



HASHEMITE KINGDOM OF JORDAN
Ministry of Public Works and Housing

COMPREHENSIVE VULNERABILITY ASSESSMENT

SECTOR TEMPLATE: SHELTER

I. Sector Introduction

Situation Analysis

Since the beginning of the Syrian conflict, five year ago; the number of Syrian refugees is estimated to have reached 1.26 million, of whom 655,217 are registered with UNHCR. Some 79 percent of registered Syrian refugees live within Jordanian host communities, outside of formal camps, primarily in the northern governorates. Over 60 % of refugees have settled in Amman and Irbid governorates with another 16 percent in Mafrqa and 14 percent in Zarqa.¹ According to UNHCR 2015 urban household survey, rental payments remain the main refugees concern and the highest expenditure for most of them², averaging a whopping 50 percent of refugee household's monthly expenditures; compared to an average of 20 percent for Jordanians³. The search for adequate and affordable housing followed by livelihoods have been the two primary causes of tension between Syrians and Jordanians.⁴

The Syria crisis is severely straining the absorption capacity of the Jordanian housing market being translated into a large demand for housing. In 2016, the overall housing market gap exceeded 100,000 housing units, representing a significant increase from the estimated annual average need by Jordanians. More importantly, pre-crisis supply was not well aligned with demand, with an oversupply at the middle and upper end of the market. The price range of new housing units has been between JD 30,000 and JD 60,000 making them unaffordable to low- and lower-middle income groups. Rental prices inflation, put Jordanian and poor Syrian families outside the camps out of the market. In Mafrqa, price of monthly rent has increased from 70 – 150 JOD before the crisis to 200 – 300 JOD at present.⁶ There are no entry-level housing options for lower middle income Jordanians, and rental housing is increasingly less affordable for lower income Jordanian and Syrian families. Since the onset of the crisis, the consequences of the inadequate supply of affordable residential units has led to increasing rental prices, sub-division of existing units, conversion of outbuildings into rental accommodation, and some limited construction by individuals. There has not been a scaled response either from the private sector or the government.⁷

In 2016; 29 percent⁸ of out of camps Syrian refugees have moved at least once in the previous six months. Moreover, almost half of Syrian refugees have been on the move in the preceding year reflecting the difficulties refugees confront in order to secure stable accommodation. In urban areas,

¹ Latest national census in 2015

² REACH, Housing and Tensions in Jordanian Communities Hosting Syrian Refugees – Thematic Assessment Report, June 2014.

³ HUDC <http://www.hudc.gov.jo/>

⁴ <http://carnegieendowment.org/2015/09/21/jordan-s-refugee-crisis-pub-61338>

⁵ UN-Habitat (2012), p. 6.

⁶ Omosh.H. [Mayor of Greater Municipality of Mafrqa], 'Mafrqa Governorate Workshop Speech', (Mafrqa, 2014).

⁷ UN-Habitat Jordan Rapid Housing Market Assessment, November 2013.

⁸ NRC pre-registration assessment, 2015-2016





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25 percent of Syrians are severely shelter vulnerable and 50 percent are highly shelter vulnerable.⁹ An estimated 10 percent of Syrian refugees are under immediate threat of eviction¹⁰. More than 87 percent¹¹ of Syrian refugees outside of camps are in debt. One in five Syrian refugee families in host communities do not have any form of rental contract which is not only a legal requirement for foreigners living in Jordan, but also elementary protection from eviction and a precondition for registration with the MOI¹².

Syrian refugees are often forced to live in substandard and overcrowded accommodation increasing their vulnerability. According to the latest UNHCR home visits (2016): 28 percent of Syrian refugees are living in substandard shelters, including 8 percent living within informal settlements. Out of the total refugee caseload in urban areas, 14 percent are living in one room and 12 percent are in houses with more than 4 individuals per room.

The entire out of camp refugee caseload include 20 percent in accommodations that do not provide basic protection from the elements and 28 percent have leaking roofs, damp or moldy buildings. In addition to the threats of evictions, and protection, substandard housing also affects the health of the residents including respiratory infections, asthma¹³.

II. Interventions Addressing Identified Needs and Vulnerabilities

Host community (Resilience):

With generous contribution from Governments of Switzerland and Denmark, the United Nations Human Settlements Programme (UN-Habitat), together with the Ministry of Public Works and Housing (MOPWH), has implemented the first phase of Jordan Affordable Housing Program (JAH), a private sector funded solution to provide affordable housing for lower-middle income Jordanians as owners and vulnerable Syrian refugees and Jordanian families as renters. An extensive Affordable Housing Demand Survey was undertaken in eight governorates and in-depth analysis of the financial sector in Jordan that has confirmed ability and capacity to provide suitable financing. An agreement was reached to participate in the JAH programme from eleven financial institutions in Jordan and pre-qualified letters were issued to qualified citizens. A national design competition was launched with the Jordan Engineers Association to design housing that is innovative and locally suitable. The construction of 14 Demonstration units in four different locations through the Jordan Construction Contractors Association is completed. Following the successful initiation of the first Pilot Project in Ramtha, around 900 citizens indicated their interest to participate in the program.

Host communities (Refugees)

A combination of interventions targeting shelter needs of refugees living in the host communities has been implemented since the start of the refugee influx. As outlined in the sector objectives, these projects include interventions such as (1) targeted cash for rent for extremely vulnerable Syrian

⁹ Inter-Agency, Baseline Report, Vulnerability Assessment Framework, May 2015

¹⁰ NRC home visits, 2015

¹¹ CARE international assessment

¹² UNHCR, Living in the Shadows – Jordan Home Visits Report 2014, January 2015.

¹³ http://www.euro.who.int/__data/assets/pdf_file/0003/78636/Damp_Mould_Brochure.pdf





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refugees and Jordanians, (2) support the increase in the number of housing units through the completion of unfinished housing units and (3) the upgrade of substandard housing units in urban and rural areas. These interventions support both refugee and host communities in addressing immediate shelter needs. They are also targeted interventions, where selection and prioritization are based on clearly developed vulnerability criteria. According to the latest vulnerability assessments, 25% of Syrian refugees living in host communities are extremely shelter vulnerable and in dire need of assistance.

Refugee camp setting:

The 2015 JRP Refugee Shelter Response Plan highlights the continuing need to invest in additional camp extension works, land development, infrastructure works, construction of new basic service facilities and additional shelter units. Eleven projects have been proposed costing a total of US\$ 83.5 million. To date interventions valued at USD 7.1 million have been initiated or approved, covering 8.5 % of the requested amount.

Since its establishment in 2012, over 400,000 refugees have passed through the refugee camp of za'atari. Currently, the camp is accommodating around 80,000 refugees (13,500 HH), residing in 12 districts. The majority of refugees relocated within the host communities across Jordan, while some voluntarily returned to Syria.

The mobile nature of the refugee population in/out of the camp, coupled with continued new arrivals up to April 2014 when Azraq Camp was established, disrupted infrastructural planning and assistance delivery as refugees tended to change their locations within the camp very frequently.

In order to improve the camp infrastructure and upgrade refugee shelters, UNHCR has maintained the grid system of Za'atari on the masterplan, creating blocks and streets to clarify the skeleton and land use, facilitating communication within the community by creating a community structure. The restructuring plan for all settlements within the camp has been recently implemented this year, prior to the ongoing infrastructure projects such as waste water, water supply, road and electricity networks. The result of the project includes the implementation of an address system for every household, and mapping their boundaries on the masterplan.¹⁴

Za'atari Refugee Camp:

- 2,343 emergency shelters (tents) provided
- 2,738 semi-permanent shelters (pre-fabricated caravans) installed
- 683 (new design) prefabricated caravans installed
- 1,583 households relocated under the ongoing restructuring exercise of the camp

In April 2014 the second largest site, Azraq Camp, was opened with an initial capacity of some 54,000 individuals. Four villages (Village II, III, V, VI) have been constructed with concrete flooring added to the Transitional-shelters (caravans). Two market areas with various community facilities were established. The existing villages can be extended to accommodate an additional 13,000 to 15,000 refugees and the construction of additional villages is also possible should the need arise.

¹⁴ UNHCR, Camp Restructure Project Zaatari Refugee Camp, April 2016.





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Azraq Refugee Camp:

- 5,710 of existing shelters and associated facilities upgraded
- 815 transitional shelters (T-Shelters) constructed
- 9,735 existing T-shelters improved through the provision of concrete flooring
- 2,068 existing T-shelters improved through maintenance works
- 7,613,116 m² of site developed in accordance with final designs
- 60m bridge, connecting villages three and six, constructed
- 1,640 m of drainage culverts installed
- 1,500 m² multipurpose area including gymnastic areas and football pitches constructed
- 224 m² of shades installed
- 2,500 m² of sealcoat roads
- 200m of fences

III. Unmet Needs and Vulnerabilities

There is still a wide gap between demand and supply in the housing sector that requires an accelerated response by the public and private sectors to provide additional affordable housing units for both vulnerable Jordanians and Syrian refugees. To complement humanitarian and development interventions, a housing profiling is needed to inform the coming work on updating the housing strategy a program of legal, institutional and policy reform is also required to which will address some of the long-term structural challenges in the housing sector. This new strategy will concretely demonstrate how humanitarian and development issues can be linked within a specific sector.

In urban areas, the lack of adequate housing coupled to insecurity of tenure and high rental costs has forced the majority of the Syrian refugees to live in sub-standard accommodation. There is a need to continue upgrading such substandard and protect their rights when many Syrian refugees living in rented accommodation, lack basic security of tenure and are at risk of eviction. Despite pressing and obvious shelter needs in urban areas, not many agencies are able to provide tangible assistance. In 2015 the sector comprised 12 actors; dropping to 6 appealing partners for 2016. The lack of a targeted campaign advocating for funds has resulted into the Shelter Sector appeal to be only 18% funded for host community programming.

With regard to the existing refugee camps, living conditions in both Za'atari and Azraq Camps require improvements. The camps are overcrowded and require upgrading and the construction of additional infrastructure, including: roads, drainage structures, graveling, shelter improvements, and markets. Maintenance of pre-existing infrastructure, shelters and basic service facilities are also necessary as are winterization upgrades. Depending on the flow of refugees to Azraq camp, it may also be necessary to increase capacity by expanding and upgrading existing villages and/or the construction of additional villages.

Furthermore, in both camp and urban/rural settings, it is vital continuing to address individually the needs of(WGBM) and people with specific needs (such as those with disabilities, female headed





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households and the elderly) and also take into consideration cultural sensitivities such as privacy, family linkages and origins.

IV. Recommendations

- Resilience-based interventions, such as the program for affordable housing to boost supply for affordable housing units in the mostly affected governorates, (including but not limited to Irbid and Mafraq), and Jordan Housing profiling program are designed to complement expected humanitarian shelter programming.
- If the numbers of refugees in camps continues to grow, investment in upgrading existing shelters and in additional camp extension works must be considered. This includes investments in land development, infrastructure works and construction of new basic service facilities.
- Invest in infrastructure upgrades in the existing villages and districts in Azraq and Za'atari consecutively. In Za'atari, this includes construction of internal service roads, maintenance of camp infrastructure, and replacement of damaged prefabricated caravans and winterization activities. In Azraq, this includes the maintenance of existing shelters and installations; improvements to existing shelters (kitchen and bath units adjacent to each shelter, shade area, home gardening); expanding existing market areas; upgrading roads and improving accessibility between villages (new elevated roads, pathways, etc.).
- In urban areas recommendations include upgrading housing in poor condition and completing unfinished buildings with the intention of providing adequate, secure shelter for Syrian refugees and vulnerable Jordanians and also support Jordanian landlords.
- Provide targeted conditional cash for rent to extremely vulnerable Syrian refugees in urban areas.
- Distribute home adaptation kits and develop a winterization strategy for shelters that are not insulated or protected against damp and cold.
- Raise awareness on lease and rental laws targeting both Syrian refugees and Jordanian landlords.
- Encourage resilience and innovation by integrating energy saving, such as solar panels and passive cooling systems; and water saving tools, such as tap fillings, into the shelter response.
- Continue to link with Protection sector on eviction referrals and prevention, link with WASH sector on upgrading toilets, kitchens and municipal connections, link to Health sector on the reduction of health hazards caused by inadequate housing conditions.

