

**United Nations (UN) and Partners
Humanitarian Response for Syrian Refugees in Jordan**

**Inter-Agency Task Force (IATF)
Basic Needs Sector Gender Analysis Report**

May, 2017

Basic Needs Sector Gender Analysis Report

May, 2017

Prepared by:

Basic Needs Sector Gender Focal Points

Ruba Saleh (Coordination Associate – Basic Needs UNHCR, Jordan)

Email: salehru@unhcr.org

Sana Qasmieh (External Relations Manager- ACTED, Jordan)

Email: sana.qasmieh@acted.org

Gender Analysis Support Team:

Lillie Rosen (Economic Recover and Development Manager – IRC, Jordan)

Email: Lillie.Rosen@rescue.org

Dana AL Ahmad, (M&E Officer – DRC, Jordan)

Email: dana.alhamad@drc-jordan.org

With the Technical Support of:

Simon Peter Opolot

Senior GenCap Adviser, UN and Partners, Jordan (Email address: opolots@unhcr.org;

opolot1@un.org)

Table of Contents

Acknowledgements	3
Abbreviations	4
Executive Summary	4
1. Introduction	5
2. Objectives of the Gender Analysis	7
3. Methodology	8
3.1 Data Analysis	8
4. Findings.....	9
4.1 Selection of targeted population by the Basic Needs sector.....	9
4.2 Refugee Community Practices, Cultural and Social roles and Responsibilities	9
4.3 What Refugees had before the Crisis, and how these have changed as a result of the Syrian conflict	10
4.4 Basic needs of Specific groups and Persons.....	12
4.5 Key Performance Indicators	12
5. Conclusions.....	15
6. Recommendations	16
7. Appendices	16
Appendix I: Basic Needs Sector Partners	17

Acknowledgements

This report is the work of the Inter Agency Task Force (IATF) Basic Needs Sector Gender Focal Points, IRC and DRC with the technical support of Senior GenCap Advisers Simon Opolot, who guided the design and implementation of the study and data analysis until Nov 2016. The team would like to thank Basic Needs sector partners for availing the documents used in the literature review component of the gender analysis, and the members of Basic Needs Sector Working Group (BNWG) for supporting the process of generating primary data for the gender analysis through organizing and conducting FGD.

Lastly, this acknowledgement would be incomplete without special appreciation of Volker Schimmel (UNHCR) and Elias Jourdi (NRC) (BNWG Coordinator-2016); Elizabeth Barnhart (UNHCR) and Fanny Marchand (PU-AMI) (BNWG Coordinator-2017) and the Sector Gender Focal Points Network (SGFPN) Co-chairs - Yukiko Koyama (UNHCR) and Katia Urteaga Villanueva (UNICEF) - for their leadership oversight during the gender analysis process.

Basic Needs Sector Gender Focal Points:

Ruba Saleh

Sana Qasmieh

Abbreviations

(Fill in all abbreviations – Table will be discolored after)

WASH	Water, sanitation and Hygiene
NFIs	Non-food items
HYG	Hygienic
VAF	Vulnerability Assessment Framework
PWD	Person with disability
PDM	Post Distribution Monitoring

Executive Summary

The protracted Syria Crisis, now nearing the end of its sixth year, has forced millions of Syrians to seek refuge in the neighboring countries of Jordan, Lebanon, Turkey and beyond. Since 2011, approximately 659,828 Syrians (as of May 2017) are living in Jordan, placing further strains on Jordan's already fragile economy and public services.

As the crisis becomes increasingly protracted, social and economic factors are continually changing and influencing the overall ability of refugees to secure their basic needs. In situations of displacement, such as has been created by the Syrian crisis, there is always loss of personal property. Very often people flee with little other than the clothes they are wearing. Refugees in Jordan often arrive with very few possessions and are not prepared for their new situation. The majority of displaced families have used any savings or sold any assets they may have had when fleeing Syria.

With limited stable livelihood opportunities in Jordan, Syrian refugees face obstacles to developing long-term resilience and self-sufficiency. This depletion of resources means that since

the onset of the crisis, vulnerable Syrian refugees are struggling to cope with the tremendous hardship of covering their own basic needs.

This gender analysis was conducted to assess the gender dimensions of the Basic Needs Sector and the challenges that Syrian refugees have encountered in Jordan. Refugee population demographics were analyzed together with refugee community practices, cultural and social roles and responsibilities for females and males. In addition to analyzing the special needs of elderly and persons with disabilities.

The research methodology included desk review and organization of Focus Groups Discussions (FGDs) with Syrian refugee women, men, girls and boys in Zaatari camp and in urban settings in Mafraq and Karak to better understand if displacement has caused any shifts in the gender aspects and power dynamics within households among female and male members of the family. These FGDs were organized with the support of BNWG members mainly UNHCR, UN Women, ACTED and DRC.

The following recommendations are presented for gender-sensitive delivery of humanitarian assistance in the basic needs sector

1. In Urban

- To continue the current Gender sensitive approach of targeting and providing cash assistance to the most vulnerable group as it preferred by the refugees and can be better utilized to address their own basic needs.
- Linkages between basic needs and other sectors such as livelihoods, food security and WASH to be strengthen, taking into consideration the gaps of funds and limitation of assistances and the needs to shift to more sustainable income generating activities.

2. In Camps

- To consider the gradual shift to cash assistance to replace the delivery of NFI. Meanwhile further attention to be paid to persons with disabilities, elderly; males and females, in addition to infants, boys and girls to ensure that their basic needs are fully met and considered, e.g. diapers for both elderly, for persons with disabilities and infants is a regular need and it is not distributed in enough quantities to cover the family's needs in camps.

I. Introduction

The protracted Syrian crisis, now in its seventh year, continues to force Syrians to seek refuge in the neighboring countries of Jordan, Lebanon, Turkey and beyond. Jordan like other host countries is bearing the brunt of the crisis. As of March 2017 approximately 657,000 Syrian refugees have been registered with UNHCR Jordan, putting immense strain on already scarce resources, and intensifying competition for basic services.

In Jordan, around 78.5 % of Syrian refugees live outside camps in rural and urban areas, with the higher concentration percentage in Amman (28%), Irbid (21%) and Mafraq (12%) governorates.

Demographics of Syrian refugees show that women represent 51 % of total Syrian population, out of which 25.8 % are adult women and 24.8% are Girls¹. This shows that women represent half of the Syrian refugee community, as such; gender aspects require further attention to be incorporated into the design, implementation, monitoring and evaluation of both quality and impact.

It is important to consider the cultural background for the Syrian refugees, level of educational and previous occupation when designing, implementing and monitoring projects for refugees. Statistics show that 42 % of the Syrian population are originally from Dara'a, 16 % from Homs and 12 % from Rural Damascus². Out of the total Syrian population 78% of Syrian reported having access to Education in Jordan³. 36% of the registered female Syrian refugees reported being housewives in Jordan? As occupation⁴.

In situations of displacement, such as has been created by the Syrian crisis, there is always loss of personal property. Very often people flee with little more than the clothes they are wearing. Refugees in Jordan often arrive with very few possessions and are not prepared for their new situation. In addition to food, refugees need basic life-saving non-food items (NFIs) for their survival, including items such as blankets, sleeping mats and plastic sheets to safeguard them from rain, sun, wind, cold weather and other environmental conditions⁵. Kitchen sets, including pans, plates and spoons, are essential items for every family. Soap and washing powder are necessary to ensure personal hygiene, and jerry cans are needed to collect drinking water and to keep it safe from contamination. Clothes or material for making clothes and shoes may also be needed. In addition, women and girls need sanitary supplies.

Interventions in this regard should involve identification of vulnerable individuals with specific needs, such as unaccompanied minors, elderly, women at risk, pregnant and lactating women, victims of trafficking and persons with disabilities. Children, too, have specific needs, especially those who have been orphaned and require baby food, clothes, diapers, etc. The data from "Vulnerability Assessment Framework (VAF) October Baseline Assessment 2015 of Refugees Living in Urban Areas" show that economic vulnerabilities continued to rise for Syrian refugees in 2016, with, 89 per cent of Syrian refugees out-of-camps are living below the Jordanian poverty line.

¹ External Statistical Report on UNHCR Registered Syrians as of 15 March 2017, UNHCR information sharing portal for Syria regional refugee response

² Ibid.

³ Education Fact sheet, <http://data.unhcr.org/syrianrefugees/documents.php?page=4&view=grid&WG%5B%5D=73>

⁴ Occupational Fact Sheet, <http://data.unhcr.org/syrianrefugees/documents.php?page=4&view=grid&WG%5B%5D=73>

⁵ IASC, 2016.

The Basic Needs Sector brings together partners from camp and non-camp settings working on the delivery of basic needs items, including the monetized assistance. The sector effectively merges the Non-Food Items (NFI) and the Cash Assistance Sectors in 2015. The monetized assistance also includes broader unconditional cash interventions addressing the needs of Syrian women, girls, boys and men in the context of Jordan. The main approach of the Basic Needs sector is to support and strengthen the link between emergency assistance and durable solutions in responding to the humanitarian crisis. The sector is maintaining a platform such as Refugee Assistance Information System (RAIS), Common Cash Facility (CCF), and Vulnerability Assessment Framework (VAF) for all partners and stakeholders to coordinate their response through information sharing, developing of the needs based standards and avoiding overlapping of support, providing monitoring of equal access of women, girls, boys and men to assistance

Addressing the basic needs of women, girls, boys and men vary according to culture and context and should correspond to the needs of the affected population and the climate. For instance, sanitary towels and/or women's hygiene kits should be standard parts of NFI packages, but the types of items included may vary. Thus, before packs are put together it is important that service providers identify what the needs are, and which types of feminine hygiene materials are most appropriate. This requires consulting with the women to find out their current practices and preferences.

The gender analysis should establish (i) Refugee population demographics; (ii) Refugee community practices, cultural and social roles and responsibilities in relation to Basic Needs; (iii) What people had before the crisis; and (iv) the basic needs of specific groups and person and (v) review Gender Key Performance Indicators (KPIs) in the Basic Needs Sector M&E System.

2. Objectives of the Gender Analysis

In this document the Basic Needs Sector Gender Focal Points in collaboration with sector partners undertook situational gender analysis to find out effects and impact of the Syrian conflict on gender dynamics and change of roles and relations between men and women within households.

The gender analysis also generates gender related data/information to inform design, implementation, monitoring and evaluation of interventions in the Basic Needs sector to make sure that gender mainstreaming is integrated in all stages of the projects lifecycle.

The specific objectives of the gender analysis are to:

1. Understand and assess the current gender perspectives and views of the targeted populations and what are the factors that impact / affect these gender perspectives.
2. Assess refugee community practices, cultural and social roles and responsibilities in relation to Basic Needs

3. Identify what refugees had before the crisis, and how these have changed as a result of the Syrian conflict.
4. Establish the basic needs of specific groups and persons.
5. Review Gender Key Performance Indicators (KPIs) in the Basic Needs Sector M&E System.

3. Methodology

Quantitative and qualitative methods were used to answer gender analysis questions. Data was collected using different methods including desk review (extracting both quantitative and qualitative information), Focus Group Discussions (FGDs) in camps and urban areas with men, women, girls and boys.

In addition, quantitative data obtained from VAF⁶ including the finding of women at risk represent around 3 % of total Syrian refugees' population. Children at risk group represent 7 %. 24.8 % of total registered Syrian refugees are teen females aged 0-17 years old.

With regard to the Focus Group Discussions (FGDs), 10 FGDs were conducted by the basic needs sector partners, 3 FGDs in Zaatari camp, 4 in Mafraq and 3 in Karak. The total of 100 individual out of whom are 60 % females and 40 % males attended the focus group discussion as targeted women, men, girls and boys aged 18-30 years old and more than 30 years old in separate settings, with the aim of understating how the civil war in Syria and displacement has affected the roles, responsibilities, relations and power dynamics of each group and among each other.

3.1 Data Analysis

Qualitative data from FGDs was categorised at gender analysis objective level with analysis of trends in each objective - by grouping similar responses on each gender dimension. Quantitative methods were used to analyse the data with tabulations and frequencies to supplement the qualitative data. Triangulation of these methods was used to confirm validity of data and reliability was ensured through use of standard data collection tools.

4. Findings

⁶ VAF Statistical report from UNHCR interagency portal – March,2017

4.1 Selection of targeted population by the Basic Needs sector

The Basic Needs sector identified the use of coping strategies, high dependency ratios, high levels of debt and a low level of expenditure per capita as the critical elements contributing to a risk of increased vulnerability⁷. Families who exhibit these characteristics are considered to be unlikely to be able provide for their Basic Needs and would therefore be in need of sector specific assistance packages. High levels of debt per capita, low levels of expenditure per capita, high dependency ratios and the adoption of crisis or emergency coping mechanism make families vulnerable in this sector.

Many families have depleted all assets and are living in unfurnished or semi-furnished apartments without access to regular income or financial support that would allow them to manage their own needs. Using VAF allows the Basic Needs sector to prioritize the assistance to the most vulnerable.⁸

In Jordan, More than 406,762 individuals were reached with multi-purpose cash assistance. Basic Needs Partners were able to provide enhanced winterization assistance to more than 350,000 individuals. The assistance included winterization cash assistance, in-kind donations and shelter maintenance. Basic Needs partners provided NFI support to approximately 141,045 individuals in Zaatari and Azraq Camps.

4.2 Refugee Community Practices, Cultural and Social roles and Responsibilities

The focus group discussions conducted by ACTED, DRC and UN-Women in various locations whether in Zaatari camp or urban areas in Mafraq or Karak, have unveiled that the crisis in Syria has played a substantial role in changing what the family expects from both women and men in terms of roles and responsibilities.

The FGDs conducted have revealed that men or boys go most of the times to collect the distributed basic needs as there are not well-organized segregation among males and females at the distribution points.

Women and girls start to get more involved in social and economic life. Many started working outside the home in farms and other types of businesses. Support the male members in buying food stuff from shops. However, there are many restrictions to work of women given certain conditions when the work place is far away from home. Shifting in roles and responsibilities of women and girls at household level has been associated with some protection risks that should be supported by the relevant protection actors.

⁷ VAF Sector Tree Review 2016

⁸ VAF score for vulnerabilities as follow: 1 = Low vulnerability , 2= Moderate vulnerability , 3 = high vulnerability , 4 = Severe vulnerability

4.3 What Refugees had before the Crisis, and how these have changed as a result of the Syrian conflict

Syrian refugees themselves indicated to the assessment teams of basic needs sector partners that their living conditions and well-being was better and much easier when they were living in Syria before the crisis compared to their living situation in Jordan after displacement, though they have been receiving assistance and support from many humanitarian organizations.

Before the Syria crisis:

The situation was pretty better, where all of them were having houses, lands and private WASH facilities, access to water and sanitation network, enough and good water quality. Also they got used to purchase brand new clothes in Syria. Had all of what they need from hygienic items such as soap, shampoo, cleaning materials, towels and others They were also doing household farming and consuming the vegetables that they were growing in their gardens and therefore, do not purchase from outside markets.

The men were the ones mainly responsible of securing the income for the household in Syria and they were working in various jobs, mainly farming; governmental sector, some had their own shops. As such, the socioeconomic situation was much better back home in Syria before displacing to Jordan.

After the Syria crisis and displacement to Jordan:

Based on VAF statistics 41,000 cases are considered vulnerable and in need for financial support. Findings from UNHCR post monitoring exercise for vulnerable cases receiving cash assistance revealed that 85% the received cash assistance is spent on covering the house rent, utilities and Household Items The decision of spending the assistance is most often taken by the head of the household with consultation with other household members⁹.

As the conflict in Syria is in its Six year, millions have been displaced internally inside Syria and externally in nearby countries. In a study conducted by Care International in March, 2016, it was found that up to 35 % of households in neighboring refugee -hosting countries are female-headed¹⁰. 22 % of women were active in economic activities in 2010 before the crisis¹¹.

The cultural roles and responsibilities among women and men in Syria are simulated to what they are in the traditional Arabic culture, where men are usually are the ones financially responsible of households while women get used to have the roles of taking care of the family and children.

Six years of civil war and multiple displacements have triggered fundamental shifts in Syrian gender roles and responsibilities, both in Syria and in neighboring countries. Syrian women are seeking more roles to improve their livelihoods especially the female headed households

⁹ UNHCR 2016 Post Distribution Monitoring (PDM) on Cash Based Intervention (CBI).

¹⁰ Factsheet on Syrian women and the struggle to survive five years of conflict by Care International - March, 2016

¹¹ Care International Study on Syrian women and the struggle to survive five years of conflict – March, 2016.

through engagement in economic activities to meet the basic needs of their families from shelter to food to basic non-food items such as winterization kits.

There are close linkages between basic needs and livelihoods sectors, where women and girls started gaining more roles and contributions in economic activities, especially in agriculture in Jordan to support increasing the income of their families and thus addressing their basic needs..

Generally speaking, women and girls face specific vulnerabilities during flight as a result of forced displacement due to the wars and conflicts. Some of which includes; Increased risk of sexual and gender based violence and lack of gender sensitive services and humanitarian assistance. The changes in the roles among men and women have had an impact on the relations among the couples at households and it may lead to some problems due to the changes in the power dynamics, mainly the gender based violence. However, none of the women participated in the FGDs expressed that they have suffered from GBV or any kind of domestic violence due to their enrollment in economic activities outside their homes. The FGDs did not really cover the subject of GBV and if it was faced by the targeted women.

Inadequate assistance may result in women prioritizing the needs of their husbands and children to the detriment of their health and well-being¹². Difficulties in providing support to populations in camps and transit areas: lack of clear information, lack of time and privacy to build trust with women may hamper women and girls from accessing basic services and leaves them more vulnerable.

Restricted access to livelihoods due to the war and the displacement of Syrian refugees have opened windows to make shifts in gender roles and acceptance for the participation of women in social and economic life. The length and nature of the conflict itself enforced families to switch from their traditional thinking and accept for women to have more access to services such as education, markets and jobs.

ACTED, a key WASH actor in Zaatari could succeed in breaking cultural taboos through awareness and sensitization campaigns of the social mobilization team that could convince women to join the activity of incentives based volunteering (IBV) cleaning activity. Currently, 30 % of the community cleaners in Zaatari camp are women, who accepted to enroll in this work to make living and purchase basic needs for their households such as food items, hygienic kits and other basic items.

¹² GSDRC Helpdesk Research Report.

4.4 Basic needs of specific groups and persons

The focus groups discussions with Syrian refugees have shown that different groups have different needs. Women should have access to certain hygienic items and tools regularly such as the hygienic kits.

There are specific types of clothes and shoes needed for women, men, boys and girls to suit the season and cultural norms, especially for women, where women need to get dignity clothes such as long dresses and scarves. Other items were missing in the packages being distributed is the underwear for both sexes and all ages. Size of shoes and color of clothes were issues for the refugees, where the kit should include various sizes of shoes to fit the different needs of the family members. Also, they prefer dark color for the clothes, so they sustain the bad conditions in the camps and do not need to clean them more often.

Most families cannot afford to buy them or buy used ones due to cash shortages. It has been mentioned that none of the organizations have distributed diapers for elderly people and which are needed by many families and are very expensive to purchase. Therefore, cash modality can represent a good solution, so every family use the cash assistance to meet its specific needs and priorities.

Disabled people receive some attention from certain organizations, but still many of their basic needs are not met yet. Babies and infants need to obtain milk formulas and baby napkins. Most families complained about shortage of milk and infants supply for them. Distribution sites are safe for targeted people, but most of the time, distance is a problem, and most sites are far away from where people live especially in urban areas where transportation is not provided and the distribution points are far away to carry all of the items being granted to the family. In addition, distribution points in camps are crowded and do not provide seats, so people keep standing during the distribution.

Out of the 41,000 cases considered vulnerable and in need for financial support based on VAF assessment; 42 % are Women, 15 % are Elderly and 6 % are Person with disabilities¹³.

4.5 Key Performance Indicators

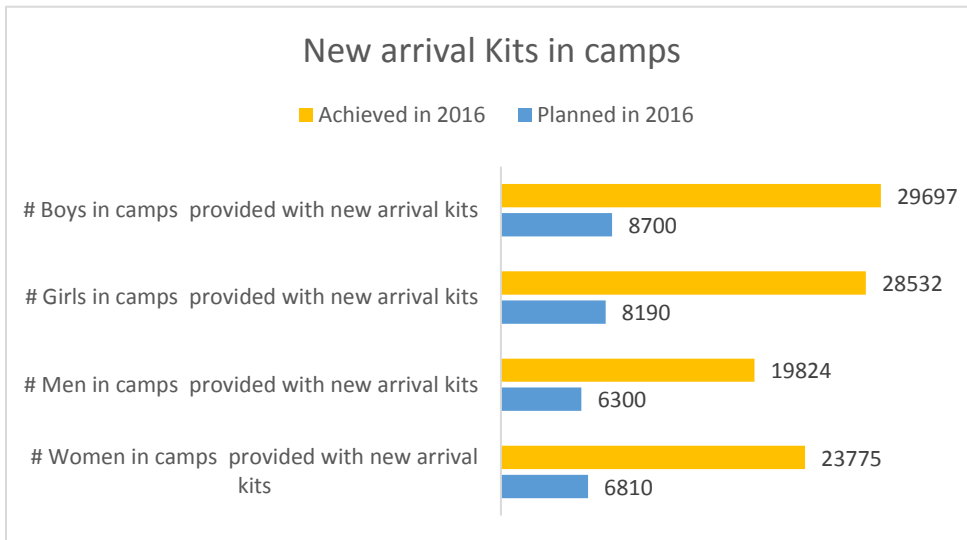
The reporting of Basic Needs indicators on the M&E system (Activity info for Inter-Agency appeal partners') considered to be gender sensitive as it provides statistics related to the services provided to women, men, boys and girls.

The basic needs key project covers camps and urban settings. In 2016, the reporting of activities of Basic Needs sector revealed the following in terms of gender sensitivity:

Camp Interventions

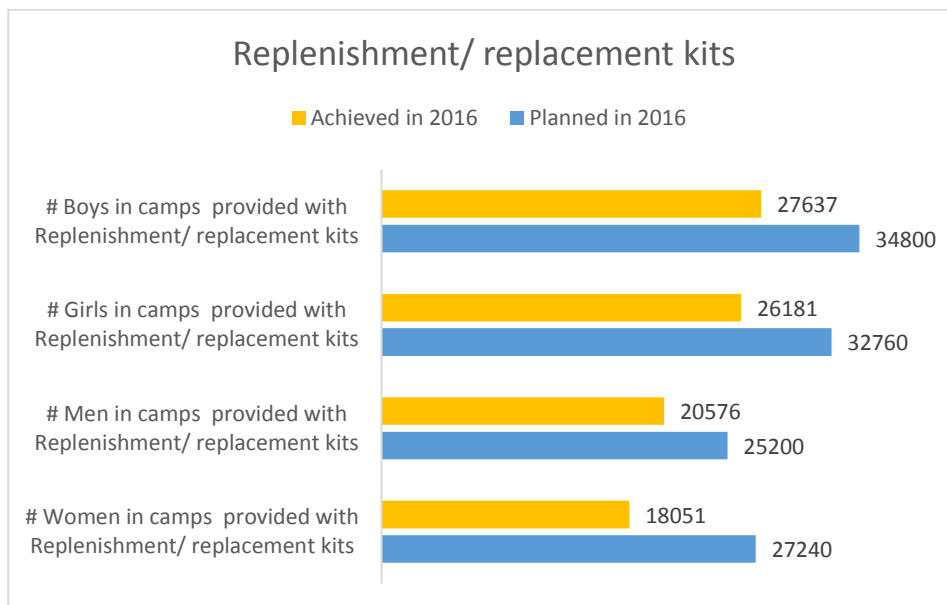
¹³ Data obtained for UNHCR –VAF assessments as of March 2017.

1) New Arrival kits in camps: includes Non-Food items such as mattresses, blankets, stoves, gas cylinder, solar lanterns and hygiene kits. In 2016, the Basic needs sector provided this intervention to approximately 101,828 individuals.



The number of achievement was much higher than the planned target, due to the entry of new arrivals in Azraq camp from border

2) Replenishment/Replacement kits – A quarterly assistance provided to cover for depleted item such as dippers, sanitary napkins, hygiene kits and fuel.



The achievements were lower than the planned target. This intervention was not effectively implemented as planned as the focus was shifted to cover the needs of newly arrival refugees in Azraq camp as above

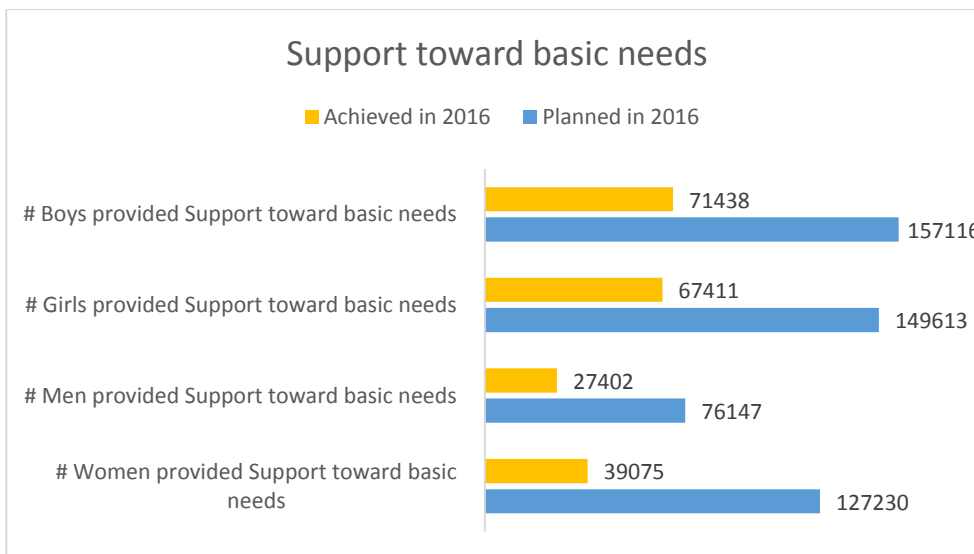
3) Winterization needs in camps – Non Food items and Standard winterization cash assistance based on the winterization task force guidelines.



The number of achievements were much higher than the planned target, due to the need to cover the winterization needs of newly arrived refugees in Azraq camp.

Urban Interventions

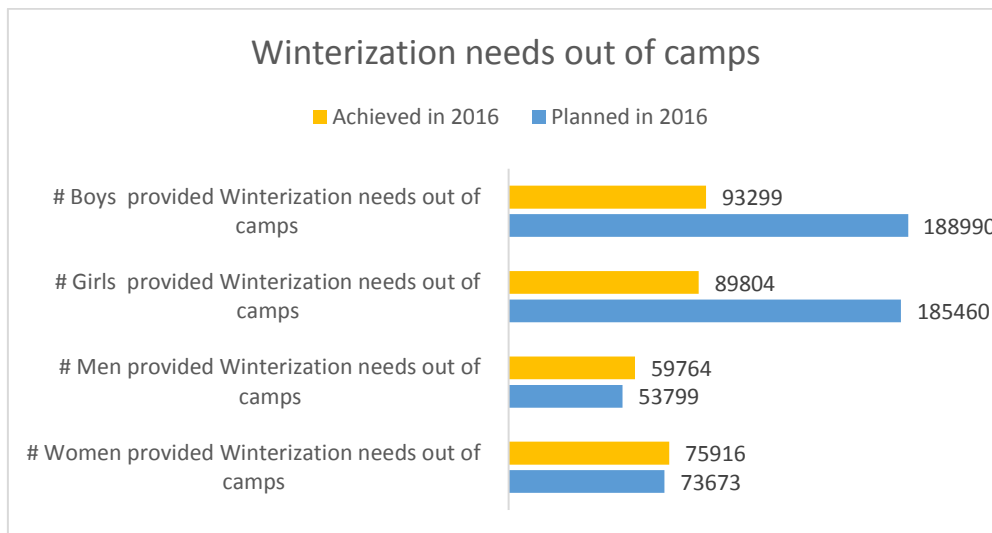
1) Support toward basic needs – provision of multipurpose cash assistance cash assistance in Urban



Gap of funds for this intervention affected the sector ability to respond effectivity to the needs of the most vulnerable individuals residing in urban.

Only 74% of the planned budget were received to support the delivery of multipurpose cash assistance.

2) Winterization needs out of camps – standard winterization cash assistance based on the winterization task force guidelines.



Only 65% of the planned budget were received to support the delivery of winterization assistance in Urban, thus affecting the sector ability to provide support to the vulnerable girls and boys in urban as planned by the sector.

5. Conclusions

The focus group discussions organized by the partners of Basic Need Working Group in Zaatari camp and in urban areas in Mafraq and Karak has revealed that substantial changes took place due to the Syrian crisis on the social and cultural norms, roles and responsibilities of men and women, where engagement of women in the public life, especially in livelihood and economic activities has been accepted and even supported by male family members.

In short, the Syrian crisis and the displacement of families have led to notable changes in the traditional roles of women and men at household levels. Women are more empowered and men are getting more supportive and understanding of increasing involvement of women in the public life.

Next gender analysis is recommended to investigate the following issues, and which were not addressed in this gender analysis; mainly they are:

1. How these changes in the roles of women and men at households have affected the family relations and dynamics, and if they led to any tensions or domestic violence
2. For cash based interventions, who prefers this modality, and if it is gender based preference.

3. Concerning the cash based assistance delivered by the humanitarian organizations to the Syrian refugees. A research is needed to find out the share of decisions among the household members regarding the types of items / services that will be purchased using the cash being distributed as part of the emergency assistance programmes.

6. Recommendations

3. In Urban

- To continue the current Gender sensitive approach of targeting and providing cash assistance to the most vulnerable group as it preferred by the refugees and can be better utilized to address their own basic needs.
- Linkages between basic needs and other sectors such as livelihoods, food security and WASH to be strengthen taking into consideration the gaps of funds and limitation of assistances and the needs to shift to more sustainable income generating activities.

4. In Camp

- To consider the gradual shift to cash assistance to replace the delivery of NFI. Meanwhile further attention to be paid to persons with disabilities, elderly; males and females, in addition to infants, boys and girls to ensure that their basic needs are fully met and considered, e.g. diapers for both elderly, persons with disabilities and infants is a regular need and it is not distributed in enough quantities to cover the family's needs in camps.

7. Appendices

Appendix I: Basic Needs Sector Partners

Refugee Camp	Partners
Zataari	UN Women
	UNHCR
	UNICEF
	ACTED
	NRC
Azraq	ACTED
	UNHCR
	UNICEF
	DRC
	CARE
	NRC
	ACF
	ACTED

Mafraq	UNHCR
	Save the Children
	OXFAM
	JHCO
	CARE
	PU-AMI
	IRC
	IOCC
	ICMC
	Caritas
	MEDAIR
	UNICEF
	INTERSOS
	WVI
Irbid	ACTED
	UNHCR
	Save the Children
	OXFAM
	JHCO
	GRC
	CARE
	UNICEF
	MEDAIR
	NRC
	WVI
	ACF
	Caritas
	CARE
	IRC
ICMC	
IOCC	
Zarqa	DRC
	AVSI
	UNHCR
	CARE
	Caritas
	IOCC
	MEDAIR
	UNICEF
	Save the Children
PU-AMI	
Cyber City Refugee Camp	ACTED