst also strengthening the national health system thereby promoting resilience. Therefore, 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. The response also aims to build the resilience of the public health system through investments in information management and logistics systems.

Financial Requirements for the Health Sector (USD)

| Health 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 | 2018 | 2019 | 2020 | Total |
|--------------------------|--|-------------|-------------|-------------|--------------------|
| | | 168,802,713 | 216,216,476 | 130,711,998 | 515,731,187 |
| Specific Objective 1 | Increased equitable access uptake and quality of primary health care for Jordanian and Syrian WGBM in impacted areas | 78,575,738 | 75,627,133 | 75,352,334 | 229,555,205 |
| Specific Objective 2 | Increased equitable access, uptake and quality of secondary and tertiary healthcare for Jordanian and Syrian WGBM in impacted areas | 57,521,554 | 42,734,676 | 41,811,099 | 142,067,329 |
| Specific Objective 3 | Strengthened access, uptake and quality of integrated community interventions for Jordanian and Syrian WGBM in impacted areas | 7,684,921 | 6,152,667 | 6,189,565 | 20,027,153 |
| Specific Objective 4 | Strengthened adaptive capacity of the national health system to address current and future stresses | 25,020,500 | 91,702,000 | 7,359,000 | 124,081,500 |



Justice

Jordan's justice system 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 stress by the growing caseload associated with the high influx of refugees, many of which lack important legal and civil documentation such as birth, marriage, and death certificates due to loss or damage in Syria.

In order to strengthen the existing legal aid system, the response plan will look at providing the national system with tools to operationalize legal aid and legal counselling mechanisms. It will strengthen the efforts of MOJ 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 plan will also aim to mitigate the increased burden on courts by supporting alternative mediation efforts. 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 of 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.

Financial Requirements for the Justice Sector (USD)

| Justice 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 | 2018 | 2019 | 2020 | Total |
|---------------------------|---|------------|------------|------------|------------|
| | | 19,065,000 | 14,805,000 | 13,943,750 | 47,813,750 |
| Specific Objective 1 | Easy access to the justice sector buildings which are properly equipped and rehabilitated supported by well-trained judicial professionals | 10,710,000 | 7,610,000 | 6,780,000 | 25,100,000 |
| Specific Objective 2 | Improved access to justice for vulnerable groups (WMGB) | 8,355,000 | 7,195,000 | 7,163,750 | 22,713,750 |



Livelihoods

Since 2016, a number of policy shifts were made by the Government of Jordan to create a conducive environment to achieve the objectives of the Jordan Compact¹³. This includes allowing Syrians in the camps to access jobs in host communities, providing pathways for refugees working in the construction and agricultural sector to obtain work permits without being sponsored, and the extension of a grace period until the end of 2017 for work permit fees.

However, disruptions to the macroeconomic environment due to the closing of regional trade routes, perpetuation of a strong informal labor market, and low labor force participation rates undermine Jordan's capacity to stimulate internal economic growth. Besides, refugees continue to require opportunities that provide immediate cash injection as well as training possibilities to equip them with the skills needed to provide added value to the labor market.

Given the complex set of macro and micro economic development and humanitarian challenges in Jordan, the response plan has been designed to meet the immediate livelihood needs of vulnerable Syrian refugees and host populations, while also addressing institutional and environmental deficiencies impeding the full realization of Jordan Compact objectives. The priority for the 2018-2020 response plan focuses on 'push' and 'pull' approaches to promote sustainable livelihood outcomes for displacement-affected populations. Emphasis will be placed on coordinated, market-driven programs that facilitate sustainable outcomes at both the household and institutional levels. This includes push strategies that build capacities of individuals and businesses to effectively engage in the market, and pull strategies to increase the quality and number of opportunities for displacement-affected populations to engage with market systems. As such, the response plan include projects focusing on employment creation, including job matching and employability services, vocational training and apprenticeships, and career counselling services designed to increase the accessibility of decent work opportunities.

Financial Requirements for the Livelihoods Sector (USD)

| Livelihoods Overall Objective | To ensure dignified, inclusive sustainable livelihoods create economic opportunities for Jordanians in host communities and Syrian refugees, as well as strengthening institutional capacity | 2018 | 2019 | 2020 | Total |
|-------------------------------|--|-------------|------------|------------|-------------|
| | | 110,912,603 | 70,168,353 | 54,945,137 | 236,026,093 |
| Specific Objective 1 | Improved short term self-reliance measures in order to promote access to income in preparation for long-term economic opportunities | 30,990,933 | 15,109,216 | 12,277,006 | 58,377,155 |
| Specific Objective 2 | Increased access to formal employment opportunities meeting decent work and protection standards | 45,451,861 | 28,444,707 | 21,020,342 | 94,916,910 |
| Specific Objective 3 | Increase support to entrepreneurs to develop and scale market-driven businesses within an improved enabling environment | 21,637,097 | 17,929,833 | 14,373,872 | 53,940,802 |
| Specific Objective 4 | Promote sustainable development and long-term growth through increased capacity of national and local institutions | 12,832,712 | 8,684,597 | 7,273,917 | 28,791,226 |

13 The Jordan Compact, which was agreed in February 2016, establishes that the Government of Jordan would create 200,000 job opportunities for Syrian refugees and facilitate business development processes over the following 3 years, conditional upon increased financial support from the international community, and other conditions



Local Governance and Municipal Services

Prior to the crisis, local governments in Jordan were already struggling to address service delivery shortages, induce local economic development, and maintain social cohesion mainly due to their already-limited capacity and financial distress. 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.

The local governance and municipal services response plan 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 plan adopts a resilience-based approach by helping municipalities to cope with the crisis, recover from its impact and sustain the gains made. It aims to mitigate the effects of the Syria crisis while at the same time contributing to Jordan's national development priorities. Immediate short-term interventions will focus on social cohesion, solid waste collection and rapid planning. Medium-term recovery interventions will focus on landfills, while the construction of sanitary cells will serve only as an emergency response.

Capacity building interventions will be implemented to help municipalities and 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 persons with disabilities. Participatory approaches to planning and budgeting, as well as better information management and coordination will be pursued to foster responsive and efficient local government responses.

Financial Requirements for the Local Governance and Municipal Services Sector (USD)

| Local Governance and Municipal Services Overall Objective | To support local governance and municipal service sector to better respond to the needs of host communities and refugees, including vulnerable groups | 2018 | 2019 | 2020 | Total |
|---|---|------------|------------|------------|-------------|
| | | 70,198,103 | 67,461,605 | 52,333,183 | 189,992,891 |
| Specific Objective 1 | Improved municipal service delivery performance in host communities | 66,420,798 | 64,798,675 | 49,112,374 | 180,331,847 |
| Specific Objective 2 | Revised local development priorities, projects, processes and systems to reflect and respond to changes and priorities arising from the Syria crisis | 1,330,375 | 946,045 | 679,969 | 2,956,389 |
| Specific Objective 3 | Strengthened resilience of local governance systems and communities to crisis with particular focus on social cohesion | 2,446,930 | 1,716,885 | 2,540,840 | 6,704,655 |

Shelter

The influx of Syrian refugees into Jordan has severely impacted the housing market, particularly in host communities, such as 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 141,000 refugees continue to reside in semi-permanent, substandard housing in the established refugee camps of Azraq and Za'atari.

The sector response 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 onto 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. The response is designed to improve access to affordable and adequate housing along with tenure security. It will focus mostly on bolstering resilience programs addressing identified shelter needs.

Financial Requirements for the Shelter Sector (USD)

| Shelter 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 | 2018 | 2019 | 2020 | Total |
|-----------------------------|--|------------|------------|------------|------------|
| | | 24,291,570 | 26,000,000 | 28,000,000 | 78,291,570 |
| Sector Specific Objective 1 | Adequate shelter and basic facilities provided for Syrian refugee women, girls, boys and men in camps ensuring physical protection and dignity | 8,291,570 | 8,000,000 | 8,000,000 | 24,291,570 |
| Sector Specific Objective 2 | Access to adequate, secure and affordable housing provided for vulnerable refugee and Jordanian women, girls, boys and men in host communities | 16,000,000 | 18,000,000 | 20,000,000 | 54,000,000 |

Social Protection

Although Jordan's social protection system is well-developed and diversified both in its protection and social assistance components, a number of challenges existed well before the Syria crisis, including unemployment and poverty; high rates of violence against women and children, including GBV; inadequate or insufficient prevention and response services, including for persons with disabilities and children at-risk; child labour and early marriage. This was further exacerbated by a legal framework that failed to meet certain international standards related to the protection of the rights of the most vulnerable. Furthermore, affected host communities 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 all vulnerable groups.

The Social Protection response focuses on strengthening national protection systems to enable them to address the social assistance and protection needs of Syrians and Jordanians. This includes the provision of quality social protection interventions for the most vulnerable in Jordan, including women, girls and boys, persons with disabilities, persons with particular legal and protection needs, the elderly, and the socio-economically vulnerable among others.

The response includes social protection activities directed towards Syrian refugees and Jordanians. 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.

Financial Requirements for the Social Protection Sector (USD)

| Social Protection Overall Objective | To provide all vulnerable groups affected by the crisis with access to improved social protection services and legal protection frameworks in all governorates affected by the Syria crisis | 2018 | 2019 | 2020 | Total |
|-------------------------------------|---|-------------|-------------|-------------|-------------|
| | | 351,282,748 | 263,724,194 | 225,051,894 | 840,058,836 |
| Specific Objective 1 | Strengthened and expanded national and sub-national protection systems that meet the international protection and social protection needs of vulnerable groups in the governorates most affected by the Syria crisis | 178,738,304 | 120,479,250 | 94,306,650 | 393,524,204 |
| Specific Objective 2 | To provide life-saving basic needs assistance to the most vulnerable families affected by the crisis inside the camps and in non-camp settings | 149,000,000 | 118,200,000 | 104,100,000 | 371,300,000 |
| Specific Objective 3 | To expand the beneficiaries targeted by 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 | 14,544,444 | 16,044,944 | 17,645,244 | 48,234,632 |
| Specific Objective 4 | Improved social protection and poverty alleviation mechanisms for vulnerable people affected by the crisis in order to ensure that basic household needs are met | 9,000,000 | 9,000,000 | 9,000,000 | 27,000,000 |



Transport

In recent years, the sector has witnessed 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 caused increased pressure on public roads and transportation networks used by inhabitants on their way to schools, health centers, work and other daily activities.

The response plan 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 development and regional roads with social, economic, and environmental returns.

Financial Requirements for the Transport Sector (USD)

| Transport 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 | 2018 | 2019 | 2020 | Total |
|-----------------------------|--|------------|------------|------------|------------|
| | | 13,635,000 | 18,305,000 | 17,075,000 | 49,015,000 |
| Specific Objective 1 | Improved and efficient transport services and systems to accommodate increased population in the northern governorates of Irbid, Zarqa and Mafraq | 1,700,000 | 6,400,000 | 6,600,000 | 14,700,000 |
| Specific Objective 2 | Strengthened capacity of the road networks to accommodate the increased traffic flows in the northern governorates of Irbid, Zarqa and Mafraq | 11,935,000 | 11,905,000 | 10,475,000 | 34,315,000 |



Jordan is one of the most water scarce countries worldwide¹⁴. 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). In the summer season, particularly in the north, water is supplied once every three and even four weeks for 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. The WASH response aims to rehabilitate water and sewage systems at some vulnerable host communities, renew energy supply systems for pumping, strengthen water networks and reduce water loss, 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 of water and sewage services at vulnerable schools, informal tented settlements or amongst nomadic communities.

Financial Requirements for the WASH Sector (USD)

| WASH Overall Objective | To support the government in ensuring the provision of essential and sustainable WASH services to those affected by the Syria crisis | 2018 | 2019 | 2020 | Total |
|---------------------------|--|-------------|-------------|-------------|-------------|
| | | 212,990,000 | 233,660,000 | 207,040,000 | 653,690,000 |
| Specific Objective 1 | Quantity, quality and efficiency of safe drinking water delivery improved and system optimized | 65,440,000 | 110,700,000 | 95,100,000 | 271,240,000 |
| Specific Objective 2 | Sanitation services expanded and improved | 95,000,000 | 97,050,000 | 91,400,000 | 283,450,000 |
| Specific Objective 3 | Strengthened Sector planning, implementation, monitoring and coordination | 1,960,000 | 1,760,000 | 1,290,000 | 5,010,000 |
| Specific Objective 4 | Sustainable provision of safe and equitable access to water services in camps as per min standards | 18,400,000 | 5,740,000 | 4,300,000 | 28,440,000 |
| Specific Objective 5 | Sustainable provision of safe and equitable access to water services in host community as per min standards | 2,200,000 | 2,600,000 | 2,400,000 | 7,200,000 |
| Specific Objective 6 | Providing safe and equitable access to gender appropriate sanitation services in camps | 22,110,000 | 6,110,000 | 4,600,000 | 32,820,000 |
| Specific Objective 7 | Providing safe and equitable access to gender appropriate sanitation in host communities | 1,970,000 | 2,300,000 | 2,200,000 | 6,470,000 |
| Specific Objective 8 | Improving environmental health as a result of the practice of key hygiene activities | 5,910,000 | 7,400,000 | 5,750,000 | 19,060,000 |

14 Report of the Special Rapporteur on the Human Rights to Safe Drinking Water and Sanitation, August 2014

Direct Budget Support Needs

Some of the effects of the crisis will be mitigated through programmatic interventions identified within the above mentioned 12 sectors. However, budgetary costs and income losses, which constitute a major burden on the economy, cannot be addressed through the implementation of these interventions. The table below, therefore, includes the major items that require direct budget support to compensate for the additional costs and losses resulting from the Syria crisis.

Financial Requirements for Subsidy, Security, Income Losses and Infrastructure Depreciation (USD)

| | ITEMS | 2018 | 2019 | 2020 |
|--------------------|--|--------------------|--------------------|--------------------|
| 1 | SUBSIDY | | | |
| 1.1 | Electricity and LPG | 123,164,630 | 123,368,150 | 122,706,490 |
| 1.2 | Water | 25,000,000 | 25,000,000 | 25,000,000 |
| SUB-TOTAL | | 148,164,630 | 148,368,150 | 147,706,490 |
| 2 | SECURITY | | | |
| 2.1 | Military | 220,426,629 | 225,001,356 | 230,435,988 |
| 2.2 | Civil Defense | 42,261,814 | 43,811,164 | 42,257,123 |
| 2.3 | Gendarmerie | 43,933,176 | 45,520,506 | 47,458,626 |
| 2.4 | Police | 137,980,604 | 139,069,790 | 141,022,494 |
| SUB-TOTAL | | 444,602,223 | 453,402,816 | 461,174,231 |
| 3 | INCOME LOSS | | | |
| 3.1 | Labour Permits Fees | 73,000,000 | 87,600,000 | 109,500,000 |
| 3.2 | Transport | 44,163,394 | 43,758,225 | 43,758,225 |
| 3.3 | Aviation | 13,934,025 | 13,330,393 | 11,864,481 |
| SUB-TOTAL | | 131,097,419 | 144,688,618 | 165,122,706 |
| 4 | ACCELERATED INFRASTRUCTURE DEPRECIATION | 176,650,167 | 171,947,114 | 168,350,181 |
| GRAND TOTAL | | 900,514,439 | 918,406,698 | 942,353,608 |

The JRP 2018-2020 Process

The JRP 2018-2020 is prepared within the framework of the Jordan Response Platform for the Syria Crisis (JRPSC), which is chaired by the Minister of Planning and International Cooperation.

The JRPSC brings together high level representatives of the government, development partners, UN agencies and the INGO community under one planning and coordination framework. Its mission is to ensure a comprehensive, coordinated, nationally-owned, and internationally supported response to the multi-faceted challenges faced by Jordan as a result of the Syria crisis. The JRPSC is supported by a dedicated JRPSC Secretariat that works in close cooperation with the Humanitarian Relief Coordination Unit of the Ministry of Planning and International Cooperation.

Within the JRPSC framework, 12 Task Forces (TFs) were established to provide a forum for technical discussion and strategic policy-advisory support to the Government of Jordan in the development and implementation of a coherent sector wide response to the impact of the Syria crisis on Jordan.

List of Sector Task Forces



The JRP is composed of 12 sector response each guided by an overall objective and a set of specific objectives that bring together all agreed interventions to address the humanitarian and development needs. Each sector response builds upon a Comprehensive Vulnerability Assessment (CVA), which aims to clarify vulnerabilities of both refugees and host communities as well as to assess the impact of the crisis on key social services, such as education, health, solid waste management and water.

Both the CVA and the sector responses were prepared by the TFs during intensive working sessions, which culminated in a 3-day workshop on 24-26 September, when some 400 stakeholders gathered together to draft the 12 sector assessments and responses, which included priority interventions and project summary sheets (PSSs). TF participants included Government officials, UN and NGO representatives, diplomats from donor countries, and, for the first time, representatives from Chambers of Commerce, universities, hospitals and the Greater Amman municipality.

During the period between October and December 2017, all sector responses and assessments were reviewed by MOPIC and finalized in close consultation with line ministries and other relevant stakeholders.

Jordan Response Information System for the Syria Crisis (JORISS)

The Jordan Response Information System for the Syria Crisis (JORISS) has been established to facilitate funding submission and replace the previous paper-based approval system. Before the start of the Syria crisis, in fact, the funding revision process was done by MOPIC, on behalf of the Government of Jordan, through paper-based project documents and reports with sub-optimal levels of efficiency. In March 2015, as a result of the increasing operational complexity and scale of the response to the Syria crisis in Jordan, MOPIC set up JORISS to ensure that all Syria-crisis related projects are aligned with the Government's priorities as outlined in the JRP.

Since then, 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, thereby increasing overall transparency. JORISS is also the established system for NGOs to have their foreign funding approved by the Cabinet, as per Jordanian legislation.¹⁵

A recent Human Rights Watch's report states that Jordan, uniquely among host countries, publishes regular updates on all JRP funding and maintains an online database with detailed information on all JRP projects. The strength of JORISS, according to this report, is that it "includes funds actually disbursed, and not all funds committed, in a given year, which allows an assessment of whether funding needs in a specific year have been met".¹⁶

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 does not duplicate 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. The IMCC also checks implementing partner's capacity to achieve the intended desired results as well as the project management governance structure proposed, ensuring it includes sufficient levels of management oversight, quality assurance, risk management, realism and implementation capacity, an appropriate level of engagement with the relevant line ministry and appropriate and balanced finance of components, sectors and subject matters. Once approved by the IMCC, projects are sent to the Cabinet for final approval.

In instances where projects fall short of the quality required through the detailed project appraisal process outlined above, or where some aspect of the project appears to be conspicuously lacking, feedback will be provided to the applicant through JORISS advising what elements of the project document should be addressed prior to its re-submission.

To further reduce the risks of duplication and overlap, donors are encouraged to engage in early consultation with MOPIC regarding sectors and projects of interest to be financed. Also, it is requested that implementing partners and international organizations coordinate closely with their relevant line ministries to make sure the Government of Jordan is well informed of all project details.

¹⁵ Law No. 22 of 2009 – Law on Societies

¹⁶ Human Rights Watch, 'Following the Money - Lack of Transparency in Donor Funding for Syrian Refugee Education', page 25, September 2017

JRP 2018-2020 Contents

The JRP consists of the following five chapters: (I) Context and Methodology; (II) Comprehensive Vulnerability Assessment; (III) Direct and Indirect Impact of the crisis, including income losses and subsidies; (IV) Sector Response Plans; and (V) Management Arrangements.

Chapter 1 consists of an overview of the scope and objective of the plan and the process that has led to its elaboration. Chapter 2 identifies the vulnerabilities, needs and gaps in assistance to refugees and host communities, and seeks to measure the impact of the crisis on key public service sectors and their capacity to cope with the additional demand arising from the influx of refugees. Chapter 3 outlines the direct budget support needs of the government to deal with the impact of the crisis with a breakdown according to expenditures under the main budget lines: subsidies, income loss and security. Chapter 4 presents the 12 sector response plans, with an update on 2016 contributions and achievements, an overview of outstanding needs, and the strategies that have been developed by sector task forces to meet them, including proposed projects. Chapter 5 outlines the management arrangements including proposed procedures for the appraisal, implementation, monitoring and evaluation of projects.

The full JRP 2018-2020 is available for consultation and download at www.jrpssc.org.



BUDGET REQUIREMENTS PER COMPONENT (USD)

| Sector | Refugee Response | Resilience Response | Total |
|--|------------------|---------------------|---------------|
| Education | 428,923,049 | 720,410,320 | 1,149,333,369 |
| Energy | 40,889,889 | 131,093,886 | 171,983,775 |
| Environment | - | 18,203,540 | 18,203,540 |
| Food Security | 518,257,831 | 79,343,483 | 597,601,314 |
| Health | 214,604,796 | 301,126,391 | 515,731,187 |
| Justice | 9,173,750 | 38,640,000 | 47,813,750 |
| Livelihoods | 101,198,693 | 134,827,400 | 236,026,093 |
| Local Governance and Municipal Services | 5,520,446 | 184,472,445 | 189,992,891 |
| Shelter | 60,291,570 | 18,000,000 | 78,291,570 |
| Social Protection | 652,737,204 | 187,321,632 | 840,058,836 |
| Transport | - | 49,015,000 | 49,015,000 |
| WASH | 93,990,000 | 559,700,000 | 653,690,000 |
| Management and Coordination | - | 3,000,000 | 3,000,000 |
| Sub Total: JRP Programmatic Response | 2,125,587,228 | 2,425,154,097 | 4,550,741,325 |
| Sub Total: Subsidy, Security, Income Losses, Infrastructure Depreciation | - | - | 2,761,274,745 |
| GRAND TOTAL | - | - | 7,312,016,070 |

BUDGET REQUIREMENTS PER YEAR (USD)

| Sector | 2018 | 2019 | 2020 | Total |
|--|---------------|---------------|---------------|---------------|
| Education | 328,789,723 | 434,759,139 | 385,784,507 | 1,149,333,369 |
| Energy | 76,957,925 | 49,057,925 | 45,967,925 | 171,983,775 |
| Environment | 8,134,800 | 7,158,740 | 2,910,000 | 18,203,540 |
| Food Security | 196,593,170 | 204,029,572 | 196,978,572 | 597,601,314 |
| Health | 168,802,713 | 216,216,476 | 130,711,998 | 515,731,187 |
| Justice | 19,065,000 | 14,805,000 | 13,943,750 | 47,813,750 |
| Livelihoods | 110,912,602 | 70,168,355 | 54,945,136 | 236,026,093 |
| Local Governance and Municipal Services | 70,198,103 | 67,461,605 | 52,333,183 | 189,992,891 |
| Shelter | 24,291,570 | 26,000,000 | 28,000,000 | 78,291,570 |
| Social Protection | 351,282,748 | 263,724,194 | 225,051,894 | 840,058,836 |
| Transport | 13,635,000 | 18,305,000 | 17,075,000 | 49,015,000 |
| WASH | 212,990,000 | 233,660,000 | 207,040,000 | 653,690,000 |
| Management and Coordination | 1,200,000 | 1,000,000 | 800,000 | 3,000,000 |
| Sub Total: JRP Programmatic Response | 1,582,853,354 | 1,606,346,006 | 1,361,541,965 | 4,550,741,325 |
| Sub Total: Subsidy, Security, Income Loss, Infrastructure Depreciation | 900,514,439 | 918,406,698 | 942,353,608 | 2,761,274,745 |
| GRAND TOTAL | 2,483,367,793 | 2,524,752,704 | 2,303,895,573 | 7,312,016,070 |



The Hashemite Kingdom of Jordan
Ministry of Planning & International Cooperation



Jordan Response Plan

for the Syria Crisis

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