

One refugee approach : Persons of Concern from Countries Other than Syria Jordan Protection Working Group Guidance Note

July 2019

INTRODUCTION

Faced with the magnitude of the Syrian refugee crisis and its large caseload of 664,330¹ registered Syrian refugees, humanitarian actors and the Government of Jordan have undertaken since 2011 a major international response to meet the critical needs of Syrian refugees. Refugees and asylum seekers from countries other than Syria, however, constitute a significant part of Jordan's refugee population: totaling more than 90,000 individuals, these other refugees' groups represent a major humanitarian challenge and have protection and assistance needs and dynamics that differ in important ways from those of the larger Syrian population. As of June 2019 UNHCR, counts 67,551 Iraqis; 14,633 Yemenis; 6,138 Sudanese; 775 Somalis; and 1,710 refugees and asylum seekers from other nationalities in Jordan², in total 90,807 individuals.

Despite high levels of vulnerability and often protracted refugee situations, these "non-Syrian" refugee populations have received comparatively less focus from state actors, including donor agencies, on the one hand, and humanitarian organizations, such as United Nations agencies, and national and international NGOs. Unequal access to basic assistance including medical services and primary education have been raised as concerns by advocates, communities and humanitarians, providing opportunities to ensure that the aid framework in Jordan is adapted and responsive to the conditions and needs of all refugees residing in Jordan, without discrimination on the basis of nationality.

The objective of this guidance note is to provide background information on refugee populations in Jordan from countries other than Syria, and to highlight ways in which the protection and assistance available to such refugees may differ from that for Syrians. Recommendations for changes and improvements in programming and policy are provided for NGOs, UN agencies, donors and the Government of Jordan, to better ensure an impartial and comprehensive approach to refugee needs in Jordan.

This Guidance Note provides an overview of the protection and assistance context for refugees from countries other than Syria in Jordan. It does not provide a granular analysis of the demographics, needs, or assistance provided to these diverse and varied populations, in part due to the limited publicly-available data on these groups (a gap that in itself suggests the degree to which the situation and needs of these refugee groups have been under-emphasized). Those interested in more detailed analysis are recommended to read the increasing number of reports produced by a variety of NGOs and other advocates, many of which are found in the citations in this guidance note. Much appreciation is due the authors of these reports, which contribute greatly to our understanding of the broader refugee context in Jordan. A second limitation to be noted concerns Palestinians in Jordan; Palestinians are generally not the focus of this paper, although many of the conclusions and recommendations herein may be relevant to the Palestinian communities in Jordan, either in whole or in part.³

¹ UNHCR, <https://data2.unhcr.org/en/situations/syria/location/36>, accessed on 01 July 2019.

² UNHCR, June 2019.

³ The issue of Palestinian refugees in Jordan is a complicated one, and is not addressed directly in this Guidance Note, although core messages may be relevant to Palestinians in Jordan, whether UNRWA-registered Palestinian refugees with Jordanian nationality, Palestinian Refugees from Syria (PRS), ex-Gazans, or other components of the more than 2 million Palestinians living in Jordan. It is noted that in particular the situation and needs of Palestinians in Jordan who do not possess Jordanian nationality may be important issues for humanitarian actors to consider and address.

1. HUMANITARIAN RESPONSE IN JORDAN

Jordan has a long and important history hosting refugees on its territory, both from the region and beyond. The country has provided safety to numerous waves of refugees, from an initial influx of refugees from the North Caucasus in the 19th century, through arrivals of Armenians in the early 20th century, Palestinians in 1948 and 1967, Iraqis in 2003 and after, and Syrians in 2011 and onwards. Current populations have been displaced by the Somali civil war beginning in the late 1980s; by the violence and displacement in Sudan's Darfur region; subsequent to the First Gulf War, the fall of the Saddam Hussein regime, and the rise of the Islamic State in Iraq and the Levant in Iraq; and, most recently, due to the ongoing conflict in Yemen. For the largest populations in Jordan, the main factor in their initial displacement and current inability or unwillingness to return is armed conflict and associated persecution, conflict, generalized violence, or other circumstances that have seriously disturbed public order. In each case – Iraq, Yemen, Sudan and Somalia – the conflict is now a protracted crisis, with severe humanitarian ramifications.⁴

The current refugee response in Jordan developed largely as a result of the Syrian crisis. In 2015, the Jordan Response Plan (JRP) was introduced as the main instrument for planning and funding assistance in Jordan for the Syria response crisis, and in 2016, the Government of Jordan and the European Union signed the Jordan Compact, a major funding agreement which aimed to turn the influx of refugees in Jordan into an opportunity for economic growth. While these innovative approaches have had major positive impacts on the humanitarian situation in Jordan, neither the JRP nor the Jordan Compact specifically address Iraqi, Yemeni, Sudanese, or Somali refugee groups. These populations risk being left on the margins of the humanitarian response, 'invisible' to the main funding and planning instruments of humanitarian and development aid in Jordan, if they are not included as part of major planning processes; subject to assessment and analysis; and included in funding calls.

The availability of comprehensive information is a prerequisite for ensuring humanitarian needs are met. During the Syria crisis, humanitarian actors carried out or contributed to many major surveys and assessments to better understand the situation and needs of Syrian refugees. In several important instances these assessments were limited to the needs of Syrian refugees, including UNHCR's Vulnerability Assessment Framework (VAF) Population Survey, JRP sectoral Comprehensive Vulnerability Assessment, and – prior to 2018 – World Food Programme's Comprehensive Food Security Monitoring Exercise (CFSVA).⁵ In a very welcome development, the 2018 the WFP-REACH Jordan Comprehensive Food Security and Vulnerability Assessment for the first time included populations beyond registered Syrian refugees in Jordan, including vulnerable Jordanians, Palestinian refugees from Syria, and other refugee groups. The CFSVA now stands as a baseline and sheds greater light on the complexities of determining vulnerability to food insecurity for these groups, and also offers an example of a way forward towards better ensuring that the needs of all refugee groups are assessed and understood, a critical step towards addressing such needs.

⁴ "The main reason why these refugees had left their country of origin was because of war. A high proportion of Iraqi cases (67 percent) also indicated that they fled as a result of persecution. A lack of basic services in their home countries was also cited by Iraqi (26 percent) and Yemeni refugees (13 percent). In FGDs with Iraqi women, religious persecution was cited as a main cause for leaving. Yemeni men and women FGD participants indicated that their motivation was to search for functioning health and education services and to escape violence. Yemeni men explained that when they left Yemen there were no electricity supplies, phone connections or open hospitals, and malaria and cholera were common. Sudanese FGD participants explained that their motivation for seeking refuge in another country was to escape from insecurity, mass killings, theft and rape." World Food Programme and REACH, Jordan – Comprehensive Food Security and Vulnerability Assessment, 2018, <https://www1.wfp.org/publications/wfp-jordan-comprehensive-food-security-and-vulnerability-assessment-2018>

⁵ World Food Programme and REACH, Jordan – Comprehensive Food Security and Vulnerability Assessment, 2018, <https://www1.wfp.org/publications/wfp-jordan-comprehensive-food-security-and-vulnerability-assessment-2018>



Comprehensive demographic information for Iraqi, Yemeni, Sudanese, Somali, and other refugees is maintained in UNHCR's global profiling and registration tool for refugees (proGres), yet standard data products regularly published on Syrians are not produced for other specific nationalities. Comprehensive and updated demographic data is essential for humanitarian actors to tailor persuasive proposals to address needs or advocate for change. While donors show an increasing and welcome willingness to consider populations beyond Syrian refugees and Jordanian host communities, funding opportunities are at times limited to Syrian refugees.

Project approval procedures pose an additional obstacle to assistance to refugees other than Syrians. Projects targeting Syrians are processed by the Jordan Information Management Platform for the Syria Crisis (JORISS) through MoPIC, representing the vast majority of project approvals. However, such projects to date have been restricted when targeting non-Syrian refugees, with NGOs that want to explicitly target non-Syrian refugees required to submit separate projects for approval either through MoPIC's Secretariat of the Coordination Committee or through another ministry (usually MoSD); where non-Syrian refugees would comprise a fraction of beneficiaries of a project geared primarily for Syrians, the addition of a separate approval process under a different authority poses an obstacle and raises concern about delay.

Combined with the sector-specific concerns detailed below, the above challenges regarding planning mechanisms, assessment, data availability, funding parameters and project approval processes results in a context in which non-Syrian refugees face a more restrictive set of rights and limited access to assistance. Non-Syrians are excluded or under-represented in large-scale UN assistance programs, with non-Syrians receiving an estimated five times less assistance per capita than Syrians from large-scale assistance programs.⁶ A handful of NGOs assist non-Syrians, but several only in small numbers or on an *ad hoc* basis.⁷ According to the UNHCR Post Distribution Monitoring Survey of 2017 (PDM Survey), NGOs were ten times less likely to provide cash assistance to Iraqis and other refugees receiving UNHCR cash assistance than to Syrian refugees receiving UNHCR cash assistance.⁸ As a consequence, the NGOs that target non-Syrians are often over-burdened with referrals from other NGOs and, at the same time, unable to find NGOs able to accept their own referrals of non-Syrian refugees.

Some surveys, including CARE's annual assessment, find non-Syrians similarly vulnerable or, in some cases, more vulnerable than Syrian refugees.⁹ In a UNICEF survey from 2018, the gap between expenditures and

⁶ Mennonite Central Committee "A Three Refugee Approach? Project Approvals for non-Syrian POCs," presentation at JIF CD meeting, June 27, 2018.

⁷ Mennonite Central Committee "On the Basis of Nationality: Access to Assistance for Iraqi and Other Asylum-Seekers and Refugees in Jordan" November 2017.

⁸ UNHCR, "UNHCR Jordan Cash Assistance: Protecting the Most Fragile and Supporting Resilience, Post Distribution Monitoring Report 2017". According to 2017 post distribution monitoring of cases receiving UNHCR monthly cash assistance, 23 percent of Syrian cases also received cash assistance from an NGO, but only 2 percent of non-Syrians received cash assistance from an NGO.

⁹ Iraqis report average monthly expenditures of 239 JD per month compared to 262 JD for Syrians. See CARE International, "8 Years into Exile," August 2018, pp. 95, 98. Similarly, non-Syrian beneficiaries of UNHCR cash assistance report average expenditures 33 lower than Syrians (440 JD compared to 473). See UNHCR "Multi-Purpose Cash Assistance 2018: Mid-Year Post Distribution Monitoring Report for Refugees and Asylum Seekers," pp. 13, 20. For a summary of older data income and expenditures see Mennonite Central Committee, "On the Basis of Nationality: Access to Assistance for Iraqi and Other Asylum-Seekers and Refugees in Jordan," November, 2017, pp. 12 – 15. However, see also the WFP-REACH CFSVA 2018, which found that expenditures of non-Syrian refugee cases aligned with their incomes except among Iraqi cases, whose expenditure was higher than their reported income in both total and per capita terms. (CFSVA, Figure 13, page 70). <https://www1.wfp.org/publications/wfp-jordan-comprehensive-food-security-and-vulnerability-assessment-2018>



income for non-Syrians¹⁰ reached 142 JD, almost four times the gap for Syrian refugees.¹¹ Non-Syrian refugees report high levels of debt accumulation and some resort to harmful coping strategies in order to close the expenditure gap.¹² The most recent CARE survey finds that 3.3 percent of Iraqi refugees report resorting to begging and 2.6 percent report removing a child or children from school.¹³

2. PROTECTION AND ASSISTANCE NEEDS

Iraqi, Yemeni, Sudanese, Somali, and other refugees present high levels of vulnerability across a number of sectors. Differences in legal status and documentation, social challenges including racism and discrimination, limited assistance programming, and few opportunities for legal work lead to daily struggles and low income, which contribute to greater insecurity and to unmet needs in health, shelter, education, and food security. With very few of the refugees from Iraq, Yemen, Sudan or Somalia considering return in the near future (the most recent WFP-REACH survey found that 92 percent were not considering return at the time of the survey, with most fearing dangerous conditions at home), refugees will continue to benefit from Jordan's protection, and will require support and assistance to meet their basic needs and enjoy fundamental rights.

PROTECTION

Jordan is not signatory to the 1951 Convention Relating to the Status of Refugees or the 1967 Protocol Relating to the Status of Refugees, and has not established refugee-specific legislation. Refugees are therefore subject to general provisions of immigration and residency laws, which distinguish between nationalities, facilitating status and requirements depending on the country of origin. As a result, refugees and asylum-seekers may face varying levels of obstacle when seeking to enter the country, gain legal residency, obtain a work permit, receive medical care, or enjoy access to education. Laws concerning legal stay in Jordan can also complicate the status of non-Syrian refugees, who are in most cases already considered no longer in legal stay status in the country, and may have accrued substantial overstay fines as well as prohibitions on legal re-entry to the country, required for some forms of residency. These distinctions in treatment between countries of origin under immigration and related laws are a primary source of difference in rights and status between refugees from various countries, with those from countries other than Syria generally disadvantaged as a result. Rarely in fully legal immigration status and with little chance of obtaining legal employment, refugees from other countries face higher risks of arrest, detention, penalties and in some cases deportation for immigration or labor law violations.

During the Syria crisis, the sheer magnitude of the influx and the pressing need for international burden-sharing and support to Jordan have resulted in a number of positive developments aimed to improve the status and wellbeing of Syrian refugees in the country. The Jordan Compact is the most illustrative example of this process, with gains made in livelihoods (waiver of fees for work permits, expedited procedures, access to legal home-based business), education (access to Jordan's education system), and protection

¹⁰ The Hajati baseline doesn't distinguish between refugees and non-refugees so the category "Other" likely includes small numbers of non-refugees from countries other than Syria.

¹¹ UNICEF, "My Needs, Our Future: Baseline Study Report for Hajati Cash Transfer," March 2018, pp. 72 – 73.

¹² Non-Syrian beneficiaries of UNHCR cash assistance report borrowing 79 JD per month. See UNHCR "Cash Assistance: Protecting the Most Fragile and Supporting Resilience, Post Distribution Monitoring Report 2017," pp. 17. Roughly two-thirds of Iraqis report debt with an averaging debt of 720 JD. See CARE International, "8 Years into Exile," August 2018, pp. 100.

¹³ CARE, "Eight Years into Exile: Challenges and coping strategies of urban Syrian refugees and non-Syrian refugees in Jordan and impact on vulnerable host communities" (Sept 2018), pp. 104.



(government issuance of individual Ministry of Interior cards). While these positive developments help to address the critical needs of Syrians, they have not been extended to non-Syrian refugees, who face many of the same challenges. While unintended, one consequence of this is the perception that refugees from other countries are administered through a separate, lesser, protection and assistance regime, and that the doors of many organizations and programs are closed to them.

UNHCR has been present in the country since 1991, supporting the government in the provision of mandate protection and assistance despite the absence of signatory status or a national refugee law, under a Memorandum of Understanding established with the government in 1998, amended in 2014; this MOU makes no reference to nationality as a factor in the type of treatment afforded to refugees and asylum-seekers.¹⁴ UNHCR also seeks durable solutions for refugees in Jordan, although solutions – including resettlement – are very limited for refugees of all nationalities at present, but particularly so for refugees from countries other than Syria. For over 20 years, UNHCR has registered individual cases and provided UNHCR-issued Asylum-Seeker and Refugee Certificates to refugees of all nationalities (with the exception of Palestinians, generally not considered to be of concern to UNHCR under the relevant international law¹⁵). While UNHCR issuance of documents is not unusual in States without a national framework addressing refugees and asylum-seekers, the lack of a government-issued document places refugees at a disadvantage when interacting with police, enrolling children in school, or negotiating lease agreements with landlords, particularly as Syrian refugees are able to more easily demonstrate – through holding a government-issued MOI card – that they’re presence is sanctioned by the authorities.

While UNHCR’s registration and protection document issuance has been conducted in Jordan for many years, it has not been without difficulties. At present, and since late January 2019, UNHCR registration and issuance of documents to new asylum-seekers approach UNHCR to request protection has been on hold, as a result of a cabinet decision on the issue. Asylum-seekers approaching UNHCR are currently issued appointment slips scheduling them to return to UNHCR later in the year. In accordance with UNHCR’s mandate and the organization’s interpretation of the MOU with Jordan, UNHCR is negotiating for the lifting of the suspension of new registration at the earliest possible time, in collaboration with the Government of Jordan. However, it remains unclear when or if this will be possible. The more than 2,400 asylum-seeker cases that have approached UNHCR since January are at increased risk of arrest or detention pending resolution of the issue.¹⁶

In general, civil status documentation – birth, marriage and death certification – is issued by Jordanian authorities independently of an individual’s nationality or status in the country. However, according to a recent survey, over 20 percent of Iraqi households report missing birth certificates.¹⁷ However, only one out

¹⁴ Memorandum of Understanding between the Government of the H.K. of Jordan and the UNHCR, 05 April 1998, http://carim-south.eu/databases/legal/Jordan/Bilateral%20Agreements/LE2JOR002_AREN.pdf. Amendments agreed during the 2014 review of the MOU have not been published, however, government representative have noted that the amendments addressed two provisions that had previously placed more restrictive timelines on UNHCR processing of cases, in light of the vast number of Syrians in the country. “Gov’t, UNHCR Sign Amendments to Cooperation Memo”, Jordan Times, 31 March 2014, <http://www.jordantimes.com/news/local/gov%E2%80%99t-unhcr-sign-amendments-cooperation-memo>

¹⁵ For more information on the relationship of UNHCR to Palestinian Refugees, see UN High Commissioner for Refugees (UNHCR), *Guidelines on International Protection No. 13: Applicability of Article 1D of the 1951 Convention relating to the Status of Refugees to Palestinian Refugees*, December 2017, HCR/GIP/16/12, available at: <https://www.refworld.org/docid/5a1836804.html> [accessed 20 July 2019]

¹⁶ UNHCR considers any individual who approaches UNHCR requesting international protection to be under the organization’s protection pending resolution of their claim, and will intervene in individual cases to advocate against return to their country of origin.

¹⁷ CARE International, “8 Years into Exile,” August 2018, pp. 41.



of ten Iraqis report receiving legal aid.¹⁸ A significant number of the services provided by NGOs in the Protection sector have established universal eligibility criteria, accepting refugees and asylum-seekers on an impartial basis. This includes major legal service provision. Within the Child Protection and SGBV sub-sectors, service providers have ensured that case management services are available to all, without regard to nationality. Likewise, government safety and social service actors such as the Family Protection Department, Juvenile Protection Department and Ministry of Social Development's shelters and behavioral monitoring provide unrestricted services.

LIVELIHOODS

Iraqi and other refugees were not included in the Jordan Compact, and therefore, have not benefitted from the opportunity to acquire free work permits that Syrian refugees have enjoyed since 2016. As simply non-Jordanian foreigners under law, such refugees can obtain work permit in specific sectors¹⁹, but only as migrants with the sponsorship of a Jordanian employer, and provided that they entered the country with an entry visa specifically for the purpose of employment, which is only very rarely the case for refugees. Those few non-Syrian refugees who do obtain work permits are often restricted to their sponsoring employer, and face obstacles to changing employers.

Fewer non-Syrians work than Syrians, and non-Syrians who do work report significantly lower wages than Syrians as the majority work in the informal sector.²⁰ Non-Syrians working informally/illegally are at higher risk of exploitation, arrest, and detention as a result of the lack of opportunities for legal work; anecdotal reports indicate that exploitative working conditions are not uncommon for those working illegally, with non-payment of wages, unsafe work, and long working hours identified as concerns. A recent Cabinet decision to allow Syrians to operate home-based businesses was not extended to non-Syrians, despite the fact that over ten times as many Iraqis who are working report working in home-based activities compared to Syrians.²¹ Because Sudanese from the Darfur region (constituting the large majority of Sudanese refugees in Jordan) and Somalis constitute a visible minority and frequently report facing discrimination from employers, they may be particularly vulnerable when working informally, or face fewer opportunities to obtain even informal work. Such discrimination is not limited to the employment sector, but is reported to occur in daily life, and in particular at schools, where Somali and Sudanese children face bullying and discrimination.

HEALTH

Non-Syrian refugees demonstrate significant health-related needs, and more limited access to the services needed to address them. Over eight percent of Somali and Yemeni refugees, 11 percent of Sudanese, and over 12 percent of Iraqis suffer from a serious medical condition.²² Over five percent of Sudanese and Iraqi refugees have a disability. However, non-Syrians experience limited access to health care. While Syrians are

¹⁸ CARE International, "8 Years into Exile," August 2018, pp. 47.

¹⁹ Specific sectors include manufacturing, construction, agriculture. There are 19 closed sectors, which include some sales, education, hairdressing, mechanic, as engineering and medicine.

²⁰ Only 16 percent of Iraqi households report a family member currently working compared to 55 percent of Syrian households. See CARE International, "8 Years into Exile," August 2018, pp. 105, 108. 16 percent of non-Syrians beneficiaries of UNHCR cash assistance report wages compared to 25 percent of Syrians. For those reporting wages, Iraqis males average 104 JD per month compared to 143 JD for Syrians. UNHCR "Cash Assistance: Protecting the Most Fragile and Supporting Resilience, Post Distribution Monitoring Report 2017," pp. 9 – 10, 15 – 16.

²¹ 32.3 percent of Iraqis who work describe their work as a home-based activity compared to only 2.3 Syrians. CARE International, "8 Years into Exile," August 2018, pp. 105, 128.

²² UNCHR Statistical Reports, May 2018.



still able to access public health services at a subsidized rate (paying the fees equal to those paid by the minority of Jordanians who are uninsured) non-Syrian refugees must pay the full foreigner rate – generally two to three times the cost of treatment for Syrians or uninsured Jordanians²³ – for government health services, with humanitarian assistance programs necessary to seek to fill the gap through NGO clinics and internationally-supported funds.²⁴

According to UNHCR data on access to health, 29 percent of Iraqis and 31 percent of females of other nationalities needing antenatal care report difficulties accessing care. Nineteen percent of Iraqis and 12 percent of other nationalities needing antenatal care do not report a single antenatal care visit.²⁵ Over 50 percent of Iraqis and others with a chronic medical condition are not able to access medicine and over 40 percent are unable to access medical services, in most cases, because they cannot afford it.²⁶ 61 percent of Iraqis and 68 percent of others with a disability or impairment do not receive adequate care. Again, the cost of care is the most commonly reported barrier.

Mental health and psychosocial support needs are also unmet. Over half of the Iraqi refugee population showed high levels of psychological distress, but despite the fact that Iraqis are more likely than Syrians to report psychological distress, Iraqis are much more likely than Syrians to have difficulty accessing care.²⁷ Thirty-five percent of Iraqis report needing but being unable to access psychosocial services.²⁸

SHELTER

Iraqi, Yemeni, Sudanese, Somali, and other refugees face pressing housing needs. Most non-Syrian refugees live in Amman where the cost of rent is higher than in the rest of the country. Almost half of the non-Syrian population receiving UNHCR cash assistance list rent as the most pressing need they are unable to meet.²⁹ Since the onset of refugee influxes of different nationalities, almost ten percent have had to move to cheaper housing and two percent have been evicted.³⁰ An assessment found that one-third of Iraqi and other refugees live in substandard housing.³¹

Similar to all non-Syrians receiving UNHCR cash assistance, 53 percent of Iraqi refugees list cash for rent as a priority need.³² Acute housing needs are documented among Sudanese refugees. Many live in unsafe or overcrowded housing and relocation is common. The majority of participants in one study were forced to

²³ Brookings Institution, *The Challenges in Providing Health Care to Syrian Refugees*, <https://www.brookings.edu/blog/future-development/2018/11/15/the-challenges-in-providing-health-care-to-syrian-refugees/>

²⁴ UNHCR "Health Access and Utilization Survey: Access to Health Services in Jordan Among Refugees From Other Nationalities," December 2017, pg. 38.

²⁵ UNHCR "Health Access and Utilization Survey: Access to Health Services in Jordan Among Iraqi Refugees," December 2017, pg. 31. UNHCR "Health Access and Utilization Survey: Access to Health Services in Jordan Among Refugees From Other Nationalities," December 2017, pg. 31.

²⁶ UNHCR "Health Access and Utilization Survey: Access to Health Services in Jordan Among Refugees From Other Nationalities," December 2017, pg. 33.

²⁷ CARE International, "8 Years into Exile," August 2018, pp. 90.

²⁸ CARE International, "8 Years into Exile," August 2018, pp. 43.

²⁹ UNHCR "Multi-Purpose Cash Assistance 2018: Mid-Year Post Distribution Monitoring Report for Refugees and Asylum Seekers," pg. 28 - 29.

³⁰ UNHCR "Multi-Purpose Cash Assistance 2018: Mid-Year Post Distribution Monitoring Report for Refugees and Asylum Seekers," pg. 30.

³¹ CARE International, "7 Years into Exile" *How Urban Syrian Refugees, Vulnerable Jordanians and Other Refugees in Jordan are Being Impacted by the Syria Crisis*, June 2017. Pg. 42.

³² CARE International, "8 Years into Exile," August 2018, pg. 32



move within the last year because of unsafe housing conditions, harassment, or eviction.³³ Refugees from countries other than Syria also often do not have signed formal rental agreements, with 47 percent of Somalis, 40 percent of Sudanese, and 38 percent of Yemeni cases without signed agreements.³⁴

EDUCATION

Non-Syrian children face administrative barriers to education. The Ministry of Education (MoE) requires non-Syrians to pay fees to enroll in public schools. Furthermore, the most recent waiver circulated by the MoE did not explicitly grant non-Syrian refugees the right to enroll in education and NGOs have reported cases of non-Syrians having difficulties enrolling because schools have demanded proof of residence.³⁵ According to the report by CARE, 20 percent of Iraqi children and youth (under 18) don't attend school. Among these, the most commonly reported barrier to attendance was the associated expenses, but over five percent named physical and verbal abuse as the primary barrier.³⁶ Sudanese and Somalis also name physical and verbal abuse—often racial in nature—as a barrier to school attendance.³⁷

FOOD SECURITY

Food security is low among non-Syrian refugees. The level of food insecurity is particularly high among Sudanese and Somali refugees. This is largely because of the challenges that these population groups face in obtaining access to food, which results, for example, in low consumption of nutritious food groups (protein, dairy, pulses) and high food expenditure shares, underscoring the economic vulnerability of these populations. Food security among Somali and Sudanese refugees is lower than in other refugee groups in Jordan. Average total and per capita monthly expenditures on food and non-food items among these populations are generally low, signifying severe economic vulnerability, which fluctuates by nationality. On average, total monthly per capita expenditures amongst non-Syrian refugees are below the national poverty line of JD 68 per person per month, and a high percentage of total case expenditure is spent on food (43 percent in 2018).³⁸

3. RECOMMENDATIONS

To All :

- Assistance should be impartial and non-discriminatory, provided on the basis of need alone, giving priority to the most urgent cases and making no distinctions on the basis of nationality, race, gender, religious belief, class or political opinions.
- Need should be established through individual, family or household assessment, with clearly defined and transparent criteria.

³³ Baslan D, Kvittingen A, and Perlmann M. "Sheltering in Amman: Sudanese experiences and practice." Mixed Migration Platform, Guest Author Series. 2017. Pg. 3.

³⁴ WFP/Reach, Jordan CFSVA 2018, <https://www1.wfp.org/publications/wfp-jordan-comprehensive-food-security-and-vulnerability-assessment-2018>

³⁵ Education Sector Working Group, Registration without MOI card for Syrian Children announcement (Oct 2018) access [here](#)

³⁶ CARE International, "8 Years into Exile," August 2018, pp. 112.

³⁷ Mixed Migration Platform, "Displaced Minorities, Part II: Experience and needs of Somali, Sudanese, and Yemeni refugees in Jordan," April 2017, pg. 3.

³⁸ World Food Programme and REACH, Jordan – Comprehensive Food Security and Vulnerability Assessment, 2018, <https://www1.wfp.org/publications/wfp-jordan-comprehensive-food-security-and-vulnerability-assessment-2018>



- Fulfillment of humanitarian principles in line with international standards is best achieved through a comprehensive national framework addressing refugees, whether by accession to relevant international conventions, development of policy and administrative regulations, or adoption of national legislation.

INFORMATION AND AWARENESS

- Raise awareness among students and their parents from countries other than Syria on the school registration process and advocate for individual students who face difficulties registering in school.
- Raise awareness among PoCs about international protection for refugees and the rights, obligations, and procedures stemming from it.
- Raise awareness on the enrollment of non-formal and informal education programs in order to ensure equal access for Non-Syrian children
- Raise awareness among government agencies and international organizations that refugees from countries other than Syria are not issued with MoI service cards and that ASC affords international protection and access to services.

COORDINATION

- Include non-Syrian POCs in sector specific terms of reference.
- Ensure that the referral pathways are inclusive of non-Syrian refugees and asylum-seekers.
- Conduct sectoral review of barriers to inclusion of all refugees.

PROGRAMMING

- Include all refugee and vulnerable populations in assessments and reports, with data disaggregated by nationality when possible, including upcoming inter-agency Joint Comprehensive Vulnerability Assessment.
- Encourage UNHCR to publish detailed dashboards on Yemenis, Sudanese, Somalis, and others, as regularly published on Syrians.
- Recruit and include refugees from all populations in implementation, for example as volunteers and outreach team members.
- Apply zero tolerance for racism and prejudice by humanitarian staff, and ensure training and monitoring are sufficient to counter the high risk of racial bias.

POLICY

The Government of Jordan should

- Protect the rights of asylum seekers and refugees without discrimination of nationality and race, in the spirit of GC1951 and 1998 MOU.
- Abide by its obligation to respect at all times the principle of non-refoulement in accordance with IHRL and IRL.
- Facilitate project approvals for inclusive programming targeting Jordanians, Syrians, and non-Syrians.



- Issue MOI card or other government documentation to refugees of all nationalities, to facilitate comprehensive data on refugee populations in the country, and to improve access to rights and services.

Donors should

- Include an impartial approach to Jordan Compact commitments, in the spirit of Global Compact on Refugees.
- Ensure GoJ is financially supported to open its protection and assistance framework to all refugees.

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