

REGIONAL WINTER ASSISTANCE PLAN 2015:

Addressing increased needs during winter of Syrian and Iraqi refugees and internally displaced persons

(In Egypt, Iraq, Jordan, Lebanon, Syria and Turkey)



Lebanon, Syrian refugees remove snow from their shelter rooftops at an informal tented settlement in the Bekaa Valley, on 7 January 2015. UNHCR/ A. McConnell/ January 2015

Planning for the humanitarian response to harsh weather conditions must begin well in advance to enable UNHCR to respond in a timely manner.

The 2015-2016 UNHCR Regional Winter Assistance Plan intends to address the increased needs, particularly for shelter and core winter relief items, during winter of **2.5 million Syrians** (1.23 million refugees and 1.25 million IDPs), requiring almost **152 million USD** and of close to 700,000 **Iraqis** (almost 100,000 refugees and close to 600,000 IDPs), requiring **66 million USD**. This regional plan highlights as yet unmet needs by UNHCR for winter, which are reflected within the Regional Refugee and Resilience Plan (3RP), the Strategic Responses Plan for the Syrian Arab Republic (SRP) and Iraq Humanitarian Response Plan (HRP) for Syrian and Iraqi IDPs, respectively.

Syria and Iraq Situation	Advance planning and sourcing		
	Beneficiaries	Households	Funding requirements
Syrian Refugees*	1,235,950	262,710	121,389,671
Iraqi Refugees*	92,137	22,130	8,861,929
Syrian IDPs	1,250,000	250,000	30,343,257
Iraqi IDPs	585,000	97,500	57,147,600
TOTAL	3,163,087	632,340	217,742,457

*Socio-economic vulnerability coupled with the limited access of refugees to resilience programmes, offered in the country, results in varied amounts of financial assistance provided

REGIONAL PLAN

Ensuring families are equipped to survive the winter becomes critical from November onwards; failure to do so will almost certainly result in dire consequences. Experience demonstrates the essential need for early planning, preparation, procurement and coordination, in order to deliver an efficient and timely response before freezing temperatures grip the region, exposing millions.

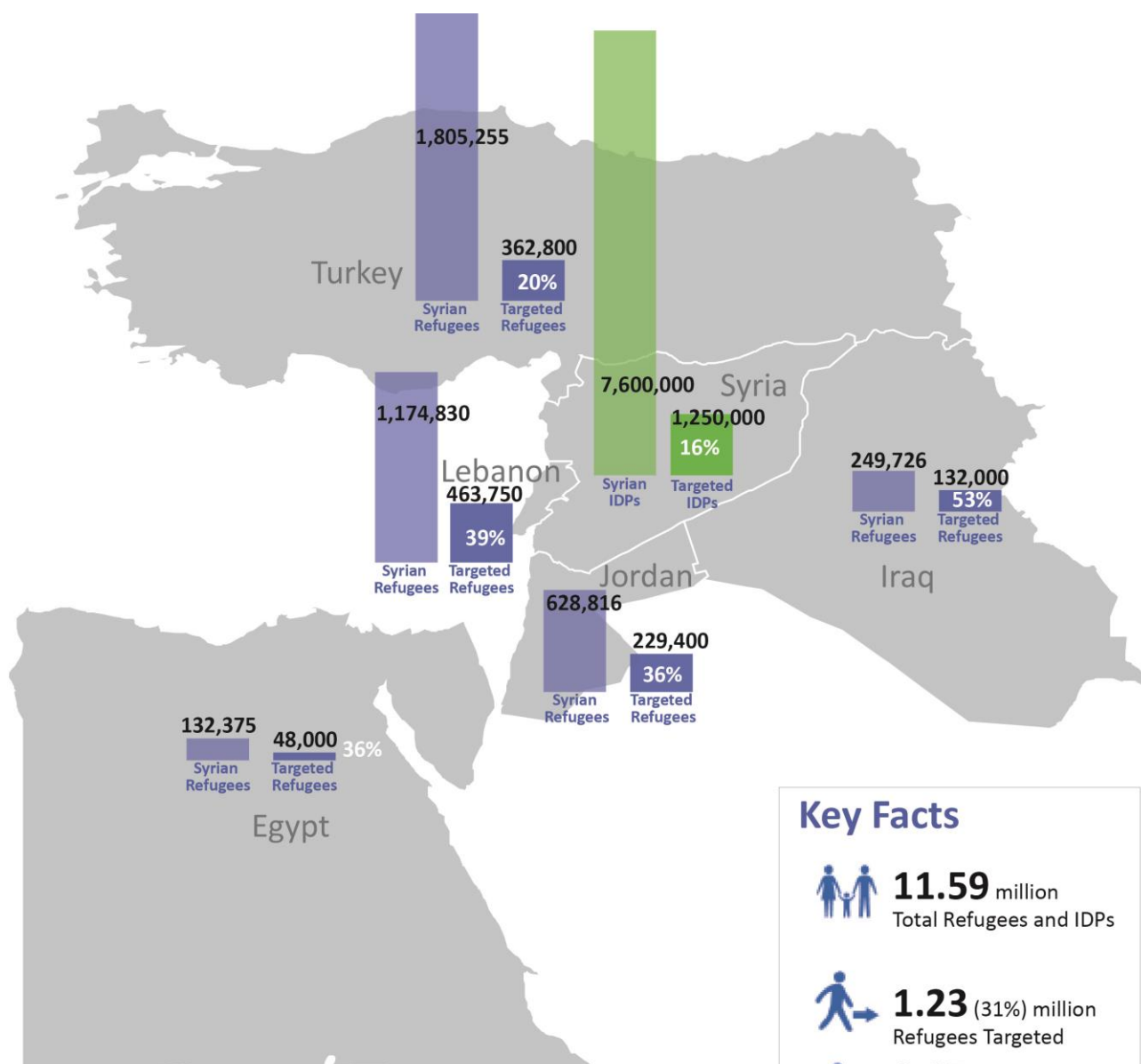
UNHCR winter assistance for Syrian and Iraqi Situations will include the following life-saving items:

- **Seasonal cash assistance:** In addition to on-going vital cash support throughout the year, supplementary cash assistance will be provided to the most vulnerable households.
- **High Thermal Blankets:** Where non-food items (NFIs) are delivered to newly identified arrivals in need, high thermal blankets will be distributed alongside the standard NFI kit, while distribution plans will also include those most at risk of exposure to hazardous temperatures in critical need of warm materials.
- **Plastic Tarpaulin:** Similar to the high thermal blankets, additional plastic tarpaulin will offer the most basic and cost-efficient tool for weather proofing, while further insulating and retaining heat in existing shelters.
- **Shelter insulation:** To enhance thermal insulation for tents and temporary shelters in order to mitigate freezing conditions.
- **Heating fuel:** Fuel (gas or kerosene) will be made available either through vouchers or direct distribution.
- **Stoves or heaters:** Assistance is planned for those vulnerable families having newly arrived during the winter period, when stoves and heaters may not be readily available on the market at an affordable price.
- **Winter clothing (including shoes):** Through vouchers, cash or direct distribution, clothing will be provided.



Iraq, IDPs/ a young internally displaced girl and boy watch over the fire in the temporary kitchen near the elevator shaft inside an unfinished building in Daben city, Zakho. UNHCR/ D. Nahr/ October 2014

SYRIA SITUATION



Key Facts

11.59 million
Total Refugees and IDPs

1.23 (31%) million
Refugees Targeted

1.25 (16%) million
IDPs Targeted

151.7 million USD
Comprehensive winter plan

Key Items

- 1,426,000** High Thermal Blankets
- 81,400** Stoves/Heaters
- 210,400** Plastic Tarpaulins
- 260,000** Winter Cloths (HH)

SYRIA SITUATION

EGYPT

UNHCR Egypt winter plan aims at supporting 48,000 vulnerable persons, some 36 per cent of the Syrian refugee population in Egypt. Through the provision of cash assistance, the plan will help cover the increased heating costs incurred by refugees during winter. A winterization grant of 28 USD per person will be provided through the post office in three cities (Greater Cairo, Alexandria and Damietta) during the first week of December.

Syrian refugees who receive the winterization grant are identified as highly vulnerable due to severe socio-economic conditions, based on registration with UNHCR and following individual family assessment, highly vulnerable. The estimated number of highly vulnerable 48,000 households, who will have difficulty coping during the winter season, is at present based upon 2014 assessments, with further assessments currently on-going.

UNHCR will work closely with its main counterparts in Egypt including UN agencies, implementing and operational partners who are involved in the Regional Refugee and Resilience Plan (3RP). Coordination meetings are in progress for information sharing and finalization of collective winter plans for the provision of basic domestic items specific to winter and cash assistance for the vulnerable families to optimize support and avoid duplication of assistance.

UNHCR will be monitoring closely the provision of winter assistance through regular meetings with partners as well as conducting a post-delivery monitoring exercise specific to winter assistance.

Comprehensive winter plan: 1.35 Million USD

Consequences of underfunding

UNHCR Egypt will be faced to further prioritise, or even suspend, winterization assistance to some 48,000 persons who were in real need of such assistance if funds have not been received for such assistance.

IRAQ

Within the parameters and scope of the 3RP, while building on past achievements, UNHCR is committed to providing integrated winter support to 26,400 households (132,000 refugees), some 53 per cent of the Syrian refugee population in Iraq. In camps, assistance will be provided through tent insulation and provision of basic domestic items specific to winter, while winter cash assistance will target socio-economically vulnerable families out of camp.

The identification of 132,000 refugees starts with UNHCR registration (proGres) data and goes through a series of established and ongoing vulnerability assessments and verification. These generally involve UNHCR partners as well as UNHCR staff in conjunction with community representatives.

Sixty per cent of UNHCR's winter assistance for Syrian refugees will be distributed in camps, providing winter core relief items comprising of 5 high thermal blankets, 1 plastic sheeting, 1 jerry can, 1 water jerry can and 1 stove, with the addition of kerosene per household. 40 per cent of UNHCR's winter assistance for Syrian refugees will target those living out of camps with unconditional cash assistance. Where relevant, the refugee population living outside of camps will also receive in-kind assistance through shelter sealing kits and winter core relief items. Targeting criteria along with a detailed assessment in coordination with the inter-agency working groups, are in progress to begin the selection of beneficiaries.

UNHCR Iraq will initiate the necessary procurement formalities, transportation and warehousing of domestic items and tent insulation kits between July and August to prepare for timely distribution in October and November 2015.

Monitoring will be undertaken through telephone interviews by randomized sampling, alongside household visits. During last winter's programme the monitoring showed that kerosene was amongst the most needed and appreciated commodities amongst Syrian refugees, especially during the peak winter months when temperatures dropped close to and below zero.

Consequences of underfunding

Without support for the 62 per cent of Syrian refugees living in urban areas, already overcrowded refugee camps will inevitably attract increasingly destitute urban refugees. This comes at a time when national and international service providers in camps, across sectors, are running out of funding.

Comprehensive winter plan: 19.67 Million USD

JORDAN

UNHCR Jordan's winter assistance plan seeks to provide support to 229,400 vulnerable Syrians across Jordan, 36 per cent of the Syrian refugee population in Jordan. The winter programme is designed to target the seasonal needs of vulnerable refugees living both in camps and in urban settings. Recognizing that the needs of these populations vary, the operation developed a tailor-made winterization scheme to address differing needs in a cost-effective manner across three sectors: Cash, Non-Food Items and Shelter.

The most vulnerable refugees living in urban areas will be eligible for winter support. While beneficiary selection will be coordinated through the Basic Needs Working Group to ensure a uniform approach and to avoid any duplication or overlap, special attention will be paid to female-headed households, the elderly, the disabled, children at risk, persons with medical needs, and persons with specific protection needs.

30,000 Syrian families (approximately 150,000 refugees) living in urban areas will receive seasonal cash, targeting two groups of beneficiaries: (1) vulnerable refugee families that have not previously received heating stoves and gas cylinders will receive for the winter of 2015-2016 the full cash grant of JOD 340 (483 USD), to allow them to purchase essential winter items. The full cash grant is calculated based upon the average item cost of heating stoves, gas cylinders, heating fuel and blankets, and (2) vulnerable families, including the new arrivals/first time recipients of cash grants, will receive winter assistance again this year through the provision of a half cash grant of JOD 190 (271 USD), calculated based upon the average item cost of heating fuel (refills) and blankets only. Winter cash assistance will be deposited directly into the bank-accounts of beneficiaries at the Cairo-Amman Bank, where refugees access cash through IRIS scanning technology, thereby reducing the potential for fraud.

All new arrivals in the camps (including families who moved to the camp from urban areas) will receive high thermal blankets and a gas stove/heater in-kind, while gas distribution (through in-kind or vouchers) will be provided to the entire camp population. As blankets and heaters have already been provided to those who have been in Zaatari or Azraq prior to the 2014-15 winter season, the provision of these items will be limited to new arrivals only. While camp-based refugees receive one gas refill per month in order to meet their cooking needs throughout the year, an additional refill will be provided between November 2015 and February 2016 as gas is the primary source for heating during these months.

Refugees in Zaatari camp will also be provided with unconditional cash vouchers in order to purchase winter clothes, while residents of Azraq will receive clothes through an in-kind donation.¹ Distribution will be organized through Community Support Committees (CSCs) that UNHCR supports throughout the country, including in the camps.

¹ This in-kind donation has been provided by Caritas Portugal and will be managed directly by UNHCR's partner and will not be a donation to UNHCR

UNHCR will continue shelter insulation in Azraq Camp, as agreed within the inter-agency working group, as a part of the 2015-2016 winterization programme. Implementation will take place in Villages 2 and 5 as they were not covered during last year's winterization; completion of this activity will result in 100 per cent of shelters in the camp having insulated flooring². Residents of Zaatari will also have the opportunity to better insulate their shelters during winter through the distribution of vouchers that can be used to repair prefabs in order to mitigate weather conditions, including snow, wind, and rain. Shelter insulation will also be provided to 1,000 households (approximately 5,000 refugees) in the urban areas of Irbid, Mafraq, Zarqa, Ajloun, Jerash, and Amman to better insulate homes during the winter months.

UNHCR and its partners will undertake regular monitoring of project activities throughout implementation. Cash beneficiaries are covered by UNHCR's post-distribution monitoring mechanism which is conducted on a quarterly basis. While the quarterly post-distribution monitoring mechanism covers UNHCR's cash programme as a whole, it includes a component targeting winterization cash to ascertain feedback from beneficiaries of the seasonal cash for winterization. UNHCR partners, alongside UNHCR's shelter team within the technical unit will monitor shelter activities to ensure project activities are implemented in line with the Working Group's minimum standards. Frequent monitoring will also serve as a means to address any problems met during the course of implementation.

Winterization activities are subject to the validation process by the inter-agency working group expected to take place in July 2015. However, it is worth noting that the shelter-related interventions have already been endorsed by the Shelter Working Group, co-chaired by UNHCR. Similar to the 2014 winterization exercise, UNHCR and its partners will utilize the Refugee Assistance Information System (RAIS) as a means to coordinate response and to ensure no duplication in the provision of assistance and support.

Consequences of underfunding

Without funding of the winterization support, UNHCR will have to make severe cuts (up to 70 per cent) to the targeted number of refugees in need of winter assistance, which will ultimately leave close to one-hundred thousand refugees without critical support during the winter months. As most refugees have exhausted their savings and do not have the right to work, they simply do not have the means to meet these needs.

UNHCR has registered 628,160 individual Syrian refugees as of April 2015, with some 85 per cent accommodated in the urban communities. It has become increasingly difficult to be self-sufficient as displacement becomes more protracted. In accordance with the Vulnerability Assessment Framework baseline survey, 86 per cent of the Syrian refugees are living below the Jordanian poverty line of JOD 68 per capita per month, and therefore are described as severely vulnerable. A further 10 per cent of the Syrian refugees are living below the abject poverty line of less than JOD 28 per capita per month. The winter season will only further intensify these challenges as the cost of living during these months is higher than that of the other seasons due to the costs associated with heating (gas or electric), electricity, the need for blankets, warmer clothes, medicines, etc.

Comprehensive winter plan: 14.65 Million USD³

LEBANON

UNHCR Lebanon winter plan will address the winter needs of 92,750 households (approximately 463,750 vulnerable refugees) some 39 per cent of the Syrian refugee population in Lebanon. The plan will respond to the different needs of refugees by providing multi-sectoral assistance in the form of cash, NFIs and shelter. The type of support is determined by the need. While some families desperately require shelter, NFIs and cash for heating during winter months, others will need only the NFI component, resulting in 92,750 households in total receiving various combinations of winter assistance.

² 6,897 shelters received concrete flooring in 2014

³ In-kind donations and winter relief items currently in stock, to a value of **0.25 million USD**, are included in the comprehensive needs and prioritized for distribution

UNHCR participated at the inter-agency workshop to review lessons learnt and prepared recommendations for improving the winter assistance for 2015-2016. One of the findings is the confirmation that seasonal cash assistance for refugee families is the preferred delivery modality. In addition, the inter-agency winter assistance will further strengthen the coordination efforts to take into account non-traditional partners, such as GCC countries, to assist in coordination of core relief stock availability and pre-positioning.

The winter plan is based upon the findings of three key documents from the 2014-2015 winter assistance: (1) Post Distribution Monitoring report; (2) winter impact study; (3) Inter-agency lessons learnt report. The results of these consultations, currently in progress, will further define the coordinated implementation modalities.

While it is expected that this winter plan will be fine-tuned based on inter-agency consultations, it is based upon the following estimated planning figures:

- *Cash for winter*: 23,000 households with economic vulnerabilities/exposure to cold; and 50,000 households living in extreme cold areas;
- *Fuel Vouchers*: 10,000 households receiving fuel vouchers;
- *High Thermal blankets*: 62,000 households (severely and highly vulnerable);
- *Heating Stove*: 9,000 households (in informal settlements);
- *Shelter*: 30,000 households receiving weatherproofing kits in informal settlements and unfinished buildings.

UNHCR and its partners will monitor the impact of the winter assistance through three main methods: phone survey that reviews the effectiveness of the process and evaluates the delivery of the cash assistance and core relief items, while the shelter assistance component will be monitored through regular field visits, shelter reports by partners and household feedback. In addition to monitoring of activities, UNHCR Lebanon plans to conduct a second edition of the winter study that will review the impact on the beneficiaries (use of cash assistance, change in expenditure patterns) through a randomized sampling in partnership with a Lebanese university and/or a specialized partner that has expertise related to cash and poverty assessments among displaced populations. The impact study would also look at the consequences of stricter targeting criteria as funding further reduces in the long term.

Consequences of underfunding

With the funding requirements unmet, 92,750 vulnerable refugee households will not have the ability to purchase essential household items, clothing, and fuel to meet basic needs and keep warm during the winter. More than 40,000 refugees will continue living in substandard shelter conditions, seriously increasing their exposure to health risks during the winter months. In addition, the vulnerability level of the refugees is expected to be significantly higher in the next winter with the dramatic decrease of the value in food assistance.

Comprehensive winter plan: 62.40 Million USD ⁴

⁴ In-kind donations and winter relief items currently in stock, to a value of **9.6 million USD**, are included in the comprehensive needs and prioritized for distribution

SYRIA

UNHCR Syria's Whole of Syria winter plan aims at assisting 1.25 million Syrians (250,000 families), 16 percent of the Syrian IDPs, which includes those most recently displaced as well as IDP families identified as those most vulnerable. NFIs and shelter assistance will be provided. 200,000 families will be reached by the hub in Damascus, 10,000 by the

Governorates	Planned target family
Damascus / Rif Damascus	90,000
Homs / Hama	32,000
Tartous / Lattakia	10,000
Aleppo	33,000
Hassakeh	10,000
Sweida	15,000
Raqqa and Deir-e-Zor possibility	10,000
Quneitra	10,000
Dara	
Exact Governorate to be determined	10,000
Total	220,000

hub in Gaziantep and 10,000 by the hub in Amman. The breakdown of the target population by Governorates may change taking into consideration adjustments due to security conditions and population movements.

In Damascus, the NFIs Working Group/Cluster agreed on a minimum winter standard package, which includes supplementary items such as winter clothing, high thermal blankets and one additional plastic sheet. The NFI Working Group distribution plan in Damascus is developed every two months, ensuring that there is no duplication in distribution. 4Ws (who, where, what and when) are developed monthly by the Shelter/NFI Working Group/Cluster in the three hubs and compiled in one map. The planning process within the Working

Group takes into account the focus on the most difficult to reach and restricted locations with the support of strong logistics capacity. In each of the hubs, UNHCR will agree with the Working Group/Cluster partners on respective Areas of Responsibility when elaborating the distribution plans. The plans are based on joint needs assessments and look at locations, quantities, storage capacity, dispatch capability, level of access, distribution modalities (loading and off-loading), capacity for field monitoring in-situ (in particular for agencies who act as the umbrella for other national agencies) and reporting.

The cross border operation from Gaziantep will, in close coordination with Clusters and partners, identify areas enabling the shipment of winter items to support 10,000 households over the period of November 2015 to end of February 2016. The implementation of the action will take place in close coordination with local committees, community leaders, beneficiary representatives, and partners on the ground in order to avoid overlap and gaps. UNHCR's partners will carry out a rapid assessment prior to the distribution of winter items, on the ground monitoring during distribution and rapid post-distribution monitoring to ensure delivery and quality of services. The planning figure of 10,000 families for the cross border operation from Gaziantep is taking into consideration the current situation and the possible increase in the number of families in areas that are reachable. In close coordination with the clusters UNHCR will implement the activity through its partners. Close coordination of logistics in Turkey (UNHCR Ankara and Gaziantep) enables the storage, transportation and transshipment of items in the most efficient way to reach beneficiaries in a timely manner.

The cross border operation from Jordan plans to assist an additional 10,000 families with winterization support. Quneitra and Dar'a are areas with harsh winter. In the past year access to fuel for heating was very scarce. UNHCR and its partners will undertake assessment of local markets for availability of fuel this year. Depending on the area, beneficiaries will either receive vouchers for procurement of fuel in the local market or in areas where fuel is not available it is envisaged to provide olive pit bricks which are a well-known and an available fuel source in Jordan and Syria. The bricks will be procured in Jordan and distributed directly to beneficiaries inside Southern Syria. Further, beneficiaries will receive an additional tarpaulin that can be used for sealing of damaged windows or roofs as a prevention from the weather elements. High thermal blankets will replace the medium thermal blankets that are distributed from March to October 2015. In addition to NFIs, UNHCR's winter plan will address additional seasonal needs in shelter through the provision of floor mats to provide ground insulation and prevent excessive heat loss through the ground. UNHCR will monitor the implementation of the winter activities in close coordination with partners. The planning process within the Working Group will take into account UNHCR's focus on the most difficult to reach areas and restricted locations as a result of having developed strong logistics capacity in recent years.

Through Working Groups and Cluster coordination at the field level, UNHCR field offices will define bi-monthly distribution plans for the relevant governorates. The plans will be based on the joint needs assessments conducted, accessibility of locations where items are needed, logistical capacity of the partner, field monitoring capacity including of the umbrella partners distributing through community organizations or charities, and, the reporting capacity of the partner. Bi-monthly plans will serve as the baseline for monthly and weekly plans narrowing down to the operational level, taking into consideration situational developments, and, prioritizing newly displaced and vulnerable IDPs.

Consequences of underfunding

Priority for winter assistance will be given to the newly displaced families in Syria. Vulnerable families who are currently in displacement, among other people in need, would only then be able to be prioritised, dependant on further availability of resources, while their coping mechanism is further depleted.

The areas that are reached through the Cross Border action are inaccessible from Damascus. As such, the provision of support is imperative to the protection and physical safety of IDPs. UNHCR's inability to provide winter assistance would have an adverse effect on further humanitarian Cross Border interventions.

Comprehensive winter plan: 30.34 Million USD⁵

TURKEY

UNHCR Turkey winter assistance plan will benefit a total of 362,800 vulnerable Syrian refugees hosted in 24 camps and vulnerable Syrian refugees living out of camps, targeting 20 per cent of the Syrian refugee population in total, in Turkey. It will provide refugees with winter clothing, blankets and heaters or stoves.

As the camps are managed by the Government of Turkey, targeting of winterization item distribution is carried out in consultation with the camp and central authorities. The Disaster and Emergency Management Authority (AFAD) leads the needs assessment in camps based on needs for replenishment, new arrivals and vulnerable individuals. Once the needs are identified and validated, the winter clothing, blankets and heaters or stoves will be distributed, with UNHCR coordinating with all relevant authorities throughout the process. These winter NFIs are within the overall winter assistance efforts led by the Government.

Outside camps, UNHCR has boosted its capacity in targeting of winter assistance by engaging partners to carry out the data collection on vulnerability and new arrivals. Standard Operating Procedures for distribution are being developed and will assist all partners to have a harmonized approach in the identification of beneficiaries.

For winter assistance out of camps, UNHCR partners use a standard reporting format which captures key distribution reporting data including signatures or thumb impressions of beneficiaries. UNHCR receives post distribution reports upon completion of all off camp distributions and ensures presence of UNHCR staff throughout the implementation of the winter plan.

Comprehensive winter plan: 23.34 Million USD⁶

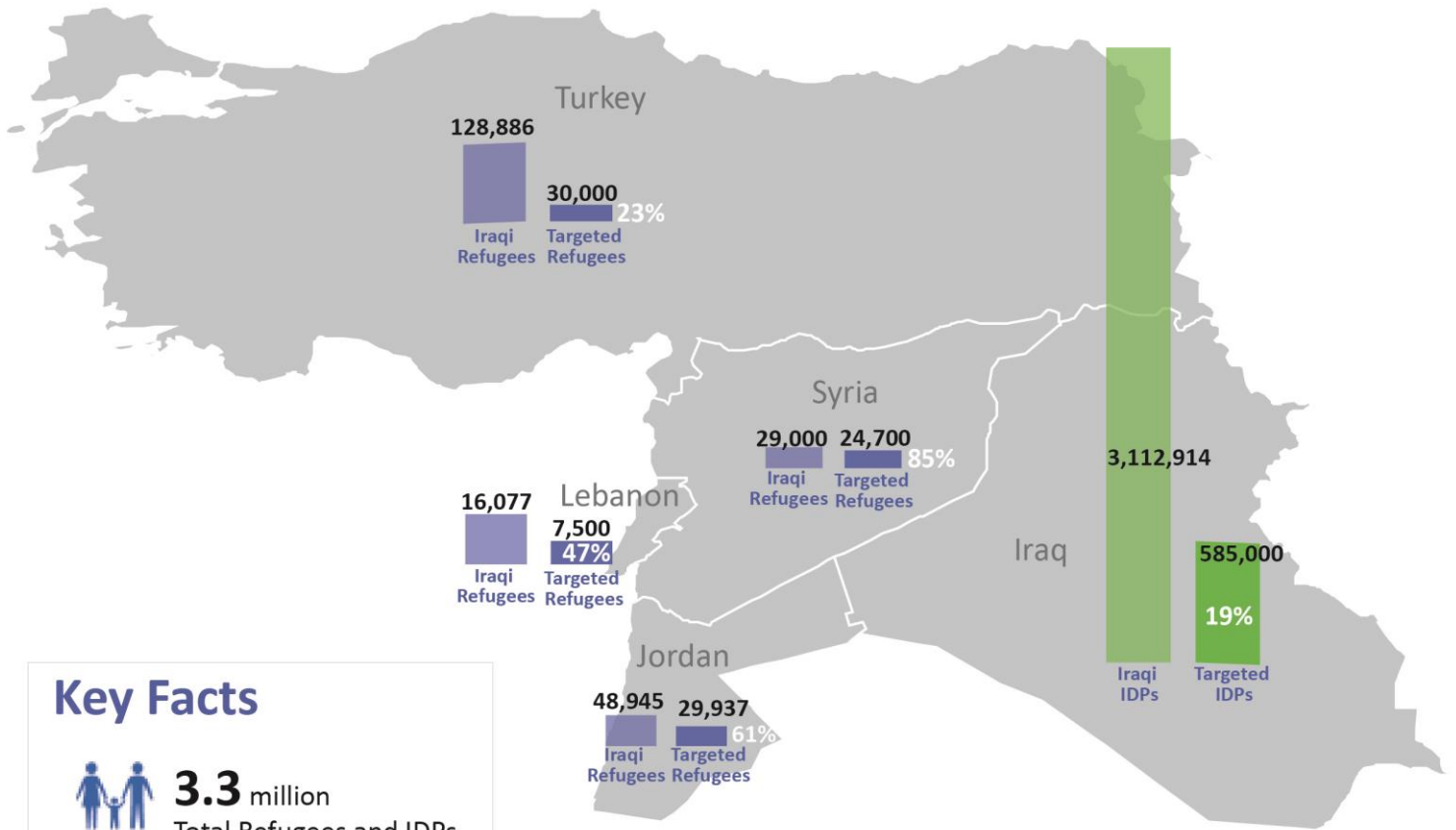
Consequences of underfunding

Should the required funding for its winterization campaign not be received, UNHCR would not be able to expand partnerships in order to reach out and distribute to refugees out of camps, who are often living in sub-standard conditions. Nor would UNHCR be able to adequately support the Government's efforts in providing essential items to support 250,000 people in camps during the cold winter season. The planned distribution of winter clothes, high thermal blankets and heaters would need to be reprioritized, in the context of winter assistance, with perhaps only the distribution of blankets possible.





⁵ In-kind donations and winter relief items currently in stock, to a value of **3 million USD**, are included in the comprehensive needs and prioritized for distribution

⁶ In-kind donations and winter relief items currently in stock, to a value of **8.8 million USD**, are included in the comprehensive needs and prioritized for distribution

IRAQ SITUATION



Key Facts

-  **3.3 million**
Total Refugees and IDPs
-  **92,137** (41%)
Refugees Targeted
-  **585,000** (19%)
IDPs Targeted
-  **66 million USD**
Comprehensive winter plan

Key Items

-  **390,000** High Thermal Blankets
-  **66,000** Stoves/Heaters
-  **60,000** Plastic Tarpaulins
-  **30,000** Winter Cloths (HH)

IRAQ SITUATION

IRAQ

UNHCR Iraq winter plan will respond to the needs of 585,000 Iraqi IDPs through the provision of shelter, NFIs and cash assistance. Through this winter plan, UNHCR aims to provide winter assistance for up to 19 per cent of the population displaced, as of mid-July 2015.

The Emergency Shelter and NFI Cluster estimates that more than 1,5 million Iraqi IDPs, currently living in the following precarious shelter arrangements, are in need of shelter assistance which will only be exacerbated during the winter months: 753,000 IDPs are living in *critical shelter arrangements*, such as informal settlements, unfinished/abandoned buildings, public/school buildings and religious buildings; 371,000 IDPs are living with host families and are likely to need shelter support in the near future as their resources and those of their host families are overstretched; 423,000 IDPs living in rented accommodation, are exhausting their resources forcing them into critical shelter conditions. Moreover, some 657,000 IDPs (109,500 families) are assessed as in need of essential non-food items as most of those displaced have few household possessions and are unable to replace essential items due to disrupted livelihoods.

Based on assessments by the Emergency Shelter and NFI Cluster, and within the parameters and scope of UNHCR's Supplementary Appeal released in March 2015 and the Iraq Humanitarian Response Plan, UNHCR aims to provide integrated winter support for up to 585,000 IDPs, through tent insulation, provision of basic domestic items specific to winter and cash assistance to vulnerable families, complementing the Government's efforts in distributing heating fuel during the harsh winter period.

The winter assistance plan aims to provide up to 97,500 IDP households (585,000 refugees) across Iraq with support, improving the living conditions and to avoid and reduce the cold weather exposure.

Sixty per cent of UNHCR winter assistance for IDPs will be distributed in camps, through the provision of core winter items, with 40 per cent of UNHCR winter assistance for IDPs being distributed out of camp, through the provision of unconditional cash assistance. UNHCR will continue to advocate for authorities and other operational counterparts to provide access to sufficient quantities of fuel to meet the heating needs of IDPs in the most exposed locations.

There are various surveys and studies, as well as protection monitoring, to support targeting for IDPs jointly and more systematically, beyond the registration and profiling. However no joint comprehensive study or assessment has been undertaken by either the Clusters or UN Agencies to identify the actual number of IDPs that would need additional support and assistance during the winter months. Nevertheless, in order for UNHCR's integrated advanced winter planning, the estimated figures are based on quick assessments of the winter needs of IDP families conducted by UNHCR teams in major field locations which indicate that approximately 585,000 million IDPs would be in need of varied support through the winter. UNHCR Iraq has requested the support of the Joint IDP Profiling Services, which will conduct the initial scoping mission in mid-August.

Comprehensive winter plan: 57.15 Million USD⁷

Consequences of underfunding

Funding shortfalls may expose up to 585,000 displaced individuals to freezing temperatures, with the majority targeted living in geographic areas subject to severe winter weather. The destitute amongst the IDPs living out of the camps require support to sustain themselves competing for scarce job opportunities and living off dwindling resources. Without the winter support, many more Iraqi IDPs living in urban areas will attempt to move to IDPs camps that have reached their absorption capacity.

⁷ In-kind donations and winter relief items currently in stock, to a value of **5.1 million USD**, are included in the comprehensive needs and prioritized for distribution

JORDAN

With full funding of UNHCR Jordan's proposed winter plan a total of 8,805 vulnerable families (29,937 persons), 61 per cent of the Iraqi refugee population in Jordan, will benefit from winter cash assistance. UNHCR Jordan developed a winterization plan that would provide beneficiaries with cash assistance to meet their winter needs. Beneficiaries will include families that are already receiving cash in UNHCR's regular cash assistance programme or are on the waiting list. Beneficiaries will include female-headed households, children at risk, persons with medical needs, the disabled, the elderly, persons with specific protection risk, and others who exhibit specific vulnerabilities.

The same standards of assistance as defined by the Basic Needs Working Group for the Syria situation will be applicable for the Iraq Situation.

Cash will be provided to refugees through direct deposit at the Cairo-Amman Bank where beneficiaries will obtain cash through IRIS scan technology, eliminating the possibility for fraud and ensuring cash is received by the intended beneficiary.

The scope of assistance will mirror that of the programme for Syrian refugees, benefitting (1) vulnerable Iraqi refugee families that have not previously received heating stoves and gas cylinders, who will receive for the winter of 2015-2016 the full cash grant of JOD 340 (483 USD), to allow them to purchase essential winter items. The full cash grant is calculated based upon the average item cost of heating stoves, gas cylinders, heating fuel and blankets, as well as (2) targeted vulnerable Iraqi families, including the new arrivals/first time recipients of cash grants, who will receive winter assistance again this year through the provision of a half cash grant of JOD 190 (271 USD), calculated based upon the average item cost of heating fuel (refills) and blankets only.

In 2015, UNHCR will introduce its winter cash post-distribution monitoring mechanism for the Iraqi refugee caseload which captures beneficiary feedback on a quarterly basis. While this looks at UNHCR's cash programme as a whole, it includes a component targeting winter cash assistance to ascertain feedback from winterization beneficiaries. It will also gain insight on how cash was used and information on its impact towards meeting beneficiaries' basic needs during the winter season.

Consequences of underfunding

UNHCR remains one of the few agencies that continues to provide assistance to Iraqi refugees in Jordan. As the level of humanitarian support provided is quite limited and few may obtain work permits, the majority of Iraqi refugees are effectively left on their own to make ends meet. This becomes increasingly difficult during the winter months when the temperature ranges from 2-4°C and the funds required to adequately heat their dwellings is often out of reach.

Any funding shortfalls will inevitably result in no families receiving support during these difficult months. As there are few avenues for support available to this caseload, it is unlikely another actor will be in the position to assist those that UNHCR cannot support, leaving vulnerable families without any means of assistance during the winter season.

Comprehensive winter plan: 3.89 Million USD

LEBANON

This plan aims to assist 3,000 households (approximately 7,500 refugees), 47 per cent of the Iraqi refugee population in Lebanon and is currently being finalized with the use of three key documents based upon the 2014-2015 Syrian situation winter campaign: (1) Post Distribution Monitoring report; (2) winter impact study; (3) Inter-agency lessons learnt report. The results of these consultations, currently in progress, will further define the coordinated implementation modalities.

The following advance planning estimations are based upon UNHCR's planning figures and analysis of 2014 winter assistance and post distribution monitoring feedback. The current plan will allocate cash assistance for four months over the winter period, for those considered as economically vulnerable and those living in extreme cold locations.

UNHCR and its partners will monitor the impact of the winter assistance through three main methods: phone survey that reviews the effectiveness of the process and evaluates the delivery of the cash and core relief items assistance while the shelter assistance component will use its regular monitoring set up. In addition to monitoring of activities, UNHCR Lebanon plans to conduct a second edition of the winter study that will review the impact on the beneficiaries (use of cash assistance, change in expenditure patterns) through a randomized sampling in partnership with a Lebanese university and/or specialized partner that has expertise related to cash and poverty assessments among displaced populations. The impact study would also look at the consequences of stricter targeting criteria as funding further reduces in the long term, both Syrian and Iraqis.

Comprehensive winter plan: 1.97 Million USD

SYRIA

UNHCR Syria will assist 4,325 households (24,800 Iraqi refugees) 85 per cent of Iraqi refugees living in Syria, through the provision of 150 USD in order to allow them to mitigate hardship during the winter months. The cost would cover 200 litres of kerosene or heating oil per month per family, plus in addition: winter clothing, extra blankets and other essential household items to reinforce insulation measures in temporary shelters.

The winter programme is a key mechanism to support the needs of refugees in Syria as complementary to UNHCR's programme of Cash for Food and Financial Assistance for the vulnerable families and individuals, maximizing the impact on beneficiaries' welfare. Cash assistance represents a flexible component of the overall humanitarian assistance strategy being implemented by UNHCR Syria. Under-funding of this programme will affect severely and directly the people of concern, increasing their vulnerability and affecting their welfare. The programme is of special importance for the most vulnerable, including young male refugees, being subjected to tremendous pressure to get enrolled in armed groups in exchange for a regular income.

All active registered refugees and asylum seekers who are eligible to receive cash for food assistance will be targeted to receive the winterization grant. The whole population of concern is in need of support during the winter season to cover the cost of heating fuel and winter clothing, in particular due to the increase of prices in country. Therefore winter assistance through cash-based intervention is a dignified way to support the most vulnerable during the harsh weather conditions.

Iraqi refugees will receive the assistance through ATM cards. UNHCR will follow up the delivery of the cash assistance and monitor the withdrawal of cash allowances by the beneficiaries through regular reports from bank transactions by ATM cardholders.

Consequences of underfunding

With no access to work, refugees must survive with only the small amount and limited assistance they get from UNHCR, and little else. In the absence of alternative options, refugees rely on UNHCR for support to help cope with the difficult winter weather conditions. A lack of funding for winterization with temperatures dropping to zero degrees, would have a very negative impact to the wellbeing of refugees, whose living conditions have been steadily deteriorating since the beginning of the Syria conflict.

Comprehensive winter plan: 1.24 Million USD

TURKEY

The winterization campaign is designed to provide assistance to 30,000 Iraqi refugees, 24 per cent of the Iraqi refugee population in Turkey. The assistance will target 15,000 refugees in all three camps run by AFAD and 15,000 refugees living in urban areas.

The implementation of the winter plan will be effected through provision of the following items: winter clothes, high thermal blankets and heaters.

In the same way as for the winter assistance to Syrian refugees, needs of Iraqi refugees living in AFAD-run camps are identified by AFAD, whereas needs assessments and targeting of vulnerable refugees living out of camps will be carried out through the support of partners operating in urban areas hosting large numbers of refugees. Once the needs are identified and validated, the winter clothing, blankets and heaters or stoves will be distributed, with UNHCR coordinating with all relevant authorities throughout the process. These winter NFIs are within the overall winter assistance efforts led by the Government.

Modalities of intervention will be worked out in coordination with the relevant authorities, NGO and UN partners and subject to identification of persons with specific needs, setting the vulnerability criteria and setting of Standard Operating Procedures for distribution.

UNHCR has boosted its capacity in targeting of winter assistance by engaging partners to carry out the data collection on vulnerability and new arrivals. Standard Operating Procedures for distribution are being developed and will assist all partners to have a harmonized approach in the identification of beneficiaries.

For winterization assistance out of camps, UNHCR partners use a standard reporting format which captures key distribution reporting data including signatures or thumb impressions of beneficiaries. UNHCR receives post distribution reports upon completion of all off camp distributions and ensures presence of UNHCR staff throughout the implementation of the winter plan.

Comprehensive winter plan: 1.77 Million USD

Consequences of underfunding

Should the required funding for the winterization campaign not be received, winter assistance to Iraqis living both in and outside of camps will be limited, in particular leaving UNHCR unable to boost its distribution capacity and outreach through new partnerships.

Contacts:

Clare Askew, Programme Officer, askew@unhcr.org, Tel: +962 6 5100460 Ext: 2304

Rebecca Blackledge, Reporting Officer, blackled@unhcr.org, Tel: +962 6 5100460 Ext: 2107