



WRAPPED UP WARM

**UNICEF 2017-2018 Winterization
Campaign in Za'atari and Azraq
Post Distribution Monitoring Report**

April 2018

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UNICEF 2017-2018 Winterization Campaign in Za'atari and Azraq
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Acknowledgments

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Support for children affected by the Syria crisis would be impossible without the constant

commitment of UNICEF National Committees who tirelessly raise awareness and fundraise for winter support and overall support for the Syria region every year.

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Disclaimer: The views expressed in this publication are solely those of the authors and do not necessarily reflect the views of the United Nations Children's Fund (UNICEF).



Foreword

Robert Jenkins

UNICEF Representative in Jordan

Winter in a refugee camp is not an easy place for a child. Temperatures drop, making it tough to go to school without a warm jacket and boots, and winter storms cause flooding, limiting mobility for all children, particularly those with disabilities. In the clinics, health workers treat a rising number of children with respiratory illnesses.

For seven years, since the beginning of the Syrian crisis, UNICEF has been on the frontline providing services and support to Syrian children in Jordan, while introducing and scaling up infrastructure and services in the sectors of WASH, education, youth, health, nutrition, and child protection. With the nature of this protracted exile, solutions that were designed to be temporary are becoming more sustainable and long-lasting.

Our winterization response has also evolved. In Za'atari and Azraq refugee camps, UNICEF has been helping children survive during the harsh winter months since the beginning, distributing warm clothing, shoes, baby kits and blankets. Three seasons ago, this changed to a cash distribution at the beginning of winter – a lifeline for families that also empowers parents to control their budgets and expenditure, and to provide for their children in a dignified way.

As this report shows, **winterization cash assistance is effective and a powerful tool**

to help families realise their rights to health, education and recreation. The post-distribution monitoring shows that this model is the right fit for families, who are overwhelmingly positive on the impact it has on their children's lives and who clearly understand its intended purpose, spending the cash on keeping their children warm during the winter.

As 9-year old Lama told UNICEF – “If I had gone to school without a jacket and warm clothes this year, I would have been sick and sad.”

Keeping children warm and protected this winter would have not been possible without the generous contribution from all donors that contributed to this and previous winterization campaigns. We must ensure that vulnerable children in camps and in the host community continue to be supported with sustainable, long-term investment to ensure that they not only survive the winter months, but thrive all-year round.

Summary

RESULTS FROM THE PDM SURVEY SHOW THAT FAMILIES WERE AWARE OF BOTH THE INTENDED PURPOSE AND THE AMOUNT OF UNICEF WINTERIZATION CASH ASSISTANCE. THIS RESULTED IN AN AVERAGE AMOUNT SPENT FOR CHILDREN'S CLOTHES EQUIVALENT TO THE AVERAGE AMOUNT DISTRIBUTED BY UNICEF PER FAMILY. AS A RESULT, CHILDREN WERE BETTER PREPARED FOR WINTER.

SUCSESSES

TIMELY



95.7%
Of respondents said that the cash assistance came on time



95%
Of beneficiaries used local markets for their purchases

EFFICIENT



97% of UNICEF cash assistance was spent on children's winter clothing.

UNICEF average contribution represented **73 JD** (104 US\$) while average spending on winter clothing was **71 JD** (101 US\$).



INCREASED PREPAREDNESS FOR CHILDREN



95%
Of beneficiaries said that their children were better prepared for winter after the cash distribution



Cash made a difference in winter children's preparation for **96%**



BETWEEN OCTOBER AND NOVEMBER 2017, UNICEF SUPPORTED 63,002 CHILDREN WITH A ONE-OFF CASH ASSISTANCE OF 20 JD (USD 28) PER CHILD IN AZRAQ AND ZAATARI REFUGEE CAMPS. ALL CHILDREN LIVING INSIDE THE CAMPS AND BORN AFTER 1 OCTOBER 1999 (AGED BELOW EIGHTEEN YEARS OLD) WERE ELIGIBLE FOR THE WINTERIZATION ASSISTANCE. THE AMOUNT OF THE ASSISTANCE AND AGE CRITERIA ENABLE EACH CHILD TO PURCHASE THREE TO FOUR WINTER CLOTHING ITEMS.

THIS REPORT PRESENTS THE FINDINGS OF THE POST DISTRIBUTION MONITORING SURVEY CONDUCTED IN DECEMBER, AFTER THE 2017-2018 WINTERIZATION CAMPAIGN IN AZRAQ AND ZAATARI REFUGEE CAMPS, PROVIDING EVIDENCE ON THE EFFECTIVENESS OF UNICEF ASSISTANCE IN JORDAN'S REFUGEE CAMPS TO IMPROVE CHILDREN'S WELL-BEING AND TO INCREASE THEIR PREPAREDNESS FOR WINTER.

Improved preparedness of children for winter

After three years of winter cash assistance in Za'atari, and two years of assistance in Azraq, UNICEF's winterization assistance continues to have a significant impact on child welfare. It positively impacts the preparedness of children for winter by helping their families provide them with necessary winter materials. Overall, a clear majority of beneficiaries signalled that UNICEF assistance made a difference for their children's preparation as it allows to cover for their Basic needs during winter season.

Effective awareness campaign

The winterization programme started off as an awareness campaign intended to increase families' awareness on how best to prepare their children for winter. Results from the PDM survey show that families were aware of both the intended purpose and the amount of UNICEF winterization cash assistance. The awareness around the purpose of assistance resulted in an average amount spent for children's winter clothes equivalent to the average amount distributed by UNICEF per family. The correspondence between pay-out size and child clothes expenditure indicates that the assistance was spent in line with the programme objective.

Functioning markets allow cash to be effective mode of assistance

UNICEF cash assistance gives families the ability to purchase winter items from markets that can meet the increase in demand for winter clothes. Cash also enables families to strategically allocate cash assistance to fit their unique needs. A market assessment in Azraq proved that markets can supply the required stock of winter clothes without any major price distortion. This offers families greater choice and more flexibility in comparison to in-kind assistance.



Distribution processes in need of improvement

Because the winterization campaign consisted of a cash distribution within the camp, this report provides an assessment on the effectiveness of the distribution process. Cash was distributed on hand to beneficiaries through centres managed by NRC in each camp. There is only one distribution centre in Za'atari and two in Azraq and beneficiaries were each assigned a specific

day to retrieve their assistance. This process results in long queues, especially in the early mornings. The waiting times have improved in Za'atari compared to last year, but they remain an area for improvement. UNICEF will continue to advocate for more effective processes of cash distribution.

Thinking ahead of next winter

UNICEF's winterization assistance should continue to be provided next winter in order to maintain the preparedness levels currently seen and to

avoid the harmful effects of an unreliable cash supply. Furthermore, this report provides evidence that some families require additional support to help their children stay warm and healthy. In fact, winterization assistance, distributed mostly by UNHCR and UNICEF, constitutes the largest source of yearly income for families in camps and there are indications that some beneficiaries adopt saving mechanisms to manage unreliable cash supplies throughout the year. This calls for programmatic improvement informed by further

evidence on vulnerability of families, consumption patterns and savings behaviour in the camps to ensure that those most in need are provided for, throughout the year.

Recommendations

Winterization cash assistance has proven to be a powerful tool to improve the life of refugees in Jordan during winter season. Taking into consideration the lessons learned from the 2017/2018 campaign the reports draws three recommendations which will orient UNICEF programmatic response for next year campaign:

- The report shows that UNICEF cash assistance enable the families to meet the basic needs of their children for winter, particularly when the assistance is provided on a timely basis which is to say before winter season starts. This calls for continued donor support to be secured so that assistance could be provided on time to families.
- Some children have more challenges to meet their needs during winter because of their specific vulnerabilities, for example children from 0 to 5 are more exposed to health risks due to the cold weather. This calls for a process better customizing the assistance taking in consideration the specific contexts and the costs implied by each child specific needs. In order to achieve this, a detailed assessment of children's vulnerabilities should take place in the camps to inform the design of the new winterization campaign.
- The current distribution mechanism creates unnecessary burden to refugees since there exists technical solutions that could potentially ease it. New assistance modalities should be looked upon, particularly mobile money as it is a powerful solution as it does not solve only the problems associated with distribution centres but it also participates to improve refugee's control over their consumption.

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Background



CONTEXT AND PURPOSE OF UNICEF'S WINTERIZATION PROGRAMME

The effects of the conflict in Syria are still reverberating in Jordan. By the end of November 2017, Jordan was hosting 655,588 registered Syrian refugees, of whom 51 per cent were children. UNICEF estimated recently that 85 per cent of registered Syrian refugees are living in poverty¹, this is consistent with the latest vulnerability assessment among registered refugees, conducted in 2015 by UNHCR that indicated that 86 per cent of registered Syrian refugees were living below the poverty line. Poverty combined with their status as refugees implies that they have difficulty covering their basic needs and are extremely vulnerable to external shocks.

It is estimated that approximately 115,000 refugees live in Azraq and Za'atari refugee camps, of whom 60,000 are children. For refugees living in camp situations, basic needs like education and health services are covered through direct service provision, while food is provided through vouchers from the World Food Program. However, during winter months, a lack of infrastructure and substandard house shelters contribute to worsened overall living conditions, as roads get muddy

and temperatures drop. The weather conditions increase the likelihood that refugees will adopt negative coping strategies, as families struggle to buy winter clothes and shoes for children, repair their shelters and heat their dwellings.

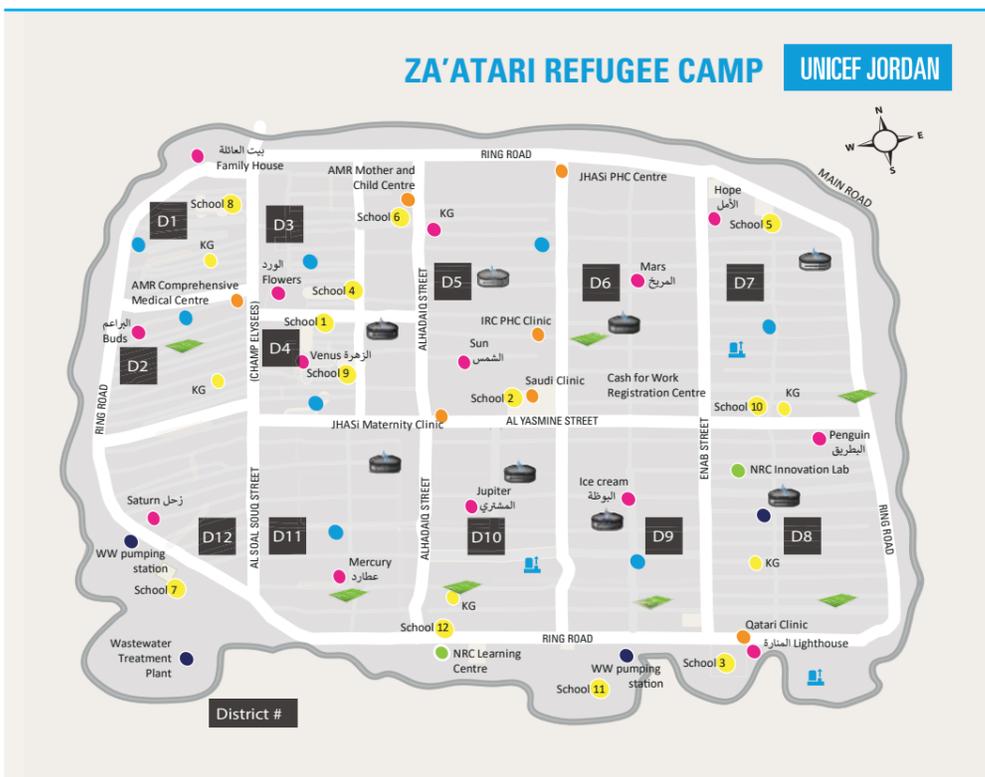
As part of its commitment to fulfil the rights of every child, UNICEF's winterization programme is designed to provide families with a safety net to help children survive the harsh winter conditions in Jordan. This includes the distribution of cash assistance in refugee camps and in-kind assistance outside of camps where access to markets are complicated, most of them Informal Tented Settlements.

Starting in 2015 in Za'atari and in 2016 in Azraq, UNICEF has delivered winterization assistance through cash rather than in-kind kits, responding to the needs of beneficiaries who have consistently indicated their preference for cash assistance. During the 2017-2018 winterization campaign, UNICEF covered 63,602 children with a one-off cash assistance of 20 JD (USD 28) per child in Azraq and Za'atari refugee camps. All children living in inside the camps and born after 1st of October 1999 were eligible for the winterization assistance. In-kind winter kits were also distributed for families as a top-up of cash assistance for families that had arrived in Azraq after April 2015 as it was expected that the cash amount would not cover their needs.

85%

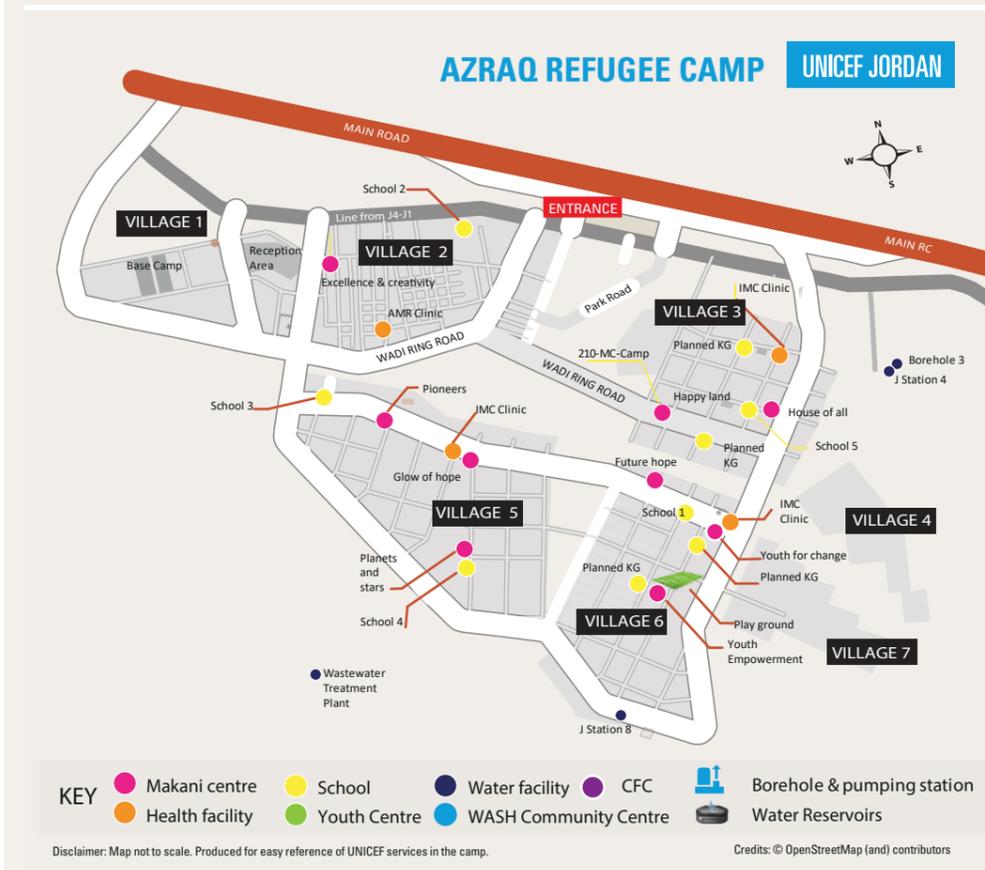
UNICEF ESTIMATED RECENTLY THAT 85 PER CENT OF REGISTERED SYRIAN REFUGEES ARE LIVING IN POVERTY

¹ <https://www.unicef.org/jordan/12451.html>



Za'atari Camp

Za'atari refugee camp opened in **July 2012**. It is currently one of the **largest refugee camps in the world** and the **fourth largest urban area in Jordan**. In December 2017, an estimated **80,000** people lived in Za'atari camp, of whom **40,000** were children. UNHCR and the Government of Jordan jointly manage the camp. Most of Za'atari's residents are from Dara'a governorate in southwestern Syria, the first area affected by the Syrian crisis.



Azraq Camp

Azraq refugee camp opened in **April 2014**. It currently hosts approximately **35,000** people, primarily from farming families from northern Syria, of whom **20,000** are children. Many arrived through Jordan's north-eastern border with Syria. It is located in a remote desert area, about 100 km to the east of Amman. As of early 2018, **over 8,000** refugees were living in a fenced area known as Village 5.

CASH DISTRIBUTION IN THE CAMPS

has partnered with multiple organisations to implement its winterization programme. Its cash assistance leverages on other cash interventions that aim to improve the preparedness of refugees for winter conditions in the camps. As such, the UNICEF assistance was jointly distributed with other cash assistance from UNHCR (in both camps), OCHA (for new arrivals in Azraq) and CARE (for people living in Village 5 in Azraq and cases with disabled persons) during two dedicated time slots in autumn of 2017.

In Za'atari Camp, the assistance was distributed from October 15th until

October 25th of 2017 at the Norwegian Refugee Council (NRC) distribution centre. In Azraq camp, the cash distribution ran from October 30th until November 6th of 2017 in two NRC distribution sites: one in Village 5 (for refugees living in the fenced area) and one in Village 6 (for all other refugees).

During the distribution period, beneficiaries were assigned a specific day to retrieve assistance based on the size of the family. One member of the family (who had to be older than 16 years old) was required to go to the centre where the family's data was checked to determine the entitlement. The family member then received a voucher to retrieve a specific amount, which would be exchanged for cash at a second booth.

ASSISTANCE PROVIDED DURING THE 2017-2018 WINTERIZATION CAMPAIGN IN AZRAQ AND ZA'ATARI CAMPS.

UNHCR

- **Between 84 JD an 148 JD** (depending on case size) for gas in both Azraq and Za'atari
- **20 JD per family** for shelter maintenance in Zaatari
- **20 JD per family** member for general winter preparation distributed in Azraq

UNICEF

- Cash assistance to prepare children for winter in both camps (**20 JD per children**)

OCHA

- **15 JD** for any Azraq resident who arrived after April 1st of 2017

CARE

- **10 JD** for disabled persons and for village 5 residents in Azraq only

METHODOLOGY OF THE POST DISTRIBUTION MONITORING

This report presents the results of a post distribution monitoring (PDM) survey conducted in both camps. It is intended to assess whether UNICEF winterization cash assistance was effective at increasing the preparedness of children for winter. It is also designed to provide insights into potential areas of improvement for the winterization programme in camps. As the programme modalities were similar in both camps, this report presents the processes and results in both camps through a unified lens, rather than having a separate section for each camp. However, statistics will be analysed at the camp level to compare conditions between camps or based on information availability. Additionally, there is a specific section dedicated to a follow up on the response to cash injection in the market for children's clothes.

Sampling

The population of interest for the PDM sampling were all families living in camps who had received winterization cash assistance. This amounts to a total of 5,927 cases² in Azraq (21,561 children) and 12,341 families/cases in Za'atari (41,441 children). With a 95 per cent confidence level and a 6 per cent margin of error for each camp, the sample comprised of 393 cases in Azraq and 469 cases in Za'atari. The overall margin of error for the whole sample is 3 per cent. The families to be interviewed were then selected randomly within villages in Azraq and districts in Za'atari as to get a sample representative of the size of each relative to the overall population of the camps.

Azraq sample size and percentage of total sample

Village	Sample Size	% of total sample
V02	65	16.50%
V03	130	33.10%
V05	96	24.40%
V06	101	25.70%
Total	393	100%

Za'atari sample size and percentage of total sample

District	Sample Size	% of total sample
1	30	6.40%
2	44	9.40%
3	37	7.90%
4	30	6.40%
5	45	9.60%
6	45	9.60%
7	34	7.20%
8	52	11.10%
9	37	7.90%
10	30	6.40%
11	50	10.70%
12	35	7.50%
Total	469	100%

Data collection

In Azraq, the survey was conducted between 3-18 December directly by UNICEF enumerators. In Za'atari, the survey was part of a joint post distribution monitoring exercise between UNICEF, UNHCR and NRC; the survey was conducted between December 19th and January 3rd by a team of enumerators from the three organizations.

A case is a denomination of UNHCR identification of a group of persons living together and who fulfil the criteria contained in the definition of the refugee status



THE POPULATION OF INTEREST FOR THE PDM SAMPLING WERE ALL FAMILIES LIVING IN CAMPS WHO HAD RECEIVED WINTERIZATION CASH ASSISTANCE. THIS AMOUNTS TO A TOTAL OF 5,927 CASES IN AZRAQ (21,561 CHILDREN) AND 12,341 FAMILIES/CASES IN ZA'ATARI (41,441 CHILDREN).

Programmatic features of UNICEF's winterization assistance



This section presents the key design features of UNICEF's winterization programme including the modality of assistance, distribution scheduling and pay-out levels. The design of the programme intends to align with preferences expressed by beneficiaries and to incorporate lessons learnt from previous years. The report finds that beneficiaries value cash over other types of assistance and are more prepared for winter when there is an earlier distribution of cash.



Figure 2 (which includes data only collected in Za'atari) further demonstrates the basis of this preference for cash assistance. The top two reasons chosen by respondents reflect an appreciation for the flexibility to choose what to buy for their children and where to buy it. These findings are consistent with the findings from focus group discussion with beneficiaries in Azraq and Za'atari camps, where the flexibility of cash was cited as the main advantage of cash in respect to other assistance modalities.

TIMELINESS OF DISTRIBUTION

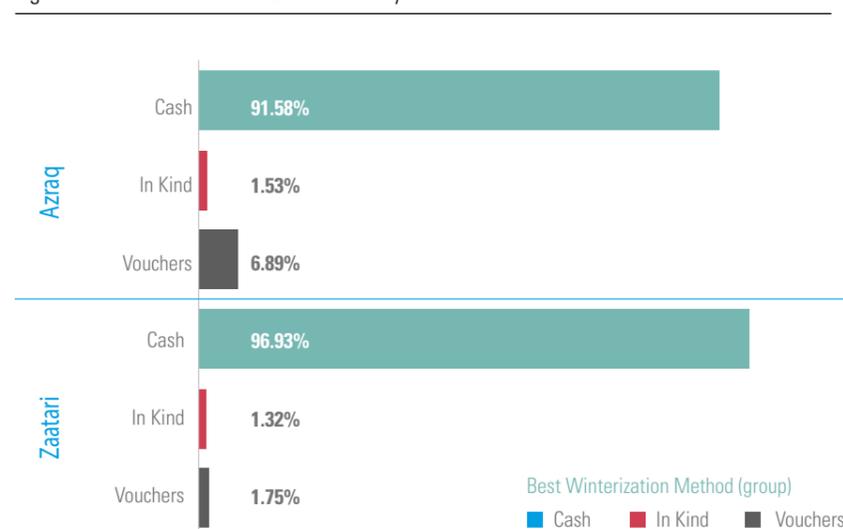
During the 2016-17 winterization campaign, the cash assistance was distributed in late December and early January, at a time when harshest winter weather conditions had already hit. To enable families to better prepare for winter, this year's winterization cash assistance was distributed in October before weather conditions deteriorated. This adjustment in distribution timings was well received with 95.7 per cent of families reporting that the assistance came on time, as displayed in figure 3.

PREFERRED TYPE OF ASSISTANCE

The PDM results reveal that a preference for cash assistance in both camps remains strong. In previous years, cash assistance was preferred by beneficiaries. For this winterization campaign, 94 per cent of respondents preferred cash assistance over vouchers and in-kind assistance, as shown by Figure 1. The preferences are relatively unchanged from last year where 95 per cent of the respondents between both camps indicated a preference for cash as opposed to other kinds of assistance.

Focus group discussions among selected residents in Azraq and Za'atari compared preferences between cash, in-kind, and voucher assistance. Cash was preferred for time flexibility and for freedom of use. In-kind assistance was unfavourable because the items received were the wrong size or not used, sometimes being sold by families. Vouchers were unfavourable as well because prices were driven up while quality was driven down.

Figure 1: Preference of winterization modality



Last year, about 96 per cent of refugees in Za'atari and 97 per cent in Azraq stated that they preferred cash to in-kind assistance or vouchers. A bit of a decrease in Azraq.

Source: Post Distribution Monitoring Survey in Azraq and Za'atari camp

Figure 2: Reasons for preference for cash in Za'atari camps

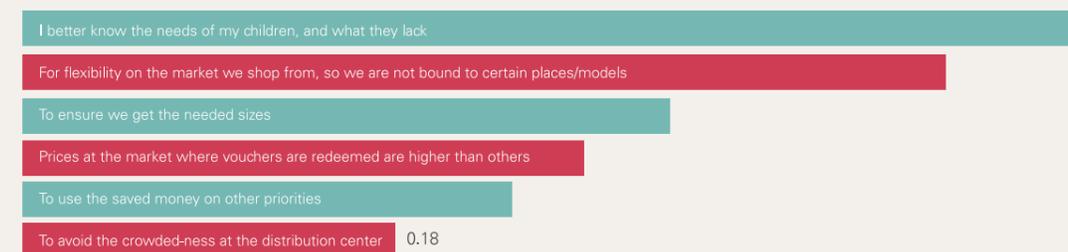
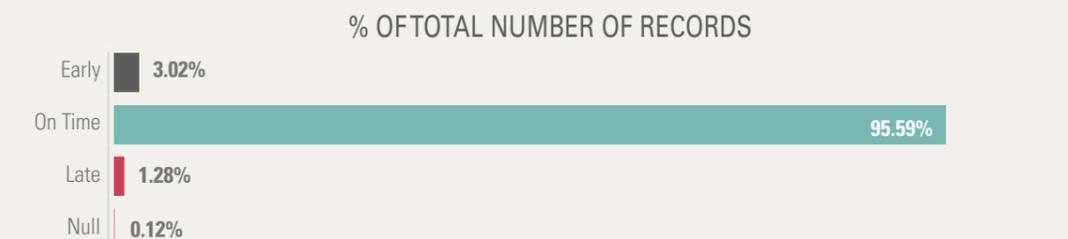


Figure 3: Timeliness of winterization cash assistance



% of Total Number of Records for each Assistance Timeliness1 (group). Color shows details about Assistance Timeliness1 (group).

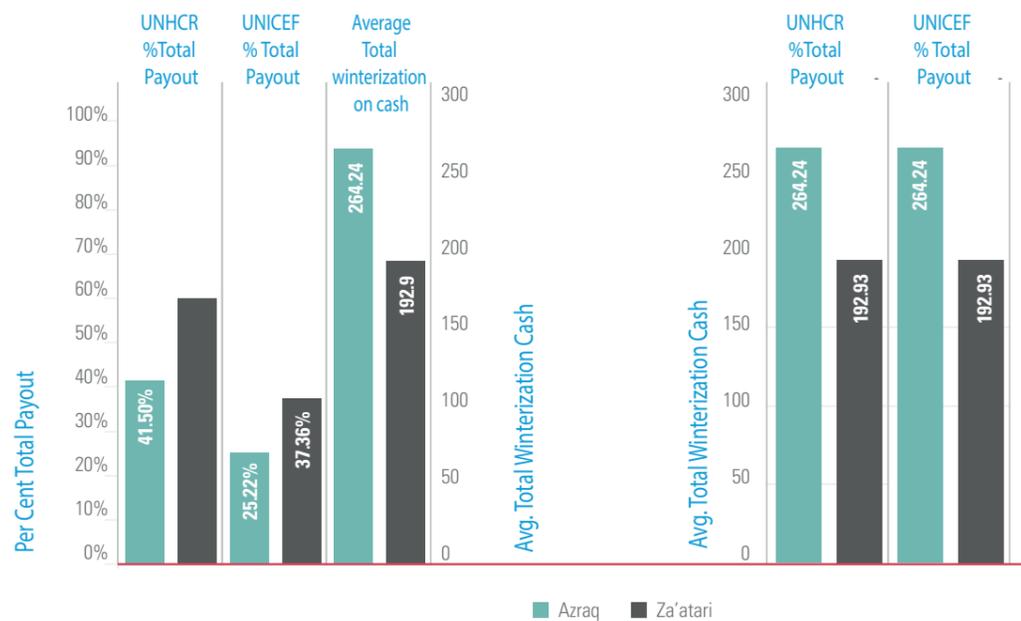
Source: Post Distribution Monitoring Survey in Azraq and Za'atari camp

AVERAGE WINTERIZATION PAY-OUTS

Apart from UNICEF's cash assistance in both camps, winterization cash assistance was also distributed by UNHCR in Za'atari and by UNHCR and OCHA in Azraq. While UNHCR assistance targeted overall household needs, UNICEF assistance targeted specifically the needs of children, particularly children clothes and shoes. Those items are essentials for children during winter: muddy roads on their way to school would impeach access to school and the cold and wet weather expose them to respiratory diseases. Overall, UNICEF and UNHCR assistance accounts for 100 per cent of all winterization pay-outs in Za'atari and for 67.7 per cent of all winterization pay-outs in Azraq. The



Figure 4: Average pay-out for winterization in both camps

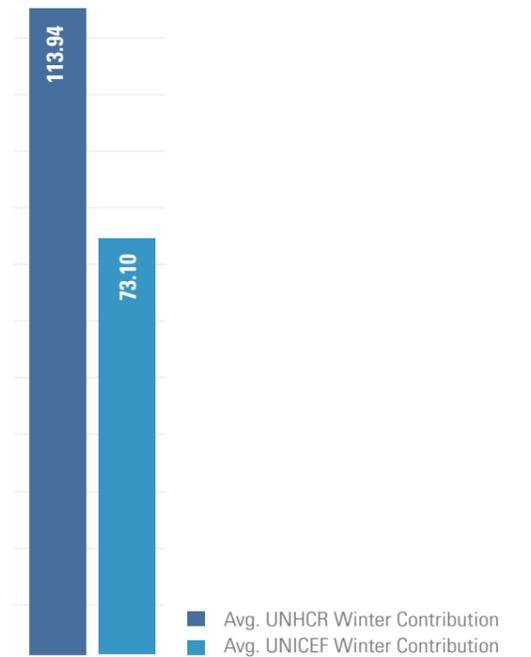


Source: Post Distribution Monitoring Survey in Azraq and Za'atari camp

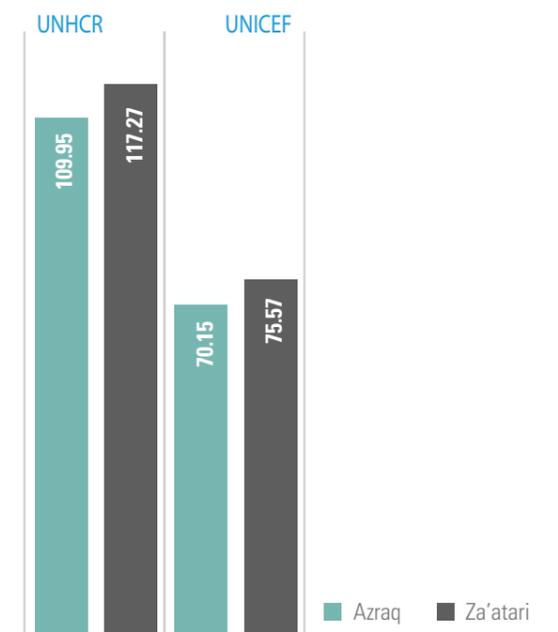
average cumulative pay-out of winterization assistance comes out to 264.24 JD in Azraq and 192.93 JD in Za'atari mainly due to additional contributions from UNHCR, CARE and OCHA distributed in Azraq (see page 15)

UNICEF's average pay-out amounted to 73.10 JD per family, with a slightly higher

Figure 5: UNICEF and UNHCR contributions



UNICEF + UNHCR CONTRIBUTION BY CAMP



Source: Post Distribution Monitoring Survey in Azraq and Za'atari camp

average pay-out in Za'atari than in Azraq due to an average higher number of children in Za'atari's families (3.51 children in Azraq, 3.78 children in Za'atari). The proportion of UNICEF's contribution relative to the total winterization assistance was lower in Azraq than in Za'atari. UNICEF cash assistance represented 25.22 per cent of the total winterization assistance in Azraq and 37.36 per cent of the total winterization assistance in Za'atari.

UNICEF AND UNHCR ASSISTANCE ACCOUNTS FOR 100 PER CENT OF ALL WINTERIZATION PAY-OUTS IN ZA'ATARI AND FOR 67.7 PER CENT OF ALL WINTERIZATION PAY-OUTS IN AZRAQ.

Cash distribution process



The report finds that while beneficiaries expressed a strong preference for cash assistance, the process to retrieve cash assistance is still a difficult one (see section 2.2 for details around the distribution process). Travel times and waiting times pose a challenge for beneficiaries, as many had to make an inhospitable trip to a distribution centre (due to weather conditions), after which they likely spent many hours queuing at the distribution centre itself. Compared to last year, waiting times have improved in Za'atari. However, in Azraq the cash distribution process still takes more than two hours for the majority of beneficiaries, with no improvement from last year. Process improvements in the distribution of cash are critical to optimizing the welfare return to families receiving the cash. The suggested improvements include more and better dispersed distribution centres and increased working hours at distribution centres.

demonstrates that Za'atari respondents expressed greater grievance with travel times. However, respondents in both Azraq and Za'atari camps expressed significant grievance with the travel times. It is to be noted that distances can amount to 3 kilometres in dusty desert conditions, the travel time to the distribution centre from caravans can take up to one and a half hours walking.

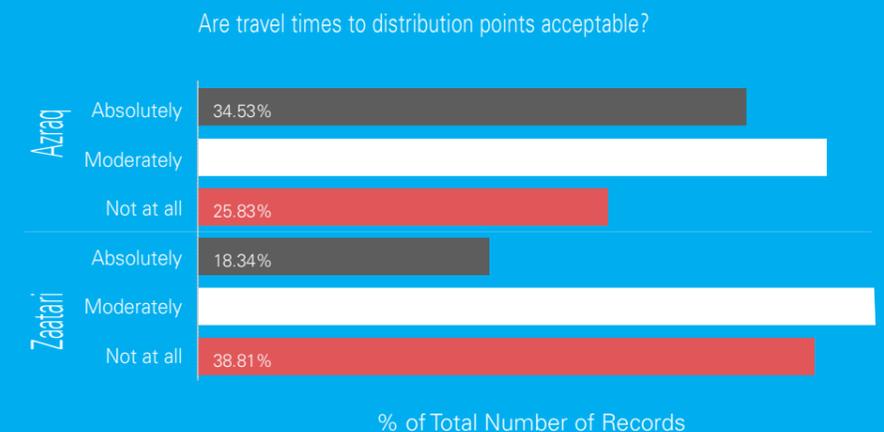
One of the potential reasons for the greater grievance among Za'atari respondents is that cash distributions in the camp are carried out at a single distribution centre that serves the entire population, making travel to the centre difficult for those not living nearby. Additional and strategically located distribution centres may be a way to mitigate this problem.

In Azraq too, large distances between camps contribute to travel times. Azraq respondents were in general more satisfied with their traveling times, which may be explained by the presence of a separate distribution centre for Village 5. However, one fourth of the responding families were still very dissatisfied, denoting the need for more service centres.

TRAVEL TIMES

The travel times to distribution centres were deemed unacceptable by almost one third of the surveyed population across both Azraq and Za'atari camps. Figure 6

FIGURE 6: TRAVEL TIMES TO DISTRIBUTION POINTS

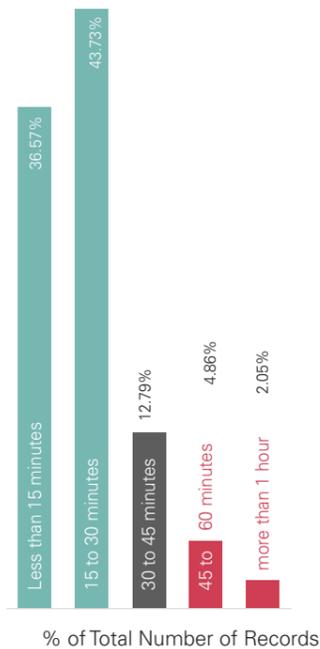


Source: Post Distribution Monitoring Survey in Azraq and Za'atari camp

Figure 7 gives a better idea of the travel times to distribution centres for the respondents. 20 per cent of the respondents in Azraq had to travel more than half an hour to reach the distribution centre. This is similar to last year, where 15 per cent had to travel for more than half an hour to reach the distribution centre. This stagnancy reinforces the need for more service centres to accommodate respondents across all of the camp.

Figure 7: Travel times in Azraq camp

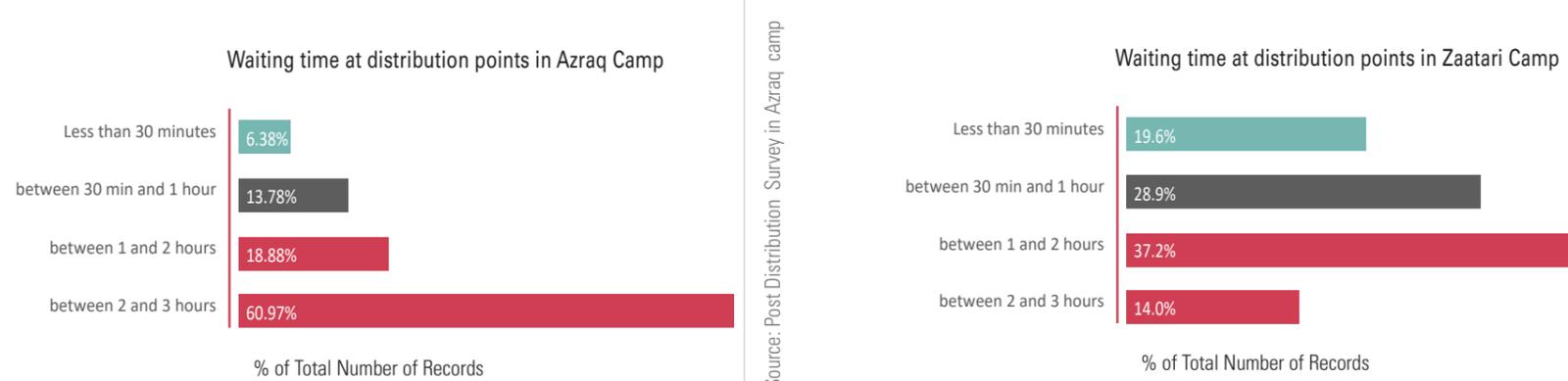
Travel times in Azraq Camp



Source: Post Distribution Survey in Azraq camp

IN AZRAQ, THE AVERAGE WAITING TIME INCREASED FROM LAST YEAR, WITH 61 PER CENT OF SURVEYED FAMILIES WAITING MORE THAN TWO HOURS AT A DISTRIBUTION POINT.

Figure 8: Waiting Times at Distribution Points



Source: Post Distribution Survey in Azraq camp

Source: Post Distribution Survey in Za'atari camp

In Azraq, the average waiting time increased from last year, with 61 per cent of surveyed families waiting more than two hours at a distribution point. Only 49 per cent of surveyed families last year had to wait more than two hours at a distribution point to receive their cash. In Za'atari, the average waiting time was much less than in Azraq and actually decreased significantly from last year, with only 20 per cent of surveyed families waiting longer than 2 hours. Last year, 59 per cent of families had to wait more than 2 hours to receive their cash. This year, improvement in the scanning systems have contributed to decrease waiting times.

The reasons for the long wait are made clear in Figure 9 (data collected only in Za'atari). 98 per cent of respondents citing long wait times identified long queues at distribution centres as a problem. Verification or cash collection problems were cited much less frequently as drivers of long wait times. A scheduling system has been running in Za'atari for the past couple of years to mitigate long waiting times and has cut down the long queues and reduced waiting times significantly. Even so, long queues are still the primary drivers of long waiting times.

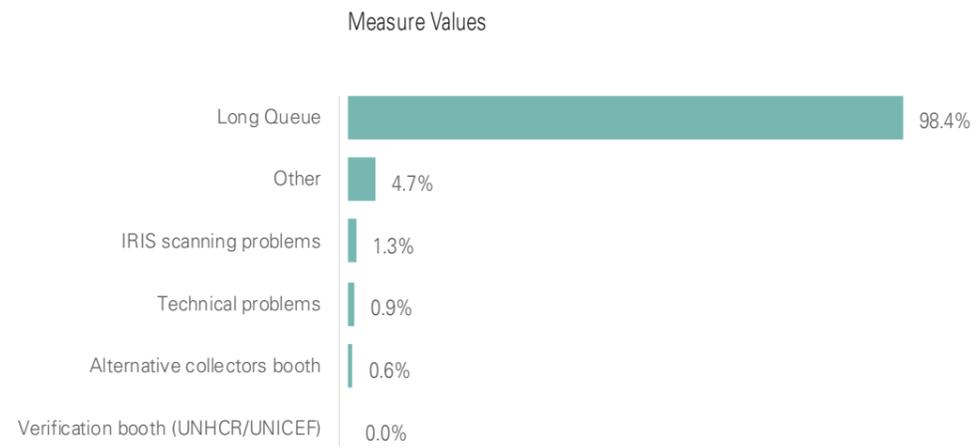
One of the driving components of long queues and thus wait times at distribution centres was the time in the day families arrived at distribution centres. The scheduling of distributions was a critical contributor to the efficacy of the distribution process at Za'atari. In past years, overcrowding was very common, especially in the morning hours.

Figure 10 shows the dispersion of arrival times, and the amounts of time waited by those who arrived at those times. Arriving in the afternoon rather than the morning usually makes wait times shorter, as demonstrated by the trend line. 9-11 AM were the most popular times to come to the distribution centre.

IN ZA'ATARI, THE AVERAGE WAITING TIME WAS MUCH LESS THAN IN AZRAQ AND ACTUALLY DECREASED SIGNIFICANTLY FROM LAST YEAR, WITH ONLY 20 PER CENT OF SURVEYED FAMILIES WAITING LONGER THAN 2 HOURS.

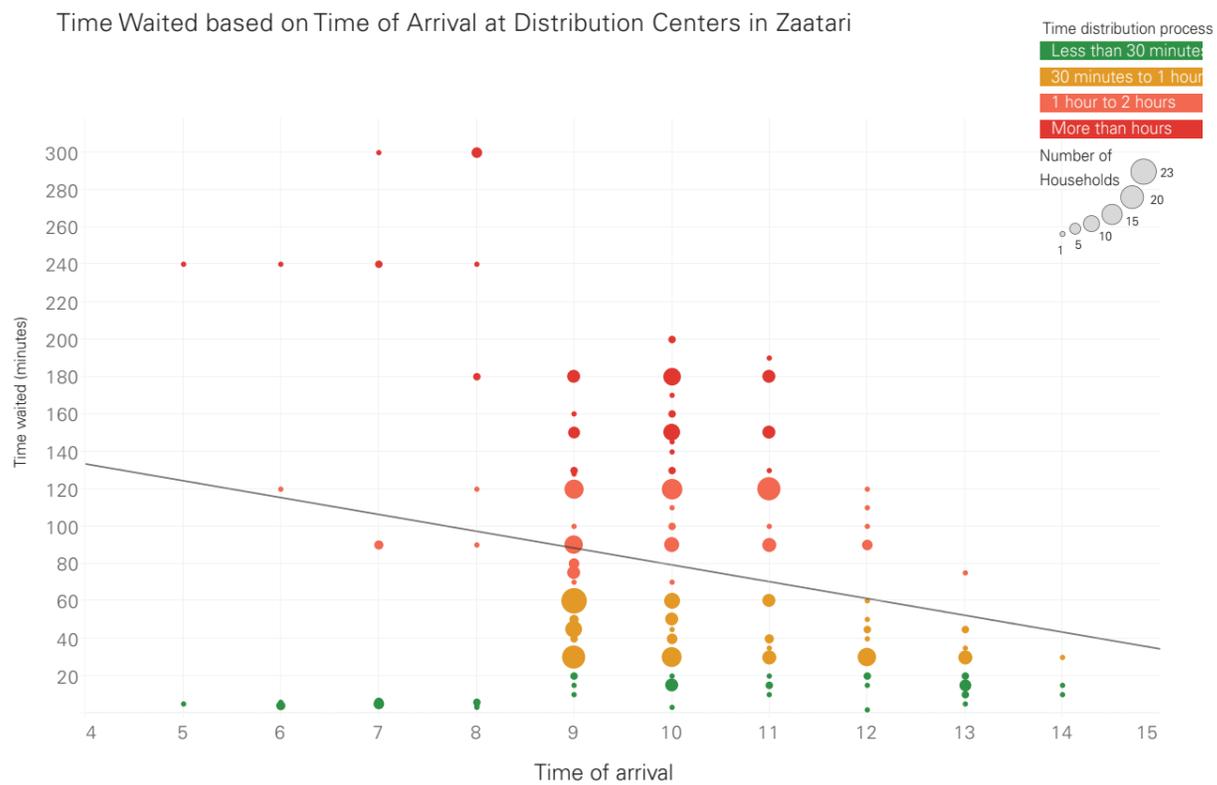


Figure 9: Waiting Times at Distribution Points



Source: Post Distribution Monitoring Survey in Za'atari camp

Figure 10: Time waited based on time of arrival at Za'atari Distribution Centre



Source: Exit interviews in Za'atari



Awareness and communication campaign



To ensure that beneficiaries would use the cash to directly address children's winter needs, UNICEF invested in an awareness campaign as part of its winterization programme. This winter, UNICEF's awareness campaign primarily consisted of flyer distribution and on-site communication with beneficiaries in the distribution centres. This low-cost awareness campaign proved to be as effective as the previous year's awareness campaign. The survey confirms that families were aware of both the intended purpose and amount of the UNICEF winterization cash assistance. However, there is evidence that beneficiaries are confused over the source of the assistances, probably due to the multiple organizations involved in the provision and distribution of winterization cash assistance. This calls for more multilateral action and coordination on winterization initiatives to ensure further improvements in the communication with beneficiaries in each camp.

THE CAMPAIGN RELIED MOSTLY ON DIRECT COMMUNICATION WITH BENEFICIARIES THROUGH DOOR-TO-DOOR VISITS, INTERVENTIONS IN COMMUNITY GROUPS AND DISSEMINATION OF INFORMATION THROUGH THE MAIN COMMUNITY CENTRES IN BOTH CAMPS (MOSQUES, MAKANI CENTRES, SCHOOLS).

UNICEF AWARENESS CAMPAIGN

Before commencing cash distribution, UNICEF launched a communication campaign targeted towards the camp population in order to:

- Inform beneficiaries about the amount distributed by UNICEF (20 JD for each child in the family), and;
- Create awareness among families that winterization assistance from UNICEF is intended to cover a child's needs for winter, especially the need for winter clothes.

The campaign relied mostly on direct communication with beneficiaries through door-to-door visits, interventions in community groups and dissemination of information through the main community centres in both camps (mosques, Makani centres, schools). The participation of organizations from the community mobilization working group such as ACTED, Save the Children and IRD was also critical to reaching most of the camps' residents.

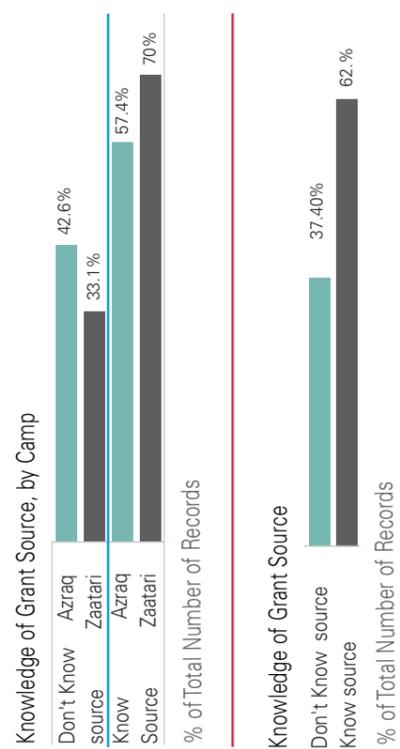
The last step of the awareness campaign involved the dissemination of key messages through the installation of relevant communication channels at the distribution sites. While beneficiaries were waiting to receive cash assistance, volunteers from UNICEF and NRC were available to answer questions and to address concerns regarding the distribution. The communication material was also displayed to remind beneficiaries about the amount, purpose and access conditions of the UNICEF Winterization assistance.

AWARENESS OF SOURCE

As seen in figure 11, two thirds of beneficiaries were aware of the source of the winterization assistance.

The survey revealed that knowledge about the assistance source is greater in Za'atari than in Azraq: 57.4 per cent were aware of the assistance source in Azraq compared to 66.95 per cent in Za'atari. Among the organizations named as providers of the assistance, UNICEF was overall most recognized, being cited by 61.60 per cent of beneficiaries. The many organizations involved in organizing and implementing the winterization campaign may have contributed to the confusion over the source of the assistance. For instance, in Za'atari, NRC (operating the distribution centre) was the organization most identified by beneficiaries as the source of the assistance (cited by 73.89 per cent of beneficiaries).

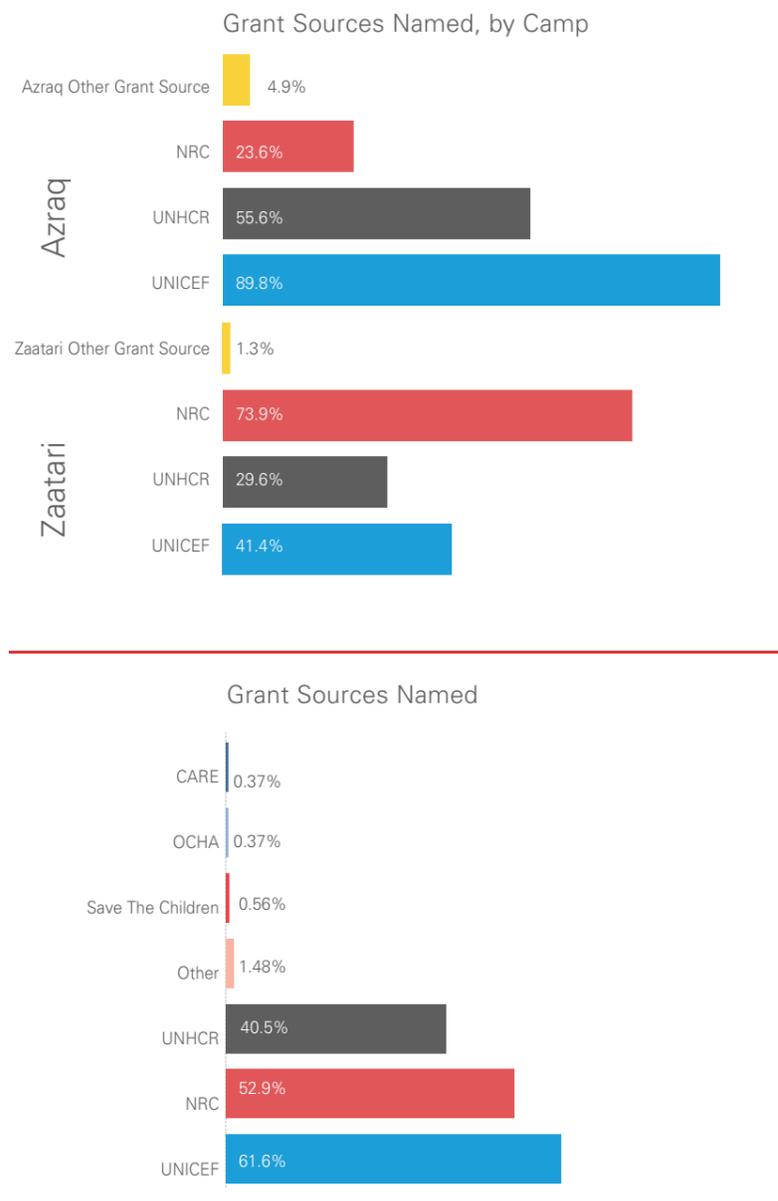
Figure 11: Knowledge of Assistance Source



Source: Post Distribution Monitoring Survey in Azraq and Za'atari camp

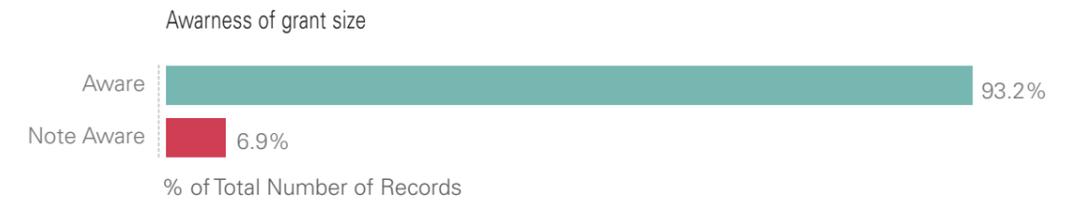
In Azraq, UNICEF was the organization most cited by beneficiaries as the assistance source (cited by 89.78 per cent of beneficiaries) although its contribution was relatively small and was intended

Figure 12: Assistance Sources Named



Source: Post Distribution Monitoring Survey in Azraq and Za'atari camp

Figure 13: Awareness of Assistance Size



Source: Exit interviews in Za'atari

AMONG THE ORGANIZATIONS NAMED AS PROVIDERS OF THE ASSISTANCE, UNICEF WAS OVERALL MOST RECOGNIZED, BEING CITED BY 61.60 PER CENT OF BENEFICIARIES.

only to complement the assistance that UNHCR provided. The awareness that UNICEF provided the cash is a positive sign that UNICEF's communication efforts were successful. The differentiation between sources is important in so far as UNICEF's cash is particularly dedicated to serve children's needs. Beneficiaries who are aware that the money is from UNICEF are more likely to understand that the 20 JD they received is for child-focused spending, particularly spending on their children's winter clothes which was the main message of UNICEF communication campaign previous to the distribution.

AWARENESS OF AMOUNT

To assess if beneficiaries were aware of the UNICEF assistance size, the survey asked families what they thought UNICEF's winterization contribution to their family would be. Beneficiaries were deemed aware of the UNICEF assistance size whenever they answered that it was 20 JD per child in their family. Figure 13 below shows that the awareness campaign was effective at informing families about the size of the assistance. However, as the assistance size has remained unchanged for three years, it might be the case that families were already aware and have even

become used to receiving 20 JD per child. Overall, 93.15 per cent of beneficiaries were aware that UNICEF covered 20 JD per child. Indeed, in past years as well, assistance awareness has been in the mid-90 per cent range, so awareness of assistance size has not changed significantly.

AWARENESS OF PURPOSE

Figure 14 below addresses awareness around the purpose of the cash assistance, showing that the awareness campaign was successful at informing the cash recipients about the fact that UNICEF winterization cash assistance intends to cover children's needs for winter. It is to be noted that in answering the question of purpose, the family was able to list multiple purposes of the assistance. Knowledge of the purpose was measured as to whether or not a family in its list of purposes indicated that the assistance was to 'prepare children for winter'. As such, 92.86 per cent of respondents in Azraq and 98.51 per cent in Za'atari were aware of the intended purpose of UNICEF cash winterization. These numbers are similar to the results last year, where awareness of the purpose was in the mid-90 per cent range.

Figure 14: Knowledge of Assistance's Purpose



Source: Post Distribution Monitoring Survey in Azraq and Za'atari camp



Effectiveness

A very large proportion of the recipients reported that they spent the assistance on basic needs for winter. Children's winter clothes on average constitute the primary expense for families. The timeliness of distribution was the most cited reason by families as to why the cash assistance could make a difference before the harsh winter conditions started.

These encouraging results make a strong case for the continued provision of winterization support to families so that children are prepared for winter. The results show that without UNICEF assistance, children would not have had adequate clothes for the winter as families do not have the cash to pay for them. However, the monitoring showed that winterization assistance may not be sufficient, in particular for the most deprived families. Overall winterization assistance constitutes the largest source of income for families, more tailored support that allows families to better cope with emergency situations throughout the year is a potential areas of improvement.

ABILITY TO FIND CHILDREN WINTER CLOTHES

Almost all beneficiaries (95.49 percent) indicated that they could easily find children's winter clothes and, as figure 15 below shows, most families purchased their winter items from within the camps. This confirms that cash assistance is an appropriate modality of assistance since most of the supply is available to families in markets. Further focus group discussions showed that other modalities were associated with low quality items or price control from sellers.

As can be seen in figure 16, winter children's clothes were primarily bought in local markets. There were two major factors that contributed to the increased likelihood of families buying their goods from local markets. Firstly, cash assistance allowed families to buy clothes where they preferred to buy clothes. The results reflect the families' stated preference to shop from local markets both for convenience and cost-effectiveness reasons.

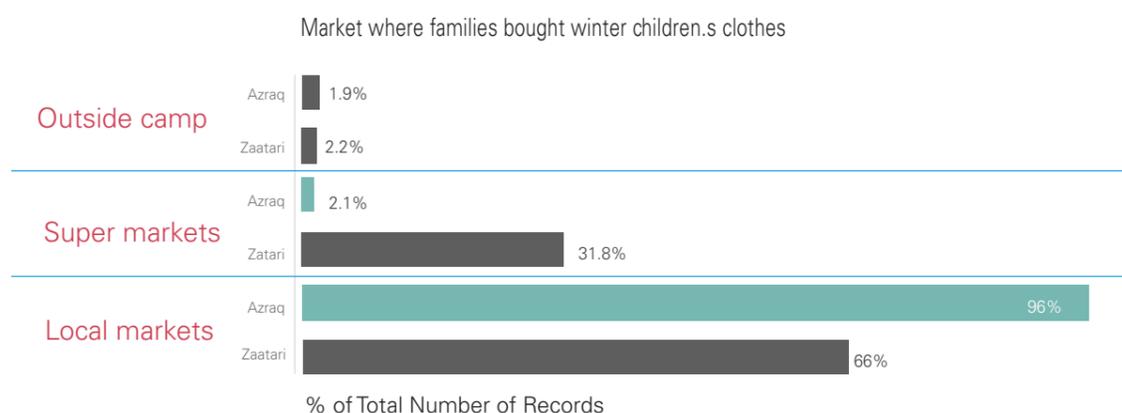
Figure 15: Ability to find children's winter clothes and location of buying



Source: Post Distribution Monitoring Survey in Azraq and Za'atari camp



Figure 16: Markets where families bought children's winter clothes



Source: Post Distribution Monitoring Survey in Azraq and Za'atari camp

Secondly, supermarkets in Azraq camp were providing few winter children's clothes. It follows that residents of Azraq had no choice except to buy clothes from local or external markets.

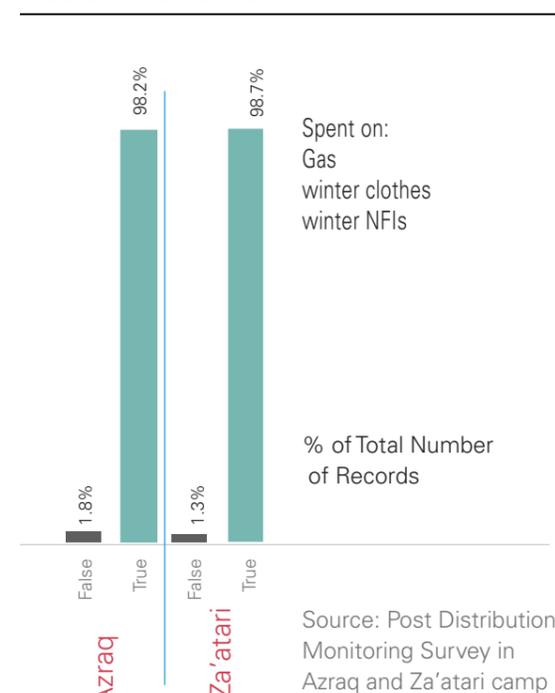
USE OF WINTERIZATION CASH ASSISTANCE

As shown in section 14, the PDM survey confirms that beneficiaries were aware that UNICEF winterization cash assistance was intended to increase the preparedness of children for winter conditions. As figure 17 displays, this translated into almost all beneficiaries spending at least part of the total assistance received on winter-related items.

When looking specifically at winter child clothing expenses figure 18, shows that 80.6 per cent of Za'atari respondents and 95.5 per cent of Azraq respondents spent money on children's winter clothes. It is worth noting that almost no families spent money on winter non-food items (heaters, blankets and carpets) which can be considered durable goods (goods that yields utility for long periods). This is likely because families already own such items from previous in-kind assistance and would prefer to use the winterization assistance for consumable goods such as food and gas. Indeed, 75.51 per cent of families in Azraq and 62.47 per cent of families in Za'atari used the winterization assistance for food expenditures.

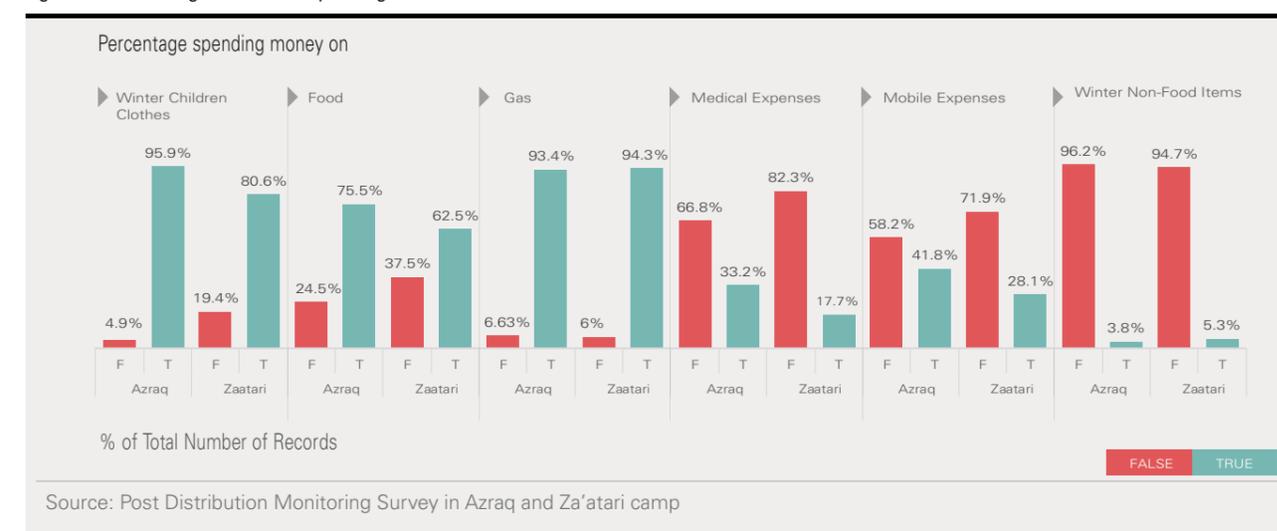
DATA SHOWS THAT 80.6 PER CENT OF ZA'ATARI RESPONDENTS AND 95.5 PER CENT OF AZRAQ RESPONDENTS SPENT MONEY ON CHILDREN'S WINTER CLOTHES

Figure 17: Percentage of families spending on gas, children clothes and winter Non-Food Item



When analysing the average expenditures for beneficiaries, children's needs were found to constitute the primary need for families during winter. In both camps, children's clothes were the main expense for families, averaging around 71 JD. Expenses related to the repayment of debts (31.79 JD in Azraq

Figure 18: Percentage of families spending on different items



Source: Post Distribution Monitoring Survey in Azraq and Za'atari camp

and 20.57 JD in Za'atari), food (27.77 JD in Azraq and 24.79 JD in Za'atari) and gas (22.54 JD in Azraq and 31.82 JD in Za'atari) completed the family's primary winter expenses after receiving the winterization cash assistance.

With respect to expenditures on children's clothes, a family's knowledge of the assistance's purpose resulted in an average increase of child clothing expenditures. Among the families that were aware of the purpose of UNICEF's cash assistance, the average expenditure for their children's clothes was 24.5 per cent higher in Azraq and 55.22 per cent higher in Za'atari

This shows that UNICEF winterization assistance is used by families for its intended purpose as the average expenditure for children's winter clothes corresponds to the average UNICEF contribution for winterization.

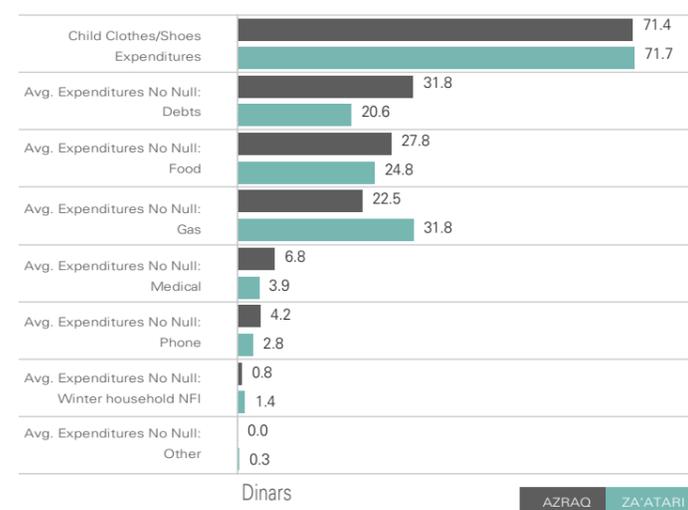
Interestingly, the full data on expenditures shows that consumable goods comprise a large proportion of a family's expenditures. This feeds into focus group discussion accounts relating to the tendency of families to adopt strategies of consumption smoothing - where they seek to mitigate the volatility of their income, primarily derived from humanitarian assistance that peaks in winter, by saving part of the additional income during these months.

PAY-OUT AND EXPENDITURE

Comparing the total winterization cash received by a household to the household's total winter expenditure is an effective way to determine the extent to which winterization support gives a family greater spending power.

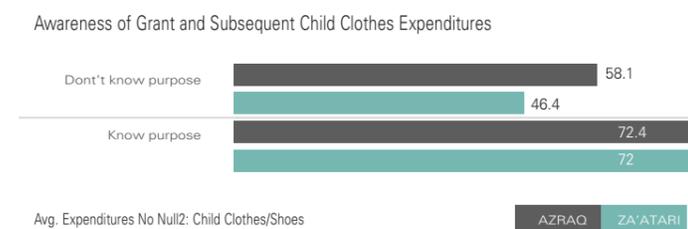
Figure 20 shows the average winterization assistance and winter expenditure across both Za'atari and Azraq camps, based on their household sizes. The dimension of household size is added to the figure because disbursement for both UNICEF and UNHCR assistance is correlated with a household's size. For UNHCR, the pay-out calculation factors in all members of a household (including parents), while for UNICEF the calculation only factors in the number of children in a household. As can be seen, pay-outs and expenditures both increase as household size increases.

Figure 19: Average amount spent per family



Source: Post Distribution Monitoring Survey in Azraq and Za'atari camp

Figure 20: Awareness of UNICEF assistance purpose (preparation of children for winter) and average expenditure on children clothes



Source: Post Distribution Monitoring Survey in Azraq and Za'atari camp

The expenditure period assessed all the expenditures that were covered with the assistance received for winterization and, since the survey was carried out between December and January, the data does not reflect future expenses needed for the month of February and March. Therefore, the level of expenditure is expected to be lower than the level of the pay-out. In Za'atari, the levels of expenditures and pay-out per household size are similar, while in Azraq (where an additional distribution took place after the survey was carried out) the difference between total winterization cash received and total expenditures becomes higher as household size increases. The total pay-out averaged 256.96 JD in Azraq while the average expenditure was 130.37 JD. Despite the higher cash amount received in Azraq, the average expenditure in Azraq was similar to the average expenditure in Za'atari. This consistency in expenditure and pay-out levels across camps may represent the fulfilment of basic needs at the given expenditure level.

Based on the pay-out and expenditure data there is the potential, especially in Azraq camp, for consumption smoothing. In Azraq, families are likely to save the non-spent part of the assistance to make the total amount received last longer and to cover basic needs, even outside of winter. In focus group discussions carried out with families, savings strategies were often mentioned. Beneficiaries acknowledged that the amount distributed would cover the family's needs for winter, but also that part of it would likely be diverted towards future consumption of food, gas or even medical treatments.

For most families in Azraq, assistance from UN organisations or NGOs is their only source of income. Figure 21 shows that 61.19 per cent of families in Za'atari received income from paid labour, while only 45.41 per cent of families



Total Winterization Cash and Expenditure, by Camp

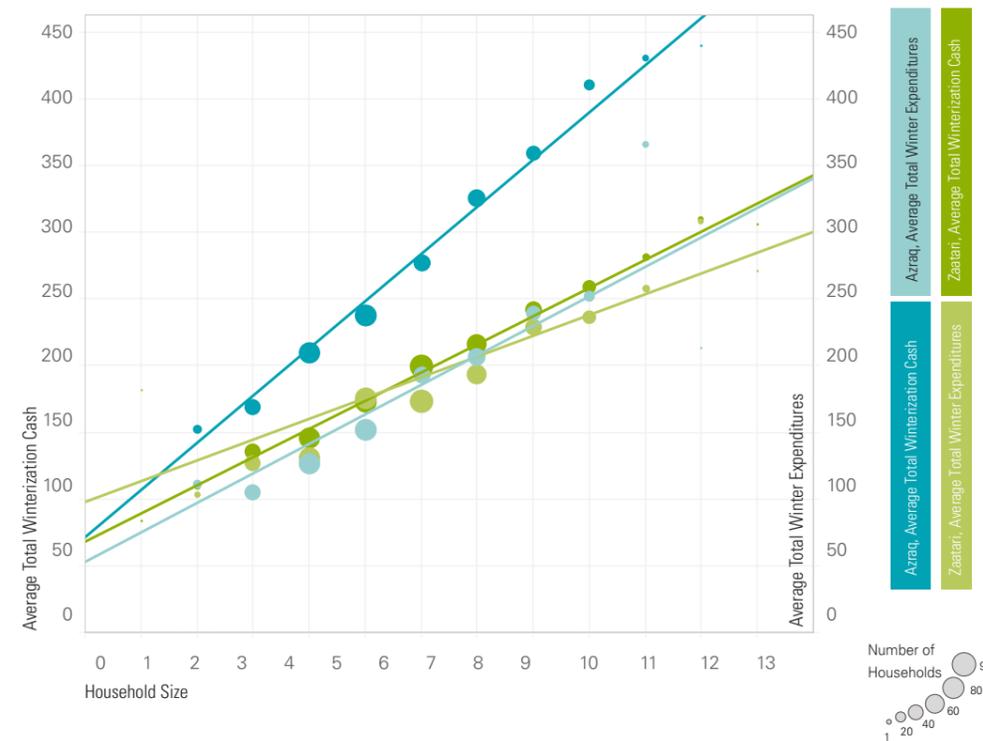


Figure 21: Winterization Cash and Expenditure

Source: Post Distribution Monitoring Survey in Azraq and Za'atari camp

Figure 22: Income sources in camps



Source: Post Distribution Monitoring Survey in Azraq and Za'atari camp

in Azraq received income from paid labour. The increased reliance on humanitarian aid in Azraq explains the heightened need to make humanitarian aid last longer.

It should be noted that in camps there is no mechanism for families who have no access to banking services to safely save money. This exposes them to the possibility of their savings being stolen, lost or misused. Further studies are required to better understand the management of cash by families in Azraq.

PREPAREDNESS OF FAMILIES

For most families, winterization assistance is crucial to prepare children for winter. 94.9 per cent of families in Azraq and 98.51 per cent of families in Za'atari signalled that cash assistance made a slight or a significant difference in their children's preparation for winter. The main driver of winterization's impact on families was the timeliness of assistance. 72.24 per cent of families indicated that cash was distributed at an ideal time, before winter set in, giving them enough time to make the necessary preparations.

The UNICEF winterization programme positively impacted the preparedness of children for winter: 56 per cent of the families surveyed declared an improvement

in the preparedness of their children for winter. Before the winterization campaign, children were unlikely to be prepared for winter. 57.40 per cent of families in Azraq and 37.89 per cent in Za'atari expressed that their children were unprepared for winter. After the winterization campaign, 98.47 per cent of families in Azraq and 92.54 per cent in Za'atari considered their children prepared for winter. Only 0.51 per cent of families in Azraq and 2.58 per cent of families in Za'atari considered that their children were very unprepared after cash distribution.

Even though the preparedness of children for winter improved because of cash assistance, families still faced difficulties in coping with winter conditions. All participants interviewed during focus group discussions reported that their children had suffered from winter-related illnesses,

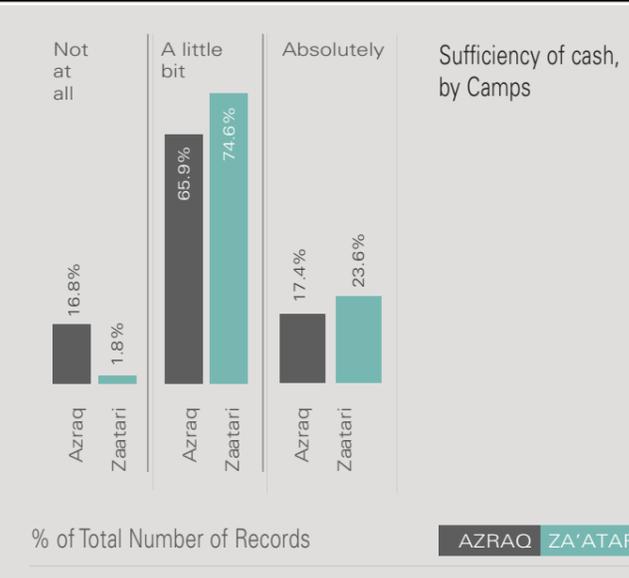
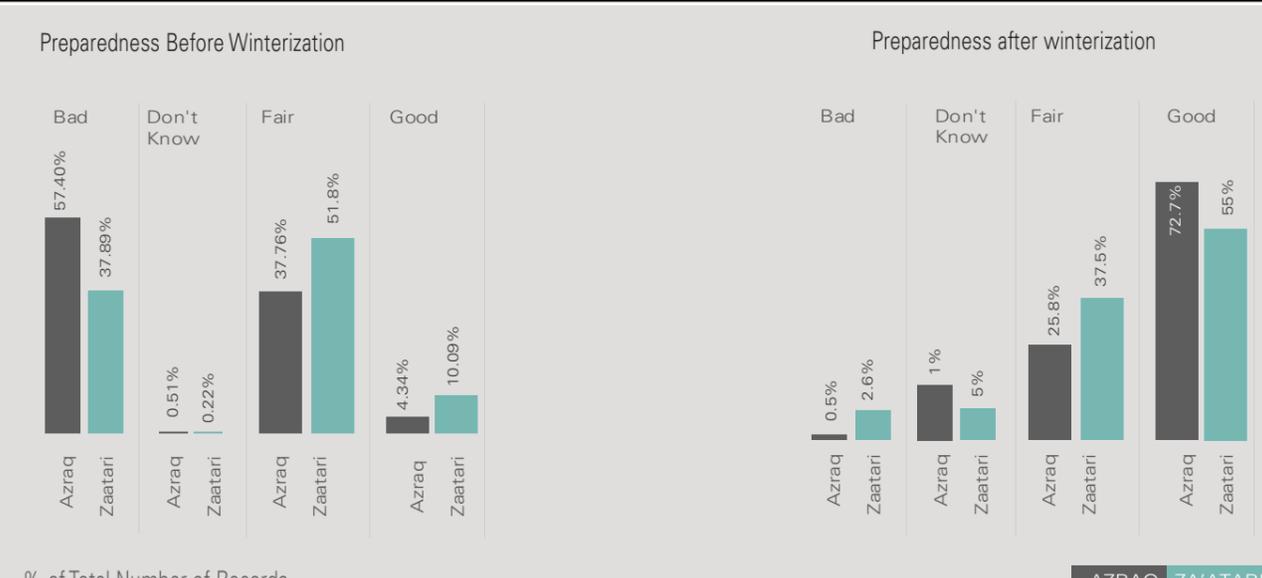
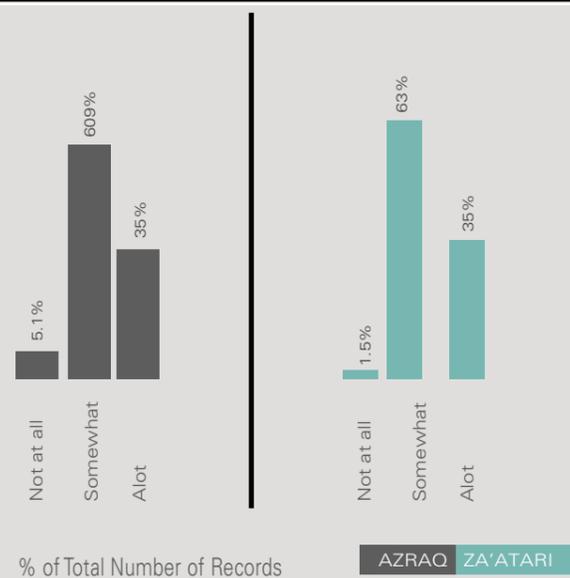


including respiratory tract infections. Health professionals in the camp also reported a continued stream of respiratory illnesses affecting children. Indeed, as seen in figure 24, 65.82 per cent of families in Azraq and 74.64 per cent in Za'atari considered that the assistance was slightly sufficient at covering their needs. It should be noted that in Azraq, 1 out of 6 families surveyed indicated that the cash was not at all sufficient at covering their children's needs. In focus group discussions, respondents pointed out that specific groups such as disabled children or teenagers require more than the allocated 20 JD. A common recommendation during the discussions was the addition of a top up for very vulnerable children of about 5-10 JD.

Figure 23: Difference made by UNICEF winterization assistance and reasons cash made a difference

Figure 24: Preparedness of children before and after winterization

Figure 25: Preparedness of children before and after winterization



Source: Post Distribution Monitoring Survey in Azraq and Za'atari camp

Source: Post Distribution Monitoring Survey in Azraq and Za'atari camp

Source: Post Distribution Monitoring Survey in Azraq and Za'atari camp

Market assessment in Azraq



This section presents the results of a market assessment carried out in Azraq camp pertaining to the pricing of children's clothing. The market assessment, and a subsequent follow up on the pricing and availability of children's winter clothes, were carried out in the local markets in Azraq. Given the limited size of the market, there were concerns that the traders would not be able to respond to the demand created by the influx of cash from the winterization assistance. A family's access to winter clothes could be damaged by any potential distortion to the market because of an increase in prices and/or the limited capacity of shop owners to provide sufficient quantities of winter clothes to the population. The analysis reveals that while markets are weak, they are still able to supply most of the winter items needed for children. However, the weakness of the market leaves the door open for an over-concentration of a small number of sellers (particularly grouped in Village 6), which in turn could drive up prices of children's clothing.

While the assessment focused mainly on Azraq, the findings are also relevant for Za'atari camps as they help understand better the dynamics of market response in the setting that refugee camps can be.

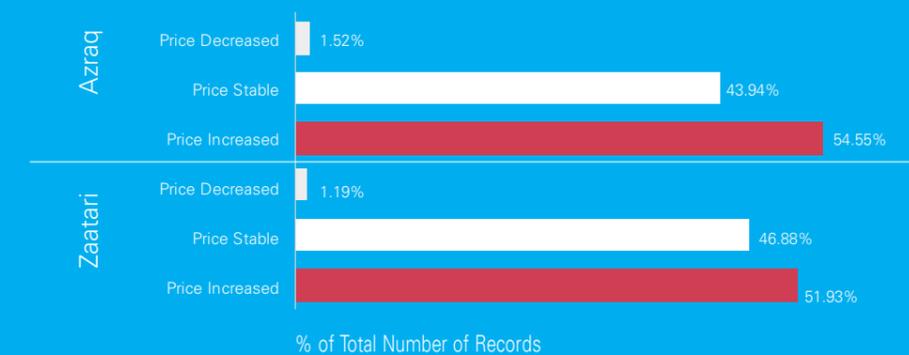
PERSPECTIVE OF CAMPS RESIDENTS

Overall, the price of winter clothes and food are perceived by the respondents to have increased more than other items. Prices for other expenditures (transportation, medication and winter household items such as blankets, heaters and carpets) are perceived to have remained stable. A consistently higher proportion of families in Azraq, compared to those in Za'atari, consider that prices have increased. For instance, 41.90 per cent of families in Azraq perceived that the price of essential winter household items increased, compared to only 10.42 per cent in Za'atari. Half of the families surveyed perceived that the price of winter clothes increased after the winterization cash distribution. The percentage of families that perceived prices to have increased is slightly higher in Azraq than in Za'atari, likely because markets are less developed in Azraq.

Number of shops for clothes in Azraq Local Markets (excluding malls)

Village 2	2
Village 3	7
Village 6	17
Total	29

Figure 26: Perception of Price changes in Winter Clothes Items by camp



Source: Post Distribution Monitoring Survey in Azraq and Za'atari camp



Figure 27: Perception of Price changes in Winter Clothes Items by camp

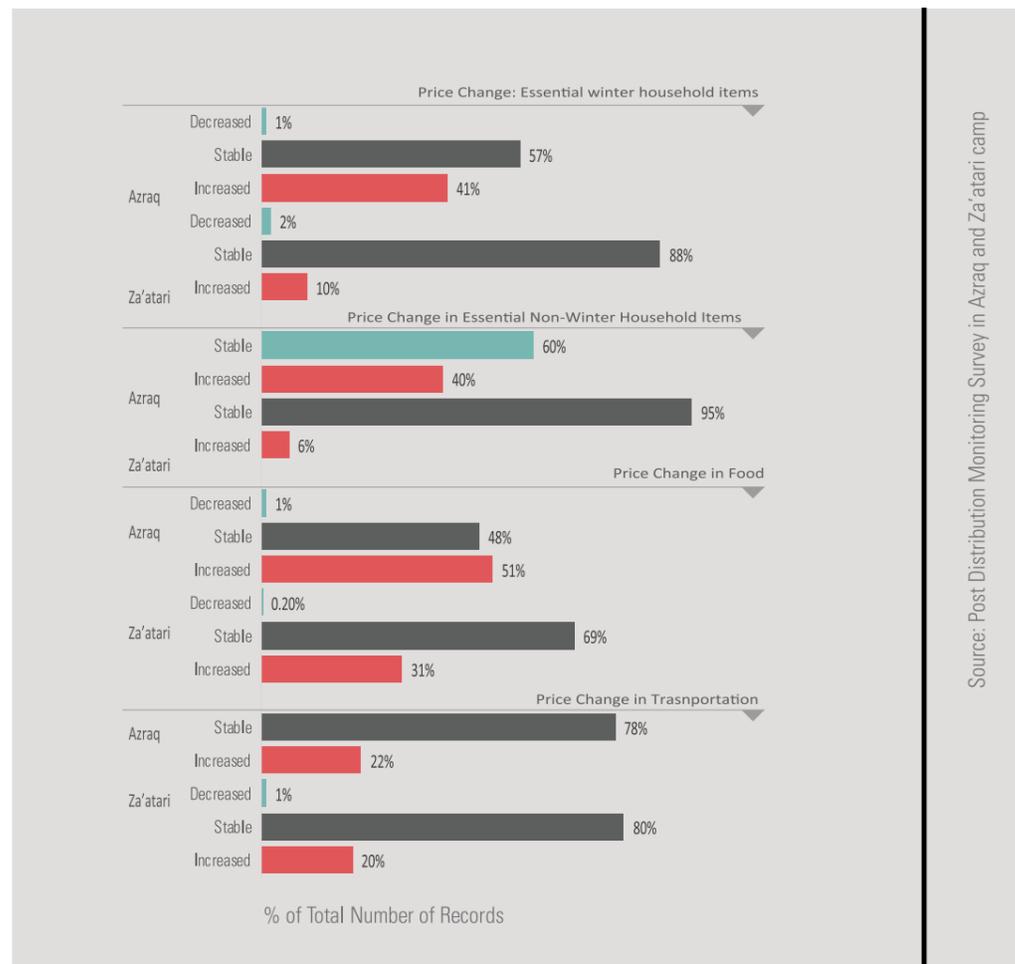
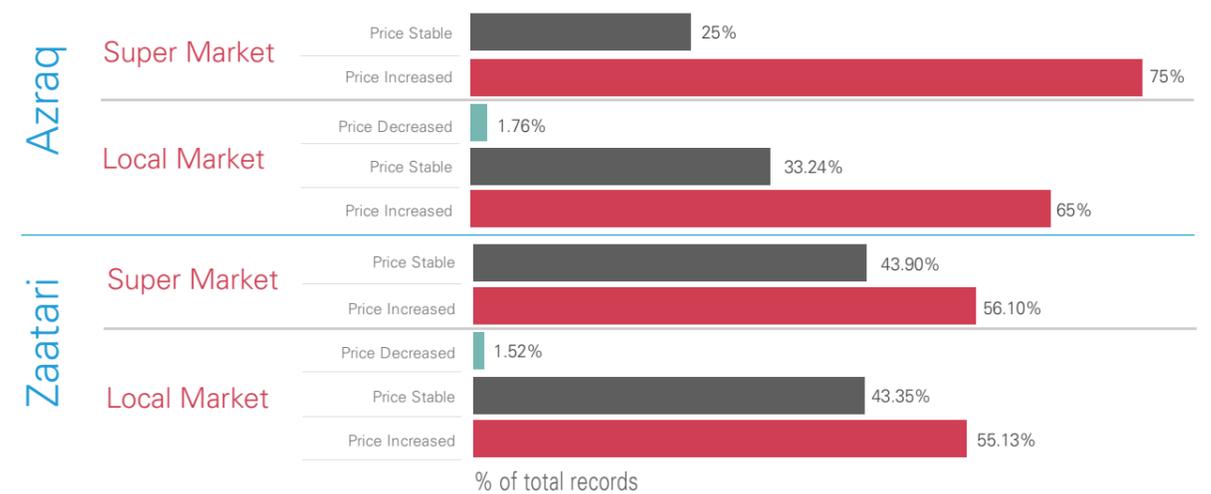


Figure 28: Price changes in Winter Clothing Items by type of Market

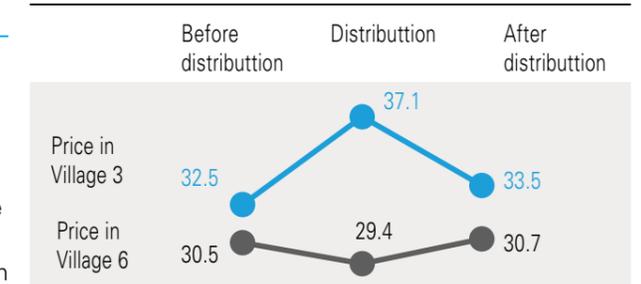


Source: Post Distribution Monitoring Survey in Azraq and Za'atari camp

MONITORING OF PRICES IN AZRAQ CAMP

The market in Azraq is characterized by sluggish economic activity, deficient access to wholesale goods and a lack of experienced vendors. These patterns are particularly true for the Village 2 market, which has been operating for just two months. The market in Village 6 in contrast is more established and dynamic. Before the winterization cash distribution, prices in Village 6 were found to be the lowest while prices in Village 2 were the highest. A follow up on prices conducted two weeks following the distribution confirmed these patterns. Indeed, in Village 3, the prices of winter items fluctuated significantly - the price of a basic basket³ of winter items increased by 4.6 JD in the week following the distribution and decreased by 3.6 JD the following week.

Figure 29: Price Fluctuations of Basic Winter Basket in Azraq Camp *



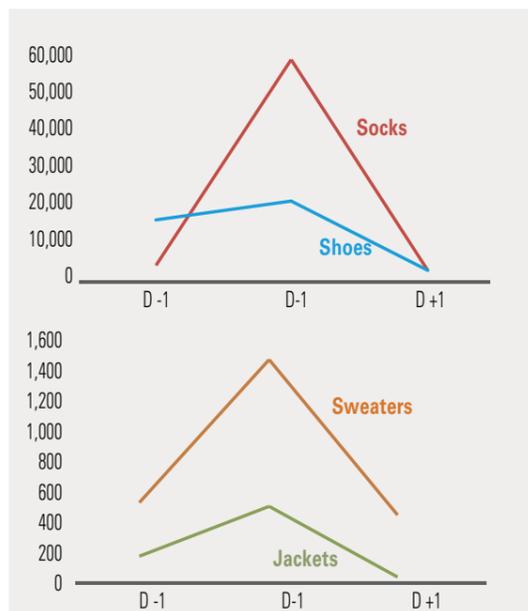
* Village 2 is not included as stock of winter clothes for children ran out.

³ The basic basket considered included one winter jacket, one pair of shoes, five pairs of socks, two winter sweaters, and two trousers. The price to purchase a basic winter basket was approximately 31 JOD.

AVAILABILITY OF WINTER CLOTHES FOR CHILDREN

Apart from prices, the supply of goods is another important factor that needs to be taken into consideration to assess whether the market in Azraq is working well enough to adequately meet children's needs for winter. The table below provides the quantities of children's winter clothes in the different markets at the time of the cash distribution and within the following fortnight. In all three villages, stocks fluctuated. For many items, stocks actually increased in the week after the distribution, which could potentially be attributed to the sellers' anticipation of an increase in demand. In the second week after the distribution, the quantities of clothes, shoes and socks in Village 2 and 3, dropped to a low level. This confirms that many families bought winter clothes after receiving the cash. Village 2 is comparatively small and failed to provide all items families might have needed to adequately equip their children for winter. This may be because the market opened only two months prior to the winterization campaign. At the time of the distribution, there were only two vendors selling winter clothes who were inexperienced. Overall, vendors were aware of the cash distribution and reacted with an increased supply of winter items,

Figure 30: Supply of Winter Clothes for Children in Village 6 in Azraq Camp *



* Village 2 is not included as stock of winter clothes for children ran out.

a positive sign for a well-functioning market.

As Villages 2, 3 and 6 are fully accessible to camp residents, the above data shows that clothes were available at the camp level, even when some markets ran out of stock. Figure 28 shows that the market in Village 6 is the most popular among residents of these villages. It accounts for 58.6 per cent of the clothes sold in the camp and has shown the most consistent prices. However, some beneficiaries have complained about the quality of clothes sold in this market. This could be an indication that sellers are benefiting from their market power position. Selling goods at cheaper prices can reduce competition while increasing margins. The concentration of shops helps to maintain these dynamics and create a barrier for newcomers in other villages.

PRICES PAID FOR WINTER CLOTHES

During the survey in Azraq, families reported the price they paid for children's winter items. The average cost is consistent with the findings from the market monitoring and confirms that a full winter kit for children is not completely covered by UNICEF assistance. Indeed, based on this data, a full winter basket costs 32.23 JD. This finding again raises the question of whether UNICEF assistance modalities could be shifted to better suit the people most in need.



Figure 31: Place where families bought children's winter clothes based on village of residence

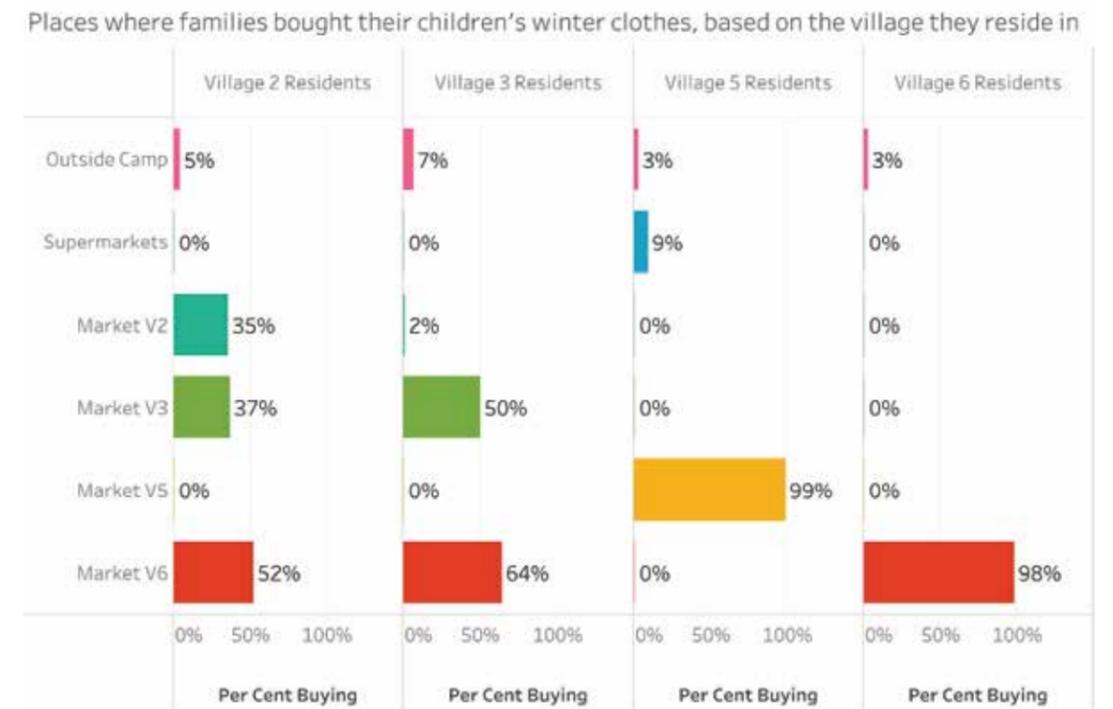
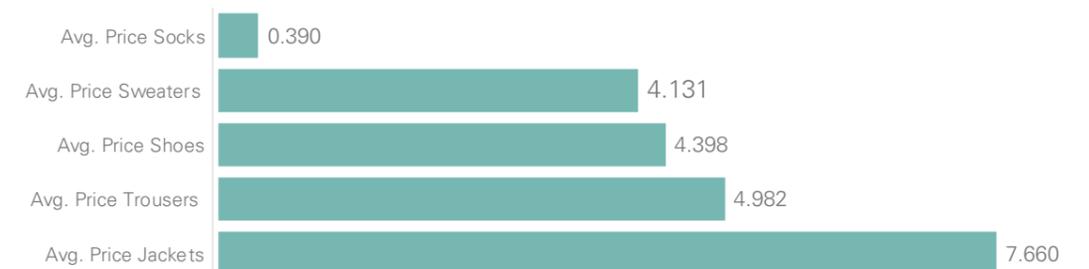


Figure 32: Average price paid for children's winter clothes

AZRAQ AVERAGE PRICE WINTER CLOTHING ITEMS



Source: Post Distribution Monitoring Survey in Azraq and Za'atari camp

Ready for next winter



CONCLUSION

The Winterization Cash assistance carried-out in Azraq and Za'atari camps has shown its capacity to reach objectives. The post distribution monitoring survey shows that the program had a positive impact on the capacity of families to prepare their children for winter.

Cash transfer have been privileged by humanitarian organizations in Jordan refugee camps, cash has proven to empower beneficiaries as they can choose the items that best suit their needs and can prioritize their expenditure according to their needs. This report shows that UNICEF winterization cash assistance campaign in camps is no exception: the majority of beneficiaries were able to find the items they needed at a reasonable price. Furthermore, some beneficiaries have saved part of the assistance provided as a strategy to anticipate from future expenses in an environment of still unreliable income opportunities despite humanitarian assistance. The flexibility of cash as a form of assistance explains why it is preferred rather than in-kind or vouchers.

The benefits of cash assistance are always conditional on the assumption of markets functioning properly. The data from the present report shows that the market supply adjusted to the increased demand induced by the cash distribution and there is no strong evidence that the prices of children clothes increased. Future monitoring of prices by sectors (food, hygiene items, clothes) is being rolled out in both camps and will allow to better understand how to direct humanitarian assistance.

One area for improvement would be in the distribution process. Discussions to install new technologies such as mobile money transfer in camps settings are under way but progress remains in regards to the overall improvement in camps infrastructure, such as access to mobile network.

Finally, there are still some for whom UNICEF winterization assistance is not sufficient to cover children's needs. Additional data collection would allow to understand better and the living conditions of refugees in camps and could lead to solution that justified to increase cash assistance for the most vulnerable. Better assistance that provides a safety net for children in camps combined with the current interventions aiming to ensure a sustainable livelihood in the future is the key for success.

RECOMMENDATIONS

Throughout the year, the winterization cash assistance has proven to be a powerful tool to improve the life of refugees in Jordan. The below recommendations intend to provide orientations for future programmatic work, taking into consideration the conclusion of this report and the context in which assistance is distributed.

- **Continued donor support for UNICEF**

winterization program: Winterization assistance remains a vital life support for refugees in Jordan. Infants, young children and youth refugees often lack the resources to afford necessary protection from the cold and the difficult weather conditions increase the probability of relying on negative coping strategies as vulnerable families struggle to buy winter apparels for their children who often go without proper clothing or even adequate shoes. Lack of necessary clothing can lead to sickness and gaps in education. This report shows that UNICEF cash assistance enable the families to meet the basic needs of their children for winter, particularly when the assistance is provided on a timely basis. This calls for continued donor support to be secured before winter seasons start so that assistance could be provided on time to families.

- **Better identification of needs to inform adequately next winterization assistance campaigns:**

While the impact of the program are satisfying, there are still concerns for some families on the availability of resources to prepare their children for winter, especially the older ones. Furthermore, the data already shows that

UNICEF assistance is not covering the price of a full winter basket in Azraq. The winterization program should then look at how it could better customize assistance considering the local context and the costs implied by each children specific needs. For instance, an additional assistance of 10 JD for teenagers would increase the cost of the winterization programme in camps by only 15% while ensuring that the response provided by UNICEF in term of Social Protection continues to be adequate. A first step to achieve this would be to carry out a detailed assessment of children's vulnerabilities should take place in the camps. The results from such an assessment would inform the design of the new winterization campaign but also of UNICEF response in Jordan refugee camps.

- **Exploring new assistance modalities:**

improvement in the cash distribution processes: UNICEF currently relies on the Humanitarian common distribution centre in both refugee camps. While it undeniably provides a cost-effective distribution mechanism, the centralization of cash distribution on one place during specific days creates a un-necessary burden to refugees while technical solutions exists. Furthermore, the Cash in Hand modality can lead to protection risks as families can be easily identified as recipient since the criteria for cash assistance are widely known. Mobile money, which is being piloted by UNICEF and other humanitarian organization is a powerful solution as it does not solve only the problems associated with distribution centres but it also participates to increase refugee's participation in financial markets, allowing for savings and more control over their consumption.

