

CARE JORDAN Baseline Assessment of Community Identified Vulnerabilities among Syrian Refugees living in Amman.

October 2012



This Baseline Assessment builds on prior assessments and research conducted by CARE Jordan and other actors, to further source and analyze information relating to the presence, protection risks and assistance needs, strengths, capacities and resources of the Syrian refugee communities living in urban areas of Amman Jordan.

Rapid
Participatory
Community
Assessment

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Executive Summary:

To date no comprehensive assessment of the needs of Syrian refugees living in Amman has been conducted and there has been a scarcity of information related to the actual needs of this 'hidden' urban population. Therefore the purpose of this Baseline Assessment is to help fill that gap and build on prior assessments and research conducted by CARE Jordan and other actors; to further collect and analyze information relating to the presence, protection risks and assistance needs, strengths, capacities and resources of the Syrian refugee communities living in urban areas of Amman Jordan.

The Syrian Refugee Emergency had a rather slow onset with the initial number of refugees coming into Jordan well within the absorption capacity of the local community and their needs could be addressed within the capacity of the Jordanian government and host community. However, as increasing numbers of Syrians entered the country the Government of Jordan and international counterparts became concerned that the local communities capacity to absorb refugees was being stretched.

Therefore from August 2012 onwards all Syrian refugees coming into Jordan are being taken to Za'atri camp; however UNHCR data suggests they often leave the camp unofficially. UNHCR estimates this occurs at a rate of as many as 300 people a day, who then find their way to urban areas and anecdotal evidence suggest the majority may go to Amman in search of jobs. This has caused the trend of refugee population distribution to remain heavily weighted to the urban context. Current, UNHCR figures suggest that well over 20% of refugees settle in Amman, which has traditionally been the primary destination for refugees to Jordan. As of October 17, 2012 UNCHR has been in contact with **88,763 Syrians in Jordan** of which it has registered 58,005 individuals from 20,134 households; while 30,758 Syrian refugees have received appointments for registration with UNHCR. Against this background **the purpose of this baseline assessment and survey was to better understand those needs and the gaps in services for Syrian refugees in Amman.**

The results and analysis contained in this report are based on a two week rapid participatory assessment and baseline survey (see annex 1 for full methodology). The research methodology employed is qualitative and participatory in design, drawing from the 'UNHCR Tool for Participatory Assessment in Operations'¹. The survey used a mixed methodology and assessed data from over 700 Syrians living in 9 urban areas of Amman as follows:

Mixed Methodology:

- ✓ 60 Household interviews (quantitative and qualitative);

¹ <http://www.unhcr.org/450e963f2.html>

- ✓ 5 Focus group discussions (57 participants);
- ✓ 250 beneficiaries of CARE Emergency Cash Assistance data analyzed;
- ✓ 15 Stakeholder interviews (UNHCR, INGOs, NGOS, including 9 CBOs).

This report presents only the data from household interviews and baseline assessment and the follow up focus group conducted with community members. Additional analysis 'checking' was conducted with other stakeholders (namely UNCHR, IRD, IRC, JRC and IMC; and 8 local CBOs). The information presented here is offered as indicative of the situation of Syrians living in Amman only. The desk review of reports on Syrians and conversations with assistance providers working in other governorates in Jordan suggest that there is considerable divergence in the characteristics and the vulnerabilities of Syrian refugees living in the Northern and Southern governorates.

Background characteristics: The number of households surveyed was 60, with a total number of 327 household members and 57 focus group participants representing 332 household members additionally the records of 250 Syrian households were analysed². Households contained mixed family groups but with all households containing relatives. The average family size was 5.5. All participants in the survey were Sunni Muslims.

Survey results in brief:

- The survey group was 50% females and 50% are males (162/161- including children);
- 10% of the survey participants were from Female Headed Households (FHH)³;
- 49% of the total number of family members are children (161);
- 64% of school aged children are not attending school (100);
- 6 children were reported as working (from 5 households);
- 92% of households were registered with the UNHCR⁴;
- None of the households reported receiving cash assistance from UNHCR;
- Only one household reported receiving assistance from an INGO⁵;
- 48% of households had one or more members working;
- 44% of FHH reported that they do not have any income⁶;

² The records relate to Syrian refugees already served with Emergency Cash by CARE. The records were analyzed for information related to vulnerabilities and informed the survey methodology and protocol development. See methodology in annex 1 for more information.

³ 9 households. This is below UNHCR's 31% checking to see if data is different in Amman. In order to ensure that the vulnerabilities of female headed households were fully represented, CARE also invited 13 Female Household heads to a focus group session to discuss the vulnerabilities indentified in the survey.

⁴ Only 2 households interviewed were not registered with CARE they were registered with the UNHCR. No households were interviewed that were not registered with CARE or the UNHCR.

⁵ 18% of households had received assistance from CARE

⁶ Only one FHH had a member working.

- 75% of the sample reported a monthly income of less than 250 JOD;
- The shortfall between income and expenditure was 90 JOD a month;
- 40% of households pay 125-150 JOD a month for two room apartments⁷;
- 82% of the sample had no access to any heating source and a further 10% had poor access to heating;
- 18% of households had no blankets and over 45% had poor or very poor blankets;
- 28% of the survey did not have suitable clothing and a further 30% had poor or very poor clothing for winter.

Resilience: The survey found there was considerable resilience in the Syrian refugee community with many households managing to secure their basic livelihoods through a variety of strategies. Skilled and semi-skilled laborers have been the most successful in finding work in Amman. However, the income from working was rarely enough to maintain an entire household and income from work was being augmented with support from CBOs, neighbors, family members and charitable individuals in addition to incurring debt. Those survey participants who had been in Jordan for more than six months noted a change in attitude from the Jordanian community and from CBOs and stated that they were receiving less support now than upon arrival. Although many households discussed the possibility of returning to Syria if they were unable to secure their livelihoods in Amman and make adequate preparations for winter, no one suggested that they would go to Zaa'tari camp to seek improved livelihood and food security.

Livelihoods: Households reported different sources of income including: 47% work (regular and irregular,) 24% assistance from people or from CBOs, 8% savings or no income. Some households reported that they are surviving through selling the items provided to them by CBOs (food, or NFIs) or through incurring debt with family or friends in Jordan or outside. Out of the 60 households 22 households (37%) reported that they have debt. The average amount of debt per household was 225 JOD; although some household had over 700 JOD in debt. Households reported being in debt to relatives, neighbours, landlords, shop keepers etc (both in Syria and in Jordan). In general debts had been accrued for the following reasons: travel expenses leaving Syria, renting accommodation, medical needs or other family emergencies.

Rental Accommodation: 40% of households pay monthly rent which ranges between 100 to 125 JODs per month, 28% are paying between 125 JOD and 150 JOD and a further 12% are paying up to 200 JOD. In general households are paying above the market rate for low quality housing, with over 35% of households living in only two rooms with over 4 people per room.⁸ As part of the survey process surveyors observed and rated the household conditions and needs against a 6 point ranking.

⁷ All but one FFH pays rent in this range.

⁸ **Note:** A needs assessment conducted by the team leader in 2008 of Iraqi Refugees living in the same areas as this survey population found that rents averaged between 40 JOD and 120 JOD for equivalent housing.

In general across the households surveyed 40-50% of household had unacceptable accommodation⁹. Across the survey **82% of the sample had no access to any heating source and a further 10% had poor access to heating**, only 8% of the sample had acceptable or better access to heating sources.

Over **40% are living well below the poverty line and are in dire need of holistic and sustained assistance packages**. Female Headed Household made up 12% of the most vulnerable households and faced specific vulnerabilities as discussed below.

Participatory Survey results in brief: Participants were asked to identify the vulnerabilities of most concern to them and their households and any changes over time. Participants were also encouraged to identify any changes over time and any capacities for change or improvement.

Livelihoods: Both livelihoods and food security were identified as areas of concern by all respondents. In particular, households were extremely anxious about the cost of living in Amman and their ability to pay rent, buy food and prepare for winter¹⁰. One finding of this survey was that the *ad hoc* nature of food and financial assistance was adding to the stress faced by vulnerable households and prevented households from being able to plan their household finances and food effectively. No households in this survey were being hosted by a Jordanian family.

Psychosocial vulnerabilities: While many households reported good relations with neighbors and access to community networks, feelings of isolation and loss of community were consistently reported by almost all interviewed, across age and gender. Lack of money was a significant factor. Many people report being unable to engage in activity outside of the home due to the high cost associated with recreational activity, even if visiting friends or family. Parents described being unable to allow their children to join school due to the auxiliary costs, and feeling unable to explain this reality to children.

Education: Over 60% of families were not sending their children to school and number of reasons were reported, these included: inability to afford auxiliary costs surrounding schooling, safety on the way to school, bullying and discrimination in school, children having missed schooling, difference in curriculum, distance from home to school, and psychological issues of the children (refusing to go to school, refusing to speak, fear of other people etc). However, the most significant factor described by parents was a residual fear of being separated from their children and being unable to bear letting them out of their sight for fear of never seeing them again¹¹.

The 38% of families who did have children in school gave positive reports of their children's experience of school and although distance to school and the threat of bullying on the way to school were a

⁹ Accommodation was ranked against a five point criteria with acceptable being 3.

¹⁰ The UN/Government of Jordan Task Force report suggests that the cost of living in Jordan is almost twice that of the cost of living in Syria. WFP Report. Page 7.

<http://documents.wfp.org/stellent/groups/public/documents/ena/wfp251901.pdf> Given that households were facing economic pressure in Syria since March 2011 the majority of households arrived with extremely limited resources.

¹¹ This was especially prevalent in families who had arrived in the last few months and had left as a direct result of violence in their areas.

concern, they had found strategies to solve these issues. A small number of families had children both in and out of school; these families were holding children back from school over concerns over the entry grade, the child's refusal to attend school, or because the child was needed at home to help with other children or family members with special needs. A number of older boys were not attending school and were looking for work. Only 6 children were reported as working.

Healthcare: Many of the survey participants admitted to unhealthy life styles and were concerned by their poor quality housing. Almost every family and individual interviewed mentioned health as a key area of concern. This was particularly so for families with preexisting serious physical health issues or disability requiring ongoing treatment and medication. However, even for those families who did not report existing health issues, fear of being unable to access care and medication when required was a major sources of stress. Syrians also complained that they did not have access to information about healthcare and the services available to them.

Human Rights and Protection: Lack of residence and legal status in Jordan was cited as the underlying protection issue for most Syrians interviewed, as it created secondary risks in every aspect of daily life. While registration with UNHCR was seen as protection from *refoulement* the lack of legal documentation for work was seen as a considerable concern by many participants (in particular men). Similarly many participants noted incidents of discrimination, exploitation or abuse and stated that they did not feel able to go to the police, report incidences or seek legal redress/support due to their irregular status. Almost every household had a story (not all from personal experience) of being asked for/about daughters for marriage by a Jordanian, in some cases this had been whilst they had been in one of the camps and the offer of marriage had been accompanied by an offer to bail the family out of the camp. In other cases the marriage offers were accompanied by offers to help support the family and were considered inappropriate, insulting and in some cases exploitative by the Syrian families¹².

Winterization: As described above **no household surveyed for this report was in any way prepared for winter.** Households required a heating source in addition to blankets, mattresses, clothes, boots/shoes, carpet pieces and in some cases maintenance. In discussion with focus group participants the vast majority stated that if they were given cash for winterization they would be forced to use it first to secure their rent and only once that was paid would they be able to start budgeting for winter items.

Role of CBOs: All households were accessing, or had accessed, some services provided by local CBOs. There was however widespread agreement that current service provision is inconsistent and inequitable and did not allow households to plan their monthly expenditure. Multiple respondents suggested that assistance was often based on a family's capacity to seek assistance, knowledge of providers or social networks rather than on a systematized survey of the most vulnerable.

CARE Jordan met with and interviewed eight CBOs identified by Syrian survey participants as providing assistance to Syrian families in Amman. See annex 4.

Gender: Throughout this survey a gender lens was applied and surveyors made every effort possible to ensure that different household members had equal opportunities to identify priorities and

¹² The survey identified no cases of S/GBV, early marriage, forced marriage or transactional/exploitative practices. See discussion in Gender section below.

vulnerabilities specific to them. The gender analysis in this study identified the following issues as the most significant for Syrian refugees in Amman.

For women:

- Difficulty in securing rental accommodation due to landlords' reluctance to rent to unaccompanied women who are perceived as unlikely to be able to pay rent and as 'socially problematic';¹³
- Inability to work outside of the home either due to family commitments (children/elderly relatives) or concerns for safety and security;
- Concern about offers for marriage and for early marriage for daughters¹⁴ or simply marriage with a very low dowry¹⁵;
- Finding the stereotyping of Syrian girls as cheap and easily secured brides insulting and oppressive;
- CBOs wanting to take picture of people receiving NFIs – (made to feel cheap and shamed)¹⁶.

For men:

- Working conditions (exploitation) and working illegally (what will happen if caught);
- Married men in particular raised concerns about exploitation and the low levels of pay received;
- Exploited or abused in their work feel unable to report abuse to police or employers; jobs;
- Men were more concerned about their general security and legal status particularly as they are the ones going out to work (illegally).

Going Forward: The results of this survey and data analysis suggest that Syrian refugees in Amman can be roughly divided in to three categories with the following characteristics, needs and possible areas of intervention:

¹³ Conservative gender norms around shame and honor make the presence of female without male protection difficult in close communities.

¹⁴ The personal status law in Syria as it applies to Muslims recognizes the eligible age of marriage as 18 years for boys and 17 years for girls. A marriage below these ages can be authorized in the courts; for girls the minimum age is 13 and for boys the minimum age is 15. (Source: Syria MENA Gender Equality Profile, UNICEF 2011).

¹⁵ Although there are reports of transactional sex, early marriage and temporary marriages from NGOs working in the Northern Governorates survey participants did not identify these as issues of concern to them or their communities. Rather they stated that they had heard Jordanians talking about these issues and not Syrians.

¹⁶ **Note:** Although, SGBV and GBV were not raised by participants as issues of concern – women in the focus groups did acknowledge that if men were unable to provide for and protect their families they expected incidences of violence to increase¹⁶. The survey methodology employed ensured that women were given space to identify these issues if they wanted to; however this was not the focus of the survey and more focused research complimented by an in place response might be necessary to identify cases.

- **Vulnerable (35-40%)¹⁷** – households where one or more members have successfully found employment or home based livelihood, who are living in acceptable or better accommodation and are accessing services and support from local CBOs/charitable organizations in addition to governmental services (medical clinics and schools for children). This group has an extended network that includes both Syrian and Jordanians, has no or very low levels of debt and feels relatively secure. **Needs:** This group is exhibiting the most resilience and support and assistance should build on this resistance. Nonetheless, they remain extremely vulnerable to shocks (medical emergencies), loss of employment (arrest/exploitation), and reduction in assistance from CBOs etc; they are in no way prepared for winter.
- **Very Vulnerable (15-20%)** – households where one or more members have successfully found occasional employment or home based livelihood, who are living in acceptable or worse accommodation and are occasionally accessing services and support from local CBOs/charitable organizations in addition to some governmental services (medical clinics and schools for children). This group has limited network that is mainly Syrian, has some debt and feels somewhat secure (particular insecurity regarding eviction due to irregular income). This group has a tendency to stay at home and dwell on events in Syria and expressed feelings of hopelessness and insecurity. Many in this group talked of returning to Syria if their situation did not improve. **Needs:** This group needs support and assistance to be able to secure more regular livelihoods/income. They are extremely vulnerable to shocks (medical emergencies), loss of employment (arrest/exploitation), and reduction in assistance from CBOs etc; they need access to psychosocial assistance; they are in no way prepared for winter and they are a great risk of falling into extreme vulnerability.
- **Extremely Vulnerable (40-45%)** – households where no members have successfully found secure employment or home based livelihoods, who are living in unacceptable or insanitary accommodation and are only very occasionally accessing services and support from local CBOs/charitable organizations and occasionally governmental services (medical clinics and schools for children). This group finds the auxiliary costs associated with transportation to and from services and the cost of medicine prohibitive. This group has very limited networks of only Syrians, has debt and feels insecure about their stay in Jordan (particular insecurity regarding eviction due to irregular income). This group has a higher percentage of people with special needs, the elderly, female headed households etc. A very low percentage of children from this group are accessing education. This group stays at home and expressed feelings of hopelessness and insecurity. Many in this group talked of returning to Syria soon if their situation did not improve. **Needs:** Many households in this group will find employment outside the house very difficult to maintain either due to age or in ability to work long hours or manual labor. This group will require targeted psychosocial interventions to ensure they do become less and less able to cope and fall back on negative coping mechanisms. This group needs support and assistance to be able to secure regular income. They are extremely vulnerable to shocks (medical emergencies) and reduction in assistance from CBOs or UNCHR etc; they are in no way prepared for winter and they are a great risk of eviction and becoming destitute.

¹⁷ Percentages are approximate only and based on an analysis of the baseline data on livelihoods.

- **Suggested interventions:** All assistance for the three groups should aim to promote positive coping mechanisms and prevent households from falling further into vulnerability. All groups will require regular financial assistance (at the time of the survey none of the households were receiving UNHCR cash assistance), access to emergency funds and winterization support. However, there is potential to support livelihood development across the groups and vocational training, training placements and small grants for home based income generating activities should be considered. Additionally, psychosocial and recreational activities will play an important role in ensuring these groups are able to maintain or improve their situation. Once capacity and trust building work has been undertaken with CBOs all Syrians will benefit from involvement in local CBOs' community programming¹⁸. (See below for more detailed breakdown of recommendations).

Recommendations: In order to ensure that the groups described above do not fall further and further in to vulnerability or adopt negative coping strategies and behaviors, the following interventions are recommended:

- **Monthly Cash Assistance** – although all groups are in need of additional cash support the most vulnerable families and households will require sustained cash assistance in order to maintain even the most basic standard of living. This is particularly true during the winter months where the increase in the cost of fuel will place a significant burden on refugee families without livelihood support or savings. Monthly cash assistance will also be vital in ensuring that families are able to pay rent and do not fall further into vulnerability or adopt negative or illegal coping mechanisms. Female headed households are particularly at risk.
- **Top up Cash Assistance** – in addition to monthly cash assistance and Emergency Cash assistance all Syrian households would greatly benefit from access to the provision of small irregular/semi regular top up cash assistance to cover the short falls when their irregular access to cash from work or irregular assistance from CBOs or charitable families is not available. Similarly, this top up cash provision would help to prevent families from falling further in to vulnerability or illegality.
- **Emergency Cash Assistance** – this facility has proven very successful to date and is one of the keystones of CARE's Refugee Assistance Package. Emergency Cash and associated counseling is instrumental in ensuring refugees are not at risk of eviction, exploitation, and other forms of abuse associated with debt or necessary medical assistance. Feedback from families and especially from women suggests that the Emergency Cash facility has helped in many cases to reduce family stress and improve family relations and well being.
- **Winterization Cash** – the findings of this survey and report suggest that this facility is essential for Syrian Refugee families. For families who have little or no assets and do not have adequate access to heating, blankets, clothing etc winter is going to be an extremely difficult time. The recent price increases related to fuel are also going to significantly impact this group and cash to offset this additional cost will be necessary for all families – including those already accessing UNHCR's monthly cash assistance.
- **Non-food items** – for households who have arrived with nothing and are residing in unfurnished apartments NFIs are an essential part of households' ability to maintain a basic standard of living.

Even for households where one or more family members are working this survey highlighted the extent to which NFI supplement and augment cash from work and reduce the shortfall between income and necessary expenditure.

- **Vocational Training** – training opportunities will provide twofold benefits for this population: 1. By providing transferable skills that can be used to develop livelihood opportunities in both Jordan and Syria, 2. Psychosocial benefits associated with becoming engaged in meaningful activity outside of the house and meeting new people and networks.
- **Psychosocial activities for Adults** – across the Syrian refugee population this survey found that households and families would benefit from inclusion in a variety of psychosocial activities, including those focusing on family wellbeing, communication skills, financial counseling, stress management and support networks. The most vulnerable groups including women headed households, families with special needs, the elderly and unaccompanied men would benefit from more targeted and specialized interventions. Also activities targeted at parents whose children are not currently in school should be prioritized.
- **Psychosocial activities for Children** – this survey suggests that over 60% of school aged children are not attending school and 100% of children do not have safe spaces in which to play, therefore psychosocial activities will be essential in ensuring that children are either able to return to school or remain in schooling. Additionally, this survey highlighted that a number of children are suffering from distress associated with displacement and the violence they witnessed in Syria – also worryingly many children in the survey are spending considerable amounts of time at home watching very graphic news reports from Syria – these children would benefit considerably from targeted interventions that focus on positive informal learning and recreational activities.
- **Strengthening Community Links and the capacity of Community organizations to respond** – every family in this survey had benefitted from assistance from the local community and local community based organizations. INGOs operating in Amman should work to ensure this local community support is maintained and improved. For example while households had received support from CBOs many complained that the CBOs were not professionally run, that assistance was ad hoc and unreliable, that CBO staff were rude and did not treat Syrians respectfully and that CBOs were not a female friendly or safe environment. INGOs should focus on building the capacity of these local organizations to be able to better respond to the needs of the Syrian and Jordanian communities and at the same time work to rebuild trust between the most vulnerable in the Syrian community and these local support structures.

In addition to these recommendations there may need to be additional support structures put in place to address their developing needs of extremely vulnerable women and the survivors of violence.

Note: CARE Jordan as part of its Syrian Refugee Response has plans in place to provide all the types of assistance identified above with the exception of monthly cash assistance.

Finally, the findings of this survey also suggest that there is greater need for '**harmonization**' in the provision of services and more comprehensive/holistic case management. The provision of services is at times *ad hoc* with both international and local agencies providing services in some areas and not in

others. Service provision is identified as not always inclusive and the priorities set for provision of services are often not well understood by beneficiaries, leading to feelings of frustration, unfairness and distrust. Despite UNHCR's efforts to coordinate the provision of services, partnerships between INGOs and local community based organizations may be better suited to further ensure comprehensive coordination and coverage.

Next steps and Research topics: the results of this survey data and analysis suggest that the following areas will require additional study and ongoing monitoring in order to understand better the effects of displacement on the different members of the Syrian community and to ensure that agencies are able to respond to developing needs of the urban Syrian community:

- ❖ More in depth analysis of psychosocial needs, risks and coping strategies; in particular for women and girls.
 - Interventions should be based on identified needs and build on existing support networks.
- ❖ Ongoing analysis and research to better understand the specific gender risks of women/children/single men etc and how these may develop as a result of extended displacement.
- ❖ The situation of children, given that a high percentage that is out of school and the complete lack of safe spaces. Additionally, attention should be given to the long term affects of isolation and exposure to violence from television.
- ❖ Continued study of the needs of the host community and how the accommodation of large numbers of displaced Syrians is affecting these communities and how this changes over time.
 - In order to address and mitigate community tensions over assistance and resource allocations all intervention should try and integrate the host community to the degree possible.
- ❖ More in depth analysis of the role of CBOs in supporting the Syrian community and how this is evolving over time.
 - Where possible interventions should involve CBOs and include capacity building in order to extend the reach and efficiency of CBOs assistance.

Background and Context:

The purpose of this Assessment is to build on prior assessments and research conducted by CARE Jordan and other actors, to further source and analyze information relating to the presence, protection risks and assistance needs, strengths, capacities and resources of the Syrian refugee communities living in urban areas of Amman Jordan. This report also seeks to address the gap in information available about the needs of Syrian refugees living in Amman.

The protracted conflict in Syria has created major dislocations of populations, thousands of whom have entered Jordan. Jordan is not a signatory to the UN 1951 Geneva Convention on Refugees and does not have systematized domestic legal instruments for the granting of asylum. It currently receives all foreigners, including Syrians, within the framework of its Alien Law. The UNHCR in Jordan operates in the Kingdom under a Memorandum of Understanding with the Jordanian Ministry of the Interior and is responsible for processing asylum claims and status determination. Initially, Jordan was welcoming Syrian refugees through a bail out system where a Jordanian family acts as a guarantor for the Syrians and as such Syrians were able to transit border processing facilities and from early 2011 to July 2012, settle in the Jordanian community.

The emergency had a rather slow onset with the initial number of refugees coming into Jordan well within the absorption capacity of the local community and their needs could be addressed within the capacity of the Jordanian government and host community. Unlike previous refugee influxes into Jordan, Syrians were poorly educated, destitute, coming with extremely limited resources and were settled through the country. UNHCR figures suggest that well over 20% of refugees settle in Amman, which has traditionally been the primary destination for refugees to Jordan. However with a spike in violence in Syria during the month of August, Jordan began receiving nearly 10,000 refugees between the nights of August 24th and August 28th alone. The population of Za'atari camp, opened at the end of July, tripled in a single week presenting extreme challenges to the camp's ability to provide services at Sphere standards; since that time the camp has been considerably improved.

Although all refugees coming into Jordan are taken to Za'atari camp they often leave the camp unofficially. According to UNHCR estimates this occurs at a rate of as many as 300 people a day, who then find their way to urban areas and anecdotal evidence suggest the majority may go to Amman in search of jobs. This has caused the trend of refugee population distribution to remain heavily weighted in the urban context where it presents a much greater challenge to locate vulnerable Syrians, assess their needs, and provide them with services. CARE is concerned that the focus on providing services in the camp setting is eclipsing the needs of the urban population, both host and refugee.

The purpose of this assessment is to better understand those needs and the gaps in services for Syrian refugees in Amman.

Geographical target area: Urban Amman.

Mixed Methodology:

- ✓ 60 Household interviews (quantitative and qualitative);
- ✓ 5 Focus group discussions (57 participants);
- ✓ 250 beneficiaries of CARE Emergency Cash Assistance data analyzed;
- ✓ 15 Stakeholder interviews (UNHCR, INGOs, NGOS, including 9 CBOs).

Beneficiary Identification methodology: CARE contacted beneficiaries of Emergency Cash Assistance (served under BPRM project 2011-12) and Syrian refugees who have approached CARE seeking but not yet having received assistance. The survey team conducted 60 households interviews of which 66% were from CARE’s lists the remaining were from recommendations from the households visited. Specifically: Elderly, disabled, female headed households, Households not registered with UNHCR, households not receiving assistance from any agencies, and Households with children in/out of school etc.

For full survey methodology see annex 1.

UNHCR Statistical Data for Syrians in Jordan:

As of October 17, 2012 UNCHR is contact with **88,763 Syrians in Jordan** and has registered 62,009 individuals from 21,454 households; while 31,264 Syrian refugees have received appointment for registration with UNHCR.

The number of Syrians currently residing in Za’atari **camp is 24.532** of which 54% are female and 55% are under 18 years of age. 86.4% of the Camp’s population is from Deraa. UNHCR reports that “Syrian refugees arriving in Jordan through illegal border crossing are brought to Za'atri by the Jordanian Armed Forces and IOM. UNHCR is aware that a significant number of people have left and are leaving the camp through bailing out procedure, voluntary return to Syria or by their own means. UNHCR has recently witnessed an increase in the number of Syrians approaching its main office in Amman and help-desks in Irbid, Mafraq, Ma'an and Zarqa.¹⁹”

¹⁹ <http://data.unhcr.org/syrianrefugees/country.php?id=107>. UNHCR data portal accessed. 11/10/2012.

UNHCR data suggests that vulnerable Syrians in Jordan are distributed across the country as follows:

- Over 40% of Syrians are in Irbid governorate;
- Over 25% of Syrians are in Amman (13,203 people);
- Over 17% of Syrians are in Mufraq;
- Over 7% are in Zarqa²⁰.

UNHCR data also shows that **43% of the Syrian population** in Jordan is from **the Deraa governorate**, 66% of which are in the Irbid governorate, 13% are in Mafraq and 10% are in Amman. While **37% of the Syrian population** in Jordan is from **the Homs governorate** with 23% living in Irbid, 24% in Mafraq and **31% in Amman**.

- 51% of the caseload is male and 49% female;
- 31% of the caseload are female headed households;
- 53% of the caseload is under 18 years of age;
- 29.3% of the caseload is between 18-35 years of age;
- 14.9% of the caseload is between 35- 59 years of age;
- Only 2.4% are over 60 years of age;
- 45% of the caseload had 5 or more family members.

UNHCR has registered an average of 5,560 case a month for the last six months with a drop in registrations in June (3829) and a peak in September (7,887).

CARE's Baseline Data:

Based on the analysis of the baseline survey data for the 60 Syrian households the following characteristics were identified. For a full breakdown of the baseline survey data see annexes 2 and 3.

Background family characteristics:

The total number of Households or extended household surveyed was 60, with a total number of 327 Syrians household members and 57 focus group participants with 332 household members additionally the records of 250 Syrian households were analysed. Household's contained mixed family groups but with all households containing relatives (husband/wife, brother/sister in laws, grandparents, children, nephew/nieces etc). The average family size was 5.5, the largest household had 15 members, only one

²⁰ The remaining population is spread across the country.

household of 1 being surveyed, however the mode is 3 members per household (14 households). All participants in the survey were Sunni Muslims.

Participants Age	0-5	5-15	16-18	18-30	30-60	60+
Percentage	18%	28%	4%	20%	25%	5%

Note: This survey uses household – define as mixed family groups living together and sharing residence and expenses as the unit of study, after initial interviews with ‘nuclear’ families indicated that this is not how this population is self identifying nor developing coping strategies.

Survey results in brief:

- The survey group was 50% females and 50% are males,
- 10% of the survey participants were from Female Headed Households²¹;
- 49% of the total number of family members are children (161);
- 42% of children are below school age; Of the 327 people surveyed 10 have special needs²²;
- 92% of households were registered with the UNHCR²³;
- 64 % of school aged children are attending school (61);
- 31% of school aged children are not attending school²⁴;
- More males than females are attending school (52% and 48% respectively);
- 6 children were reported as working (from 5 households);
- 48% of households had one or more members working;
- 44% of FHH reported that they do not have any income²⁵;
- No women were contributing to the household income;
- 75% of the sample reported a monthly income of less than 250JOD;
- 50% of households report monthly expenditure of over 200 JOD;
- The shortfall between income and expenditure was 90 JOD a month;
- The shortfall between income and expenditure for FHH was 32 JOD a month;

²¹ This is below UNHCR’s 31% checking to see if data is different in Amman. In order to ensure that the vulnerabilities of female headed households were fully represented, CARE also invited 13 Female Household heads to a focus group session to discuss the vulnerabilities identified in the survey.

²² Disabilities, elderly, chronic disease etc.

²³ Only 2 household interviewed were not registered with CARE, they were registered with the UNHCR. No households were interviewed that were not registered with CARE or the UNHCR.

²⁴ Only 4 children were reported as attending informal education activities, they were all male.

²⁵ Only one FHH had a member working.

- 40% of households pay 125-150 JOD a month for two room apartments²⁶;
- no households had access to a safe outdoor space for children;
- 82% of the sample had no access to any heating source and a further 10% had poor access to heating;
- 18% of households had no blanket and over 45% had poor or very poor blankets;
- 28% of the survey did not have suitable clothing and a further 30% had poor or very poor clothing for winter;
- 67% of the households with infants could not afford diapers.

Note: Although only 10% of the sample were Female Headed Households, a further 4 households were hosting a additional female headed family and a further 2 households were hosting 2 additional female headed families (i.e. a sister/sister in law and their children). If these women are also identified as FHH then 29% of the sample were female headed households – with almost half being hosted by other families.

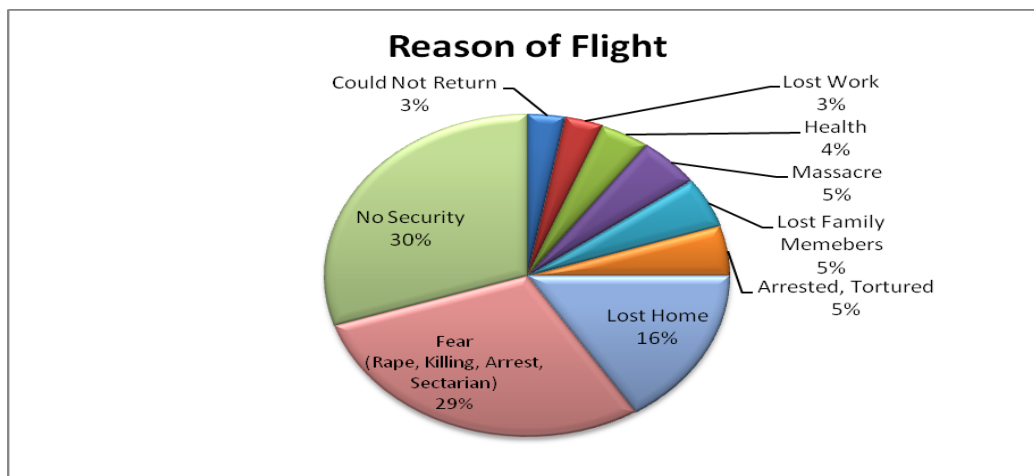
Survey data:

The majority of the households that participated in the survey were from Homs (85%) while only 8% came from Damascus, 5% from Deraa and 2% from Hama. The majority of households arrived in Jordan between April and July 2012, although one family had been resident in Jordan since 1995 and two households had become stuck in Jordan after returning from pilgrimage to Saudi Arabia and finding they were unable to enter Syria.

Households listed 9 reasons for leaving Syria with some households identifying more than one reason for flight. 30% of the respondents reported that the general lack of security had caused them to come to Jordan, 29% left due to a specific fear of SGBV, killings, arrests or sectarian violence, while 16% came to Jordan after their homes were destroyed. See table 1 below:

²⁶ All but one FFH pays rent in this range.

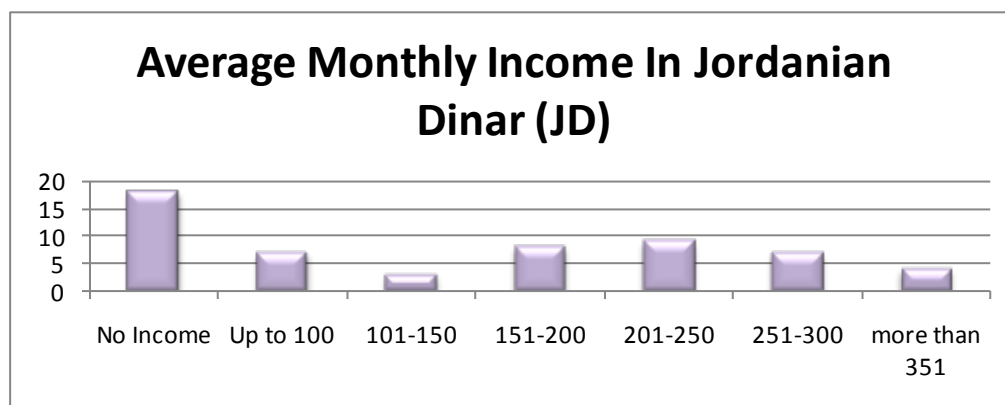
Table 1. Reason for flight.



Households Livelihoods and coping strategies:

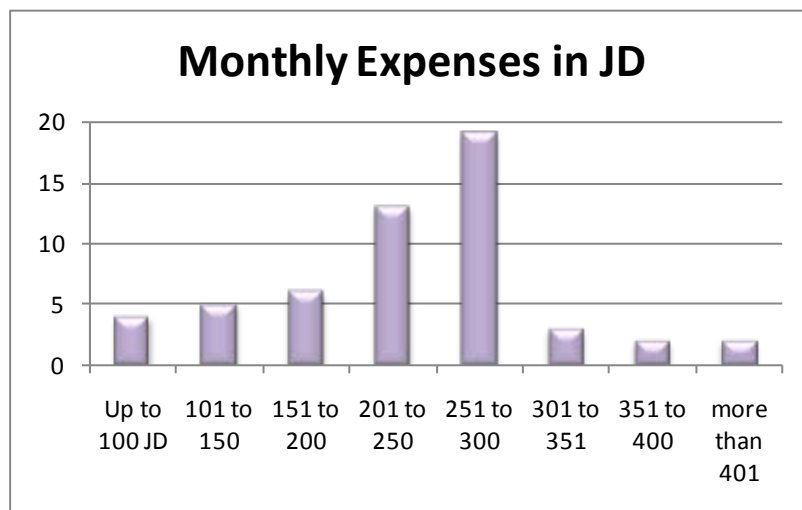
The baseline survey collected data from survey participants on their income, expenditure and current levels of debt. The information below is as reported by the survey participants and is given here as an indication of current livelihood patterns only.

Table 2: Reported monthly income.



Households reported a variety of monthly incomes – with incomes changing over time and depending on a variety of factors (support from charitable institutions/households, support from relatives and neighbours, income from work etc). Over 20 households reported no income at all rather stating that they were using savings or relying upon *ad hoc* donations (both monetary or in kind), 11 households reported an income of up to 100 JOD a month while others reported up to 200 JOD (11 households), 12 households reported an income of 201-250 JOD and 11 households of 251-300 JOD. Only 6 households reported an income of over 351 JOD a month. The average monthly income was 155 JOD.

Table 3: Monthly Expenditure.



Monthly Expense	Percent of Households
Up to 100	5%
101 to 150	10%
151 to 200	13%
201 to 250	22%
251 to 300	32%
300 +	18%

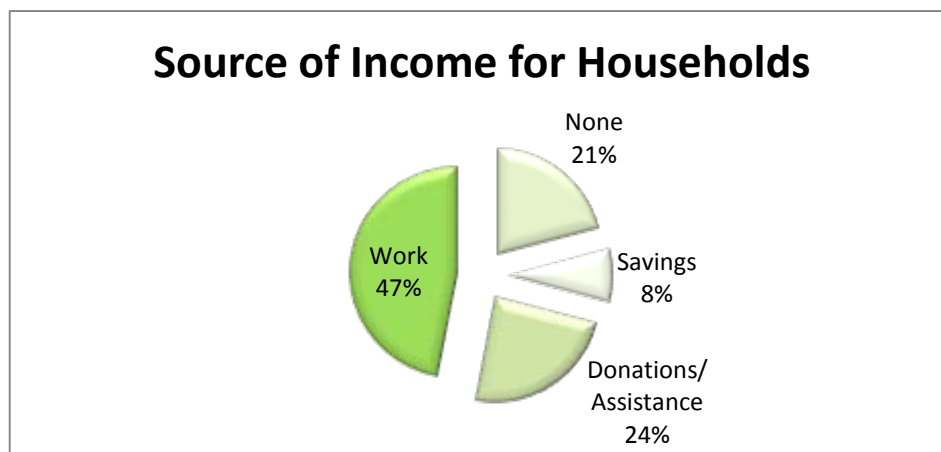
The average household expenditure was 245 JOD, with households reported a mean expenditure of 251-300 JOD with over 50% reporting a monthly expenditure of more than 250 JOD. See table right.

The average shortfall between income and expenditure was 90 JOD

Source of income

Households reported different sources of income including: 47% work (regular and irregular,) 24% assistance from people or from CBOs, 8% savings, or no income as per the table below. Some households reported that they are surviving through selling the items provided to them by CBOs (food, or NFIs) or through incurring debt with family or friends in Jordan or outside. A small number of Households were in debt to Jordanians (see section on debt below).

Table 4: Source of Income.



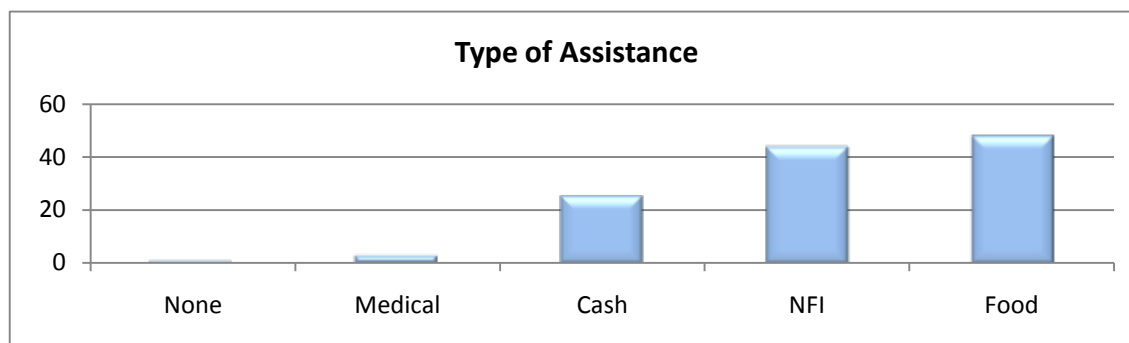
Out of the 60 households 29 reported that 1 or more of its members is working to support the family (47% of households) that is a total of 39 people (47% of adult males) are working either as day labourers (41%), weekly labourers (5%), monthly labourers (51%)²⁷ or home based jobs (3%)²⁸.

Note: 95% of adult males report having been regularly employed or self employed in Syria²⁹, 10% of women report having been employed in Syria³⁰.

Assistance:

All, except one household, report having received some sort of assistance from one or more CBO or community members (neighbours or *Alhilat al Khier*/charitable benefactors); assistance includes NFIs, cash, in kind support (paying school fees, lending televisions, furniture etc, see table below for a further breakdown of assistance provided).

Table 5: Type of Assistance.



Note: Medical assistance here refers to financial assistance for health related reasons rather than access to government or charitable health facilities. 99% of the survey sample had successfully assessed public health services – although concerns were raised over the quality of services and the availability of medicine (see qualitative data section/health below).

Debts:

Out of the 60 households 22 households (37%) reported that they have debt while others preferred not to provide an answer or confirm if they have any debts. The average amount of debt per household was 225 JOD; although some household had over 400 JOD in debt. Households reported being in debt to relatives, neighbours, landlords, shop keepers etc (both in Syria and in Jordan).

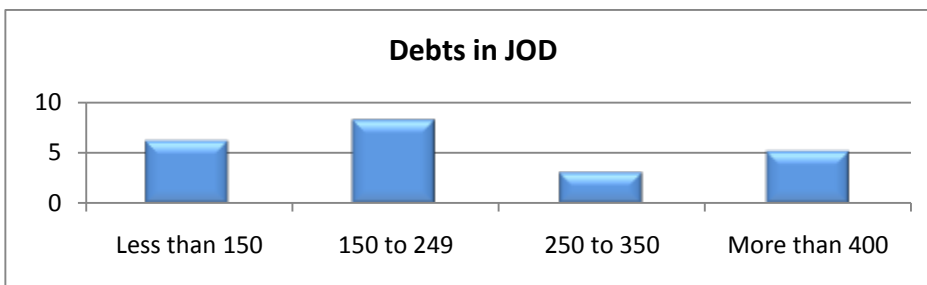
²⁷ Syrian men are working in: construction, shops, barbers, bakeries, restaurants, painting, electricians, mechanics etc. Only one survey participant was working as a private tutor.

²⁸ Previously 10 householders owned their own businesses (12% of adult males). 1 was a Parliamentarian, 2 were government employees and 3 were teachers. The remaining were tradesmen (butchers, mechanics, shop workers, etc).

²⁹ See annex 5 for breakdown of jobs.

³⁰ 9 women reported working as follows: 5 government teachers, 1 nurse, 1 farmer and 1 in the family business.

Table 6: Debt in JOD.



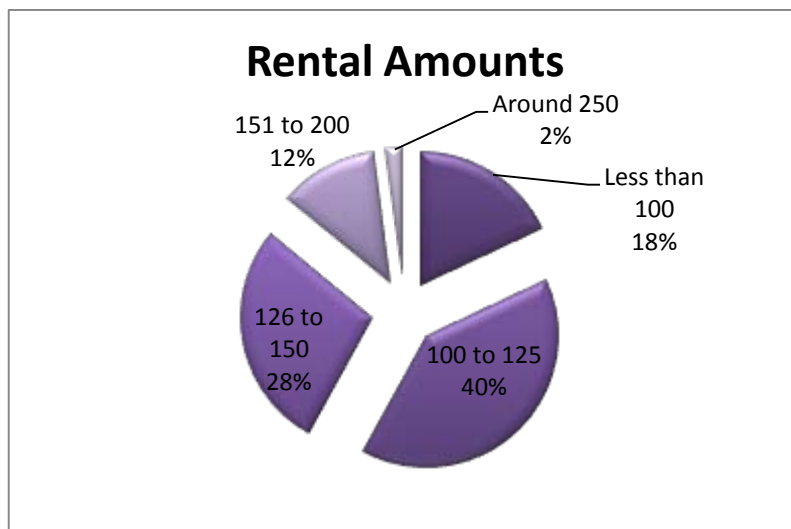
Residence:

90% of households are living in apartments, 7% are living in basements and of the remaining 2 households, 1 is living in one room and the other family is living in a roof top room. 3 families are living with up to eight people per room.

Rental:

40% of households pay a monthly rental which ranges between 100 to 125 JODs per month, 28% are paying between 125JOD and 150JOD and a further 12% are paying up to 200 JOD, see below for further breakdown.

Table 7: Rent Amounts.



In general households are paying above the market rate for low quality housing, with over 35% of households living in only two rooms with over 4 household members per room.

Note: A needs assessment conducted by the team leader in 2008 of Iraqi Refugees living in the same areas as this survey population found that rents averaged between 40 JOD and 120 JOD for equivalent housing.

Female Headed Households:

Of the survey group a total of 9 Households (10% of the sample, with 36 family members) were from Female Headed Households (FHH) of which 2 are widows, 6 are married and their husbands have remained in Syria and one is divorced; all the FHH are registered with the UNHCR. As above an additional 8 female family heads are living in households headed by male relatives, their information is not included in this section, however 6 of these families are being hosted by extremely vulnerable households, see section below for characteristics. In line with the rest of the survey group the mode FHH size is 3 although the average FHH is slightly lower than the survey as a whole at 4.3 household members, the largest FHH has 9 members as opposed to the largest MHH which has 15 members.

44% of FHH reported that they do not have any income, most are dependent on savings or on donations only one FHH reports an income from a working household member and one other is receiving monthly cash assistance from a CBO. The average income for the FHH was 200 JOD a month and the average expenditure was 232 JOD.

The average shortfall between income and expenditure was lower for FHH than MHH at 32 JOD a month.

33% of FHH reported that they have debts ranging between 150-400 JOD. All of the FHHs are paying a monthly rental fee of 120-150 JODs with the exception of one household who are paying 75 JOD³¹.

Almost all of the FHH left Syrian due to the security situation, the fear of killing and 3 had lost their homes in bombings.

Household/Shelter Conditions/facilities:

As part of the survey process surveyors also observed and rated the household conditions and needs against a 6 point ranking: do not have, very poor, poor, acceptable, good and very good. The results of these observations are presented below.

Housing Facilities						
Kitchen						
	Do Not Have	Very Poor	Poor	Acceptable	Good	Very Good
Kitchen	2%	18%	23%	40%	14%	3%
Fridge	15%	3%	18%	44%	17%	3%
Gas	12%	3%	17%	47%	18%	3%
Sanitation and Water						
	Do Not Have	Very Poor	Poor	Acceptable	Good	Very Good
Sanitation	2%	17%	27%	36%	13%	5%
Drinking	8%	7%	8%	40%	32%	5%

³¹ This household is particularly vulnerable with 8 children of whom 6 are attending school and two stay at home with their mother. They are renting a two room apartment which has no heating. They are reliant on ad hoc donations to survive.

Water						
Ventilation	15%	8%	7%	45%	18%	7%
Light						
	Do Not Have	Very Poor	Poor	Acceptable	Good	Very Good
Light	2%	12%	13%	48%	27%	5%
Windows	5%	15%	18%	35%	27%	0%
Heat						
	Do Not Have	Very Poor	Poor	Acceptable	Good	Very Good
Heating	82%	0%	10%	3%	3%	2%
Electricity						
	Do Not Have	Very Poor	Poor	Acceptable	Good	Very Good
Electricity	0%	10%	15%	40%	30%	3%
Infrastructure						
	Do Not Have	Very Poor	Poor	Acceptable	Good	Very Good
Floor	-	20%	15%	40%	20%	5%
Roof	0%	8%	18%	47%	25%	2%
Walls	0%	13%	22%	40%	22%	3%
Paint/ Plaster	5%	22%	20%	41%	10%	2%
Safe Space						
Safe area for children	100%	NA	NA	NA	NA	NA

In general across the households surveyed 40-50% of household had acceptable or better accommodation, including access to basic household items i.e. fridges, gas stove tops and kitchen spaces; 41% of household had very poor or poor kitchen and 1 household did not have a kitchen at all. 12% of households did not have a gas stove top and 15% did not have a refrigerator.

54% of households had acceptable or better levels of sanitation (running water, access to a separate toilet/bathroom, hygienic conditions etc), however 1 household did not have access to a bathroom or toilet facility and 44% had poor or very poor sanitation facilities.

8% of the sample had no access to drinking water, i.e. the water tank they were connected to, was old, rusty or dirty and deemed undrinkable and they do not have the means to buy drinking water.³² The majority of the sample reported buying drinking water and those who were unable to afford buying water reported boiling water or only using water in tea³³.

³² Across the survey participants complained that Jordanian municipal water was undrinkable therefore the table above should be read as access to drinking water i.e. ability to buy drinking water and not access to tap water.

³³ Tap water in Jordan differs greatly from area to area with some low income areas having very poor water infrastructure. Survey participants reported getting sick from drinking water during their first weeks in Amman and that the price of doctors visits and medicine was very high they therefore prioritized drinking water over other expenses.

Note: Female headed households in particular prioritized drinking water.

82% of the sample had no access to any heating source and a further 10% had poor access to heating, only 8% of the sample had acceptable or better access to heating sources. Winterization needs will be discussed below but the survey team were extremely concerned about households' abilities to heat their poorly insulated apartments in winter.

None of the surveyed households had access to a safe outdoor space for children to play in.

Access to basic household items:

In general across the survey access to basic household items was poor. While all but one household had received NFIs from CBOs the quality and the number of items was not usually sufficient for the household size and households were extremely concerned about their ability to manage during winter.

18% of households had no blankets and over 45% had poor or very poor blankets.

28% of the survey did not have suitable clothing and a further 30% had poor or very poor clothing for winter.

67% of the households with infants complained that they could not afford diapers, with only 18% having acceptable or good access to diapers.

67% of households had a television in their apartments with a further 15% being able to access televisions through neighbors or relatives. Only 11 households had no access to television.

Non-Food Items					
	Do Not Have	Very Poor	Poor	Acceptable	Good
Mattresses	5%	23%	32%	35%	5%
Blankets	18%	27%	18%	32%	5%
Cleaning	18%	12%	28%	20%	22%
Clothing	28%	13%	27%	27%	5%
Diapers	67%	3%	12%	15%	3%
	Yes		No		
Feminine Hygiene Products	83%		17%		
Telephone	96%		4%		
TV	67%		33%		

In general female and male headed households were similarly equipped and in similar states of repair. See below:

Table 8: Male Headed and Female Headed Household Comparison.

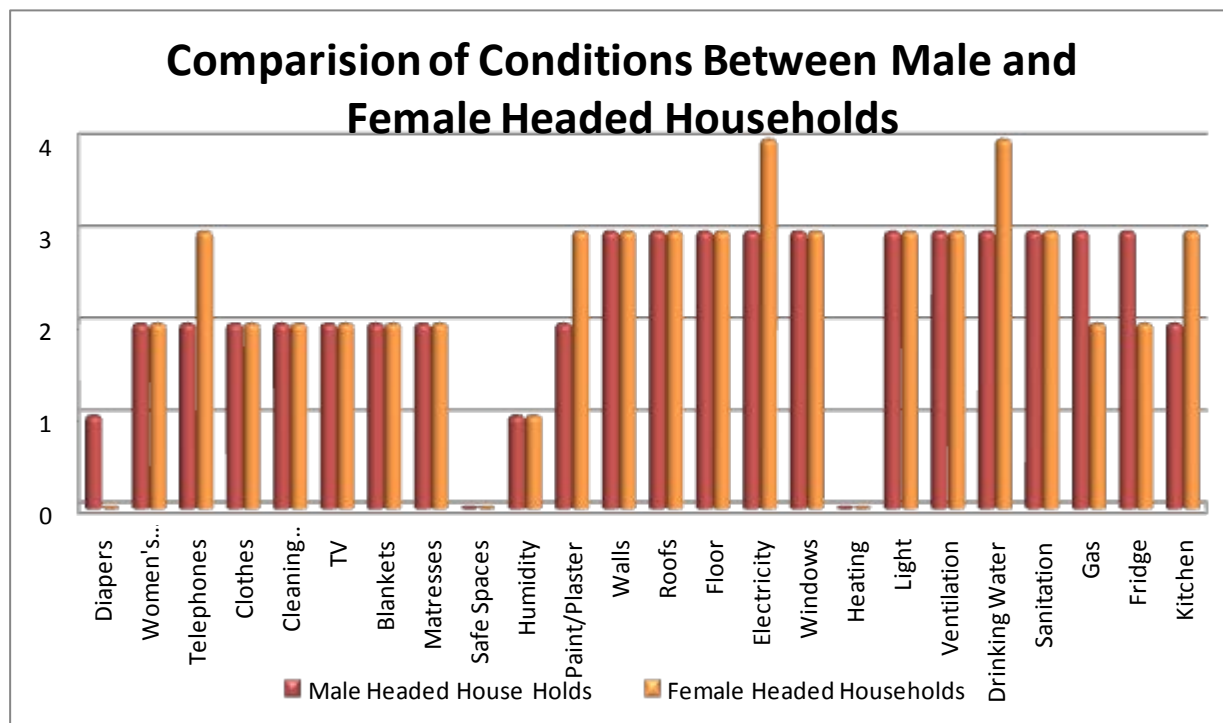


Table key: 0= No, 1 =very poor, 2 = poor, 3 = acceptable and 4 = good, 5 = Very good.

On average **male headed households had better access to diapers, gas stoves and fridges**; whereas **female headed households had better access to drinking water, electricity, paint work and telephones** (100% of FHH had telephones and the quality of the telephones was higher³⁴). The survey team did not reach a consensus as to why FHH might have better access to certain items or features; possible explanations for these differences include: FHH prioritizing these features when seeking accommodation; CBOs prioritizing larger households when providing items such as gas stoves and fridges and or FHH being unable to collect or uncomfortable to collect items from CBOs³⁵.

FHH experienced particular difficulty purchasing expensive items like diapers. One FHH explained “*I cannot afford to buy diapers and I have not received them from CBOs, I have other children with needs too*”. FHH, South Marka, survey participant.

The Most Vulnerable Families:

40% or 24 of the surveyed households were below standard (acceptable) across all the indicators. Out of a possible score of 115, these households scored 9-43 points only. Additional analysis of the

³⁴ The survey team concluded that husbands and families had ensured that FHH had good quality telephones before they travelled from Syria to make sure they could communicate easily with them.

³⁵ Another possibility is the surveyors’ bias when assessing these aspects of FHHs.

data for these household was therefore conducted. Households with extremely poor housing have the following characteristics:

- Average number household members was 3.9 (average across survey 5.5)³⁶;
- 47% of household members are female (average across survey 50%);
- 6 of the most vulnerable households were hosting additional female family heads and their children;
- 44% of household members are children (average across survey 49%);
- 6 male children (11%) and 8 female children (15%) are attending school (average across survey 52% male and 48% female);
- Average monthly income was 79.5 JOD (average across survey 155 JOD);
- Average monthly expenditure was 194.7 JOD (average across survey 245 JOD);
- Average monthly shortfall between income and expenditure was 115 JOD (average across survey 90 JOD);
- Average debt was 321, in the range of 100-700 JOD (average across survey 225 JOD);
- Average rent was 99 JOD in the range 70-200 JOD (average across the survey 125 JOD);
- 3 households in this group had members with special needs (elderly, disabled, chronic medical conditions³⁷);
- 5 households (20%) in this group have a member working (average across survey 47%)³⁸;
- 3 of the households (12%) were female headed (FHH 10% across the survey)³⁹.

In addition to the information collected above, focus groups discussions, interviews with survey participants and feedback from partner CBOs and NGOs, confirms that while many households are managing to maintain an acceptable standard of living (40-50% in this survey), over 40% are living well below the poverty line and are in dire need of holistic and sustained assistance packages, which include financial support to cover: rent, food, transportation to essential services (medical), medicines, winterization items and clothing, in addition to targeted psychosocial support (see psychosocial vulnerability and capacities section below).

³⁶ The data is not conclusive on this but possible reasons for the difference are that larger households have more than one member working and maybe prioritized for assistance by CBOs.

³⁷ Only 10 households had special needs across the whole survey.

³⁸ The majority of this group (80%) are surviving entirely on donations from CBOs and private individuals).

³⁹ The female headed households in this survey segment were not in the most vulnerable 20%.

Additional needs:

Focus groups and interviews also identified that in addition to a need for all **winterization items**, households also prioritized a variety of appliances, in particular **washing machines** and **refrigerators**.

Although this survey did not collect data related to washing machines back checking with the survey team revealed suggested that only 4 households had washing machines.

“You cannot expect me to ask my wife to wash all our clothes by hand in cold water in winter”. Father of 5, Hashemi Shemali. Married Men focus group participant.

7 households specifically mentioned **washing machines** as a need. 1 of these households was a FHH: a widow with arthritis, who is responsible for 8 children, she reported that she was afraid that she would not be able to wash her children’s clothes in winter and was visibly upset saying: *“I will not be able to keep my children clean and respectable - especially the children in school”*. FHH, South Marka. Survey participant.

15% of households (9) were without refrigerators 3 of which were female headed. All households complained that the lack of a refrigerator made it even harder to manage their daily finances and provide food for their families.

“Sometimes, when I just cannot do anything else I go and ask my neighbor to let me keep something in her fridge – but I feel ashamed when I have to ask and it can’t be too much!”
FHH, mother of 3, Hai Nazal, survey participant.

CARE Participatory Survey Results:

Presented below are the results of the participatory survey. Participants were asked to identify the vulnerabilities of most concern to them and their households and any changes over time. Participants were also encouraged to identify any changes over time and any capacities for change or improvement. The survey team systematized and analyzed the results around the themes presented below. For each section both vulnerabilities and capacities identified are highlighted and survey results discussed.

See methodology in annex 1 for more details.

Livelihoods and Shelter.

Vulnerabilities:

- Inability to pay rent (higher than market value rents for low quality accommodation);
- Cost of living in Jordan (unsustainable);
- No running water;
- No heating;
- Low paid manual jobs/exploitation and abuse in the work place;
- Insecurity about working due to lack of legal documentation;
- Irregular or insufficient assistance from CBOs;
- Irregular or poor quality food assistance from different agencies;

- Cost and availability of milk for infants;
- Cost of transportation to services;
- Emergency costs (Health issues, births etc).

Capacities:

- Work is available;
- Home based income generating activities;
- CBOs and Charitable families are offering support.

Vulnerabilities: Both livelihoods and food security were identified as areas of concern by all respondents; both those who were currently extremely vulnerable and those at the margins of vulnerability. In particular, households were extremely anxious about the cost of living in Amman and their ability to pay rent, buy food and prepare for winter⁴⁰. One finding of this survey was that the ad hoc nature of food and financial assistance was adding to the stress faced by vulnerable households and prevented households from being able to plan their household finances and food effectively.

Almost all the households surveyed had sold assets (i.e. women's gold) either to get out of Syria or to be bailed out of the camps and now had very little in the way of savings or emergency funds to be able to absorb shocks or emergencies. Many households were concerned that they would be forced to fall into debt. As the baseline survey suggests 37% of the survey already have debts (the survey team suspects much higher) and some households are in debt to up to 700 JOD. Households were also concerned that they had been unable to pay rent for one or two months and that their landlords had been understanding; however they recognized that this was unlikely to remain the case. All participants were concerned about being evicted from their apartments as winter approaches. *"Rent is the most important thing for us, if we don't have a roof over our heads we will have to go back to Syria – I can't keep my children here on the streets. If you are going to give us anything give us rent first and then blankets!"* Father of 6, Hai Nazzal.

Nonetheless, the survey found there was considerable resilience in the Syrian refugee community with many households managing to partially secure their basic livelihoods through a variety of strategies. Skilled and semi skilled laborers have been the most successful in finding work in Amman. As one respondent stated: *"If you can and are willing to work, it is not difficult to find work here. The difficulties come with being paid almost nothing and the long hours. For me it is still better than sitting at home waiting to see if someone will help us!"* Father of 5, Hai Nazza⁴¹. However, the income from working

⁴⁰ The UN/Government of Jordan Task Force report suggests that the cost of living in Jordan is almost twice that of the cost of living in Syria. WFP Report. Page 7.

<http://documents.wfp.org/stellent/groups/public/documents/ena/wfp251901.pdf> Given that households were facing economic pressure in Syria since March 2011 the majority of households arrived with extremely limited resources.

⁴¹ Syrian laborers have traditionally worked in Jordan for under minimum wages. Usually, these laborers were young men who lived in cheap communal housing and were able to save wages and send them home were they benefitted from the strength of the JOD versus the Syrian Pound. Syrians household heads complain that they are being expected to work for the same wages as previously laborers but now have to maintain a household in Jordan.

was rarely enough to maintain an entire household and income from work was being augmented with support from CBOs, neighbors, family members and charitable individuals. While, many of the survey participants complained that they had experienced discrimination and exploitation further probing revealed that the vast majority of households were receiving some kind of charitable assistance (*ad hoc*) from Jordanian community members or organizations.

In addition to informal employment some households had been successful in establishing small informal home based livelihood activities. The surveyors identified Syrian sweet makers, chocolate wrappers, a second hand clothing salesman, a Syrian cook, a tailor, an interior decorator (painted designs) and a home tutor. A number of other survey participants had identified market opportunities but needed a small input of capital. For example one man had previously made ice cream cone wafers in Syria he has found shops willing to buy from him but needs to buy the wafer machine to be able to set-up his business.

Those survey participants who had been in Jordan for more *than six months* noted a change in attitude from the Jordanian community and from CBOs. Initially respondents who came in early 2012 stated that they had received a considerable amount of support from the Jordanian community and CBOs however they felt that as the number of Syrians had increased and the characteristics of the conflict in Syria had changed that support had dwindled.

The survey team found that almost all families were buying water despite their lack of financial resources every time the team probed they were informed that the Jordanian water was making people sick and it was cheaper to buy water than to buy medicine or travel to the doctors⁴².

Solutions: There are considerable skills within the Syrian community (see annex 6 for a breakdown of previous skills/employment) and further advocacy with the government to allow Syrians to work legally in Jordan or to waive the 275 JOD⁴³ fee for work permits would improve Syrians abilities to generate safe and secure livelihoods. Small grants and training for home based livelihoods would also allow households to further develop sustainable livelihoods. In focus group discussions women felt that home based income generating activities would be the best way for them to be able to help support their families. Volunteering and training placements (especially for young adults) were also recommended by focus group participants.

Note: Although many households discussed the possibility of returning to Syria if they were unable to secure their livelihoods in Amman, no one suggested that they would go to Zaa'tri camp to seek improved livelihood and food security.

“When we first arrived we received a lot of help from charitable people and from the different organizations – but now no one wants to help us. The CBOs have stopped giving support or what they give is very poor. It used to be much better – now I don’t even like to go to the shop because I feel like the shop keeper is waiting for me to say I can’t pay!”
Mother of 8, South Marka.

⁴² See environmental health section below.

⁴³ 388 USD.

Psychosocial.

Vulnerabilities:

- Legal status, especially work permits;
- Access to livelihood and income;
- Reduced capacity to plan for future;
- Social discrimination and exclusion based on nationality;
- Access to information (information dissemination, misleading information);
- Exposure to abuse and exploitation;
- Isolation (from Jordanians and Syrians – unable to afford ‘diafeh’/hospitality);
- Access to stable and appropriate/adequate housing;
- Anxiety associated with being separated from family members (in particular children);
- Food – access to adequate quantity, quality and means of storage and preparation.

Capacities:

- Supportive neighbors;
- Friends/relatives in Jordan;
- Ability to laugh/ tell jokes.

Vulnerabilities: Housing security for survey participants was rare. In many cases people had used savings brought from Syria to cover housing costs initially; however these were in many cases exhausted. Loss of savings and income lead to people falling into rental arrears and risking/or experiencing harassment and/or eviction was of concern. Although a small number of households spoke of understanding landlords who accommodated late rental payments, more commonly solutions were sought through borrowing money for rent, selling donations from CBOs, through decreasing food intake, reducing other expenditure, moving, often a number of times, to smaller and cheaper housing, moving in with friends or extended family, sometimes in overcrowded, insecure or unhygienic conditions⁴⁴.

Note: No households in this survey were being hosted by a Jordanian family.

Isolation and staying in the house: While many households reported good relations with neighbors and access to community networks feelings of isolation and loss of community were consistently reported by almost all interviewed, across age and gender divides. Lack of money was a significant factor. Many people report being unable to engage in activity outside of the home due to the high cost associated with recreational activity, even if visiting friends or family. A number of those interviewed suggested that they rarely visited friends anymore, for fear of becoming a burden, and expectations of hospitality. Parents described being unable to allow their children to join school due to the auxiliary costs, and feeling unable to explain this reality to children who wanted what they saw other children doing. Additionally, many parents described anxiety over being separated from their children and as such not wanting to send them to school or out of the house.

⁴⁴ See discussion above of most vulnerable families.

Fear of interaction with the Jordanian community is also a reason for the isolation experienced by many. A significant number of Syrians interviewed reported positive interaction and engagement with the Jordanian community, however many reported fear of engagement with Jordanians. This fear was sometimes based on personal experience, and other times on information shared about the experience of other Syrians. Children as well as adults expressed this fear and reported different incidents of harassment, exploitation, abuse and bullying in the general community, at school, from neighbors or in the street. Others could not report direct incidents of abuse, however held heightened perception of risk.

The effects of staying at home and not socializing may have long terms damaging effects. The survey team noted and the focus group analysis confirmed that many households stay at home watching hours and hours of news footage from Syria. Some of the Arabic channels show particularly gruesome and violent footage over and over. One focus group participant acknowledged that she was sure her hypertension and health was made worse by drinking coffee and watching television all day but complained she had nothing else to do.

Family separation was also a significant stressor for many households, in particular for FFH or women with a husband or son still in Syria. The memory of violence in Syria was also reported to keep both adults and children awake at night and the sounds of low flying aircraft, celebratory gun shots and fire crackers were noted by many as distressing.

Solutions: Syrian focus group participants specifically requested community activities and recreational trips for their families. Married men in particular recognized the need for their wives and children to get out of their houses and felt unable to take them out as they could not afford to spend money on anything extra. Syrians do not in general currently see CBOs as safe community spaces and additional trust building work between CBOs and Syrians would improve families' access to family spaces and opportunities for them and their children.⁴⁵

Children and Education: This survey did not specifically focus on issues related to education for children, however in discussions over family wellbeing almost all parents raised concerns over the education of their children and recognized either that keeping their children out of school was a problem or that having their children in school was a good thing. The overwhelming impression was that schooling was considered important to the survey group, for both male and female children. Participants prioritized schooling for younger children. Marginally, more male children were attending school than girls and 4 boys were attending non-formal education in CBOs.

Over 60% of families were not sending their children to school and number of reasons were reported, these included: inability to afford auxiliary costs surrounding schooling, safety on the way to school, bullying and discrimination in school, children having missed schooling, difference in curriculum,

⁴⁵ This survey was not focused on psychosocial vulnerabilities and therefore the issues raised here are the ones volunteered by the survey participants – use of a specialized tool such as the WHO/UNHCR MHPSS Assessment Toolkit would supplement the findings of this survey.

distance from home to school, and psychological issues of the children (refusing to go to school, refusing to speak, fear of other people etc). However, the most significant factor described by parents was a residual fear of being separated from their children and being unable to bear letting them out of their sight for fear of never seeing them again⁴⁶.

The 38% of families who did have children in school gave positive reports of their children's experience of school and although distance to school and the threat of bullying on the way to school were a concern; they had found strategies to solve these issues. A small number of families had children both in and out of school; these families were holding children back from school over concerns over the entry grade, the child's refusal to attend school, or because the child was needed at home to help with other children or family members with special needs. A number of older boys were not attending school and were looking for work. Only 6 children were reported as working.

Children were also at considerable risk as a result of being kept at home. All respondents agreed that they had no access to safe spaces where they could take children to play; instead children are being kept at home and exposed in many households to constant news coverage from Syria; including in many case violent and graphic images.

Healthcare.

Vulnerabilities:

- Cost and availability of medicines;
- Cost of transportation to clinics/hospitals;
- Poor service delivery;
- Lack of information on the provision of services.

Capacities:

- Free access to some services.

Vulnerabilities: Many of the survey participants admitted to unhealthy life styles and were concerned by their poor quality housing. Almost every family and individual interviewed mentioned health as a key area of concern. This was particularly so for families with preexisting serious physical health issues or disability requiring ongoing treatment and medication. However, even for those families who did not report major existing health issues, fear of being unable to access care and medication when required was a major source of stress. Parents in particular worry about children and access to emergency health services after hours. Overall the vast majority of interviewees expressed concern that the health services available were inadequate, expensive and/or difficult to access due to limited availability or transport issues (costs). Medicine was also seen as extremely expensive and some medicines that were available in Syria do not seem to be available in Jordan.

Syrians also complained that they did not have access to information about healthcare and the services available to them.

⁴⁶ This was especially prevalent in families who had arrived in the last few months and had left as a direct result of violence in their areas.

Sexual and Reproductive Health (SRH): For many households, reproductive health was identified as critical. Therefore, the need for reproductive health care was identified as important. The survey group had very little knowledge of SRH or ante-natal care but were concerned about all male doctors in hospital and clinics; this is a very sensitive issue for some women, especially from conservative communities.

Environmental health: There are many environmental factors affecting health that were mentioned by Syrians living in Amman. These include:

Damp housing conditions	Dust, pollution, Allergens	Crowded living spaces/areas
Poor water quality, quantity, and access to hot water	Lack of hygiene materials	Electricity (bad/faulty wiring, repairs and construction)
Poor ventilation	Dangerous construction	Bad pipes

Almost all the Syrians surveyed live in crowded spaces due to the need to pay low rent prices. Many of these living spaces are damp, cold, and dirty with lack of proper ventilation (see assessment above). They are sometimes infested with insects which are likely to include cockroaches, mites, fleas, spiders or scabies. People have limited/no access to washing machines or even basic hygiene materials such as detergent, soap, toothpaste, and other items. Often the few white goods they have are broken or barely working.

An additional concern was the state of water storage and pipes with families complaining of visibly polluted water, including rust or insects.

Note: Amman’s municipal water is treated and tested however in many low income areas of the city the piping and storage facilities are substandard/old and municipal water is only delivered once a week.

Solutions: Improved information about available services is vital for Syrian households living in Amman. CBOs should be encouraged to invite Syrians to Free Medical Days and local and international organizations should coordinate over financial assistance for medicines and awareness raising in medical centers over the needs of Syrians.

Human Rights and Protection.

Vulnerabilities:

- Lack of work permit;
- No documents (held by Jordanian Authority);
- Unable to report abuse (legal recourse);
- Paying to get out of the camp (illegally - 500 JOD);
- Paying to be bailed out of the camps (legally 75/250 JOD);
- Access to legal protection and legal redress in the face of exploitation;

- Physical and verbal assault from Jordanian community;
- Jordanian men approaching families for marriage (low dowries/offers of bail out⁴⁷);
- Syrian gangs extorting money from families or using other identities to access support.

Capacities:

- UNHCR registration provides access to education and health and prevents deportation;
- Jordanian community welcoming and supportive;
- Syrian community helping to support one another.

Vulnerabilities: Lack of residence and legal status in Jordan was cited as the underlying protection issue for most Syrians interviewed, as it created secondary risks in every aspect of daily life. While registration with UNHCR was seen as protection from *refoulement* or deportation the lack of legal documentation for work was seen as a considerable concern by many participants (in particular men). Similarly many participants noted incidents of discrimination, exploitation or abuse and stated that they did not feel able to go to the police, report incidences or seek legal redress/support due to their irregular status.

Over 75% of the survey population had paid bail out money to someone not known to them and with whom they had no further contact. Syrians had paid between 75 –250 JOD to be bailed out of the transit camps. In some cases the people bailing them out had helped them to come to Amman, in others they simply paid the money and never had any contact with their ‘guarantor’. A small number of participants had escaped/illegally exited one of the camp facilities. These households had paid up to 500 JOD to individuals to be smuggled out and faced additional vulnerabilities as they no longer hold their identification papers⁴⁸.

Note: Syrian refugees describe Jordanian Army holding Syrians passports when they enter the country.

Multiple Syrian refugees living in the Hussein Camp area of Amman complained of a Syrian gang operating in the area who were monopolizing support from charitable individuals and extorting money or stealing identity documentation to gain donations. Refugees complained that they had no one to report this to.

⁴⁷ Syrian families did not identify early marriage as an issue even when prompted; however evidence from other agencies suggests that early marriage is increasingly prevalent for extremely vulnerable families. The fact that households and focus group participants did not identify this as an issue maybe due to cultural acceptance of early marriage as a legitimate reaction/protection mechanism in times of extreme vulnerability.

⁴⁸ Information from Syrians suggests that the Jordanian Army is holding Syrians documentation when they enter. UNHCR is providing registered Syrians with a UNHCR paper and those in the camps with a ration card. Syrians complained that if these papers are lost or confiscated they are left without proof of identification, making it difficult to access services. UNHCR reports that it is registering Syrians without identification papers – however there remained uncertainty in the Syrian community over this.

Almost every household had a story (not all from personal experience) of being asked for/about daughters for marriage by a Jordanian, in some cases this had been whilst they had been in one of the camps and the offer of marriage had been accompanied by an offer of to bail the family out of the camp. In other cases the marriage offers were accompanied by offers to help support the family. In general Syrians found these offers quite offensive and inappropriate; however in focus group discussions it was acknowledged that some families may feel forced to marry their daughters either in return for financial assistance or to secure their futures.

During the two focus groups with FFH and women from MHH a number of different questions related to early marriage, forced marriage and transactional sex were broached and then conversations probed. None of the women reported direct experience of these issues but did however acknowledge that they had heard about these issues from Jordanians and felt insulted and abused by what they perceived as the widespread stereotyping of Syrian women and Syrian girls as potential cheap wives. One participant was especially vocal and expressed her concerns as such:

“These things are not an issue for our community – we are from Homs and we are a conservative and religious community. Most of us have never been to the souk without someone with us. The Jordanians have these ideas about us and love to talk about us in this way or to make offers for our girls. But it is from them that we hear about these things and not from our community. We came out of Syria to protect ourselves and our daughters....not so we could marry them or sell them. In my family we have agreed that no women will go out without someone [male] with us – we are so tired of hearing this talk!”
Mother of 5, Hussien Camp.

Note: Women have specific protection risks relating to marriage in Jordan. Non-Jordanian Arab women who marry a Jordanian man must wait three years for Jordanian citizenship. During this time, their residency in Jordan depends on the continuity of the relationship. If the relationship ceases, even if it ceases due to death of husband, the woman loses her Jordanian residency. Again, families in this situation may be at risk of forced separation, as following a divorce or death of her spouse, the woman loses residency and is at risk of deportation, however her children will retain their Jordanian nationality.

Solutions: Awareness raising sessions and information about rights and information about service providers.

Note: A review of news articles related to the situation of Syrian women and the issues surrounding forced marriage, early marriage, trafficking and low dowries highlighted what appears to be a linguistic and cultural misunderstanding related to the Islamic legal issue of Mahr, which is being translated as dowry. Mahr is the money, written in to the Muslim marriage contract that the husband gives to the wife, for her use only – it is not money given to the girl’s family⁴⁹. In many cases the initial marriage contract is signed with an agreement that the Mahr will not be paid at the time of the marriage but rather if the husband divorces the wife or if she asks for it at a later date. When families are complaining about low levels of dowries or Mahr, they are not complaining that they are not receiving

⁴⁹ In addition to Mahr, a girl’s family will usually negotiate how much more a husband has to spend on setting up a house, furniture, how much he will spend on clothing for his new wife etc. Focus group participants suggested the amounts being offered for these are also very low.

enough money for their daughters. Monies paid to the families as 'bride price' or in kind assistance are almost certainly also changing hands but this was not identified by the survey group and was another issue that focus group participants stated was insulting to their community.

Winterization.

Vulnerabilities:

- Lack of heating;
- Lack of blankets, mattresses, carpets, clothes, shoes etc;
- Expense of fuel;
- Cold water for bathing;
- Sickness (cost of medicines)
- Forced to use cash on rent as a roof is most important!

Capacities:

- Used to cold winters;
- Can wear all clothes at once;
- CBOs and charitable families will support.

Vulnerabilities: As described above no household surveyed for this report was in any way ready for winter. Participants reported being afraid of what would happen once the weather changed and stated that they had heard that winter in "Amman is really awful/ a disaster!" Households required a heating source and in many cases this would include a gas bottle as well as a stove heater (gas bottles area significant initial lay out of 60/70 JOD). Households also needed additional blankets, mattresses, clothes, boots/shoes, carpet pieces and in a small number of cases, maintenance.

In discussion with focus group participants the vast majority stated that if they were given cash for Winterization they would be forced to use it first to secure their rent and only once that was paid would they be able to start budgeting for winter items. Some even stated that if they were given items instead of cash assistance they would be forced to sell items if their rent had not been secured. The threat of eviction was particularly strongly felt by male heads of households. Households with Female heads or members with special needs felt more comfortable that someone would support them and they asked for the items listed above specifically.

Participants were also hopeful that the CBOs who previously given them support would also provide support for Winterization; although they acknowledged that CBOs were feeling the challenges of increasing numbers of Syrians in need of support.

Solutions: While emergency winterization funds are clearly essential for the Syrian community in Amman funds must be given in tandem with other forms of support and the distribution of some essential winter NFIs may be necessary to support the most vulnerable families.

CBOs and NFIs.

Vulnerabilities:

- Ad hoc assistance;
- Discrimination and *wastaa*;
- Poor quality items;
- Insufficient quantities
- Poor treatment (lack of dignity).

Capacities:

- CBOs will give support;
- Have received some assistance;
- Food and hygiene packages very beneficial.

Vulnerabilities: All households were accessing, or had accessed, some services provided by local CBOs. However many households reported experiencing difficulties in accessing services and assistance. These difficulties included, however were not limited to, lack of consistency in service provision, cost of transport to and from services, inequity of services, poor quality of services and/or material aid. Almost all interviewed stated that cash and food assistance provided some relief to their households as it helped to support the struggle to find rent money and access adequate food. There was however widespread agreement that current service provision is inconsistent and inequitable and did not allow households to plan their monthly expenditure. This added to stress and also contributed to tension within the community, as people felt upset that certain people received more assistance than others. Many expressed frustration with lack of follow up by services providers, resulting in raised expectations and false hope, followed by disappointment and resentment.

There were some disturbing reports of discrimination and stigmatization by CBO staff regarding provision of services, suggesting that these organizations needed to improve training and monitoring of direct service staff. It seemed that assistance was often based on a families own capacity to seek assistance, knowledge of providers or social networks rather than on a systematized survey of the most vulnerable.

Access to services is also hindered by the cost of transport. Many households having secured accommodation in areas with poor transport links were forced to travel long distances to access assistance services, spending significant amounts of money to do so, often to be disappointed by the quality or quantity of assistance provided.

After discussing the role of CBOs in providing humanitarian assistance to Syrians in Amman, CARE Jordan met with and interviewed the 9 CBOs identified by Syrian survey participants as providing assistance to Syrian families in Amman. See below:

CBOs Visited:

CBO
Syrian Women's Committee
Al Kitab Wal Sunnah
Al Aboora
Jordan Red Crescent
Green Crescent
Circassian Association
Abo Horayrah CBO
Abo Thar ALGhafari

The majority of households reported that assistance was being provided according to the local understanding of 'Wastaa' or influence. That is people who were receiving the most assistance had some connection or advantage which allowed them to leverage greater assistance from CBOs. In some cases it was suggested that households who sent pretty girls to assess assistance did better, in other household's who 'knew' CBO staff/volunteers. Although, inconclusive this feedback does highlight the extent to which beneficiaries lack of understanding/access to criteria and the inexperience of CBO staff and volunteers can lead to feelings of frustration and in justice.

Brief findings:

- Individual CBOs are serving between 300-550 families (except Kitab wa Sunneh and the Jordan Red Crescent who served considerably more);
- Assistance is based on private charitable funding and assistance is therefore *ad hoc* and dependant on funding flows -CBO intend to distributed Winter items as and when funding becomes available;
- Coordination between CBOs happens but is limited and there is considerable resistance to sharing beneficiary lists (due to security concerns);
- There is almost certainly overlap of beneficiaries between CBOs;
- CBOs are interested to receive capacity building training and database development support;
- CBOs require support with their Emergency Volunteers (financial and training⁵⁰);
- CBOs could host psychosocial activities, support beneficiary identification and participate in coordination networks;
- CBOs would be interested in developing greater coordination with local and international orgs.

Solutions: There is clearly considerable potential to partner with local CBOs providing assistance to Syrians and many of those CARE spoke with are interested in receiving training and capacity building support. If international organizations and local CBOs could coordinate over beneficiary lists and assistance provision it would increase the potential for assistance packages to complement one another and maximize the benefit for households.

Additionally, Syrians asked for more transparency from CBOs so that they could better understand what assistance they might receive, when and on the basis of what criteria.

Men reported approaching CBOs for assistance and being treated very poorly – “You are the first organization that has talked to us as though we are people. You invited us into a room and talked to us as though we are humans with dignity and now I remember that I am a person and I do have dignity”. 45 year old father of 5 focus group participant.

See annex 5 for a full breakdown of interviews with CBOs.

⁵⁰ CBOs have considerable ebbs and flows of funding and items for distribution and in some cases this leads to CBOs relying on ‘one off’ volunteers who have not received training and are not experienced working with refugees or humanitarian assistance. It is the survey team officers’ impression that this may lead to some of the complaints and concerns of Syrian beneficiaries regarding discrimination, and inappropriate behavior by CBOs.

Cross cutting issues - Gender.

Throughout this survey a gender lens was applied and surveyors made every effort possible to ensure that different household members had equal opportunities to identify priorities and vulnerabilities specific to them. Surveyors were also trained to be sensitive to difficult questions or areas of experience that beneficiaries might feel reluctant to talk about. In line with previous studies focussed on the experiences of refugees in Jordan the qualitative analysis of feedback from survey participants suggests that single mothers, single men and the elderly, particularly elderly refugees who live alone, are the key vulnerable groups. Specifically, the gender analysis in this study suggests that the following issues are the most significant for Syrian refugees in Amman⁵¹.

For Female Headed Householders

- Difficulty in securing rental accommodation due to landlords' reluctance to rent to unaccompanied women who are perceived as unlikely to be able to pay rent and as 'socially problematic';⁵²
- Generalized feelings of insecurity in a new community and a reluctance to go outside of the home (especially without male protector);
- Inability to work outside of the home either due to family commitments (children/elderly relatives) or concerns for safety and security
- Fear of discrimination/exploitation based on community perception of unaccompanied women.

For women generally:

- Approached for marriage and for early marriage for daughters⁵³ or simply marriage with a very low dowry⁵⁴;
- Jordanian men entering camps and offering to bail families out in return for marrying daughters;
- Feeling oppressed, Jordanian community 'talking' about Syrian brides and cheap dowries;

⁵¹ These vulnerabilities are different to those that have been identified by other agencies in the Northern governorates.

⁵² Conservative gender norms around shame and honor make the presence of female without male protection difficult in close communities.

⁵³ The personal status law in Syria as it applies to Muslims recognizes the eligible age of marriage as 18 years for boys and 17 years for girls. A marriage below these ages can be authorized in the courts; for girls the minimum age is 13 and for boys the minimum age is 15. (Source: Syria MENA Gender Equality Profile, UNICEF 2011).

⁵⁴ Although there are reports of transactional sex, early marriage and temporary marriages from NGOs working in the Northern Governorates survey participants did not identify these as issues of concern to them or their communities. Rather they stated that they had heard Jordanians talking about these issues and not Syrians.

- CBOs wanting to take picture of people receiving NFIs – (made to feel cheap and shamed),
- CBOs prioritizing young attractive women and as a result many males are now refusing/not wanting to let female go to CBOs unaccompanied;
- Almost all the women surveyed had sold their gold to pay either for transportation out of Syria or rent in Jordan leaving them without their traditional insurance;
- Fear associated with being alone in the house, being separated from family members especially children and anxiety in response to the sound of planes, fireworks or gun shots;
- Concerns about the expense of food and medicine and a reduced intake of both;
- Concern about the expense of transportation to services and prioritizing other needs.

Syrian males (both accompanied and single identified the following issues)

- Concerns for the safety and security of women and children and generalized anxiety over safety of family members;
- Concerns over how they will be able to provide for their families in Jordan (very expensive, discrimination and exploitation);
- Used savings to pay for bail out/guarantor or rent;
- Concerns over working conditions (exploitation) and working illegally (what will happen if caught);
- Married men in particular raised concerns about exploitation and the low levels of pay received;
- Males exploited or abused in their work feel unable to report abuse to police or employers; jobs;
- Fathers depressed and ashamed that their sons are unable to continue their education and are working in very low paid/harsh jobs to help support families;
- Men were more concerned about their general security and legal status particularly as they are the ones going out to work (illegally).

The Syrian refugee population is relatively new to Jordan and is not yet experiencing all same challenges that have been identified in the Iraqi community – nonetheless these communities share many social norms and we can expect that as the Syrian displacement becomes more protracted specific gender based vulnerabilities – including gender based violence will be exacerbated. Based on CARE’s previous experience working with both the Iraqi refugees and host communities some of the same strategies (outlined briefly

below) will very likely be useful in mitigating some of these issues and addressing the specific gender vulnerabilities and challenges of both refugee women and men.

CARE's work with Iraqi refugees over 7 years has provided ample evidence of the importance for families of helping male family members to maintain their dignity and not feel emasculated by the experience of becoming a refugee. Although SGBV and GBV were not raised by participants as issues of concern, women in the focus groups did acknowledge that if men were unable to provide for and protect their families they expected these issues to increase.

Married men and heads of households have also experienced a number of difficulties adjusting to life in displacement. Feedback from UNHCR, partner agencies and beneficiaries (both men and women) highlights that men are finding their loss of social status (associated with displacement and lack of legal status) and their inability to provide for their family extremely difficult in addition to the stress associated with uncertainties over the future and the escalating violence in Syria. Although survey participants did not highlight these issues as of immediate concern experience suggests that this loss of status and anxiety will lead to extreme frustration, feelings of emasculation and disempowerment, depression, and in some cases increased violence in the home.

Additionally, evidence from previous work with refugee men suggests, that men find it more difficult to seek assistance, become involved in psychosocial activities or talk about the challenges they face⁵⁵. Based on these concerns, CARE needs to continue to develop projects that acknowledge and address the specific needs of this group.

Accessing services: Through analysis of previous work with both Iraqi and Syrian beneficiaries CARE has become increasingly aware that men are the predominant representative of families in the needs assessment process (69 -75%) and that their views on the household needs may be determining which types of support is recommended. Feedback from beneficiaries identified a number of factors that contribute to this, including:

- Conservative gender norms and security concerns are issues that prevent some families from feeling comfortable for women to have to travel around the urban areas of Amman. Refugees report stories of taxi driver behaving inappropriately or harassing both Iraqi and Syrian women.
- Men are traditionally the heads of households and responsible for providing for the family; this is based on both social and religious precedents and some families report feelings of shame associated with women being forced to become assistance seekers while men stay at home.

In order to mitigate these issues CARE employs a number of strategies that include:

- Specific targeted focus groups, that aims to identify the needs of men, women, single men and single women. Focus group feedback has identified that women and men with children placed importance on different items when consulted separately.
- Home visits to ensure that family members who have not accessed CARE are also given the opportunity to identify household needs.

⁵⁵ Assessments suggest that these difficulties arise from two main areas...cultural norms about masculinity where men are not expected to acknowledge weakness and a sense of hopelessness which prevents men from feeling empowered to seek other coping strategies.

- Outreach community volunteers who identify refugees in their neighborhoods, provide information on services and identify specific needs within the community.
- The extension of needs assessments and distribution to *Community locations* through partner CBOs.

In previous interventions CARE has seen a 10% increase in the number of female beneficiaries accessing support and registering for non-food item assistance (2009-11) by extending services to locally active CBOs. Feedback from Iraqi and Jordanian beneficiaries suggests that these CBOs are more easily accessible for refugee women as they are based in their local areas, are known to the community and considered safe spaces for women. Interviewees also suggest that women particularly find the atmosphere and environment in the CBOs to be safe and empowering. They can drop in anytime and there is always someone to talk to.

However, feedback collected during this survey suggests that the **Syrian community is currently very wary of Jordanian CBOs and does not see them as safe or women friendly spaces;** while some CBOs were considered better than others there was a predominant sense of lack of trust. **Therefore, before CARE or other agencies partner with CBOs to provide assistance community trust building will be essential.**

Note: Feedback from focus groups with both Iraqi and Syrian refugees reported that the use of items within the household is equitable, women from the women's focus groups asserted that they are responsible for determining the use of items because it is their role to be responsible for domestic issues. Men on the other hand reported that it is a shared decision between husbands and wives.

Limitations: This report presents only the data found from 60 household interviews and baseline assessment conducted in 9 urban areas of Amman and the follow up focus group conducted with 57 community members. Additional analysis 'checking' was conducted with other stakeholders (namely UNCHR, IRD, IRC, JRC and IMC; and 8 local CBO). The information presented here is offered as indicative of the situation of Syrians living in Amman only. The desk review of reports on Syrians and conversations with assistance providers working in other governorates in Jordan suggest that there is considerable divergence in the characteristics and the vulnerabilities of Syrian refugees living in the Northern and Southern governorates.

Additionally, the situation of Syrians living in Amman described above will change dramatically if there is a spike in the number of Syrians seeking residence, access to services and livelihoods in Amman; if there is a change of government policy towards Syrians irregular residence; if the CBOs and charitable individuals stop providing assistance; and if there is a significant shift in the attitude of the Jordanian community towards Syrians (see the Center for Strategic Studies Survey Results on Jordanians changing attitudes to Syrians in Jordan⁵⁶).

⁵⁶ <http://www.csmonitor.com/World/Middle-East/2012/1001/Most-Jordanians-say-no-to-more-Syrian-refugees>

Going Forward:

The results of this survey and data analysis suggest that Syrian refugees in Amman can be roughly divided into three categories with the following characteristics, needs and possible areas of intervention:

- **Vulnerable (35-40%)⁵⁷** – households where one or more members have successfully found employment or home based livelihood, who are living in acceptable or better accommodation and are accessing services and support from local CBOs/charitable organizations in addition to governmental services (medical clinics and schools for children). This group has an extended network that includes both Syrian and Jordanians, has no or very low levels of debt and feels relatively secure.
- **Needs:** This group is exhibiting the most resilience and support and assistance should build on this resistance. Nonetheless, they remain extremely vulnerable to shocks (medical emergencies), loss of employment (arrest/exploitation), and reduction in assistance from CBOs etc; they are in no way prepared for winter.
- **Suggested interventions:** All assistance for this group should aim to support positive coping mechanisms and prevent households from falling into further vulnerabilities. This group will benefit from regular small scale cash injections, access to emergency funds and winterization support. Further information about rights and responsibilities and how to access legal advice and social support networks would benefit this group. Additionally, there is considerable potential to support this group through the introduction of livelihood training schemes, small grants and work placements. Family members would also benefit from access to recreational activities and activities / interventions that help them to further integrate with the Jordanian community.
- **More Vulnerable (15-20%)** – households where one or more members have successfully found occasional employment or home based livelihood, who are living in acceptable or worse accommodation and are occasionally accessing services and support from local CBOs/charitable organizations in addition to some governmental services (medical clinics and schools for children). This group has limited network that is mainly Syrian, has some debt and feels somewhat secure (particular insecurity regarding eviction due to irregular income). This group has a tendency to stay at home and dwell on events in Syria and expressed feelings of hopelessness and insecurity. Many in this group talked of returning to Syria if their situation did not improve.
- **Needs:** This group needs support and assistance to be able to secure more regular livelihoods/income. They are extremely vulnerable to shocks (medical emergencies), loss of employment (arrest/exploitation), and reduction in assistance from CBOs etc; they are in no way prepared for winter and they are a great risk of falling into extreme vulnerability.

⁵⁷ Percentages are approximate only and based on an analysis of the baseline data on livelihoods.

- **Suggested interventions:** All assistance for this group should aim to promote positive coping mechanisms and prevent households from feeling increasingly hopeless and depressed. Regular financial assistance, access to emergency funds and winterization support is vital for this group. Additionally, training and psychosocial activities will play an important role in ensuring this group is able to maintain or improve their situation. Once capacity and trust building work has been undertaken with CBOs this group will benefit from involvement in CBOs' community programming.
- **Extremely Vulnerable (40-45%)** – households where no members have successfully found secure employment or home based livelihoods, who are living in unacceptable or insanitary accommodation and are only very occasionally accessing services and support from local CBOs/charitable organizations and occasionally governmental services (medical clinics and schools for children). This group finds the auxiliary costs associated with transportation to and from services and the cost of medicine prohibitive. This group has very limited networks of only Syrians, has debt and feels insecure about their stay in Jordan (particular insecurity regarding eviction due to irregular income). This group has a higher percentage of people with special needs, the elderly, female headed households etc. A very low percentage of children from this group are accessing education. This group stays at home and expressed feelings of hopelessness and insecurity. Many in this group talked of returning to Syria soon if their situation did not improve.
- **Needs:** Many households in this group will find employment outside the house very difficult to maintain either due to age or inability to work long hours or manual labor. This group needs support and assistance to be able to secure regular income. They are extremely vulnerable to shocks (medical emergencies) and reduction in assistance from CBOs or UNCHR etc; they are in no way prepared for winter and they are a great risk of eviction and becoming destitute.
- **Suggested interventions:** All assistance for this group should aim to promote positive coping mechanisms and prevent households from feeling increasingly hopeless and depressed. Regular financial assistance, access to emergency funds and winterization support is vital for this group. Additionally, psychosocial activities will play an important role in ensuring this group is able to maintain or improve their situation. Once capacity and trust building work has been undertaken with CBOs this group will benefit from involvement in CBOs' community programming⁵⁸.

Note: This breakdown of survey participants is offered here as an indication of the types of issues faced within the community, the associated vulnerabilities and the necessity for different kinds of interventions that build on the positive coping strategies that exist, while at the same time ensuring that humanitarian needs are met.

Recommendations: In order to ensure that the groups described above do not fall further and further in to vulnerability or adopt negative coping strategies and behaviors, the following interventions are recommended:

- **Monthly Cash Assistance** – although all groups are in need of additional cash support the most vulnerable families and households will require sustained cash assistance in order to maintain even the most basic standard of living. This is particularly true during the winter months where the increase in the cost of fuel will place a significant burden on refugee families without livelihood support or savings. Monthly cash assistance will also be vital in ensuring that families are able to pay rent and do not fall further into vulnerability or adopt negative or illegal coping mechanisms. Female headed households are particularly at risk.
- **Top up Cash Assistance** – in addition to monthly cash assistance and Emergency Cash assistance all Syrian households would greatly benefit from access to the provision of small irregular/semi regular top up cash assistance to cover the short falls when their irregular access to cash from work or irregular assistance from CBOs or charitable families is not available. Similarly, this top up cash provision would help to prevent families from falling further in to vulnerability or illegality.
- **Emergency Cash Assistance** – this facility has proven very successful to date and is one of the keystones of CARE’s Refugee Assistance Package. Emergency Cash and associated counseling is instrumental in ensuring refugees are not at risk of eviction, exploitation, and other forms of abuse associated with debt or necessary medical assistance. Feedback from families and especially from women suggests that the Emergency Cash facility has helped in many cases to reduce family stress and improve family relations and well being.
- **Winterization Cash** – the findings of this survey and report suggest that this facility is essential for Syrian Refugee families. For families who have little or no assets and do not have adequate access to heating, blankets, clothing etc winter is going to be an extremely difficult time. The recent price increases related to fuel are also going to significantly impact this group and cash to offset this additional cost will be necessary for all families – including those already accessing UNHCR’s monthly cash assistance.
- **Non-food items** – for households who have arrived with nothing and are residing in unfurnished apartments NFIs are an essential part of households’ ability to maintain a basic standard of living. Even for households where one or more family members are working this survey highlighted the extent to which NFI supplement and augment cash from work and reduce the shortfall between income and necessary expenditure.
- **Vocational Training** – training opportunities will provide twofold benefits for this population: 1. By providing transferable skills that can be used to develop livelihood opportunities in both Jordan and Syria, 2. Psychosocial benefits associated with becoming engaged in meaningful activity outside of the house and meeting new people and networks.
- **Psychosocial activities for Adults** – across the Syrian refugee population this survey found that households and families would benefit from inclusion in a variety of psychosocial activities, including those focusing on family wellbeing, communication skills, financial counseling, stress management and support networks. The most vulnerable groups including women headed households, families with special needs, the elderly and unaccompanied men would benefit from more targeted and specialized interventions. Also activities targeted at parents whose children are not currently in school should be prioritized.
- **Psychosocial activities for Children** – this survey suggests that over 60% of school aged children are not attending school and 100% of children do not have safe spaces in which to play, therefore psychosocial activities will be essential in ensuring that children are either able to return to school or

remain in schooling. Additionally, this survey highlighted that a number of children are suffering from distress associated with displacement and the violence they witnessed in Syria – also worryingly many children in the survey are spending considerable amounts of time at home watching very graphic news reports from Syria – these children would benefit considerably from targeted interventions that focus on positive informal learning and recreational activities.

- **Strengthening Community Links and the capacity of Community organizations to respond** – every family in this survey had benefitted from assistance from the local community and local community based organizations. INGOs operating in Amman should work to ensure this local community support is maintained and improved. For example while households had received support from CBOs many complained that the CBOs were not professionally run, that assistance was ad hoc and unreliable, that CBO staff were rude and did not treat Syrians respectfully and that CBOs were not a female friendly or safe environment. INGOs should focus on building the capacity of these local organizations to be able to better respond to the needs of the Syrian and Jordanian communities and at the same time work to rebuild trust between the most vulnerable in the Syrian community and these local support structures.

In addition to these recommendations there may need to be additional support structures put in place to address their developing needs of extremely vulnerable women and the survivors of violence.

Note: CARE Jordan as part of its Syrian Refugee Response has plans in place to provide all the types of assistance identified above with the exception of monthly cash assistance.

Next steps and Research topics: the results of this survey data and analysis suggest that the following areas will require additional study and ongoing monitoring in order to understand better the effects of displacement on the different members of the Syrian community and to ensure that agencies are able to respond to developing needs of the urban Syrian community:

- ❖ More in depth analysis of psychosocial needs, risks and coping strategies; in particular for women and girls.
 - Interventions should be based on identified needs and build on existing support networks.
- ❖ Ongoing analysis and research to better understand the specific gender risks of women/children/single men etc and how these may develop as a result of extended displacement.
- ❖ The situation of children, given that a high percentage that is out of school and the complete lack of safe spaces. Additionally, attention should be given to the long term affects of isolation and exposure to violence from television.

- ❖ Continued study of the needs of the host community and how the accommodation of large numbers of displaced Syrians is affecting these communities and how this changes over time.
 - In order to address and mitigate community tensions over assistance and resource allocations all intervention should try and integrate the host community to the degree possible.
- ❖ More in depth analysis of the role of CBOs in supporting the Syrian community and how this is evolving over time.
 - Where possible interventions should involve CBOs and include capacity building in order to extend the reach and efficiency of CBOs assistance.

Annex 1. Methodology:

Preliminary exploration has demonstrated that the research conducted to date with this target population provides a wealth of useful information, largely quantitative in nature. In an effort not to replicate this work and instead contribute to the knowledge base, the research methodology employed is qualitative and participatory in design, drawing from the 'UNHCR Tool for Participatory Assessment in Operations'⁵⁹. This participatory approach sought to highlight the lived experience and the strengths as well as the gaps in resources, protection and programming of Syrians in Jordan, as well as the host community.

The survey used a mixed methodology for data collection, this included:

- ✓ Comprehensive literature review and mapping exercise
- ✓ Key-informant interviews with INGO, NGO and CBO staff
- ✓ Fieldwork and sampling: Semi-structured discussions and focus group discussions with beneficiaries;
- ✓ Semi –structured focus group discussions with non beneficiaries;
- ✓ Semi – structured interviews with individuals (both bens and non-bens);
- ✓ Participant observations;
- ✓ Systematization of information collected;
- ✓ Analysis of information;
- ✓ Fieldwork: 'Checking' the analysis.

The methodology is informed by qualitative research methods and CARE's Emergency Toolkit guidelines. For the majority of the data collection a participatory assessment approach to guide individual household interviews, focus group discussion and observations was used. A semi-structured interview and facilitation was used in order to maximize the opportunity for participants to guide the discussion through issues and themes of most importance to them and to the extent possible mitigate the potential for CARE's relationship with the participants to bias the received data.

All interviews and discussions were approached through a protection lens, to ensure a rights-based narrative focusing on the experience of the individual and community. A simple open question was used at the beginning to initiate each interview and discussion, with facilitators asking the individual or group to suggest the issue of greatest concern to them as an individual, family or community. From here the facilitator would be guided through the themes of interest,

⁵⁹ <http://www.unhcr.org/450e963f2.html>

in order of importance as nominated by the participant. This methodology allows the participants to lead the interview. Each interview and focus group was opened by the Surveyors/facilitator providing a thorough overview of CARE and the assessment scope, intended outcomes, and confidentiality. Extreme care was taken to ensure that participants understood the benefits and risks of participation, so as not to raise false expectations about individual gain from participation.

Gender: To the degree possible the survey maintained a Gender Lens throughout the survey with mixed teams speaking with different household members and collecting data on how vulnerabilities and capacity affected household members differently.

Mixed Methodology:

- ✓ **60 Household interviews;**
- ✓ **5 Focus group discussions (57 participants);**
- ✓ **250 beneficiaries of ECA records analyzed;**
- ✓ **10 Stakeholder interviews (UNHCR, INGOs, NGOS, CBOs etc).**

Beneficiary Identification methodology: CARE contacted beneficiaries of Emergency Cash Assistance (served under BPRM project 2011-12) and Syrian refugees who have approached CARE seeking but not yet having received assistance. The survey team conducted 60 households interviews of which 66% were from CARE's lists the remaining were from recommendations from the households visited. The survey team used the *snowball* methodology and asked beneficiaries to identify and recommend other community members from the following groups:

Elderly, disabled, female headed households, households not registered with UNHCR, households not receiving assistance from any agencies, households with children in/out of school etc.

As per the UNHCR tool, the assessment looked to highlight:

- Protection risks and assistance needs
- Root causes of protection risks
- Community capacities and resources
- Solutions and priorities

Focus groups were designed to ensure maximum participation of the target communities and as such were held in CARE Refugee Centre in East Amman. Participants were called by a CARE volunteer and invited to participate in focus groups to look at community needs and capacities –participants were provided with 2 JD as transportation compensation (in line with CARE Jordan's transportation procedure). Focus group themes came out of the initial analysis of the household surveys and themes were designed to check back on findings including:

- Employment opportunities and exploitation;
- Bail out system, rents and debts;
- Ad Hoc service provision and coping strategies;
- Special needs and vulnerabilities;

- Community resources and networks;
- Shelter and winterization needs;
- Plans for the future;
- Radio and television use (in response to request from UNHCR).

Separate groups were held for:

- Adult men (married) -14
- Adult men (single) -5
- Adult women (married)- 14
- Adult women (household heads)-16
- Elderly (mixed) - 8⁶⁰

Consent: All interview and focus group participants were provided with a verbal outline of the purpose, key objectives, target audience and scope of the assessment prior to commencing. Participants were informed that involvement in the assessment was voluntary and confidential. Individual names of participants have not been attributed to quotes in order to ensure confidentiality.

Background data was collected on: Date of arrival, family composition, where they came from, educational background/skills, previous work experience, health status, number of children in/out of school and future plans. (See Annex 2 for the full data set).

Time frame: The survey was conducted over three weeks. Surveyors received two days of training and conducted 6 days of household visits.

Survey team: The survey team included 1 female Team Leader and 3 female and 3 male surveyors. The survey team conducted household visits in pairs (one male/one female per team). Note: The entire survey team are experienced with interviewing refugees and in data collection.

The team leader conducted the focus group discussion in the CARE East Amman Refugee Centre.

Survey development: Surveyors received one day and a half day training on the survey methodology and survey interview role play, the assessment tools were then pilot tested over one day. Minor alterations were made to the tools to improve data collection and the surveyors shared best practices on how to elicit information from different household members.

Data Analysis: Quantitative Baseline data was collected and collated in an excel spread sheet attached in **Annex 2**. Following completion of the interviews or house visits, the research team members met to discuss outcomes of the interviews, both positive and challenging and to plan for next upcoming focus group sessions. Note takers, facilitators and observers then each compiled their own notes from the sessions, which were compiled into a 'systemization form' for clarity in analysis of information gathered.

⁶⁰ Note 20 people were invited to come from each session and a 2 JOD transportation allowance was provided.

Systemization forms were adapted from the UNHCR Assessment tool see annex 3. Each form was reviewed and cross checked by the facilitator and note taker to ensure accuracy. The qualitative data was theme coded and grouped for analysis through the systematization forms which allowed key themes and issues to emerge⁶¹.

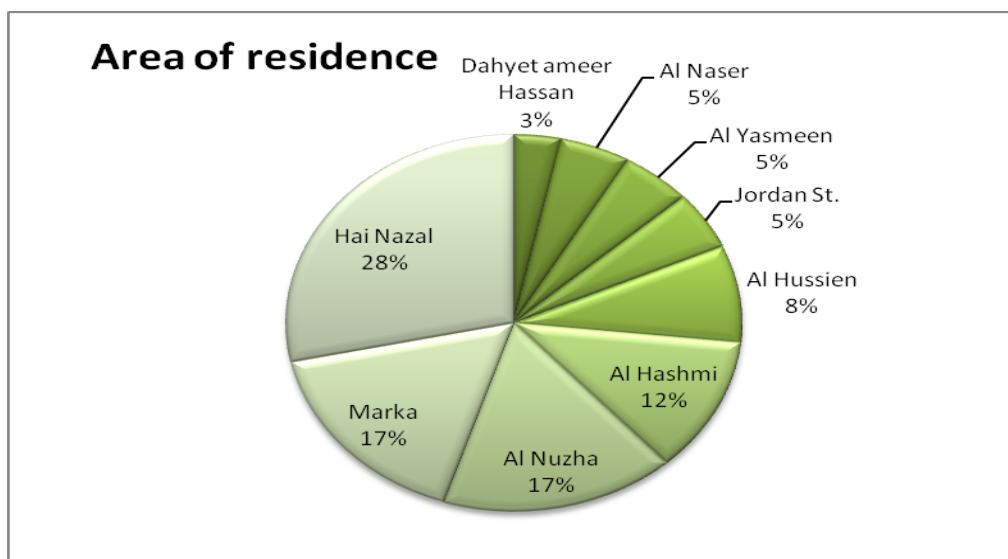
International agencies interviewed:

Local and international stakeholders were interviewed to cross check initial survey findings.

- IMC
- UNHCR
- IRD
- IRC

See Annex 4 for a brief assessment of 9 CBOs identified by participants as having provided assistance to Syrian Households.

Geographical breakdown of survey participants' residence in Amman:



Limitations:

A number of factors, including time constraint, resources, lack of established relationships, trust and rapport impacted on the participatory methodology employed. Nonetheless, we received very positive feedback from participants: “you are the first people who took are names and our information who seem genuinely interested in how we are living and what has happened to us!” *Father of 5 Hashemi Shemali.*

⁶¹ The full 60 household survey forms are available in a separate PDF. A sample form can be see in **Annex 3**.

The sample also led to only 10% female headed households below UNHCR’s reported 31% FHHs. During focus group sessions only 5 single men joined the session out of an invited 20 and the participants were not very forthcoming and were unable to identify specific vulnerabilities faced by their group. If there had been more time, this is a group that the survey team would have liked to have more focus groups with and to understand better their coping mechanisms/vulnerabilities.

The sampling structure led to what appears to be particularly vulnerable individuals and Households; however it is not necessarily indicative of the lived experience of all Syrians in Amman. This being said informal discussions with members of the Syrian community from different socioeconomic backgrounds living in diverse areas of Amman confirmed that many Syrians are experiencing similar kinds of vulnerabilities and associated protection risks.

[Annex 2: Complete survey data see attached Excel Sheet.](#)

[Annex 3: For sample Survey collection sheets see attached PDF.](#)

[Annex 4: Previous employment in Syria.](#)

Full list of Employment in Syria (males)	
Carpenter	Construction
Driver	Cement factory
Teacher	Parliament member
Owner Construction Company	Chef
Plumber	Furniture gallery worker
Mill worker	Owner a sweet shop
Restaurant worker	Diploma, head of dept (cables)
Owner advert company	Owner Factory
Factory worker	Electrician
Owner pastry shop	Farmer
Salesperson	Mechanic
Painter	Owner Pastry shop
Barber	Owner Clothing factory
Taxi driver,	Pastry chef
Managed sweet shop	Mechanic
Owner a grocery store	Tailor
Car dealer	Car electrician

Butcher	Blacksmith
Owner dresses factory	AC maintenance
Owner Glass shop	

Full list of employment (Females)
Teachers
Family Business
Farmer
Nurse

Annex 5: CBOs and response to the Syrian Refugee Crisis.

Introduction: In the provision of emergency humanitarian assistance to refugees living dispersed through an urban environment, local organizations constitute vital community based partners with the greatest community outreach. For many refugees these organizations represent the only community based social safety net available in a protracted refugee crisis and can offer an entry point to local networks.

However, in general CBO capacity in Jordan is relatively weak. Civil society organizations are not well developed and the civil society space and funding is more often than not given to RONGOs⁶². These RONGOs have a tendency to be top down institutions that hand down development solutions to the local community either directly or through programs implemented by their CBO partners. Since the RONGOs have far greater resources and generally much better facilities, there has been a tendency for international donors to favor the RONGOs over smaller associations, societies and centers. While this is not universally true, smaller organizations are often starved for funds. This lack of funding has impacted the growth and development of the sector as a whole and lends to a generalized under development of the CBO sector’s capacity and capabilities.

Nonetheless, there are more than 3000 groups of non-state actors. These groups, range from sports clubs to environmental organizations. In general local Jordanian civil society or community organizations provide social services to their communities. Their services are generally focused in the following fields:

- education (pre-school, primary, and secondary, in particular strengthening classes and informal education activities);
- vocational training;
- cash, in-kind donations and food/non-food items distribution;
- assistance for orphans, the disabled, and the elderly;
- income generating activities;

⁶² Royal NGOs.

- awareness raising activities;
- health care (including in some cases counseling services).

As of the intensification of the Syrian crisis in 2012 and the rapid influx of extremely needy Syrians into Jordan a number of local CBOs have increased the scope of their assistance to Syrians. The following brief assessment collected data for 7 CBOs identified by survey participants as active in supporting Syrians in Amman.

The purpose of this brief assessment was to better understand the role of these CBOs in providing assistance, the criteria used to assess vulnerability and reach beneficiaries, the capacity of the CBOs, the scope of the CBOs work, the needs of the CBOs, plans for the future (specifically for winterization) and the potential for partnership.

Why partner with local organizations?

The international community's response to this refugee crisis in Jordan is focused on providing humanitarian assistance, cash assistance, non-food items, medical care, targeted psychosocial activities and training within an urban environment. International organizations attempting to provide services to Syrians are experiencing difficulties in targeting a dispersed refugee population that had 'merged' with the local population. Therefore providing assistance to an urban refugee population rather than a camp based population requires a number of different targeting strategies which include:

- Extensive information campaigns and outreach work on service availability;
- Provision of services to both host and refugee populations;
- Development of partnerships with local community organizations.

CARE's experience had highlighted the extent to which the role of community based organizations in providing a community based location for services and as an information hub for Syrians seeking services is critical in ensuring the most vulnerable and most 'hidden' amongst the Syrian population have access to assistance.

Background to Community Organizations in Jordan:

In Jordan today, there are more than 3000 groups of non-state actors. These groups, range from sports clubs to environmental organizations. In general local Jordanian civil society or community organizations provide social services to their communities. Their services are generally focused in the following fields:

- education (pre-school, primary, and secondary, in particular strengthening classes and informal education activities);
- vocational training;
- cash, in-kind donations and food/non-food items distribution;
- assistance for orphans, the disabled, and the elderly;
- income generating activities;
- awareness raising activities;
- health care (including in some cases counseling services).

A Community Based Organization’s (CBO) interaction with the community it serves or the limitations of this has emerged as a challenge recently in Jordan. According to the 2004 Jordan Human Development Report, the role of a CBO should primarily be to collect and analyze information on local needs, thus avoiding a “one-size-fits all” approach. However, the term community based organization is not immediately recognized by all non-state actors in Jordan. During the course of the mapping exercise, on which much of this paper is based, a number of informants were asked to identify potential CBOs, it became apparent that they did not understand what the term meant or which type of organization might qualify as such. The Arabic term Jamayia (or Jamayia Kheiria), is commonly used to denote those groups that are identified as CBOs by international actors. These terms more literally translate as charitable organizations or association and more accurately describes the types of activities undertaken by these organizations and their own conception of their work vis-à-vis the communities they work with.

Across the COs reviewed the nature of the COs work is charitable and conceived as for the betterment of the local society. As such the COs visited were in general very hierarchical and had a patriarchal role in their local communities; the local communities’ role in most of these relationships is as passive beneficiary. There was very little evidence across the sector of attempts to develop alternative types of projects that might develop other areas of women or men’s capacities or challenge traditional paradigms.

This has a number of implications for both international actors and local COs when seeking to enter into partnerships. Interviews with both INGO and CO staff suggests that there is often a high level of frustration and misunderstanding when partnerships are undertaking and for the most part these seems to arise out of differing expectations of partnership, project concepts and in some cases even the purpose of the work.

CARE Jordan met with and interviewed 8CBOs identified by Syrian survey participants as providing assistance to Syrian families in Amman. See below:

CBO Visited:

CBO	Progress
Syrian Women’s Committee	Done
Al Kitab Wal Sunnah	Done
Al Aboora	Done
Jordan Red Crescent	Done
Green Crescent	Done
Abdul Rahman Ebn Awf	Apologized
Circassian Association	Done
Abo Horayrah CBO	Done
Abo That ALGhafari	Done

Brief findings:

- Individual CBOs are serving between 300-550 families (except Kitab wa Sunneh and the Jordan Red Crescent who served considerably more);
- Assistance is based on private charitable funding and assistance is therefore *ad hoc* and dependant on funding flows -CBO intend to distributed Winter items as and when funding becomes available;
- Coordination between CBOs happens but is limited and there is considerable resistance to sharing beneficiary lists (due to security concerns);
- There is almost certainly overlap of beneficiaries between CBOs;
- CBOs are interested to receive capacity building training and database development support;
- CBOs require support with their Emergency Volunteers (Financial and training);
- CBOs could host psychosocial activities, support beneficiary identification and participate in coordination networks;
- CBOs would be interested in developing greater coordination with local and international organizations.