



UNHCR
The UN Refugee Agency

Annual Results Report

2022

Jordan

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Section 1: Context and Overview

1.1 Changes to the Operational Context

Jordan is renowned for its long-standing hospitality towards populations seeking refuge in its territory. With a population of around 10 million, Jordan is among the largest refugee-hosting countries worldwide, on a per capita basis, providing asylum to Syrians and refugees of other nationalities.

Since the beginning of the Syrian refugee response, Jordan has allowed for refugee inclusion in critical areas such as education, health care, and lately universal access to the national COVID-19 health response and vaccination programme. Regular surveys of the Jordanian public perception towards refugees since mid-2020 confirm that over 90% of the population continuously views refugees positively, a perception that remains unchanged despite the hardships brought by the COVID-19 pandemic. Yet the general socio-economic situation in Jordan remains fragile.

As recently documented by the World Bank, an unfavourable global context and domestic constraints continue to hamper Jordan's recovery. On the one hand, Jordan's economic growth rebounded in early 2022, boosted by a recovery in services sectors such as tourism. On the other hand, a weak business environment and job market regulations preclude labor force expansion, leading to a chronic employment crisis. In fact, during Q3 of 2022, the unemployment rate stood at 23.1%. The unemployment rates for youth and women for the same period were at 46.9% and 33.1%, respectively. The annual inflation rate reached 4.2% in 2022, compared to 1.3 % in 2021 resulting in a reduction in purchasing power and increasing costs of living for refugees and host communities alike. It is therefore not surprising that after more than 10 years since the start of the Syria crisis, humanitarian needs remain prevalent. The regular assessments conducted by UNHCR through the quarterly socio-economic situation of refugees testify to the growing destitution faced by refugees and their challenges in terms of health, shelter, food security, debt levels, income, child labour, and gender inequities.

1.2. Progress Against the Desired Impact

1. Impact Area: Attaining Favorable Protection Environments

Persons of concern will enjoy access to asylum in line with international protection standards and enjoy protection from refoulement.

Indicators	Population Type	Baseline (2022)	Actual (2022)
1.1 Proportion of individuals seeking international protection who are able to access asylum procedures.	Refugees and Asylum-seekers	2.75%	3.16%

The Government of Jordan (GoJ) maintained its overall generous posture towards refugees, with notable advancements related to freedom of movement and detention. Access to asylum continues to be a subject of UNHCR's advocacy efforts, noting that in the second half of 2022, the scope of application of the January 2019 Cabinet decision, preventing UNHCR to accept new asylum claims for non-Syrians, was extended to new arrivals from Syria. UNHCR has therefore engaged in sustained advocacy to find solutions acceptable to the Government that would protect access to international protection.

In 2022, UNHCR continued advocacy for freedom of movement in Jordan through close engagement with the government and capacity development for other key counterparts. One marked improvement is that 1,360 Syrian refugees were "screened out" by the authorities from Village 5 of Azraq refugee camp. They were and allowed to live in a) open areas within the same refugee camp, b) in the urban areas, c) in Zaatari camp, or d) were authorized to leave Jordan through resettlement or complementary pathways. Since the beginning of 2022, the average monthly number of screened-out individuals is 113 which is considerably higher compared to 2020 and 2021. UNHCR monitored the progress while pursuing continued advocacy. The same positive trends are expected to continue in the foreseeable future.

In another important development in 2022, UNHCR recorded the lowest number of deportations since the beginning of the Syrian crisis. The positive cooperation between UNHCR and the Government has led to a marked reduction in the number of deportation instances on account of national security considerations.

Compliance with the Policy on Protecting Personal Data of Persons of Concern was strengthened through mainstreaming data protection consideration in operational planning, including partner selection and monitoring of their performance. In addition, any sharing of personal data of persons of concern, was regulated by data sharing agreements [39 in total], Annex Cs to the PPA [19], or Supplementary Agreements [3].

2. Impact Area: Realizing Rights in Safe Environments

Refugees shall have access to integrated services to meet their basic needs, including through national systems, as a result of continued advocacy with GoJ and a deepened engagement with development partners.

Indicators	Population Type	Baseline (2022)	Actual (2022)
2.2 Proportion of PoCs residing in physically safe and secure settlements with access to basic facilities	Refugees and Asylum-seekers	13.50%	12.91%
2.3 Proportion of PoC with access to health services	Refugees and Asylum-seekers	85.96%	85.96%

The refugee situation in Jordan remains stable. Yet economic factors such as increases in fuel and electricity costs, low economic growth rates, and high unemployment rates, particularly for youth and women have affected refugee well-being. Reliance on humanitarian assistance to meet basic needs remains high among the refugee population. Vis-à-vis donors and development actors, UNHCR has conveyed refugees' anger in the face of diminishing international support.

In 2022, UNHCR promoted refugee-owned mobile wallets among beneficiaries of cash assistance. Now, most of the camp refugees and more than 40% in urban settings use mobile wallets to receive monetized assistance. Mobile wallets not only help to streamline the delivery of cash assistance, but also increase refugee access to digital financial services for greater financial inclusion. Advocacy with the Government to expand -non-Syrian refugees' access to digital financial services is ongoing, as is UNHCR's collaboration with financial service providers and the Central Bank of Jordan to enhance the digital financial ecosystem for all refugees. The inclusion of refugees is already part of Jordan's national strategy for financial inclusion. The provision of assistance to refugees was closely coordinated with key actors such as WFP. For example, the joint advocacy by UNHCR and WFP led to the restoration of the previously reduced food basket value in December 2022.

Efforts were made to promote gradual connectivity of energy infrastructure across camps. While an energy tariff reform left refugees ineligible for subsidies, UNHCR also advocated the extension of an interim subsidy for 35,000 refugee families. Positive changes were observed in health access. With their proof of registration, the camp population could access public health facilities at the non-insured Jordanian rate. The utilization of the public health system by refugees has increased both in camps and outside. Most refugees have used the Ministry of Health (MoH) facilities as the main healthcare facility.

3. Impact Area: Empowering Communities and Achieving Gender Equality

Refugees are engaged and empowered in attaining protection and solutions, with a focus on education, livelihoods and gender equality; needs of most vulnerable are addressed.

Indicators	Population Type	Baseline (2022)	Actual (2022)
3.1 Proportion of PoC who have the right to decent work [GCR, 2.1.1]	Refugees and Asylum-seekers	85.34%	85.81%
3.2a Proportion of PoC enrolled in primary education	Refugees and Asylum-seekers	69.03%	72.03%
3.2b Proportion of PoC enrolled in secondary education	Refugees and Asylum-seekers	30.82%	34.27%
3.3 Proportion of PoC feeling safe walking alone in their neighborhood (related SDG 16.1.4).	Refugees and Asylum-seekers	Unknown	50.00%

Jordan has made remarkable achievements in ensuring refugees' access, mainly Syrian, to national services. Syrian refugees have been allowed to work in a number of sectors since the 2016 Jordan Compact. By the end of 2022, more than 340,000 work permits have been issued to Syrian refugee workers since 2016. However, only around 8% of these were women, and the majority were in agriculture, construction, and manufacturing. Since 2021, flexible work permits may be issued to refugees, allowing them to shift between jobs in open sectors rather than being tied to one employer. Yet, barriers to access the labour market persist. The Government and the international community recognize the need for a new approach, and in 2022 development actors and donors engaged in extensive discussions for a more sustainable response. In the process, UNHCR has actively worked to strengthen partnerships beyond humanitarian actors, to include development actors, and International Financial Institutions. This is key to promote refugee inclusion in national development plans.

The Government is firmly committed to facilitate access to education, and since the beginning of the

refugee response, refugees have been able to access education. The Ministry of Education's (MoE) 2018-2025 Plan and 10-Year Inclusive Strategy are aligned with the fourth Sustainable Development Goal (SDG) on quality equal education for all. Syrian refugees have access to public primary and secondary education on par with Jordanians. 64% of school-aged Syrian children were enrolled in formal education for the 2021-2022 academic year according to MoE. Access to schooling for children of other nationalities has improved over the years. While access for non-Syrians to education has been challenging, in a recent policy decision Jordan has allowed non-Syrian children to attend school in 2023-2024 without proof of residency. Furthermore Jordanian Ministry of Education has launched the 10 Year Inclusive Strategy in 2022. It refers to 10 vulnerable groups among which are refugee children and children with disabilities.

4. Impact Area: Securing Solutions

Refugees are informed decision makers with increased access to protection sensitive solutions, which in turn demonstrates responsibility sharing with the Government of Jordan.

Indicators	Population Type	Baseline (2022)	Actual (2022)
4.1 Number of refugees who voluntarily return in safety and dignity to their country of origin. [RF/GCR 4.2.1]	Refugees and Asylum-seekers	5,931	4,013
4.2a Number of PoC who departed on resettlement. [GCR 3.1.1]	Refugees and Asylum-seekers	4,374	6,424
4.2b Number of PoC who departed through complementary pathways	Refugees and Asylum-seekers	162	459

In 2022, resettlement and complementary pathways grew in scale, facilitating greater access for refugees to durable third-country solutions and demonstrating continued responsibility sharing with the Government of Jordan. UNHCR also engaged with partners to improve interventions for enhanced effectiveness despite reduced funding. For example, UNHCR worked to refine resettlement processes based on quality assurance and build the capacity of staff and partners. UNHCR made efforts to enhance identification with a focus on the refugees with heightened protection needs.

A total of 6,424 refugees departed on resettlement programmes in 2022, representing a 47% increase compared to the previous year. Refugees departed to 11 different countries, including the US (47%), Canada (20%), and Germany (11%.) Communication and feedback with refugees on resettlement programmes were strengthened by connecting the case management database to an interactive helpline to provide real-time accurate updates on the resettlement cases.

Refugee access to complementary pathways programmes also increased. UNHCR has verified over 450 refugees departing Jordan on third-country labour, education, and family reunification pathways. However, data limitations continued to prevent a comprehensive picture of such pathways, since states and partners do not have systems in place to report on refugee access to migration pathways. By the end of 2022, refugees also had access to improved information on available pathways, and stronger coordination systems were in place to help them access new and existing pathways.

While UNHCR neither promotes nor facilitates the return of refugees to Syria, continued coordination with border authorities to monitor spontaneous and self-organised returns was maintained. In addition, outreach, counselling, and information sharing with individual returnees and refugee communities were informed by intention survey analyses and participatory research exploring return experiences and future intentions. 4,013 individuals were confirmed to have spontaneously returned to Syria in 2022.

1.3 Challenges to Achieving Impacts

Access to asylum for all nationalities, including Syrians, remains a challenge as advocacy to find a mutually acceptable solution to the registration pause has not yielded positive results. Moreover, the GoJ extended the applicability of its January 2019 Cabinet decision to Syrian nationals requesting UNHCR not to register new arrivals. Other challenges include limited school infrastructure unable to cater fully to the needs of refugees. In terms of gender-based violence (GBV) and child protection, funding limitations, and limited government capacity also hamper the impact of interventions. Dilapidated infrastructure in camps is also a persistent challenge precluding households' dignity.

In 2022, the vulnerabilities of refugees in Jordan remained a source of concern. The quarterly analysis through the vulnerability assessment framework (VAF) suggests that in Q3 2022 some indicators, such as refugee household income and the use of negative food-based coping strategies (e.g. eating fewer meals), worsened compared to Q2 2022, while others remained stable. Reliance on debt increased, with nine out of ten households in debt, and households spending on average JOD 69 more than they earned during Q3. The compounded effect of the war in Ukraine, soaring energy prices, the energy reforms in Jordan resulting in increased utility costs, and the continued lack of employment opportunities for refugees, especially for non-Syrians, partially account for ever-growing vulnerabilities. Refugees resorted more and more to negative coping mechanisms precluding the pursuit of self-reliance. Yet, due to funding shortages, in 2022 UNHCR has had to re-prioritize interventions. This has included the gradual reduction in the number of vulnerable refugees receiving monthly multi-purpose cash assistance. Moreover, due to funding shortages, some partners have either phased out or suspended activities further compromising access to essential services.

1.4 Collaboration and Partnerships

In 2022, UNHCR deepened partnerships with the Government and key actors to promote the resilience of refugees. UNHCR focused on sustaining access to public services such as education, health and livelihoods. Efforts were made to remove barriers and develop longer-term solutions. In all its partnerships, resilience-based approaches were adopted to strengthen humanitarian-development coherence.

Under the Jordan Response Plan (JRP), UNHCR facilitated engagement among humanitarian and development actors. The UNHCR-led Inter-Sector Working Group (ISWG) ensured consistency with the JRP and cross-sectoral linkages were reinforced. ISWGs have advanced the One Refugee Approach as per the Global Compact on Refugees (GCR) and the 2030 Agenda.

In its national response, UNHCR deepened the cooperation with the Government and stakeholders to advance the principle of Leave No One Behind. The latter framed UNHCR's contribution towards the five-year plan under the UN Sustainable Development Cooperation Framework (UNSDCF). UNHCR also worked with the National Council for Family Affairs (NCFA) on alternatives to detention. With the Ministry of Social Development (MoSD) psycho-social (PSS) support services were rendered to GBV survivors in Women Shelters. On education, UNHCR promoted the inclusion of refugees from all nationalities in the education system. UNHCR also strengthened community engagement. The membership of local Governor offices in the community centres in the South exemplifies UNHCR's inclusive approach. Engagement with communities has in fact contributed to social cohesion between the refugees and host communities. To increase capacity of local stakeholders, UNHCR invested in their protection knowledge. In terms of health, the collaboration with the MoH and USAID, through the Multi-Donor Account (MDA), speaks to the successful inclusion of refugees in the national health systems.

Finally in 2022, UNHCR expanded cooperation with UNRWA. Following the High-Level Meeting in 2021, coordination covers inter alia common back offices for the United Nations Country Team (UNCT) as well as operational engagement to share lessons learnt in the Jordan context.

Section 2: Results

2.1. Outcomes and Achievements

1. Outcome Area: Access to Territory, Reg. and Documentation

Persons of Concern have access to efficient registration and documentation processes, and access to territory is preserved

Indicators	Population Type	Baseline (2022)	Target (2022)	Actual (2022)
1.1 Proportion of refugees and asylum seekers registered on an individual basis.	Refugees and Asylum-seekers	100.00%	100.00%	100.00%
1.2 Proportion of children under 5 years of age whose births have been registered with a civil authority. [SDG 16.9.1 - Tier 1]	Refugees and Asylum-seekers	89.12%	97.00%	96.62%
1.3 Proportion of PoC with legally recognized identity documents or credentials [GCR 4.2.2].	Refugees and Asylum-seekers	100.00%	100.00%	100.00%

Progress Against the Desired Outcome

By year's end, 744,368 refugees and asylum-seekers were registered with UNHCR Jordan. Of them 660,892 were Syrian and 82,079 were from other countries and 1,397 as others of concern. 608,387 refugees resided in urban areas while 134,584 in camps. Of the registered individuals, 36,241 were elderly persons, 359,314 were adults, and 347,416 children. 167,354 had specific needs.

UNHCR worked with the GoJ, through the Ministry of Interior (MOI) on continuous registration and improved data management. Collaboration with the Syrian Refugee Affairs Directorate (SRAD) was reinforced through a joint SRAD-UNHCR technical committee for the planned 2023 Government-led renewal of MOI Service Cards. Data sharing with the MOI/SRAD has strengthened overall data management. UNHCR scheduled document renewal appointments for all nationalities. In March 2022, verification of camp population and issuance of documents valid for 12 months with integrity features started. This allowed for the identification of groups who are jointly assessed by the SRAD-UNHCR. Considering that this was the first verification of refugees and asylum seekers residing in camps the Operation invested considerable efforts to obtain Government's agreement, including approval of the Minister of Interior to include camp population to annual document renewal cycle. By the year's end, verification was well underway to finalize the first annual cycle by March 2023. Those affected by the January 2019 Cabinet decision (3,957 individuals or 989 families, including 230 families identified through focus group discussions or FGDs) were surveyed. UNHCR gathered data on entry modality and geographical distribution. This exercise revealed that only 199 individuals are residing legally (work/residence permits etc.) in the country.

UNHCR carried out in-person and remote registration for 390,561 individuals in urban settings with 10% renewed remotely. Since March 2022 a total of 99,608 refugees were verified in Zaatari, Azraq, Emirati Jordanian Camp (EJC), and Garden camps. All the planned processing targets set at "assisted population level" were, by enlarge, met. An inactivation strategy has been put in place for files of asylum-seekers and refugees who lost contact with UNHCR for several years and did not respond to document renewal appointments.

UNHCR maintained its Helpline by responding to 2,627,685 calls covering topics such as basic needs and assistance, registration appointments, protection, resettlement, RSD, electricity subsidy, and others.

Furthermore, UNHCR Jordan transitioned from IrisGuard for biometric data to UNHCR corporate Biometric Information Management System (BIMS).

Thanks to advocacy by UNHCR vis-a-vis legal aid providers, authorities, and civil society, increased adherence to international protection standards was observed. For example, Sharia Courts issued 4,614 documents to refugees in camps. The Civil Status Department, through UNHCR's support, issued 21,896 birth certificates (in line with results achieved last year). Documentation to attest vital incidents such as births, marriages, instances of divorce and death is crucial to ensure access to services. Such efforts are also key to prevent statelessness, in line with Action 7 of the Global Action Plan to End Statelessness (2014-2024).

Challenges to Achieving Outcome

Preparatory work for the SRAD-led renewal of MOI Service Cards was not possible due to budget limitations. Discussions at the technical level revealed some of the limitations of existing cooperation with local authorities. The involvement of other MOI departments, beyond the SRAD, is warranted to secure targeted support on both the procurement of equipment and consumables and the development of a tracking system for issued MOI Service Cards. Furthermore, due to the COVID-19 pandemic, the camp verification exercise was delayed and only commenced on 1 March 2022.

Some birth certificates were not issued because of, inter alia, limited understanding by new parents on processes, complex administrative requirements, and inaccessibility of services in remote locations. UNHCR is working with the government to address these hurdles through, among others, capacity development including Training of Trainers (ToT) sessions.

2. Outcome Area: Status Determination

RSD is utilized strategically and is implemented in an efficient and a fair manner.

Indicators	Population Type	Baseline (2022)	Target (2022)	Actual (2022)
2.2 Proportion of individuals undergoing asylum procedures who have access to legal advice or representation.	Refugees and Asylum-seekers	100.00%	100.00%	100.00%
2.3 Proportion of individuals undergoing asylum procedures who have access to an effective appeal mechanism after first instance rejection of their claim.	Refugees and Asylum-seekers	100.00%	100.00%	100.00%

Progress Against the Desired Outcome

RSD procedures were implemented strategically to address the most urgent protection concerns and to facilitate durable solutions. Emphasis was placed on quality and timely processing including swift access to legal advice and representation.

In 2022, UNHCR rendered a total of 1,433 decisions (1,284 at first instance, 130 at appeal, and 19 at reopening), using regular processing, of which 95% were recognitions. Due to specific protection challenges for individuals from Yemen, the majority of first-instance recognitions were for Yemenis (912), followed by Iraqis (229) and Sudanese (56). Moreover, strategic use was expanded to all nationalities; the Unit assessed that RSD decisions were not required for 3,266 individuals.

All those rejected at first instance received individual counselling at the time of notification and were

informed of the appeal process and right to legal aid through UNHCR's partner. The RSD Unit upheld its commitments to Accountability to Affected Populations (AAP) and Communication with Communities (CwC) through continuous provision of feedback, petition management, and comprehensive protection counselling.

The RSD Unit ensured adherence to the procedural standards through implementation of case management standards, timely database updates, translation of documents by interpreters, and effective file management. In 2022, electronic file management was launched with a new digitization structure. Three RSD staff members are dedicated to Data Protection operational support. The team finalized 19 new Data Sharing Agreements (DSA) bringing the overall number to 39. In total, 16 DSAs were extended through exchanges of letters, 19 Annex Cs to Project Partnership Agreements (PPAs) were finalized as well as 3 Supplementary Agreements. Stemming from the Global Agreement on Data Sharing with ICRC, the operation formalized local data sharing via implementing arrangements. Three data breaches were investigated and one was closed. One Data Protection Impact Assessment (DPIA) was finalized. The team supported 12 MFT Joint Assessment Missions and responded to 42 data requests.

The Senior RSD Officer is the Anti-fraud Focal Point (AFFP) with the RSD Officer as the Alternate. The AFFP received 245 allegations, where the intake process was completed, and counselling was provided to the complainants. On exploitation schemes committed by third parties, refugees were counselled on reporting to the authorities and were provided with legal support, through UNHCR's legal partner. In terms of prevention, refresher sessions on the anti-fraud policy took place for staff and refugee communities and the vulnerability assessment checklist was completed for the operation

Challenges to Achieving Outcome

N/A

3. Outcome Area: Protection Policy and Law

Law and policy enhanced, administrative institution supported, and processes and practice developed and strengthened

Indicators	Population Type	Baseline (2022)	Target (2022)	Actual (2022)
3.1 Extent national legal framework is in line with the 1951 Convention and/or its 1967 Protocol.	Refugees and Asylum-seekers	Not Adequate	Adequate	Not Adequate

Progress Against the Desired Outcome

In 2022, UNHCR enhanced consultations with local authorities and key actors on law and policy development. UNHCR provided technical support and capacity development to strengthen the national legal and policy framework. Such efforts directly impact refugee rights, particularly on access to the territory, safety, security, justice, legal identity, documentation, and freedom of movement. Capacity development contributed to the promotion both of the principle of non-refoulement and of sustainable protection systems. Freedom of movement from village 5 of Azraq camp improved as the number of individuals authorized by local authorities to leave the village increased relative to 2021. Furthermore, SRAD issued 426,000 leave permits to refugees hosted in camps to access urban areas, while leave permits issued in 2021 were 170,000. Through UNHCR's capacity support, the Special Committee examined the situation of 326 Syrians on their right to enter or remain in Jordan, against 155 cases examined in 2021. Notably, UNHCR contributed to the drafting of the National Referral Mechanism (NRM) and standard operating procedures (SOPs) on human trafficking survivors.

As part of capacity development, UNHCR conducted 25 events targeting 587 participants from key stakeholders, including from 19 Government institutions. Participants included Public Security Directorate, Jordanian Armed Forces, General Intelligence Department, Ministry of Justice, Supreme Court Judge, Sharia Courts, Ministry of Labour, Ministry of Social Development and Ministry of Education, and technical entities such as Special Committee, Anti-Trafficking Unit, Higher Council for the Rights of Persons with Disabilities. UNHCR also supported the training cycles of the SRAD and Refugee Affairs Coordination Office targeting 1,089 participants. Together with the International Committee of the Red Cross (ICRC), UNHCR MENA Bureau, and UNHCR Iraq a training was delivered for 150 Iraqi border guards. UNHCR supported UNODC modules on refugee law during two training sessions on human trafficking for around 40 participants and the European Union Delegation for an initiative targeting the Ministry of Justice and non-governmental legal aid providers. In 2022, UNHCR intensified its engagement with civil society actors and delivered training sessions to lawyers and academics. Moreover, UNHCR promoted the establishment of a network of international law professors and the introduction of a refugee law curriculum in universities. In partnership with Yarmouk University, a retreat with academia, government, and non-governmental organizations was convened to agree on research priority themes on asylum. Finally, in 2022 UNHCR piloted a new methodology to evaluate the impact of capacity development. 93% of respondents shared positive feedback on the quality of training modules provided by UNHCR. 97% expressed satisfaction with the quality of facilitators and all surveyed participants (100%) considered the information provided at least partially useful.

Challenges to Achieving Outcome

The lack of specific asylum legislation remains a critical gap. UNHCR will continue to sensitize government counterparts through technical discussions and capacity development activities. The alignment with the statelessness conventions also remains a challenge. The provision of technical and institutional support to maintain a fair and efficient civil documentation system is another priority area of UNHCR. By and large, the reinforcement of national systems in line with international protection standards represents a long-term objective that will be achieved through progressive engagement with authorities through capacity development.

4. Outcome Area: Gender-based Violence

Populations of concern have access to strengthened GBV prevention and response, ensuring a principled approach to the provision of accessible, prompt, confidential and appropriate services to GBV survivors

Indicators	Population Type	Baseline (2022)	Target (2022)	Actual (2022)
4.1 Proportion of PoC who know where to access available GBV services	Refugees and Asylum-seekers	100.00%	100.00%	100.00%
4.3 Proportion of survivors who are satisfied with SGBV case management services.	Refugees and Asylum-seekers	100.00%	100.00%	87.00%

Progress Against the Desired Outcome

UNHCR facilitated prevention and response services directly and through partners in safe spaces to a total of 439 persons at risk of Gender-based Violence (GBV) and GBV survivors. Additionally, 2,026 survivors were provided with psycho-social support (PSS) through a case management approach and referred to specialized services such as health, legal aid, and shelter. As part of capacitation efforts, 217 individuals

were trained in life skills and empowerment programmes. The above figures do not accurately reflect the prevalence of GBV in Jordan as the number of cases is believed to be underreported. UNHCR continued to provide services to LGBTIQ+ displaced persons who are in need through case management modalities and PSS.

UNHCR worked with the National Council for Family Affairs on the creation of guidelines for the incorporation of a survivor-centered approach in services provided to GBV survivors. The guidelines will be finalized and promulgated to all governmental and non-governmental providers who work with GBV survivors. UNHCR continued to work with the Ministry of Social Development (MoSD) on services to GBV survivors through PSS and support to women shelters. In addition, UNHCR triangulated with MoSD, Family Protection and Juvenile Department (FPJD), and the IMC, the activation on a pilot basis of the framework for family reconciliation to provide PSS counselling sessions to families with incidents of domestic violence. This serves as a prevention measure against recurrent incidents of domestic violence.

UNHCR also supported FPJD in the formation of mobile teams to reach displaced persons and local communities in remote locations and ensure they are aware of the services provided to GBV survivors. The office also conducted GBV outreach missions to the south, which is a traditionally underserved area, to assess GBV actors' capacities and ensure UNHCR's presence to provide technical and support services. UNHCR selected and cleared new local partners to work on GBV through Calls for Expressions of Interest for the period of 2023-2025, in line with localization goals and capacity enhancement of local partners.

UNHCR also enhanced cooperation with UNFPA to ensure complementarity of GBV programs and activities implemented by both organizations as well as working towards joint burden sharing to avoid duplication and waste of resources.

Challenges to Achieving Outcome

The low level of funding for GBV programs remains a key challenge. Despite the plethora of GBV gaps, there is a constant process of prioritization and reprioritization to attend to the most urgent cases. UNHCR is shifting to multi-year planning. In the process, efforts are made to contribute to increased empowerment of the affected population and of local organizations for a truly community-led response. This is a formidable task not only because it requires a shift in mindset across the humanitarian community and modus operandi but also due to the limited resources available.

Another major challenge during the year was the high turnover of the main government counterparts working on GBV in Jordan. As an example, the head of FPJD rotated twice during the year and other key positions were also affected. This necessitated the re-establishment of rapport and continuous re-negotiation of priorities for action.

5. Outcome Area: Child Protection

Persons of concern access strengthened and harmonized emergency and national child protection (CP) interventions, prevention and response services

Indicators	Population Type	Baseline (2022)	Target (2022)	Actual (2022)
5.1 Proportion of children at heightened risk who are supported by a Best Interests Procedure.	Refugees and Asylum-seekers	100.00%	100.00%	100.00%

5.2 Proportion of children who participate in community-based child protection programmes	Refugees and Asylum-seekers	100.00%	100.00%	100.00%
5.3 Proportion of unaccompanied and separated children who are in an appropriate alternative care arrangement	Refugees and Asylum-seekers	15.79%	100.00%	18.42%

Progress Against the Desired Outcome

Child Protection counsellors provided 2,155 individual sessions and 10,972 children at risk were granted other multi-sectoral prevention and response by UNHCR and partners. Additionally, 339 UNHCR, partners and government staff were trained on Child Protection and child rights. UNHCR worked on child labour issues, including case management as well as participation in government-led consultations on the National Strategy for the Elimination of Child Labour in Jordan which was completed and officially launched in autumn 2022.

UNHCR worked with the NCFA on alternatives to detention of children, to ensure that refugee minors in conflict with the law have existing and operational alternatives to detention whenever possible. UNHCR also continued to participate and contribute to the NCFA-led committee on the Elimination of Child Marriage providing technical support and contributing to advocacy.

Cooperation began with the MoSD anti-begging Directorate on refugee children arrested for begging activities. Official statistics from the MoSD indicate that between 80% to 90% of all children arrested for begging are of Syrian nationality. The pilot work between UNHCR and MoSD on this issue focused on the support and creation of programs in anti-begging shelters, under the MoSD. This aims at reducing the prevalence of begging among children.

Complementarity between work and interventions of UNHCR, UNICEF, and UNFPA on Child Protection and GBV activities was greatly enhanced during the year through coordination, and it culminated with a pilot joint work plan in 2023 with common partners to ensure optimum allocation of resources. UNHCR also supported the FPJD in establishing a presence in Ramtha, which is an area with refugees that did not benefit from its services previously. This will enhance the ability of FPJD to provide protection to refugee children in that area.

To ensure that child protection is available to refugees throughout the country, UNHCR conducted Child Protection outreach missions to the south to assess the capacities of the actors in the region and provide technical services.

Challenges to Achieving Outcome

UNICEF's change of major child protection partners posed a significant challenge because it pertained to 80% of case management. This switch necessitated enhanced coordination between UNHCR and UNICEF to ensure adherence to the principles of Leave no One Behind and Do No Harm.

A continuing challenge was the low level of funding available to child protection programmes. There is a need to broaden child protection interventions, especially on child labour.

Another major challenge was the high turnover of governmental staff working on Child Protection. UNHCR worked continuously to maintain smooth and effective engagement with national authorities.

6. Outcome Area: Safety and Access to Justice

Persons of concern's access to legal remedies improved, risks related to detention reduced, and freedom of movement increased

Progress Against the Desired Outcome

UNHCR and its partner provided legal assistance to 68,447 asylum-seekers and refugees, marking a considerable increase compared to 2021 (when 59,231 individuals received assistance). Legal services mainly focused on home eviction cases, to facilitate the issuance of birth registration and vital incidents documentation, residency and nationality verification, labour rights claims and work permits.

CwC was strengthened in relation to accessing rights and services and legal assistance (2,080 asylum-seekers and refugees attended awareness-raising sessions, beyond the set target of 2,000). State legal aid systems were reinforced with the contributions of UNHCR that delivered capacity development to the Ministry of Justice in collaboration with the Rule of Law Programme of the European Union (EU) and promoted coordination with experienced non-Governmental legal aid providers.

Communication with relevant security entities was enhanced on cases considered for possible deportation, and 16 individuals were deported in total (against the 25 deported in 2021), and local authorities authorised 1,360 refugees to move from Village 5 of Azraq camp to open areas of the camp, Za'atari camp, urban areas or third countries (against the 303 screened-out in 2021). Furthermore, 122 successful interventions with local authorities with respect to refugees detained or at risk of either detention or deportation were recorded by UNHCR resulting in release from detention, cancellation of deportation orders, delay of enforcement of deportation orders or halting ongoing deportation.

UNHCR made 945 advocacy interventions (against a target of 1,100) for cases issued with a deportation order (798 were non-Syrians found in violation of the Residency and Foreign Affairs Law; this is normally triggered by an application for work permit and contravenes the internal instruction of the Government dated December 2019). The Office also undertook 1,289 advocacy interventions for refugees and asylum seekers in detention (against a target of 560).

The operation enhanced cooperation with both the MOI and the Ministry of Labour (MOL) to cancel deportation orders, particularly those issued for violation of Residency and Foreign Affairs Law, and secure the release of asylum-seekers and refugees detained. More notable achievements are expected in the first part of 2023. At the end of December 2022, 77 asylum-seekers and refugees were administratively detained because of deportation orders issued on account of the Residency and Foreign Affairs Law. In addition, 413 non-Syrians were issued warrants of arrest for the same reason.

Challenges to Achieving Outcome

While legal assistance and remedies are accessible, UNHCR was unable to assist all those in need. Pro bono legal services remained limited due to funding shortages. Even though the Government is committed to maintain the protection space, gaps persist and will require concerted efforts, going forward. Refugees continue to be liable to both deportation and detention, including for less serious offenses. Notably, the number of refugees detained in violation of the Residency and Foreign Affairs Law is higher than the year-end target (50) and baseline (35). Such protection challenges will be prioritized by the operation in 2023.

7. Outcome Area: Community Engagement and Women's Empowerment

Persons of concern have access to strengthened community engagement and women empowerment interventions and programmes

Indicators	Population Type	Baseline (2022)	Target (2022)	Actual (2022)
7.1 Proportion of PoC who participate meaningfully across all phases of the OMC.	Refugees and Asylum-seekers	10.76%	11.00%	10.77%
7.2 Proportion of PoC who have access to effective feedback and response mechanisms.	Refugees and Asylum-seekers	100.00%	100.00%	100.00%
7.3 Proportion (and number) of active female participants on leadership/management structures.	Refugees and Asylum-seekers	43.48%	43.00%	51.88%

Progress Against the Desired Outcome

UNHCR Jordan operates 22 Community Support Committees (CSCs) across Jordan outside camps and 9 community centers inside camps. These centers have engaged female and male refugees and host community members in diverse social, recreational, cultural, and awareness activities. In addition, UNHCR provided counselling to 39,300 refugees and asylum seekers on protection issues, through 400 mobile help desk missions throughout Jordan. Furthermore, 2,470 families were assessed and provided with urgent cash assistance.

UNHCR, through its partner, initiated the Women Empowerment Network to help refugee and Jordanian women fully participate in community and civic life and contributes to the process of empowering women in decision-making, including access to education and training opportunities, raising awareness on women's rights and supporting psychosocial wellbeing of women and girls across Jordan. In 2022, UNHCR and its partners established 4 Women Empowerment Networks in Mafraq, Amman, Irbid, and Maan. Each network comprises of members from different backgrounds and age groups including people with disabilities, refugees of all nationalities, and Jordanian women. This network reached out to 1,642 refugees and Jordanians through 81 activities. By end of 2022, 1,314 older refugees with specific needs received support and 12,248 people with disabilities with specific needs received support. UNHCR through its implementing partner reached a total of over 16,400 throughout 2022.

In addition, the Disability and Age Sub-Working Group, co-chaired by UNHCR and Humanitarian and Inclusion (HI), with an overall objective of advocating for and promoting effective disability and age inclusion in the humanitarian-development response in Jordan, aims to promote and mainstream the rights of persons with disabilities and older persons. UNHCR worked with partners to promote the meaningful participation of persons with disabilities and older persons and sought to remove precluding access of persons with disabilities, older people, and people in disabling situations to humanitarian and development assistance. Considering the protracted nature of the refugee situation in Jordan, and the gradual discontinuation of humanitarian interventions, UNHCR re-examined the impact and extent of countrywide community-based protection work to identify new approaches for a more sustainable mechanism. To that end, the operation, initiated in 2022 the Refugee Empowerment strategic direction concept, to ensure that national responses and development processes are inclusive of refugees. The empowerment of women, girls, men, and boys with and without disabilities, and the involvement of all relevant actors, including the Government, remains paramount to generate more effective and sustainable protection outcomes.

Challenges to Achieving Outcome

Throughout the year, UNHCR has identified several challenges that will be addressed as part of the 2023-2025 Strategy. Practices of the humanitarian community might contribute to a culture of dependency and ought to be reconsidered should UNHCR fully promote community-driven planning and localization. At the same time, institutional barriers in the form of lack of livelihood opportunities and no prospects for non-Syrian refugees preclude the pursuit of durable solutions. The establishment of refugee-based organizations is similarly hampered by legal impediments and more sustained advocacy is needed. Limited capacity and resources also negatively impact the depth and breadth of community-based protection interventions. With this in mind, there is an opportunity to revise currently established practices and

mindsets to create a more conducive environment for the implementation of the long-term changes that UNHCR aspires to as per the Multi-Year Strategy.

8. Outcome Area: Well-Being and Basic Needs

Most vulnerable Persons of Concern have access to assistance to cover basic, seasonal and emergency needs

Indicators	Population Type	Baseline (2022)	Target (2022)	Actual (2022)
8.1 Proportion of PoC in need that receive cash transfers or in-kind assistance.	Refugees and Asylum-seekers	83.77%	84.00%	83.34%
8.2 Proportion of PoC with primary reliance on clean (cooking) fuels and technology [SDG 7.1.2 Tier 1]	Refugees and Asylum-seekers	100.00%	100.00%	100.00%

Progress Against the Desired Outcome

UNHCR provided 112,700 refugee households with almost US\$ 81 million in multi-purpose cash assistance to help them meet their most basic and winter season needs, benefitting over 463,000 unique individuals. Of this amount, 89,000 were refugee households living in Jordanian host communities (US\$ 74.7 million benefitting approximately 347,000 individuals), and 24,000 were Syrian refugees residing in two refugee camps—Zaatari and Azraq. UNHCR continued to harmonize its basic needs cash assistance targeting and delivery mechanisms with those of the government, in support of continued social cohesion, and in line with UNHCR's 2022-2026 global policy on cash.

As of June 2022, cash assistance continued to have a positive effect on respondents' psychological and financial wellbeing. In comparison to August 2021, more respondents reported that their wellbeing was improved significantly because of the programme. Just as in previous years, most respondents spent the cash assistance on basic needs, mainly rent (80%) and food (45%). While expenditure on rent has slightly increased since October 2021, fewer respondents spent the cash assistance on food, continuing a tendency of the past few years. The percentage of respondents' households holding debt reached 91%, the highest figure since late 2018. Meanwhile, food insecurity increased for non-Syrian and, even more substantially, for Syrian refugees, nearly closing the gap between the two groups. This was likely due to a reduction in WFP food assistance values during the period May-November of 2022. As most respondents could meet only half or less than half of their basic needs, many adopted coping strategies such as reducing expenditure for basic needs, buying food on credit or taking out loans. This year, one in five respondents also reported engaging in activities for money that may put their household at risk of harm, marking a 19-percentage point increase from the summer of 2021. Feedback on UNHCR communications and treatment remains largely positive. Most recipients surveyed received the cash assistance on time and in the expected amount, and most felt that they were treated with respect. Furthermore, there was an increase by 26 percentage points from August 2021 in the share of recipients who are aware of how they can report complaints and feedback to UNHCR.

In 2022, UNHCR—in collaboration with GIZ, the private sector, and other key stakeholders—has been promoting increased ownership and usage of digital financial services by refugees. By the end of 2022, approximately 98% of Syrian refugee households residing in camps, and 40% of Syrian refugee households residing in host communities were receiving their UNHCR basic needs cash assistance via the mobile wallet modality. Recent surveys and post distribution monitoring exercises undertaken by UNHCR and WFP in the refugee camps indicate a high level of satisfaction with the mobile wallet modality among refugees (96%). In line with these results, UNHCR views refugee-owned mobile wallets not only as a tool for streamlining more efficient humanitarian cash assistance delivery to refugees in the present but also as a

foundation for building greater refugee financial inclusion in the future. Indeed, the collective efforts of UNHCR and other key stakeholders to build out the digital financial services ecosystem in Jordan promise to benefit not just refugees, but also other low-resource populations that have limited to no access to formal banking services.

Challenges to Achieving Outcome

High poverty rates among refugees remain a significant concern for UNHCR. Therefore, UNHCR's basic needs programme, which provides cash assistance to households in greatest need of financial support, is an operational priority. However, due to funding shortfalls towards the end of 2022, UNHCR began reducing the number of households it could support with monthly basic needs cash assistance. For most of 2022, UNHCR was supporting approximately 33,000 households a month with basic needs assistance. However, by the end of quarter one of 2023, UNHCR expects only to be able to support 30,000 households with this regular assistance. While the number of households receiving this cash assistance is decreasing, the number of households on the cash assistance "wait list" is increasing, and now stands at approximately 14,000 households.

9. Outcome Area: Sustainable Housing and Settlements

Vulnerable Persons of Concern have access to physically safe and secure settlements with access to basic facilities

Indicators	Population Type	Baseline (2022)	Target (2022)	Actual (2022)
9.1 Proportion of PoCs living in habitable and affordable housing.	Refugees and Asylum-seekers	13.50%	46.00%	12.91%
9.2 Proportion of PoC that have energy to ensure lighting (close to Sphere).	Refugees and Asylum-seekers	100.00%	100.00%	100.00%

Progress Against the Desired Outcome

Through beneficiary-led solutions and prioritization of the most vulnerable households, UNHCR maintained the existing shelters through repair and rehabilitation and constructed new shelters in close coordination with partners including the Syrian Refugee Affairs Directorate (SRAD). That notwithstanding, the lifespan of the shelters is coming to an end, and longer-term solutions are needed. UNHCR supervised camp infrastructure interventions, including the upgrade of drainage systems, culvert cleaning, and reconstruction, to ensure safe and timely access to the basic services in Zaatari and Azraq camps.

To facilitate freedom of movement for more than 10,000 refugees in Village 5 in Azraq camp, a total of 736 new T-Shelters for families reallocated from V5 to the open area were provided.

The operation also maintained and further developed camp infrastructure in line with the national/local grid systems through gradual alignment with electricity distribution companies. In the same vein, UNHCR continued negotiations with the Ministry of Energy and Mineral Resources, the National Electric Power Company, and the National Electricity and Mineral Regulatory Commission on the South Amman solar energy allocation agreement. This Energy Wheeling Agreement developed in the course of 2022 will provide subsidized clean energy to both Azraq and Zaatari camps and will ensure an additional energy stream, and reduced bills for energy from the national grid. This will result in a significant reduction of UNHCR's operational carbon footprint.

Following the revision of the electricity tariff structure, refugees lost their subsidies. UNHCR facilitated an interim arrangement to mitigate the impact of this on the most vulnerable, through the temporary inclusion of 35,000 refugee families in Jordan into the new subsidy scheme for a period of six months. In addition, UNHCR closely worked with partners to ensure sustainable responses in both camps. Efforts were made to introduce energy efficiency measures and better-harmonized service delivery across camps. UNHCR initiated and pursued a pilot concept on the empowerment of communities and vulnerable refugees to participate in the planning and designing of key shelter and infrastructure interventions. This was done through small-scale support, hands-on training, material dispensary, do-it-yourself (DIY) skill share, and cash for work. UNHCR was able to further empower households to undertake shelter maintenance and to transfer to beneficiaries some elements of the housing and local settlements interventions and ownership. In collaboration with MoE, UNHCR supported early childhood return to school in hard-to-reach communities through the donation of 100 Refugee Housing Units (RHUs) as temporary classrooms.

Challenges to Achieving Outcome

In 2022, a pilot under the “self-implemented modality” was initiated, focused on either repairs or rehabilitation. Training, labour protection awareness sessions, and construction material distribution were provided. Although refugees had limited access to construction materials, T-Shelters were self-repaired.

UNHCR in consultation with SRAD and the refugee community reduced the number of hours of daily electricity supply in both camps from 11 to 9 hours due to high energy bills and the malfunction of the Solar Plant at Zaatari. UNHCR was subsequently able to repair the Zaatari Solar Plant, undertook network decentralization, and introduced several energy-saving measures that resulted in a significant reduction of the energy bills. UNHCR was able to subsequently reinstate the 11 hours of daily electricity supply in Azraq with the same being planned in Zaatari in 2023.

10. Outcome Area: Healthy Lives

Persons of concern have optimal access to standard essential health care services

Indicators	Population Type	Baseline (2022)	Target (2022)	Actual (2022)
10.1 Proportion of children aged 9 months to five years who have received measles vaccination.	Refugees and Asylum-seekers	97.73%	95.00%	97.73%
10.2. Proportion of births attended by skilled health personnel. [SDG 3.1.2 Tier 1]	Refugees and Asylum-seekers	99.30%	100.00%	99.64%

Progress Against the Desired Outcome

In 2022, UNHCR worked with the Government of Jordan to support the inclusion of refugees in national systems and limit parallel assistance processes. Notably, in 2022, 14,141 referrals for secondary and tertiary care were processed by UNHCR and partners. Of them, 2,458 were for obstetric emergencies. Importantly, UNHCR collaborated with the Ministry of Social Development (MoSD), the Family Protection and Juvenile Department (FPJD), and the National Council for Family Affairs (NCFA). UNHCR closely liaised with the Ministry of Health and USAID through the Multi-Donor Account (MDA). The latter is a successful example of engagement with the Government of Jordan gradually extending key services to Syrian refugees through donor support. Established on 16 December 2018 under the auspices of the Joint Finance Agreement (JFA) between the Ministry of Planning and International Cooperation (MOPIC), the United States, and the Government of Denmark, the MDA covers, inter alia, health costs of Syrian and non-

Syrian refugees. Donors supporting the MDA include USAID, Canada, Denmark, World Bank, Germany, and Qatar. Collaboration through the MDA has led to the issuance of the policy manual by the MoH. The manual provides guidance to healthcare providers on how to assist refugees. Furthermore, UNHCR, the Jordan Health Fund, and MOU developed a service guide to streamline the access of refugees to public health facilities. The latter is addressed to refugees and aims to increase awareness of health care services in Jordan.

By and large, the MDA is a case of successful inclusion whereby like-minded partners support national institutions to cater to the needs of refugees. As a non-transactional engagement, UNHCR has fund-raised for national institutions, rather than being the direct recipient of aid. Through the MDA, UNHCR and partners continue to be engaged and contribute to improving health services to refugees through national health service providers.

Challenges to Achieving Outcome

With the progress made toward the inclusion of refugees into the public health care system, UNHCR observed increased demand that could not be met due to funding limitations. Additionally, the capacity of MOH facilities at camps catchment areas could not cater to the needs in view of the gradual integration into the national system. Furthermore, pressure on fleet resources increased largely because of the continuing restrictions on movements from camps and the number of medical evacuations. Challenges were reported by the operational partners to sustain their health operations in the refugee camps due to funding constraints. There was a temporary suspension of service delivery by a few operational partners putting significant pressure on health services supported by UNCHR and other partners. Optimal delivery of health services was however maintained to the camp residents through effective coordination and collaboration among the camp-based partners using the health coordination forums.

11. Outcome Area: Education

Persons of concern enjoy the right to inclusive and quality education under the national education system

Indicators	Population Type	Baseline (2022)	Target (2022)	Actual (2022)
11.2 Proportion of PoC enrolled in the national education system. [GCR 2.2.1]	Refugees and Asylum-seekers	61.18%	61.00%	64.28%

Progress Against the Desired Outcome

In 2022, UNHCR finalized the Registration Guidelines for Education data, to improve the quality of the education data collected at registration and better support the Ministry of Education information management system (OpenEMIS) and education programming. UNHCR closely worked with the Ministry of Higher Education and academic partners to promote and provide Technical Vocational and Educational Training (TVET). The latter is a core pillar of UNHCR's 15by30 roadmap, which aims to achieve 15 percent enrolment of young refugees in tertiary education by 2030. UNHCR also supported the implementation of the 10-Year Inclusive Education Strategy (the Jordan Declaration June 2022) embracing inclusion and diversity. UNHCR successfully advocated and coordinated with the education donor's community and MoE the promotion of the One Refugee Approach for school enrolment. As part of such efforts, UNHCR invested in community-based education using technology to advance innovative approaches for learning recovery. UNHCR also advocated for the expansion of complementary pathways to higher education opportunities and invested in engagements with the private sector. UNHCR ensured a youth-centered approach and supported the establishment of the 1st UN Advisory Council to inform the work of the UN on Youth Affairs.

Challenges to Achieving Outcome

Gaps in education data continue to preclude effective planning. Data on refugees is not yet part of the MoE OpenEMIS (Education Management Information System). This is key to establish solid SDG4 monitoring mechanisms on access, learning, protection, and safety.

13. Outcome Area: Self Reliance, Economic Inclusion and Livelihoods

Legal and regulatory frameworks governing employment and financial inclusion are inclusive of persons of concern.

Indicators	Population Type	Baseline (2022)	Target (2022)	Actual (2022)
13.1. Proportion of PoC with an account at a bank or other financial institution or with a mobile-money-service provider [SDG 8.10.2 Tier 1].	Refugees and Asylum-seekers	1.60%	2.00%	8.82%
13.2. Proportion of PoC who self-report positive changes in their income compared to previous year.	Refugees and Asylum-seekers	42.79%	100.00%	55.56%
13.3 Proportion of PoC (working age) who are unemployed.	Refugees and Asylum-seekers	80.17%	76.00%	82.84%

Progress Against the Desired Outcome

In 2022 UNHCR worked with the Government of Jordan, donors, and local and international partners to promote livelihood opportunities for refugees and host communities alike.

UNHCR and implementing partners were able to reach 1,116 refugees with mentorship and coaching opportunities, and 394 people received seed funding for livelihood projects. UNHCR provided 865 refugees with livelihood trainings.

Through the Prospects Partnership, UNHCR collaborated with UNICEF, ILO, the World Bank, and the IFC on the promotion of the inclusion of refugees in national systems. In coordination with authorities, UNHCR supported the issuance of work permits. Among other programmes, UNHCR, together with partners, supported the licensing and establishment of over 150 refugee- and Jordanian-owned home-based businesses. Furthermore, in 2022 UNHCR worked to strengthen the interagency architecture in Jordan mainly in the context of the Jordan Response Plan. Aligned with the national development agenda and the Global Compact for Refugees, efforts were made to ensure that vulnerable people stakeholders are able to better supported vulnerable people including through enhanced national systems.

UNHCR also worked with UN entities, international and local partners, donors, and affected communities to promote the long-term inclusion of vulnerable refugees in line with the priorities set by the Government of Jordan. Integration of Syrian refugees into the national systems would facilitate broader inclusion of refugees into the Jordanian society while advancing more sustainable solutions. For example, UNHCR and the National Aid Fund (NAF) collaborated on targeting and assistance approaches. The NAF is Jordan's social safety net programme which provides cash assistance and other services to Jordanians living below the national poverty line. UNHCR has been advocating for the inclusion of a small number of Syrian refugees into the NAF assistance model, on a pilot basis. Integration of Syrian refugees into the national systems would facilitate broader inclusion of refugees into Jordanian society while advancing more sustainable solutions. It is also noteworthy that in 2022 UNHCR strengthened collaboration with WFP on the development of a skill mapping of refugees in Jordan. By shifting the focus from vulnerabilities to capabilities, UNHCR and WFP are developing a long-term engagement drawing on respective technical

expertise. Work is underway to develop a sustainable approach to enhance refugee self-reliance through sustainable funding options. UNHCR and WFP joint work entails the identification of households that can become self-reliant, the further alignment of assistance, and the development of self-reliance programming focusing on work permits, training, and work placement.

Challenges to Achieving Outcome

UNHCR and the MoL have observed a lower interest in renewing work permits among Syrian refugees. This is possible because the recently introduced monthly social security contributions are costly and not considered of immediate value by refugees. Low work permit uptake might also be due to possible resistance by employers. Other issues relate to limitations on the sectors where refugees are allowed to work, particularly for skilled workers; heavy reliance on the informal labour market; and access to formalized work for non-Syrian refugees. It is important to underscore that limited economic opportunities apply to refugees as well as Jordanians.

14. Outcome Area: Voluntary Return and Sustainable Reintegration

Refugee returns from Jordan are voluntary, and those choosing to return are well-informed and prepared

Indicators	Population Type	Baseline (2022)	Target (2022)	Actual (2022)
14.2 Proportion of PoC who wants to receive the CoO information actually receives it.	Refugees and Asylum-seekers	50.32%	70.00%	43.22%

Progress Against the Desired Outcome

UNHCR does not currently support or facilitate voluntary repatriation to Syria. However, throughout 2022 the Office continued to support refugees who independently chose to return as well as monitored developments that may contribute to future opportunities for voluntary repatriation in safety and dignity. In 2022, 4,013 refugees chose to return to Syria, roughly between 300-500 refugees per month.

In 2022, UNHCR and partners conducted three surveys to better understand refugees' perceptions related to return, including two intention surveys that interviewed over 3,100 Syrian refugees and one research piece that explored previous return experiences for a select group of returnees. Across these surveys, only a small percentage of refugees indicated a desire to return to Syria within 12 months, with many citing security fears and livelihood concerns as the reasons for not wanting to return in the short term.

The information gathered during these surveys and research directly contributed to UNHCR and partners' information dissemination and counselling packages to ensure the information provided was accurate and relevant to the information needs of refugees. Throughout 2022, UNHCR and its implementing partner supported over 2,526 refugees with information on voluntary return, including through in-person community meetings, individual counselling, and legal support and advice.

UNHCR maintained its coordination role through the facilitation of the Jordan Durable Solutions Working Group, which is used to share accurate information and updates on returns procedures and ensure refugee perceptions and intentions are at the forefront of discussions on durable solutions programming. UNHCR also maintained its presence at the Jaber Border with Syria to closely coordinate with authorities and law enforcement, monitor spontaneous returns, and provide individual case support where needed. UNHCR

provided support to returnees and border authorities on 95 individual cases, including for unaccompanied or separated children attempting to cross the border.

Challenges to Achieving Outcome

Due to UNHCR's stance on returns to Syria, the organization does not facilitate repatriation. All returns are spontaneous in nature, and it is difficult to ascertain how many returnees required specific information and received it, as per outcome indicator 14.2. To measure this indicator, UNHCR relies on analysis from intention surveys where refugees are asked whether they have sufficient information to decide on return. In 2022, across both intention surveys, only 43% of those interviewed believed that they have sufficient information. This represents a decrease from 2021 survey respondents when 54% stated they had sufficient information to decide on return.

This reduction is due to a variety of factors, including a complex return situation inside Syria where recent developments result in refugees being more unsure of their decision. This is also due to the fact that most individuals prefer to receive their information from friends and relatives in Syria rather than the UN or other agencies.

15. Outcome Area: Resettlement and Complementary Pathways

Resettlement and complementary pathways programs grow in scale and are efficient and protection focused

Indicators	Population Type	Baseline (2022)	Target (2022)	Actual (2022)
15.1 Number of refugees submitted by UNHCR for resettlement.	Refugees and Asylum-seekers	5,489	6,810	7,166
15.2 Average processing time from resettlement submission to departure under normal priority.	Refugees and Asylum-seekers	500.00	730.00	1,288.00

Progress Against the Desired Outcome

In 2022, resettlement activities were at their highest rate in 5 years and the quality and efficiency of resettlement processing were improved. Resettlement targets were all fully achieved through resettlement submissions for 7,166 refugees, representing a 32% increase when compared to submissions in 2021.

The identification of refugees for resettlement was guided by findings of UNHCR's VAF, which enabled the effective targeting of those refugees at heightened risk, including those resorting to crisis and emergency livelihood coping mechanisms. During the year, 17% of resettlement submissions were under emergency and urgent priority due to heightened protection risks. It is noted that 22% of cases submitted for resettlement were survivors of violence and torture, women and/or children at risk. In view of the difficult protection environment that they face, non-Syrian refugees were prioritized for resettlement when possible, and as a result, 18% of cases submitted for resettlement during the year were for refugees from non-Syrian nationalities.

Effective resettlement processes were achieved through updates to procedures, analysis of individual case audits and processing trends, strengthened case tracking systems, as well as a review of the integrity and

resettlement systems. Increased capacity was achieved through the recruitment and coaching of new staff to ensure an affective resettlement response. As a result, UNHCR achieved over 100% of the resettlement submission target for 2022.

Complementary pathways procedures were mainstreamed across the operation with training delivered to over 300 UNHCR staff throughout the year. 1,432 refugees were assisted to access pathways through counselling, referral, case management, or other support, representing an increase of 96% when compared to 2021. UNHCR was able to verify over 450 refugees exiting Jordan through labour, education, and family pathways.

Coordination and information sharing on complementary pathways were guided by research on refugee perceptions and information needs, carried out with UNHCR's implementing partner, NRC. This research highlighted a need for an information source where refugees can verify different opportunities and see the success stories of those who have previously accessed pathways. Based on these results, UNHCR launched an online information platform on pathways with a video defining UNHCR's role and ways to avoid fraud and exploitation.

In addition, the research also recommended improvements to information sharing and coordination amongst partners to better meet refugees' information needs. Based on this, UNHCR established a regular technical coordination forum with partners, including NGOs, UN Agencies, and embassies to map support services and referral mechanisms and increase access to pathways from Jordan

Challenges to Achieving Outcome

The figure reported under outcome indicator 15.2 remains high given the large number of refugees in the resettlement pipeline for the US who have been pending for several years.

Many refugees can access and depart on complementary pathways independently, and states and partners do not report on refugee access to migration pathways. As such, data related to departures is limited and does not account for the full scale of those accessing pathways from Jordan. UNHCR continues to work with partners and embassies to better understand the total number of pathways departures from Jordan, including through the newly formed Jordan Pathways Coordinators working group. The information on departures provided as indicators includes only those verified by UNHCR.

2.2. Age, Gender and Diversity

The implementation of the UNHCR Gender Equality Strategy in Jordan focused on the Core Actions of the UNHCR Age, Gender, and Diversity (AGD) Policy. To promote gender equality, UNHCR and its partners promoted meaningful participation and equal access to women, men, girls, and boys. Accordingly, UNHCR provided technical assistance to staff, partners, community groups, and volunteers on the integration of gender concerns of refugees at all planning levels. UNHCR trained 90 partners members of the Protection Sector and held 4 training workshops for 80 staff of the Public Security Directorate on Gender Equality and Gender Mainstreaming. Additional training targeting 2,400 people was delivered on gender mainstreaming.

The interventions of UNHCR are consistent with UNHCR policies, such as Communicating with Communities (CwC), Accountability to Affected Populations (AAP), and the AGD. As part of the implementation of its AAP strategy, UNHCR has reinforced outreach efforts and relationships with refugees and host communities. UNHCR Jordan relied on the network of the Community Support Committees (CSCs) across Jordan. 60,000 individuals were reached through the WhatsApp groups. Through the Bridges of Communication, UNHCR was in contact with a total of 85 groups of refugees comprising of 20,000 refugees. In 2022, the Office conducted regular community meetings through focus group discussions, interviews, home visits, and structured dialogue with refugee men, women, girls, and boys with and without disabilities from all nationalities. In addition, 10 community dialogues were also facilitated by UNHCR and WFP reaching 226 female and male refugees from Syria, Somalia, Sudan, Iraq, and Yemen, as well as host community members from 12 governorates. Thanks to such continuous engagement with communities, UNHCR was able to improve services in line with the needs and priorities of the affected population.

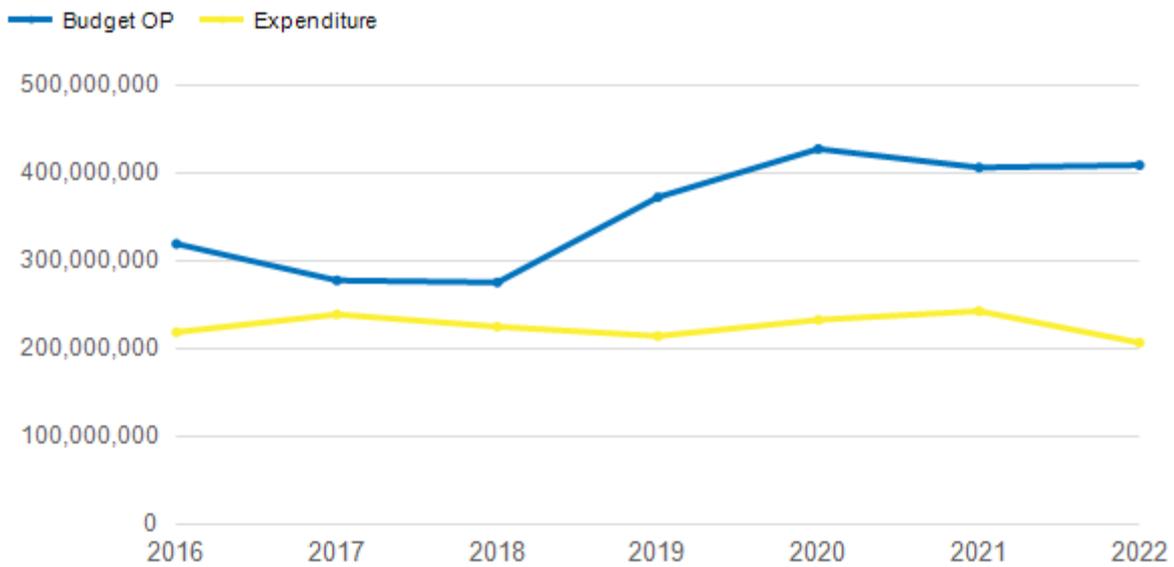
Section 3: Resources

3.1 Financial Data

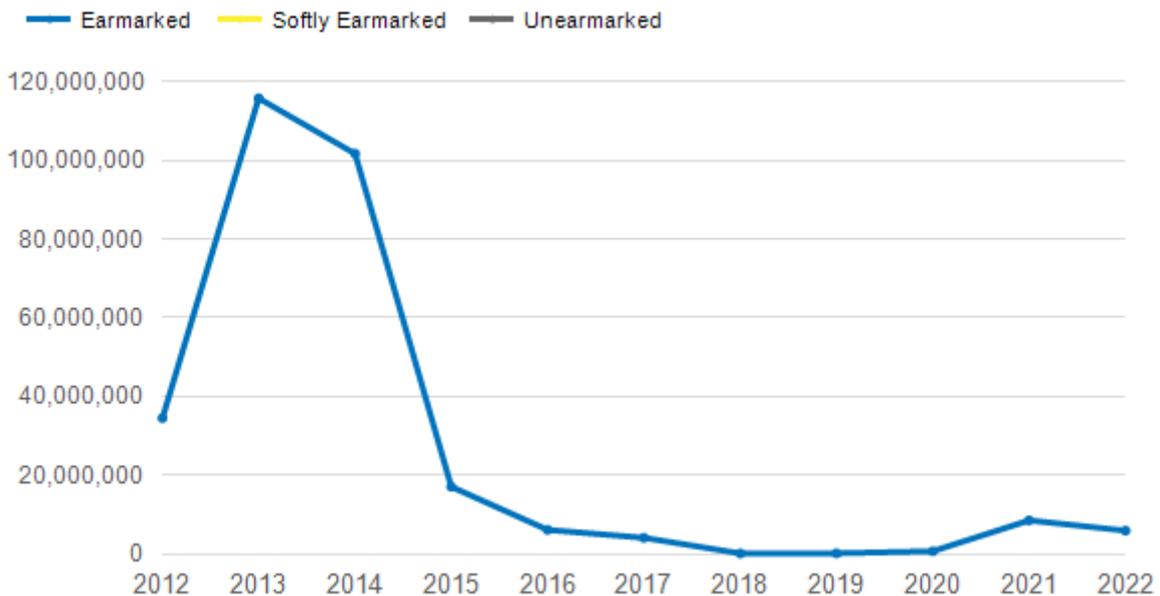
Impact Area	Final Budget	Funds Available	Funds Available as % of Budget	Expenditure	Expenditure as % of Funds Available
IA1: Protect	52,809,945	20,106,523	38.07%	20,106,523	100.00%
IA2: Respond	298,150,990	162,931,948	54.65%	163,333,448	100.25%
IA3: Empower	45,289,042	17,903,011	39.53%	17,903,011	100.00%
IA4: Solve	12,128,205	5,024,656	41.43%	5,024,656	100.00%
All Impact Areas		13,015,904	0.00%		0.00%
Total	408,378,182	218,982,043	53.62%	206,367,638	94.24%

Outcome Area	Final Budget	Funds Available	Funds Available as % of Budget	Expenditure	Expenditure as % of Funds Available
OA1: Access/Doc	18,148,147	12,200,386	67.23%	9,438,997	77.37%
OA2: Status	1,511,612	1,199,844	79.38%	1,199,844	100.00%
OA3: Policy/Law	24,061,601	7,002,697	29.10%	5,854,226	83.60%
OA4: GBV	10,602,229	2,380,118	22.45%	2,380,118	100.00%
OA5: Children	14,086,033	9,312,056	66.11%	9,125,140	97.99%
OA6: Justice	7,957,780	2,788,634	35.04%	2,788,634	100.00%
OA7: Community	17,183,030	12,407,032	72.21%	12,407,033	100.00%
OA8: Well-being	187,652,926	103,200,036	55.00%	95,083,909	92.14%
OA9: Housing	40,706,019	28,039,721	68.88%	28,039,721	100.00%
OA10: Health	55,706,012	31,084,333	55.80%	31,084,333	100.00%
OA11: Education	5,944,385	762,528	12.83%	762,528	100.00%
OA13 Livelihood	11,559,398	2,353,997	20.36%	2,353,997	100.00%
OA14: Return	6,214,103	2,494,979	40.15%	2,494,979	100.00%
OA15: Resettle	5,914,103	2,529,678	42.77%	2,529,678	100.00%
EA20: External	1,130,806	824,502	72.91%	824,502	100.00%
All Outcome Areas		401,501	0.00%		0.00%
Total	408,378,182	218,982,043	53.62%	206,367,638	94.24%

Budget and Expenditure Trend



Contributions Trend by Type



3.2. Resources Overview

In 2022, UNHCR Jordan received a variety of earmarked and unearmarked contributions. Donors that provided unearmarked/flexible contributions included the United States, Germany, the UK, Netherlands, Finland, Sweden, Norway, Denmark, France, Belgium, Canada, Austria, Ireland, Australia, Switzerland, Italy, Japan, and private donors. Other contributions were received from the EU, the Republic of Korea, Qatar, Bahrain, Luxembourg, and private donors. Due to reduced budget support and internal reallocation, in the course of 2022, the number of families assisted with monthly cash assistance decreased from 33,000 in January to 31,400 in December (representing approximately 116,000 individuals), including 3,000 non-Syrian households. As of the end of 2022, over 13,000 vulnerable households in host communities were eligible for UNHCR monthly cash assistance based on their high levels of need and poverty but were unable to receive it due to resource limitations and were thus on the waitlist. Of note, the contributions the operation received

between November and December were mainly earmarked for winter. These allowed UNHCR to deliver much-needed winter assistance to vulnerable refugees. The package was smaller than originally planned due to funding shortages.



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