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URBAN COORDINATION WINTERIZATION LESSONS LEARNED: JORDAN OPERATION

2015/2016

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Urban Coordination Winterization lessons learned: Jordan operation	1
INTRODUCTION	2
2015/2016 winterization task force members	2
Initial Winterization planning:	3
agencies and ngos predicted vs actual response	3
Expected Response as of December 2015	3
Organization, type of assistance and no. of expected beneficiaries	3
Approved Funding in Urban Areas in USD by population type (estimated capacity for response by December 2015)	4
appealed, funded and implemented (up to april 2015)	4
gap analysis and response mapping	4
government approvals (coordinated approach)	5
Distribution mechanisms: cash assistance modalities and challenges	6
Feedback on Winterization Guidelines 2015/16	7
Beneficiary selection (Syrian and Jordanians)	8
UNCHR Referred Beneficiary lists (Syrians)	8
Jordanian beneficiary selection (MOSD lists & Agencies lists)	9
Informal Tented Settlements (ITS) Response	10
Rural and hard to reach areas	10
Beneficiary Selection and Assistance COORDINATION (The Winterization module RAIS)	11
Winterization Response Actuals (to 30 April 2016) – information extracted from RAIS compared to ActivityInfo reporting.....	12
Donors.....	13
Emergency response (Harsh weather contingency planning)	13
PARTNER Feedback Winterization Coordination 2015/2016	16
What worked well?.....	16
What can be improved going forward?	16
Consistent Findings drawn from PDM assessments – future sector programming:.....	17
NFI and other assistance:	17
Ongoing Debate: Cash vs NFI modality	18
Best practice and recommendations from partners:.....	18
Practical application of Non-food item kits and transportation assistance to PwDs:	18
Data cleaning and closing review.....	18
2016/2017 Winterization planning.....	19



30

Basic Needs Working Group - Standard Operating Procedures	30
Cross-checking beneficiaries to avoid duplication in assistance	30
Background:.....	30
Process:.....	30
Future Plans:.....	30

INTRODUCTION

In 2014/2015, winterization interventions were concluded on 6th of April 2015, this was then followed with a series of learning meetings informing the preparations for the 2015/2016 winter response. The winterization response was initiated with the formation of the Winterization Task Force in June 2015.

2015/2016 WINTERIZATION TASK FORCE MEMBERS

ACF – Action Contre la Faim
 ACTED – Agency for Technical Cooperation and Development
 CARE
 Caritas Jordan
 CRP – Collateral Repair Project
 DRC – Danish Refugee Council
 GRC – German Red Cross
 ICMC – International Catholic Migration Commission
 ICRC – International Committee of the Red Crescent
 IFRC – International Federation of the Red Cross
 INTERSOS
 IOCC – International Orthodox Christian Charities
 IRC – International Rescue Committee
 LWF – Lutheran World Federation
 MECI – Middle East Children’s Institute
 MEDAIR
 NICCOD – Nippon International Cooperation for International Development
 NRC – Norwegian Refugee Council
 PU-AMI – Premiere Urgence
 SCI – Save the Children International
 SCJ – Save the Children Jordan
 UNHCR – United Nations High Commissioner for Refugees
 UNICEF - United Nations International Children’s Emergency Fund
 WFP – World Food Program
 WVI – World Vision International

INITIAL WINTERIZATION PLANNING:

AGENCIES AND NGOS PREDICTED VS ACTUAL RESPONSE

Challenges were encountered during the initial planning phase for partner organizations to pre-empt their winterization response without funding being confirmed or in some cases calls for proposals not released until after winter had already begun. Winterization programme preparation ideally should begin earlier on with clearly set objectives in terms of where each partner/ agency is intending on responding to by governorate level, type or amount of assistance that shall be provided and number of beneficiaries that shall be reached to permit overall strategic – difficulties in pre-empting programme response when funding isn't confirmed.

Recommendation:

1. Partners engage with the Winterization task force and regularly attend coordination meetings to improve response and preparedness, and to utilize systems and tools developed to effectively deliver a coordinated response.
2. Coverage and response areas determined earlier in 2016/2017 Winterization planning.

EXPECTED RESPONSE AS OF DECEMBER 2015

ORGANIZATION, TYPE OF ASSISTANCE AND NO. OF EXPECTED BENEFICIARIES

Organization	Emergency Kits	In-Kind Shelter	Non-Standard NFI	Rehabilitation of Shelter	Standard NFI	Standard Cash	Grand Total
ACF						3,200	3,200
ACTED		1,000					1,000
CARE						10,869	10,869
CRP					1,400		1,400
DRC						11,850	11,850
GRC					1,275	3,500	4,775
ICMC					8,000	19,050	27,050
ICRC & JRCS					4,000	20,600	24,600
IFRC & JRCS						5,000	5,000
INTERSOS	2,500					12,990	15,490
IOCC			14,750				14,750
IR			7,920				7,920
IRC						3,417	3,417
LWF			670				670
MECI			8,830				8,830
MEDAIR						2,200	2,200
NICCOD					8,254		8,254
NRC						2,969	2,969
PU-AMI				750		3,525	4,275
SCI						420	420
SCI	1,000				1,000	6,140	8,140
UNCHR						159,359	159,359
UNICEF			18,000			25,562	43,562
WVI					5,200	1,300	6,500
Grand Total	3,500	1,000	50,170	750	29,129	291,951	376,500

Includes assistance to Jordanians as well as non-camp refugees from Syria, Iraq, Somalia and Sudan

APPROVED FUNDING IN URBAN AREAS IN USD BY POPULATION TYPE (ESTIMATED CAPACITY FOR RESPONSE BY DECEMBER 2015)

	# of beneficiaries (ind.)	Funding (in US\$)
Winterization Cash	291,951	18,528,969
Iraqi Refugees	23,967	
Jordanian	24,052	2,214,800
Syrian Refugees	237,812	16,314,169
Somali and Sudanese Refugees	6,120	
Emergency NFI	1,000	27,000
Jordanian	500	13,500
Syrian Refugees	500	13,500
Winterization in-kind	81,799	2,800,906
Jordanian	17,980	740,105
Syrian Refugees	63,819	2,060,800
Shelter	1,750	188,547
Syrian Refugees	1,750	188,547
Grand Total	376,500	21,545,422

APPEALED, FUNDED AND IMPLEMENTED (UP TO APRIL 2015)

Organization	Appealed	Funded		implemented	
	USD	USD	USD	USD	Status
	Appealed	Funded	Variance	implemented	
ACF	\$ -	400,000	\$ -	239,513	60%
ACTED/UNICEF	\$ -	9,882	0	0	0%
AVSI	\$ 200,000	13,285	-186,715	13,285	100%
CARE	\$ 1,081,976	1,116,480	\$ 34,504	1,171,041	105%
Caritas	\$ 2,780,719	0	\$ - 2,780,719	0	0%
CRP	\$ -	0	\$ -	0	0%
DRC	\$ -	769,769	\$ -	769,769	100%
GRC	\$ -	361,778	\$ 361,778	8,000	2%
ICMC	\$ 552,500	2,722,631	\$ 2,170,131	1,494,943	55%
IFRC	\$ -	700,000	\$ 700,000	600,000	86%
INTERSOS	\$ 312,000	1,147,708	\$ 835,708	749,963	65%
IOCC	\$ -	175,988	\$ 175,988	152,949	87%
IR	\$ -	250,034	\$ 250,034	0	0%
IRC	\$ 492,717	400,000	\$ -92,717	394,896	99%
JEN	\$ 300,000	0	\$ - 300,000	0	0%
JHAS	\$ 1,784,640	0	\$ - 1,784,640	0	0%
LWF	\$ 1,300,000	143,138	\$ -1,156,862	0	0%
MECI	\$ -	68,000	\$ 68,000	25,368	37%
MEDAIR	\$ -	302,407	\$ 302,407	381,433	126%
NICCOD	\$ 354,200	677,462	\$ 323,262	0	0%
NRC	\$ -	400,000	\$ 400,000	400,000	100%
OXFAM UK	\$ 3,163,842	0	\$ - 3,163,842	0	0%
PU-AMI	\$ 1,072,500	641,812	\$ -430,688	311,271	48%
SCI	\$ -	308,468	\$ 308,468	0	0%
SCJ	\$ -	601,074	\$ 601,074	0	0%
UNHCR	\$ 28,514,316	9,883,070	\$ -18,631,246	10,629,819	108%
UNICEF	\$ 1,500,000	1,235,490	\$ -264,510	1,037,020	84%
WVI	\$ -	0	\$ -	0	0%
Total	\$ 43,409,410	21,545,422	\$ -21,873,877	20,549,946	95%

GAP ANALYSIS AND RESPONSE MAPPING

The gap analysis was developed as a component of the larger Winterization initiative to support partners, agencies and donors in identification of beneficiaries based on existing and approved program coverage expected to receive Winterization assistance. As detailed below in November when the first gap analysis was undertaken Amman, Irbid, Mafraq and Zarqa based on population density within the major cities and towns in Jordan.

The following priority Governorates were identified as being in direct need of winterization assistance:

Governorate	Poverty ratio based on VAF baseline Feb 2015	Refugees registered with UNHCR as of 30 Sep 2015	Projected # of refugees in direct need of winterization assistance
Ajloun	61.90%	9,065	5,612
Amman	48.42%	175,927	85,191
Aqaba	57.69%	3,087	1,781
Balqa	58.82%	20,275	11,926
Irbid	52.97%	142,156	75,299
Jarash	69.44%	10,581	7,348
Karak	66.23%	9,211	6,101
Ma'an	52.63%	7,263	3,823
Madaba	58.70%	11,290	6,627
Mafraq	68.97%	76,668	52,874
Tafiela	50.00%	1,718	859
Zarqa	61.15%	50,033	30,596
Location Undeclared		1,643	
Total		518,917	288,036

This information was made available to the Winterization task force and to donor organizations opening calls for proposals specifically targeting winterization response. The gap analysis was created from utilizing three data sources, UNHCR refugee registration data and geolocation, poverty ratio based on the Vulnerability Assessment Framework baseline, and the Winterization TF 4W report estimating member response by approved levels of funding and capability to reach which beneficiaries and where. The purpose of this was to enable equal distribution and forward planning to avoid over-serving governorates and allowing for coordination between partner organizations to occur much earlier in the response in terms of who does what where and when and to what extent (this can allow for cross coordination between partner organizations at the village, rural, district and city level) to remove duplication of beneficiaries. See UNOCHA HPF criteria for winterization call for proposals as attachment.

GOVERNMENT APPROVALS (COORDINATED APPROACH)

All organizations were requested to submit their projects for approval with both line ministries and the MOPIC. In early 2015, this process would normally take over 3 months. However, considering the tight timeframe for the implementation of the winterization interventions (November 2015 to March 2016 = 5 months), the approval period would significantly impact the timeliness of the response. Therefore, the Winterization Task Force raised this issue with MOPIC and agreed on an expedited approval process specific to winterization projects.

The task force collaboratively listed all projects and jointly requested for an expedited approval process. The list included 9 projects from 10 agencies. Prior to the submission of the letter, all agencies were requested to upload their projects on JORISS in order to receive a reference number. This was also complemented by donor support letter and funding confirmation letter for each of the projects. Once submitted, the review and approval process took 12 calendar days with MOPIC for all projects to the exception of one project (delayed because of comments from the steering committee and a request to review some of the activities). Although approval was granted by MOPIC/Steering committee allowing implementation of activities, in some cases agencies faced a challenge with receiving the approval letter from the Prime Minister's (PM) office. The approval from PM office was particularly relevant in discussion with banking institutions (for those providing cash assistance through ATM cards).

Following the approval from MOPIC/Steering committee, agencies were requested to bilaterally engage with line ministries (namely MOSD for host community interventions and SRAD for camp interventions).

Considering the speed of approval, this effort sets a precedent in the effectiveness of collaborative coordination in terms of government approvals.

Recommendation: 1. Utilize joint request for government approvals for future winterization response.

DISTRIBUTION MECHANISMS: CASH ASSISTANCE MODALITIES AND CHALLENGES

ATM CARDS: Using ATM cards issued by Jordanian banks for anonymous (or under the agencies' name), topping up the cards with the amounts due to each of the beneficiary family following distribution. In most cases agencies will pay for issuing the cards (cost of card – 2.5JD per card) and a fee for the money allocation (transfer fee – 1JD per transfer).

DIRECT MONEY DISTRIBUTION (CASH IN HAND): Mostly used in the camps where banking/money transfer institutions are not operational, an alternative for the use of vouchers linked to specific supermarket.

MONEY TRANSFER: Used as an alternative to the issuing of ATM cards. Agencies set up contracts with money transfer agents, whereby beneficiaries are able of receiving their assistance in the branches of the agent upon showing ID cards (or as agreed in the contract with the agent) – average cost of transfer is 2JD per beneficiary per transfer.

Challenges: A number of INGOs in Jordan have had trouble making bank transfers at various banks in Jordan. The following issues were reported by INGOs:

- Increased security measures/ risk management protocols were introduced to some specific banks; the 'Know Your Customer' policy created significant issues surrounding refugee bio-data protection and the request for additional information (name, address, phone number and so forth). In accordance with UNHCR Data Protection Policy. Providing such information on a person of concern... which resulted in partners unable to work with their regular banking institutions and having to source alternative provider's last minute as distribution cycles were imminent.
- Some INGOs have reported that they are being asked by their banks to show MOPIC approval and/or a letter signed by the Prime Minister before funds are transferred. Question later posed to CBJ and other JOD Govt Banking Delegates by INGO Forum regarding additional documentation and Prime Minister's Departmental approval, the response that was given advised that this rule only is applied to national organizations and not INGOs.
- Transfers from INGOs in Jordan were stopped to local partners in Jordan.

CENTRAL BANK OF JORDAN 'KNOW YOUR CUSTOMER' (KYC) POLICY:

Several partner organizations reported changes in policies by respective partner banks when it came to KYC and accepting refugees as beneficiaries as additional biodata was requested as refugees are persons of concern. As a result UNHCR checked with the Central Bank of Jordan on the latest regulatory framework. After some searching, we were able to get confirmation from two relevant units at the CBJ – notably the Domestic Payments Department – that no new regulation has been issued by the Central Bank of Jordan since 2014. Concluding that recent developments are exclusively related to each bank's internal governance and risk management policy. It was also noted in conversations with CBJ and would like to underline that the CBJ is explicitly in favor of facilitating payments to refugees and has successfully facilitated in cases where banks have gone above and beyond in terms of restrictions. If difficulty in future presents itself to get results from your partner banks, we may be able to bring this to the attention of the relevant staff at the CBJ to solicit their support. This should only be done once all other measures have been exhausted.

MITIGATION STRATEGIES EMPLOYED:

The service provider was selected following a substantial and market assessments and risk analysis conducted by the partners of the Consortium (INTERSOS, ICMC and Save the Children Jordan), taking into consideration different protection aspects and technical specifications such as previous experience of the cash transfer provider to work in collaboration with humanitarian agencies, coverage and flexibility as regards our specific requests and urgencies.

The selected Company was Alawneh Exchange, a well known national Money Transfer Agency, which also, as per agreement of service signed with the service provider, it allowed the staff presence in the different field branches during the cash distribution for monitoring purpose as well as to assist the beneficiaries

during the whole process, ensuring the overall accountability of the action and minimizing potential risks or threats that the receivers might have faced.

As part of the risk analysis and following our internal procurement procedures, specific guarantees have been requested to the company to be provided such as internal CFT manual, financial statement, auditor's reports, business registration, certificate from the Central Bank, etc.

The reports provided by the selected Money Transfer Company, upon checking with our internal compliances and donor requirements, were complete and accurate and accompanied by supporting documents attesting the overall accountability and transparency of the process.

The disbursement of the assistance at field level to selected beneficiaries was agreed within 24 hours from the transfer from NGO to Money Transfer Company and upon submission of the compiled beneficiary's list, following confidentiality policies and conditions as set-up at initial stage and particularly regarding the sharing of sensitive data of the beneficiaries.

In terms of effectiveness of using this method and specifically in collaboration with the above mentioned service provider, the fact that it is very well known by both Jordanians and Syrian refugees ensured a smoothly coordination amongst the parties in addition to the coverage, with numerous branches located especially in the northern governorates which ensured easy accessibility to the distribution sites to most of the beneficiaries and at the same time reducing the cost for transportation.

In terms of flexibility, the support provided by the Money Transfer Company allowed the partners of the consortium to select the most appropriate cash distribution modalities according to the beneficiaries' needs as follows:

1. INTERSOS, ICMC and SCJ: On-site distribution carried out within the Money Transfer branches (7 field branches located in different governorates) with the regular presence of each organization staff to monitor the process and support the beneficiaries also through the distribution of informative leaflets, designed to explain and guide the beneficiaries through the different steps of the process. 89% of the beneficiaries were assisted through this modality of distribution.
2. INTERSOS and ICMC: Off-site distribution with cash assistance directly provided through house visits (cash in hand). This type of distribution was considered as a specific modality for those unable to collect their allowances at the money transfer field branches (the housebound, such as elderly, PwDs, single parents with young children, undocumented who cannot meet money dealer's requirement or families living far away from the distribution site) as well as to mitigate protection risks such as exploitation and abuses. 6% of the beneficiaries were assisted through this modality of distribution and cash allowances were collected by the staff in the Money Transfer branches, minimizing the risk of transporting money from Amman to the identified locations and at the same time avoiding most vulnerable families living in remote areas to use part of the assistance to cover the transportation costs.
3. INTERSOS: Off-site distribution with the support of the Money Transfer Company staff was implemented in ITSs in order to guarantee further control and monitoring of the overall process in open settings. Through this modality 5% of the overall beneficiaries were assisted in Irbid governorate.

Recommendation:

1. Development of Mapping of financial services survey for partner organizations to identify what types of services are needed, used and can jointly be requested by organizations to achieve improved service provision by financial service providers
2. That BN/Winterization partners undertaking cash assistance possibly move forward in a group to discuss with partner banks and request for more facilitation capability.

FEEDBACK ON WINTERIZATION GUIDELINES 2015/16

Challenges: Partners found the guidelines to be effective in having a Tier1/2 system and the amounts per beneficiary were reasonable. However it had its flaws due to not having boundaries applied to household size when calculating the amount to give. Medair found it useful to use an upper limit of 8 people per

household and a lower limit of 2 people per household. For example, a household of 10 members will receive the amount for 8 people. A household of 1 person received the amount that 2 people should receive. Having two variables for calculating assistance (household size and Tier1/2) did mean the number of beneficiaries required in order to spend the entire project budget was never known until the final selection and distributions were concluded.

This created a small challenge, however, it was manageable and agree that these two variables are necessary and some partners expressed difficulty in finding Tier 2 eligible beneficiaries after having pre-estimated and pre-ordered the e-cards with 50JD topped up on to them. Created problems at a later point in time with distribution.

Recommendation:

Review household size limits to receive assistance within in next year's guidelines.

BENEFICIARY SELECTION (SYRIAN AND JORDANIANS)

Challenges:

1. UNHCR booking of Syrian beneficiaries / duplication of prospective beneficiaries from partner agencies
2. Identifying beneficiaries eligible for Tier 2 that may have affected the initial planned budget since only at the end of the assessment process we were able to have the exact number of families disaggregated per tier and family size.
3. Re-contacting and tracing beneficiaries before and after the assistance (for monitoring purposes) due to the fact that the mobile phones of beneficiaries were disconnected (lack of money to recharge it, sharing mobile phones with other people, loss of phones, etc.) and relocation/movement of people from areas/governorates, especially on a large scale program mainly due to the threat of eviction, lack of money to pay the rent, to look for other temporary job opportunities or better weather conditions. Unfortunately there is no real solution for this ongoing issue
4. Out of date information on list of Jordanians provided by MOSD, since a large portion of information was not updated or correct such as phone numbers, ID numbers, locations and not categorized by vulnerabilities such as disabilities that caused delays in the identification of most vulnerable families.

UNCHR REFERRED BENEFICIARY LISTS (SYRIANS)

In light of the overlap between partner agencies and UNHCR beneficiaries, together UNHCR and partners came up with a relatively time sensitive solution to mitigate this problem. It was agreed that UNHCR would provide additional beneficiaries to partner organizations upon a Data Sharing MOU being signed. The beneficiary lists were provided to the following organizations: NRC, DRC, MEDAIR, SCI and WVI, in the form of an encrypted file in accordance with UNHCR Data Protection Policy:

The following criteria was applied to all of the cases that were referred: Biodata: location, name, phone number, and cases deemed as level 4 severely vulnerable cases in accordance with the Vulnerability Assessment Framework, and cross-checked against existing agency lists submitted to the UNHCR Cash Office. List compilation via the UNHCR Cash Office can be turned around within a 48 hour period, including priority VAF'ed beneficiary cases which score a level 4 (severely vulnerable) in accordance with the vulnerability assessment framework (VAF)¹ and by location in which the partner agency is operating / preference.

Recommendation:

1. Begin cross-checking of beneficiaries earlier, to lessen the urgency on UNHCR cash office to provide additional beneficiaries to partner organizations. UNHCR Cash Office cross checking

¹ <http://data.unhcr.org/syrianrefugees/download.php?id=8844>

procedures already outlined within SOP at:

<http://data.unhcr.org/syrianrefugees/download.php?id=10274>

Improve turnaround time of beneficiary lists to 48 hours from UNHCR Cash Office (for Winterization programmes) to partner organizations after Data Sharing MOU signed (unless VAF partner) for requested beneficiary lists under the severely vulnerable VAF level 4 score.

2. Timely reporting on RAIS and back to cash office on referred beneficiaries as stipulated within the UNHCR Data Sharing MOU.

JORDANIAN BENEFICIARY SELECTION (MOSD LISTS & AGENCIES LISTS)

The Winterization TF group compiled a summary of the expected number of vulnerable Jordanians to be assisted in each governorate and coordinated with MOSD to receive beneficiary information. There were several discussion on what criteria should MOSD be using for the selection of the 30,000+ Jordanian beneficiaries. The winterization TF elucidated that MOSD is in a better position to inform the selection criteria of the most vulnerable. MOSD confirmed that they would internally filter their lists and provide the winterization TF with the most vulnerable Jordanians and that the selection will be mainly based on the criteria of the National Aid Fund (NAF).

MOSD committed to provide the final list of beneficiaries per governorate within a timeframe of 2 weeks with the first submission for Irbid Governorate list by Monday 16th COB, the remaining governorates to follow. It was agreed that the lists were to be shared with UNHCR, Irbid by COB 16/11/2015 and remaining COB 9/11/2015 for wider dissemination based on informed planning schedule.

The lists provided by MOSD had to following information:

- Name of the head of household
- National ID number
- Monthly income (averaging at 136 JD per month)
- Number of family members (with the ceiling of 5 agreed for targeting)
- Location (Governorate / District where possible)

Based on the information shared by agencies with the Winterization TF, the beneficiary lists were allocated to agencies according to the target location and number of beneficiaries. In addition, replacement lists were also provided to agencies in cases where some of the beneficiaries in the initial lists were not accessible (missing phone numbers, inaccurate location, etc.).

Challenges:

- MoSD lists had outdated information, many families could not be reached at the indicated phone number and, thus, neither assessed nor assisted.
- Families showed up in the lists multiple times because they were in different categories (e. g. widow, handicapped etc.)
- It was very difficult to deduct from the MoSD categorization the relative vulnerability and need for assistance, as the list did not include a scoring system or more details on the cases. Neither was there an official definition of categories such as ‘personal cases’, ‘alternative families’, ‘special cases’, ‘humanitarian cases’.
- Not all families on the MoSD list needed winter assistance – some of them said in the assessment openly that they don’t need winter assistance, other families were in a rather good situation (good living conditions, enough stoves etc.)

Recommendation:

1. Secure the MOSD relationship for processes going forward via Amman rather than governorate/ municipal level, to improve transparency for 2016/2017 using new system developed in house by MOSD.
2. Criteria for INGOs to assist host community (targeting / filtration fields to be included within the system) to identify vulnerability and categorize MOSDs existing data to be fit for purpose for partner organizations for host community targeting of specific projects; whether short term and seasonally relative or long term ongoing regular assistance. Broader BNWG discussion.

3. Request Jordanian beneficiary lists early from MOSD, ensure MOSD undertake data cleaning and cross-checking prior to dissemination to individual partners.
4. Report back to MOSD on assistance provided to feed back in to internal system. Provide case management information when relevant i.e. beneficiary passed away, beneficiary relocated to another governorate and is no longer at residential address provided.

INFORMAL TENTED SETTLEMENTS (ITS) RESPONSE

RURAL AND HARD TO REACH AREAS

Challenges were encountered with assisting a portion of the ITS community and not assisting all, such practice created difficulties for INGOs/NGOs. As organizations and agencies have varying distribution dates and in some cases also differ in the type of assistance provided this can create internal friction between families residing within ITS sites. To prevent this issue arising in the future, better and earlier coordination of actors assisting ITS communities is recommended to avoid creating a precedent of who is eligible for assistance, variance in assistance packaging/values provided by different agencies creating conflict within ITS communities. ITS beneficiaries blocked to receive assistance from other agencies.

INTERSOS has identified beneficiaries in ITS to receive the winter cash assistance, however found that some of the families identified in ITSs have already been blocked in RAIS by UNHCR to receive assistance. This is the case for at least half of the ITSs identified. For some ITSs, about half of the families were blocked by UNHCR. INTERSOS checked with the Winterization Task Force, and it seems they are unable to release them.

ITS communities were in far greater need of shelter rehabilitation and shelter support, ground flooring and tents compared to those located within central areas and had access to more permanent shelter/ housing structures and are more susceptible to health risks and exposure to the cold.

Communication:

In the lead up to winter ITS communities surrounding Mafraq governorate particular within the Ba'adia region were provided with informative flyers providing useful advice for preventative risk management methods to undertake during the winter months. Such advice included recommendations and reminders for example: to do not leave the gas running overnight (to avoid cases of gas poisoning) and tents/ blankets and or materials catching alight, it was recommended that ITS communities should move to higher ground when heavy rains hit to avoid flooding, contact numbers for emergency services were provided and regular mobile health units were conducting visitations and providing assistance such as flu shots, cold and flu medicine and advice on symptoms of pneumonia.

One of the challenges experienced with the flyers despite being printed in Arabic was the level of literacy of the inhabitants within the ITS communities and the mode of communication chosen was not as successful as it could have been. It is recommended that word of mouth and speaking with ITS camp elders/ leaders should also be undertaken in the future by field staff and to also promote safety and awareness of risks which may be encountered. UNHCR uses a text messaging system administered by UNHCRs helpline in collaboration with the External relations department providing warning messages on forecasted upcoming bad weather and where and how to seek assistance from emergency services if in need of help.

Recommendation:

1. ITS beneficiary mapping using GPS coordinates (several organizations assisting ITS already have this data on hand) if mapped can be utilized for winterization response and allocation of areas without overlap between agencies. Draft in collaboration with ITS taskforce members. INGOs/NGOs to approach UNHCR in advance with breakdown of targeted ITS sites to divide amongst responding members
2. Alternative modes of communication used within ITS communities aside from flyers to ensure no exclusion of individuals and early outreach
3. Aim to provide shelter rehabilitation support to more families located within ITS sites, often overlooked and underserved compared to beneficiaries located within central cities and non-rural areas.
4. Include Cold and flu medicine as an NFI component

BENEFICIARY SELECTION AND ASSISTANCE COORDINATION (THE WINTERIZATION MODULE RAIS)

Design and setup of system (timeframe)

The Winterization Module (Assistance Coordination) within the Refugee Assistance Information System (RAIS) was developed and finalized by 16 November 2015 with the assistance and input of partner organizations. The purpose of the module and the RAIS system is to assist and improve partner coordination. Partner organizations and individual staff were able to access RAIS through the signing of a RAIS MOU with UNHCR and for individual user profiles to be established based on user role.

Assistance Coordination – Beneficiary Booking and Cross-Check

The Assistance Coordination page in RAIS enables organizations and UNHCR to select and reserve their beneficiaries for whom they were intending on providing winterization assistance to. This was on the proviso that beneficiaries should only be selected and blocked (60 day period) to receive assistance within the system on the basis that programme funding had been secured and a distribution date had been set to avoid beneficiaries being restricted from being selected by agencies with approved funding and ready to distribute.

Training Sessions

Regular training sessions were conducted both in Camp (Zaatari and Azraq) and urban settings (Mafraq and Amman) by the UNHCR Data Analysis Group unit for partner organizations key data entry staff. Regularity of training sessions and onboarding of partner organizations, users / user status levels and application of assistance types to individuals / and agency level? Partner feedback, requests/ suggestions for improvement?

Bulk upload feature

The bulk upload feature enables partner organizations to apply assistance to case IDs with relative ease and as a less cumbersome modality of application particularly for those organizations who are providing assistance to large numbers of cases.

Why use Bulk Upload?

- Easy way to upload big chunks of data in to RAIS
- Bulk uploads are enables for these modules (Case / Individual): Assistance, eligibility, referrals and appeals
- The Bulk Upload has an Excel template to facilitate filing data and upload into RAIS (when followed correctly)
- The files content will be validated against a set of rules to ensure data consistency and integrity
- The user can interrupt the batch upload process or can rollback file if errors have been made or encountered
- The bulk upload function enables partners to see and identify why case errors have occurred during the bulk upload process with an explanation (i.e. case has no designated PA)

During the 2015/2016 Winterization Response 17 out of 22 partner organizations participating within the Winterization Task Force used the RAIS Assistance Coordination (Winterization Module) to upload assistance in to the system to appear at case level. Whereas some INGOs and NGOs chose not to participate within the Winterization Task Force or use either of the systems.

Complaints mechanism /technical assistance and partner support for RAIS system migration:

UNHCR has set up a helpdesk with a dedicated email and mobile number for tech support and trouble-shooting. Contact details in case of questions: joramrais@unhcr.org / 0796145375.

For assistance coordination at the level of the camps, it was advised for partners to work closely with UNHCR camp management. As specific identified mitigation strategies were developed and staff were available for additional support.

RAIS Training Focal Point for Zaatari and Mafraq:

MR. Marwan Al Sheikh UNHCR DAG Unit: alsheikm@unhcr.org

Amman, South, Irbid and Azraq:

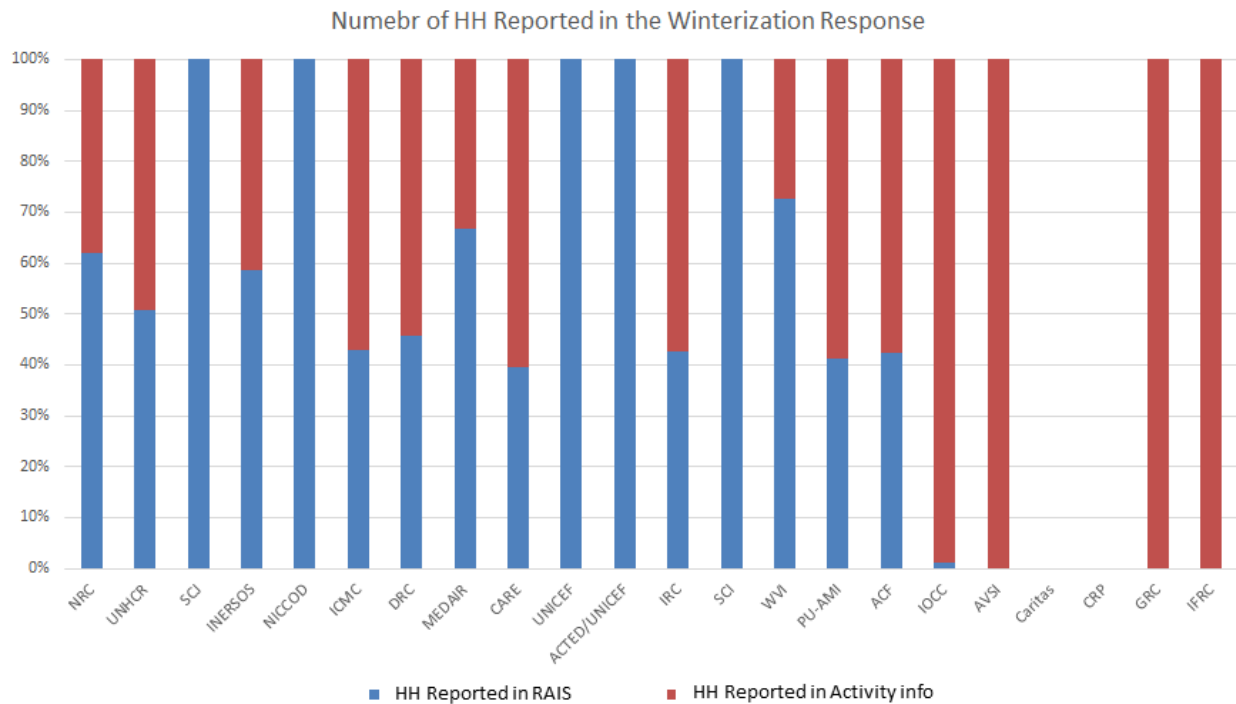
MR. Alaa Nofal UNHCR DAG Unit: nofala@unhcr.org

Recommendation:

1. Crucial for partner organizations to block/reserve beneficiaries early onward to avoid overlap between other partners and agencies. If overlap is present then means of mitigation can be utilized; for example UNHCR can refer beneficiaries to partner organizations (via Data Sharing MOU) in a timely fashion or inter-agency discussion can occur.
2. Winterization Module still experiencing teething problems in regards to selection and blocking and release date of beneficiaries. Will need to be rectified prior to Winterization 2016/2017.
3. It is the responsibility of each organization to check that the information that they have entered on to RAIS is correct and for errors to be amended.
4. The system is only as good as the information entered within it. While the system and these specific modules are designed to assist and reduce duplication, if assistance is not uploaded by participating partner organizations and agencies then effectively we cannot reduce the likelihood of duplication occurring or assess the levels of assistance provided to cases to inform prioritization and selection.

WINTERIZATION RESPONSE ACTUALS (TO 30 APRIL 2016) – INFORMATION EXTRACTED FROM RAIS COMPARED TO ACTIVITYINFO REPORTING

Organization	HH reported in RAIS
ACF	457
ACTED/UNICEF	1169
AVSI	0
CARE	1,466
Caritas	0
CRP	0
DRC	1,885
GRC	0
ICMC	3,102
IFRC	0
INTERSOS	3,668
IOCC	47
IR	0
IRC	849
JEN	0
JHAS	0
LWF	0
MECI	0
MEDAIR	1,878
NICCOD	3,578
NRC	191,205
OXFAM UK	0
PU-AMI	608
SCI	748
SCJ	9,902
UNHCR	41,070
UNICEF	1,298
WVI	694
Total HH reported	263624



DONORS

Several partners noted that timely release of donor call for proposals would be appreciated (some calls were released in late November) fortunately this did not create a large impact on the Winterization 15/16 Response as this year we were not affected by a large Harsh Weather Emergency Response as 14/15 encountered with Snowstorm Huda. Thus the impact of distributing assistance late did not influence the overall response, however, had there been a largescale emergency response required then the outcome would have greatly differed.

2015/2016 Donors:

BPRM – Bureau of Population, Refugees and Migration, US State Department

DFAT – Department of Foreign Affairs and Trade, Australia

MOFA – Ministry of Foreign Affairs, Germany

DFID – Department for International Development, UK

ECHO- European Commission for Humanitarian Aid and Civil Protection

OCHA – United Nations Office for Humanitarian Affairs

Recommendation:

1. Donors release call for proposals for Winterization assistance preferably at least three months in advance of the winter season beginning to enable partner organizations sufficient time to plan and prepare for winterization response including purchasing of stock and to gain necessary government approvals to operate.

EMERGENCY RESPONSE (HARSH WEATHER CONTINGENCY PLANNING)

The Winterization task force established a sub-taskforce for Emergency Harsh Weather Contingency Planning, with the objective to layout the needed preparedness and coordination platform in cases of harsh weather conditions such as the ones faced in the January and February 2015. The sub-taskforce included UNHCR, NRC, INTERSOS and ACTED.

In a coordination effort to ensure that focal points are assigned per agency in the various governorates according to response capacity and available resources, the emergency coordination contact list was created and included contacts from the various government departments such as MOSD centers, Police station, Fire department, etc. The contact list was then shared with all actors as below. Coordination was established between the winterization TF members and MOSD's emergency assistance committee for

directly coordinating with relevant actors/agencies in areas affected by the snow storms/flooding as identified in the emergency coordination contact list.

In late January 2016, the emergency assistance committee and the sub-taskforce held an emergency preparedness meeting in Amman in order to coordinate the response to the forecast snowstorm and as a result, conclude on the following steps:

- Dispatching a minimum emergency stock of blankets by UNHCR to MOSD centers and CBOs in hard to reach areas.
- Updating the emergency contact list of focal point agency per governorates.
- Through the Mafraq coordination group, ACTED and NRC provided an emergency shelter training to ITS communities in Mafraq.
- Mobilization of trucks for the delivery of emergency stock of plastic sheets from the camps to Balqa, Mafraq and Irbid governorates – mainly complementing the winterization consortium emergency stock.

Challenges:

- Regarding the Emergency Response some challenges faced in terms of accessibility of hard to reach areas during storms/bad weather conditions especially regarding families living in ITSs since we could not request further support to the local authorities.
- Restrictions in amount of items available for emergency response and scraping at warehouse stock to mobilise and pool resources together between partners
- Beneficiaries sought for additional emergency needs, food, health supplies and medicine, basic aid which were not available

Contact List

Governorate	Agency	Additional items needed	Way forward	Location of dispatch	Destination
Irbid	INTERSOS	Available stock missing 300 Plastic sheets	NRC to supply INTERSOS with 500 recycled tent floors	Zaatari camp	INTERSOS office - Irbid
Mafraq	ACTED	Available stock missing 1,500 blankets and 400 PS	UNHCR/NRC to supply ACTED with 1,500 blankets and 1,000 recycled tent floors	Zaatari camp	ACTED Mafraq Warehouse
Balqa	SCJ	Available stock missing 1,500 blankets and 200 PS	UNHCR/NRC to supply SCJ with 1,500 blankets and 200 PS	Azraq camp	SCJ Partner in Swaylih
Amman	SCJ	Available stock sufficient / will request if needed	No dispatch until further notice		
South	INTERSOS	Available stock sufficient / will request if needed	No dispatch until further notice		
South	DRC	Available stock sufficient / will request if needed	No dispatch until further notice		
Zarqa	SCJ	Available stock sufficient / will request if needed	No dispatch until further notice		

Coordination:

Provision of emergency shelter or emergency shelter repair/maintenance revealed to be highly needed as well as vulnerable families living in sub-standard housing faced a number of challenges during the winter harsh weather since damaged infrastructure required a more specific shelter intervention, outside of the scope of this project. Good coordination with other actors during emergency task force guaranteed a more efficient and prompt response.

Recommendation:

1. Budgeting and Planning for emergency response and factoring it in within initial programme proposals
2. Pre-mobilization of stock within hard to reach areas prior to Emergency Harsh Weather Response.
3. Designated partner organizations and CBOs to respond to Harsh Weather Emergency Response and effective contingency plans within place prior to response.
4. Sharing of additional resources between partner organizations and UNHCR

5. More specific shelter intervention and response required particularly in response to ITS communities
6. Identify minimum stock to sustain in each of the governorates based on lessons learnt from 2014-2015 and 2015-2016 snow storms.

WINTERIZATION CONSORTIUM

The Winterization Consortium funded by ECHO was established in late 2015 comprising of one lead agency (INTERSOS) and 4 INGO partners (ICMC, SC-JO and NRC). The consortium's overall objective statement is "responding to winterization needs among Syrian and Jordanian most vulnerable families in camp and non-camp settings, including ITSs, with the objective of providing social protection and reducing economic vulnerability."

In terms of relevance to this document, the winterization task force would like to highlight the following added value of implementing a winterization program through a consortium:

- Extended geographical coverage: The coverage of the various consortium partners extended to 9 of the 12 governorates in Jordan, including Azraq and Za'atari refugee camps, ITS, refugees and Jordanians in the host communities. In location where more than one agency were implementing activities, the consortium ensured the complementarity of activities including beneficiary selection and use of distribution venues (i.e. in the case of the camp distributions).
- Deep knowledge of needs and gaps in the targeted areas: The established presence of the consortium agencies in the area of coverage prior to the winterization intervention, ensured in-depth knowledge of the particular needs and gaps of the target groups. In addition, it also benefited from existing strong coordination with the actors in the areas of coverage and had a significant impact on the time-effectiveness of implementation.
- Unified and coordinated approach to needs assessments, referrals and distribution modalities, including a joint effort for the trouble shooting of challenges (e.g. banking restrictions on cash cards).

In addition to the challenges faced by other agencies in the implementation of winterization activities (as mentioned in the other sections of this document), the consortium presented the following challenges:

- The extended coverage of the consortium resulted in the inclusion of more than one line ministry in the governmental approval process for the project. In addition to MOPIC, the consortium had to secure approvals from both MOSD (line ministry for host community activities) and MOI (through SRAD as line ministry for in-camp activities). This eventually caused delays in approvals.
- Consortium specific coordination formed an additional coordination layer (in addition to the winterization task force) for the consortium members, this can represent an additional human and time resources burden.
- Banking restrictions on cash cards (not specific to the consortium only, faced by other actors as well)

Recommendation:

1. Joint advocacy with local authorities and support from UNHCR to solve approval issues. Harmonized approach and coordination among relevant actors through specific MoUs can guarantee consistency in identification of vulnerabilities, avoid duplication in the assistance and ensure an efficient referrals system and data analysis in order to provide a more comprehensive assistance and at the same time target that segment of population extremely in need.
2. Approach banking institutions/money dealers jointly for stronger negotiating position.
3. Alternative modalities of cash distribution such as Cash transfer companies was tested as the most effective solution in order to guarantee the assistance protection, easy accessibility and low visibility to better supports extremely vulnerable beneficiaries having difficulties in accessing Cash Transfer branches (elderly, PWDs, single parents with young children, undocumented cases who do not meet).

4. Money transfer requirement) and therefore decreasing also security risks both for our staff and the beneficiaries themselves.

ALIGNMENT WITH THE JORDAN RESPONSE PLAN:

In the JRP winterization activities are captured under the Social Protection Task Force und REF project 5.3. The 3RP process supports the JRP in operational coordination, and the location for an appeal is the Basic Needs Output 4.

Sector Priorities	Sector Specific Objective	JRP project title/ Project Outcome	Indicators
Winterization			
Provision of life-saving support	Increased capacity of refugee women, girls, boys and men to meet basic household needs	To ensure that the most vulnerable refugee women, girls, boys and men living outside of camps are provided with materials to manage harsh weather conditions	# of individuals provided with support towards winterization needs outside camps (with additional reporting requirements on disaggregation by MHH / FHH and WGBM)

PARTNER FEEDBACK WINTERIZATION COORDINATION 2015/2016

WHAT WORKED WELL?

- Reduced delays in MOPIC approval worked well, more effective and timely turnaround
- Improved risk analysis and market investigation capacity of the organization in term of identification of alternative solutions (Money transfer company) to provide the assistance to beneficiaries ensuring protection, easy accessibility and low visibility to better supports extremely vulnerable beneficiaries having difficulties in accessing money dealer's branches (elderly, PWDs, single parents with young children, undocumented cases who do not meet Money transfer requirement) and therefore decreasing also security risks both for our staff and the beneficiaries themselves .
- Improved coordination with other agencies and organizations through ad hoc MoUs, use of RAIS and establishment of referral system/pathway to avoid duplication in the assistance, reach a higher number of vulnerable HHs and ensuring a more comprehensive assistance (legal, medical, education, etc.).
- Partners who previously didn't use RAIS or ActivityInfo found these two systems very helpful and will continue to build staff capacity to use and regularly input information. Regular coordination and engagement at the various levels including field / sub-offices yielded a number of winterization approvals from other NGOs. The influx of referrals pushed to further formalize some of its internal referral mechanisms to ensure that those in need were assessed and served (as appropriate) more quickly and follow up with referring agencies happened in a timely manner.

WHAT CAN BE IMPROVED GOING FORWARD?

- Coordination of Jordanians (mixed response from partner organizations), mitigation through direct bilateral relationship with MOSD and partners preferential for the coming winter 2016/2017.
- Struggle to find Tier 2 households and issues with rounding JOD value up when topping up bank cards for withdrawal
- Wait time between assessments and distributions increased by 3 weeks due to the VAF, and waiting on scored lists to be provided by UNHCR FO; this shall no longer be a problem going forward with the introduction of the VAF module in RAIS for those that are VAF Data Collector partners (currently being addressed and now automated RAIS module available to utilize this process).
- Outreach and regular assessment of existing organizational beneficiaries – avoid overlap, conduct earlier assessments and earlier selection

- Line ministry approvals for partner organisations and commitment from Jordanian Government to improve approval / turnaround times for time sensitive responses
- Challenges faced in re-contacting and tracing beneficiaries before and after the assistance (for monitoring purposes) due to the fact that the mobile phones of beneficiaries were disconnected (lack of money to recharge it, sharing mobile phones with other people, loss of phone etc.) and relocation/movement of people from areas/governorates, especially on a large scale program mainly due to the threat of eviction, lack of money to pay the rent, to look for other temporary job opportunities or better weather conditions. (Updating of ProGres data?)
- Challenges regarding the coordination in camp setting (I.E. gulf actors/PDM exercise/Distribution priorities) which have sometimes affected/delays partners intervention and basic approach as initially proposed.
- RAIS issues with bulk upload function (excel cell formatting now amended)
- Challenges per head (chose to limit maximum to 8 individuals minimum 2).

Recommendation:

1. Do not estimate tiers prior to assessment, assist based on need, additional monetary value to cater in to transport costs to collect cash.
2. Review minimum and maximum number of individuals in family and tier levels to complement (i.e. 7 member families are more vulnerable than say 1-2 member cases).
3. Encourage MOSD to update records data of Jordanian beneficiaries and contact numbers

CONSISTENT FINDINGS DRAWN FROM PDM ASSESSMENTS – FUTURE SECTOR PROGRAMMING:

According to some preliminary findings identified through the analysis of the data collected from partner PDM exercises, the majority of the HHs who received cash assistance had a preference for unconditional cash over in-kind assistance, not only because this modality allows them to freely spend the allowance on those items which corresponds to the actual needs of the beneficiaries, but because it provides families and individuals with an increased sense of independence and dignity. Although the main objective of the winterization program was to mitigate the impact of the harsh winter conditions, it has been reported that most of the families spent the cash assistance received to repay the debts, pay the rent or to afford medical expenses as considered as priorities.

NFI AND OTHER ASSISTANCE: Winterization NFI packages: In certain cases, cash assistance may not be considered the most appropriate approach. Extremely vulnerable, house-bound beneficiaries or those with access challenges (elderly, disabled, FHH) will be identified through partner outreach work, or through external partner referrals, and referred for NFI support. The Winterization NFI package items have been selected based on the recommendations of internal case managers on items that will cover Winterization needs and based on the items agreed on by the “Basic Needs” working group (items include: mattresses, blankets, gas heaters, gas cylinders and gas refills- with an approximate equivalent value to the Winterization cash assistance provided).

Some beneficiaries expressed an interest in receiving a voucher for clothing rather than the clothing parcels so that people could make more personalized selection of items. Partners who supplied clothing items are exploring this modality for next winter. At the focus group discussions, beneficiaries highlighted their other needs, as well. Shelter-related needs were mentioned the most, including cash-for-rent and shelter rehabilitation, particularly among men. In addition to shelter, medical treatment was also highlighted, particularly by women, as a significant household need. Beneficiaries also noted that food vouchers were needed.

INGO commitment to serving 30% of the host community, particularly for winterization assistance and based on PDM results informed that many Jordanian families advised that they were not in need of winterization assistance. Given different circumstances between refugees in Jordan and host community it was found that an overwhelming majority of Jordanian beneficiaries provided with winterization assistance were found to be living within their own property and were not required to pay rent which was advised as

the primary concern for Syrian refugees. That host community beneficiaries are less likely to sell assets such as heaters or blankets in exchange for cash.

ONGOING DEBATE: CASH VS NFI MODALITY

Based on feedback from partners PDM, the vast majority of beneficiaries prefer receiving cash assistance.

BEST PRACTICE AND RECOMMENDATIONS FROM PARTNERS:

PRACTICAL APPLICATION OF NON-FOOD ITEM KITS AND TRANSPORTATION ASSISTANCE TO PWDS:

ICMC focused on NFI distributions in rural areas with less access to banking institutions and supermarkets (Ruwaishied, 250km away from nearest city/town). Various types of distributions undertaken based on: gatherings, utilizing CBOs, municipality offices in conjunction with MOSD facilitation, those with disabilities had NFIs delivered to their homes and small trucks were hired to assist beneficiaries rather than carrying Gas cylinders, heaters, refills, blankets etc.).

PU-AMI transportation cost findings to reach banking institution (deducted from amount of cash assistance provided).

Recommendation:

1. Rural and hard to reach areas, assistance consideration taken in to account
2. Utilizing a variety of implementing partners – strengthening relationships between local municipalities
3. Factor in location and cost/ transportation expenses

DATA CLEANING AND CLOSING REVIEW

Multiple data entry errors within RAIS re values, quantities and locations. Reporting values and summaries are appearing incorrectly if information is not captured correctly. Most common error – tiered assistance and values equated with it, i.e. Tier 1 cash assistance (73 JD pp) case size 6, the value does not automatically calculate in RAIS and was not updated by individual partners. Value reported at 73 JD for a family of six rather than 6x73 JD = true value should have been 473 JD, values are not automated in terms of calculation in RAIS and true values need to be entered i.e. additions if rounded up to 75 JD to withdraw from a cash machine.

Recommendation:

1. Winterization TF members run the necessary reports in RAIS and review data entries and errors to be amended on a monthly basis for data entered within the previous month

2016/2017 WINTERIZATION PLANNING

Timeline to be established on the following within first 2016/2017 Planning Meeting:

Taskforce initiation: July/August 2016?

Donor engagement

Call for proposals – release date timeline

Ministry engagement

Deadline for mapping of proposed response from each TF member / agency

GAP Analysis

Implementation period

Beneficiary blocking period

Response deadline

Reporting deadline

Partner/NGO and Agency data entry review of their own data entries

Actual	Preferred Date	Action
August	August	Formation of the Winterization Guidelines
September	Early September	Winterization Taskforce meetings begin and donor engagement is initiated
16th November	October	UNHCR sharing Tier 1 / Tier 2 beneficiaries
12th November		RAIS winterization module training
5th November		RAIS winterization module active
22nd - 26th Nov		UNHCR providing lists of Jordanian beneficiaries
23rd Dec	November	Referrals of Syrian households from UNHCR to fill gaps
December	November	Approval from MOPIC (facilitated by UNHCR)
Nov/Dec	November	Household visits (beneficiary selection) - for agencies who need to identify new beneficiaries
Dec/Jan	December	Assistance provided (cash transfers or NFI kits)
March	March	Winterization Lessons Learnt Review

----- END -----

Supporting Documents:

- 1) UNOCHA Call for proposals Winterization criteria
- 2) Summary of Winterization Response 15/16 RAIS
- 3) Winterization Guidance Note 2015/2016
- 4) Prioritization Guidance Note 2015/2016
- 5) MOPIC request for approval letter on behalf of task force
- 6) Basic Needs Standard Operating Procedures for cross checking beneficiary lists

Allocation Paper

Call For Proposals October 2015

Jordan Humanitarian Response Fund



Winterization Task Force – Criteria ERF Call October 2015

- Compliance with winterization standards as defined by the winterization task force for 2015-6 in Jordan is mandatory.
- Projects that address gaps as identified in the revolving GAP analysis by the winterization task force shall be prioritized.
- Regular participation in winterization coordination will be considered an advantage
- Only JRP/3RP partners are eligible.
- The partners featuring under the winterization output for the 3RP will be prioritized.
- Responding to a need/gap as identified by the Winterization TF

Prioritization of projects

The review and approval of project proposals is made in accordance with the programmatic framework described above and on the basis of the following criteria:

- a) Projects must demonstrate a clear linkage/alignment with the strategic and sectoral as informed with the sector gap analysis and sector objectives.
- b) Only projects targeting prioritized locations and beneficiaries in host communities and that can be completed within six (6) months will be considered for funding.
- c) Projects must demonstrate a high degree of cost effectiveness (i.e.: maximum outcome and beneficiary reach for every dollar invested) relative to the project budget as well as to the type of activity.
- d) Direct implementation of HRF-funded projects by the recipient agency, rather than through a partner/sub-contracted organization, is encouraged. If the recipient agency proposes to work with/through an implementing partner organization, meaningful guidance, coordination, capacity building, technical advice, monitoring and evaluation capacities, or any other function of additional value need to be well articulated in the project proposal.
- e) Risk management: assumptions and risks are comprehensively and clearly spelled out, along with risk management and mitigation strategies.
- f) Monitoring: A realistic monitoring and reporting strategy is developed in the proposal.
- g) The maximum allowable budget for HRF projects is US\$400,000. Only eligible organizations cleared and recommended by OCHA's Humanitarian Financing Unit (HFU) following the completion of the Due Diligence process can apply for funding under this allocation;
- h) Organisations must use the HRF online Grants Management System (GMS) for the submission of project proposals.
- i) Applicants must ensure the project proposal is complete and accurate before submission.
- j) Before submitting an application, applicants are encouraged to seek guidance and support from OCHA HFU, allowing as much time before submission as possible.

WINTERIZATION RAIS SUMMARY – OCTOBER 2015 TO JUNE 2016 (excluding camp based assistance and exclusively within Urban areas.

ACTED				
Organization	Address	Assistance	Case#	Indvs
ACTED	Mafraq	Winterization Emergency Assistance	137	599
Total cases and individuals assisted by ACTED			137	599
Care				
Organization	Address	Assistance	Case#	Indvs
Care	Amman	Winter NFI - Tier 1	28	106
Care	Zarqa	Winter NFI - Tier 1	157	585
Care	Mafraq	Winter NFI - Tier 1	221	902
Total cases and individuals assisted by Care			406	1593
DRC				
Organization	Address	Assistance	Case#	Indvs
DRC	Maan	Winter Cash - Tier 1	36	143
DRC	Maan	Winter Cash - Tier 2	32	155
DRC		Winter Cash - Tier 1	299	1108
DRC		Winter Cash - Tier 2	86	449
DRC	Karak	Winter Cash - Tier 1	76	330
DRC	Karak	Winter Cash - Tier 2	32	148
DRC	Amman	Winter Cash - Tier 1	621	2871
DRC	Amman	Winter Cash - Tier 2	264	1298
DRC	Tafiela	Winter Cash - Tier 1	41	190
DRC	Tafiela	Winter Cash - Tier 2	3	19
Total cases and individuals assisted by DRC			1490	6711
ICMC				
Organization	Address	Assistance	Case#	Inds
ICMC	Jerash	Winter Cash - Tier 1	86	380
ICMC	Jerash	Winter Cash - Tier 2	85	392
ICMC	Ajloun	Winter Cash - Tier 1	91	418
ICMC	Ajloun	Winter Cash - Tier 2	55	251
ICMC	Irbid	Winter Cash - Tier 1	283	1271
ICMC	Irbid	Winter Cash - Tier 2	70	313
ICMC	Mafraq	Winter Cash - Tier 2	335	1569
ICMC	Irbid	Winter NFI - Tier 1	262	1257

ICMC	Mafrag	Winter NFI - Tier 1	152	701
ICMC	Irbid	Winter NFI - Tier 2	205	1035
ICMC	Mafrag	Winter Cash - Tier 1	1244	5329
ICMC		Winter NFI - Tier 1	19	85
ICMC	Jarash	Winter Cash - Tier 1	1	4
Total cases and individuals assisted by ICMC			2888	13005
Medair				
Organization	Address	Assistance	Case#	Inds
Medair		Winter Cash - Tier 1	406	2116
Medair		Winter Cash - Tier 2	247	1347
Medair	AmmarIO	Winter Cash - Tier 1	2	10
Total cases and individuals assisted by Medair			655	3473
NRC				
Organization	Address	Assistance	Case#	Inds
NRC		Winter Cash - Tier 1	77	418
NRC	Irbid	Non Standard Cash	62	262
NRC	Ajloun	Non Standard Cash	11	56
NRC		Non Standard Cash	1	7
NRC	Irbid	Winter Cash - Tier 1	90	386
NRC	Irbid	Winter Cash - Tier 2	1	5
NRC	Jerash	Non Standard Cash	17	92
NRC	MohamedHassounih	Winter Cash - Tier 1	8	9
NRC	Mafrag	Winter Cash - Tier 1	358	1539
Total cases and individuals assisted by NRC			625	2774
PU-AMI				
Organization	Address	Assistance	Case#	Inds
PU-AMI	Zarqa	Winter Cash - Tier 1	5	14
PU-AMI	Zarqa	Winter Cash - Tier 2	2	11
PU-AMI	Zarqa	Winter Cash - Tier 2	1	1
PU-AMI	Amman	Winter Cash - Tier 2	2	2
PU-AMI		Winter Cash - Tier 1	440	1666
PU-AMI		Winter Cash - Tier 2	150	653
Total cases and individuals assisted by PU-AMI			600	2347
UNHCR				
Organization	Address	Assistance	Case#	Inds

UNHCR		Winter Cash - Tier 1	3	5
UNHCR	Karak	Winter Cash - Tier 1	159	809
UNHCR	Madaba	Winter Cash - Tier 2	301	1486
UNHCR	2	Winter NFI - Tier 1	1	6
UNHCR	Ajloun	Winter Cash - Tier 1	307	1524
UNHCR	Ajloun	Winter Cash - Tier 2	267	1274
UNHCR	Aqaba	Winter Cash - Tier 1	49	212
UNHCR	Aqaba	Winter Cash - Tier 2	66	264
UNHCR	Balqa	Winter Cash - Tier 1	361	1618
UNHCR	Balqa	Winter Cash - Tier 2	882	4071
UNHCR	Maan	Winter Cash - Tier 1	112	516
UNHCR	Maan	Winter Cash - Tier 2	330	1499
UNHCR	Jerash	Winter Cash - Tier 1	231	1092
UNHCR	Jerash	Winter Cash - Tier 2	430	2120
UNHCR	Tafiela	Winter Cash - Tier 1	55	296
UNHCR	Tafiela	Winter Cash - Tier 2	50	262
UNHCR	ALYASJEE	Winter Cash - Tier 1	9	38
UNHCR	Amman	Winter Cash - Tier 1	2690	10471
UNHCR	Amman	Winter Cash - Tier 2	7431	30399
UNHCR	Karak	Winter Cash - Tier 2	519	2334
UNHCR	Madaba	Winter Cash - Tier 1	257	1387
UNHCR	2	Winter Cash - Tier 1	2	3
UNHCR	Irbid	Winter Cash - Tier 1	1698	6817
UNHCR	Irbid	Winter Cash - Tier 2	5931	27011
UNHCR	Mafraq	Winter Cash - Tier 1	1318	7297
UNHCR	Mafraq	Winter Cash - Tier 2	2397	12549
UNHCR	Zarqa	Winter Cash - Tier 1	651	2790
UNHCR	Zarqa	Winter Cash - Tier 2	2890	12888
Total cases and individuals assisted by UNHCR			29397	131038



WINTERIZATION GUIDANCE NOTE 2015/2016 (ENDORSED BY ISWG JUNE 2015)

I. Decisions from last Meeting

In the previous meeting of the Winterization TF 5 June 2015), the following elements were agreed:

1. Standard package
2. Drafting and application of guidelines for distribution to vulnerable parts of the population (PwD / Elderly)
3. Preference for per capita calculation of assistance (even if pro-rated)
4. Targeting criteria to be discussed in August
5. Use of winterization module (but with updates)

II. Rapid Assessment

In the same meeting, there were discussions on whether NFIs that can last more than one year should be redistributed or not. A tiered system was in place during the last cycle, which allowed for partial winterization packages. However, concerns were raised, as refugees are known to liquidate NFIs received as part of winterization assistance in the warmer summer months. Since that meeting, four partners (DRC, IRC, PU-AMI, UNHCR, and UNICEF) conducted a rapid assessment to better understand to what degree these assets are liquidated. Partners used one of two options:

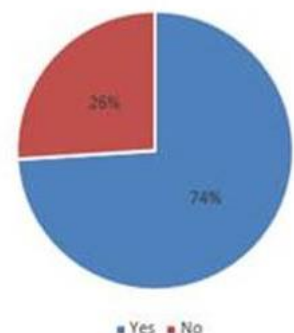
1. When there has been prior confirmation that a heater was provided/purchased for previous winter seasons, beneficiaries should be asked if they still have the item.
2. When there is no prior knowledge on whether Winterization assistance was provided, beneficiaries should be asked if they received winterization assistance and whether it included a heater or cash for a heater. If a heater was acquired, they should then be asked if they still have it.

DRC

Methodology: A follow-up phone survey was done with HH randomly sampled from the originally contacted for feedback in March 2015. The sample includes 70 households (interviews with HoH or spouse).

Results: 27% of the beneficiaries reported using the cash assistance provided by DRC in December-January to buy heaters. These had an average cost of 66 JOD. Of those who used at least a portion of the cash to buy a heater, 74% of still have heaters at their homes. Only three interviewed households indicated that they had sold their heaters. Overall (not only those who used cash assistance for heaters), 64% of the participated beneficiaries (average family size = 5) reported that they still have heaters for the coming winter season.

People who still have heaters of those who used DRC's cash assistance to buy heaters



IRC

Methodology: A small sample (around 20%) of beneficiaries had reported buying winter household items, from which a random sample of 87 cases was selected. They were asked questions related to scenario 1: did you buy a heater last winter? Do you still have it?

Results: 80.46% reported buying a heater from IRC Winterization cash assistance, of which 91.43% reported that they had kept it until now.

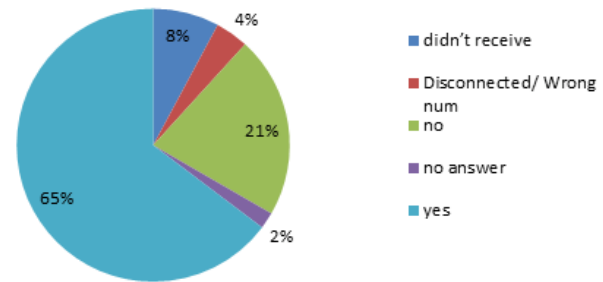
Beneficiaries still have heater

PU-AMI

Methodology: 51 households were selected, all of which had received either full NFI assistance or a heater in the 2013-2014 Winterization cycle. They were asked one question related to scenario 1: do you still have the heater?

Results: 33 out of 51 households (64.71%) reported that they still have the heater received in the 2013-2014 Winterization cycle. 11 out of 51 households (21.57%) reported that they no longer have the heater; 1 did not give an answer and 2

were either disconnected or a wrong number. Note: 4 households answered that they did not receive a heater, despite their case numbers being present on the list. This could be due either to a small percentage of error on the list, or the beneficiaries not giving the correct answer.



UNICEF

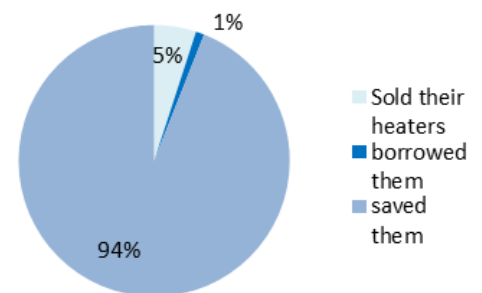
Methodology: Telephone interviews were conducted with a sample of 100 random families from a total of 500 families receiving UNICEF child cash grants.

Results: 63 families out of the 100 asked acknowledged receiving Winterization assistance. Out of this 63, 39 families stated that the type of assistance received was cash, whilst 24 said they had received heaters. Out of these 24 families who received heaters, 12 families stated that they still have the heaters.

UNHCR

Methodology: A sample size of 270 families who had declared they had bought either heaters or gas refills for their heaters in the PDM for the 4th quarter of the year 2014 was selected. These families were called and asked questions based on scenario 1.

Results: 94% of cases answered that they did not sell their heaters. 5% of cases said they had sold their heaters, which they did after the winter season and for varying reasons. The most prevailing reason was to pay the accommodation rent, whereas others sold their heaters to buy NFIs or to pay for health services. 4 cases answered that the heaters they used during winter had been borrowed from their neighbors and returned after the winter season had finished (Note: these are all families who had reported buying refills in the PDM).



III. Winterization Standard

- The findings from the rapid assessment of heaters received in previous Winterization cycles generally show that most often, beneficiaries actually kept their heaters. This would be evidence in favor of keeping a two-tiered system as in the previous cycle.
- It was agreed that, while monetized assistance should remain based on an in-kind package equivalent, it is acceptable for beneficiaries to spend the money on what they perceive as their most urgent needs in winter.
- It was agreed that the standard family size for use of a gas heater should remain at 5. Therefore, the figures below have been calculated by taking the total price of the heater + gas + bottle package (285 JOD) and dividing it by the family size of 5.
- The meeting emphasized that there is not a sectoral preference for either cash or in-kind winter support, but that agencies should make evidence-based decisions for any particular group to be served.
- Four organizations (ICMC, NRC, PU-AMI, and UNHCR) 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:

Item Cost (in JOD)

	MTB	HTB	Heater (local)	Heater (imported)	Gas bottle	Gas refill
NRC	N/A	N/A	80	43	43	8
ICMC	N/A	14	80	N/A	45	8-10
PU-AMI	12-15	20-25	75-110	N/A	35	8
UNHCR	8	12-15	70-80	N/A	46	10

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

Cost of Winterization (in JOD)									
	Unit Cost	Entitlement	Family Size						
			1	2	3	4	5	6	7
MTB	8	16	8	16	24	32	40	48	56
HTB	16	16	8	16	24	32	40	48	56
Heater	80	80							
Bottle	45	45							
Refill	10	160							
Pro-rated heater + gas + refill		57	57	114	171	228	285	342	399
Pro-rated refill		32	32	64	96	128	160	192	224

Final Standard:

Per capita cost (Tier 1 – “Full”): 16 + 57 JOD = 73 JOD

Per capita cost (Tier 2 – “Partial”): 16 + 32 JOD = 48 JOD



PRIORITIZATION GUIDANCE NOTE 2015/2016

The below guideline is the result of a process led by a technical group from among members of the winterization task force, which started looking at eligibility and prioritization mechanisms for the winterization process from August 2015. The initial findings were presented at the winterization task force meeting on 17 September 2015 with the request for feedback during and within a week from that meeting. The below guidelines are a reflection of the totality of comments and were endorsed on 1 October by the winterization task force.

1.) Pre-qualification (Mandatory)

It is recommended before starting the assessment to check the case/ family/ house hold on RAIS. If they are already blocked/ had been assisted previously then there is no need to conduct an assessment. Thereafter explain to the beneficiary why an assessment is not required to be conducted for them.

2.) Eligibility (Mandatory)

Understanding that all areas of Jordan in which refugees reside are affected by winter and cold temperatures. All refugees are considered to have comparable winterization needs. In camps, these needs will be fully serviced by refugee response entities. In non-camp settings, the extent to which this need can be serviced by each refugee family itself is dependent on the socio-economic ability of each family, i.e. their level of welfare. In line with the VAF, using predicted expenditure as a proxy for welfare/poverty, the eligibility criteria for assistance is therefore, whether a family based on the VAF is categorized as poor or not.

3.) Prioritization and selection: (Best Practice)

As the VAF baseline study conducted in early 2015 established that more than 85% of Syrian refugees live under the poverty line, it is considered helpful to offer a prioritization guide in addition to the initial eligibility guidance.

The prioritization is based on the VAF indicators for Basic Needs and offers a version of a scorecard that partners can adapt when drawing on VAF data or when collecting VAF data as part of their winterization efforts.

Vulnerability	Criteria	Max score
Reliance on Negative Coping Strategies (food specific)	Emergency: Sent adults or children HH members to beg, high risk/illegal/socially degrading jobs	20
	Crisis: Sold productive assets, reduce essential non-food expenditure,	15
	Stress: Spent savings, sold HH goods, bought food on credit	10
	HH not adopting strategies	5
Dependency ratio ²	# adults without disease or disability = 0	30
	Dependency ratio = .5 < R	22.5
	Dependency ratio = 0 < R <= .5	15
	Dependency ratio = 0	7.5
Debt	Debt/capita = > 100 JD	20
	= > 40 JD Debt/ capita =<100 JD	15
	= > 0 JD Debt/ capita =<40 JD	10
	> 0 JD Debt/ capita	5
	Total predicted expenditure/ HH members = < 28 JD	30

² As defined in the VAF: (# children + # of adults with chronic disease or/and disability + # elderly) ÷ # adults without chronic disease or disability

Predicted Expenditure	68 JD= >Total predicted expenditure/ HH members= > 28 JD	22.5
	100JD= >Total predicted expenditure/ HH members= > 68 JD	15
	100JD= < Total predicted expenditure/ HH members	5
Total Score		100

If any organization intends to draw on this prioritization mechanism, it is recommended to liaise with the Jordan VAF team to understand the requirements in terms of data collection and the formulas underpinning the scores and results.

4.) Important Notes

4.1 Level of assistance

The level of assistance (i.e. the choice between standard package tier 1 and tier 2) is not determined by the prioritization or eligibility criteria outlined above. It is related exclusively to whether prospective beneficiaries have benefitted from winterization support in the past.

4.2 Case management supersedes both eligibility and prioritization guidance

The above guidelines are based on systems, which are in turn relying on large-scale processes, formulas and datasets. These results will never be fully accurate, but have a strong predictive power only, based on models and sector-level assumptions on standard profiles. Therefore, if an organization uses case management approaches as part of their winterization assessment, and if the case management results differ from the results stemming from the aforementioned processes, then the organization is expected to act on the basis of its case management findings.

In order to ensure transparency and the facilitate the establishment of lessons learnt, it is recommended however, that such discrepancies are documented and logged in order to help overall coordination during the present and future cycles.

Ref. No.: JORAM/MOPIC/HCR/xxx

Date: 02/11/2015

Subject: Request for Approval for Jordan Winterization Activities 2015-2016

Dear Feda,

[Diplomatic formula]

In reference to the discussions which took place during the technical meeting following the Ambassadors' breakfast of 1st October 2015, please find below the list of winterizations project JORISS reference numbers.

These projects have been reviewed by the Winterization working group, chaired by UNHCR, and focus on urgently needed winterization assistance for vulnerable refugees and Jordanians.

I would be grateful if you could expedite these projects through the JRP approvals process.

The following partners and corresponding JORISS reference numbers are part of the winterization response.

Agency / INGO/ NGO	JORISS Reference number
ECHO Consortium (Intersos, ICMC, NRC, SCJ)	594
Norwegian Refugee Council (NRC)	677
International Rescue Committee (IRC)	671
PU-AMI	680
Medair	673
Islamic Relief	685
NICCOD	689
ACF	687
ICMC	688

Yours sincerely,

Andrew Harper



BASIC NEEDS WORKING GROUP - STANDARD OPERATING PROCEDURES CROSS-CHECKING BENEFICIARIES TO AVOID DUPLICATION IN ASSISTANCE

Updated: October 2015

BACKGROUND:

In 2012, the members of the then Cash Working Group agreed to compare lists of beneficiaries to avoid duplication. In 2013, a focal point system of list managers was set up that would cross-check any newly identified beneficiary by any organization against their own beneficiary list and flag duplication. The agreement was that duplication across regular unrestricted cash assistance programmes should be avoided, and accordingly, the members agreed to remove newly identified cases from their prospective list of beneficiaries, if they were already benefitting from existing programmes.

Due to a continuous change of focal points across all partners and the resulting difficulty to keep the group mailing list current, the system was adjusted. Instead of a pool of focal points that would all work on the lists in parallel, a single point at UNHCR (Asma Omaish – omaish@unhcr.org) was appointed to centralize the process.

PROCESS:

Important: In the process below, it is expected that the only data field that is shared is a case number (aka UNHCR registration number or Asylum-Certificate number). No personal data of any asylum-seeker or refugee should be shared as part of this process.

- 1.) An organization providing conditional regular cash assistance under the Basic Needs WG identifies a new list of beneficiaries shares this list by email with the UNHCR focal point. The expected duration of the programme should be provided as well.
- 2.) UNHCR focal point cross-checks against all existing lists and provides feedback on duplicates to that organization.
- 3.) If there are duplicates, the organization will take them off the prospective list of beneficiaries.
- 4.) UNHCR retains the list of non-duplicate beneficiaries for subsequent cross-checks for the duration of the organization's programme.
- 5.) Any changes in beneficiaries or duration should be duly shared with the Basic Needs Working Group and the UNHCR focal point for list coordination.

FUTURE PLANS:

The Basic Needs Working Group has committed under the 2015 work-plan to shift this process to RAIS, by drawing on a similar feature, which already exists as part of the winterization module. This will be implemented after the migration to RAIS v.2

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