EEMRG: Energy in Emergencies, Mitigating Risks of Gender-Based Violence
Jordan Case Study

Above: Shahed, 13, takes a computer class at a youth center run by Mercy Corps in a refugee camp for Syrian refugees.
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Introduction

Energy is essential to survival, yet is a routinely neglected need in humanitarian response. There is a growing global consensus and body of literature arguing for more attention to and accommodation of energy needs in emergency contexts, including where energy needs and risks of gender-based violence (GBV) overlap. The Emergencies, Mitigating Risks of Gender-based Violence (EEMRG) program aims to improve safety and opportunities for women and girls through access to energy in emergencies. It will do so through the creation of training and technical resources on energy access, GBV, and gender for humanitarian practitioners.

The EEMRG program is producing a global learning report and two country case studies to assess the current state of knowledge and practice around energy access in emergencies, and how access to energy impacts the safety and opportunities available to individuals living through emergencies. This case study examines energy access for refugees and host community members in Jordan and relies on fieldwork carried out between April 16 and 26, 2019, in Amman, Azraq Camp (Village 5) and Mafraq, as well as interviews with humanitarian and energy stakeholders in Amman. Given the brief research scope, the report aims to highlight bright spots and trends around gender and energy in Jordan’s humanitarian response, and does not present a full picture of initiatives underway nor issues faced by host and refugee communities.

Findings from this report will inform EEMRG’s curriculum on energy access and GBV in emergencies. It will ensure that existing resources and knowledge are appropriately leveraged, and that EEMRG training materials and tools respond to the most important gaps in knowledge and practice. The audiences for the report are humanitarian energy and GBV experts, who we hope will confirm and challenge conclusions, ensuring that the report lays an accurate foundation from which we can develop training materials and guidance around energy and GBV in emergencies.

Jordan’s National Energy Context

Energy use in Jordan is widely subsidized by the government, with costs to government increasing with use. The Syrian crisis and resulting population growth have increased pressure on domestic energy resources and infrastructure, and sparked action by the government of Jordan and international partners to respond to this challenge. Jordan has instituted a legal framework for the “promotion of energy efficiency and renewable energy” and a progressive tariff regime, while also benefiting from an active national private sector and substantial solar PV [photovoltaic] expertise.1 By 2017, Jordan was ranked third globally in renewable power production and fuels investment and has a range of renewable energy mega-projects in solar and wind. Jordan is now on track to exceed

its target for 10% renewable energy coverage by 2020, and is seen as a strong example of responding to humanitarian crises in a way that meets immediate needs while also strengthening renewable energy systems and infrastructure.²

As a result of this improved electricity grid and Jordan’s expansive Liquefied Petroleum Gas (LPG) networks, energy access for refugees generally hinges on affordability rather than accessibility. The 2019 Vulnerability Assessment Framework (a leading study of refugee vulnerability) produced by the United Nations High Commissioner for Refugees (UNHCR), measured the mean and median monthly electricity refugee expenditure per capita at five and three Jordanian dinars respectively.³ For Jordanians and Syrians, debt is most often related to rent and utilities, and places a great strain on household budgets. As one humanitarian stakeholder stated, “Energy is three times as expensive in the winter as compared to summer, even for Jordanians. If you are rich or poor, energy is a large expenditure.”

Energy metering also influences housing stability for refugees in rental markets. In Jordan, it is common for two or more houses to share an electricity meter, which can cause tension around cost sharing, and sometimes lead to evictions. A number of humanitarian programs supporting the rehabilitation of rental units have required landlords to install additional meters to ensure that there are no more than two houses sharing the same meter.

Organization of Jordan’s Humanitarian Energy Response

The Jordan Response Platform was established in 2013 as the strategic partnership mechanism between the Government of Jordan, donors, UN agencies, and NGOs for the development of an integrated refugee, resilience-strengthening, and development response to the impact of the Syria crisis on Jordan. It creates a regularly updated “Jordan Response Plan (JRP)” which outlines priorities and resourcing needs. Since 2014, the JRP has clearly underscored energy priorities, including: offsetting incremental energy demand; promoting energy efficiency and renewable energy technologies; and providing safe sustainable energy for refugees and Jordanians.

The current JRP includes the following energy objectives for 2019:

1. Introduce and promote renewable energy and energy efficiency technologies and solutions to support the increased energy needs.


2. Enable refugees and host communities to access adequate, affordable, and secure energy supplies.\(^4\)

The consistent and clear prioritization of energy in the JRP, combined with Jordan’s existing capacities and enabling regulatory environment, has yielded positive results at both household and community levels. Public schools have benefitted from the installation of 35 PV solar systems as well as the installation of over 3,500 solar water heating systems which reduced rent payments by an estimated 28%. Larger-scale projects have included completion of a 13-megawatt solar power plant in Zaatari camp. The installation of a 40-megawatt solar power plant in southern Amman is underway to serve refugees in the camps (Zaatari and Azraq) and to provide energy to public entities (e.g., health facilities) in the host communities.

An energy and water working group was convened by the Moving Energy Initiative to bring together stakeholders working on energy access for refugees, but is no longer active. The Norwegian Refugee Council (NRC) is beginning to organize an energy-specific stakeholder group.

**Current Humanitarian Energy Access Initiatives - Jordan**

Jordan’s humanitarian energy access initiatives can be grouped into three categories: expanding energy access, improving energy management/efficiency, and building the capacity of local energy stakeholders.

**Energy access** initiatives expand access to and use of reliable energy sources. Initiatives include NRC’s work to install PV solar systems in schools and other public buildings to strengthen public infrastructure facing pressure from the influx of refugees.

**Energy efficiency** initiatives increase efficiency and reduce costs associated with energy access and use. In this category, the Jordan Green Building Council’s Green Affordable Homes project built energy-efficient homes and retrofitted existing homes for increased energy efficiency, as well as conducted awareness-raising campaigns on energy-efficient practices. They worked in communities affected by the Syrian crisis and found great receptivity to educational activities that helped households adopt energy-saving practices and save money.

At a national level, the Jordan Renewable Energy and Efficiency Fund, supported by a mix of international donors, has implemented JOD50 million worth of renewable energy projects over the past four years. Their work has included retrofitting 128 schools with energy-efficient solutions and selling 22,000 subsidized household solar water heaters.

An example of a shelter-focused energy efficiency program includes NRC’s work to negotiate reduced cost of rent for refugees with Jordanian landlords in exchange for installation of solar water systems which become an asset for the landlord.

\(^4\) http://www.jrpsc.org/jrp-publications
Building energy capacity initiatives strengthen the ability of local stakeholders to provide and manage energy - often with a focus on renewables or energy efficiency. This includes NRC’s work to build the capacity of engineers employed by the Ministry of Education, raising awareness about renewable energy. NRC has also trained 70 refugee technicians in Azraq and Zaatari camps to clean, install, and maintain solar PV power plants.

Jordan Green Building Council’s Green Affordable Homes project also had an energy capacity building component, training 20 local and refugee builders on green construction techniques, and instructing craftswomen in techniques to create shading devices from reused window frames and local straw. Identifying and engaging women in this initiative required persistence and household-to-household outreach, as many families in targeted communities were reluctant to allow women to engage in the workforce.

Current GBV Mitigation Initiatives and Links to Energy

A number of GBV mitigation initiatives are underway in Jordan that illustrate connections between GBV and energy access. Practitioners note that domestic violence is likely to increase during winter, with increased costs for heating (GBV caseloads increase in winter). Thus, the International Rescue Committee (IRC) is implementing cash for protection projects in Jordan to mitigate the potential for intra-household violence by reducing household expenditure stress. Practitioners also note that improvements in energy affordability, especially in winter, could lead to a reduction in negative coping strategies (such as early marriage, begging children, exploitation, etc.).

An app (Amaali⁵) developed by the United Nations Population Fund (UNFPA) gives service providers and beneficiaries access to up-to-date GBV referral pathways. It is updated as partnerships change (e.g., new service providers, implementers wind down operations, funding shifts). The app will be used to monitor “dangerous areas” and to follow up in those areas to identify risk factors such as a lack of lighting.

UNFPA also conducts safety audits. In Azraq and Zaatari camps, safety mapping is conducted as a collective effort with UNHCR and other actors to avoid duplication. In urban areas, UNFPA supports partners to identify risks for women, making recommendations and presenting findings to stakeholders. Identified risks are often Water, Sanitation and Hygiene (WASH) related – including requests for lighting at water collection points to reduce risks and fears of GBV.

The sexual and gender-based violence (SGBV) working group, co-led by UNHCR and UNFPA, piloted and continues to promote risk assessments in various locations, with partners selecting from a bank of questions to apply in specific contexts. Assessments identified issues such as sexual

harassment of girls en route to school and concerns about women and girls accessing WASH facilities at night in Azraq camp due to lack of lighting and perceptions about security risks.

Findings from Field Research

Field Methodology & Individuals Consulted
From April 17 to 25, 2019, Mercy Corps and Women’s Refugee Commission (WRC) conducted a field assessment in Azraq Camp and Mafraq, Jordan, to assess energy access and associated GBV risks for refugee and host communities. Azraq Village 5 (a section within Azraq refugee camp) and Mafraq were selected based on convenience sampling and the presence of Mercy Corps operations and identified areas for future energy interventions. Eight focus group discussions were conducted over two days with 66 Syrian refugees and 22 Jordanian host community members. Researchers used the draft Refugee/Host FGD tool employing a participative ranking methodology. These tools did not ask about incidents of GBV, but addressed the linkages between energy access and GBV risks as well as community-based risk mitigation mechanisms. Facilitation discouraged participants from sharing personal experiences of GBV. In accordance with the IASC Guidelines for Integrating Gender-Based Violence Interventions in Humanitarian Action, consultations took place separately with women, men, adolescent girls, and boys. Mercy Corps and WRC technical staff facilitated all FGDs with support from Mercy Corps Jordan staff and hired translators. Daily debrief sessions were undertaken with the data collection team to capture adaptations of the tool to improve utility, usability, and comprehension by respondents. Based on these recommended adaptations, an updated version of the tool was used in the following day’s consultations. A full count of individuals consulted is available above, and in detail in Annex 1.

In addition to consultations with refugees and host communities, Mercy Corps carried out interviews with 9 key informants from the following institutions:

6 Mercy Corps and WRC staff had previously received training on gender, GBV, cash and markets, ethical data collection, focus group and interview facilitation, as well as note taking. Mercy Corps Jordan staff were familiar with gender, GBV and focus group and interview facilitation.
Research Context

Primary research was carried out in two very distinct contexts: a fenced refugee camp with movement restrictions (Azraq village 5), as well as an urban center that is home to both Jordanians and Syrian refugees (Mafraq). Energy needs and associated GBV risks varied substantially in these different contexts.

Azraq refugee camp stretches for about 15 km in an otherwise unpopulated desert setting near Azraq town and is home to approximately 40,000 refugees, mainly from Syria. Families reside in metal shelters called “caravans” and are organized into smaller villages that each contain sanitation, market, health, and other basic facilities. Azraq is the first refugee camp in the world fully powered by renewable energy. A nearby solar plant occupies a space of 50,000 square meters and uses 7,788 solar PV panels to generate an energy supply of 3.5 MW.

In Azraq village 5, refugees reside in a fenced camp with tight restrictions on movement due to security concerns. Village 5 residents are generally not allowed to leave the camp, and are therefore heavily dependent on aid and humanitarian agencies to meet basic, psychosocial, and other needs. Electricity in village 5 is controlled and rationed differently than in other villages within the camp. Certain appliances are banned from use within the camp (such as space heaters) due to the stress they place on the electric system. In response to unsanctioned use of these types of appliances within village 5, UNHCR rations and restricts hours of electricity access. As of April, electricity in village 5 was available roughly between noon and 6:00 in the evening, with substantial repercussions on household activities. By contrast, other villages in Azraq were reported to have electricity access 16 hours per day.

Mafraq, by contrast, is a governorate close to the Syrian border and the main border crossing point for Syrian refugees entering Jordan. Currently, over 85,000 Syrians live in Mafraq governorate, outside of refugee camps. UNHCR estimates that close to half of all non-camp refugees in Jordan reside in substandard housing, which may have inadequate structural, WASH, and/or energy access issues. This EEMRG research consulted refugee and host community members living in the city of Mafraq, which has experienced significant pressure on infrastructure and services since the onset of the Syrian crisis. In Mafraq, rent increased from 70-150 JOD a month prior to the crisis to approximately 200-300 JOD in 2018. Most refugees face an income-expenditure gap and resort to a wide range of dangerous coping mechanisms, from illegal or exploitative work, exploitation from

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landlords, and child labor, including street begging. Early marriage of young girls is also on the rise, often as a result of poverty and household resource constraints.8

Findings: Energy Priorities
Azraq. The limited hours of electricity surfaced as the main energy deficit, impacting opportunities at home and in the community, and, to a lesser degree, livelihoods. As a male community member stated, “Electricity shortage is the community’s biggest challenge – kids play outside too much and at night there is no studying without light.”

Mafraq. Access to critical sources of energy – electricity, cooking gas, etc. – is not a constraint. The cost of that energy and control within the household were issues brought up by refugees and host community members. Several women reported putting off other bills to pay for electricity, as it was considered a priority. Community leaders confirmed that the cost of utility bills was a primary source of financial stress and indebtedness. In addition, many consultations revealed tensions and challenges around shared metering (where multiple households share a single electricity meter).

Energy Needs in the Home

Azraq. Lighting and power were the most frequently mentioned needs by FGD participants. Women stressed the importance of powered appliances to reduce the burden of household work (citing the substantial number of hours required for washing clothing by hand versus with machines). Phone charging was also highlighted as a priority to stay connected with the outside world and for entertainment. Gas for cooking was listed as a priority, though most respondents said this need was being met through an LPG cash distribution (refugees receive a regular cash distribution intended to cover costs of LPG purchase).

Mafraq. Consultations revealed that energy access is widespread, but affordability is a key barrier and can put pressure on households to reduce their use of electricity and gas. Some women were aware of energy-saving appliances, but noted their high upfront cost posed barriers to purchase. Another key issue involved meters shared between households, and thus difficulty establishing responsibility for energy consumption and bills. As one woman stated, “Shared meter is imposing so much injustice, especially when one family has so many more appliances (hairdryers, etc.). I believe that each household should have an independent meter.”

Productive Energy Needs

Azraq. For refugees in Azraq village 5, restrictions on movement and the inability to access labor markets were identified as the most critical barriers to livelihoods. Energy was, however, identified as a barrier to some of the limited livelihood opportunities available within the camp. Refugees felt that more access to energy could increase income generation opportunities for small business activities, including barbering/hairdressing, increased access to gas for bakery or restaurant operations, and

8 Mercy Corps internal assessment.
opportunities to open new businesses that do not currently exist, such as video gaming studios or welding shops.

**Mafraq.** Income generation activities available to women in Mafraq include tailoring, food and beverage services, teaching, construction, and acting as guards. The cost of energy was seen as a barrier to profitability for self-run business activities, and inconsistent access to power and lighting was identified as a barrier to jobs that rely on public energy, including schools and construction.

**Public Energy Needs**

**Azraq.** Public lighting and powered public facilities were priorities raised by all groups of refugees consulted. Hospitals, schools, markets, sanitation facilities, and streets/walkways were identified as sites with insufficient light and/or power. Women and girls prioritized lighting at sanitation facilities higher than male participants. As one woman said, “We need lighting in the toilets so badly.” However, some consulted individuals said that lighting needs were adequately met. A male community leader stated, “Lighting is okay in public places.”

**Mafraq.** Public lighting and power for hospitals, markets, and schools were raised as priorities. In some cases, the lack of lighting in public was seen as a safety hazard for women and girls, but many interviewees also stated that light alone would not solve the threats. A lack of public transportation options was also raised as a priority. As one girl stated, “Mobility and transportation is a constraint – you’re always late for work or school and you get in trouble.”

**Findings: Energy Access and GBV Risks**

**Azraq.** Fears of violence and GBV in Azraq revolved around specific threats of violence in public and in the household. In public spaces, verbal and physical harassment and violence towards women and girls were mentioned as threats. Girls ranked the threat of violence while collecting water and while charging phones as the highest threats to their safety. While darkness was perceived to exacerbate these risks in some cases, respondents said lighting did not always remove the threat of violence against women and girls in particular. A female community leader stated:

> “I won’t let my daughter go out alone at night to the toilet. Young girls are not safe. At night I am scared of everything. There are many young men. We as parents must be vigilant and girls must be accompanied. There are lights at some toilets, but girls should still be accompanied.”

Many consulted refugees felt that village 5 had previously been safer, as most initial residents had arrived from the same community in Syria and there was a level of trust between residents. The more recent arrival of single men (referred to as “bachelors”) presented a perceived threat to male
and female refugees, especially when those newly arrived males were placed in caravans near residences of families with women and girls. A refugee man stated, “Bachelor men in the neighborhood are dangerous.”

At a household level, the lack of employment and activities, especially for boys and men, was identified as a source of household tension that could escalate to violence. A female community leader described the risks:

“Six people are in one caravan – it is small, confined space and there is pressure between husbands and wives...Due to lack of jobs people are under pressure at home; for example, fathers take it out on moms and kids. Some wives ask their husbands for money and this can turn into conflict.”

Beyond threats faced in public spaces and within the household, refugees said they felt that their confinement, without expectation or hope for a change in circumstances, was another experience of violence. As a refugee girl stated, “It’s a jail in here…our existence in village 5 is violence.”

Mafraq. Consultations in Mafraq revealed fears of violence and physical/verbal harassment in public spaces, and risks of disempowerment and lack of independence at the household level. In public spaces, women expressed fears of allowing daughters to travel alone. One woman said, “Sometimes I go out in the street and they want to flirt with her [my daughter].” Others noted that, particularly in crowded spaces, unwanted touching can occur. As a result, it was generally understood that girls, and in some cases, women, should be accompanied by a male family member outside the home. Energy was not seen to be a primary constraint or cause of these risks, though darkness could exacerbate risks. In addition, girl respondents noted that violence was not only a problem for women and girls. They had heard of boys being taken by men and raped.

Within the household, discussions revealed tension around costs of energy, as well as the risk that male family members would take control over any income earned by women. Phones were also mentioned as a cause of tension when male family members would either want to use phones more or control content or communication of female household members.

Refugee Coping Mechanisms and Attitudes around GBV - Energy Access

Azraq. Coping mechanisms in response to public threats included women and girls traveling together or with a trusted male to services or locations deemed risky. Flashlights were also used by women and girls to reduce risks of harassment and attack in public spaces. For risks of intra-household violence, refugee women reported working to maintain a “nice” household environment with good food and dressing nicely, to reduce tensions. When intra-household conflicts do arise, neighbors are often called on as mediators. As a female community leader stated, “Some people are natural conflict resolution people.”
In Mafraq, females noted accompaniment by male family members and avoiding crowds in public spaces as primary coping mechanisms to reduce harassment and violence. Other coping mechanisms in public included using flashlights when walking in dark spaces, speaking on the phone while walking in threatening areas, and carrying a knife as a protection mechanism. One girl said, “I always carry a knife in my bag when I go out at night and I feel safe, just in case something happens.” Within the household, women and girls reported using a passcode on phones and discreetly using phones to reduce tension over phone use. Some women avoided working due to fear or the threat of men taking their earnings. While some girls reported that it was better to not go outside at night even if lighting were available (noting that it could attract people to you), another stated, “Sometimes we HAVE to go outside at night in desolate and crowded places. If there are lights, the chances of attack will be much less.”

Consulted humanitarian staff and GBV experts identified a number of risky coping mechanisms. One humanitarian worker stated, “In a protracted crisis like this one people are exhausting every coping mechanism. At the end if I have married out all my girls, what else do I have? Sexual exploitation and abuse is on the rise and we have an indication that, especially for female-headed households, they are at increased risk [of adopting negative coping strategies for] paying their rent and utilities.” Others noted a potential connection between energy access and coping mechanisms, but a lack of attention to that potential link. One aid worker stated, “Here refugee women have an opportunity to do home businesses, for example, food processing or tailoring. Who is paying attention to the energy implications for the success of home-based businesses?” Others noted that in the Jordan context, leveraging energy access for GBV and gender equality objectives was less about access and more about methods — for example, focusing on energy conservation and enabling women to participate in the installation of renewable energy equipment.

**Recommendations for Humanitarian Agencies from Refugee and Host Communities**

In Azraq, consulted refugees highlighted the need for extended hours of power, lighting, and water delivery. Many felt that increased access to incomes, work, and entertainment would reduce household tension and incidents of intrafamilial violence. One community leader highlighted the need for more anonymous forms of reporting when violence does occur.

In Mafraq, refugees and host community members highlighted the need for fully powered and climate-controlled schools, as well as support in powering homes for people with disabilities. Support for pumping and cooling drinking water was also requested. Beyond these needs, many saw opportunities and needs around energy efficiency. As one girl stated, “Instead of new projects, why don’t we sustain what we have – for example, turn off lights when nobody is in the room. Conservation – teaching about conservation is important – like turning on the water heater just for a few hours.” Others noted that energy saving would reduce economic pressure, and requested information about methods for energy saving.
Capacity Needs: Humanitarian Teams

Interviews with nine humanitarian practitioners working in Jordan revealed highly sophisticated energy access programming, as well as GBV mitigation initiatives. Many capacity gaps identified related to ensuring basic principles and risks from each field (GBV and energy) are integrated into holistic programming. Opportunities for capacity building include:

- **General lack of awareness of GBV/gender concepts among energy practitioners.** Some projects in Jordan working in the energy efficiency space struggled to effectively engage women and girls or identify risks faced by those groups. Other projects worked through these barriers with innovative solutions that can serve as models for other humanitarian response contexts.

- **A need for clear standards for energy programs and service delivery** that address shelter and WASH programs. Many interviewed practitioners felt that colleagues in WASH and shelter could benefit most from training and resources addressing the energy-GBV nexus.

- **Resources that clearly address energy-GBV at all stages of the program cycle for both camp and urban environments in high energy access environments.** Many interviewed practitioners noted the clear lack of resources around energy-GBV for contexts with wide grid and cooking fuel availability.

Conclusion

Consultations with affected populations in Azraq and Mafraq revealed a number of areas where energy access and GBV concerns can be better addressed and monitored by the humanitarian community. EEMRG hopes that this case study can be leveraged by stakeholders to garner support to execute enhanced programming to bridge gaps for refugees and host communities both in Jordan and across the globe.

Consultations with humanitarian practitioners in Jordan revealed that most practitioners were unsure about where to look for energy-gender capacity-building resources and programming tools, and unclear about best practices. Nearly all struggled to implement systemic, scaleable responses. At a global level, many leading standard humanitarian assessment and design tools insufficiently address energy-gender and energy-GBV issues.

EEMRG is currently working through the Global Plan of Action’s Technical Expertise and Capacity Building Working Group and a smaller advisory group of leading humanitarian agencies to begin to address these humanitarian-energy-gender capacity gaps. EEMRG is identifying clear opportunities for transformative impact for communities living through emergencies, especially for women and
Global practitioner technical input into this report, the Uganda Case Study, and the global learning report will further identify opportunities, laying the groundwork for a humanitarian-energy-gender training curriculum, and standardized tools and best practices for serving communities, particularly women and girls, with effective design, monitoring, and programming interventions.

### Annex: Individuals Consulted

#### Azraq Village 5

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<th>Group</th>
<th>Men</th>
<th>Women</th>
<th>Girls</th>
<th>Boys</th>
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Demographic data not captured on disability/if those consulted were caregivers of persons with disabilities

#### Mafraq

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0% persons w/ disabilities & caretakers
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ABOUT MERCY CORPS
Mercy Corps is a leading global organization powered by the belief that a better world is possible. In disaster, in hardship, in more than 40 countries around the world, we partner to put bold solutions into action — helping people triumph over adversity and build stronger communities from within. Now, and for the future.
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ABOUT THE WOMEN’S REFUGEE COMMISSION
The Women’s Refugee Commission (WRC) improves the lives and protects the rights of women, children, and youth displaced by conflict and crisis. We research their needs, identify solutions, and advocate for programs and policies to strengthen their resilience and drive change in humanitarian practice.
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