

Shelter and Settlement Strategy Syrian Refugee Crisis

Shelter Working Group - Jordan

September 2014 (valid till end of 2014)

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

Jordan now hosts 615,792 vulnerable Syrian refugees, the equivalent of some 10 per cent of its population. The ongoing displacement of Syrian refugees into Jordan now in its third year is causing widespread vulnerabilities for both host and refugee population, in addition to increasing pressure on public services and already limited resources.

The vast majority of Syrian refugees in Jordan live in host communities (approximately 80 per cent) spread throughout Jordan. 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. Refugees living in Jordan mainly rely on diminishing savings and cash assistance to meet their basic need. Surveys of refugee populations show that the expenditure necessary to meet minimum family requirements is anywhere between JOD 300–600 per month per family in Jordan. Most incomes are far below JOD 300 per month, and the income expenditure gap is anywhere between JOD 150–290³. This is impacting the most vulnerable such as female, elderly and disabled heads of households and leading to widespread negative coping mechanisms which can present specific challenges to child- and female-headed households in particular. The resilience of Syrian refugee households and Jordanian communities is declining causing increased tension within communities, especially as Syrian refugee population has settled in impoverished rural areas in north of Jordan such as Irbid and Mafraq.

UNHCR has estimated that more than 75 per cent of the Syrian refugees who live in host communities are extremely vulnerable. Many are living in rudimentary shelters or tents, abandoned or partially constructed buildings, or in often overcrowded and poorly maintained flats. They struggle to access basic services such as health and education, often because they lack identity documents and/or confirmed legal status. For those living in rented accommodation, many lack basic security of tenure and are at risk of eviction, rental increases and exploitation by the landlords. Standard lease agreements in use in Jordan are weighted heavily in the landlord's favour and even where there is a written lease, most rental agreements are not registered with Jordanian authorities and limit any legal remedy for refugees⁴.

³ UNHCR, UNICEF and WFP. Joint Assessment Review of the Syrian Refugee Response in Jordan. 2013

⁴ "Lives Unseen: Urban Syrian Refugees and Jordanian Host Communities Three Years Into the Syria Crisis" Care International, April 2014, p. 29.

In the context of camps, Za'atari in Mafraq Governorate is the largest and longest running camp in Jordan originally designed for a capacity of 78,700 people but with the design modifications can now host a maximum of 85,000 people.

To address the challenges facing the services and general management of the camp, and in response to the anticipated increase in the number of Syrian refugees in Jordan, Azraq Camp opened in April 2014. It lies on the border of Zarqa and Amman governorates in the east, near Azraq town, and has an initial planned capacity for 54,000 people (phase 1 of the camp –village 2,3,5, and 6) During the implementation, some necessary modifications were made to the shelter layouts, which gives a revised capacity figure of 50,825. The second phase of the camp development will increase the capacity by 50,000 individuals, bringing the total capacity for phase 1 and 2 to 100,825 individuals. Whilst camps are clearly undesirable – particularly of this magnitude – the financial implication or concentration of people that risk becoming aid-dependent, given the scale of the influx and the limited absorption capacity of the host communities, make camps unavoidable in the circumstances.

Against this backdrop, the humanitarian response has targeted the provision of emergency shelters, prefab containers, transitional shelters, basic services and infrastructure in planned settlements; in addition to rehabilitation works of sub-standard homes, the completion of unfinished buildings, cash for rent assistance, raising awareness about tenure rights, and home adaptation kits in urban areas.

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 Strategy focuses on two mutually supporting objectives that aim to improve the living conditions of refugees living in planned camps and in urban and rural settings.

Strategic Objective One – Settlement:

Enable refugee communities to access settlements planned to meet population needs, facilitate availability and allocation of resources, enhance economic dynamics, ameliorate living conditions, provide access to services and transportation networks, and reduce underlying causes of socio economic vulnerabilities.

Strategic Objective Two – Shelter:

Increase number of men, women, boys and girls that have access to adequate shelter solutions that can provide privacy and emotional support, protection from elements, space to live and store belongings, facilitate access to utilise essential household services/infrastructures, enhance security of tenure (and benefit from peaceful coexistence with host communities).

4. Type of Assistance

The shelter and settlement strategy applies a combination of sectoral solutions to adequately meet the strategic objectives. Regular consultations with men, women, boys and girls, and groups with special needs ensure that protection concerns are highlighted.

Settlement	Shelter
A) Urban and rural settings, including cities, town and villages	<ul style="list-style-type: none"> - Repairs and upgrades of sub-standard dwellings rented by vulnerable Syrians. - Construction works to bring new housing units onto the market as a means to increase access to affordable housing. - Cash for rent.
B) Planned camps	<ul style="list-style-type: none"> - Site and settlement planning, to ensure that camps are designed appropriately, with adequate provision for all sectors, particularly protection. - The provision of semi-permanent and transitional shelter as ways to ensure a more durable shelter option that can be repaired easily where necessary, as well as reused. - The provision of emergency shelter to those newly arriving in camps, when semi-permanent shelter cannot be provided as refugees arrive in the camp.

The assistance described in this table remains flexible. Specific circumstances and context may dictate variations mainly linked to prioritisation of needs and to requirements in different governorates in Jordan.

A) Activities supporting shelter in urban and rural settings

- **Shelters to receive upgrading to adequate standards:**
 As rental costs increase, and the resources of Syrian refugees dwindle over time, Syrians are likely to opt for accommodation that is cheaper and more likely to be below an adequate standard. Alternatively, they may opt to share accommodation with others. Assistance is therefore required for shelter upgrading works and to ensure that the criteria of adequate standards are met. Security and protection standards are particularly important for female- or child-headed households.

 To achieve this objective in a manner that is fair and acceptable for all stakeholders, shelter upgrade interventions will need to be linked to agreed conditions which specify the upgrading interventions and which allow the tenant to stay in the upgraded property for a period of time with no increase in rent. Responders should, where appropriate, seek to specify the terms under which the tenant remains in the property in an approved lease agreement⁵. Detailed guidelines for recommended upgrading standards that are outlined below⁶. Any activity related to sanitary facilities, should be checked with the WASH WG in order to take in consideration the WASH minimum standards in host community.
- **Increased housing units in unfinished buildings: completion of incomplete buildings, flats, houses to increase access to affordable housing for Syrian refugees**
 To mitigate the effects of an increased demand for affordable housing, the shelter strategy includes identifying unfinished housing and bringing these additional housing units onto the market. Construction works will upgrade and rehabilitate existing housing units which are unfinished or

⁵ Lease agreements need to be approved by local municipalities. Submission of an approved lease is a requirement for police / Mol registration.

⁶ For more detailed guidance see the Shelter WG guidelines for the [Upgrading of Substandard Housing Units & Increasing Housing Units in Unfinished Buildings](#)

incomplete but require a degree of work to bring them to adequate standards. Contracts between the implementing partner and the local property owner, as well as lease agreements with beneficiary refugee families, will ensure that refugees will live in the upgraded units rent-free, for a reduced rent, or with no increase in rent for a period of time.⁷ Detailed guidelines for recommended final standards that are considered adequate are outlined in the Technical Guidelines⁸.

- **Home adaptation / sealing off kits for mitigating harsh weather / winter impact**

Due to the pressure on the rental market many refugee families are forced to rent sub-standard housing units which are not protecting sufficiently from the elements. This can significantly affect the health of children in particular. Many of those units require for significant upgrading investments with time consuming interventions. In order to immediately protect people in those dwellings the provision of sealing-off or shelter NFI kits is encouraged.

Home adaptation/ sealing off kits will enable beneficiaries to mitigate damp or mould in properties and reduce airborne moisture condensing on cold walls/ceiling with improved ventilation interventions, or will help to temporarily seal off / fill small holes/gaps with foam sealant or crack filler material, will allow for closing gaps in doors and window frames with self-adhesive foam strips, will assist to fill any missing window/door openings with simple timber frames and with plastic sheeting, will help to fix broken ironmongery and lockers on doors and windows, will enhance thermal insulation of doors, windows and floors with insulation layers of either straw mats or carpets, or plastic sheeting. (See also attached guidance on how families can prepare for winterization of substandard dwellings with home adaptation / sealing off kits).⁹.. Note that self-repair kits may present challenges for female- or child-headed households.

- **Cash for rent / conditional cash assistance**

Adherence to agreements made between shelter actors and property owners and/or between tenants and landlords should be monitored¹⁰. Organisations should make efforts to monitor the rate of breach of agreements and the number of forced evictions. Landlords and tenants should be provided with legal advice and assistance to guide them on their rights and responsibilities under Jordanian laws and regulations and should be facilitated to access to legal assistance in case of disputes.

- **Increased awareness about tenure rights**

This activity aims to enhance awareness on tenure rights and obligations amongst women, girls, boys and men refugee tenants and target all refugees who reside in non-camp settings in order to empower refugees and vulnerable families to be as independent as possible and to understand their shelter rights and obligations under the Jordanian Tenancy Law.¹¹

This list of potential response methodologies should not be considered exclusive, but where other appropriate potential options are raised, they should be further discussed in the Shelter WG for consideration and possible inclusion in this strategy. It is important to note that the community should be consulted in the planning of all activities supporting shelter in urban and rural settings.

B) Activities supporting shelter in planned camps

- **Site and Settlement Planning**

Site and settlement planning should be undertaken using best practice guidelines including the UNHCR Handbook for Emergencies, Refugee Camp Planning and Construction Handbook (US Department of State), and The SPHERE Handbook.¹²

⁷ For more guidance see NRC's Legal, Regulatory and Protection Considerations for Urban Shelter Responses

⁸ [Guidelines for the Upgrading of Substandard Housing Units & Increasing Housing Units in Unfinished Buildings](#)

⁹ [SOPs for Winterization in Jordan \(2013-14\), PU-AMI Guidelines for Sealing-off-Kits items and details,](#)

¹⁰ For more guidance see NRC's document: [Considerations for Lease Contracts for Shelter Actors](#)

¹¹ 2014 Syria Regional Response Plan 6 (RRP 6)

¹² [UNHCR Handbook for Emergencies, Refugee Camp Planning and construction Handbook \(US Department of State\)](#), and the [SPHERE Handbook](#).

Measures for individuals and families with special needs can include an accelerated provision of shelter, preferential treatment in the allocation of plot, and transport from the point of arrival at the camp to the allocated shelter. Targeting for site preparation and settlement planning takes a slightly different nature. Given the expected pressure on available funding, the same level of site preparation that was seen in Azraq Camp might not always be feasible. Instead, as a minimum, sufficient site preparation and settlement planning should take place to ensure both protection and access throughout a camp for the foreseeable lifespan of the camp. This minimum level is likely to vary on a site-by-site basis depending on the individual conditions at each site, but will consider the minimum requirements in interventions for men, women, boys and girls.

The key areas that settlement planning must address are: 1) ensuring site and settlement planning that addresses community habitability, and hazard reduction needs including environmental considerations; 2) ensuring settlement layout that facilitates community life and access to services in a holistic manner; 3) ensuring a settlement layout that promotes gender equality and reduces the risks of SGBV; and ensuring settlement layout that facilitates independence and livelihood activities and linkages with neighboring communities.

- Ensuring site and settlement planning that addresses community habitability and hazard reduction needs including environmental considerations

Settlements need to be planned to promote the protection, privacy and dignity of their inhabitants. This includes making appropriate provision for the control of access, adequate lighting in all areas of the camp, and strategically locating distribution and provision of protection services areas to be accessible but away from gathering areas.

- Ensuring settlement layout that facilitates community life and access to services in an holistic approach

At the planning stage, appropriate provision needs to be made for the space required by each sector in a settlement. Distribution facilities and WASH facilities must also be prepared to serve women/girls and men/boys separately. Culturally-appropriate gender norms must be considered, for example the provision of extra space in female WASH facilities to accommodate small (male and female) children that often accompany mothers. This includes considering the decentralisation of services to ensure equitable access to facilities from all areas of the camp. Shelter allocation should promote the retention of existing family and close community ties. Additionally, efforts should be made to promote extended communal life, such as the provision of recreational spaces and grouping plots to encourage neighbourhoods.

- Ensuring settlement layout facilitates independency and livelihoods activity and linkages with neighbouring communities

Provision needs to be made from the outset for facilitating economic activity. Ideally, market places and other crowd gathering areas should not be situated next to other services to decrease the possibility of harassment or SGBV.

- Semi-permanent Shelter

Given that a political solution for the situation in Syria is not foreseeable in the immediate future, it is estimated that the displacement is likely to last longer. In this context, it is crucial that semi-permanent shelter solutions are developed so as to reduce the use of tents and provide more adequate shelter options.

This is happening already in Zaatari Camp, with the replacement of tents with prefab containers. Meanwhile, recognising that prefab units are not generally cost efficient and that production capacity is limited, a transitional shelter design has been developed for Azraq Camp. Having a single design for transitional shelters ensures standardisation of solutions and minimises potential tension among beneficiaries.

- Emergency Shelter

Whilst every effort should be made to ensure that semi-permanent or transitional shelters

are provided to refugees as they arrive at a refugee camp, It is however recognised that this practice can be challenged by a number of families arriving daily at the camp. Hence, it is agreed that emergency shelter should still be provided in the form of a tent or alternatives which also meet the appropriate standards (which is the case for Azraq where pitching tents is extremely challenging due to the wind conditions). In these situations, the process to move people from emergency shelters to semi-permanent shelter needs to be managed carefully and the roles and responsibilities of participating agencies clearly outlined before the process starts. Appropriate protection for men, women, boys and girls must be prioritised.

- Recommendations for Camp Planning (Site Planning/Shelter Lessons Learned from Zaatari Camp)¹³
 1. The obvious attraction of residing close to services can be minimised by developing a more decentralised master plan concept and by implementing a decentralised service centre approach which supports the concept of simultaneous development of decentralised villages and appropriately tailored and accessible service packages.
 2. Base course site development should be avoided if planned for a Mega camp as site development should be done in a staged process.
 3. Emergency shelter response should be done with one shelter standard only.
 4. Site planning should seek multi-functional inputs in the designing of camp layout plans as well as ensuring access for persons with disabilities/special needs.
 5. Draw the attention of donors on the dangers of imposing shelter requirements that are at variance with the existing camp layout plan.
 6. When designing the camp, we need to think of the long term needs including space for livelihoods activities.
 7. Establish basic services (water points, latrines, kitchens, roads, street lighting ...) prior to movement of refugees to the settlement areas.
 - (i) Any future site should be planned in coordination with security specialists to ensure that multiple access routes to the camp are developed for specific functions.
 8. Any future site should have clearly defined areas for market construction and livelihoods activities.
 9. Drainage, along with other DRR planning activities, should be included in the camp layout for any new camp from the very beginning – based on professional geological surveys and taking into account any subsequent gravelling or infrastructure plans.
 10. Any new camp designs should prepare strategies for mitigating self-settlement, first and foremost by moving away from the modular system adopted in Zaatari to a community based layout, reflecting the reality of how the refugees actually want to live. Implement measures for effective management of plot allocation and policing of encroachment (including services such as electricity).¹⁴

Other issues to be considered in the design and planning process of camps are community participation, the provision of vital services such as water, electricity, wastewater, storm water, solid waste management, and putting in place a system of Operations and Maintenance (O&M) to ensure the sustainability of camps.

5. Beneficiaries

5.1 Vulnerability

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

¹³ Lessons Learned: Zaatari Refugee Camp Planning and Development

¹⁴ NRC Camp Management Toolkit PP- 193-201 ; <http://www.nrc.no/?aid=9380323>
UNHCR Handbook for emergencies PP-132-148; <http://sheltercentre.org/library/handbook-emergencies>

- 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 include, but not be limited to, those families who are homeless, living in overcrowded and sub-standard accommodation, and those experiencing severe financial hardship and are facing imminent eviction as they do not have the means to pay rental arrears. For vulnerable individuals, the criteria will include:

- Female headed households;
- Households with persons with disabilities;
- Households with more than 10 members;
- Households with infants

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 targeting¹⁵. GBV considerations should not only be incorporated in shelter and settlement assessments, but also in strategic planning, programme 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

¹⁵ For further information see the [IASC Gender Marker Tip sheet for Non-food items and Shelter](#)

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.

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 process¹⁶. 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.

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

¹⁶ 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.

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 NRP.

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.¹⁷ 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).¹⁸

8. Needs Assessment and Information Management

Needs Assessments are now coordinated through an online registry platform accessible on the inter-agency portal¹⁹. 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 ActivityInfo²⁰. 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.

¹⁷ Draft Terms of Reference for Sector Gender Focal Points: Interagency, Jordan

¹⁸ Taken from the Draft ToR of the Advocacy Working Group (May 2013).

¹⁹ <http://data.unhcr.org/syrianrefugees/country.php?id=107>

²⁰ <https://www.activityinfo.org>

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 actors²¹; 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.

To this end, the Shelter WG will develop a minimum set of indicators that implementing agencies collect whilst monitoring their programmes. This will include developing a coordinated approach to monitoring and reporting instances of forced evictions. 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 RRP6 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.

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.

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, international and national NGOs and development partners, have drafted the *National Resilience Plan 2014-2016*. It will act as a framework for a multi-sectoral approach to mitigate the impact of the Syrian Crisis on the Jordanian host community.²² As such, a review of the RRP and NRP, in parallel, with the shelter strategy will take place, which will result in the transition of certain shelter interventions currently included in the RRP to longer-term, developmental projects included in the NRP.

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 Syria Crisis RRP6, highlighted in the ECHO Humanitarian Implementation Plan (HIP) 2014 and a key recommendation in the GoJ's NRP 2014-2016; straddling both humanitarian and developmental approaches and appeals. During the next twelve months, it is envisioned that this intervention transitions from an emergency response, included in the RRP, to a developmental approach, included in the NRP 2014-2016.

The NRP 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. The report notes that during the seven years prior to the Syrian refugee crisis, the Jordanian housing

²¹ 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.

²² Host Community Support Platform; <http://www.hcspiordan.org/>

market faced an annual shortfall of 3,400 housing units from 2004 to 2011 (annual demand: 32,000; annual average created: 28,600). Since 2012, this affordable housing crisis has been compounded by the need for an estimated 120,000 new housing units for an estimated 600,000 Syrian refugees²³.

As a key response, the NRP 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 2014, 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. Once the NRP is launched and the programmes are rolled out, it is envisioned that this intervention will transition out of the RRP and brought into the NRP.

B. Camp Settings:

Zaatari Vision:

Two years into the onset of the Syrian crisis, the situation and living conditions for refugees in Jordan are changing. This is the case for both camp settings and urban or rural settings; in the case of Zaatari Camp, what was initially adequate as a shelter and settlement solution at the onset of the emergency is now no longer sufficient for refugees who have lived there for the past two years. While most tents have been replaced with prefab containers, this alone has still not proved adequate for the refugees in Zaatari. Inhabitants of Zaatari have since upgraded their shelters by adding concrete floors, small gardens, satellite dishes, spatial extensions through tents or additional prefab containers, and so on. Not only is the shelter solution no longer adequate, but the haphazard development of Zaatari Camp which resulted from short planning time before the opening has created complications in security and control, protection concerns, water supply, sewage control, waste management, household settlement, and other related challenges. Therefore, the planning and layout of the camp itself will need to be redesigned to provide better living conditions.

Finally, the neighbouring city of Mafraq has been strongly affected by the Syrian crisis and by the existence of the camp. In an attempt to create better links and less tension between refugees and the host community, there is also need to connect camps with the existing settlements. With this realization in mind, Zaatari Camp Management has teamed up with VNG International, City of Amsterdam, Water Net, and More Than Shelters to set a plan to restructure Zaatari Camp, not only on a camp planning level, but also through a comprehensive approach tackling governance, public transportation, economic development, solid waste, and other issues..

VNG cites the reasons for the need to restructure Zaatari as a result of "tremendous pressure on Jordan's systems, resources, and social peace." They also explain that one of Mafraq's major concerns is the services provided to the local community by authorities, the magnitude of which has increased significantly with the arrival of large numbers of refugees into the host community. The neighbouring city, Al Zaatari, after which the camp is named, also faces strain on its resources. One of their major focuses is the need to link shared concerns between Zaatari Camp and the host communities, as these ties could be key to stimulating economic development. Furthermore, it is recognized that the Syrian crisis cannot be considered solely a humanitarian and political crisis, but equally so a developmental one affecting the wider region.

VNG has received support from many Jordanian authorities to pursue a tripartite vision²⁴ (Improved living conditions for the inhabitants of the Al Zaatari/Mafraq region

1. Improved planning and operational capacity in Al Zaatari Camp and Al Zaatari and Mafraq municipalities.

²³ Planning figure for RRP6

²⁴ International municipal assistance to Al Zaa'tari refugee camp and local governments in Al Mafraq Governorate, VNG International (2014)

2. Stimulating self-reliance of local communities and the refugee population.

The key principle followed is “do no harm” and their spatial development plan and municipal services plan works in line with the National Resilience Plan. One of the key initiatives of their work is Vision 2020 which sets a seven year plan divided into three phases (2014-2015, 2016-2018, 2019-2020). A two-year pilot phase will aim to set the groundwork for the rest of the plan, realize some quick-wins, and prepare for the longer term actions. The initiative focuses on technical expertise and organizational capacity, which should be made available to UNHCR and Jordanian authorities by the government. Furthermore, the initiative is divided into two main categories of “quick wins” and “longer-term actions”, both of which contain four components: administration and systems, governance and security, planning and local economic development, and municipal services.

Azraq Vision:

Azraq Camp opened on April 30, 2014 following a one year camp site planning and development process. The camp was designed based on a “lessons learned” approach after the experience of Zaatari Camp planning, development and growth . The overall layout of Azraq Refugee Camp was developed based on a village concept, where the village size varies from hosting 10, 000 to 15,000 people. Services were planned to be decentralized and settlement areas were allocated away from areas where flooding may occur. The hierarchical spatial arrangement of the villages is based on a block (average of 35,150 sq m) that constitutes an average of fifteen extended family plots (each 1,472.8 sq m), with each family plot containing twelve T-Shelters with four WASH units. Buffer areas have been left between villages to distinguish them from one another; these areas could also accommodate a variety of uses in the future.

As of the 12th of August, Azraq Camp hosts 10,750 refugees who mainly originate from Dar’a (31.61%), Aleppo (15.34%), Hama (13.50%) and Homs (10.80%).

The development of Azraq Camp is nearly completed for the first phase but the second phase will begin after the completion of phase 1. ; the way forward and priorities as of August 2014 are the following:

1. Electricity: Azraq Camp has not yet been electrified and plans are underway to find the most feasible solution. Solar street lights will be used to light up the camp. The first phase of installation of the solar street lights is ongoing in village 3. In addition, solutions for provision of electricity on a household level are being looked into.
2. Energy: solution for an overarching energy vision is underway to find a more economically feasible option, in comparison to the amount of money being spent on energy bills in Zaatari Camp.
3. Markets: development of a market area and constructing market units for the benefit of the refugee community.
4. Upgrading Shelter /Flooring: adding reinforced concrete flooring to the T-Shelters on top of the existing base course layer.
5. Latrine upgrading: adding private latrines for each T-Shelter instead of communal WASH facilities, in addition to linking these latrines to the waste water network.
6. Drainage system: upgrading of overall drainage system in the camp.
7. Continuing construction of T-Shelters: # of T-Shelters still need to be completed or built in order to reach a total requirement of 13,500 units.
8. Camp extension: in line with the RRP 6 plans, “additional space in Azraq camp will be reserved for accommodation of 15,000 individuals as contingency response, with extension options for 30,000 people.”

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).
- **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.

