

Unveiling Gender-Based Violence against Syrian Women Refugees in Jordan and Lebanon - Research



a life without violence & discrimination is possible
الحياة بدون عنف وتمييز ممكنة



Foreword

The Arab Women Organization of Jordan has the pleasure to present the following research in Arabic and English, on behalf of two Arab Women Networks, namely; Salma (Life is possible without violence and discrimination) and Aisha (Arab Women Forum) on the conditions of the Syrian women refugees, in Jordan and Lebanon.

In times of armed conflicts, women suffer from difficult humanitarian conditions as they are considered to be society's weakest and most vulnerable component. Women are often subject to various forms of violence and discrimination including rape, forced prostitution, displacement, torture, killing, detainment, sexual abuse, early marriage as well as discrimination against their rights.

Therefore, Salma and Aisha Arab Networks were keen on unveiling the violations inflicted on the Syrian Women Refugees during and post the refuge process to the neighboring countries. The Arab Women Organization of Jordan (AWO)) had contacted two researchers from Jordan (Ms. Suad Abu Dayyeh with her assistant Advocate Maram Maghalseh and Statistical Analysist Mr. Mustafa Al-Khawaja) and Lebanon (Dr. Azeza Al-Khalidi) to conduct two research works in the two countries to unveil the violations on the Syrian women refugees in Jordan and Lebanon.

1. In Jordan, the research has identified the violations committed against Syrian refugee women, including the different forms of gender-based violence and nominated the challenges and difficulties facing service providers to refugee women who survive violence.
2. In Lebanon, a position paper was prepared on the basis of the first draft by ABAAD of the research demonstrating the conditions of Syrian women refugees in Lebanon.

Unveiling Violations against Syria's Refugee Women in Jordan

Unveiling Violations against Syria's Refugee Women in Jordan

Chapter 1

Part 1: Foreword

Women living in international and internal conflicts experience difficult humanitarian conditions as the society's most vulnerable and marginalized groups. They are often subject to various forms of discrimination and violence, in violation of their human rights, including rape, coerced prostitution, displacement, torture, murder, detention, sexual exploitation and early marriage. The burdens placed on women undergoing such circumstances are compounded by their responsibilities as wives and mothers. The impact of this can also apply and/or extend to women in countries of asylum. This necessitates interventions by international and local communities through organizations and institutions that aid and support abused women with special programs and mechanisms aimed at combating all forms of gender-based discrimination against women and girls.

Security Council Resolution 1325, passed in 2000, affirmed the importance of protecting women and girls in armed conflict, as the group most affected by such circumstances. It also urged all states to apply special measures to protect women and girls from gender-based violence, particularly rape and other forms of sexual abuse, and to monitor the needs of women in armed conflicts. It highlighted the role that women can play in the process of establishing peace, which can significantly contribute to international peace and security.

With the displacement of refugees to the neighboring countries, including Jordan, Turkey, Lebanon and Egypt, the Jordanian Government, in cooperation with international and local organizations, established camps to contain the large numbers of refugees, both men and women. Zatari Camp is one of the largest camps hosting male and female refugees in Jordan. With the escalation of the ongoing crisis in Syria, it became incumbent on the stakeholders and humanitarian organizations to work with refugees in an attempt to meet their daily living requirements, as well as understand the needs of refugee women from Syria in terms of the violence that they may face in their country of refuge, Jordan, as the most vulnerable and marginalized group in the society.

Since the start of the Syrian refugee influx into Jordan, international and local organizations have been trying to fulfill refugee needs by putting in place mechanisms for dealing with refugee women and providing humanitarian and rights-related services, by introducing programs within the organizations themselves to provide care to Syrian men and women, as well as through the establishment of centers that seek to fulfill their needs. The present research paper attempts to shed light on abuses perpetrated against Syrian refugee women in Jordan, the services provided to these women in terms of gender-based violence (GBV), the extent to which these services are effective in reducing violence against Syrian refugee women, and the challenges facing these organizations in working with female survivors of violence, with a view to arrive at recommendations and proposals to help organizations working in the field to improve and/or develop their work.

Jordan is a small country with limited resources, with a significant level of unemployment (13%)¹. The Jordan Hashemite Charity Organization for Relief and Development (JHCO) organizes all the services provided to Syrian refugees by various local public and non-governmental sectors from the moment of arrival in Jordan. Initially, Syrian refugees were concentrated at Zatari Camp, Cyber City, and King Abdullah Park in the north. The growing number of Syrian refugees² at successive intervals continuously pressures services designated for refugees, requiring service providers to step up their ability to accommodate the refugees' basic needs and expand refugee camps as places for temporary residence in Jordan. The Jordanian government directed public schools and hospitals to provide their services to Syrian refugees throughout the Kingdom and created a special administration³ to address Syrian refugee affairs. The Family Protection Department (FDP) was mandated with the camps' security, in terms of protecting women and children. Jordanian regular⁴ and Shari'ah⁵ courts have opened their doors to complaints from refugees, each within its own competence.

1 UNHCR, Syria Refugee Response Plan: January to June 2013, page 13, reliefweb.int/sites/reliefweb.int/files/resources/SyriaRRP_0.pdf

2 Article 1 of the 1951 Convention relating to the Status of Refugees, the term "refugee" applies to any person who "owing to well-founded fear of being persecuted for reasons of race, religion, nationality, membership of a particular social group or political opinion, is outside the country of his nationality and is unable or, owing to such fear, is unwilling to avail himself of the protection of that country." See: <http://www.unhcr-arabic.org/pages/4be7cc27201.html>

Moreover, there are no restrictions imposed on the residence of Syrian refugees in Jordan; they are free to move around the Kingdom by virtue of a "residence document" stamped by the competent police station in their area of residence. However, a Syrian refugee residing in Zatari Camp requires a Jordanian kafeel (guarantor) with the security apparatus to be able to leave the camp into Jordan. In many cases, this leads to attempts to escape Zatari in view of the difficult humanitarian conditions, which may aggravate their problems with the security forces.

In general terms, the residence of Syrian nationals in Jordan is not restricted, except in cases of work that require work permits under normal conditions from the competent authorities. For the time being, however, the refugees who attempt to work without the financial means to issue work permits are subject to legal accountability by the competent authorities, and may be at risk of deportation to Zatari or Syria in some cases. It is noteworthy that several restrictions are imposed on male and female Palestinian refugees from Syria as the Jordanian authorities do not allow their entry into Jordan like they do Syrian refugees. This aggravates the circumstances, and in practical terms, these refugees lose their personal identity. This problem will be highlighted in this paper.

Part 2: Research Objectives

This study seeks to achieve the following objectives:

1. Identify GBV violations against Syrian refugee women, as well as the different forms, causes and perpetrators of GBV;
2. Identify the services offered to female GBV survivors, their effectiveness in fulfilling the needs of Syrian refugee women, their impact, and the possibility of improving them or developing a holistic intervention, including the necessary protection from all forms of violence;
3. Determine the challenges and difficulties facing organizations that provide services to violence survivors;
4. Make recommendations and proposals to organizations working in the field to develop programs for eliminating GBV.

Part 3: Research Methodology

Multiple research tools were adopted to achieve the objectives, including:

1. Desk review of surveys and reports on the status of Syrian refugee women in Jordan.
2. In order to carry out the study a special questionnaire was designed to collect data on the reality of GBV service-delivery institutions. The questionnaire covered all the relevant indicators and was subsequently refereed and reviewed by statistical experts in terms of question formulation, arrangement, and nature of the required answers, as well as by GBV experts. Most interviews were conducted with male and female social workers and lawyers, with the exception of international organizations where interviews were restricted to female project coordinators or managers. The questionnaires were filled out in face-to-face interviews with the concerned persons in their places of work to identify the services provided by the organizations working in the field, as well as the challenges and difficulties they face in delivering such services.
3. Focus groups to make the women heard: Eight focus groups were conducted with Syrian refugee women in a number of governorates and Zatari Camp to identify the forms of violence facing them in their country of asylum, the extent to which they are aware of these organizations that provide services to abused women, and the difficulties they face in accessing these services.
4. Drawing upon testimonies from the women themselves about the violence against them and the effectiveness of the delivered services.

3 A GoJ statement on 14/1/2013 announced that a "Syrian Refugee Camp Directorate (SRCD)" would be established to supervise implementation of policies and measures passed by top-level governmental bodies to deal with the Syrian refugees portfolio; lay down principles and criteria for working in the camps; supervise all aspects of the work of camp administrations; monitor the administrators' work; and supervise the necessary security arrangements required for maintaining law and order inside the camps. See: http://petra.gov.jo/Public_News/Nws_NewsDetails.aspx?Site_Id=2&lang=1&NewsID=136336.

4 Article 20/1 of Jordan's Civil Procedures Law stipulates that contractual commitments shall be governed by laws of the State, which is the joint domicile of both parties; if their domicile is different, then the laws of the state where the contract has been concluded, unless the contracting parties agree otherwise.

5 Article 3 of the Shari'ah Courts Procedural Law, No. 31 of 1958, as amended in 2001, stipulates that all cases shall be examined by the court, located in the defendant's domicile within the Kingdom; if, however, the defendant does not have a domicile in the kingdom, then the lawsuit shall be filed before the court in the domicile of the claimant.

Chapter 2

Part 1: Desk Review

The popular unrest in Syria in February of 2011, coupled with the state of civil unrest and the emergence of armed conflicts in June 2011, drove large numbers of Syrian families to seek refuge in neighboring countries, namely Jordan, Iraq, Lebanon, Turkey, Libya and Egypt. Most of the displaced Syrians were women and children; it is estimated that as many as half a million Syrian women fled into Jordan. The Jordanian Government announced that around 600,000 displaced Syrians are in Jordan.⁶ The UN High Commission for Refugees (UNHCR) estimates that 78% of the displaced are women,⁷ but the number of Syrian refugee women remains undetermined. Estimates vary from time to time due to the lack of an official statistical source, as not all refugees are registered with the UNHCR. Furthermore, many families fled into Jordan through informal routes⁸ and remain unregistered with the Jordanian authorities.

As for the main characteristics of the Syrian refugees, a UN study indicated⁹ that 9.4% of the child refugees are unaccompanied; 12% are victims of torture; 16% are in need of physical treatment and protection measures; and 23% suffer from serious or chronic illness. The study also found that 49% of all Syrian refugees are women, while 55% are children under 18 years (both male and female). According to UNHCR records, for the purposes of receiving assistance and asylum, 78% of the refugees are women.

In terms of protection and response for women refugees, several local and international alliances have been built to support and empower these women. The UNHCR supports security and residency issues through the Jordanian Ministry of Interior.¹⁰ Additionally, UNICEF supports education efforts through the Ministry of Education. However, the continued influx places pressure on the economic conditions in Jordan, requiring additional collaboration by the donors in terms of effort and funds.

The social needs of female refugees, who have undergone a compounded crisis, require specialized and diversified service programs to cater to their needs. These women have frequented agencies that provide relief and counseling services, prompting them to dedicate centers for caring for and supporting Syrian women in their places of residence throughout the Kingdom, as well as the various camps. This group of women cannot be neglected, given their numbers and their harsh living conditions as well as those of their families, which is an indicator of the evident and assumed impact on their private and public lives. The need has emerged for understanding the nature and forms of violations against Syrian refugee women in Jordan. The need has also emerged to understand the services provided and made available by governmental, non-governmental and international bodies that have assumed the responsibility of serving Syrian refugee women in Jordan.

A **UN Women Study**¹¹ in collaboration with institutions working on GBV against Syrian refugee women and children, namely the UNFPA, UNHCR, Save the Children, International Rescue Committee (IRC), Jordanian Women's Union (JWU), and UN Ponte Per Organization, in February 2012 and released in July 2013, shed light on the forms of GBV against women and children with a focus on the marriage of girls in the Syrian refugee camps and their places of residence in Jordan.

The study concluded that the most important manifestation of violence against women is early and forced marriage of girls, through focus group discussions with Syrian refugees, male and female, on the suitable age of marriage for women. It was found that 51% of women and 13% of men said that the average age of marriage for women is below 18. Moreover, 44% of them, male and female, set the average age at between 15 and 17, while 6% set the average age at 12 to 14. Both the men and women were in consensus that early marriage is an inherited custom prevalent among Syrians before their arrival to Jordan. The custom then persisted in Jordan. According to the study, there is no indication of

6 Dr. Muhammad Al-Momani, Government Spokesman, Al-Rai, 6 December 2013, No. 15739.

7 A UNHCR study in June 2013 estimated the number of Syrian families at 300,000, of which 78% are women. See: http://reliefweb.int/sites/reliefweb.int/files/resources/SyriaRRP_0.pdf

8 According to news reports, Syrian refugees cross the fence into Jordan at the border point separating Tal Shehab in Syria and Thneibeh in Jordan. The crossing point is known as "Refugee Fence." See: <http://www.marayanews.com/?p=237860>

9 UNHCR, op. cit., page 14. See: http://reliefweb.int/sites/reliefweb.int/files/resources/SyriaRRP_0.pdf

10 The United Nations Educational, Scientific and Cultural Organization (UNESCO) launched the Education Program for Syrian Refugees in Emergency at a cost 4.3 million Euro. The program will be implemented through the UNESCO Office in Amman. See: <http://www.unesco.org/new/ar/amman/education/technical-vocational-education-training/emergency-education-response-to-syrian-refugees-in-jordan/>

an increase in the incidence of early marriage after coming to Jordan.

Furthermore, the focus group discussions pointed to a large age difference between the Syrian refugee and her Jordanian husband, despite the fact that Article 16/1/B¹² of the Jordanian Civil Status Law obligates the judge to ascertain the wife's consent in case of a significant age difference.

The study also indicated that one in every ten refugees knows someone who underwent a temporary marriage experience.¹³ Organizations working in the field have reported cases of temporary marriage between Syrian girls and Jordanian and Saudi men with a significant age difference. It was also reported that these men roam Zaatari Camp in search of brides for the purpose of temporary marriage.¹⁴

The study found that social customs and the motive of preserving family "honor" are still among the main reasons prompting Syrians to marry off their daughters at a very early age. These factors appear to be more important than economic deprivation.

JWU statistics¹⁵ for the period January to April 2013 indicate that 851 cases of social and economic violence against Syrian women refugees were addressed as follows:

- 194 cases of exploitation,
- 191 cases of psychological violence,¹⁶
- 165 cases of various forms of GBV.

In 80% of the cases reported in the Irbid area, the offender was the non-Syrian husband. Consequently, the study concluded that Syrian women in this area marry non-Syrians, due to the proximity to the Syrian borders and the large number of refugees, which exposes them to various forms of GBV.

The target group reported that 85% of the refugees are not aware of any services provided to GBV survivors and that over 50% of the respondents do not know of any legal assistance offered to the Syrian refugee women.¹⁷ The study indicated that 50% of the perpetrators are husbands, while 80% of the abusive husbands are non-Syrians. This indicates that refugees marrying men from the host community are more likely to fall victim to all forms of GBV.

The study concluded the following:

- High rates of early marriage among Syrian refugee women.
- The social restrictions imposed on the movement of women and girls led to restricting their participation in social and economic activities and their access to services.
- The current services available to women and children who have experienced violence are insufficient.
- Most refugees are unaware of these services: 83% of respondents reported that they did not know of any services available to GBV survivors.
- In terms of the ability of abused women to report the violence, they felt more comfortable with reporting the problems facing them to religious leaders as opposed to reporting them to security authorities or service providers.
- The access of women and girls to specialized services and basic resources is a major challenge due to their inability to leave their home without being accompanied by a relative. Consequently, they are unable to participate in economic, educational and social activities and/or to access assistance.
- The motives of displaced families to marry off their daughters at an early age, in addition to customs and traditions and the desire to preserve "family honor", are all tied to ensuring the girls' security and the economic factor. The survey indicated that parents rely on the dowry as a source of family income or as one of the three main sources of family income.

11 UN Women, Inter-agency assessment of Gender-based Violence and child Protection among Syrian Refugees in Jordan, with focus on Early Marriage, July 2003. See:

<http://www.unwomen.org/~media/Headquarters/Attachments/Sections/Library/Publications/2013/7/Report-web%20pdf.pdf>

12 Article 11 of Jordan's Civil Status Law of 2010 prohibits concluding the marriage contract of a female whose fiancé is her senior by more than 20 years, unless the officiating judge verifies her consent and choice. This is understood to mean that such marriages are permissible, despite the age difference, if there is a need for performing such marriage contracts. The bride's consent is assumed in the shadow of the harsh conditions of displacement.

13 UNWomen Study, op. cit., pp 33-34.

14 It is well known that temporary marriages are concluded with the consent of both parties and that a certain period of time is identified in the contract. Temporary marriage is also known in social applications as "pleasure" marriage, whose purpose is to enjoy the relationship, but not establish a family.

15 UNWomen study, page 26, July 2013.

The Jordanian Women's Union (JWU) is a national non-governmental organization implementing continuing programs aimed at the economic, social and psychological empowerment of women, as well as specialized programs to meeting the needs of Syrian women refugees. For more details, see: www.jwu.org.jo

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16 The UNWomen study did not identify psychological violence or the exploitation dealt with by the JWU,

17 Ibid, page 34.

The same study also concluded that clinics or NGOs may not constitute the first choice or the optimal solution for female survivors of all forms of violence, who may resort to family members or security authorities first. Opinions of focus groups varied in terms of the body to which a survivor should resort to first for each form of violence perpetrated against her. However, the option of resorting to the survivor's family members was preferred in sexual, physical and social violence.

In northern Jordan, the study found higher levels of awareness on the services among the refugee women in view of the availability of a large number of services and the availability of services that fulfill most refugee needs. By contrast, the southern parts of the Kingdom were characterized by the absence of specialized services to meet the needs of the refugees, coupled with limited awareness-raising efforts on the services. This is attributed to the limited number of refugees in the south compared with the north.

In the field of health, the Syria Regional Response Plan: January to June 2013¹⁸ indicated that Syrian refugee women access services through clinics specialized in reproductive health, maternity, and treatment in rape cases, in addition to attending awareness sessions on women's health issues. The plan also revealed that the UNHCR covers 85% of the cost of primary health care services offered to the refugees through clinics operated by organizations targeting refugees in Amman and Zaatari Camp, as well as the Ministry of Health (MoH) and international organizations. There are also five clinics, operated by the International Medical Corps (IMC) in Amman, Irbid, Ramtha and Zaatari, which provide psychological and mental health services to the refugees. Primary health care services are also available with a referral system to hospitals. These costs are covered by UNHCR.

A UNHCR study entitled "Inter-Agency Regional Response for Syrian Refugees in Egypt, Iraq, Jordan, Lebanon, Turkey 2-8 May 2013," pointed out that "The Voice"¹⁹ is carried out at Zaatari Camp led by ARDD-Legal Aid. This is a program that enables women to make their voices and experiences with violence heard through one-on-one sessions with specialists and group discussions. It also trains girls on collecting stories from refugee women as part of a training scheme on journalism and monitoring violations. The UNHCR also organizes discussion sessions for refugee women at Zaatari in partnership with IMC and UNFPA.

A World Health Organization (WHO) study²⁰ on psycho-social support to victims of violence and sexual exploitation, carried out in partnership with UNHCR and the UN's "Stop Rape Now" campaign, indicated that support to sexually abused women should be provided via specialized programs, including psychological counseling and behavioral modification, and should be implemented by psychological and mental health professionals in order to limit any potential behavioral or mental repercussions. In case the victim does not receive treatment, there may be reactions and withdrawal effects that adversely impact the survivor and/or the society.

A UNHCR study released in January 2013 reported that the main reason for the flight of Syrian families from armed conflicts in Syria is the fear of rape. Armed conflicts in Syria have been accompanied by armed and unarmed cases of individual and gang rape perpetrated in their homes or in public places.²¹ Moreover, the main reason that prompts refugee families to marry their daughters early or force them into marriage is fear for their "daughters' honor" as an extension to the rape experience in Syria. The study also pointed to a rising number of early or forced marriages among the refugees themselves, which is destroying their families. Additionally, the study indicated that sexual violence survivors do not report it, only mentioning it when registering for asylum²², and that the refugee women at Zaatari camp suffer from water shortage, lack of electricity and camp overcrowding, which deprives them of their privacy and makes them feel insecure. They also do not enjoy opportunities to report sexual violence in view of the limited options to live in better conditions;²³ and there are no programs to

18 United Nations, Syria Regional Response Plan: January to June 2013, page 19. See: http://reliefweb.int/sites/reliefweb.int/files/resources/SyriaRRP_0_0.pdf

19 <http://reliefweb.int/sites/reliefweb.int/files/resources/Syria%20Refugees%20Inter-Agency%20Regional%20Response%2020130509.pdf>

20 United Nations, Inter-Agency Regional Response for Syrian Refugees: Egypt, Iraq, Jordan, Lebanon, Turkey 2 - 8 may 2013

21 The study relied on observations by UNHCR workers, as well as testimonies by Syrian refugees on their experience during armed conflicts.

22 UNHCR 2012 study, page 9. For more information, see: www.unhcr.org.

alleviate sexual violence or support sexual violence survivors who are refugees in the neighboring countries, citing that the programs addressing GBV in Jordan are insufficient.²⁴

In a study by the International Federation for Human Rights (FIDH) and the Arab Women Organization (AWO), entitled "Violence against Women in Syria: Breaking the Silence",²⁵ many service providers reported that despite the fact that they are fully equipped to offer support to survivors of sexual violence, they refrain from reporting the assault. The report indicated that it is difficult to anticipate sexual violence or monitor its extent (knowing the possibility of its occurrence and scope) due to the rare reporting of these violations in the form of complaints to security authorities or reports to service providers. The study submitted to the Jordanian authorities several recommendations,²⁶ including "taking into account the difficult barriers to the disclosure of sexual violence and other forms of violence against women, both Syrian women and girls, the need to tailor protection services that take these barriers into account, and to ensure that Syrian women and girls, both inside and outside refugee camps, have information and access to specialized medical, psycho-social and legal services, which ensures the safety, confidentiality, and respect of GBV survivors and prevents discrimination against them".

The WHO "**Ethical and safety recommendations for researching, documenting and monitoring sexual violence in emergencies**"²⁷ indicate that discovering cases of sexual violence in emergencies requires follow-up and probing by civil society organizations. In many cases, medical examinations may reveal cases of sexual abuse and clinics may constitute a tool that helps specialists track the types of sexual violence against women in cases of displacement and instability and the scope of its prevalence. Those probing for sexual violence must follow the instructions and guidelines recognized in the humanitarian law to maintain the safety and privacy of the abused refugees.

Sexual violence is defined as "Any sexual act, attempt to obtain a sexual act, unwanted sexual comments or advances, or acts to traffic, or otherwise directed, against a person's sexuality using coercion, by any person regardless of their relationship to the victim, in any setting, including but not limited to home and work."²⁸ Sexual violence examples include rape, sexual harassment, all forms of sexual abuse and exploitation, forced marriage, marriage of children, forced medical examination of women's virginity, and prohibiting women from using family planning or means of protection from sexually transmitted diseases. In armed conflicts, women are trafficked and forced into prostitution.

In the field of documentation, the WHO recommends that documenters of sexual violence information verify that the importance of documentation outweighs the possible risk to the victim, and that documentation only occurs after the case receives the necessary support to build confidence and a sense of security. Moreover, the survivor's best interests must be sought upon documentation through reenactment, voice performance, and other forms of documentation, by specialists trained to deal with cases of violence confidentially and honestly. The workers who gather information on sexual violence must also be provided protection and should be monitored.

A review of surveys and reports obtained revealed no specialized study on the suffering of Syrian refugee women in asylum countries. Their situation and suffering was placed in the general context of the status of refugees in Jordan. Additionally, the review indicated that most of the reports and surveys focused largely on issues of early marriage and rape, without sufficient attention to other forms of GBV, such as domestic violence and sexual exploitation perpetrated against Syrian refugee women by the service providers, including humanitarian and voluntary associations, clearly cited by Syrian refugee women in the eight focus groups. This will be presented in detail in the context of the present research.

23 Ibid, page 14.

24 Ibid, page 22.

25 International Federation for Human Rights (FIDH) and Arab women Organization (AWO), Violence Against Women in Syria: Breaking out of Silence, December 2012, See: http://www.fidh.org/IMG/pdf/12_09_13_syria_web.pdf

26 Ibid, page 17.

27 See: http://www.who.int/gender/documents/OMS_Ethics&Safety10Aug07.pdf.

Part 2: GBV Services Provided to Syrian refugee women

Local and international organizations operating in Jordan have recently expanded their scope of work with a view to introduce programs targeting Syrian refugee women who have been exposed to a form of GBV violence in locations where Syrian refugees are concentrated in the cities, camps and other areas of the Kingdom, in addition to providing legal, psycho-social, medical and security services, and material and in-kind assistance. Furthermore, some organizations have established legal and social counseling services for Syrian refugee women such as the two regional networks of Arab women's organizations "Salma" and "Aisha" that have developed an integrated project implemented in both Jordan and Lebanon. Services are provided in cooperation with the Arab Women Organization which in turn cooperates with grass-roots associations in Dhleil and Russeifah to provide psycho-social counseling services, in addition to cooperating with Sisterhood is Global Institute (SIGI) that offers legal services in the two centers and the JWU which offers such services through its branches in all the Kingdom's governorates. This, if anything, proves that local organizations are indeed active in supporting Syrian refugee women.

Programs developed by local and international organizations included emergency interventions targeting Syrian refugee children and women through the introduction of "Inter-agency Emergency Standard Operating Procedures for Prevention of and Response to Gender-based Violence and Child Protection in Jordan." The SOPs included directions on how to deal with female GBV survivors, models for information exchange in cases of child protection, an information management system for GBV cases, a model for psycho-social assessment, and other models on confidentiality of information given by survivors and health care provided to victims of violence against women and children. These measures can be a starting point for these organizations to work on a clear, recorded and binding referral system for organizations working on GBV.

The following is a list of services offered to women and girls who were victims of various forms of GBV, through an overview of Inter-agency Emergency Standard Operating Procedures for Prevention of and Response to Gender-based Violence and Child Protection in Jordan.

Emergency Intervention Program: Procedures and Principles for Alleviating GBV:

This program²⁹ aims to identify the roles and duties of partners to alleviate GBV against Syrian refugee women in Jordan, in urban centers and refugee concentrations. The program is based on a partnership among UN agencies, the international and local civil society, and governmental bodies, to identify the specialization of the partners. This partnership was established in early 2013.

Guiding principles were identified among the partners in cases of intervention to protect abused women in compliance with the security and safety of sexual violence survivors through various phases such as case management and documentation, pursuant to the 2007 WHO criteria. The purpose is to improve the partners' assistance and response to activate contributions to reduce GBV pursuant to the best interests of the abused women, as well as the best interests of the abused children.

This networking necessarily requires providing security, psychological support and breaking the silence barrier in order to safeguard the abused woman's privacy and protect women in the surrounding environment, while respecting the privacy, options and rights of the survivors. This system is governed by principles,³⁰ which the partners have to study. Cases are followed up and referred by the case manager, which requires highly qualified support providers who demonstrate listening and support skills, and adopting the right protection measures pursuant to the adopted criteria. In case a GBV case is detected, it is referred, as needed, by the receiving partner to the most specialized partner in accordance with the required service.

UNHCR has developed an information documentation system for purposes of monitoring GBV cases against refugee women, which shows the survivor's legal status and identifies the perpetrator, as well as

28 Ibid, page 5.

29 Inter-agency Emergency Standard Operating Procedures for Prevention of and Response to Gender-based Violence and Child Protection in Jordan

30 Guidelines for Gender-based Violence Interventions in Humanitarian Settings Focusing on Prevention of and Response to Sexual Violence in Emergencies, 2005.

the type, location and time of the abuse and other details.³¹ Monitoring this type of violence is instrumental in combating it in the future. The partners have different specializations and work in different locations throughout Jordan, which contributes to reaching larger numbers of cases of the different types of violence and discrimination. This, in turn, contributes towards raising awareness of and combating violence.

They system adopted an inter-agency referral form to provide specialized services in the areas of security and social protection, health, and psychological, legal and judicial services. Meetings are held with the abused woman in order to identify her needs and refer her to the competent partner in accordance with the following detailed task distribution schedule³² :

Case management	Organization
Abused adults and children	International Relief Committee (IRC)
Abused Adult	JWU and UPP
Abused children	IMC
Abused children	Jordan River foundation (JRF)
Abused adults	Institute for Family Health (IFH)
Abused adults and children	UNHCR

Partners encourage reporting cases of violence against women and children to facilitate interventions to protect and benefit the largest number of abused women. To do so, the partners adopted the system of periodic meetings to review the cases on a monthly basis to assess the inter-agency referral system and develop intervention and partnership standards, including case conferences to examine the most specific cases periodically and evaluate the partners' services as detailed below:

I. Medical services:

These services are a priority for female GBV survivors. The services cover medical examination, treatment, medication and the necessary laboratory tests, including all the procedures necessary for preventing the effects of sexual assault, such as pregnancy and communicable diseases, as well as the required post-medical care in such a manner as to safeguard the victim's dignity. The following table outlines the partners providing these services:

Organization	Service
IRC, UNFPA, Jordan Society for Health Support, IFH, and MoH	Reproductive health, including medical clinics and receiving female survivors of GBV

II Psycho-social services:

These services include receiving, listening and psychological venting with the psychologist or psychiatrist, along with social support for violence survivors. The partners determine the survivor's need for purposes of referral to more specialized agencies in order to achieve the survivors' best interests.

Organization	Service
IMC, IRC, IFH, UNFPA, JWU, UPP, JRF, Center for Victims of Torture (CVT), Khawla Bint Al-Azwar Society, MoH, International Catholic Migration Commission (ICMC), and AWO.	Psychological health and support, including female GBV survivors.

31 Sample monitoring form documenting the incident's date, location, how it occurred, and other details pertaining to each of the perpetrator and the survivor and the actions which have been, or will be taken, in order to evaluate the survivor's case.

32 Ibid, page 28.

III. Security and protection services

Protection is a priority for female GBV survivors, whether or not they remain in the surrounding environment or move to a more secure environment. This service is supported by safe line and safe house services as follows:

Organization	Service
FDP	Security
UNHCR	Protection
Dar Al-Wifaq Al-Usari (Family Reconciliation Home): for women, their daughters and sons up to 9 years of age; JWU: for women over 18 and their daughters and sons up to 13 years of age; Dar Al-Aman: for boys up to 12 years of age and girls up to 13 years of age.	Shelter

IV Legal service:

This service includes consultations and legal counseling with judicial and legal representation before ombudsman bodies. This service is provided by the following agencies:

Organization	Service
UNHCR, ARDD-Legal Aid, JWU, Khawla Bint Al-Azwar society.	Legal counselling
UNHCR, Jordan Bar Association	Legal representation

V Police measures:

In cases where the offender is arrested by security forces, especially in cases of compulsory reporting of abuse cases, which covers humanitarian asylum seekers, this system relies on referral of the case from the security body to FPD and then to UNHCR. There may also be cooperation between the judiciary and women and child shelters to provide a safe space for them.

VI Basic support services:

This means securing basic needs for living, such as in-kind and cash assistance and housing for the female survivors of violence. These are provided by the partners as follows:

Organization	Service
ICMC, IRC, UNHCR, CARE	Non-food items
IRC, UNHCR, CARE, Disabled People's International (DPI)	Cash assistance
JWU, UPP, Khawla Bint Al Azwar Society	Training and skills development
Save the Children International	Education
Khawla Bint al-Azwar Society	Informal education

VII Marriage and birth documentation services

As refugee women lack the necessary official documents, such as personal identity cards, family books, and marriage certificates, issuing marriage certificates for them and birth certificates for their children becomes difficult. Therefore, proof-of-marriage lawsuits are filed with the Sharia courts. The Civil Status Department (PCSD) cooperates by delegating a representative to Zatari camp to receive birth certification registration applications.

Organization	Service
UNHCR	Information on services
PCSD	Matters related to birth-certificates

Inter-agency networking involves special measures on human trafficking, early marriage, and gender discrimination against female minors. Through this networking, cases of violence are documented with case and referral forms and adopted by the partners, along with documentation of the measures taken and the services offered. In cases of child marriage³³, the team shall seek to raise awareness on the disadvantages of early marriage in terms of health and legal and social issues. Inter-agency referrals take place for the purposes of providing the necessary assistance to victims of early marriage or to girls exposed to violence as a result of forced early marriage.

The above review indicates a serious effort by local and international organizations to organize their work to protect Syrian refugee women by creating their own unified inter-agency standard operating procedures in emergencies to prevent and respond to GBV. However, these measures are still new as they have been applied only since 2013. This means that there is a need for evaluating these procedures in order to determine their efficiency in organizing the inter-agency referral system. Moreover, this does not mean that there is a clear and written inter-agency referral system or that all the organizations working in the field know of, or are bound by, these procedures, or that workers have been adequately trained to deal with it. This was clearly highlighted in the interviews conducted with the workers of the organizations, who either reported that they are not aware or they have recently starting applying it after undertaking the necessary training.

Furthermore, local organizations working on violence against women and girls are limited in number, as well as limited in their financial and human resources. This is clearly depicted in the AWO study, entitled "Breaking the Silence: Challenges and Difficulties Facing Abused Women in Jordan" in 2012-2013. The study listed 18 organizations throughout the Kingdom, most of which are centered in the capital Amman. Consequently, there is an urgent need to increase the number of these organizations or to extend their scope to the various regions, including rural areas, so that they can serve another group of women, namely, Syrian refugee women and girls in Jordan. The research paper submitted a number of recommendations to the government, as well as CSOs, on the government's responsibility in supporting CSOs in their work to address violence against women, the importance of developing and training field staff to ensure professional services and the importance of reaching out to women in their places of residence in remote villages and camps.

In view of this shortage, some organizations have embarked on creating special programs to address the issues of Syrian refugee women, such as providing legal and social counseling services to abused women. An example of these organizations is the AWO, which cooperated with grass-roots organizations in Russeifah and Dhleil in order to provide legal and social services to women victims of violence. This also requires empowering and training staff on methods of dealing with cases violence against women and girls.

³³ The minimum age for marriage in the Jordanian Personal Status Law is 18 years, with an exemption for girls aged 15 years and above in case the marriage serves the interests of the bride. But, the girl's interest is left to the discretion of the judge, where the groom's ability to pay the dowry may be considered in the bride's interest by the judge. Article 10/B of the law authorizes the judge, subject to approval by the Chief Justice, to perform the marriage in certain cases for a person, who has completed 15 years of his/her age, if the marriage is in his/her interest. A person married in such cases acquires full eligibility in any matter related to marriage or separation of the consequences thereof. However, marriages under the age of 15 may not get documented in courts, in which case it will be a customary or temporary marriage.

Chapter 3

Part One: Results of Focus Group Discussions with Syrian Refugee Women

Eight focus groups were organized with Syrian refugee women in Jordan: in Zarqa at the JWU branch, in Irbid at the Syria's Bright Future for Mental Health Association branch, in Baqaa Camp at the JWU branch, in Dhleil at the Women of Dhleil for Special Education Association in co-operation with the Social Support Center of the Arab Women Organization, in Jabal Tareq at the Jabal Tareq Association, in Ruseifeh at the Working Women Society in cooperation with the Social Support Center of the Arab Women Organization, in Zatar Camp with the IRC, and at Wehdat Camp with women Palestinian refugees from Syria in cooperation with UNRWA.

Characteristics of Women Participating in the Focus Groups: The total number of women who participated in the meetings was 121 aged between 17-60 years of age, most of them married with children. They were refugees from Hums, Daraa, East Ghouta, Hama, Aleppo, Al-Hajar Al-Aswad, Rif Demashq, and Al-Yarmouk Camp in Syria. They arrived in Jordan 8 months to two years ago. The majority of the women were housewives, married at an early age, up to 13 years, according to the system of traditions and customs in Syria. The women in the groups were able to talk about their feelings, the difficulties they face in the country of asylum, Jordan, in addition to their desire to return to their homes in Syria after the conflict is over.

The women in the focus groups were able to express themselves regarding the difficulties and problems they face in Jordan. They did not suffice with testimonies or experiences of other women who were exposed to GBV, some of them talked about their own experiences in this respect. Within the context of this research, light will be shed on the nature of these exploitations and the difficulties facing Syrian women in Jordan through the questions that they were asked.

Topics of Discussion in the Groups:

The discussion in the focus groups was focused on the violations of Syrian women in Jordan, on the services required by Syrian refugees in terms of GBV, the women's awareness of the institutions and organizations that offer legal and social services to GBV victims, the effectiveness of these services in supporting abused women, the difficulties facing the women in accessing these services, and the recommendations and suggestions of the women to these organizations about their outreach to women in need of services.

During the focus group sessions in various areas of the Kingdom, we were alerted to the importance of organizing a focus group with Palestinian women from Syria in view of their special circumstances as refugees who lived in Syria and who became refugees for a second time upon their arrival in Jordan.

First: GBV against Syrian women in Jordan, in their own words:

- 1. Exploitation of women for sexual purposes:** In most of the focus groups, the women talked about attempts to exploit them sexually by charities and associations offering financial assistance, and by donors, specifically from the Gulf countries, and Saudi Arabia in particular. The women expected that in view of the displacement and the difficult conditions that they went through in Syria, they would feel safe in Jordan and that they would be helped and protected, not exploited. A participant remarked, "Not all donors are donors, especially from the Gulf countries, particularly Saudi Arabia, they are the worst. They want a woman to enjoy for two or three hours and then to give her 50 or 100 JD". In another incident, a participant talked about her own experience, when she went to one of the charities asking for financial assistance for her children. She was so agitated when she shared her experience with the group, saying, "**All the societies are whorehouses. I went there asking for help, he took my hand to rape me. God damn you, I don't want your help. He took advantage of my need to feed my family. It is all lies. 'If you want to take, you must give'. 'He gives only those he likes, if she refuses, he doesn't give her.'**"

The participants explained that they do not feel secure when they go to the charities, and even when they go to the churches, saying, **"They want honor and women, we do not feel secure when we go to the other associations. You go to the association and you are afraid. A long-bearded old man sits there and offers assistance to a woman who comes all dressed up and alone, but the women with children and a husband who need help, he says would say, "Give them a food parcel, nobody empathizes."** Even members of the churches that offer relief services try to exploit women. One of the women talked about an attempted harassment, saying, *"He tried to harass me."*

2. **Sexual Harassment of Women and Girls in Public Places:** Syrian refugee women suffer from sexual harassment perpetrated against them and their daughters in the streets, at the sites where they collect coupons, when they go out shopping, or when they take a taxi or public buses, to the extent that many of them fear for their daughters, which led to many women refusing to enroll their daughters in schools. One of the participants said, *"I have three daughters, one is a freshman at university, one is in the 11th grade and the third is in the 6th grade. I didn't send them to school because I was afraid of earning a bad reputation. I don't even send them to visit their uncle."* *"Even the policemen in the streets (police patrols) harass the girls when they find out that they are Syrians."* The majority of the women in the groups talked about different forms of harassment, ranging from words or looks to attempts to grab the women and girls.
3. **Attempts of sexual assault of the girls:** During the focus group sessions, many women talked about individuals from the local community attempting to sexually assault Syrian girls. This was clear in the experience of one of the Syrian women who talked about a Jordanian worker who came to the house on the pretext of repairs and attempted to assault her daughter³⁴. Another example of the harassment of girls is what a mother in one of the groups said, *"My daughter is 13 years old and looks older than her age. She told her mother I don't want to pass through narrow streets. Once she was passing by and there was a car with a young man in it. My daughter is young. He had taken off his pants and had his hand on his penis. She was talking to him asking him where the house is. She told her mother she saw something. I saw something. I didn't know what to tell her, from that time I have been paralyzed. The girl didn't expect that and ran away. She is only a child may Allah not forgive him. The government should pass a law to deter against acts of harassment."*
4. **Temporary Marriage:** Many participants stated that Syrian women are exposed to various forms of exploitation with the aim of marrying them and leaving them later. There are groups that may be organized, working on proposing to Syrian women and girls by men from the Gulf like Qatar, Saudi Arabia, and Kuwait. One of the participants talked about her experience in this regard saying, **"I am 22 years old .A suitor came from Kuwait and another one came from Saudi Arabia through members of associations who propose to Syrian women. I told my father that I don't want them, they are married and have children. They tried to persuade me, saying that they would make me very rich."** Then she talked about her friend's experience, **"My friend is 20 years old. She was engaged to a Saudi for six months and then he married her for two months only and he left her. He stayed with her for two months and left. The marriage contract was signed by a sheikh, but the marriage was not registered with the court. With money anything can be made to happen. Because of the money, her family agreed to this marriage, a marriage of enjoyment. Now she is at home. He did not divorce her. She is in limbo, and he refused to divorce her."**³⁵

³⁴ *"When I first came my daughter was harassed. A Jordanian worker knocked on the door and told her I want to come so that they can unload timber and fix the house. He found out from our accent that we are Syrians. He saw that there were four girls in the house. He asked for a glass of water, I told my 9 year old daughter, this worker wants a glass of water. I told her to give him a glass of water. My daughter came out with a glass of water and found his zipper open with something protruding from his body. My daughter didn't understand, and he ran and went down after he saw me coming. He came back and knocked on the door. My daughter doesn't know what she saw, but I knew. I didn't want my daughter to understand that this is his (penis). He came back and said he wanted to collect his belongings. He took them a left. We started to clean the house. He shouted to my daughter from downstairs, undressed, preparing himself, telling her come here little girl, I will help you clean. My other daughters came out and told me what he is doing. The girl saw that his pants were almost down. I went down and told him what do you want with the girls. I called my brother, I was afraid he would return to the building, and that he would knock on the door. He knows we are Syrians living in the building. He might think we do bad things. My brother called his employer. If my daughter had understood I wonder what would have happened to her, if he had taken her downstairs, I don't know what would have happened to her. My brother got a hold on the harasser, I even beat him, so did my brother. The police immediately came after the people gathered around us. I heard voices in the building. The police questioned my 9 year old daughter. Maybe they thought we made it up. I don't want to make a complaint. The important thing is that God spared my daughter. He lives here in Jabal Tareq. The police referred us to the Family Protection Department. My daughter told them what happened, I said I don't want to file a complaint. His family came and they started to beg us, asking us if we wanted money so that we would drop the charges. The officer said you are refugees, and they are tribes, and God has spared your daughter. He hoped we would drop the charges and justified that the young man was going to perform ablution. I was afraid because they are Jordanians from Bani Hasan, they are supported, I feared reprisals. They might undermine my reputation, and I have girls and I am a refugee. I'm afraid he will come to my house with other young men to stab me with a knife or threaten me. We are Syrians. We did not come here to sell our bodies or ourselves"*.

³⁵ It must be noted here that refugee women from Syria in the focus groups used the term marriage of enjoyment to refer to the marriage of girls for a specific period of time, after which the husband abandons his wife or travels without telling her, so that the wife remains according to their terms "in limbo".

5. **Marrying young girls and minors:** It was clear from the focus groups at Zaatari Camp that the marriage of young girls and minors is a common issue facing Syrian refugees in view of the asylum circumstances. Most of the participants mentioned that they had heard of a girl who was married as a child whether to a Syrian from inside the camp or from another Arabic country such as Saudi Arabia, Qatar or Kuwait. These experiences can be understood through what one of the participants said, "There is exploitation too. Once I was walking along with my father in the market. A Saudi man stopped his car and called to my father, "I can take you and your family out of the camp. I can rent a house for you and your family if you agree to my marriage to your daughter. My father refused. I heard of many cases of Saudi men who come and take the girls for a month or two and then leave them here and return to Saudi Arabia. I know a family who married their two daughters to old Saudi men of 60 and 70, but one of them is going to get a divorce now.
- While participants in other focus groups mentioned that they heard about the marriage of girls and minors of 10 and 12 at Zaatari Camp with the aim of enabling the child's family to leave the camp and to live in other areas of the Kingdom, in addition to obtaining an additional income. One of the participants remarked that she knows about a group of people who arrange such marriages to people from Qatar and Saudi Arabia by taking 500JD from the bridegroom and 200 JD from the bride's family in return for the efforts of arranging such marriages. Most women in the focus groups know girls, from Zaatari Camp and outside it, who were married at the age of 12 and 13 years either to their Syrian relatives or to individuals from the local community or to Saudis and Qataris who came to Jordan "to help Syrian refugees". It should be pointed out here that early marriage is a prevalent and accepted phenomenon in the Syrian community, but such marriages of young girls in the country of refuge is considered an exploitation of the circumstances of the female and male refugees, especially when small girls are married to older men of various Arab nationalities for specific goals, such as temporary marriage or marriage for pleasure.
6. **Women's fear of the family's deportation:** Participants said that they live in a constant state of fear and anxiousness because they fear their children's deportation if they are caught working without work permits. One of the participants expressed her fear by saying, "My son works at a supermarket. Those who carry a UNHCR card are not allowed to work in Jordan. If they are caught they are deported to Zaatari. Our sons are in danger because of not having work permits. There are a lot of uncovered needs such as rent, electricity and gas." It should be pointed out here that the UNHCR offers 12 JD to every family member in the form of coupons to buy basic items but this amount does not cover other family needs. Some families receive cash assistant for rent by the UNHCR after the refugee spends a specific period of time in Jordan.
7. **Exploitation of Syrian women in housework for the purpose of harassment:** Participants remarked that Syrian women are exploited because of their urgent need to work in homes as a result of displacement and the difficult economic conditions of the Syrian families in Jordan. The role of the Syrian woman has changed from a worker in her own home to a worker outside her home as well. One of the participants talked about her own experience, saying "**I went to a man. My son was standing with me. He said I want you to help my wife in cleaning the house. He asked me to clean his home. Some people threaten Syrian women. They take pictures of them and then they threaten them. They bring their friends along with them too.**"
8. **Domestic Violence:** Some participants complained about at least one form of violence inside the family as a result of the radical change in the family's life, homelessness and internal displacement in Syria then asylum in Jordan, where most families live in Zaatari then head to the governorates. Some participants mentioned that their husbands changed in their treatment after the asylum as a result of widespread unemployment among the Syrians who are forced to stay at home all day, most often under pressure from the local community around them and without financial resources. This led to the verbal and physical abuse of refugee women, the restriction of movement and the deteriorating relations with the husbands who doubt their actions as a result of the exploitation of Syrian women in their surrounding environment. Husbands pursue them with phone calls every time they plan to leave the house for fear of exploitation and harassment. One of the participants said "**My husband began to call me 15 times a day when I leave the house. I have to use the bus, I can't take a car on my own. I can't leave before eight in the morning. If I go anywhere, I have to call and reassure him.**" Additionally, the majority of women said that verbal violence is predominant in their families. "**My husband takes things out on me and I keep quiet because I appreciate the situation we live in. I don't get upset because I know he is in a difficult place. We are all stressed and have problems. This is not the time to think of our situation.**"

9. The local community's perception of Syrian women as a cheap commodity. Syrian refugee women in Jordan suffer from the local community's perception of them as cheap women available for sex. There was a consensus within the focus groups on this. Women expressed their frustration with this inferior and negative view of Syrian women. *"I noticed something in Jordan that affects all Syrian women. They have come to consider Syrian women as a cheap commodity that anyone can get. Once I was riding in a car. A young man of the same age as my children began to harass me in the car saying what beautiful eyes you have. He knew I was Syrian from my clothes. We always face such situations every day. If you are Syrian then you are available. Sometimes you hear bad things about Syrians. Once my sister was sitting in the bus, a guy said a bad word which means that Syrians are whores and worse. We noticed their negative perception of Syrians after the asylum."* In another intervention by another participant, she talked about the inferior view of Syrian women *"The way Syrian women are viewed is difficult, because of migration and displacement. In Mafraq, Saudi and Qatari cars head to Zatari Camp looking for Syrian women. Instead of marrying one that will cost me 5000 JD, I would go to Zatari and marry with 50 or 200 JD. A Jordanian has an office that pays 100 to 200 JD for a girl. Families are fearful so they marry their daughters for any price."* Additionally, the women talked about their attempts to change the way they are dressed and their accent to avoid sexual harassment.

10. The loss of the personal and national identity of the Palestinian refugee women from Syria. The female Palestinian refugees from Syria, like the Syrian refugee women, suffer from the various issues discussed earlier. However, Palestinian refugee women face other issues as female Palestinian refugees from Syria. There is a problem specific to Palestinian Syrian women, which is the attempt to hide their personal and national identity upon entry into Jordan. Most of the women in the focus groups in Wehdat Camp stressed that they entered Jordan using Syrian family names. The Free Syria Army provided them with documents and IDs of Syrian families so that they can cross into Jordan. An example of such cases is Fawzeyya who entered Jordan using her Syrian cousin's name. She said, *"I entered under another name that is not mine. Now I suffer a lot. I can't say that my name is Fawzeyya. I delivered my baby girl under my cousin's name (Wardah). I had to take my cousin's ID to enter Jordan. Now when I return to Syria and register my daughter under my name, I don't know how I can register her because my daughter's name on the birth certificate follows my cousin's name. The birth statement is in Wardah's name and I am Fawzeyya. I know many people who do this."*

Palestinian women expressed their fear of revealing their Palestinian identity. One of them said, "The word Palestinian has become a crime. When we entered Jordan, even the army said we can bring anything to Jordan, even drugs, but not Palestinians." This is in addition to the women's fear of moving around their surrounding environment for fear of others finding out that they are Palestinians as they may be deported to Zatari Camp or to Syria.

From the previous presentation of the focus groups, we conclude that Syrian refugee women suffer from various forms of GBV as an inevitable result of displacement. This is also the experience of women around the world who are subject to displacement.

Women in these groups said that there has been a clear change in their role in the family. Once responsible for raising children and looking after the family, their role in Jordan expanded to include the responsibility of taking care of the family inside and outside the house. This means that they have become directly responsible for providing the daily needs including food, drink and shelter. They started to visit humanitarian and relief associations to ask for assistance, following up on UNHCR procedures, and looking for organizations and institutions that can provide specialized courses such as sewing, cooking, computer skills and literacy in a serious attempt to secure a decent life for their families. At Zatari Camp, women work at sewing shops, schools, salons and amusement parks while their husbands are not allowed to work in Jordan because they are refugees, which led to an increase in domestic violence.

This new role of women led to difficulties and to attempts of exploitation for sexual purposes by service providers, especially those offering relief and humanitarian services, and by the community members and donors who came to Jordan from the Gulf under the pretext of helping the Syrians. This, along with the increase in domestic violence on the other, made women feel that leaving the house constantly provided them with the skills necessary to deal with society at large.

Second: Women's awareness of organizations that offer services to abused women:

It is clear from the focus groups that the majority of the Syrian refugee women were not aware of the organizations that offer psycho-social and legal services to abused women. Very few of them were aware through a manual attached to the UNHCR card which lists the names of organizations that provide such services and others. This may be attributed to the fact that such organizations have recently begun to work with the Syrian refugees within projects funded by international organizations or UN organizations, and that the number of organizations offering these services is limited in Jordan. Therefore, there is a shortage which led to the establishment of some centers within the grass root institutions to deal with GBV issues, such as the Social Support Center of the Arab Women Organization in Dhleil and Russeifah, or the organizations limiting the services offered to Syrian refugees, such as the JWU which manages branches all over Jordan. They started to receive Syrian women and integrate them in their available programs, such as productivity projects that include literacy, computer, production kitchen and sewing center programs, to train and qualify them and provide them with the job opportunities that suit their abilities and special conditions. This is in addition to the social and legal counseling programs for abused women and the legal literacy programs.

On the other hand, Syrian refugee women do not seek to learn about these organizations because the patriarchal structure prevents them from seeking help in case of any form of GBV. They suffice with remaining silent and attempting to solve their problems within their narrow scope for fear of aggravating and complicating the problem when other parties or organizations interfere. It should be pointed out that there was no culture or law that empowered women to file a complaint when exposed to violence in their home country. This became clear in the discussions with the women, where one of the said, ***"The Syrian woman puts up with the problems or beatings in Syria, they don't complain. Even if we resort to our family they would reproach us and send us back to our house. We don't know of institutions."*** Another woman said, ***"If there is violence or rape, we can't complain because of violence. We have to keep our mouth shut because we are far away from our families. We stay quiet. Even if we speak, no one will help. No one complains, if they complain their in-laws would reproach them and the husband would consider divorce."*** Additionally, the main concern of women now is associations and institutions that offer relief services and financial assistance to secure a decent living for them and their families.

Although women are not aware of organizations that offer social and legal counseling for the aforementioned reasons, the women pointed out the importance of having such organizations to resort to in case of any form of GBV. One of the participants in the Irbid focus group said, *"The thing I suffered from the most was the change in the atmosphere. My husband comes and goes, and I only go out when necessary. I had a different situation in Syria. It is difficult to adapt. We need counselors to help us adapt. My life changed when I started to come to the Center. We need specialized centers with a larger staff to be able to fulfill our needs. A psychological center may help me and my daughter who is 16 years old on top of being away from home. The displacement is difficult for me. I don't know how to help her because she is depressed. Frankly, I feel happy now. The doctor diagnosed me with depression. Now I feel better since I started coming here. The center should have specializations such as couples counseling, and these services should be ongoing, a specialized center for couples, increase its staff, one for children and one for us. A psychological support center that helps me to help my daughter because she is in a very difficult place as a teenager, she is 16, and it is difficult for me to deal with her, with the displacement it has become even more difficult."* In another intervention, one of the participants talked about the importance of having awareness programs on women's legal rights, *"Women need to be educated about their legal rights. Usually when a woman is raped, she keeps silent and doesn't complain. Even her family reproaches her and orders her to keep silent because this may negatively affect the family and the relatives. In some cases, some girls were arrested in Syria and when they were released, their families killed them. Our society is hard and their reactions are even harder. We hope that women have the awareness to complain, and that there is awareness in society. This takes a long time. There is reluctance regarding such topics. It is important for a woman to resort to someone. Sometimes a woman is exposed to violence in the home by her father or brother. Men should be made aware of such things."* "I looked for such institutions on my own to complain about my suffering. I went to the JWU and talked to them. When I first came I felt tired because of the change in the situation. Because of that it is important to have such institutions to which women can resort. When we took the UNHCR card there were some names of such institutions but we didn't try to call them. We need such centers, it is important there are institutions for women."

From the participants' interventions, we conclude that there is a need among the Syrian refugee women for such centers or organizations that offer legal and social counseling and sufficient and specialized staff in spite of the difficulties women face when they decide to use such services.

Third: Difficulties facing women when accessing the offered services:

The women said that there are various difficulties in accessing such services in case they are aware of the available services, namely:

1. The financial situation may constitute an obstacle for women in accessing organizations that offer services. Many times women need to use transportation arrive at such organizations. This forces them to prioritize the needs of the family and children, preferring not to use the meager income for transport.
2. The slow response of the organizations when women contact them. Many times they do not answer the phones. One of the participants said that the institutions "keep you on hold and then your credit runs out". Some organizations give out a telephone number that does not work, which makes the women reluctant to call again.
3. The family or or the husband does not allow the women to leave the house.
4. The women do not dare to talk about any assault or abuse they are exposed to because of the social stigma or fear of the consequences of such a confession.
5. Fear of reproach from the family and the surrounding community.
6. The women do not believe that revealing the assault will lead to a positive impact on their lives, especially if the perpetrator is the husband.

Fourth: Syrian women's suggestions on accessing the organizations that offer them services:

Although the UNHCR provides male and female refugees with the directory of the institutions that offer services, it is clear that the beneficiaries do not read this directory. Moreover, many of them are illiterate. Consequently the women proposed other means of outreach to the women by the organizations:

1. It is necessary that the organizations target places where women gather inside and outside the camps to introduce their services. Some women explained that the JWU carries out field visits to the women in their places of residence to introduce their services, which makes it easier for women to receive information and communicate with the organizations.
2. It is necessary that the organizations be available at the centers where the Syrian refugee coupons are distributed. One of the participants stated that, *"Such organizations must come to the coupon centers. We wait there for a long time, maybe all day, or 6 hours, when they are there they would have time to hear us. Sometimes we stay all day. We take the coupons from the Sports City Center, a distant location. All the women are there. On the pretext of taking the coupons the women will be able to talk about their situation or complain about their suffering. That's why the organizations should go there. Certainly you have a neighbor to tell. Another idea is to have a social worker at the coupon distribution site to study the cases before giving them the coupons. They would ask the women about their situation, and if there is a certain problem they can talk about it. The institutions must be at the gathering places of the Syrian women."*
3. Through the UNHCR: The participants said that the UNHCR can be one of the means through which they can learn about the organizations that offer services. One of the participants said, *"Through the UNHCR. All of our information is at the UNHCR. All our telephone numbers are there. If you tell one, everybody will know. Every month they call us to come to the counter and take the coupons. They may send text messages using WhatsApp or the phone. There should be a psychological counselor or a social worker to communicate with."*
4. Establishing women's committees of Syrian refugee women who are qualified and trained to deal with the issues of violence against women to provide initial support within the small communities.
5. Distribute brochures and post them in places where the women gather inside the camp and outside it.
6. Organize field visits by the female employees of these organizations especially at Zatari Camp, as well as where refugees are in the rural areas to pass along the information and communicate directly with them.
7. Organize home visits for the women to communicate information on the services that they can use when needed.
8. There should be a Sharia Court at Zatari to deal with matters of marriage and divorce, in view of the widespread cases of early marriage and divorce, in addition to the problems of proving marriage cases and child registration.

Part 2: Analyzing results of service provider interviews

In order to identify the types of services provided to Syrian refugee women subject to GBV, the specialization of such services and the extent they aim to fulfill their needs or alleviate GBV from an institutional perspective, the number of institutions and centers providing GBV services to Syrian refugee women was specified along with their addresses and liaison officers. With formal and informal assistance, contact was established with the administrations of these institutions and appointments organized to meet with the officials regarding filling out the questionnaire on behalf of the centers and institutions. A total of 18 interviews were conducted with service providers between October and January 2014, out of 22 organizations. It was not possible to conduct the remaining interviews as a result of their lack of cooperation with the researcher and / or their occupation with their daily work. The questionnaire data was entered and the results were produced and analyzed using SPSS.

Target areas for service provision

Data on the service provider target areas indicated that Syrian refugee camps are the least covered by these institutions. This may be attributed to the administrative and security arrangements required by these institutions before entering the camps. It was decided that the research will be conducted outside the camps. The areas where Syrian refugee women are found outside the camps enjoy the support and intervention of most service provider institutions.

Distribution of institutions by target area

Target areas	Institutions (%)
Syrian refugee camps	55.6
Concentration of Syrian refugees outside the camps	88.9
Specific Syrian presence (specify ...)	77.8
Syrian refugee women in city centers	88.9
Refugee women in areas surroundings your headquarters	77.8
Syrian refugee women in other areas (specify ...)	66.7
Non-Syrian women (Jordanians, Iraqis, Somalis)	83.3

1. Nature of services offered

The diversity of services provided by the different institutions clearly indicates that the depth of specialization in the services is limited. The majority of the institutions offer most of the types of services, especially in the social and legal fields. In terms of relief, the services are almost restricted to half the institutions. This reality leads to the conclusion that there is a broad need for different types of services necessitated by the state Syrian refugee women find themselves in. Moreover, there is a need to integrate relief services with other services in order to provide comprehensive services to these women.

Distribution of institutions by offered service

Services provided	Institutions (%)
Social services (psycho-social counseling...)	83.3
Relief services (supplies, assistance, shelter ...)	55.6
Legal services	77.8
Other services	83.3

“Other services” refers to referral to institutions offering health services, representation at the courts or raising awareness on women's legal rights.

2. Services provided by the centers to GBV survivors

In terms of the specific services provided by the service provider centers and institutions to Syrian refugee women, it is clear that their priority is psycho-social support (individually and in the form of groups), awareness, education and specialized training programs, and legal counseling. These services are provided by over 75% of the institutions. The number of institutions delivering the other services varies as indicated in the table below:

Distribution of institutions by type of services provided

Service offered by the centers	Institutions (%)
Individual psycho-social support	83.3
Group psychosocial support	77.8
Training	44.4
Protection and shelter	38.9
Medical (treatment of effects of violence)	33.3
Legal counselling	66.7
Representation in courts (Sharia and regular)	44.4
Awareness and educational programs	88.9
Safe line	38.9
Specialized training	77.8
Other services	44.4

"Other services" mean services related to referral to organizations delivering services not offered by the agency to which Syrian women resort, such as referral to medical institutions or organizations that provide psycho-social treatment, ..., etc.

As one of the services offered by many centers, the findings indicated that the safe line was a tool to provide the necessary services to the users in about 40% of the institutions. About three quarters of the institutions responded to the enquiry about the nature of the services they provide. It was observed among the institutions that provide these services that most of the services requested through the safe line were provided, with the exception of counseling, which requires the beneficiary's presence in person. In addition, only one case was reported of a service that was not available at the center contacted through the safe line.

Safe line service	Institutions (%)
Reporting a case in the surrounding environment (not personal)	80.0
Reporting a case	80.0
Request for counseling, provided	80.0
Request for counseling, not provided because personal presence required	40.0
Request for counseling, not provided because it was not available at the center	20.0

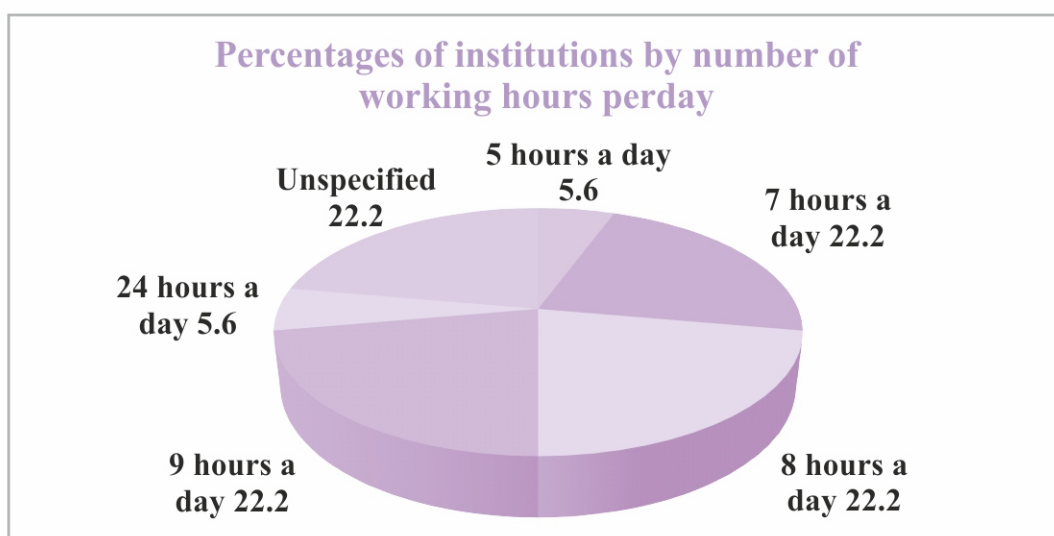
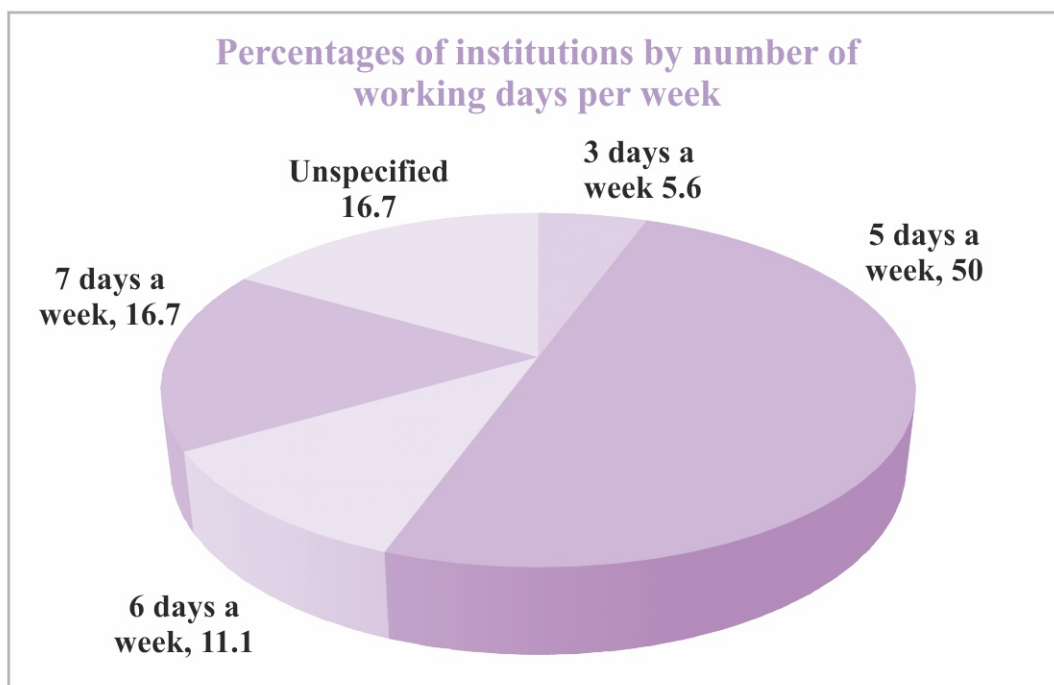
This is an indicator that women benefit from safe lines, and they initiate contact and request support, which should be used in the recommendations.

3. Institutional building

The majority of centers and institutions from which data were collected had been established before the Syrian crisis or the influx of Syrian refugees into Jordan. Consequently, the establishment of these institutions did not aim to meet the needs of this group. By contrast, however, 50% of these institutions changed the programs in their centers in response to the needs of Syrian refugee women. This does not mean that the remaining the institutions do not provide services to Syrian refugee women, but rather they integrate these services within their programs without the need to make any changes to them.

Regarding the working hours of the centers and institutions, it was noted that the majority works within the confines of the currently valid system, and therefore do not have a service of service provision in times of emergency. The average number of working days in the vast majority of institutions and centers is 5 to 6 days per week. They are also similar in the number of daily working hours. The number of centers working around the clock and 7 days a week is only one institution. This leads to us to conclude that the organizations do not work more than seven hours a day.

As far as center / institution capacities in terms of number of employees which is a reflection of the volume of work in these centers or at least the quantitative standard of services, the findings indicated that the average number of full time workers at these centers is around 5 male employees and 8 female employees, in addition to two part employees on average, in favor of female employees.

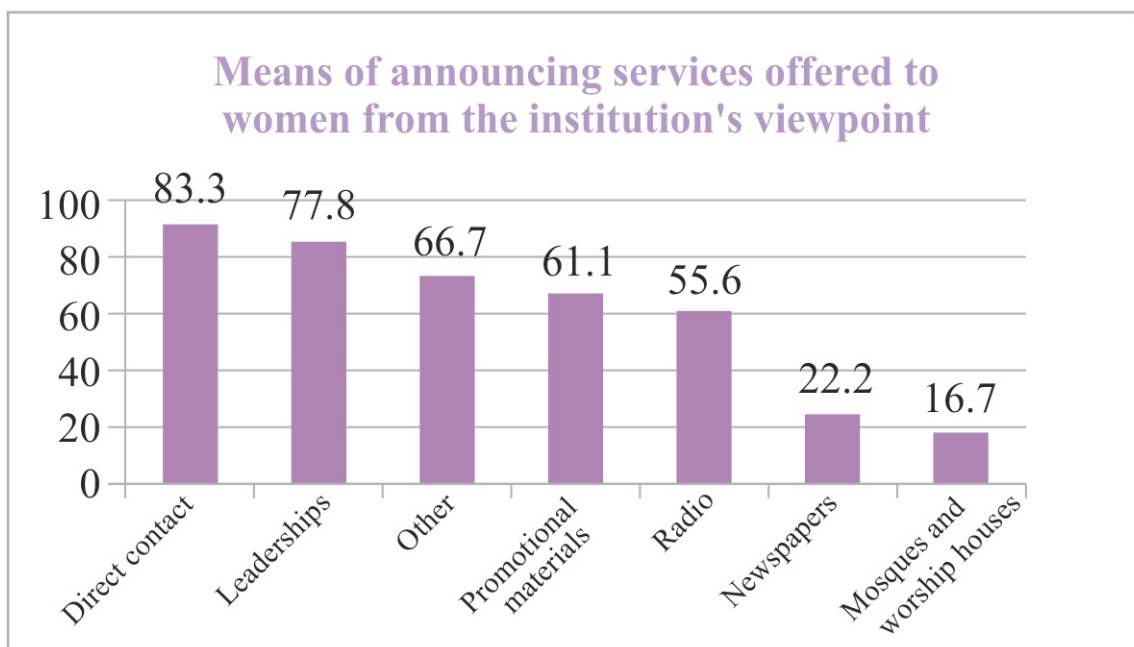


Percentages of institutions by number of specialized staff (e.g., lawyer (male / female), social worker (male / female), psychologist (male / female))

No. of employees	Full time		Part time	
	Female	Male	Female	Male
0-1	16.7	11.1	33.3	38.9
2-3	5.6	16.7	5.6	5.6
3-4	0	0	0	0
5-6	0	5.6	11.1	0
+7	44.4	16.7	0	0
Unspecified	33.3	50.0	50.0	55.6
Total	100.0	100.0	100.0	100.0

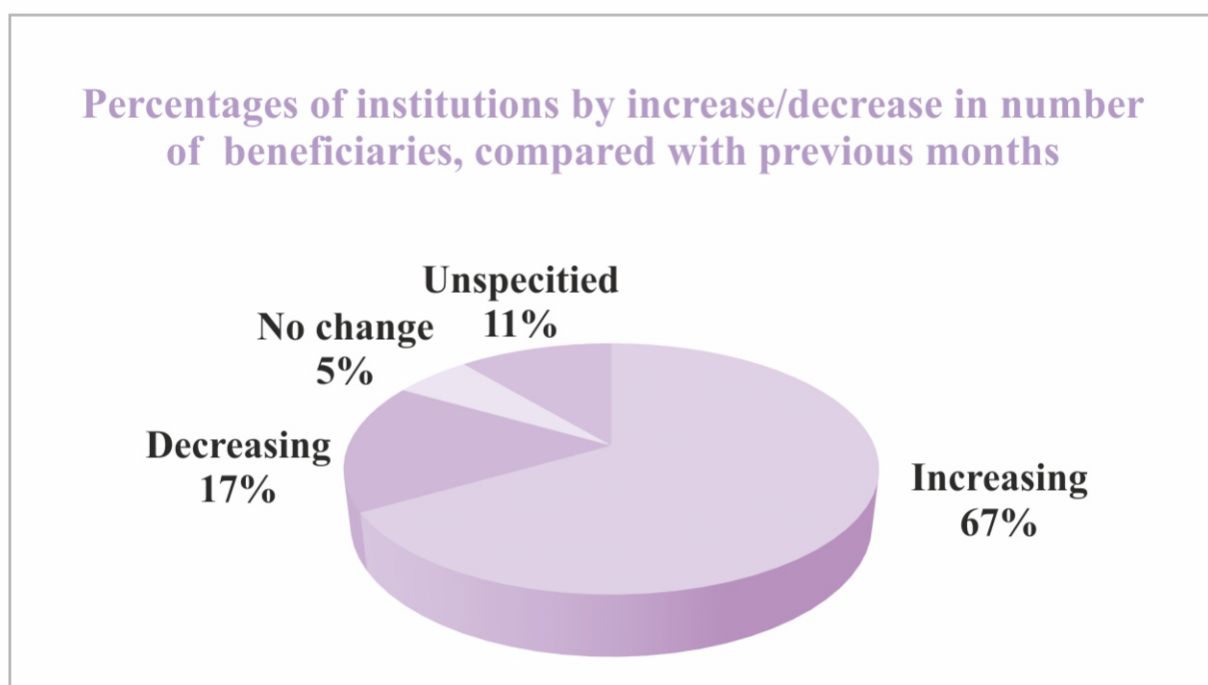
4. Announcing services to women

On the methods used by the centers as a tool for communication and to announce their services, direct communication was the most used means. This was followed by communication through community leaders, announcements of services in public places, and, to a lesser extent, radio. Newspapers, mosques and other places of worship were not used as much as a means of communication. Other means of communication were also used, by a limited number of institutions; these included awareness programs and lectures, field visits, awareness campaigns in schools, and text messages on mobile phones. Through the use of these means, it is clear that the greatest focus was on finding the largest concentration of users, as opposed to directing the public towards these centers to announce their presence and the services they offer.



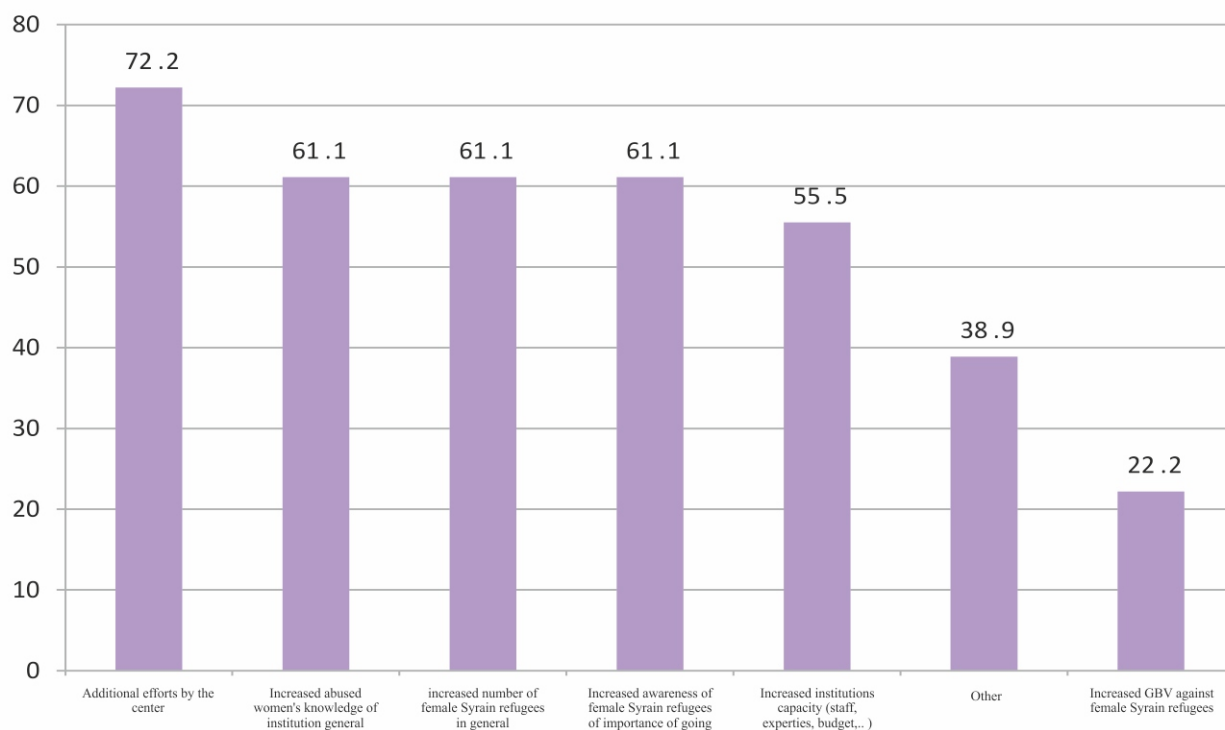
Percentages of institutions by number of center beneficiaries last month

Number of beneficiaries	Institutions (%)
Less than 10	11.1
30 - 39	11.1
40 - 49	11.1
90-99	5.6
100-200	11.1
Over 200	16.7
Unspecified	33.3
Total	100.0



The average number of beneficiaries during the data collection month was around 150 in the 18 centers that were contacted. The findings indicated that about two thirds of the service provider centers and institutions reported increases last month in the number of beneficiaries, compared with only 17% that indicated a decreasing number of beneficiaries, while a small percentage of centers reported that the number of beneficiaries was almost the same. As for the reasons for the increase, approximately three quarters of the responding centers attributed the increase to the center's efforts, while 61% attributed the increase to the increase in the number of Syrian refugee women in general, the abused women's increased knowledge of the institution, and greater awareness of the importance of resorting to these institutions. Also, half the institutions attributed the increase in the number of beneficiaries to the increased capacities of the institution (number of workers, experience, budget,). By contrast, a small percentage attributed the increase in the number of beneficiaries to the rising phenomenon of GBV against Syrian refugee women. Other reasons were provided from the viewpoint of the centers' themselves, namely increased reporting of violence against Syrian refugee women and their worsening living and financial conditions.

Percentages of institutions by reasons for the increase in beneficiary numbers, compared with previous months

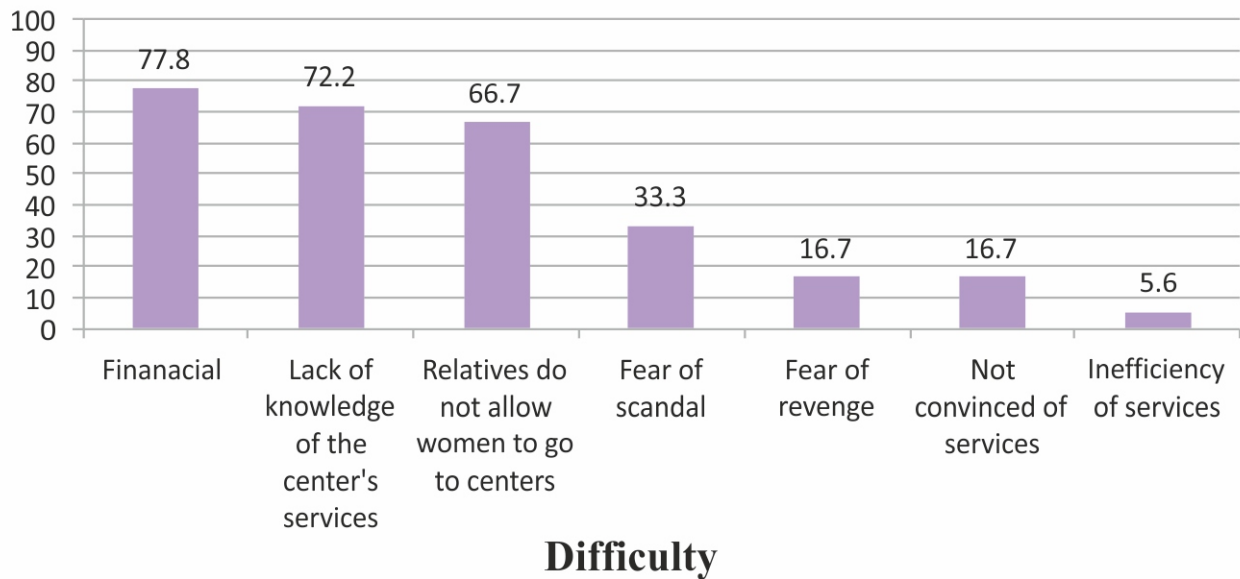


Although limited, the decrease in the number of beneficiaries, compared to the previous months, is attributed to the increase in the number of centers delivering services to Syrian refugee women, the centers' limited capacities, and the shortage in the institution's capacities in terms of employee numbers, expertise and financial resources.

Percentage of institutions by reasons for beneficiary number decreases compared with previous months

Reasons for decreasing numbers of beneficiaries, compared with previous months	Institutions (%)
Regression in the phenomenon of GBV among Syrian refugee women	0
Increase in number of centers interested in Syrian refugee women	5.6
Center's limited capacities	11.1
Nature of center's work does not essentially target Syrian refugee women	0
Limited capacities of the institution (staff, experience, budget, ...)	11.1

Difficulties impeding access of Syrian refugee women to the Center's services, as reported by the institutions



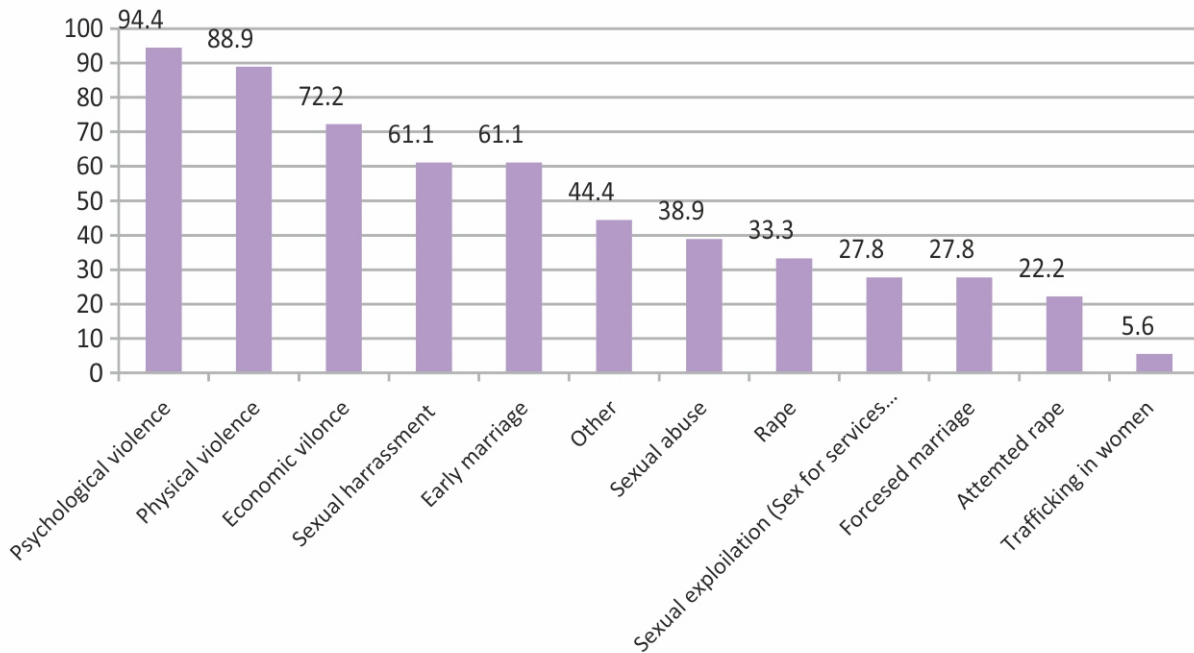
The impact of difficulties varied from the point of view of the centers offering services to Syrian refugee women. Over three quarters of the centers reported that financial difficulties topped their list. An almost equal proportion reported that their top difficulty was lack of awareness of the services provided by the centers, followed by around two thirds of the centers that reported that the main difficulty was that female relatives are not allowed to visit the center. One third of the institutions reported fear of "scandal". Other difficulties included fear of vengeance, lack of conviction in such services, and the ineffective services provided according to the experiences of the centers themselves.

Reference must be made regarding similarities in analyzing the difficulties facing the refugee women from the viewpoint of the institutions and the women themselves, in terms of the financial difficulties the women may face in accessing the services, lack of the women's awareness of the services, the family' or husbands' refusal to allow the women to leave the house to receive these services, fear of being blamed by the surrounding community, and lack of the women's confidence that disclosure of the assault would lead to positive results.

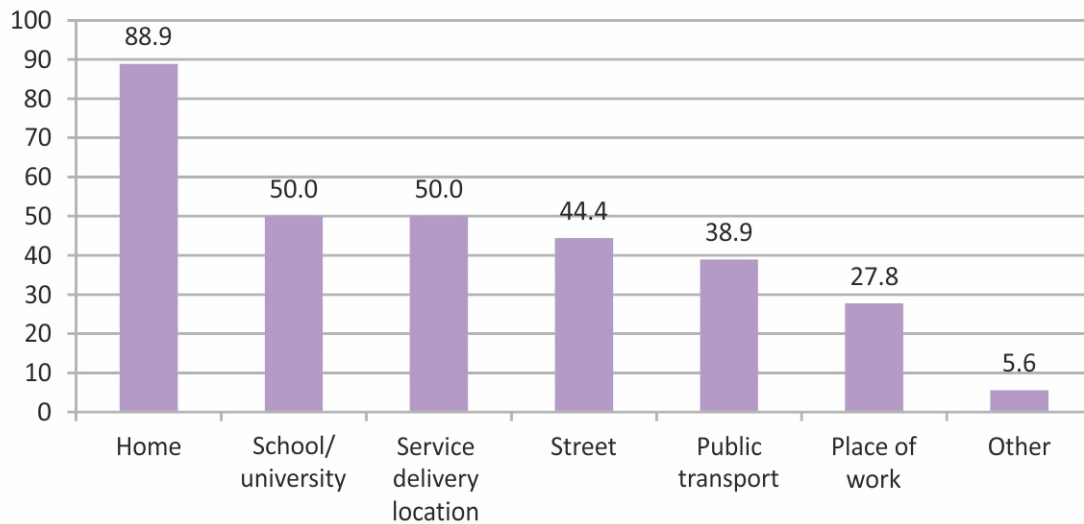
Forms of violence within the framework of the services provided to the Syrian refugee women

Three forms of violence topped the list of abuse against Syrian refugee women from the experience of service providers. Around 94% of the centers reported that they received beneficiaries who had been exposed to psychological violence, while 90% of the centers said they received beneficiaries who had been subjected to various forms of physical violence and around three quarters received victims of different manifestations of economic violence. The form of violence that came in after the three main forms of violence was the marriage of minors and sexual harassment. To a lesser degree, the centers and institutions reported other forms of violence including rape, attempted rape, sexual assault and sexual exploitation, such as sex for specific favors and forced marriage. In addition to these forms of violence, some centers reported cases of abduction, school violence, prohibition of leaving the house, losing the right to register marriages as a result of lack of awareness, and other forms of violence against Syrian refugee women.

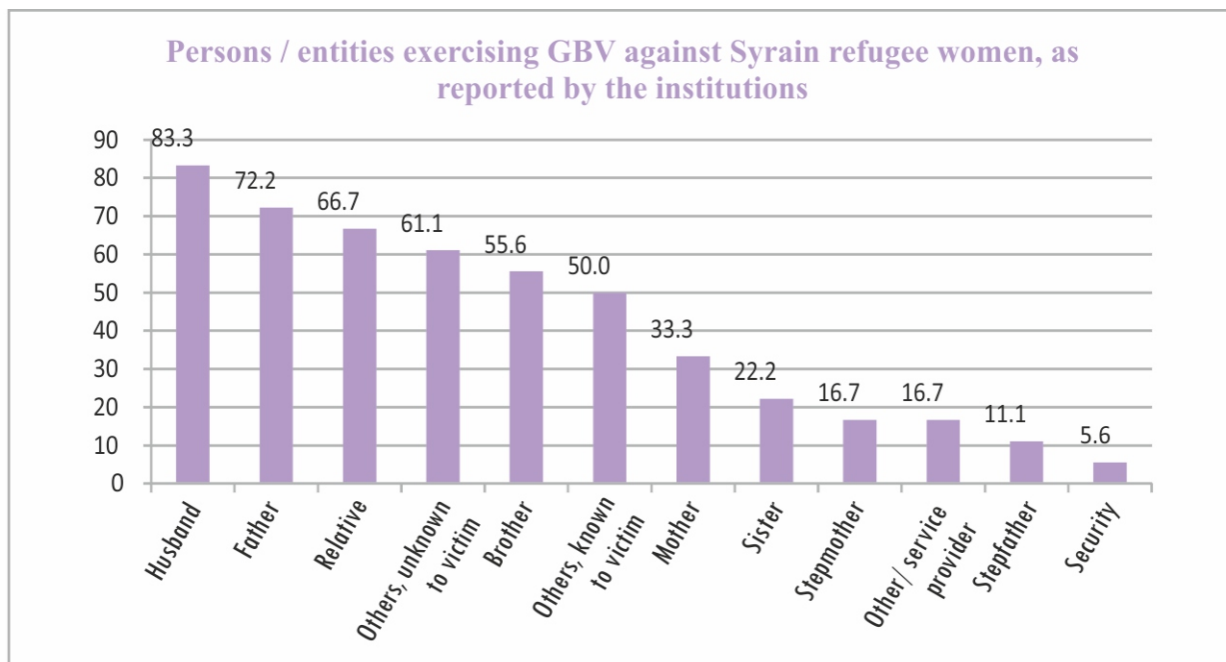
Forms of violence against Syrian refugee women, as reported by the institutions



Places where GBV against Syrian refugee women takes place, as reported by the institutions



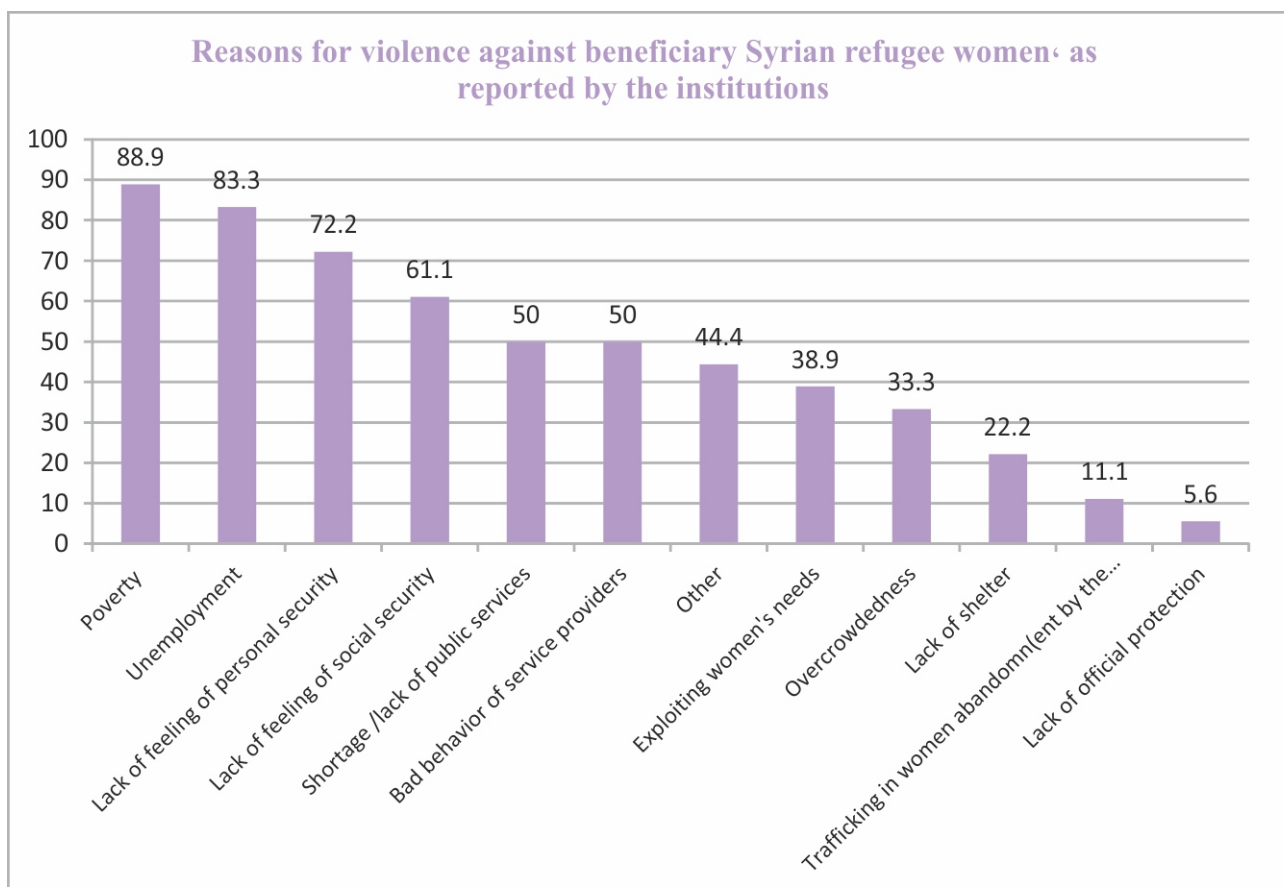
According to around 90% of the centers, from their experience in working with those who resorted to their centers for services, "at home" was the place where most of the violence against Syrian refugee women takes place. It is noteworthy that the place where public services are received came in second place, but without identifying the function of perpetrators of violence against them, as the perpetrator is not necessarily a service provider, but may also be one of those present at the service provision sites. This requires securing service provision sites, where Syrian refugee women can be found. Educational institutions (school/university) scored almost the same, followed by the street and public transport, with almost comparable scores. Beside the home, as a private place where violence is perpetrated against Syrian refugee women, it is necessary to focus also on public places and service provision locations, bearing in mind that most of the Syrian women do not work outside their homes. In spite of this, violence against them occurs in both the public and private spheres.



Based on the experience of centers delivering services to Syrian refugee women, the findings revealed that first-degree relatives are the persons who exercise most of the violence against Syrian refugee women. According to 83% of the centers, husbands came in first place (in case the women are married), followed by fathers at 72%, other relatives at 67% and brothers at 56%.

5. Reasons for violence against Syrian refugee women, according to the institutions

Based on the institutions' experience in dealing with the issues of the women who resort to them, the reasons for violence against Syrian refugee women were economic conditions, security stability, social conditions, and the availability of services. Around 90% of the centers reported the difficult economic conditions afflicting the Syrian refugees, followed by unemployment affecting the refugees, at 83%, and the lack of a sense of personal and social security and the shortage or lack of public services. Focus group discussions revealed another set of reasons, including housing overcrowding, lack of shelter, attitudes of those in contact with Syrian refugee women, lack of protective laws, and legal ignorance.



6. Unavailable services and the reasons for their unavailability

Three quarters of the institutions reported that many services are still not available. This clearly indicates that beneficiaries resort to the service providers expecting that the needed services are available at any center. While it is necessary to enhance specialization at the centers, it is also important to provide integrated services at the various centers, coupled with an awareness-raising campaign to direct beneficiaries to the right center for the required service.

Need for services unavailable at the institution	Institutions (%)
Yes	89.3
No	11.7
total	100.0

The institutions reported the following unavailable services that the beneficiaries needed but the centers did not provide: economic services in terms of ensuring an economically decent life, empowering women through securing their economic independence and a decent life; curative, health and legal services, in which the institutions reported shortages; and legal counseling and awareness services, including representation at the courts. In addition to these, there are services that were highlighted as necessary but unavailable services through the experiences of some centers, such as services to persons with special needs and providing protection to abused women, including safe houses or shelter services.

1. Economic empowerment of women / income generating projects
2. Financial and food assistance
3. Medical and health services / lack of treatment services for sexually harassed women
4. Health care / lack of health insurance to enable women refugees to seek treatment
5. Raising awareness among men on GBV
6. Representation before the courts
7. Family courts of law to deal with issues of abused women
8. Legal services in terms of legal counseling and awareness
9. Services for persons with special needs
10. Safe houses / shelters for abused women / shelter and protection services
11. Securing job opportunities for women

7. Barriers to the provision of the currently unavailable services, necessary to the Syrian women, as reported by the institutions

The institutions indicated that the barriers impeding the provision of services necessary to the beneficiaries, but not provided by these institutions, are mainly the resources available to these centers, including shortages in the technical, capacity, staff, and financial resources, which, in turn, impact service delivery to additional numbers of beneficiaries and access to the beneficiaries' places of residence. Additionally, there are issues related to the work of these institutions and the level of coordination among them, which would ensure there is no overlap in the nature of services offered. Moreover, there are alternate institutions that provide a number of services, which leads to a lack of focus by service providers and the confusion of the beneficiaries.

1. The State's legal and legislative system does not respond to the conditions under which Syrian refugee women live, such as establishing family courts or institutions for abortion, protecting women, and care for women as a result of rape.
2. Lack of studies and research on unavailable services.
3. The financial difficulties facing the centers and their inability to access remote locations where the beneficiaries reside, and the high cost associated with this.
4. The requested services do not fall within the centers' competence.
5. Shortage in staff and the required competencies, including social worker assistants, in addition to training for specific services.
6. The Jordanian government should allow the institutions to work on micro projects for Syrians, and to provide productive services.
7. Logistic shortages and difficulties facing the centers.
8. Lack of funding and specialized programs to cover unavailable services.
9. Lack of shelter services outside Amman.
10. Lack of volunteer staff.
11. Failure of local community organization in working on economic empowerment programs
12. Lack of specialized staff to deal with the Syrian women, particularly in emergencies.

8. Networking relationships between institutions and centers

The great majority of centers and institutions reported that they operate within a network or association of institutions working with GBV victims. This institutional networking is reflected on the joint action and various forms of coordination and cooperation among the centers that provide services to Syrian refugee women who are victims of GBV. It is clear from the responses of these centers that networking and cooperation are well-executed, but there is an urgent need for a clear and recorded inter-agency referral system when dealing with women's issues.

Percentage of institutions / centers by membership in a network or association of institutions working with victims of violence

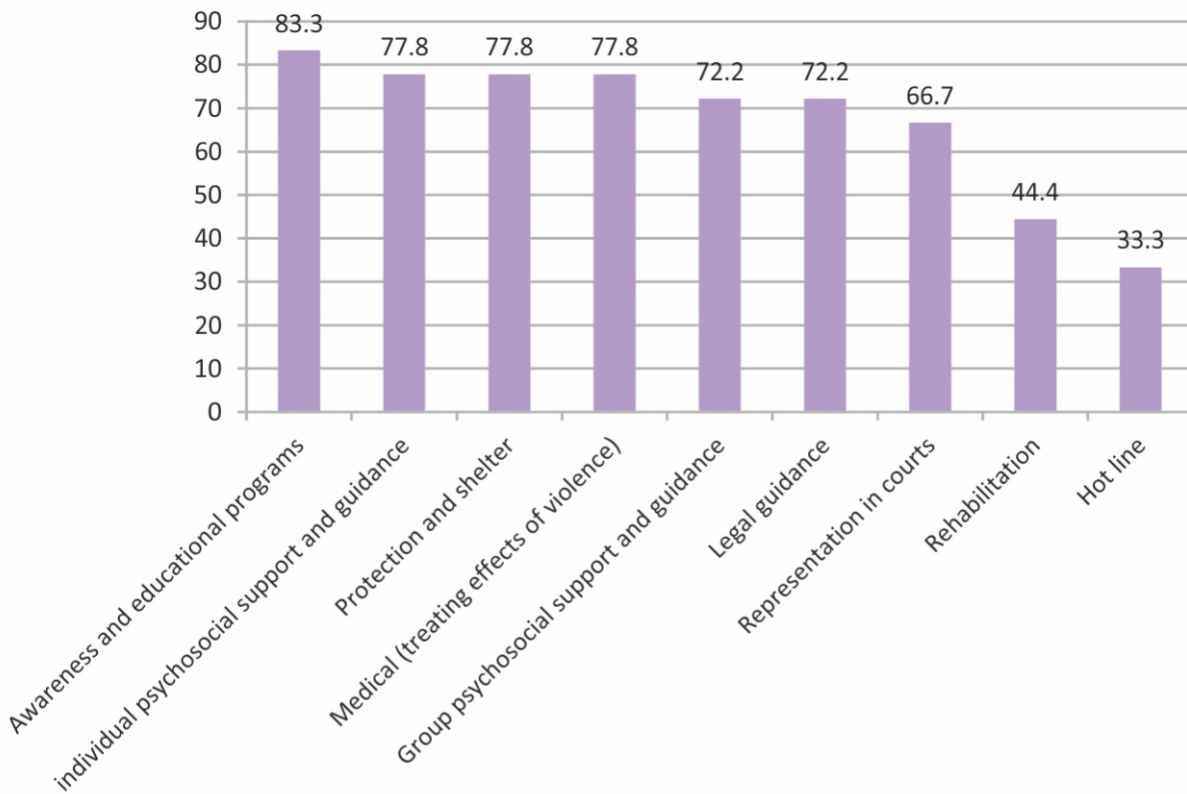
Response	Percentage of institutions/centers that are members in a network or association of institutions working with victims of violence
Member in network/association	83.3
Non-member in network/ association	16.7
Total	100.0

Percentage of institutions/centers by their work in a cooperative manner with each other

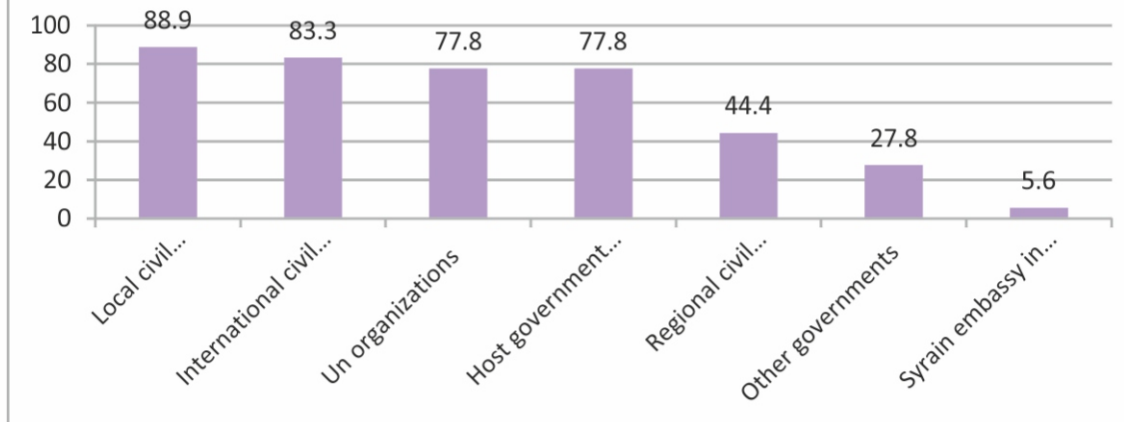
Response	Institutions/centers cooperating/coordinating with each oth
Cooperate	93.3
Do not cooperate	5.6
Unspecified	11.1
Total	100.0

Despite the disparities in the percentage of institutions within each area of cooperation, it is clear that the areas of cooperation are not restricted to specific types of services. It is possible that this is connected to the percentage of institutions delivering services in a certain area. The areas of legal and psychological counseling, representation in court, awareness and educational programs, protection and shelter services, among others on the list of activities in the table below were all activities and programs based on inter-agency cooperation and coordination. On the other hand, it was observed that all types of institutions are cooperating. The highest cooperation and coordination levels were seen among civil organizations, followed by international civil organizations and UN agencies, in addition to Jordanian governmental organizations. The weak role of the Syrian Embassy in Jordan was also accommodated, in addition to the Arab governments and regional civil organizations, including Arab organizations, which for the most part are restricted in their financial capacities in addition to the high demand for their services in the Arab region in view of the state of confusion and instability in the Arab countries. This diagnosis demonstrates the burden on the Jordanian government. It also points to Jordan's need to revisit the legal frameworks governing the institutions' work, as well as its GBV-specific legislation and mechanisms of dealing with it through the local institutions and UN agencies that it cooperates with. This may be justified by the weak and limited infrastructure of Jordan's civil society, as well as the enormous size of the duties it is mandated with as a result of the Syrian refugee crisis.

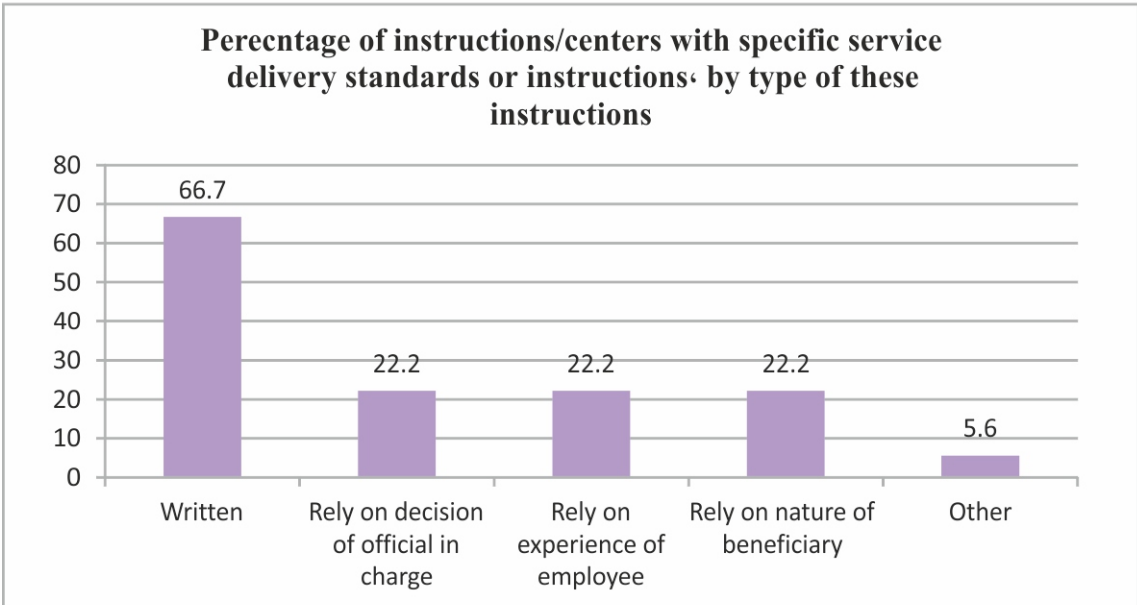
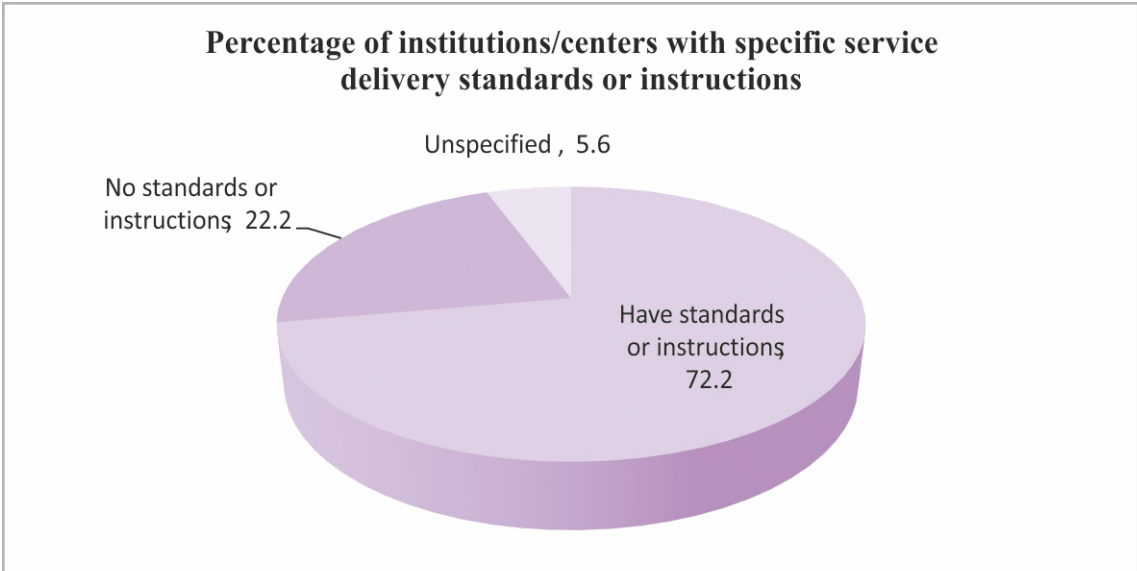
Percentage of institutions by area of cooperation with other centers in providing services to Syrian refugee women



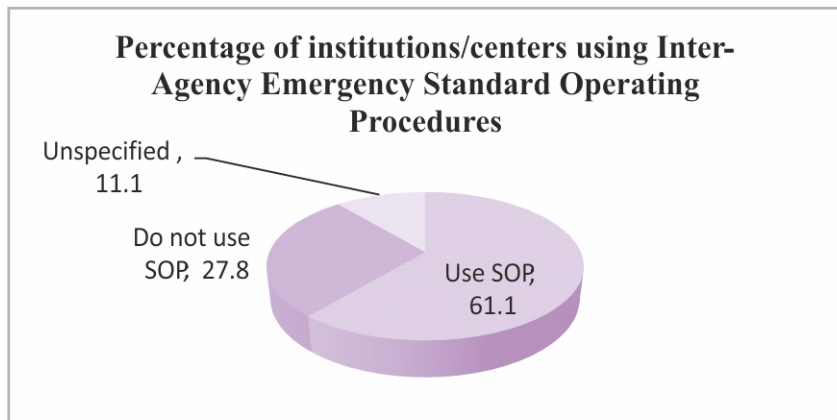
Percentage of institutions with cooperation relationships by nature of the institution with which cooperation has been established



Around three quarters of the institutions/centers said they had specific standards or instructions on delivering services, according to these centers. When investigating the types of these standards, it was observed that around two thirds of them have adopted written standards and instructions. Many of the instructions were based on decisions taken by the center's officials, with room for discretion by employees based on their experience and the nature of the referred case when implementing these standards and instructions. Despite the advantages, there remains a need to enhance reliance on standard guidelines in service delivery to the beneficiaries, not just in terms of equal access to opportunity but also to guarantee the best quality service.



- Using Inter-agency Emergency Standard Operating Procedures for the Prevention of and Response to GBV and Child Protection in Jordan

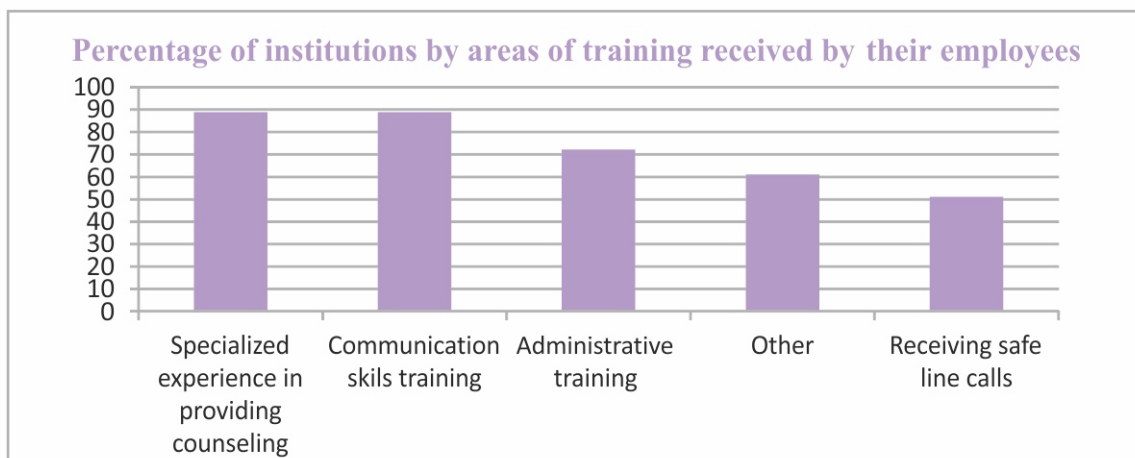


9. Building capacities of staff at institutions/centers:

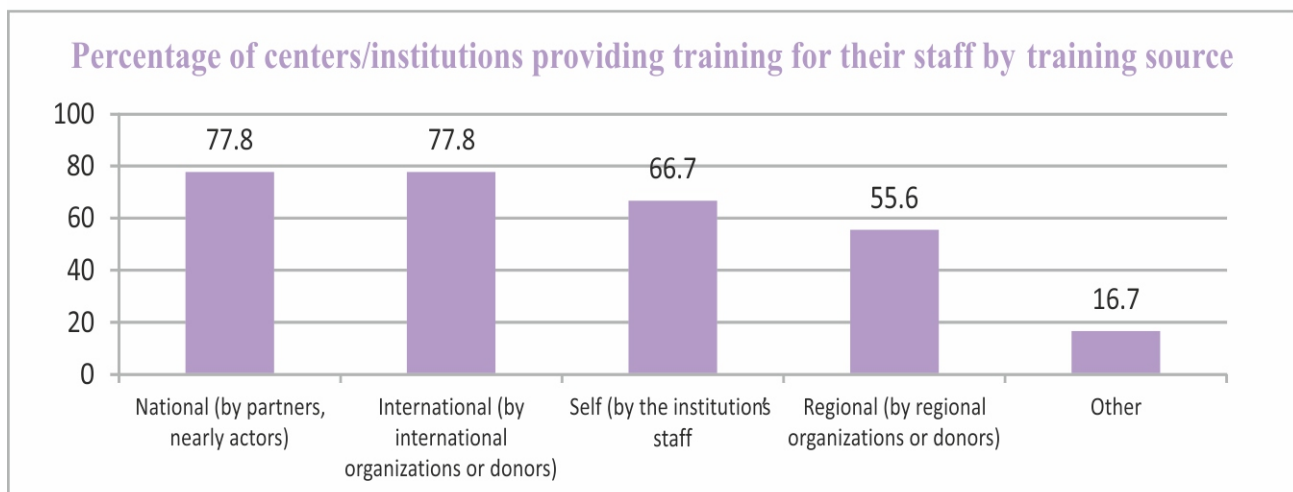
In terms of developing work and enhancing the capacities of center/institution staff delivering services to Syrian refugee women, it was clear that the training for the vast majority of employees in these centers undergo is focused on the institutions' daily work, including counseling offered by these centers and training on communication skills, mechanisms of receiving safe line calls and administrative and coordinator training. Training sources varied and included self-created, national, regional and international programs, with no vast difference in the percentages of institutions in terms of training sources. It is, however, noteworthy that two-thirds of the institutions rely on themselves for providing training. This is a positive sign in institutionalization and institutional building. This also demonstrates that the staff is not trained and that both male and female workers in these institutions are aware of the importance of having trained staff, as the training programs focus on topics related to this field of work.

Percentage of institutions whose employees receive training and qualification

Response	Institutions (%)
Yes	88.9
No	0
Not specified	1.11
Total	100.0



It is noteworthy that the percentage of administrative training is high in contrast with training staff on the skills and mechanisms to fulfill the needs of refugee women.



10. Role and impact of services on the lives of the beneficiaries

It is natural that all institutions/centers evaluate their work positively and ensure that they have a positive impact on the lives of the beneficiaries. However, a closer examination of some examples by the Centers point to their importance:

- A beneficiary was sexually abused by her husband and resorted to FPD, where psychological sessions were organized by IMC for her husband along with psychological sessions for the wife and children. She currently lives in Zatari with her husband.
- The institutions succeeded in building bridges of confidence with the women.
- The husband of a 38-year-old Syrian woman is detained in Syria and she does not know anything about him. She has an introverted 18-year-old daughter. She joined individual counseling sessions with the social worker regarding her case and then joined a sewing course. She releases her difficulties by participating in community counseling.
- A married Syrian women with three children arrived at Zatari. As a result of intervention by an institution, she was able to overcome the psychological circumstances she lived in Syria. She also succeeded in joining several courses on dealing with children.
- Programs providing psychosocial support, recreational activities for children and mothers, awareness programs on domestic violence, and a women's empowerment program.
- Within a few hours, a marriage contract and a lineage document were ratified through cooperation with the Chief Justice Department along with a document attesting to the actual marriage of the parents and establishing their children's lineage. The whole transaction has become final through prior arrangements with the Justice Center for Legal Aid.
- Following several sessions with a specialist, a victim of domestic violence at the hands of her husband enrolled in a straw-making craft course. She was also included in group legal sessions, where she acquired some skills on dealing with her husband. As she became economically empowered, her husband started to respect her.
- A Syrian woman went to the institution because a lawsuit was filed against her to vacate her rented home.
- Representatives of an association visited a girl that was referred to the psychological clinic for treatment. Following the intervention, her situation improved and she joined the social team as a volunteer. She has acquired several skills through training, including survival and communication skills. She is currently the social team leader.
- A woman, who was a victim of domestic violence at the hands of her husband, received counseling services and became a volunteer at the institution, where she was trained and became an employee.
- A girl fled Zatari camp and was found in Amman. She had been sexually exploited by someone. She was sheltered at Dar Al-Wifaq Al Usari, while the perpetrator was charged with sexual assault before the Major Crimes Court. The lawsuit is still pending, while the girl is still at the shelter.
- A case of forced early marriage was reported. We cooperated with Noor Al-Hussein Foundation and the marriage was suspended.
- During the field visits a girl was found to be suffering from psychological violence. She refused to see any specialist as a result of physical and psychological violence. She now accepts treatment with the counselor.
- A 15-year old Syrian girl in Irbid was engaged to marry. As a result of the intervention by the JWU through their awareness programs she returned to school. Furthermore, the mother used to send her daughters, aged 8 and 9 years, to beg, but as a result of intervention by the JWU, the girls were referred to Save the Children Foundation.

11. The difficulties and needs of institutions in service provision

The most important difficulties and needs required by the institutions and centers providing services to Syrian refugee women revolved around lack of resources, coupled with the rising influx of Syrian refugees. When discussing capacities, a wide space was allocated to the technical capacities required by these institutions. In the legal arena, there was a reference to necessary legal frameworks that help the centers deliver their services, in terms of organization and potential solutions, especially with regard to necessary laws and conditions, such as mechanisms for registering marriage contracts and the complex mechanisms for resolving such problems. On the other hand, there was a need to address the obstacles that accompany mechanisms of refugee registration with the UNHCR, refugee registration mechanisms, the terms required for their registration and the access to UNHCR offices. Another aspect relates to awareness and knowledge by abused refugees on the importance of resorting to these centers and accessing them.

* Rising numbers of refugees
* Not registering women with UNHCR.
* Difficulties in reaching grass-root organizations to support Syrian women.
* Lack of medical services.
* Lack of capacities in dealing with cases of abused women.
* It is necessary to ensure participatory work with the organizations handling family protection cases.
* Increase pressure to accept individual cases compared with the available staff.
* Women's lack of the knowledge on the existence of these services.
* Lack of specialized staff in the various legal domains.
* Limited number of volunteers.
* Lack of an umbrella to protecting employees handling victims of domestic violence.
* Legal licensing for the operation of some centers/institutions and the required approvals for some projects, especially in emergencies.
* Limited financial resources of the centers.
* Lack of technical resources and suitable capacities to handle the sensitive nature of the areas for which services are offered
* Limited awareness by beneficiaries and victims of abuse in general in terms of resorting to service-delivery centers, disclosing the various forms of violence to which they are subjected, or responding to directives, advice and proposed solutions, due either to fear and lack of protection and women's support systems in case of adopting a certain decision.
* Absence of courts specialized in hearing GBV cases
* Inability to access women due to their scattered presence in the different governorates of the Kingdom and their complete reliance on local female supervisors.
* Slow pace in which the centers providing legal services solve some women's issues, for example authentication of marriage contracts.

Main challenges/barriers facing institutions providing services to Syrian refugee women

* Lack of specialization by the institutions
* Duplication of services delivered to women
* Rising number of Syrian refugee women in Jordan
* Need for field programs
* Financial difficulties in accessing service-delivery centers
* Financial difficulties impeding the expansion of their scope of work
* Abused women with disabilities are not aware of the organizations, and the organizations cannot reach them
* Pressure on the staff and shortage of specialized staff members
* Work on GBV is very sensitive and, consequently, the organizations face difficulties in working on the issue
* Lack of economic empowerment for abused women, achieved by creating job opportunities
* Some families members refuse to allow refugee women to resort to or speak to service providers
* Difficulties faced in deciding the specific cases to refer to other institutions
* Female social workers do not continue with their jobs
* Services offered to abused women are not complementary at the social and legal levels
* Women refugees are not aware of services available to them, including registration with the UNHCR
* Lack of coordination among the organizations on the services provided to Syrian refugee women
* No Syrian staff to work with service-delivery institutions
* Lack of a local specialized staff to work on cases to ensure sustainability of service delivery
* No coordination among institutions and in the delivered services, due to competition and lack of awareness
* Staff shortage and competition among national and international institutions in employing staff
* Limited community awareness on violence against women and domestic violence
* Flight of families from Zaatari
* Difficulties faced in recruiting professional and qualified staff to handle GBV cases, including social experts
* No support services to women outside Amman, such as shelter and legal services
* Abused women face difficulties in accessing the centers, and professional staff face difficulties in accessing the women in their homes
* Women refuse to disclose the violence exercised against them
* No areas for children when women go to receive the service
* No umbrella protecting workers handling domestic violence cases
* Erroneous information on the delivered services, either institutions have no knowledge on how to deliver the information to women, or there is a shortage in staff handling cases of abuse against women
* It is necessary to create a strategy to reach out to abusive men
* Social fear of Syrian refugee women to disclose their problems

Chapter 4

Conclusions and Recommendations:

Although we were unable to conduct individual interviews with Syrian refugee women who suffered from at least one form of GBV, for reasons outside the control of the research team, we succeeded in identifying the violations and difficulties faced by women through the focus groups organized in the various parts of Jordan. In this context, the women reported being directly exposed to at least one form of violation against them, in their private or public spheres, as discussed earlier in the analysis of the focus group results. We were also able to identify the violations against Syrian refugee women through the interviews conducted with the organizations and institutions offering legal and social counseling services directly to victims of abuse.

Consequently, GBV against Syrian refugee women in Jordan, from the point of view of the women in the focus groups, can be summarized as follows:

1. Exploitation of women for sexual purposes by service providers, especially charity associations and aid institutions.
2. Sexual harassment of women and their daughters in public places, which prompted many families to forbid them from leaving the house.
3. Attempted sexual assault against girls.
4. Temporary and forced marriage of girls and minors. This has become a problem that requires addressing the root causes by Jordan, in terms of monitoring sheikhs and Shari'ah judges, and penalizing families and perpetrators of such marriages.
5. Increase in domestic violence in all its verbal, physical and psychological forms.
6. The community's view of Syrian refugee women as "cheap commodities" who are free for all.
7. Loss of personal and national identity of Palestinian women who fled from Syria.

It was found that the GBV cases identified by the service providers to Syrian refugee women were the same as those mentioned by the women in the focus groups. Sexual violence, in all its forms, topped the list of problems faced by many Syrian women and girls, in addition to domestic violence including psychological, verbal and physical violence. Perpetrators were the closest people to the women and girls. The percentages were as follows: 83% of the violence is committed by the husband in case the woman is married, followed by violence committed by fathers (72%) and by brothers (56%).

Regarding the women's awareness of organizations that provide legal and social counseling, the results were in agreement in terms of what the women said in the focus groups and the interviews with service providers. It was concluded that women do not know of the existence of organizations providing such services. In terms of the organizations themselves, the number of service-delivery organization is in fact very small, compared to the number of women refugees, which is increasing daily. Furthermore, the presence of the centers in the governorates is very limited. There is an urgent need for the organizations to extend their operations beyond Amman or its neighboring governorates into the remote governorates, where Syrian refugees, male and female, are also found.

Focus group participants discussed the importance of GBV services in cases where women need them. However, there are barriers to women's access to these services, namely the victims' financial circumstances and the women's lack of confidence in the organizations' quick response to their situation, in addition to the fear and social stigma that may arise as a result of disclosing the abuse. Furthermore, the women do not trust the organizations' performance when dealing with their cases. These results were in line with the findings derived from the service provider interviews. They reported barriers impeding the delivery of services to Syrian refugee women, including the shortage in specialized staff and their inefficiency in dealing with Syrian women against the backdrop of the crisis, in addition to the women's lack of the awareness on the importance of resorting to the centers to disclose the forms of violence they face for reasons related to fear and social stigma that accompanies the women's disclosure of violence against them.

Important recommendations to be taken into account:

1. In terms of services offered to Syrian refugee women:

Participants in the focus groups made several recommendations to service providers regarding accessing women. The participants recommended that organizations go to locations where Syrian refugee women are concentrated, establish committees of trained and qualified women to handle women's cases, and pay house visits to women in order to investigate their conditions. On the other hand, the organizations reported many difficulties that restrict their effective intervention to deal with the women's cases, including the limited number of qualified and trained staff, the limited financial capacities that restrict the expansion of services in the governorates and at places where refugees are found, and the lack of economic empowerment projects that can contribute to improving the situation of women refugees.

2. In terms of the Jordanian government:

Although 83% of the service providers reported coordination among the organizations when handling cases of violence against Syrian refugee women, the levels of cooperation are still in their infancy. The international and local organizations recently created the "Inter-agency Emergency Standard Operating Procedures for Prevention of and Response to Gender-based Violence and Child Protection in Jordan" to coordinate efforts in handling cases of violence against women and child refugees, which list the guiding principles that must be followed when dealing with the cases, in addition to the process and responsibilities of managing and referring cases to the stakeholders. These measures can be a nucleus for establishing a written inter-agency referral system to monitor and document cases and, consequently, produce documented, reliable statistics.

- * Increase the number of organizations operating in the area of GBV in all governorates of the Kingdom, not only in a certain governorate or Amman;
- * Create a clear and written system among the institutions working on GBV to identify and document cases of violence in general, including violence against Syrian refugee women;
- * Ensure inter-agency specialization and integration, as there is an urgent need for inter-agency networking and cooperation, and for avoiding negative competition;
- * Sustain service delivery to Syrian refugee women and avoid complete reliance on external funding. Mechanisms for government support should be created for such organizations to enable them to continue their work.

3. In terms of legislation, laws and policies

- * The Jordanian government bears the responsibility for protecting Syrian refugee women by working to establish safe houses for them, especially as there is only one such house, the Dar Al-Wifaq Al-Usari, operated by the Ministry of Social Development in Amman.
- * The Jordanian government is responsible for supporting local organizations dealing with violence against Syrian refugee women and facilitating their work, especially in relation to establishing income-generating projects to empower the women economically.

4. In terms of awareness programs on women's rights

- * Establish a Shari'a court at Zatari Camp in order to curb marriages of girls and minors;
- * Create a national protocol for handling violence cases, including a clear and binding system for all the workers in this field;
- * Create a national protocol for handling the problem of documenting marriage contracts of under-age girls after the fact and issuing birth certificates for babies born in such marriages to avoid the problem of thousands of babies growing up without ID documents or proof of lineage.

5. In terms of training staff offering services

- * Introduce programs targeting men and youth to change stereotypes on Syrian refugee women , especially in the local community;
- * Intensify legal awareness programs targeting women to enable them to understand their legal rights, provided these programs are spread out in the various governorates where Syrian women reside;
- * Launch campaigns at the national level and utilize public radio and television to disseminate knowledge on the laws and local support centers and organizations.

6. In terms of encouraging Syrian women to report abuse:

- * Train staff working in the field on detecting cases of violence and handling them;
- * Develop the skills of staff working at the organizations in terms of receiving abused women and the mechanisms of following up on their cases.
- * Open communication channels with women Syrian refugee by conducting house visits as a mechanism for accessing abused women;
- * Train Syrian women leaders in areas where Syrian refugee women are found to encourage them to report abuse against them;
- * Open counseling centers for women in the different governorates with staff qualified in dealing with abused women;
- * Adopt field work as a means for communicating and accessing women in their places of residence;
- * Integrate the specialized and relief work of organizations to better communicate with Syrian refugee women who need services.

7. In terms of the international community:

- * Support continuous financial and technical assistance to civil society organizations in Jordan, especially those working on GBV to enable them to continue providing psycho-social and legal counseling services.
- * Support the Jordanian government in shouldering the responsibility of hosting the Syrian refugees, reduce the financial burden resulting from the international community's failure to live up to its commitments, and increase the level of support
- * Build the capacity of Syrian refugee women as future women leaders through offering grants for training programs that enhance their skills to become agents of social change upon their return to their country.
- * Ask the Jordanian government to participate in the peace talks to find a political solution to the Syrian crisis and guarantee the safe return of the refugees to their home country, alongside other host countries.

**The Perspective of Women Syrian and Palestinian
Refugees from Syria on Basic SGBV Services in
Lebanon - A Case Study**

Background

Globally, around one third of women are under threat of GBV according to WHO estimates. When it comes to refugee situations, findings from a recently published systematic review and meta-analysis on the "Prevalence of Sexual Violence among Female Refugees in Complex Humanitarian Emergencies" (Vu et al, 2014) have indicated that GBV situations become amplified. Approximately one in five refugees or displaced women in complex humanitarian settings have experienced sexual violence. Due to multiple factors and barriers affecting disclosure, it is likely that the figure is an underestimation. The long-term health and social consequences of sexual violence on women and their families necessitate the development of strategies to improve the identification of SGBV survivors and to increase prevention and response interventions in these complex settings.

Purpose and Objectives:

Under the broad objective of assessing the multi-sector approach in SGBV service provision for refugees, the Arab Women Organization, conducted a mapping and assessment study in Lebanon on "Unveiling Violations of Human Rights of Refugee Women from Syria - SGBV Service Provision to Refugee Women are coming from Syria" within a project conducted by the regional women's networks AISHA and SALMA.

The study focused on (i) reviewing research findings related to the scope of SGBV pertaining to Syrian and Palestinian Refugees from Syria in Lebanon, (ii) presenting information on the structure and function of service provision systems to Syrian and Palestinian Refugees from Syria in Lebanon (including an overview of the range of programmatic activities as well as a mapping of organizations providing services in Lebanon), and (iii) presenting programme assessments from the refugee community perspectives, primarily those of women, as well as perspectives of service providers working in relevant fields. The report also includes reflections on both, awareness-raising and utilization of SGBV programmes by community members, as well as on service providers' programmatic achievements and challenges.

Methodology:

The study is primarily a case study research entailing a Desk Review and Field Data Collection Analysis, where a mix of approaches was used to derive conclusions.

1. Descriptive and evaluation approach (desk review) : mapping of services (secondary data sources, largely via the UNHCR portal, as well as publications and websites of service providers, and programmatic data when accessible)
2. Beneficiary-centred approach (field data analysis): for analysis revolving around women's situations (derived from beneficiary opinions, service provider accounts and reviews of relevant published research). Field work was conducted with and sought the perspectives of 121 refugees from Syria divided as follows:

-According to Target Groups:

103 women
10 men
8 youths

According to Geographical Distribution:

Seven focus group discussions were conducted with women in:

1. Beirut
3. The North
3. The Bekaa
4. The South

One focus group discussion in Al Jaleel/Wavel Refugee Camp with adult Palestinian Refugee Men from Syria
One focus group discussion in Beirut with 8 adolescent Palestinian Refugees from Syria (3 girls and 5 boys)

Findings

Desk Review

Programmatic documentation demonstrated the presence and operation of a multi-sector system. For Syrian refugees, there is a hub system in the five main governorates in Lebanon. For Palestinian Refugees from Syria, coordination has been ongoing between the UNRWA and the UNHCR, with a pilot programme in place in Tyr since 2009. However, this system is characterized by a vertical division based on nationalities (Syrian and Palestinians). Despite the current coordination, there is a perception of divisiveness at the community level, where Palestinian refugees from Syria feel at a disadvantage compared to Syrian refugees.

The SGBV coordinating structure consists of the SGBV working group, which is part of the Protection Working Group. It is led by UNHCR, UNFPA and UNICEF, who are engaged, alongside other organizations, in direct service delivery. UNRWA is the main provider of medical, educational, and social services for Palestinian refugees coming from Syria.

The referral function is facilitated by the SGBV coordinating structure which liaises, through the 18 SGBV regional coordination centers throughout Lebanon, with implementing organizations as well as major service providers within their networks. Service referral pathways within each region are delineated for each regional coordination center. Immediate response is based on consent of survivor. Direct SGBV services for Syrian Refugees consist of the following range of services: Medical care (post rape services), Safety and Security of survivors, and social support. The aforementioned services are provided by public and non-governmental service providers.

For Palestinian refugees, according to UNRWA documentation, UNRWA is "mainstreaming response into its regular programming, and referrals are made to centers in Tyr (South Lebanon)." The UNRWA strategy includes "development of an information and management system and outreach into the community". UNRWA "coordinates closely" with other agencies for case management (such as the International Rescue Committee (IRC), the Danish Refugee Council (DRC), and the International Medical Corps (IMC).)

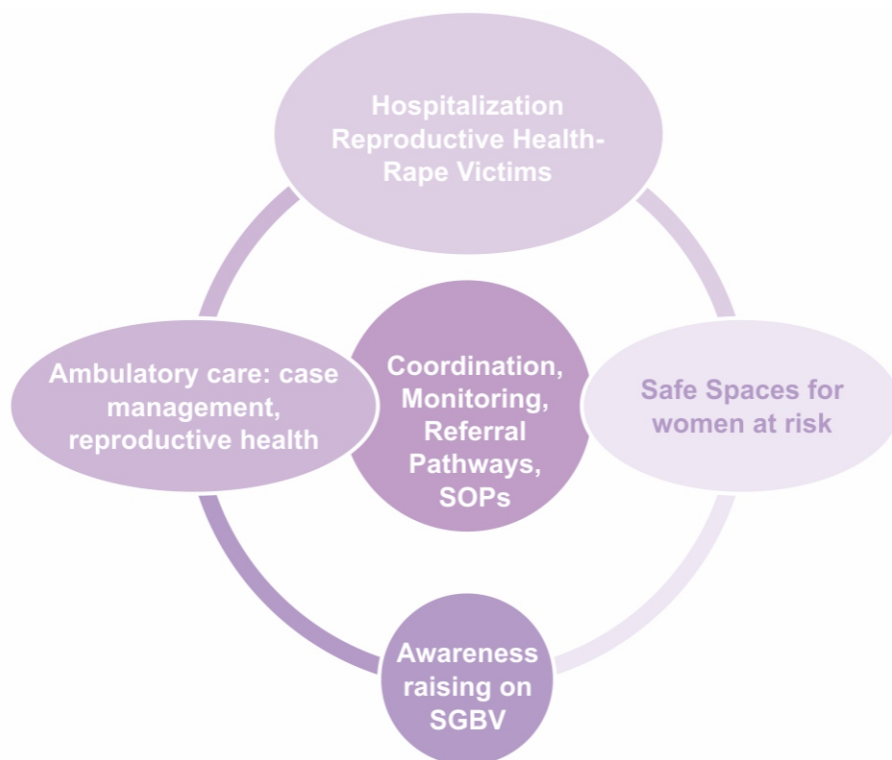


Figure 6. Range of SGBV Service Provided to Syrian Refugees in Lebanon - A Schematic Synthesis

Field Data Analysis

Study findings from the field highlight a holistic perception of needs that may not be exclusively influenced by gender roles, but by an active role played by women in managing their families (their traditional private sphere) during such an overwhelming crisis. Such changing gender roles resulting from the context of the Syrian refugee crisis have been hinted at by research.

- * Indications from focus group discussions favour the conclusion that the majority of women (of varying ages) were survivors of trauma of war that include fear of rape.
- * There exists trauma related to deprivation and loss of access to the free health and education services provided in Syria.
- * The youth focus group discussion highlighted the pervasiveness of traumatic war experiences on youth, as well as their relative isolation and feelings of being discriminated against by their host communities.
- * Concrete cases of sexual harassment were presented by survivors who were part of focus group discussions. Most of harassment incidents targeted women. A couple of cases targeted men and were reported by their wives.
- * Women are denying their own personal needs and making their families' needs their priority. This is considered an interpretation of their traditional gender role in preserving cohesiveness of families. There is a lack of perceiving SGBV service components as essential survival needs equal to shelter, food, and education. Some women (only after probing and establishing rapport) voiced their needs to basic clothing and hygiene supplies (including sanitary napkins, deodorants, and similar).
- * Family discord was mentioned as an issue stemming from the displacement of women and men. Men viewed the root cause as economic, which they believe is a consequence of a change in the

status of their traditional role from provider to a non-provider. Both women and men noted the negative effects on children. The lack of privacy was identified by women and men as a contributing factor to the increase in family discord in terms of disruption of relations between husbands and wives and their inability to raise their children the way they would like to.

- * The main issues expressed by women, both material and non-material, were related to daily survival during displacement. Material concerns included the sustainability of shelter and the challenges of affording rents, high costs of living, medication, infant needs, and schooling tuitions. Non-material concerns included the psychological effects of displacement - one woman reported seeking mental healthcare; another's concern was the discrimination of host communities towards both Syrians and Palestinian refugees from Syria.
- * Two distinct systems of service provision are in place for Syrians and Palestinians coming from Syria. One is by the UNHCR, the other is by UNRWA. Palestinian Refugees from Syria viewed the monthly support system provided by the UNHCR as more practical compared to the every three months system of UNRWA.
- * There was no specific mention of SGBV services among women in all focus group discussions. The closest they came to mentioning such services was in terms of need of the following services:
 - Awareness-raising regarding the protection of young women from violence
 - Mental healthcare for women
 - Medical care for women through mobile units
- * Despite mentioning divorce, none expressed the need for family counselling services, indicating a traditional view towards family dynamics and preserving their privacy.
- * All women were in favour of integrated care when asked about their views on accessibility to knowledge about relief service options related to their individual needs as women. One recommended mobile services to relieve them of the financial burden of transportation.
- * Discussing women's priorities within an empowering environment can be a means of awareness-raising for both women and service providers. Integrating SGBV within basic relief services, at least on the awareness-raising level, will neutralise the effect of the cultural barriers related to accessing SGBV services.

Synthesis of Findings from Service Providers

ABAAD, Najdeh Association, and RDFL offer an inclusive approach in their regular SGBV service provision. Services target refugees as well as host communities. Expanding the extent of inclusion of men was cross-cutting according to most service providers interviewed, lending support to the general Syria response strategy.

The school system/educational system for children as a portal for reaching women and consequently contributing to women's empowerment (a strategy implemented by Ms. Suhaila Khatib) is compatible with concerns expressed by participants, both women and men, in many focus group discussions. For the purposes of this study, such an approach can translate into utilizing the educational system (preschools, schools, and vocational trainings) for awareness raising, thus enhancing the chance of prospective utilization of other SGBV services as needed by women. This point is in parallel with the concerns of women conveyed in focus group discussions, and constitutes a vehicle of access to SGBV services.

Recommendations



This study presents a set of recommendations:

- (1) Reaffirming recommendations made by other studies that are related to integrating SGBV services into basic needs provision. This is done by conducting SGBV trainings to frontline service providers who work in the areas of registration, relief, and education.
- (2) Increasing the contributions of local public agencies and NGOs that specialize in the area of SGBV given their knowledge of the nuances of the context. Such expansions may utilize human resources from the Syrian refugee communities, thus providing them with livelihood opportunities.
- (3) Involving women resource persons from the refugee communities in advisory roles at the policy level (for example SGBV task force activities).
- (4) Synchronizing the range of services provided to Syrian refugees by the UNHCR with that presented by UNRWA to Palestinian Refugees from Syria, especially in the field of medical care.
- (5) Increasing visits of integrated mobile units to remote areas, especially those providing services related to reproductive health, child health, as well as counseling and psychosocial support to cope with the scattered pattern of displacement of refugees.