



UNHCR

United Nations High Commissioner for Refugees

Haut Commissariat des Nations Unies pour les réfugiés

Country Operations Plan 2007

Hashemite Kingdom of Jordan

2007 COUNTRY OPERATIONS PLAN

BRANCH OFFICE IN AMMAN, JORDAN

Part I. Introduction and overview of operational environment

General considerations

The political, economic and security situation in Iraq continues to have a direct impact on Jordan, including persons of concern to UNHCR. After years of political repression, sanctions and human rights abuses by the former regime which pushed many to seek asylum and protection in Jordan, new problems in Iraq have led to additional outflows of persons with equally serious protection concerns albeit perpetrated mainly by a host of non-state actors rather than by state actors as was generally the case during the former regime.

Despite hopes that the security situation in Iraq will eventually improve and thus enable many of the thousands of Iraqis benefiting from protection in Jordan to return home, UNHCR Jordan continues, at the time of writing, to register significant numbers of asylum seekers fleeing both general insecurity as well as other forms of persecution in Iraq. Unless there is a notable and durable improvement in the security situation in Iraq, it can be safely assumed that asylum seekers from Iraq will continue to approach BO Amman during 2007. Should the security situation in Iraq deteriorate any further, this could result in new displacements, not only of Iraqis, but of other groups in Iraq (Palestinians, Iranian Kurds, Ahwazis, etc.) both inside and outside Iraq. UNHCR Amman must be prepared for this eventuality which could result in additional large numbers of persons who may attempt to seek asylum in Jordan.

Jordan is not a signatory to the 1951 Refugee Convention or its 1967 Protocol, nor does it have any national legislation pertaining to the status and treatment of refugees. UNHCR therefore continues to support the creation of a rights-based asylum space through promoting the accession to the 1951 Refugee Convention and the 1967 Protocol, the drafting and revising of national asylum legislation, and capacity-building for existing or new bodies dealing with asylum-seekers, refugees and other persons of concern to UNHCR.

Although the authorities stated at the beginning of 2006 that they are of the opinion that most Iraqis can now return to Iraq, they generally continue to respect UNHCR's call for a flexible attitude vis-à-vis the Iraqi population with regards to the strict application of residency permit requirements. Nevertheless, the Government's diminishing tolerance towards Iraqis is widely felt and reflected in various measures aimed at exercising stricter controls on the "foreign" population present in Jordan. In fact, these measures such as residency and work permit controls are most felt by and most likely directed at Iraqis, especially since the bombings in Aqaba and Amman which took place in August and

November 2005 respectively. The government estimates that there are some 750,000 Iraqis living in Jordan who fall into this category.

In addition to Iraqis, other caseloads need to be seen within the regional context and durable solutions sought within a comprehensive approach. This is the case for approximately 200 Iranian Kurds who formerly lived in Al Tash Camp in Iraq, and who have been living in the NML area between Jordan and Iraq since January 2005, as well as 94 Palestinians who attempted to enter Jordan in March 2006 but was pushed back to the Iraqi side by the Iraqi border authorities. The Iranian Kurds, on the other hand, still remain within the NML where access to them is particularly difficult. Given UNHCR's policy on the resettlement of Palestinians, as well as the fact that return to Iraq cannot be considered as a viable option even in the future unless both their physical and legal safety can be guaranteed, it is essential that this issue be addressed in a coordinated manner by the Offices in the region, taking into account the regional and political sensitivities which surround the Palestinian question. It will, furthermore, be extremely difficult to avoid the creation of a pull-factor both for Palestinians and other groups inside Iraq.

Part II. Number and Characteristics of the Beneficiary Population

A. Refugees and asylum-seekers –urban caseload

Iraqi refugees and other persons of concern

The GOJ estimates that there were about 750,000 Iraqi nationals residing in Jordan, of which at least half were present illegally, i.e. did not possess a residence permit. This number has increased in recent years, and BO Amman anticipates that this trend will continue into 2007 due to the growing insecurity in Iraq. It is expected that some 21,000 Iraqis, most of whom reside illegally in lower income areas of Amman, Irbid, Kerak, and Aqaba, will be registered under the protection regime applicable to Iraqis by 1 January 2007. In addition, there is a fluid caseload of some 965 Iraqi refugees that have been recognized under UNHCR's mandate (47 % the caseload is female). In addition, there are, at the time of writing, a total of 211 non-Iraqi refugees registered with BO Amman.

Contrary to the assumption of 2006, GOJ involvement in a joint registration procedure in 2007 is not considered likely under the applicable protection regime in Jordan. Nevertheless, despite its rejection of the TPR as described in Part I, it is assumed that the GOJ will continue to endure the presence of the large number of Iraqi population in Jordan in 2007.

Other nationalities (Egypt, Ethiopia, Eritrea, Libya, Saudi Arabia, Somalia,, Sudan, Syria, Yemen, etc, including stateless persons)

It is estimated that Jordan hosts some 360 asylum seekers and 211 refugees of the above mentioned nationalities.

Chechen refugees

Jordan also hosts a stable caseload of 90 Chechen refugees, all of them recognized *prima facie* by UNHCR in close coordination with the authorities. The presence of these refugees is tolerated in Jordan and the refugees have obtained legal residence. They are predominantly supported by the Chechen-Jordanian community and enjoy some level of local integration. UNHCR will continue to monitor the protection situation of these refugees and considers only resettlement as a durable solution for refugees whose profile does not allow presence in Jordan any longer.

Bosnian refugees

One Bosnian family (12 persons) has been residing in Jordan for a lengthy period of time. Although the 1998 MOU indicates that refugees enjoy temporary asylum for a maximum period of 6 months, the Bosnian refugees enjoy a semi-locally integrated status. UNHCR continues to monitor their protection situation, and will only intervene and assess the durable solution needs of the family for protection reasons.

Palestinian refugees

There are 387 Palestinian refugees who were formerly accommodated in Ruwaished Camp, in Jordan. These refugees were allowed to join their Jordanian spouses by Royal Decree of August 2003. UNHCR continues to monitor their protection situation, and provides assistance to the refugees through UNRWA. The refugees do not have annual residency permits and are not allowed to work legally in Jordan.

B. Refugees and asylum seekers-camp caseload and the border area).

In line with BO Amman's durable solutions strategy for 2006, all efforts are being made to resettle the camp population and close Ruwaished by the end of 2006. However, should resettlement submissions be rejected for some of the Ruwaished caseload, the anticipated closure for the camp will not take place and hence BO Amman will be obliged to continue providing assistance to and searching for alternative durable solutions for the remaining caseload.

In light of the situation in Iraq and in particular the deteriorating situation of particular refugee groups such as the Palestinians, an increased refugee influx in 2007 cannot be ruled out. UNHCR Amman is of the view that that the Jordanian authorities will not allow Palestinian or other refugees from Iraq to enter Jordan, nevertheless it is possible that they establish a presence at the Iraqi border.

The other possibility is that the Palestinian caseload, in the event of an influx, is allowed into Ruwaished Camp in light of international pressure on the Jordanian authorities. Should this be the case, it is assumed that UNHCR will be asked to offer protection and assistance to this group as well as work towards finding durable solutions for them.

(Please note that these possibilities are addressed in-depth in Section 3, Durable Solutions)

Part III. Operational Goals

Background

UNHCR's basis for involvement with persons of concern is the Memorandum of Understanding (MoU) of April 1998. It contains the refugee definition and confirms the principle of non-refoulement. The MoU provides the legal basis for the stay of asylum-seekers in Jordan pending Refugee Status Determination (RSD) undertaken by UNHCR, and allows mandate refugees a maximum stay of 6 months after recognition during which period a durable solution has to be found. There is no possibility of local integration in Jordan and therefore UNHCR must either resettle or assist refugees to voluntarily repatriate. Since return to their countries of origin is not a realistic option for many refugees in Jordan, UNHCR is obliged to seek resettlement for recognized refugees. In practice, finding a resettlement solution for refugees within 6 months is nearly impossible, except in urgent medical cases. While in the past, the GOJ has demonstrated a certain tolerance for the prolonged stay of refugees until a solution is found by UNHCR, this issue was raised with UNHCR by the GOJ at the beginning of 2006 and it cannot be assumed that this tolerance will continue indefinitely, despite the credible explanations provided by UNHCR for the delays. It appears to be the GOJ's clear intention to return to the application of the 1998 MOU.

Planning

Within the context described above, and taking into account the goals of the *Agenda for Protection*, as well as specific goals that have been set by CASWANAME for the region, BO Amman's operation and activities will be based on the following themes and considerations during 2007/2008:

#1. Providing protection and assistance to refugees and other persons of concern

Projects related to this theme

06/AB/JOR/CM/200 - Protection, community development and assistance for urban refugees

06/SB/JOR/RP/333 – Repatriation of Iraqi refugees

Rationale and background

In line with UNHCR's mandate to provide protection to refugees, asylum-seekers and other persons of concern, UNHCR seeks to enhance its protection capacity in order to ensure access to asylum, respect for the principle of non-refoulement, and improve the quality of asylum, especially for Iraqis benefiting from the applicable protection regime. Within this context, the Office seeks to enhance its cooperation with the Government of

Jordan in order to achieve a better understanding by the authorities of the situation of refugees in Jordan as well as UNHCR's role and interventions, including for the refugees currently located in the NML between the Iraqi and Jordanian borders. This theme also incorporates the provision of legal advice and assistance to refugees, asylum-seekers and other persons of concern which is implemented through the Jordanian NGO Mizan, as well as the identification of and delivery to beneficiaries in need of assistance.

According to GOJ figures provided in mid-2004, Jordan hosts some 250,000 Iraqis. (It is estimated that this number to have increased to 750,000 although no new figures have been provided by the authorities since 2004). The large number of Iraqis who arrived after the war in 2003 and initially benefited from the TPR until April 2005 when the GOJ declared, as mentioned above, that it no longer considered TPR applicable to Iraqis. Nevertheless, the Office's main activities continue to focus on registering and counseling Iraqi asylum seekers, while at the same time their continued protection and a flexible attitude from the Jordanian authorities within the context of this latter's growing frustration and intolerance with the large Iraqi population in Jordan

Due to this situation, Iraqis registered with UNHCR increasingly express to UNHCR their growing concerns about their protection and assistance situation in Jordan, as well as their frustrations with UNHCR due to the length of the resettlement process. At the end of December 2005 the urban refugee population consisted of a fluid caseload of 969 recognized refugees (47% females) and 16,210 Iraqi asylum-seekers (33% females) registered at BO Amman.

In view of budgetary constraints, BO Amman is only able to provide assistance to extremely vulnerable cases on an exceptional basis. Given the length of processing time for resettlement, as well as the GOJ's restrictions on asylum seekers and refugees as regards access to the labor market, many asylum seekers and refugees have no choice except to work illegally. Those caught working without a legal work permit may be subject to deportation by the GOJ, especially within the context of the increasingly strict attitude of the Government vis-à-vis Iraqi asylum seekers and refugees. During 2007, BO Amman will actively seek ways in which it can increase assistance to asylum seekers. This endeavor should be undertaken in a regional context among Jordan, Syria, and Lebanon (all of which host large numbers of Iraqis) and involve outside partners who may be approached for funding. Means of channeling this assistance through involving the host government will also be explored. In parallel, UNHCR will continue to carry out its mandate functions, including registration, RSD, and the search for durable solutions, while at the same time providing limited assistance to the most needy cases. Potentially vulnerable cases will be identified during the registration process and referred to community services staff for further follow-up.

Assumptions

- GOJ will continue to host refugees and other persons of concern;
- GOJ will continue to provide access to asylum institutions;
- GOJ demonstrates willingness to enhance the asylum/ protection space in the country;

- Registration and processing of asylum claims will be undertaken by UNHCR;
- Mizan will continue to advise refugees and other persons of concern on their rights and duties;
- Asylum seekers and refugees continue to need for legal representation ;
- Cases in need of assistance will be identified;
- Provision of assistance is done primarily through implementing partners.

Constraints

- GOJ may at any moment decide not to allow refugees and other persons of concern to remain in Jordan beyond the period of 6 months as provided for in the MOU;
- Large scale refugee influx in view of regional developments is a constant possibility;
- New arrivals may be denied access to Jordan;
- Regional political and economical obstacles hinder the development of a protection/ asylum space;
- Host community's tolerance towards refugees and other persons may diminish;
- Increasingly strict policies vis-à-vis refugee issues (restrictive laws.)
- Funding to maintain projects with Mizan and other implementing partners is not guaranteed.

#2 Promoting Self reliance for refugees and other persons of concern
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Projects related to this theme

06/AB/JOR/CM/200 - Protection, community development and assistance for urban refugees

06/SB/JOR/RP/333 – Repatriation of Iraqi refugees

Rationale and background

Under this theme, UNHCR aims to enhance the self-reliance of refugees and other persons of concern during their stay in Jordan. The prolonged stay in the country of asylum of mainly Iraqis with little prospects for early returns to Iraq affects their financial, social and legal capacity to enjoy asylum in a dignified manner. This situation is further exacerbated by the limited assistance provided to the asylum seekers by UNHCR, as well as the lack of local integration prospects and the fact that even asylum seekers and refugees who reside legally in Jordan are not allowed to work. It has, moreover, been noted in recent years that the main reasons for detention and eventual deportation of Iraqis were because they were caught working illegally.

It is believed that through self-reliance activities implemented through a community-based approach, UNHCR can reach a larger number of beneficiaries while at the same time support Jordanian institutions that have come under increased pressure by ever-growing numbers of Iraqis present in Jordan. The success of these programs will depend on UNHCR's ability to plan and implement projects aimed to benefit the host and refugee communities as well as the GOJ's willingness to authorize any type of lucrative projects considering that asylum seekers and recognized refugees do not have the right to work in

Jordan. BO Amman is of the opinion that the best approach within this context will be to liaise closely with other international actors and subsequently to present joint projects to the GOJ aimed at benefiting both the refugees as well as Jordanian nationals. An example of this is a hairdressing and beauty salon opened in 2006 in an area in Amman easily accessible to refugees, with the support of VAR project funds. This project, managed by the Family Development Center, hires three refugee or asylum seeker women on a rotational basis to provide hairdressing services to refugee women and the local community. Any woman registered with UNHCR receives a 50% discount on already low prices. The salon will also act as a training center for refugee and Jordanian women.

Should there continue to be a camp caseload in 2007, and understanding that opportunities for self-reliance are limited within a refugee camp, BO Amman will nevertheless aim at including refugees in a range of camp activities (e.g. vocational training, education) in order to ease the effects of confinement and lack of freedom of movement. Furthermore, it is believed that such activities will enhance the durable solutions profile of the refugees.

Assumptions

- International bodies and funds are available to implement joint projects benefiting both nationals and refugee communities
- Implementing partners are available and have the capacity to implement self-reliance projects;
- Beneficiary caseload is willing to participate;
- UNHCR will have the financial means to support self-reliance activities.

Constraints

- GOJ may not approve the proposed projects and strategy. The strategy may be perceived as a breach of the provisions of the 1998 MOU and as a first step towards local integration in the country;
- Possible lack of interest of international actors to be involved in funding projects on behalf of Iraqi refugees and asylum seekers in Jordan;
- Possible lack of capable implementing partners available;
- Refugees are reluctant to cooperate because they see self-reliance as an obstacle to desired durable solutions;
- Funding is not available.

#3 Identification of durable solutions (Voluntary repatriation and Resettlement)

Projects related to this theme

06/AB/JOR/CM/200 - Protection, community development and assistance for urban refugees

06/SB/JOR/RP/333 – Repatriation of Iraqi refugees

Rationale and background

In the context of the Agenda for Protection, the Convention Plus Initiative as well as the agreements between the GOJ and UNHCR, UNHCR will continue to actively pursue the identification of appropriate durable solutions for refugees and other persons of concern.

As described in the narrative, the security situation in Iraq is not currently considered conducive to the promotion of voluntary return. While UNHCR will continue to facilitate voluntary return on an individual basis, there is no basis on which to begin discussions with the GOJ aimed at coordinating large-scale returns in an orderly manner. While BO Amman will keep this option open, the feasibility of such a project will depend entirely on developments in the security situation within Iraq. Based on the experience of the past few years, BO Amman is of the opinion that a realistic approach with regards to the possibility of voluntary repatriation to Iraq is necessary, and that it is most likely that no such return program will be likely during 2007. Nevertheless, BO Amman will continue to monitor the situation and will adapt its repatriation strategy in view of future developments. BO Amman will simultaneously continue to facilitate and coordinate the return of asylum seekers and refugees whose place of habitual residence or of origin is not Iraq.

- On the basis of BO Amman's current registration and recognition statistics and past experience, and taking into account the impact which developments in the situation of Palestinians and other groups in Iraq may have on BO Amman's operations, several scenarios involving durable solutions are considered possible, based on the following assumptions:
 1. The number of RSD interviews carried out for Iraqi nationals will increase during 2006 and 2007;
 2. The number of cases which undergo RSD will be proportional to the number of eligibility staff carrying out full-time RSD in BO Amman; this in turn will be directly affected by the budget available to BO Amman;
 3. The rate at which recognized refugees can be resettled is directly dependent on the processing time of States, which has increased in past years; security clearance procedures will continue to be lengthy;
 4. The GOJ will maintain its position that local integration is not an option;
 5. The GOJ's diminishing tolerance for asylum seekers from Iraq will continue;
 6. The GOJ will attempt to maintain its position of not allowing additional refugees from Iraq (Iranian Kurds, Syrians, Palestinians, etc.) into Jordan to seek asylum but could bend to international pressure in the event of a mass exodus;
 7. The situation of refugee groups in Iraq, and especially that of Palestinians, will continue to deteriorate throughout 2006 and 2007, causing many to flee towards the Jordanian borders;
 8. The security situation in Iraq will remain precarious and conditions will therefore not be conducive to the promotion of voluntary return;

- Scenario I: *Efforts during 2006 to find durable resettlement solutions for the remaining caseload in Ruwaished camp are successful. The camp is thus emptied and closed in September 2006 as foreseen with the full support of the Jordanian authorities.*

In this case, BO Amman in 2007 will focus primarily on the resettlement of the urban caseload while facilitating voluntary repatriation for persons of Iraqi or other nationalities that express the wish to return. It is expected that some 100 non-Iraqi refugees and some 1,400 Iraqi refugees will be in need of resettlement processing in 2007. BO Amman will, to the extent possible and within limits of its resources, conduct refugee status determination and identify solutions in the form of resettlement for those Iraqi refugees that are unable to return to Iraq for protection reasons. For all other nationalities, UNHCR will continue to carry out registration and RSD within a period of maximum 6 months. Due to the continued limited possibilities for voluntary repatriation as well as the GOJ insistence that the MOU be respected, BO Amman will be under great pressure to expedite the resettlement process, especially given its staffing constraints.

- Scenario II: *A number of Ruwaished cases submitted for resettlement are rejected, and processing time for those accepted exceeds the September 2006 closing deadline. BO Amman is left with a residual caseload with limited resettlement options and no possibility of local integration into Jordan.*

BO Amman may find itself obliged to keep Ruwaished open, albeit on a much reduced basis. This will have serious financial implications and necessitate a review of the budget and staffing originally planned for 2007 under the hypothesis that Ruwaished would be closed. The search for durable solutions for the residual caseload will present a particular challenge as most resettlement options will have been exhausted. Depending on individual profiles, BO Amman will try and negotiate local integration in Jordan for some cases, especially if any have former links to Jordan. Due to continued security considerations, UNHCR will not promote return to Iraq, but will counsel individuals for whom voluntary return could be an option and facilitate their return if requested by the individuals to do so. BO Amman will also explore the option of repatriation to the country of origin for persons who do not originate from or wish to return to Iraq, and will liaise with the UNHCR Iraq operation as to possibilities of local integration in Northern Iraq if any former Al Tash residents still remain in Ruwaished.

- Scenario III: *A large exodus of mainly Palestinians from Iraq takes place during 2006. They move towards the Syrian and Jordanian borders. Jordan is persuaded under heavy international pressure to “share” the burden with its neighbors in the region and agrees to allow a certain number of asylum seekers into Jordan, but only on the condition that they are accommodated in Ruwaished and that UNHCR find durable solutions for them.*

UNHCR will seek to deal with the issue of Palestinian refugees in a coordinated manner as a one-sided approach may negatively affect the chances for finding solutions in the other country (e.g. through creation of pull-factors). The financial and staffing

implications of keeping Ruwaished open will need to be addressed as in Scenario II; however, in case of a large exodus, it is likely that a special appeal for funding will be made. BO Amman's possibilities for finding durable solutions in this case will be largely dependent on developments in the security situation in Iraq, since voluntary repatriation will be the preferred option. The Office will also explore resettlement options although resettlement for large numbers of Palestinians will be difficult due to political sensitivities. BO Amman will not be keen to explore this option unless a change in general UNHCR policy regarding the resettlement of Palestinians is forthcoming. BO Amman will also liaise with UNRWA in Jordan, and will pursue further negotiations with the GOJ on the possibility of admitting the Palestinians to Jordan.

4

Gender and Age Mainstreaming Activities

Projects related to this theme

06/AB/JOR/CM/200 - Protection, community development and assistance for urban refugees

06/SB/JOR/RP/333 – Repatriation of Iraqi refugees

Rationale and background

UNHCR Jordan was identified as a pilot country to participate in the Gender and Age Mainstreaming Project that was established by Headquarters. The project consisted of 3 phases: self-assessment, capacity-building of members of the multifunctional team, implementation of country objectives as set by the multi functional team. The Multi-Functional Team (MFT) set four objectives: registration, refugee status determination, education, and livelihood. The objectives set by the gender and age mainstreaming team is reflected in all protection and assistance activities undertaken by BO Amman. UNHCR ensures that women, children and elderly persons are fully involved in the decision-making process, the design and implementation of its programs, and that their special needs are duly taken into consideration. All projects are designed to adequately protect the environment.

The Age, Gender and Diversity Mainstreaming Team, comprised of UNHCR and implementing partner staff, embarked on a participatory assessment exercise with refugee men, women and children of all nationalities and backgrounds. The assessment identified and prioritized the protection risks faced by refugees and asylum seekers. It showed that the lack of access to education for children, the inability of refugees to obtain work permits and the threat of deportation for working illegally were the main concerns of the community. UNHCR has taken these risks into consideration when planning activities for 2007; however, it must be noted that the government is unlikely to alter its position regarding permitting refugees to work legally in Jordan or access the public school system. During 2006-2007 the MFT will expand to include government institutions and ministries to ensure wide participation and a holistic approach to the process.

Assumptions

- All stakeholders actively participate to eliminate gender and age discrimination in all activities of the operation. Assistance and protection activities are implemented with due respect to gender and age sensitive issues.

Constraints

- Cultural, religious or traditional obstacles;
- Lack of human resources
- Lack of financial resources does not allow UNHCR to implement certain key activities

5 Capacity and Institution building, including Accession to the 1951 Convention 1967 Protocol
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Projects related to this theme

06/AB/JOR/CM/200 - Protection, community development and assistance for urban refugees

Rationale and background

The Hashemite Kingdom of Jordan is not a party to the 1951 Convention or the 1967 Protocol on the Status of Refugees. Within this context, the GOJ has delegated most of the responsibility for refugees in the Kingdom to UNHCR. To this end, UNHCR will work at different levels towards encouraging the country's accession to the 1951 Convention / 1967 Protocol. In order to promote respect for refugee rights, national human rights mechanisms should be explored and a strengthened partnership with the National Centre for Human Rights and Mizan is envisaged in 2007. In order to increase the capacity and expertise of the national human rights and academic institutions as well as other relevant members of the civil society, UNHCR will also focus on the provision of training seminars, workshops and round table conferences to widen the involvement of national actors to advocate for the development of a legal framework for refugees.

UNHCR, in close coordination with these partners, will continue to advocate for the creation of a national framework pertaining to non-Palestinian refugees in Jordan through the implementation of various capacity-building programs in partnership with national institutions. Efforts will also continue to improve UNHCR's relationship and build trust with the Refugee Unit in the Ministry of Interior, through regular meetings and transparent exchanges of information. UNHCR will provide support and assistance to the Unit which will enhance and improve the protection space and encourage the Unit to gradually take over certain protection functions including protection against refoulement and arbitrary arrest, respect for refugee rights, and possibly documentation.

Assumptions

- GOJ continues to allow UNHCR to carry out its mandate activities with respect to asylum seekers and refugees;
- UNHCR's improved relationship and cooperation with the GOJ continues;
- GOJ shows interest in establishing a national legal framework for refugees in Jordan;
- Partnership with national organizations can be established / enhanced.

Constraints

- GOJ continues to keep its borders closed to new arrivals;
- National framework may not be established for political reasons;
- National organizations may not place refugee issues on their agenda;
- UNHCR may not have the financial resources necessary to offer increased support and incentives to the GOJ to protect and assist refugees and other persons of concern.

Part IV: COMPREHENSIVE NEEDS AND PARTNERSHIP

1. Outcomes of joint planning and management of identified gaps

The planning process involved discussions with the refugee and asylum seeker community through the participatory assessment, implementing and operational partners and UNHCR staff.

As mentioned above, budget restrictions will affect UNHCR's ability to assist the majority of the caseload. It is expected that with the resumption of RSD, the refugee caseload will increase and that an estimated 64% of recognized refugees will receive financial, medical and in kind assistance from UNHCR through its projects with Care International and Caritas. In addition, an anticipated 120 vulnerable asylum seekers will receive financial and in kind assistance. Focus will be on women at risk, the elderly, unaccompanied or separated children and the disabled. Other NGOs assisting Iraqis in Jordan (French Red Cross / Jordanian Red Crescent, ICMC-Caritas project and a number of church-based groups) and in close collaboration with UNHCR and its implementing partners, will provide humanitarian and medical assistance to extremely vulnerable Iraqi asylum seekers.

As mentioned in Part III, promotion of self reliance projects will be difficult. However, in collaboration with other NGOs, UNHCR will explore the possibility of holding small exhibitions and/or bazaars where refugees can display and sell handicrafts or art work, in order to generate a small, irregular income. UNHCR will support these endeavors by providing the materials needed through its project with Care.

Due to the deteriorating security situation in Iraq, the number of asylum seekers requiring urgent psychiatric care is expected to continue to increase. The UNHCR – funded project with Caritas will be required to refer these cases for psychiatric therapy and follow-up. Care International will work with local NGOs and the University of Jordan to identify a

child therapist to work with traumatized children and with the Family Health Institute to provide psychological counseling for older children and adults.

UNHCR's implementing partners (Care International, Caritas and Mizan) will continue to provide awareness activities on social, medical and legal issues including SGBV, HIV/AIDS, gender equality and human rights issues.

Although there are no known cases of HIV/AIDS among the caseload in Jordan, refugees are included in the national prevention strategies. According to national regulation of the Government of Jordan, any non-Jordanian suffering from HIV/AIDS will be deported immediately. Through implementing partners, UNHCR provides awareness activities which include distribution of booklets, newsletters, and awareness training workshops, peer education training and community outreach. UNHCR is represented in the UN theme group on HIV/AIDS.

Related to health activities, currently the Avian flu situation Jordan is stable. WHO in Jordan is providing the Ministry of Health with technical assistance for active surveillance and strengthening of laboratories to facilitate investigations and confirmation of diagnosis. Although there are no refugees or asylum seekers infected in Jordan, UNHCR is providing informational updates on the situation and implementing recommendations and standards in the Ruwaished camp. For the urban caseload, in 2006, Caritas held an awareness workshop for refugees and asylum seekers and will continue to hold awareness activities in the future.

No nutritional problems have been identified among the caseload in Jordan. Urban refugees and asylum seekers receive financial assistance through CARE rather than direct food assistance which are supplemented by assistance from Caritas-ICMC. The importance of nutrition is conveyed in booklets and handouts distributed to refugees and asylum seekers and awareness campaigns are conducted through lectures and workshops. Such activities will continue in the future.

Care International will arrange communal events, children's educational and recreational activities, a World Refugee Day commemoration, language and vocational training and community development training. It will continue to support and meet with the refugee men, women and youth committees. To encourage the participation of women in these activities, transportation and babysitting fees will be paid.

Access to primary education for refugee children is of serious concern to UNHCR. UNHCR expects that the government of Jordan will enforce its decision to refuse access of refugee children to public schools. Enrollment in the private school system will require an annual residency and is unaffordable by the majority of refugees and asylum seekers. To this end, BO Amman, in close coordination with the Ministry of Education and other UN agencies, will continue to seek ways to enhance the capacity of the educational system to absorb refugee children into the public education system and foresees support for the educational system in close coordination with the relevant national Ministries and International bodies for 2007. At the same time, BO Amman will

explore the possibility of enrolling these children in non-formal education through collaboration with NGOs assisting refugees in Jordan. Depending on funding availability, UNHCR can provide supplementary classes for school-age children in subjects such as English, Arabic and mathematics.

The significant increase of predominantly Iraqi nationals in Jordan may negatively affect the tolerance of the host government as well as of the host community. Therefore it is of utmost importance that the capacity to carry out protection activities as well as legal counseling activities be further developed in 2007. Further awareness-raising and capacity-building activities will be coordinated and directed towards a common goal, i.e. to enhance the protection situation for refugees and persons of concern in the country. It was also agreed to develop further the human rights based approach to support respect and recognition of refugee rights in Jordan and to consider launching a joint campaign to advocate for a legal framework for refugees. This will be done through UNHCR's implementing partners Mizan and the National Center for Human Rights.

2. Comprehensive needs and contributions

a) Contributions by the host government, refugee and/or local communities

Although the Government of Jordan has “delegated” its responsibility for refugees in Jordan to a large extent to UNHCR, Government does provide significant contributions: ensuring the physical protection of refugees and other persons of concern; exemption of overstay fines for refugees that are repatriating or departing on resettlement; provision of transit for refugees departing on resettlement from Iraq; deployment of liaison officer from the public security department.

b) Financial contributions of partners

None of the partners have the capacity to make financial contributions to the projects. However, partners are willing to incorporate refugees in other projects that are not specifically targeting refugees. For example, the NGO Mizan will continue to extend its Himaya project to raise awareness on human rights issues and offer a hotline to respond to immediate legal protection needs. They will also continue to lobby for increased respect for refugee rights in Jordan. Furthermore, refugee issues are systematically included in all national and international seminars organized by Mizan.

The National Centre for Human Rights has placed refugee issues high on its agenda. Through their advocacy role and direct intervention mechanisms with the authorities, the National Centre believes it can be a strong ally to UNHCR in its lobby for refugees in Jordan.