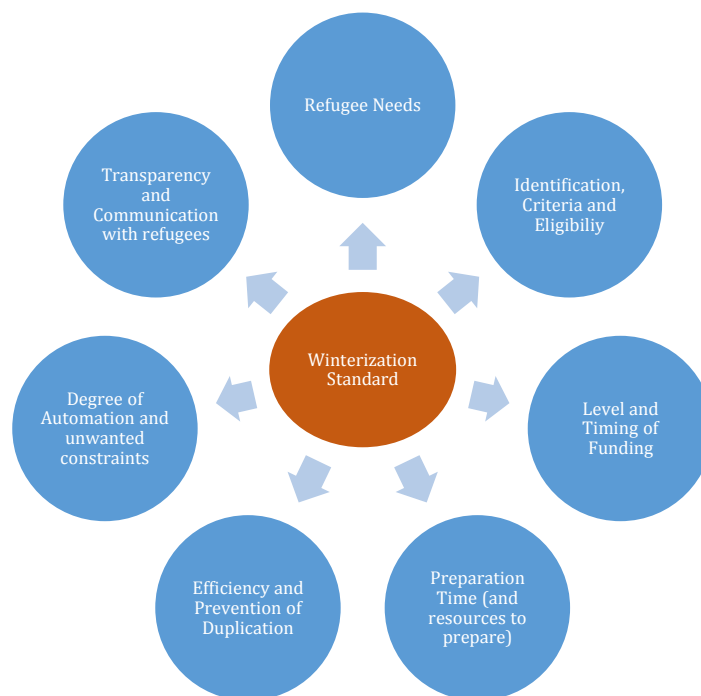


I. Background

Refugee response partners have coordinated a winterization response for Syrian refugees in Jordan since 2012. In 2014, standard packages were introduced to harmonize the response and create a fair and transparent assistance system for the winter months. Each cycle was marked by particular approaches, successes and challenges and key lessons were developed to inform the drafting of the standards.

In planning meetings in July and August, a key statement among all partners was that the winterization response each year was marked by good planning up front and a rush towards the end of the year, as funds or additional funds become available and have to be programmed in the fastest possible way. This causes challenges at all levels and it was universally recognized that designing a winterization is a triangulation of several components and not just a response to an objectively verified level of needs.

The following shows schematically the interplay of key elements:

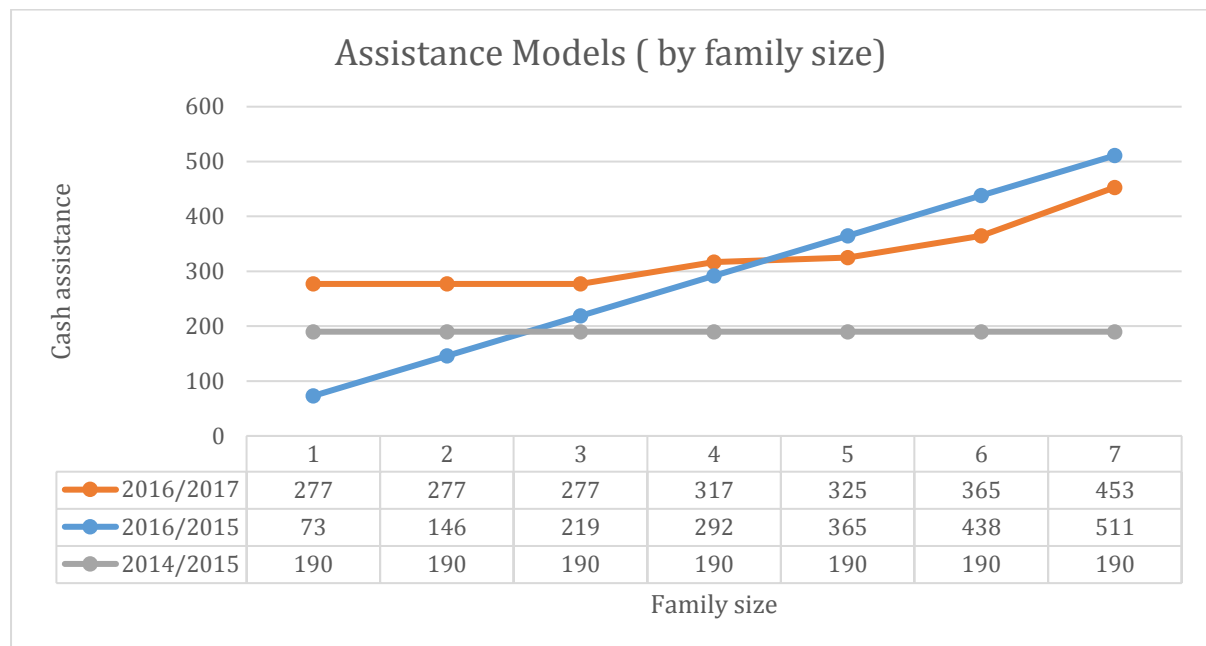


Given the shared anticipation that funding for winterization will not reach the levels of 2016-2017 whilst the needs will remain broadly the same, winterization partners agreed to focus primarily on the fair and transparent character of the response, drawing on lessons from the last cycle. There were three elements under particular scrutiny:

1.) Level of Assistance (standard package)

Over the years, different approaches have been used to design the appropriate level of assistance. During the 2014-2015 cycle, it was a flat rate, meaning that each family was provided with the same amount regardless of their family size or other factors. This put larger families at a disadvantage. In 2015-2016, the assistance was pro-rated to produce different values for different family sizes. Pro-rating assistance worked particularly with the communication of the entitlements to families or household. However, the way the amounts were calculated on an individual basis, provided too little

for small families and too much for large ones, i.e. the gradient of the assistance curve (see graph below) was too steep. Two different models were discussed for 2016-2017 as a result of this lesson. The options were either to flatten the slope and keep the idea of pro-rating the standard package or to design standard packages that changes with growing family size, i.e. adding a second heater and bottle for families above 5 family members. Winterization partners agreed that while the logic of the latter is sensible, it would be very difficult to communicate the assistance levels and would therefore result in unintended consequences around the non-linear assistance curve (see below). For reasons of transparency, easy of communication and avoidance of unintended consequences, winterization partners recommended aiming for an assistance curve that is as linear as possible, whilst working towards an improved calculation of packages per family size. In addition, partners recommended that assistance to small family size (from 1 to 3) should be equal on the basis of the results of the 2015-2016 Lessons learned indicating this group as more vulnerable.



2.) Coordination at case-level vs. household-level

UNHCR registers refugees in nuclear families, i.e. so-called *cases*. Documentation for refugees in Jordan, both the UNHCR asylum-seeker certificate and the Mol card, is *case*-based. At the same time, refugees share dwellings among extended family members and at times with non-family members. This causes households to have different in compositions and be generally larger in size, than *cases*. In many instances, households are comprised of multiple *cases*.

This has caused winterization partners in the past to grapple with the standard setting, as the two objectives of responding to needs, i.e. household level, and having a coordinated response to avoid duplication, i.e. case level, are in many ways not reconcilable.

As in previous years, it was agreed to adhere to a logic that prioritizes the case over households when in doubt, for the basic reason that universal data only exists at the case level and at best partially at the household level. This makes coordination at the grouping of a households effectively impossible. However, winterization partners agreed to monitor the distribution of assistance carefully taking into account the aggregation element at household level.

3.) Early identification

In the 2016-2017 cycle, coordination around delivered assistance worked well thanks to the RAIS winterization module. However, the coordination only kicked in at the level of assistance delivery and did not sufficiently capture the identification and eligibility element. Whereas it is not expected that RAIS will be extended this year to capture eligibility elements, it was broadly agreed among winterization partners to share lists of identified beneficiaries through a focal point system on the basis of case numbers only, so as to avoid unnecessary assessment visits and costs in case an organization has already identified that case as a prospective beneficiary.

4.) Tier system

In 2015 the apportioning of the cash values and the tier system were introduced. According to the 2015/2016 Winterization Standards, tier 1 beneficiaries would be those that have never before received winterization assistance while tier 2 beneficiaries those that have already been assisted for winterization in the previous years. In the 2016/2017 standards, while the amounts of the apportioning of the cash values were changed as explained above, the logic of application of the tier system remained the same. The 2017/2018 Winterization Task Force has discussed the revision of the application of the tier system, recognizing that the caseload of vulnerable families is protracted and that the provision of winterization assistance to a vulnerable family during the winter of the previous year does not change the overall vulnerability situation of the family so to “penalize” the family during the next years winterisation assistance (as the family would no longer qualify for tier 1). For this reason the task force has suggested to maintain the tier system but to change its logic of application. Several families that are considered vulnerable according to VAF standards are not enrolled in regular cash programmes. For this reason, those families should be receiving the “full package” (Tier 1). Vulnerable families that instead are enrolled in a regular cash programme, and therefore have a minimum basis of monthly income, should be receiving the “reduced package” (Tier 2).

II. Overview of Key Principles

- 1- Components of the standard package: blankets, heater, gas bottle, gas refills.
- 2- Assisting on a cases basis and coordinate the intervention through the winterization module in RAIS for avoiding duplications.
- 3- Case management trumps the system (i.e. there may be cases of “necessary” duplication).
- 4- Eligibility criteria:
 - a. Any family that is not able to generate sufficient income to provide for its winterization needs is eligible for winterization support
 - b. Non-standard package: Any family that has particular vulnerabilities as identified by way of individual assessment is eligible for customized winterization support (e.g. sealing-off kits)
- 5- Entitlement is based on a tiered system. Tier 2 should be provided to vulnerable families who are already supported through a regular cash programme, while Tier 1 to vulnerable families that are not supported through a regular cash programme.
- 6- Preparation and early beneficiary identification and early data sharing of ration of tier 1 & tier 2 among beneficiary groups.
- 7- Prioritization should be proportionate to the degree to which cold can harm a prospective beneficiary. This means that prioritization, where used, should consider environmental elements of the shelter as well as the physical vulnerability of the individuals (infants, elderly, PwD, pregnant women, etc.). A best practice winterization prioritization tool was used and analysed in the 2015-6 round.

- 8- The winterization assistance package is designed to provide support to the most vulnerable families and is apportioned on the basis of the marginal utility of the assistance provided. This also considers the results of the 2015-2016 Lessons Learned indicating extreme vulnerability for family size of 3 and below.
- 9- Assistance levels are capped at family size = 7, i.e. families of 8 and above will get the same level of assistance as families of 7. For extreme outliers and needs, case management and individual assessments should determine and justify exceptions.

III. Winterization Standard

- The Two tiered system is rooted in the notion that vulnerable families receiving regular cash assistance are in a better economic situation than vulnerable families that are not receiving regular cash assistance because of lack of funding availability.
- Winterization partners agreed that, while monetised assistance must be based on the in-kind standard package, it is acceptable and at times even necessary for refugees (based on previous PDM) to spend the money on what they perceive as their most urgent needs in winter. This is rooted in the knowledge that families prepare for winter earlier than the assistance arrives. Therefore, it is anticipated that monetized winterization assistance will offset some costs (e.g. debts) incurred for up-front investment made by refugee families.
- Evidence-based decisions for the choice between cash and in-kind assistance should be always provided.
- Four organisations (UNHCR, WRG, IOCC and Mercy Corps) carried out market research to determine the cost in JOD of the items, which make up the winterization standard package. The results were as follows:

Market Survey in JOD					
Organization	MTB	Heater (Local)	Heater (Imported)	Gas Bottle	Gas Refill
UNHCR	4.25 - 20	40	35-90	43	7.5
WRG	-	40	100	35	7.5
IOCC	-	35	110	35	7.5
Mercy Corps	-	45	100	44	7
Proposed	8	80		45	8

Based on findings outlined in the above table and using the inter-agency MEB approach regarding family size, the table below gives an estimate of the cost of a standard Winterization package, depending on the case size.

Cost of Winterization (in JOD) – AMPLE VALUES									
Item	Unit Cost	Entitlement	Family Size						
			1	2	3	4	5	6	7
Blanket	8	1 piece per person.	24			32	40	48	56
Heaters	80	1 heater per case.	80			80	80	80	80
Bottle	45	1 bottle per case.	45			45	45	45	45
Gas Refill	8		64			96	96	128	128

Winterization Standards for non-camp refugees - Refugee Response Jordan 2017-18

REGULAR			2 ref/month	2 ref/month	2 ref/month	3 ref/month	3 ref/month	4 ref/month	4 ref/month
Gas Refill CONTINGENCY	8	On a case size basis.	64	64	64	64	64	64	64
			2 ref/month	2 ref/month	2 ref/month	2 ref/month	2 ref/month	2 ref/month	2 ref/month
Overall refills	8		128			160	160	192	192

Cash package calculation

In the below option the following has been considered:

- Same level of assistance is provided to the small sized families (from 1 to 3).
- Option for additional contingency of gas refills is available to partners on the basis of operational, protection and funding considerations. This options is particularly relevant for in-kind assistance.
- If the assistance is provided in cash, amounts should be rounded up to multiples of 5 for ATM purposes.

Tier 1 FULL PACKAGE (JOD)

	Family Size						
	1	2	3	4	5	6	7
Heater+ Bottle + Gas refill Regular	189			221	221	253	333
Gas Refill Contingency	64			64	64	64	64
Blanket	24			32	40	48	56
Tier 1 FULL package	277			317	325	365	453

Tier 2 PARTIAL PACKAGE (JOD)

	Family Size						
	1	2	3	4	5	6	7
Gas refill Regular	64			96	96	128	128
Gas refill Contingency	64			64	64	64	64
Blanket	24			32	40	48	56
Tier 2 PARTIAL package	152			192	200	240	248

The average family size based on active UNHCR registration records as of 17 September 2016 is 4.6 and the share of cases with a family size above 7 is 4.32%:

Family Size	# of cases	% of total # of cases
1	46,657	30.58%
2	19,310	12.66%
3	19,521	12.80%
4	20,909	13.70%
5	18,313	12.00%
6	13,609	8.92%
7	7,656	5.02%
8	3,828	2.51%
9	1,701	1.11%
10	691	0.45%
11	245	0.16%
12	88	0.06%
13	33	0.02%
14	4	0.00%
15	1	0.00%
Grand Total	152,566	100.00%

