

Shelter and Settlement Strategy for Jordan Syrian Refugee Crisis

Shelter Working Group - Jordan

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This paper sets the strategic directions for tackling the major shelter and settlement challenges in the context of the Syrian refugee influx to Jordan. As such, the main purpose of this document is to provide strategic guidance to the Shelter Working Group (Shelter WG) and other stakeholders whilst developing shelter and settlement assistance for Syrian refugees in planned camps and for the most vulnerable refugees with dwellings in rural and urban settings.¹ Moreover, the application of the guidance intends to harmonise and standardize shelter and settlement interventions amongst humanitarian actors with the aim to achieve most effective results for the affected population. The strategy reflects the consensus of the Shelter WG and is seen as a process. Thus, it will be periodically reviewed to reflect the evolving context. This strategy is in line with UNHCR's Global Shelter and Settlement Strategy, 2014-2018.²

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¹ Throughout this document, the phrase “rural and urban settings” will be used to denote shelter and settlement situations of refugees which are outside of formal, managed camps. The term does encompass self-settling within host communities where many live in shared dwellings, live in derelict and poorly serviced buildings, in collective centres, in informal types of settlements or makeshift dwellings under substandard living conditions.

² [UNCHR's Global Shelter and Settlement Strategy, 2014-2018](#)

Introduction

This shelter and settlement strategy is intended to set the direction of the shelter and settlement response in Jordan and guide shelter actors in developing consistent sectorial interventions, in order that all Syrian refugees in Jordan affected by the Syrian crisis have access to protection, privacy and dignity whilst they remain displaced. The shelter sector recognises the different needs and vulnerabilities of men, women, boys and girls and strives to address the specific needs of each group across the range of shelter interventions.

The needs of the affected populations remain at the centre of any sectorial intervention and the sharper focus on shelter and settlement solutions is anchored in the core components of the refugees' protection framework. To this end, access to shelter and settlement is planned to prevent and reduce underlying causes of socio-economic vulnerabilities with a special focus placed on the mitigation of potential negative impacts of the refugee population on host communities and their resources.

The Strategy divides settlement intervention into two types: assistance provided in planned camps, which are the primary destination for those crossing the border without the necessary documentation or at informal crossing points; and, assistance provided outside of formal, managed camps, in rural and urban settings. Assistance in planned camps includes site selection and preparation, settlement planning, and shelter provision. In urban and rural settings, the focus is on ensuring that Syrian refugees have secured access to adequate shelter.

1. Context/Situational Analysis

The Syrian crisis has exacerbated the existing shortage of affordable housing in Jordan, while also raising rental prices, increasing social tension and straining urban infrastructure. According to a REACH assessment published in June 2014, "housing was the most commonly cited sector linked to community tensions by respondents, with a total of 81 per cent." The Government of Jordan's Jordan Response Plan (JRP) 2015 notes that "since 2012, the average annual shortfall of 3,400 housing units has been compounded by the need for an additional 120,000 housing units to accommodate Syrian refugees. The increased demand has led to increased rental prices, sub-division of existing units, and conversion of outbuildings into rental accommodation. With the majority of refugees living in host communities, competition for affordable housing has become a leading source of community tension."³ A recent assessment indicated actual or fear of rising rental prices and competition to secure housing as the two main areas of tension between refugees and host communities in Jordan.

Syrian refugees mainly rely on diminishing savings, borrowed money and cash assistance to meet their basic needs. UNHCR has reported a 25 per cent increase in rental prices between 2012 and 2013 in key influx areas with average rental prices reported at USD 192 per month. In 2013, 89 per cent of participating Syrian refugee households in an assessment were recorded to be in-debt and the amount of debt has increased significantly compared to baseline surveys in 2012. This is impacting the most vulnerable such as female-headed households, and households with people who have disabilities and/or are elderly, leading to widespread negative coping mechanisms.

Poor households are increasingly resorting to negative coping mechanisms such as child labour to contribute towards the household economy. A recent ILO assessment also reported that working children – often adolescent boys aged between 12 and 17 are less likely to be enrolled in education earning as little as between USD 4-7 per day while exposing them to both exhausting and dangerous work. Within these populations, it has been a challenge to ensure that targeting has been sensitive to the specific needs of women, girls, boys and men.

With the exacerbated shortage of adequate housing units and the increase of rents, many Syrian households may choose to live in substandard dwellings, illegal dwellings, informal tented

³ Jordan Response Platform for the Syrian Crisis <http://www.jrpsc.org/>

settlements, squats, without proper tenure documentation. This exposes them even to protection issues or forces them to consider returning to Syria.

As for camp settings, Zaatari Camp has a capacity for 90,000 refugees. There is capacity for another 5,300 in smaller sites, namely King Abdullah Park, Cyber City and Jordanian-Emirate Camp. At the end of April 2014, the second largest site, Azraq Camp, was opened with an initial capacity of some 40,000 individuals. At all sites, refugee families are provided with individual shelters; these include emergency tents and prefabricated container units in Zaatari, EJC, and KAP, and transitional shelter units in Azraq.

2. Assumptions and Challenges

Strategy-based assumptions:

- The humanitarian need remains significant, and shelter partners will continue to operate at (at least) their current level of capacity.
- The GoJ continues to support and approve the plans and shelter projects of agencies to assist refugees in Jordan.
- Jordanian host communities understand that the investment in their communities is a direct result of their hosting of Syrian refugees. This understanding mitigates the deteriorating relationships between host communities and Syrian refugees.
- Based on projected population figures, the absorption capacity of existing camp space will be inadequate by June 2015.
- Syrian refugee men, women, boys and girls have different needs and requirements for interventions, and this will be planned for accordingly.
- Secured access to shelter is the single most pressing need for Syrian refugees in urban and rural settings.

3. Strategic Objectives

The following sector objectives, outputs and indicators are proposed for the Shelter refugee response:

Overall sector objective:

To ensure vulnerable Jordanian households and Syrian refugees have improved access to adequate housing.

Sector specific objective 1:

Sustainable and gender appropriate access to adequate shelter and basic facilities and services provided for Syrian refugee women, girls, boys and men in planned and developed camps.

The location of Azraq Camp, in a remote area far from urban settings, necessitates improvements to the living conditions for the refugees. The demand on shelter is beyond the capacity of the local market. It is therefore imperative to increase the capacity of Azraq Camp through the construction of more villages together with associated services (construction of roads, drainage, community facilities, and other communal services). Furthermore, it is necessary to improve existing T-Shelters to ensure privacy and protection to the families by providing every household with an attached private latrine and light movable partitions.

In Zaatari Camp, it is planned to continue the replacement of emergency shelters (tents) by semi-permanent shelters (prefabricated caravans) coupled with assisting the families to properly design the space they are living in and improving the facilities and services through the construction of roads, maintenance of existing roads and drainage systems, and improving the electricity system.

Indicators

Indicator-1.1.1: # of existing shelters and associated facilities upgraded

Indicator-1.1.2: # of and proportion of refugee women, girls, boys or men participate in the design development in two sites

Indicator-1.1.3: # of households headed by women, girls, boys or men provided by emergency shelters

Indicator-1.1.4: # of households headed by women, girls, boys or men provided by Semi-permanent shelters

Indicator-1.1.5: # of households headed by women, girls, boys or men provided by T-shelters

Indicator 1.1.6: Rate of satisfaction of refugee women, girls, boys or men with the safety and adequacy of shelters

Sector specific objective 2:

Adequate shelter and basic facilities and services provided for vulnerable women, girls, boys, and men from both Jordanians and Syrian refugees, living outside of camps.

In urban areas, the shelter sector aims to ensure vulnerable families are able to access adequate shelter. This will be achieved through the implementation of five complementary projects which, together, will improve the access to and overall adequacy of affordable housing. Shelter actors will ensure that the shortage of affordable housing is addressed through works to bring unfinished housing units onto the market, while sub-standard shelters will be renovated to improve living standards. Where appropriate, sealing-off kits will be provided to beneficiary families allowing them to undertake basic works to insulate their shelters. Extremely vulnerable households will be provided with cash-for-rent to mitigate against negative coping mechanisms, including falling severely into debt. Actors will ensure that beneficiaries are provided with information related to housing, land and property (HLP) ensuring security of tenure and careful monitoring of forced evictions.

Indicators

Indicator-2.1.1: # of shelters headed by women, girls, boys or men upgraded to adequate standards

Indicator-2.1.2: # of sealing off kits distributed to mitigate harsh weather conditions

Indicator-2.1.3: # of vulnerable households headed by women, girls, boys or men received conditional cash for rent assistance

Indicator-2.1.4: # of housing units completed in unfinished buildings

Indicator-2.1.5: # of women, girls, boys or men receiving information messaging on housing, land & property

REF: Annex 1 Definitions of Indicators

4. Type of Assistance

There is need to improve the living conditions in both Zaatari and Azraq Camps. The need for decongestion and upgrading of overcrowded camps and construction of additional infrastructure, including roads, drainage structures, graveling, fencing, security lighting, as well as maintenance of infrastructure and basic service facilities are planned for the camps. Furthermore, upgrades of shelter units, coupled with weather proofing, will be ensured during winter seasons. There is also a need to develop an extension of two additional villages in Azraq Camp.

Syrian refugees outside of formal camps have reported securing shelter as their single most pressing need. The lack of adequate housing has forced the majority to live in sub-standard accommodation, which is often characterised by earth floors, missing internal doors, broken windows, poor ventilation, mould and outdoor bathrooms. There is need to continue upgrading of substandard housing and increasing the number of affordable housing units in the market for the longer term. For Syrian refugees living in rented accommodation, many lack basic security of tenure and are at risk of eviction, rental increases, and exploitation by the landlords.

Therefore, secure tenure and rental contracts need to be ensured to protect the rights of Syrian refugees.

Furthermore, in both camp and urban/rural settings, it is vital that the needs of men, women, boys, girls, and people with specific needs (such as people with disabilities female headed households, and elderly) are individually addressed, also taking into consideration cultural sensitivities, such as privacy, family linkages, and origins.

Camp Settings:

There will be a continued need to invest in additional camp extension works for up to 70,000 refugees in Azraq. This would need to include investments in land development, infrastructure works, construction of new basic service facilities, as well as investments for additional shelter units; more specifically, investment for camp settings as follows:

- Development of camp extension (two additional villages in Azraq Camp) with new camp space for construction of shelter and infrastructure services and design assistance to families in Zaatari Camp;
- Construction of T-Shelters for up to 70,000 persons in Azraq Camp.
- Upgrading and maintenance of existing camp roads, drainage systems, water supply systems, wastewater systems, electricity, and community facilities;
- Payment of utility costs for basic services, administrative centres, street lighting, and for utility services consumed by most vulnerable households;
- Provision of emergency shelters;
- Procurement, delivery and installation of prefabricated container units;
- Winterization of shelters in Zaatari and Azraq Camp.
- Improving living conditions in both Zaatari and Azraq camps.

Urban/rural settings:

- Upgrading housing in poor conditions and completing unfinished buildings: not only does this provide adequate, secure shelter for Syrian refugees, but also benefits the Jordanian landlords.
- Provision of conditional cash for rent: inability to pay rent continues to be one of the major issues, which ties into risk of eviction, protection concerns, negative coping mechanisms, and SGBV concerns.
- Distribution of home adaptation kits and developing a winterization strategy for shelters that are not insulated or protected against damp and cold.
- Housing, Land, and Property Rights (HLP): dissemination of relevant information messaging.
- Encouraging resilience and innovation by integrating energy saving, (i.e. solar panels, insulation) and water saving (tap fillings etc.) components into the shelter response.
- Better gap analysis and referral mechanisms should be put in place to ensure the needs of more vulnerable households are met. There should be a particular focus on formal links with relevant

sectors including Protection and WASH working groups, as shelter is the main entry point to tackle broader general protection issues.

- Vulnerability needs assessments will be conducted to assess the needs of men, women, boys, and girls using common criteria as also developed in the Vulnerability Assessment Framework (VAF). Men and women will also be surveyed to understand further their respective uses of the shelter and the degree to which the shelter/modifications address their needs.
- Shelter partners will include renewable energy and environmental concerns into their shelter projects (i.e. water-saving fittings. LED bulbs and solar panels).

REF: Annex 2 Shelter WG Work Plan

5. Beneficiaries

5.1 Vulnerability

The selection of refugee families benefitting from shelter and settlement assistance varies according to the context, as follows

- a) In planned camps: given their semi-closed nature in Jordan, shelter is unlikely to be available unless provided by humanitarian agencies. Hence, the target group is all refugees entering the camp. This blanket targeting is a necessary minimum to ensure basic access to shelter, and funding will need to be sought to match this. A special provision should be made to cater to the needs of the most vulnerable.
- b) In urban and rural setting: the national shortage of affordable shelter has forced refugees and vulnerable Jordanians to rent sub-standard accommodation at inflated prices. As the demands for support greatly surpass the funding available, careful targeting is needed to ensure that humanitarian agencies assist the most vulnerable.

The shelter specific vulnerability criteria for selection of beneficiaries will be based on the Vulnerability Assessment Framework (VAF),⁴ which was developed in the Jordan Syria Refugee Response in an inter-agency and inter-sector process.

5.2 Gender and Age

Apart from the intrinsic value of targeted intervention, consideration of gender in all stages of project planning and implementation will contribute to decreasing the threat and likelihood of Sexual and Gender-Based Violence (SGBV). SGBV is a widespread human rights violation which is deeply rooted in discriminatory cultural beliefs and attitudes that perpetuate inequality and powerlessness for women, girls, boys and men. Such factors are frequently aggravated in times of conflict and displacement during which the rule of law is eroded and community/family ties are frequently severed. Shelter interventions must encompass specific actions to prevent risks of sexual exploitation and abuse and mainstream protection mechanisms.

Against this backdrop, gender mainstreaming has become a norm in humanitarian interventions, in all sectors. Therefore, settlement and shelter planning processes must identify and address the specific needs and capacities of men, women, boys and girls. Gender mainstreaming must address barriers to inclusion and measure impact through gender-sensitive monitoring and evaluation, such as with sex and age disaggregated data. Moreover, gender considerations must be mainstreamed as early as the assessment process, and also be explicitly referenced in project activities and outcomes. The IASC Gender Marker Tip sheet specifically outlines minimum gender commitments relating to shelter in terms of participation, access, action, design, and targeting⁵. GBV considerations should not only be incorporated in shelter and settlement assessments, but also in strategic planning, programme

⁴ Vulnerability Assessment Framework (VAF)

⁵ For further information see the [IASC Gender Marker Tip sheet for Non-food items and Shelter](#)

implementation, communications and information sharing, coordination, guidelines, standards, and policies, and monitoring and evaluation, both for urban and rural settings and planned camps.

Shelter interventions must take into account the vulnerabilities, needs and capabilities of persons of all ages, ideally disaggregated into the categories of men, women, elderly men, elderly women, boys and girls. Consideration of the ages of the targeted population must be mainstreamed through assessments, interventions and monitoring/evaluation activities for the most efficient targeting.

For shelter design, gender considerations should be taken into account in the early conceptual stages, in the assessment of initial shelter prototypes, and in ongoing revisions and modifications to the design. Recommendations from refugees, implementing partners, and other stakeholders on gender issues should be reflected in design modifications and should be considered an essential part of the design process. In the example of the transitional shelter (T-Shelter) designed for Azraq Camp, a side entrance or porch was recommended by refugees and the SGBV Subworking Group in order to provide a more private entrance. This idea was incorporated into the original T-Shelter design. Another recommendation, which was also reflected in the design, was the provision of partitions inside the shelter for subdivision of the space and enhanced privacy. Both recommendations provide a more protected environment, for women and girls in particular. Another very important aspect of a safe shelter is a secure door in order to decrease risk of sexual harassment and avoiding overcrowding, which could lead to escalation of family tensions and domestic violence.

In addition to the design aspect, shelter allocation procedures should be written in collaboration with Protection SGBV working groups and should recognize the risks vulnerable individuals face in getting access to adequate shelter, such as female headed households. Proximity to WASH facilities, taps-stands, and other services should also be taken into consideration when allocating a family or vulnerable individuals to a shelter.

As for site planning, there should be ongoing coordination with SGBV experts and other sectors (Camp Coordination and Camp Management, Child Protection, Education, Food, Security, and Agriculture, Health, Housing, Land, and Property, Livelihoods, Protection, WASH) to design the camp in a way to reduce risks of GBV. Some of the most important GBV mitigation planning strategies are proximity of vulnerable individuals (female headed households, single mothers, disabled women and unaccompanied girls) to services and WASH units, sufficient lighting, especially in insecure locations, ensuring that services used by women are not on the way to distribution points, and women-safe spaces.

During the planning of Azraq Camp, a SGBV subworking group was established in order to give recommendations to the site planning and shelter team. Furthermore, after the opening of the camp and as it continues to be developed, the SGBV group regularly conducts assessments and shares recommendations with the different sectors, including shelter and site planning. Some of the modifications that were made are women-safe spaces for each area of the camp, a separated reception area for vulnerable individuals, allocated market areas not on the way to main services accessed by women and girls to avoid harassment and spontaneous choices of locations, ensuring entry points to the camp are gated and controlled, waiting area for women and girls in registration area, family-based plots, plan for emergency accommodation, village-level services, and women spaces are not in the proximity of distribution points or markets

6. Methodology for implementation

Shelter and settlement assistance is designed and provided in a holistic manner. It is inclusive throughout the programme cycle of community views and capacities so as to ensure that communities can gradually build self-reliance copying mechanisms. Standardisation of approaches is ensured to the extent possible whilst applying combination of shelter and settlement options viable to various contexts. Implementation must mainstream gender-considerations for maximum impact.

In urban and rural settings, the refugees place significant pressure on rental prices and the housing market, and shared community facilities and services. This pressure is contributing to tensions between Jordanians and refugees, which needs to be addressed transparently to ensure peaceful co-habitation. Communication with host communities needs to be integrated into shelter activities and where possible, vulnerable Jordanian families included in shelter solutions.

Host communities need to be included in shelter assessments and consulted in the development of appropriate solutions through a participatory process. Relevant authorities and community leaders also need to be consulted as part of shelter agency activities to increase buy-in for refugee shelter solutions in their communities and encouraged to actively reduce tension within their communities through leadership and communication. Outreach needs to be actively monitored throughout individual agency project cycles. Shelter agencies assist the Government in the providing assistance to refugees: This includes the mandate to mitigate the negative impact on the host community to the extent possible. Through this reasoning, the Jordanian, ministries require the inclusion of vulnerable Jordanians in their programming thus strengthening coexistence between groups. Criteria for inclusion will be the same as for Syrian refugees, outlined in section 5, and monitored according to section 9 below.

Detailed implementation methodologies for each shelter project in urban/rural settings can be found in the Shelter WG guidelines for the five interventions: Housing Upgrading, Completion of Unfinished Buildings, Conditional Cash for Rent, Sealing Off Kits, and Awareness on Housing, Land, and Property Laws.

In planned camps, clear information needs to be provided to refugees as they enter the camp. This needs to include what they can expect in terms of shelter, and how they can and should engage in the process⁶. Further, it is important for refugees to understand what is expected of them once they leave the camp, and whether they are able to take the shelter with them or not. This messaging is facilitated through UNHCR Mass Information unit. UNHCR has a mandate responsibility to ensure that persons of concern (PoCs) have the information they need to access protection and make informed decisions, and that they are able to convey information and feedback to UNHCR and partners about their protection needs. Along these lines, mass communication with PoCs is defined as a reciprocal flow of information between humanitarian actors and large groups of PoCs. This is more than one-way information campaigns and periodic participatory assessments (though these are still essential) and empowers PoCs to communicate with humanitarian actors as they need, and enable humanitarian actors to respond and react.

Planned camps put significant pressure on the host communities for resources such as water, electricity and solid waste management. Further, there may also be pressure on medical services if only limited primary care is provided inside the camp and so referrals need to be made to external services.

Additionally for refugees leaving the camp, either through official or informal mechanisms, the local community is likely to be the first place they search for shelter. This means that communities surrounding the camp are likely to experience greater and swifter saturation of the shelter and labour markets than those further afield. This pressure on the host community is likely to be a cause for tension, as has already been seen with Zaatari. It can be mitigated through a variety of measures looking to emphasise the benefits to communities of supporting Syrian refugees. Local populations should be encouraged to apply for available positions within humanitarian agencies, and local suppliers and services should be used wherever possible.

⁶ For example, if there is the possibility for refugees to have an input into which plot is allocated to them, then information should include: which plots are available to choose from; the process to select a plot; how camp management will process a request (especially if two refugees select the same plot); and how refugees can ask questions or make complaints. If refugees are requested to leave their tent or semi-permanent shelter provided, it must be clear for them and from the time of distribution or allocation what state the shelter is expected to be in. During their stay in the camp, beneficiaries must also be aware of what resources are available to support repairs where necessary.

It is worth noting that direct contributions to bolstering the Jordanian economy will come from using local resources to meet needs of developing, refurbishing, repairing and maintaining shelter and settlement solutions.

7. Delivery of Strategic Objectives - Coordination

One of the most critical components in achieving the shelter and settlement assistance objectives is the direct participation of all relevant stakeholders, including hosting government, UN Agencies, NGOs, and other humanitarian and development organisations. Communities also play a vital role in shelter and settlement projects. Community members actively participate in all the phases of shelter assistance by expressing their needs, and identifying possible solutions. The awareness of the local community to assume this role contributes to the improvement of its living conditions and enhances the sustainable impact of the shelter project.

To this end, UNHCR Jordan formed the Shelter Working Group (WG) so that complementarities of the actions of various stakeholders are explored; identification of gaps is comprehensive and jointly addressed reducing risks of duplication. The Shelter WG, chaired by UNHCR and co-chaired by the Norwegian Refugee Council (NRC), meets regularly to ensure that its strategic direction, technical recommendations, advocacy positions and project implementation match the changing context of the crisis. Shelter WG members proactively participate in the coordination meetings, contributing among others with data and information related to their assessments and programming so as to facilitate coordination process.

Efforts are also underway with GoJ to enhance a more refugee-focused and needs-based humanitarian response and to hand over the work related to the Syrian emergency response to long-term development efforts under the JRP.

Considering that shelter and settlement assistance encompasses, protection, health, water, sanitation, environmental considerations, the Shelter WG also ensures cross sectorial coordination with other working groups. Referral mechanisms must therefore be strengthened between agencies and across sectors. Moreover, to ensure that humanitarian responses do not further perpetuate gender inequalities through its service provision, the Shelter WG has two gender focal points to assist the sector to incorporate gender equality measures into the collective programming.⁷ Cross-sectorial coordination is particularly strong with the WASH WG as many WASH and Shelter interventions in the host communities overlap. To ensure continued communication and coordination updates from the WASH sector are presented to the Shelter WG at each WG meeting. Regular coordination is also maintained with the protection, cash, field, and SGBV working groups.

Additionally, donors will need to be kept informed of this strategy and the changing context that the Shelter WG members face and the needs that the Shelter WG collectively is trying to address. Individual agencies liaise closely with donors, but the Shelter WG, and particularly the leads, should maintain an open dialogue with the donor community to highlight the ongoing gaps in the response and to what extent additional funding is needed.

Advocacy activities might include the compilation and sharing of key facts and figures. All Shelter WG members are requested to share their advocacy activities as individual agencies and invited to coordinate with the Advocacy Working Group. The Advocacy WG can support especially when issuing press releases on sensitive messages (examples include increased resource shortages in Jordan following the refugee influx).⁸

⁷ Draft Terms of Reference for Sector Gender Focal Points: Interagency, Jordan

⁸ Taken from the Draft ToR of the Advocacy Working Group (May 2013).

8. Needs Assessment and Information Management

Needs Assessments are now coordinated through an online registry platform accessible on the inter-agency portal⁹. Partners of the Shelter WG planning to conduct assessments now have to register assessments online and seek approval from the sector chair. This procedure is intended to improve transparency, reduce duplication, encourage the use of secondary data before moving to primary data collection, and to make available existing assessments. Ultimately this will reduce pressure on refugees from over-assessment, reducing costs and strengthening efficient use of information.

Information Management within the Shelter WG falls under the remit of UNHCR who will be responsible for the collection and dissemination of information and data related to needs assessments, shelter programming, gaps and priorities in Jordan. This will include the management of a data matrix and maps detailing which agencies are doing what, where and when (4Ws) and comparing current and planned actions against needs to define gaps and avoid overlap. Member agencies of the Shelter WG are responsible for providing the relevant data from their programming. This data is entered into a database known as ActivityInfo¹⁰. Based on this information UNHCR develops a monthly Shelter sector dashboard which highlights progress against targets under the RRP6, needs analysis, monthly highlights, and updated refugee populations in Jordan.

9. Monitoring and evaluation

The Shelter WG will regularly monitor the progress and evaluate the impact and effectiveness of the sectorial strategy throughout its implementation.

The Shelter WG should be monitored and evaluated against three aspects:

- a) the extent to which the objectives of this strategy have been met, collectively by humanitarian organisations and other actors¹¹; and
- b) the extent to which the Shelter Strategy has supported and assisted agencies in improving their own projects and programmes.
- c) the need for a strategy update to take into account changes in the context as well as lesson learnt throughout its implementation.

The Shelter WG will develop a set of indicators that implementing agencies collect whilst monitoring their programmes. Indicators that show progress on the promotion of gender sensitivity among beneficiaries (and host communities as applicable) are also to be included and highly recommended. This set may need to vary between the possible responses options, but can enable to the extent possible consistency of data collection among various programmes as well as enable comparison and analysis between various organisations. These indicators were developed as part of the 3RP/JRP and are now used to track progress of activities. Partners report against indicators using the Activity Info database and UNHCR Information Management develop a monthly Shelter sector dashboard based on the data.

The “Post Activity Monitoring”, which was developed by task force of the Shelter WG in early 2015, is the standard tool for measuring the satisfaction of beneficiaries with assistance received.¹²

To monitor the support provided by the Shelter WG to implementing agencies, on the other hand, several tools already exist. These include, for example, the Shelter Cluster Performance Monitoring System and the IASC Cluster Performance Management Framework.

⁹ <http://data.unhcr.org/syrianrefugees/country.php?id=107>

¹⁰ <https://www.activityinfo.org>

¹¹ This is monitored through regular review of the Shelter Strategy and RRP by the SWG, the 3W matrix and map, Activity Info, and monthly dashboards.

¹² Post Activity Monitoring Guidelines and Questionnaires

10. Transition and Exit strategy

Transition Strategy

A. Urban and Rural Settings:

The Jordanian Ministry of Planning and International Cooperation (MoPIC) along with the cooperation of government representatives, donors, the UN, and other development partners, have released the *Jordan Response Plan (JRP) 2015*. It will act as a framework for a multi-sectoral approach to mitigate the impact of the Syrian Crisis on Syrian refugees and the Jordanian host community.¹³

One of the three key shelter interventions for the Syrian refugee response in non-camp settings in Jordan is the provision of additional housing units in unfinished properties. This approach is outlined in the JRP and is highlighted in the ECHO Humanitarian Implementation Plan (HIP) 2014, straddling both humanitarian and developmental approaches and appeals. During the next twelve months, it is envisioned that this intervention transitions from an emergency response to a developmental approach.

The JRP highlights that the Syrian crisis has exacerbated the existing shortage of affordable housing in Jordan, while also raising rental prices, increasing social tension and straining urban infrastructure. As a key response, the JRP advocates for rapidly increasing the supply of affordable housing options for both Syrian refugees and low-income Jordanian families. The report recommends that this be achieved by both bringing new residential units onto the market and implementing a large scale affordable housing programme. During 2015, humanitarian actors will continue ongoing efforts in bringing new housing units onto the market, through the completion of unfinished properties, complementing and dovetailing with other governmental and developmental actors' efforts in implementing a large-scale affordable housing programme, through the construction of new properties.

B. Camp Settings:

**REF: Zaatari Shelter Strategy for 2015
Azraq Shelter Strategy for 2015**

Exit Strategy

As part of the exit strategy, the Shelter WG will place special focus on the decommissioning of camps once they are no longer necessary. UNHCR is committed to continue to support the GoJ in this endeavour when need be. As part of this process good practice on camp closure should be followed, specifically the guidelines developed by UNHCR in previous missions, and in documentation such as the NRC Camp Management Toolkit.

The Shelter WG for Syrian refugees in Jordan will gradually phase out when:

- a) there is no longer a continued need for humanitarian assistance
- b) the number of implementing agencies is small enough that this coordination body is no longer relevant
- c) the Working Group has met its objective(s), at which point, information on completed actions and outstanding gaps will be handed over to the UNHCR and the relevant Government body for reference or follow up action.

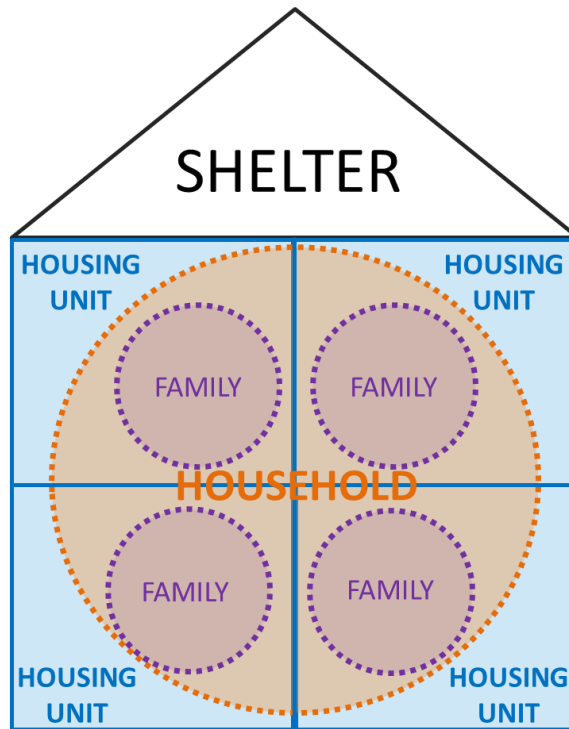
11. Definitions for Activities in Non-Camp Settings

The diagram below clarifies the definitions that will be used by the Jordan Shelter Working Group to plan activities and unit costs for interventions in non-camp settings.

- As shown, a **shelter consists of multiple housing units** (not necessarily four units, as in the diagram).

¹³ Jordan Response Platform for the Syrian Crisis <http://www.jrpdc.org/>

- **Each housing unit houses a family** (based on the definition of family in UNHCR Registration).
- **A household is made up of multiple families** living within the same shelter. They may share living costs, expenditures, meals, and other essentials; they are also often of the same extended family.
- **Housing units within the same shelter often share service facilities**, such as a main entrance, a kitchen, and a bathroom. Each housing unit will have access to these services but will not necessarily each have a separate main entrance, kitchen, and bathroom.



12. Annex 1: Definitions of Indicators

Introduction

In order for the Shelter Working Group to monitor progress and streamline monitoring and evaluation, the JRP indicators will be defined as clearly as possible.

Indicators Definitions

Sector specific objective 1: Sustainable and gender appropriate access to adequate shelter and basic facilities and services provided for Syrian refugee women, girls, boys and men in planned and developed camps

The indicators under this objective are defined as follows:

Indicator	Definition
# of existing shelters and associated facilities upgraded	# of existing shelters received improvements such as verandahs, cooking space, attached latrine, concrete/gravel pathways, etc.(mainly in Azraq) # of roads, stormwater channels, landscapes, etc... constructed or upgraded; in both camps
# of and proportion of refugee women, girls, boys or men participate in the design development in two sites	# of refugees participating in the design development of villages 8 & 9 of Azraq (if extension becomes a necessity) # of refugees participating in the design assistance provided to the families in Zaatari
# of households headed by women, girls, boys or men provided by emergency shelters	# of households headed by women, girls, boys or men provided with tents in camps
# of households headed by women, girls, boys or men provided by semi-permanent shelters	# of households headed by women girls, boys or men provided by prefabricated caravans in Zaatari
# of households headed by women, girls, boys or men provided by T-shelters	# of households headed by women, girls, boys or men receiving completed T- shelters with concrete flooring in Azraq
Rate of satisfaction of refugee women, girls, boys or men with the safety and adequacy of shelters	A questionnaire shall be developed and assessment conducted to stand on the reaction of the community in both camps on how they perceive the prefab caravans and T-shelters

Sector specific objective 2: Adequate shelter and basic facilities and services provided for vulnerable women, girls, boys, and men from both Jordanians and Syrian refugees, living outside of camps

The indicators under this objective are defined as follows:

Indicator	Definition
# of shelters headed by women, girls, boys or men upgraded to adequate standards	# of shelters headed by women, girls, boys or men upgraded to ensure: protection against human and natural acts safety is addressed basic facilities such as connected toilet, kitchen, water, and electricity are provided flooring is finished hygienic place of living etc...

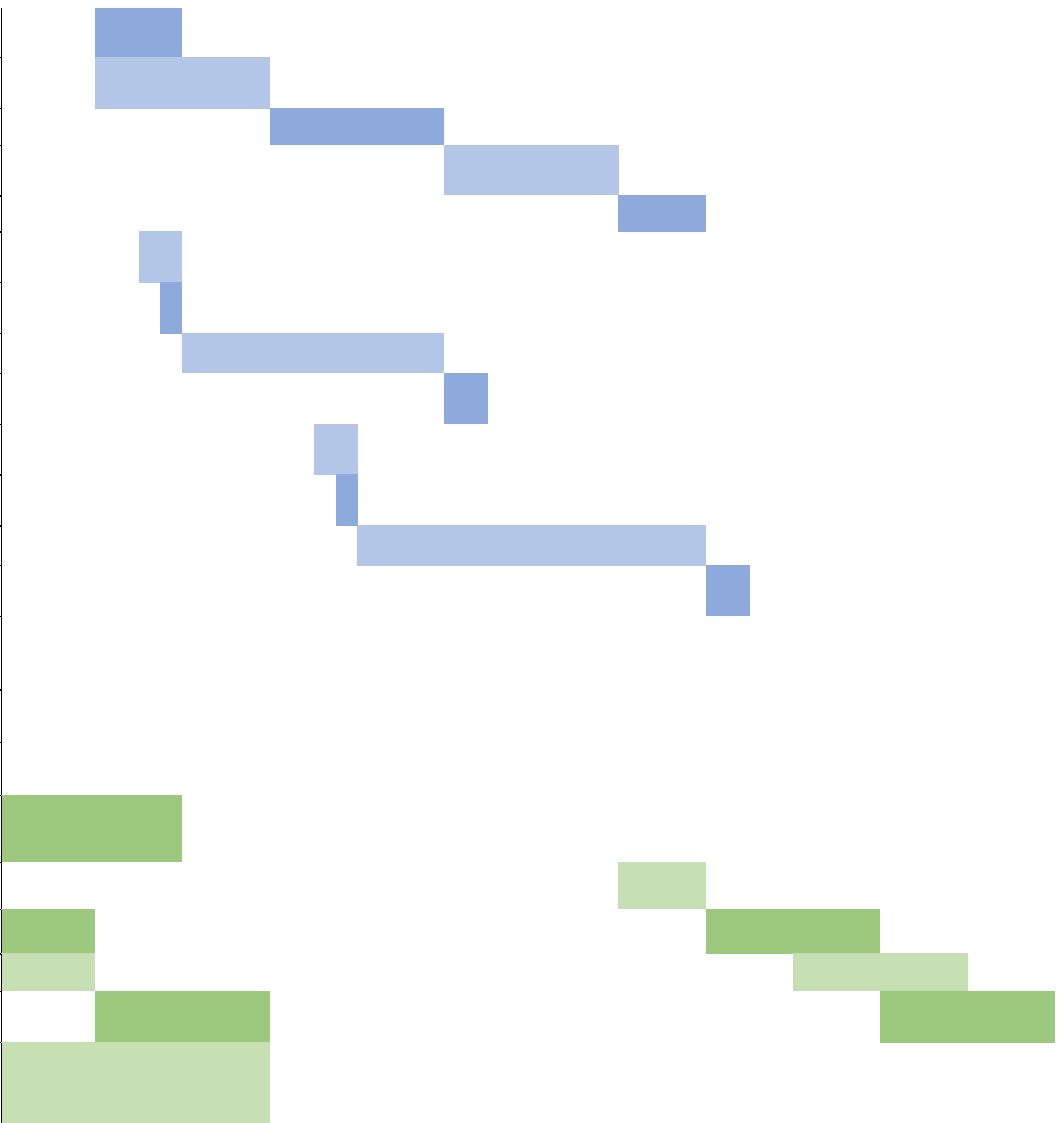
# of sealing off kits distributed to mitigate harsh weather conditions	# of sealing off kits distributed to ensure: leakage free shelters protection from harsh weather conditions (rain, wind, cold flooring, etc...)
# of vulnerable households headed by women, girls, boys or men received conditional cash for rent assistance	# of vulnerable households headed by women, girls, boys or men received conditional cash for rent assistance
# of housing units completed in unfinished buildings	# of additional housing units brought to the market # of such units providing protection against human and natural acts safety is addressed basic facilities such as connected toilet, kitchen, water, and electricity are provided flooring is finished hygienic place of living etc...
# of women, girls, boys or men receiving information messaging on housing, land & property	# of women, girls, boys or men receiving necessary information through messages, focus groups discussions, etc...to boost their knowledge on their entitlements and duties related to HLP

NOTE: For Sector specific objective 2, implementing organizations should refer to the Shelter WG endorsed project guidelines for the five projects being carried out in urban/rural settings (outside of camps), each of which is linked to one of the aforementioned indicators. These five guideline documents outline in more detail the expected outcomes and impact of the projects (and respective indicators) under Sector specific objective 2.

13. Annex 2: Shelter WG Work Plan

Agency/ Partner	no .	Activity	% funde d	Location	Sub-activities	Jan	Feb	March	April	May	June	July	Aug	Sep	Oct	Nov	Dec				
UNHCR	1	Improving living conditions in Zaatari & Azraq Camps		Zaatari & Azraq	GOJ approval	On hold															
					Design development & BOQs		On hold														
					Tendering/award/agreements		On hold														
					Implementation		On hold														
					Design development in 2 villages in Azraq & BOQ		On hold														
					Design assistances to families in Zaatari		On hold														
					Implementation of improvements through self-help		On hold														
							On hold														
	2	Provision of emergency shelters to affected Syrian refugees		Zaatari	Provision of tents as may be required	On hold															
						On hold															
	3	Provision of semi-permanent shelters to affected Syrian refugees		Zaatari	Provision of prefab containers	On hold															
						On hold															
	4	Construction of 2 more villages in Azraq with associated facilities		Azraq	GOJ approval	On hold															
Tendering/award/agreements					On hold																
Construction					On hold																

	5	Post evaluation occupancy of shelters		Zaatari & Azraq	Preparation of questionnaire
					Agreement with Partner to conduct assessment
					Conduct assessment
					Results and recommendations
					Design response
LWF	6	Upgrading of shelters to adequate standards	0%	Irbid and Mafraq	Selection of beneficiaries
					Tendering/Selection of contractors
					Upgrade of 200 shelters
					Beneficiaries satisfaction survey
				Mafraq and Zarqa	Selection of beneficiaries
					Tendering/Selection of contractors
					Upgrade of 300 shelters
					Beneficiaries satisfaction survey
				Irbid, Mafraq and Zarqa	Selection of beneficiaries
					Tendering/Selection of contractors
					Beneficiaries satisfaction survey
			PU-AMI	1	Provision of sealing off kits
500 (Jan. 2015)	100%	Procurement of # SOK			
2500 (Oct / Nov. 2015)	0%	Selection of beneficiaries			
		Distribution of the SoK			
		Post-Distribution Monitoring SoK			
2	Upgrading of shelters to adequate			Location	MOPIC approval



3	500	0%	Amman, Zarqa, Balqa, And Jarash	standards		
				Pre- Selection of beneficiaries + filling BOQ		
				<i>Selection of beneficiaries + share list with UNHCR and other agencies implement the same activity</i>		
				1st installment, transfer request (25% of the total amount) when signing the MOU		
				1st Follow up visit (when around 25% of the works are completed)		
				2nd instalment transfer request (55% of the total amount) when 30% of work have been accomplished		
				2nd follow up visit (when 100% of the works are completed)		
	3rd instalment transfer request (20% of the total amount) when 100% of work have been accomplished					
	Follow up visits by the protection team					
		Increasing awareness on housing, land and property laws		Location	MOPIC approval	
	50 awareness sessions – 10 sessions in 5 partner CBOs / inside PU-AMI community space.	10%	Amman, Zarqa, Balqa, And Jarash			

NRC	1	Renovation of sub-standard shelters	funded until December	Ajloun, Jerash, and Irbid	Beneficiary selection and technical assessment	
					Lease negotiations and agreement signing	
					Disbursement of funds and progress monitoring	
					Dispute resolution and eviction monitoring	
	2	Creation of Additional HUs	funded until 2016	Ajloun, Jerash, and Irbid	Beneficiary selection and technical assessment	
					Disbursement of funds and progress monitoring	
					Relocation of Syrian HHs to new shelter; signing lease agreement	
Dispute resolution and eviction monitoring						
					Monitoring and Evaluation of shelter projects	
ICMC	1	rental assistance for extremely vulnerable households (Cash for Rent); Syrians and Jordanians	100% (funded until Aug 2015)	Irbid, Balwaa Al-Al-Mafraq, Jerash, Ajloun, Madaba, Salt towns, and surrounding villages	Beneficiary selection and technical assessment, Lease negotiations and agreement signing, disbursement of rental checks	
CFR with JRCS	1	Upgrading of shelters to adequate standards 300 units Syrian Refugees & host community	100% (funded until September 2016)	Amman governorate, mantiqat Badr, Hay jabal Al Akhdar & Thiraa (Nazzal)	Gathering info on Syrian Refugees living in Badr	
					Calls to first selection on vulnerability	
					Home visits to identify needy beneficiaries & needs	
					Methodology finalization regarding the needed interventions	
					Owner meetings and Lease negotiations	
					individual intervention description & contractor tenders	

CARITAS	4	rights					
		Upgrading of shelters to adequate standards and improving affordable housing	0	Irbid and Mafrqa	HH selection, landlord contract negotiation and implementaiton of housing repairs		
		Cash for Rent for extremely Vulnerable Syrians and Jordanians	100%	Amman, Mafrqa, Zarqa, Balqa, Karak, Madaba, Irbid (70% Syrians - 30% Jordanians)	Beneficiaires selection (Home visits); negotiation with landlords; signing of agreements Caritas-tenant-landlord-distirbution of checks for 3 months contribution towards rent (average 150 JOD per/month per family)		
		(Jan to March) 330 HH					
March to December 1000 HH		Awareness Sessions on HLP (at least two during the duration of the project and on case to case basis - distirbution of the checks)					
	2	Legal Awareness (HLP rights)	pendant of donor approval				
	3	Shelter Upgrading (<500 JD)	100%		Assessment at HH level, selection of beneficiaires, signing agreement with landlords, upgrading of units		