



Hashemite Kingdom of Jordan



JOINT JORDAN-UN APPEAL
AUGUST 2012

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Significance:

Jordan's traditionally generous humanitarian policy in relation to refugees who have fled to the Kingdom throughout the previous decades despite its limited resources has greatly contributed to regional stability. This important role has been tested by the successive waves of Palestinian refugees, as well as Iraqis and Syrians fleeing to Jordan in recent years and months.

Since the beginning of the crisis in Syria and until early August 2012, more than 150,000 Syrians fled to Jordan. The majority are concentrated in the cities of Ramtha, Irbid and surrounding villages, Mafraq, Amman, Zarqa, in addition to Maan, in southern Jordan. The highest rates of poverty in the country are recorded in some of these Governorates.

While the great majority of Syrians in Jordan today live in host communities, a growing number reaching around 25,000 recently has been living in refugee camps. UNHCR data show that the total number of registered and assisted Syrians with UNHCR in Jordan as of 24 August 2012 reached over 60,000 individuals.

Hosting this large number of displaced people will inevitably also have indirect costs as well, including: the depletion of resources, competition with Jordanian youth on limited job opportunities, the expansion of the informal sector in addition to other social effects.

The ongoing political instability in the region since early 2011, has had adverse effects on Jordan, resulting in reduced tourism revenues, remittances and FDI inflows. The spiraling cost of energy, particularly following the repeated attacks against the Arab gas pipeline in the Sinai Peninsula, disrupting Jordan's key source of natural gas and forcing the Government to resort to the import of heavy fuel for electricity generation has added to the fiscal burden the Kingdom is facing. Growth levels were reduced to less than half their ten year average and stood at 2.3 percent in 2011, and the current account deficit widened to 12.0 percent of GDP in comparison to 7.1 percent in 2010. The primary fiscal deficit (excluding grants) increased to 9.6 percent of GDP from 5.6 percent in 2010; and gross public debt levels increased considerably to 70.7 percent of GDP at end-2011 from 67.1 percent of GDP at end-2010. This difficult macro-economic environment has exacerbated poverty and unemployment, as well as limiting financial resources available for capital investments in priority sectors.

Syrians located in communities across the Kingdom are adding pressure on municipal services. Huge daily expenditures are borne by municipalities to provide daily services, and there are increasing difficulties in continuing to provide such services within the fiscal and economic constraints facing the Kingdom.

The deteriorating conditions and unrest in Syria, are expected to further compound Jordan's economic and fiscal challenges.

Efforts to accommodate Syrians in Jordan:

In spite of the persisting fiscal and economic challenges facing the Jordanian economy, the Government of Jordan announced a number of measures to facilitate the living conditions of Syrians fleeing into Jordan.

The Government of Jordan with the support of the international community provides free public education, health services, subsidized water, electricity and household gas, in addition to subsidized bread, as well as basic commodities to all the Syrians on its territory. The Government allowed Syrian students to register at public schools, resulting in 7376 Syrian students registered at the public school system for the academic year 2011-2012. Syrians also have access to public health care centers and hospitals where they receive treatment free of charge.

While initially, Syrians illegally crossing into Jordan were received in transit centers (Bashabsheh center in Ramtha, Cyber City, the Municipality of Ramtha Park, and the Sport City), only two transit centers remain operational; Cyber City and the Municipality of Ramtha Park. The Government has given UNHCR permission to establish several offices in the transit centers to facilitate the registration process. As the number of Syrian arrivals continues to grow, the Government of Jordan has restricted the bailing out process, which had allowed Syrians residing at the transit centers to be bailed out by Jordanians and leave the centres. The Government additionally facilitates the work of UNHCR registration, whereby Syrians residing in governorates that do not have UNHCR offices are transported to Amman for registration purposes. The Government is also considering authorizing UNHCR to establish offices throughout the Kingdom to enhance the delivery of services to host communities and Syrians, and to avoid the population having to travel to Amman. The GOJ has also began transferring the increasing numbers of Syrian refugees coming into the country to a new camp in Al Zaatari in northern Jordan to reduce the pressure off local communities where the absorption capacity has reached its limits.

In response to the influx of Syrians to the country, the Government of Jordan has supported UN agencies to conduct a Needs Assessment of Syrians in Jordan. This Needs Assessment which took place in April, aimed at identifying the constraints faced by Syrians in their daily life, arrive at a holistic overview of their situation in Jordan, identify humanitarian needs and priorities for those Syrians within Jordanian communities.

It is vital to sustain the ability of the GOJ to provide essential and basic services (food, education, water, hygiene and sanitation, healthcare, energy, and infrastructure) to around 150 thousand Syrians in their host communities and more than 12 thousand that may reach 80 thousand in Al Zaatari camp over the next few months of 2012.

Appeal for Support:

This Joint Appeal is to support the GOJ in providing for the needed services for Syrians in the Kingdom in collaboration with UN agencies is of a particularly urgent nature in view of the significant increase in numbers of Syrians fleeing into the Kingdom over the past weeks and months. While the average number of Syrians fleeing into Jordan over the past two months reached 600 this number increased to around 2300 per day lately as the levels of violence in Syria increased. At this level it is estimated that the number of Syrians in Jordan could more than double before the end of the year.

The dynamic regarding the influx of Syrian refugees remains highly unpredictable and both the GOJ as well as international agencies and donors need to be well prepared to provide needed support. The GOJ is expected to incur a cost of around \$165 million in 2012 for hosting around 150 thousand Syrians and an estimated additional cost of \$205 million in capital expenditures over the coming period if Syrians remain in local communities.

The cost of expanding a major refugee camp for Syrians to accommodate 80 thousand additional refugees within the next few months in 2012 is expected to cost an additional \$150 million as well as a monthly operational cost of around \$16 million.

The international community's support to the Government of Jordan will serve the following objectives:

I. In communities across the Kingdom

1. Maintain the Government's ability to provide essential services such as education, health, energy, and water.
2. Support the Government to continue to provide basic and subsidized commodities at an affordable rate.
3. Maintain the quality of services provided by the Government, particularly as relevant to infrastructure and sanitation.

II. The Z'atari Camp

1. Provide adequate facilities and services as well as commodities for Syrians in Al Zaatari Camp and expanding the Camp's capacity to host 80 thousand individuals before the end of 2012.
2. Establish needed facilities, including temporary 14,000 prefabricated housing units with a cost of US\$42 million (this option is cheaper than paving the camp site and using tents), the provision of safe water, including drilling boreholes to ensure sustainable water supply to the camp site, sanitation, solid waste management and hygiene services, kitchens and food distribution points, as well as equipping the camp with its electricity needs.
3. Provide formal education to Syrian children in camps and other relevant education services in terms of schooling; access to essential health services as well as ensuring that girls' and boys' rights to protection from violence, abuse and exploitation are safeguarded.

A. Required support for GOJ for hosting Syrians in communities across the Kingdom

Subsidized Commodities

Syrians in Jordan benefit from a number of items and commodities subsidized by the Government to ease the burden on citizens. Among the subsidized items are bread, cooking gas cylinder, fuel, electricity, and water. Receiving 150,000 Syrians requires an increase in the subsidy allocations to these commodities, considered as basic needs for the population. Currently, WFP has been providing food support to Syrian refugees in the urban areas through food packages and food vouchers. The table below shows that more than US\$56.7 million is the additional amount needed to provide the subsidized items to Syrians:

(US\$)

Item	Actual Cost	Consumer Rate	Total Governmental Subsidy	Per Capita Subsidy	Cost of hosting 1000	Cost in million for hosting 150 thousands
Water	0.962	0.706	132.8 million	21.4	21,410	3.2
Wheat	0.564	0.226	237.3 million	38.3	38,270	5.7
Electricity	0.267	0.124	1,203 million	194	194,015	29.1
Gasoline 90	1.200	0.876	169.80 million	27.40	27,400	4.1
Gasoline 95	1.455	1.412	46.60 million	7.52	7,520	1.1
Liquefied Petroleum Gas	20.20	9.18	184.60 million	29.77	29,770	4.5
Diesel	1.00	0.72	363.70 million	58.66	58,660	8.8
Kerosene	1.00	0.73	8.76 million	1.41	1,410	0.2
Total					378,455	56.7

Energy

Jordan spent about US\$5.6 billion to cover fuel and energy needs in 2011, increasing by more than half in 2011. This was due to the interruption in the flow of Jordan's main source of fuel for electricity generation after repeated attacks against the Arab gas pipeline in Egypt (*14 times since February 2011*). The Government subsidized electricity and fuel during 2011 to cover the increasing demand on the energy sector with an amount of US\$1.2 billion and US\$773.5 million respectively. The cost of supplying energy to 150,000 Syrians is around US\$47.8 million annually (US\$318,775/1,000 Syrians).

Further capital expenditures are needed to maintain the level of energy services provided by the Government. According to the Ministry of Energy and Mineral Resources, US\$1 million is needed

to increase the capacity of the electricity system by 1 megawatt. 150,000 Syrians require increasing the installed capacity by 70 megawatt with a total cost of US\$70 million to generate the needed energy. Currently UNHCR has been contributing to covering the electricity infrastructure and running costs of the respective sites, including Za'atri.

Water

Water shortage is a chronic challenge for Jordan and a serious constraint on the country's development process. Jordan has reached a water crisis juncture that is expected to deepen; as present water use already exceeds the renewable freshwater resources by more than 20 percent. Jordanians' share of fresh water per year is at less than 145 cubic meters, compared to the global poverty line of water of 500 cubic meters and the world average of 4,000 cubic meters. The Government of Jordan maintains high levels of subsidies in the water sector.

According to the Ministry of Water and Irrigation, the capital expenditures and running costs paid during the period March 2011 until July 2012 to the sites where Syrians are located in Jordan were around US\$41 million (US\$273,882/1000 Syrians). In addition UN agencies, particularly UNICEF, have contributed significantly to the cost of trucking in hundreds of thousands of litres of water per day to Za'atri and the other transit sites.

Education

The number of Syrian students enrolled at public schools for the current academic year reached 7376. Each student costs the Government around US\$847 annually whereas the cost of accommodating 7376 students at public schools reached US\$6.25 million. The increasing demand on public schools facilities and the overcrowded school system is hampering the ongoing reform program in the education sector and affecting the quality of education. It is also making it more difficult for the Government to continue with its plans to eliminate the double-shift school system and stop renting school buildings. Furthermore, during 2011-2012, around 31 thousand students transferred from private schools to public school as a result of the difficult economic situation, adding more pressure on public systems.

According to the international standards, every 500 students need a new school. School construction costs around US\$2.8 million. The cost of furnishing each school, printing text books, in addition to establishing and furnishing libraries and laboratories is estimated to reach US\$48 thousand. Therefore, the total cost to accommodate 7376 students through constructing 15 new schools is around US\$42.7 million.

Health

Health services are heavily subsidized by the Government, and more than 9 percent of the public budget is allocated for the health sector. According to international standards, 10 percent of any population receives tertiary health care, and 20 percent receives primary health care (in total 45,000 Syrians out of 150,000 residing in Jordan), which costs on average around US\$678 annually. Therefore, an estimated cost of health services for a population of 150,000 is around US\$30.5 million annually (US\$678,000/1000 individuals). In addition, approximately 50% of the Syrian population is estimated to be women of reproductive years (75,000 women), and 2.5% are estimated to be pregnant. (3750 women), requiring reproductive health services and commodities including family planning methods. The demand for health services is steadily increasing which

requires additional funding for this important sector. According to international standards, every 50,000 citizens need one hospital with a capacity of 100 beds with an estimated cost of US\$28 million to construct and equip one hospital in addition to US\$1.4 million to establish one comprehensive health center. Hence, in order to meet the health needs for a population of 150,000 there is a need to invest in US\$92.4 million to construct three hospitals and six comprehensive health centers.

National Security

I. Public Security Directorate (PSD)

A number of security measures have been taken by the PSD since the beginning of the crisis in March 2011. These measures required further expenditures as they included the deployment of extra security forces (policemen, vehicles, and needed equipment). According to the PSD, an amount of US\$13.6 million has been paid during the period March 2011 until July 2012 for this purpose. In addition, the Family Protection Department also had to increase its services especially in the northern governorates to enhance the protection of women and children.

II. The General Directorate of Jordan Civil Defence and Border Security Measures

The General Directorate of Jordan Civil Defence played a key role in providing emergency services to the needed Syrians arriving to Jordan. The Civil Defence also installed a number of civil defence units to provide the required services in the cities and villages with a concentration of Syrians, in addition to the border centers and security measures undertaken. The direct and indirect cost is estimated to reach US\$8.3 million annually.

In conclusion, hosting over 150,000 Syrians is expected to cost the country about US\$107 million annually to cover the increasing demand on basic services and other indirect costs, in addition to US\$57 million in the form of subsidies. Furthermore, if Syrians stay for a longer time, then there is a need for US\$205 million for capital expenditures as stated in the table below:

Item	Cost to cover the needs of 150 thousand Syrians
Current expenditures (direct and indirect)	107
Subsidies	57
Capital Expenditures	205
Total	369

B. The Zaatri Camp: Requirements for Hosting 80,000 Syrians by December 2012

The Government of Jordan and UNHCR inaugurated on Sunday 29 July 2012 the Za'atri Camp in Mafraq. The establishment of the camp is of critical importance, given that the influx of Syrians to Jordan reached the alarming rate of 1000-2000 individuals per day. The location is around 5200 donums with a capacity of around 80,000 refugees.

The Government and the United Nations agencies and partners have and will incur significant costs in establishing the necessary facilities (capital expenditure) within the camp to ensure dignified living for the Syrians there. The Government with the support of the United Nations also anticipates additional costs for the running and maintenance of the camp up to December 2012.

The Establishment of the Camp – anticipated costs

Infrastructure

The challenges and costs associated with establishing a refugee site at Za'atri are substantial. To cover the some 5.1 square kilometers with base coarse material at US\$2.26/square meter is US\$11,525,434. In addition, a further 688,000 square meters of asphalt to cover the roads at US\$6/square meter is US\$4,128,000.

Shelter

Due to the relatively harsh environmental conditions facing refugees in the camp, the Government of Jordan seeks the support of the international community to erect 14,000 prefabricated housing units and pave pathways within the camp. The total estimated cost for this is US\$42 million. While commitments from the Kingdom of Saudi Arabia (2,500 units), UAE (100 units) and Oman (100 units) are a welcome step, significant additional commitments by the international community are required to address the shortfall.

Water and Sanitation

In order to provide the required amount of water and sanitation services, there is a need to establish 2000 latrines and around 850 shower units with water and septic tanks. UNICEF together with partners will provide a target population of 80,000 people with 40 liters of water per day/per person. Two wells, which are currently being established in Za'atari, will provide 40 cubic meters of water per day, while trucking of water to the camp will continue and complement the capacity of the wells thereby ensuring that refugees receive water in line with sphere standards with a cost of US\$9.5 million.

Electricity

In order to provide the camp with its electricity requirements, there is a need to construct an electricity supply network at a total cost of US\$4 million. In addition, the provision of 3,000 solar street lights at US\$1,000 each and a total cost of US\$3 million. Furthermore, the cost of generating electricity is expected to reach US\$5 million.

Food and nutrition

While Syrians are currently receiving daily hot meals through WFP, the plan is to shift the feeding to dry rations where they will be cooking their own food. This setup will require the establishment of food distribution points and communal kitchens.

Education

Around 25 percent of the Syrian population will require education services; whereby it is anticipated that 20,000 Syrian students will require access to formal education which will mean in some cases providing portable halls with furniture at a cost of US\$1 million. Early Childhood classrooms will be placed directly in the camp while students above KG2 will be transported to schools in the vicinity of the camp.

Health

Providing health services to 80,000 persons inside the camp would require two field hospitals. The cost of establishing a field hospital in the camp is estimated at US\$20 million/ one hospital that will provide primary and secondary healthcare. Those requiring tertiary healthcare services will have to be transported to public hospitals. The Kingdom of Morocco, as well as France and Italy had provided field hospitals.

Ministry of Health costs for leading coordination of health sector activities in Zaateri camp, in collaboration with JHCO, JHAS, UNHCR, UNFPA and WHO US\$100,000.

Camp Security

⇒ Public Security Directorate (PSD):

The Public Security Directorate estimates that there is a need for US\$3.7 million to ensure the security of the camp (including rub-halls, water installations, staff, and NFIs in Child and women Friendly Spaces). The PSD would need to have patrols 24 hours daily in order to maintain security in the camp, including female patrols, and to ensure presence by the Family Protection Department in the camps for the increased protection of women and children.

⇒ Gendarmerie:

In order for the Gendarmerie to sustain the security in the camp there is a need for equipment, vehicles, maintenance, security station and staff, etc. at an estimated cost of \$2.1 million.

⇒ The General Directorate of Civil Defence and Border Security Measures:

The General Directorate of Civil Defence estimates the need for 20 security points for the camp (every 5000 requires one Civil Defence Station at a cost of US\$0.5 million). It is estimated that the overall cost for the camp will be US\$8.1 million.

Anticipated Running Cost of the Camp

Food and Nutrition:

Refugees in the Za'atri camp will be provided with dry food rations, and based on the camp population increasing to 80,000 by December of this year or earlier, the cost will be approximately US\$5.8 million, or US\$0.6/per person/per day, providing for 2,100 calories per day.

Water, hygiene and sanitation (WASH):

The intervention aims to provide essential water, sanitation and hygiene, support for up to 80,000 displaced Syrians in the Za'atari Camp which will be delivered through the following activities; provision/delivery of safe water; regular maintenance/ repair of water and sanitation systems; provision of solid waste management; water quality surveillance; provision of sanitation services including wastewater disposal; distribution of WASH and hygiene kits and conduct hygiene promotion and water conservation awareness activities in transit sites at a cost of US\$9.5 million.

Non-Food Items:

Anticipated non-food items requirements for 80,000 individuals, including; mattresses, blankets, jerry cans, kitchen sets, hygiene kits, solar lanterns and dignity kits is estimated at US\$7.4 million till December 2012.

Electricity:

In order to supply the camp with the needed electricity, this requires US\$200,00 on monthly basis in addition to the establishment of the infrastructure throughout the camp at US\$4 million.

Health:

The cost of providing health care, not taking into account the field hospitals, based on an incrementally increasing number of 15,000/per month reaching 80,000 refugees by the end of the year is US\$3,512,366. This takes into account staffing (23), equipment, medication, secondary referrals, vaccination and emergency tertiary care.

The cost of expanding the reproductive health services in Za'atri to accommodate 80,000 people is US\$535,000. Additional dignity kits for women (1 dignity kit per woman, per family) is US\$450,000. In addition, a further vaccination intervention costing US\$900,000 will be carried out.

Protection and Camp Management

The need to undertake asylum-seeker registration, follow-up as well as overall management of a camp for 80,000 persons (which is larger than most Jordanian towns) will require significant staff, administration and support. Some 250 staff are estimated (including protection staff), along with office space etc. at US\$10 million.

Ensure that the rights of women, and 26,250 girls' and boys' are sustained and promoted inside the camp and thus protected from violence, abuse and exploitation.

Furthermore, the cost of expanding Gender Based Violence related services in Za'atri for the same number is US\$450,000.

Social Protection:

Ensure that the rights of 30,000 girls' and boys' are sustained and promoted inside the camp and thus protected from violence, abuse and exploitation. Furthermore, the cost of expanding Gender Based Violence related services in Za'atri for the same number is US\$450,000.

Education:

Running costs for education will include the cost of salaries, tuition fees, textbooks, and uniforms. The cost per student per school year is approximately US\$1090. The cost of 20,000 students is US\$21 million This does not include the cost of pre-fabs and transport.

Informal and non-formal education will also be needed for the vulnerable children and adolescents in Za'atari camp.

Transportation:

The estimated cost of managing and transporting refugees from the border points to the Za'atri camp is US\$534,353.

Subsidies:

The Government subsidizes a number of commodities and services (health, food, energy, and education, ..etc.). The cost of subsidizing these items for 80,000 persons will cost around US\$2.5 million monthly.

Camp Security and Civil defence

The running cost for the security of the camp and civil defence is estimated to cost US\$1.7 million monthly.

Establishing Cost of the Camp (US\$)	
Sector	Requirements until Dec. 2012
Infrastructure	15,653,434
Shelter (Pre-Fab)	42,000,000
Electricity	12,000,000
Health	40,000,000
Water & Sanitation (WASH)	9,500,000
Child Protection	984,000
Education	1,000,000
Security (PSD)	3,731,191
Security (Gendarmerie)	2,090,354
Civil Defence	8,093,552
Total	135,052,531

Running Cost of the Camp (US\$)		
Sector	Requirements until Dec. 2012	Monthly
Food & Nutrition	5,760,000	1,440,000
Water & Sanitation (WASH)	9,810,000	2,375,000
Child Protection	3,936,000	984,000
Education	21,000,000/ School year	1,816,666
Health	6,139,200	1,534,800
Transportation	534,535	133,634
Non-Food Items	7,400,000	1,850,000
Electricity	800,000	200,000
Subsidies	10,092,133	2,523,033
Protection & Management	10,450,000	2,612,500
Security (PSD)	2,565,000	641,233
Security (Gendarmerie)	1,704,000	426,000
Civil Defence	2,711,680	677,920
Total	82,592,548	17,214,786