

ANNEX 2

# JORDAN COUNTRY SUMMARY



Funded by the European Union

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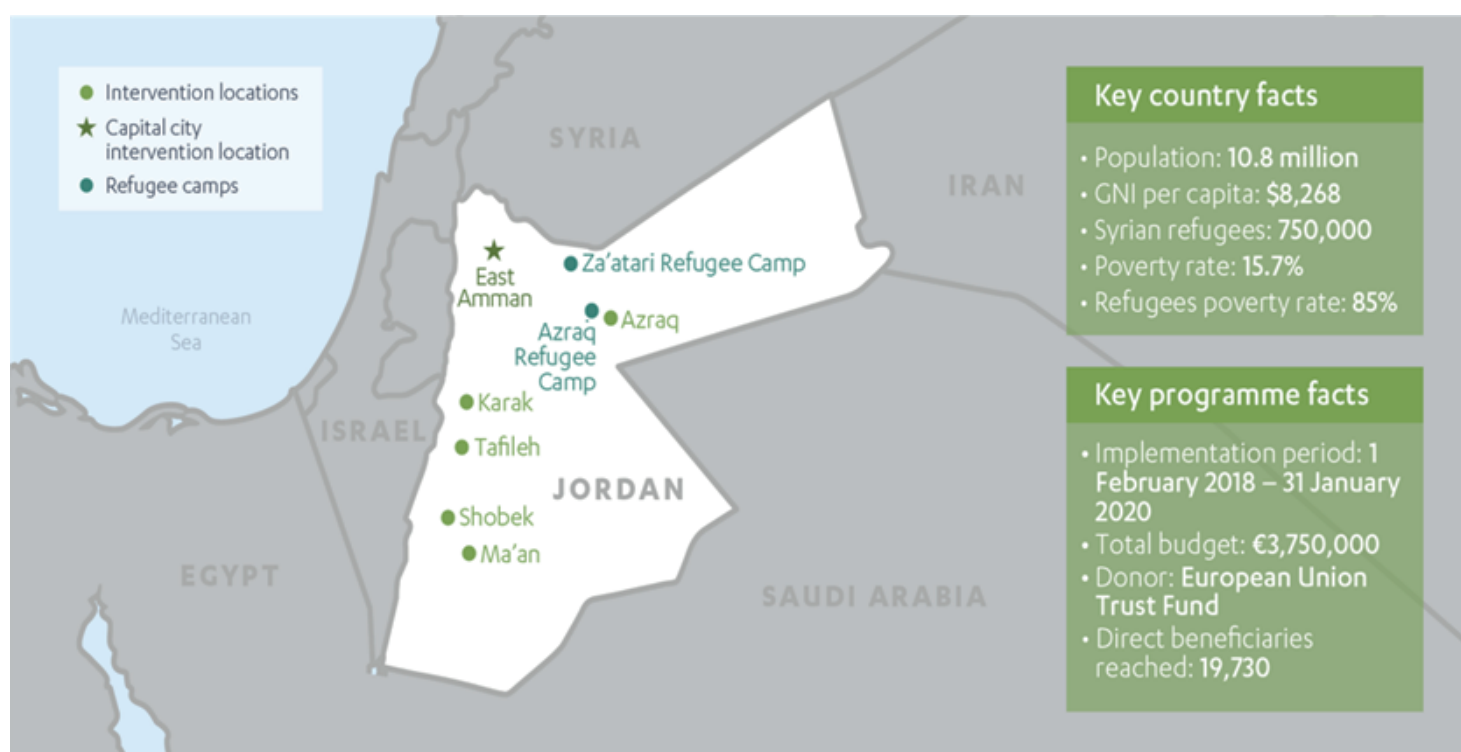
# Annex 2: Jordan country summary

## Evaluation of the UN Women Madad programme

January 2021

This country summary report presents the findings and recommendations of the independent evaluation of UN Women's [Strengthening the Resilience of Syrian Women and Girls and Host Communities](#) (Madad) programme in Jordan. The country summary is an annex to the main synthesis report covering the regional programme in three countries. For an account of the evaluation approach, methods and questions, please refer to the main report and relevant annexes.

**Figure 1:**  
**The UN Women Madad programme in Jordan: key facts and locations**



## Introduction

Jordan is not signatory to key international human rights instruments that protect the rights of forced migrants. The Jordanian Government and UNHCR signed a memorandum of understanding in 1998, recognising the refugee definition and the principle of non-refoulment in the 1951 Convention.

UN Women's [Strengthening the Resilience of Syrian Women and Girls and Host Communities in Iraq, Jordan and Turkey](#) (the Madad programme) is one of 36 projects in Jordan funded by the EU Regional Trust Fund in Response to the Syrian Crisis (EUTF), benefitting both Syrians and vulnerable Jordanians. EUTF projects in Jordan have a common focus on achieving longer-term resilience through transformative results in public service delivery systems across various sectors, including livelihoods & local development, protection and social cohesion<sup>1</sup>. The Covid-19 pandemic has led to increased vulnerability among both refugees and host communities. The UN Women Madad programme supports the economic empowerment of Syrian and host community women to help them become more resilient to crises<sup>2</sup>. UN Women's resilience and empowerment model in Jordan comprises three building blocks:















1. Economic empowerment using a dual approach – temporary cash for work opportunities for vulnerable women, designed to support asset replenishment and an entry into more sustainable employment, and accredited vocational training and business development paired with job placement apprenticeships;
2. Protection based interventions to raise awareness of and prevent gender-based violence (GBV); and
3. Support to strengthen individual and community resilience through leadership skills for women and initiatives to engage men on gender equality.

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1-European Union, The EU Regional Trust Fund in Response to the Syrian Crises, [link](#).

2-Ministry of Planning and International Cooperation, Jordan Response Plan for the Syria Crisis 2020-2022, [link](#).

**Table 1:  
UN Women's core Madad partners and activities**

<p>ARDD-Legal Aid</p> 	 	<ul style="list-style-type: none"> <li>- Civic engagement, participation, and leadership training for vulnerable women</li> <li>- Engage men and host communities on issues of gender equality through long term behavioural change programming-with a focus on dialogue and civic engagement and women`s access to employment</li> <li>- Together with the ministry of social Development, training of day care providers and social workers on child protection and chikd education</li> </ul>
<p>Arab Womens`s Legal Network</p> 	 	<ul style="list-style-type: none"> <li>- Provide training for 40 justice sector officials by justice sector professionals. Training focussed on legal framework; interpretation, tools for adjudicating, do no harm principles: scenario- based studies; peer-to-peer mentoring of justice officials to provide real-time and tailored support to adjudicating GBV cases</li> </ul>
<p>Engagement of Jordan Education for Employment</p> 		<ul style="list-style-type: none"> <li>- Private sector partner identification; the signing of contracts with private sector partners, linked to WEP</li> <li>- placement of 500 women in education, health, ICT, tourism, and data entry/secretarial sector</li> <li>- Training for upskilling, focussing on employability, labour law and legal frameworks, and on-the-job training</li> </ul>
<p>Jordanian Women`s Union (JWU)</p> 		<ul style="list-style-type: none"> <li>- Support services to those at risk of and surviving GBV across Jordan: emergency shelter, legal aid, day care, life skills, psychosocial support, medical and dental care</li> <li>- Community outreach undertaken to raise awareness issues of GBV and of the available JWU services</li> </ul>
<p>Sadaqa</p> 	 	<ul style="list-style-type: none"> <li>- Subsidies for transportation and day care are provided to working poor women to enable access to the labour market</li> <li>- Advocacy campaigns on the importance of the provision of gender-responsive transportation and child care services</li> </ul>
<p>Ministry of Social Development</p>		<ul style="list-style-type: none"> <li>- The ministry of Social Development worked with UN Women to provide cash for work opportunities, through eight communities centers in East Amman, Zarqa, Karak, Tafileh, and ma`an govrenorates</li> </ul>

The Madad programme was implemented in areas with high Syrian refugee presence and significant vulnerability among the host population in the locations of Tafileh, Ma'an, Karak, Shobek, East Amman, Zarqa, Za'atari refugee camp and Azraq refugee camp. The total budget in Jordan was US\$ 3,750,000. The programme sought to achieve its objective through five outputs:

- **Output 1.1:** Women – displaced, refugee and host country nationals – have increased access to short term productive and financial assets and skills, and men are engaged as partners in social equality and economic growth.
- **Output 1.2:** Women supported by UN Women graduate from short term interventions into longer-term employment opportunities – with a focus on entrepreneurship, mentoring and job placement.
- **Output 1.3:** Employment opportunities generated for women (by UN Women and international actors) are monitored for compliance with 'decent work' standards.

- [Output 1.4:](#) Women are supported through productive and financial assets and skills, graduating from short-term interventions into longer-term employment opportunities – with a focus on entrepreneurship and job placement

- [Output 1.5:](#) Host governments are supported to hold perpetrators to account for violence against women, through support to the national justice chain.

- [Output 1.3:](#) Women have increased access to comprehensive essential services, particularly in women-only centres, for preventing and responding to GBV

- [Output 1.4:](#) Host governments are supported to hold perpetrators to account for violence against women, through support to the national justice chain.

## Relevance

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The Programme is complementary to both regional and national priorities of the MENA region and Jordan. UN Women elicited the engagement of international, national and local stakeholders to ensure that the programme responded to the country's priorities and needs. Beneficiary engagement played a fundamental role in informing programming.

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The UN Women EU Madad programme in Jordan is strategically positioned and helps to integrate gender equality and women's empowerment in the broader humanitarian response. At the regional level, the programme is complementary to the priorities of the Regional Refugee and Resilience Response Plan (3RP) to enhance economic opportunities for both refugees and host community members in the region, as well as 'The Livelihoods and Social Cohesion Sector Strategy' for 2018.<sup>3</sup>

At the national level, the programme complements key policies and strategies such as the Jordan Response Plan (JRP) for the Syria Crisis (2020), the Jordan 2025 Vision, and the National Employment Strategy (NES). The Jordan Compact (2016), an agreement between the Government of Jordan and humanitarian donors, aims to improve the livelihoods of Syrian refugees by providing them with access to greater work opportunities and improving the education sector. By August 2019, the Ministry of Labour had issued or renewed a minimum of 153,535 work permits for Syrians since 2016 (including re-issue). However, very few of these were to women: of the 122,224 work permits issued between February 2016 and October 2018, only 4% (5,282) were to women.

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<sup>3</sup>3RP, Regional Refugee and Resilience Plan 2018 – 2019, [link](#).

Despite improvements, most professions remained closed to non-Jordanians, and many Syrians continued to work in informal jobs, experiencing significant gaps in legal protection<sup>4</sup>. Interviews and focus groups confirmed the limited availability of job opportunities and the challenges facing Syrian refugee women in accessing decent jobs in Jordan. The programme’s inclusion of vulnerable Jordanian women was also important because of the growing needs of both host communities and Syrian refugees, particularly after the Covid-19 pandemic. Increasing hardships are likely to further increase tension between host and refugee populations,<sup>5</sup> signifying a need to focus on supporting Jordan’s host population, particularly its vulnerable communities, in order to avoid intercommunal tension.

UN Women’s approach complemented and added value to that of other actors in the context of the 3RP and national response plans. Discussions with JNCW highlighted UN Women’s “strategic role in Jordan to guarantee good coordination between the different stakeholders who work on women’s issues, and to guarantee that there is no duplication... and that all stakeholders work in synergy” (Interview, JNCW, female). UN Women was perceived to play a pivotal role in advocating for gender responsive humanitarian and development work in the country. Moreover, the agency is regularly involved in discussions with humanitarian actors through forums such as the Humanitarian Partners Forum (HPF) and various relevant inter-sector working groups so as to ensure that it is aware of the needs and priorities on the ground.

UN Women aims for all its interventions to be “nested within the overall context of humanitarian and resilience [goals] in Jordan and contributing to th[em]”, explained a focal point at UN Women. The Madad programme was designed in close collaboration with both government and non-governmental national stakeholders, including civil society both at grassroots and national level, ensuring its relevance to national priorities. However, the evaluation identified scope for improving coordination between programme partners in Jordan. The majority of programme partners were not aware of activities being undertaken by other partners. Several partners and stakeholders mentioned a need to improve coordination between the different organisations involved in the Syria crisis response in order to avoid duplication of efforts and increase impact. This was also reflected in an interview with the Ministry of Social Development (MoSD). Efforts were, however, made by UN Women to improve coordination within the programme. For example, partners were

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4-Human Rights Watch, Jordan Events of 2019, link.

5-Achilli, L. (2015) Syrian Refugees in Jordan: A reality check, European University Institute, Migration Policy Centre, Robert Schuman Centre for Advanced Studies, February 2015, 2015/02, link; Oxfam, (2017) MSMEs for Inclusive Economic Growth. LEADERS For Sustainable Livelihoods; REACH, (2014) Livelihoods, employment and tensions in Jordanian communities hosting Syrian refugees. Thematic Assessment Report, link.

brought together for two-day workshops during the programme where they were provided a space to share information on their own programme and learn about other partners' work. The workshops were recognised by partners as an important space to learn and network.

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At the programmatic level, UN Women made sure the programme was designed [“in a way that builds on the existing work that UN Women is doing under the other streams of its programming, on mainstreaming gender, humanitarian action and resilience building”](#) (Interview, UN Women, Management, Female). UN Women has flagship programmes on increasing women's economic participation, empowering rural women, and decent work.

[Since the start of implementation, the programme showed flexibility and capacity to adapt to the cultural context and changing environment over time.](#) It first had to adapt as a result of the government's 10-month delay in approving implementation of the programme. One partner mentioned utilising venues other than the MoSD centres for its activities, until approvals were obtained to work in them as part of the EU Madad Programme. More recently, adaptations in response to the Covid-19 pandemic, such as changing from cash for work activities to direct cash assistance, proved to be of great value to beneficiaries. However, it should be noted that such adaptations were not under the EU MADAD programme, which had completed its cash for work activities before the pandemic hit.

One programme partner described in an interview the relationship with UN Women as very responsive and flexible. The interviewee noted that UN Women “do not intervene on how we are doing [activities]” (Interview, AWLN, female): UN Women worked closely with the partner but provided at the same time enough space for the partner to play an active, decision-making role in the implementation of its activities. This promoted ownership of the programme for UN Women’s partners. The interviewee reported that UN Women approved a two-month no cost extension to the implementation of their activities, in order for them to be able secure continuing funding. Another partner mentioned that UN Women approved additional training to the Family Protection Unit, based on the needs of trainees (Individual Interview, AWLN, female). Another partner mentioned that the trainings promoted a shared understanding of the Family Protection Law, and provided an opportunity for various relevant stakeholders (lawyers, family protection unit, MoSD, etc.) to understand each other’s procedures, so that they could provide more effective protection to women survivors of SGBV.

“ In the workshop there were diverse people from different entities, there were a lot of judges for example who were very interested in developing and improving the justice system, this allowed us to discuss and to consult each other based on our roles for more understanding. This workshop offered us channels and spaces to stay in contact in favour of applying the law in a suitable way ”

(Justice professional, male)

The programme responded to national and local contexts and the specific needs and priorities of Syrian and host community beneficiaries, including those who were most vulnerable. Focus group discussions and in-depth interviews with beneficiaries highlighted the value and relevance of the programme in their lives. For example, during FGDs with in-camp and out of camp beneficiaries, several Syrian and Jordanian women reported that this was the first time they had worked and become financially independent (FGD, C4W, in-camp, Syrian women & FGD, C4W out of camp, Jordanian and Syrian women). Many mentioned that their experience of working through the programme motivated them to look for other jobs once the opportunity with UN Women was completed. This was also reflected during an interview with an M&E focal point at UN Women, who reported that the follow-up surveys carried out by UN Women indicated that “women are either working [or] they want to work, they have the passion to work” (Individual interview, UN Women, M&E, Female).



Many reported that the Oasis Centres were spaces where they could receive the services they needed in a 'safe' and respectful manner. During an FGD with Syrian women benefitting from UN Women's job placement opportunities, the women greatly valued working in the Oasis centre, because they were treated with respect and ensured their employment rights, whereas in the private sector this was usually not the case; *"in the Oasis centre, we feel at home"* explained a Syrian refugee woman who had benefitted from the programme's job placement opportunities. The Oasis centres were described as 'truly' safe spaces because they were only accessible to women. This was an important issue for the women and reflected UN Women's awareness and ability to design the programme in a manner that is culturally sensitive to the context in which it works.

The Oasis centres hosted by the MoSD were also places where Syrian refugee and vulnerable Jordanian women were able to receive referrals for services provided by "other NGOs based on their needs" (Safe space protection officer, Zarqa, Out of Camp). The referral system also included referrals to and from government bodies such as the Family Protection Department. During an interview with a protection staff member working at an out-of-camp safe space as part of the programme, the interviewee also reported receiving referrals from NGOs for cases requiring psychosocial support. The SGBV instructor interviewed also reported connecting and referring some Syrian women with other organisations based on their needs.

*The provision of childcare facilities is highly relevant to economic empowerment programmes for women.* Childcare is generally perceived as women's responsibility, which challenges their capacity to engage in the labour market. For that reason, the childcare services provided at the Oasis centre were greatly valued and seen as enabling economic participation; *"It's also comfortable to take our kids with us to the centre, we don't feel worry about our children"* (FGD, C4W, in-camp, Syrian women). The women not only felt reassured by placing their children in these childcare areas, they also valued the activities and learning opportunities offered to their children at the Centre. In the Oasis centres located in host communities, childcare spaces were also highly valued, but there were reports that childcare services offered there were lacking in items such as beds for children and toys to play with and learning equipment. While the women in the FGD with in-camp Syrian C4W beneficiaries mentioned that the childcare services were open to children below the age of 2 years, those in the FGD with out of camp C4W beneficiaries claimed that this was not the case for them. Jordanian FGD beneficiaries were more able to use their support networks to find options for childcare within their extended families and therefore had greater access to the Oasis Centres compared to Syrian refugee women.

The programme's training activities were relevant to the needs of the women beneficiaries but were not strongly coupled with income-generating opportunities. Several participants in the FGD with Syrian in-camp refugee women highlighted that the training and jobs provided through UN Women were based on their qualifications and interests. One FGD beneficiary said "UN Women doesn't force anyone of us to join a job she is not interested in. I am a teacher, so they will not give me another job, we feel comfortable with their way of work" (FGD, C4W, in-camp, Syrian women). At the same time, several FGD participants mentioned that they would have wanted the vocational training provided to Jordanian and Syrian women to be coupled with income-generating opportunities to better meet the needs of beneficiaries. In an in-depth interview, a Syrian refugee woman who had benefitted from entrepreneurship trainings said; "I wanted to sell clothes from home... [but] They only provide us with a training" (In-depth interview, Syrian refugee, female).

In an interview, one implementing partner mentioned that the hotline the organisation had been using as part of the programme helped support women survivors of gender-based violence through providing them with psychosocial support and legal assistance. It also helped Syrian women "register their children to go back to school and organise teaching classes for them". The partner explained that a lot of efforts were placed to support Syrian refugee women and their families to integrate into their local communities to help enhance their social capital so that they could become more resilient to adversity.

Other measures to ensure that the programme was relevant to the needs of beneficiaries were the various internal monitoring exercises that were implemented to collect feedback and inform programming. UN Women also coordinated with Oasis camp managers who were in direct contact with beneficiaries in order to better understand their needs and make adaptations to programme activities where needed (Individual interview, UN Women, M&E focal point, Female). Women beneficiaries confirmed that adjustments in services had been made based on their requests

## Effectiveness

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Overall, the programme's effectiveness was affected by government delays and consequent changes in the implementation of activities. Output 1.2 (the business incubator platform) and key outputs for 1.3 (decent work standards) were particularly affected, leading to a re-allocation of funds from these activities based on recommendations of the ROM report. Output targets related to cash for work, access to comprehensive essential services, and the training of lawyers and judges, were mainly met or exceeded. It is difficult to conclude on outcome-level effectiveness, due to lack of robust outcome data. The impact of the Covid-19 pandemic in Jordan significantly affected response and development needs, as UN Women was required to suspend all but life-saving activities in the country.

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Table 2: Overview of objectives, outcome and output targets, their indicators and reported results

Results chain	Indicators	Targets	Results (by 10 December 2020)
<b>Overall objective impact:</b> To strengthen the resilience of Syrian and host community women, girls and their communities to conflict, displacement and other crises	% change in income of women from refugee and host community receiving assistance from the programme (Baseline to be set in first three months of implementation)	30% (Adjusted from 50%)	TBD
	Change in beneficiary coping capacity (as measured through the selected coping strategies)	30%	TBD
	Number of vulnerable community members including women, reporting increased access to income generating opportunities	2,250 (at global level includes both C4W and employment)	2,927
<b>Specific Objective Outcome 1:</b> To support economic empowerment and resilience of women (refugee, displaced and host country nationals) and contribute to the resilience of local economies	% of women (from overall total enrolled) employed 12 months after graduation from UN Women support	50%	37% <sup>6</sup>
	% of women reporting increased decision-making within the household	75%	TBD
	Number of women and girls directly accessing UN-Women supported humanitarian services (UN Women SP indicator).	3,990	19,730
	Number of women receiving cash for work	1,050	1,367
	Number of initiatives and dialogues initiated by men promoting women's rights and empowerment	200	248
	Number of Syrian refugees and host community members participating in employability, vocational and entrepreneurial skills training programmes funded by the Facility	1,000	1,360
	Number of women placed in decent employment through job matching	500	382
	Number of women supported to establish or expand businesses	200	200
	Number of MSME's benefitting from the training	50	0
	Number of women accessing EU supported community level, (micro-) financial services (EURF) (EU gender action plan indicator, Number 15.8)	200	200

<sup>6</sup>-This percentage is for a rotation ending in December 2019 and UN Women did the assessment 3 and 6 months after the end of the contract.

	Presence of business incubator platform providing entrepreneurial skills building for women	Yes	Yes (but very delayed)
<b>Output1.2.</b> Employment opportunities generated for women (by UN Women and international actors) are monitored for compliance with 'decent work' standards, and advocacy campaigns on decent work standards are undertaken	Number of decent work standards related monitoring reports produced integrating ILO decent work standards	6	NA
	Number of decent work standards related advocacy statements produced	4	4
	Number of partners take membership in the decent work coalition	4	NA
<b>Output1.3.</b> Women (displaced, refugee and host country nationals) have increased access to comprehensive essential services, particularly in women-only centres, for preventing and responding to GBV	Number of women accessing GBV-related services through the community centres	1,500 SGBV referrals/ 12,00 users	410 unique referrals / 17,925 users
	Number of EU funded humanitarian targeted actions that respond to GBV (EU gender action plan indicator. Number 9.7)	1	1
<b>Output1.4.</b> Host governments are supported to hold perpetrators to account for violence against women, through support to the national justice chain	Number of lawyers and judges trained in their representational and adjudication roles on GBV cases as per international standards	40	150

A key factor affecting implementation of programme activities in Jordan was the 10-month delay in approval from the government. UN Women was nevertheless able to achieve most of its targets. FGDs with beneficiaries highlighted that a key factor enabling women's participation in the programme, and specifically their access to the Oasis Centres, was that they were women-only spaces, which made "men feel more comfortable to allow their wives to work there" (FGD, C4W, in-camp, Syrian women). Similarly, during an FGD with job placement beneficiaries, Syrian refugee women felt that having a women only-centre was important because of the sociocultural constraints they faced from their families and surrounding communities; "it's not easy for our families to work with men when I am divorced. For me, it's fine, but I need my family to feel comfortable. Out of camp, we work with men and it's normal", explained a Syrian FGD participant.

The programme contributed to building the capacities of national authorities and CSOs who were involved in implementation. Several partners such as JNCW believed that their institutional capacities to mainstream gender in their programming had been strengthened through their participation in the programme. JNCW mentioned that the trainings provided by UN Women "increased our capacities and empowered our team" (Individual interview, JNCW). Programme partners like JWU mentioned developing their interventions through participatory processes and giving the opportunity for "women [to] decide what kinds of trainings they need" (Individual interviews, JWU). To illustrate the strengthened capacities of partners, a partner gave the example of beneficiaries who had participated in workshops, "com[ing] to us to request PSS, and that means the awareness session was convincing, and that trust was built with [the] women" (Individual interview, JWU). ARDD reported that through implementing activities of the programme, it strengthened its capacity to advocate for more supportive environments for women. At another level, UN Women was able to build the capacities of partners in mainstreaming gender in the C&V activities that they carried out through the programme. Trainings provided to justice professionals also enabled them to better support women survivors of SGBV (Individual interview, AWLN).

The relationship between UN Women and its partners varied. UN Women had long-standing and well-established relationships with some of the implementing partners. For others, the relationship was more challenging. During an interview with a UN Women staff member in Jordan, the interviewee explained that some partners may find UN Women's requests demanding because they are not used to working with the agency. Meanwhile, others with longer experience in working with UN Women, greatly valued the partnership and described it as "strategic and long term" (Individual

interview, JNCW). Partners with longer experience in working with UN Women, reported that they did not face challenges in reporting; “it’s very rare [for us] to receive comments on our proposals [to UN Women], since we are familiar with their regulations and policies”.

FGD findings highlighted examples where the programme was able to address, to some extent, structural barriers to employment and economic wellbeing of refugees and host communities. For instance, the cash for work opportunities helped women become financially independent and stopped them from practicing negative coping strategies such as “borrowing money”, explained a female Syrian refugee beneficiary. Moreover, the activities that women were involved in through the programme contributed to strengthening their resilience to the shocks that resulted from the Covid-19 pandemic. Some women mentioned using the income to cover their families’ needs during these difficult times. However, others found that the three-month period of employment for cash-for-work participants was insufficient; “it wasn’t enough for us to save money to cover our needs, most of us had loans we needed to cover it” explained a Jordanian FGD participant. Some women suggested that beneficiaries should be given certificates after completing trainings to enable them to better compete in the labour market.

The training programmes were described as very effective. As well as developing women’s employable skills, the trainings enhanced both women and men’s knowledge of the rights and responsibilities of women and men. It also helped enable women’s agency to engage and become active leaders in their communities. A beneficiary of trainings and job placement activities told us:

“The training was very good and it benefitted me in many ways. For example, it increased my confidence. I was shy before the training. After taking part in the training, I felt that I should be leader and engaged in the community regardless of the nature of my job ”

(In-depth interview, Jordanian, Female)

Effectiveness was strengthened through providing safe transportation and childcare facilities for trainees and cash-for-work participants, within the means of the Oasis centres. The importance of securing safe and affordable transportation and childcare services in order to create a more enabling environment for women’s economic participation is widely acknowledged in Jordan.<sup>7</sup> This was reflected in an interview with the MoSD and in comments from both Syrian and Jordanian women during focus groups. Activities implemented through partners, such as SADAQA, aimed to address challenges related to transportation and childcare

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<sup>7</sup>-See e.g. Shomali, Yacoub Basel (2016) Jordan: Lack of day-care services responsible for gender employment gap, Business & Human Rights Resource Centre, 23 October, link; Maclsaac, E. (n.d) Women Transporting into Employment: Challenges and Opportunities in the Jordanian Transportation Sector, link.

in Jordan. SADAQA told evaluators that they provided trainings to the MoSD staff in various governorates in ‘the one-stop-shop’ approach to facilitate registration of day care units in the country. The programme also included advocacy drives for greater access to transportation and childcare services, to encourage other actors to work on supporting such changes.

The Covid-19 pandemic has opened opportunities for employers to consider ‘flexible work’ and ‘remote work’<sup>8</sup>, which could facilitate a more enabling environment for women’s economic participation (Individual interview, MosD). While moving to online interventions (capacity building and/ or employment) is likely to be more challenging for poorer women or refugees, UN Women has already shifted trainings online through, for example, its Second Chance Education programme. Nevertheless, studies from other countries show instead that Covid-19 has been deleterious for women’s labour force participation. The impact of Covid-19 on employment has been felt harder by refugees than Jordanians. A May 2020 ILO report notes that “35 per cent of all Syrians who were in employment before the crisis had lost their jobs permanently, only one-half as many Jordanian workers (17 per cent) reported the same”.<sup>9</sup> The report found that refugee women’s labour force participation was already very low (at around 7%), but because refugee women work mainly in manufacturing and refugee men in construction, refugee women had somewhat better job protection during the crisis than refugee men.

## Efficiency

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The Oasis centre model was central to the largely effective implementation of the programme. Partnerships with longstanding partners went smoothly, while more recent UN Women partners reported some communication challenges and lack of clarity on reporting and M&E processes. The reallocation of funds in response to the ten-month delay in the programme launch was understandable, but the severe delay to the business incubator affected the coupling between training and cash-for-work activities on the one hand, and longer-term livelihood opportunities on the other. Appropriate shifts in programme delivery during Covid-19 lockdown allowed for the remote functioning of some interventions and the delivery of cash assistance to women beneficiaries in the camps.

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8-J.T (2017) ‘Flexible working house will benefit working women, gov’t says’, Jordan Times, 8 March, link.

9-ILO (2020), Facing double crisis: Rapid assessment of the impact of COVID-19 on vulnerable workers in Jordan, 1 May, p. 8, link.



The Oasis model of providing comprehensive services in one location was very efficient. The Oasis centres were implemented in partnership with the MoSD across the different governorates of the country. A UN Women focal point highlighted the efforts made by UN Women to advocate to the MoSD the benefits of this model for achieving longer-term results:

“ [I]t took a lot of discussion and trust building and advocacy and strengthening their capacity to understand the [Oasis model] approach. Because their approach is: ‘Let’s do cash for work and livelihood training; they don’t need all these other things, they don’t need GBV protection and prevention’... [but] you have to address these issues of social norms and violence and childcare and transportation if you want to have long term results. So for us, the budget has always been about a holistic [approach]... that’s critical ”

(Interview, UN Women, Management, Female)

The 10-month delay in implementation of activities impacted on the efficiency of the programme delivery.

Corrective measures focused on reducing the problems caused by the delay, but it nevertheless led to a knock-on effect on some planned activities such as the business incubator platform. Entrepreneurship activities suffered from the distorted sequencing, but the Working Women’s Association was able to train up to 200 women, meeting the results target. The value of entrepreneurship opportunities, including home based businesses, was reflected during FGDs with Syrian refugee and Jordanian beneficiaries. Many women who had received capacity building opportunities reported that they would have like to have received additional support to establish their own businesses.

In general, programme partners felt that their budgets were adequate for implementing their respective activities, and some highlighted the participatory manner in which budgeting was carried out. Those with strong and longstanding relationships with UN Women expressed more positive experiences in reporting than more recent partners. While there was mention of delays in payments due to “procedures tak[ing a] very long time” (Individual Interview, JWU), longstanding partners saw UN Women as responsive and flexible. A few partners mentioned a need for more clarity in administrative and financial procedures and challenges in communicating with UN Women. An M&E focal point at UN Women told evaluators that the agency implemented workshops to build partners’ capacities on reporting and M&E, in addition to one-on-one meetings “going through reporting guideline[s] and making sure that they understand what we are reporting and how we can report it better [to] highlight result better” (Interview, M&E, UN Women, Female). The value of the mentoring on M&E and reporting was confirmed during interviews with partners such as JNCW and JWU.

Covid-19 affected implementation of some activities. However, UN Women was able to use innovative measures such as GBV support through a hotline and shifting to remote work. For example, some Syrian refugee women benefitting from the C4W activities mentioned that they continued working online (through teaching children via WhatsApp). There were reports from C4W beneficiaries of the need to extend the period of cash for work to six months. On this matter, UN Women clarified that the three-month contracts were for semi-skilled workers such as cleaners. Meanwhile for other contracts, the duration has been extended to 6 months. In general, beneficiaries were interested in long-term job opportunities. The importance of flexibility in re-allocating budget lines was highlighted during discussions with a focal point at UN Women: “it is part of the lesson learned of our first phase [of this programme] that is going into our second phase [of planning]” (Interview, UN Women, Management, Female).

The CFW delivery was changed from the UNHCR to the WFP block chain model in order to improve the transparency of the process. Fortuitously, the innovative blockchain cash disbursement method allowed for remote functioning and the continued delivery of cash assistance to women beneficiaries in the camps, even during the mandatory quarantine period (ROM, Jan-Mar 20).

Looking at available human resources dedicated to support the programme’s M&E, UN Women would benefit by increasing resources to better distribute the high workload required for this programme across countries.

## Gender Equality

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Gender equality was integral to the programme, with activities focusing on female youth and women from vulnerable groups. Discussions with women beneficiaries highlighted changes in their gender roles – engaging more in their productive roles in society rather than simply their reproductive ones – building their confidence and self-worth. Activities targeting men aimed to achieve longer-term change in attitudes and behaviour towards women. Male-led community initiatives helped foster notions of gender equality among participants, but achieving behavioural change is a long-term endeavour.

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Applying a gender equality and human rights-based approach was integral to the design and implementation of the programme in Jordan. For example, during FGDs with Syrian refugees, many of the women mentioned participating in women’s rights and SGBV trainings, which, as well as informing them of their rights and entitlements, also raised their awareness on how to better treat their children. One woman noted that these trainings helped them be “more positive and know how to treat our kids, [and] deal with our husbands” (FGD, C4W, in-camp, Syrian women). Another noted that the programme helped them find better “ways to treat our kids... we got new skills and knowledge on how to treat our kids”. The value of the trainings on issues such as domestic violence was also highlighted. A Jordanian woman who had benefited from trainings and job placement opportunities stated that “the training was for only 2 days, but due to the needs of beneficiaries to know about their rights in the law, they extended [it] to 5 days” (In-depth interview, Jordanian, Female, Trainings and Job Placement). The trainings provided the women with knowledge of their rights when engaging in the labour market.

The programme was able to work on gender equality in contexts where change was most needed but also difficult to achieve. The limited men-engaged activities had little influence on gender perceptions. Working with men in the geographic areas covered by the programme allowed UN Women to promote gender equality in communities where patriarchal norms are strong:

“Some people in our societies have traditions, they are conservatives. This initiative targeted them. Some people in particular in cities are more open minded, they accept that women work, chose whom they will marry, but in villages and Bedouin are more conservatives, so we wanted to target these people to raise their awareness ”

(FGD, men engaged in GE, participant)

The programme contributed to promoting gender equality and women’s economic participation, but an FGD with ‘men engaged in gender equality initiatives’ made clear that participation in awareness activities at a limited scale will on their own have little influence on changing patriarchal perceptions of men beneficiaries on women’s role in society:

“To be honest, I was against women working completely, I felt that women’s working can affect the needs of men and family, I can’t say that after participating in the initiative this changed, but I can say that it changed partially, for example, it’s fine if women has a job, but if she has kids I prefer she will not work because this will affect her family and kids. ”

(FGD, men engaged in GE, M1)

“We also knew that house responsibilities are big and it needs big efforts, but, I don’t agree with all information we got from the session.” (FGD, men engaged in GE, M1)

Increasing men’s awareness and recognition of the role that women play in the private sphere is essential when working on women empowerment programmes.<sup>10</sup> Programmes that work solely on supporting women’s economic participation in the public sphere without addressing inequalities that take place in the private sphere cannot properly contribute to gender equality. For instance, an FGD with Jordanian and Syrian C4W beneficiaries highlighted that the lack of job opportunities in areas outside of Jordan’s capital was compounded for women by the patriarchal restrictions on women working. Hence, addressing the ‘natural’ gender order in the private and public sphere is necessary to achieve sustainable impact. However, it is important to recognise that efforts that work to deconstruct conceptualisations of gender require long-term efforts and donor engagement and need to be strongly integrated into programme design, not as separate activities.<sup>11</sup>

A practical and effective contribution to the human rights based and gender equality approach in programme design and implementation was the training provided by partners such as AWLN to justice professionals on topics such as “[violence against women... international human rights conventions, and to what extent they are aligned with Jordanian laws](#)” (Individual Interview, AWLN, Female). AWLN also provided legal aid support to SGBV survivors through its NGOs.

## Sustainability

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Individual and institutional sustainability of the programme’s benefits was reflected in the interviews with partners and key stakeholders as well as the FGDs with beneficiaries. However, financial sustainability of the programme’s benefits in Jordan is dependent on the continued support of donors and is not affordable beyond the completion of the project, particularly for vulnerable target groups.

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[Discussions with women beneficiaries highlighted sustained benefit from the programme in various ways. First, to some extent, in the form of financial improvement](#), although the prospects for long-term employment for women in Jordan continue to be poor. All of the women greatly valued the financial gain from their participation in C4W activities, and some Syrian women were able to cover costs of their children’s education in Syria through the income they received from

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10-Nasser-Eddin, N. (2014) *Negotiated Masculinities: The Case of Iraqi Refugees in Jordan*, link.

11-This conclusion confirms similar findings in the EUTF Results Oriented Monitoring report on the Jordan Madad programme of November 2019.

the C4W activities. One woman explained, “I paid part of my son’s education from the money I got from my work with UN Women” (FGD, Jordanian and Syrian refugee women, Out of Camp, Jordanian, Female). Others believed that the C4W and job placement opportunities provided by UN Women facilitated their access to other job opportunities as “other organisations will take into consideration that we have experience through working with UN Women” (FGD, C4W, in-camp, Syrian women). The income-generating activities helped beneficiaries through the Covid-19 lockdown. While the majority of job placement and C4W beneficiaries reported that they had to stop working because of the Covid-19 pandemic, some continued their work virtually:

“ Now the Oasis centre is blocked [due to Covid-19], but as a teacher I keep offering lessons daily for kids and in illiteracy. I keep following up with kids and the manager of the centre keeps following up with us... I record videos and audios for kids and send them on WhatsApp ”

(FGD, C4W, in-camp, Syrian women)

Another Jordanian woman reported that she was able to use the income gained from her C4W employment during the Covid-19 pandemic when both she and her husband did not have work: “we lost our income, but my work with UN Women helped us to cover all our needs at that time” (FGD, Syrian and Jordanian women, C4W beneficiaries, Out of Camp).

Second, in the form of strengthening the women’s self-development, coping skills and support networks.

Several Syrian refugee women reported that their participation in the programme activities gave them the opportunity to gain knowledge and communicate with people. The women spoke of the programme’s ability to create spaces where women could build friendships. This was greatly valued, particularly among the most vulnerable. One Syrian women living in camp shared her situation:

“I am widow and my son was only 10 years, so, there was fear to deal with the new community, but this was changed after joining the Oasis centre. I communicate with diverse people, I have become more positive, and more organised in terms of time management. Financially, the situation has become better, I feel stronger, and all these things reflect on my ability to communicate with people, on treatment of my kids, I have become more engaged in the community.”

(FGD, C4W, in-camp, Syrian women)

This increased networking and community-oriented perspective also crossed refugee-host community lines: Jordanian and Syrian refugee C4W beneficiaries said that the activities brought them closer. A Jordanian participant mentioned that they were able to share customs with their Syrian counterparts and develop friendships with them, “[which we still have](#)”. Highlighting the networks developed between Jordanian and Syrian women through interacting in the programme, a beneficiary said; “[when I left my job in the \[Oasis\] centre, I felt that I lost my family again, the first one was when I left Syria, and now when I left the centre](#)” (FGD, Jordanian and Syrian refugee women, Out of Camp, Syrian, Female).

Third, women found lasting benefit in the training opportunities available to them in the Oasis centres. Elaborating on this point, a Syrian refugee C4W beneficiary said; “[I am an English teacher, but at the Oasis centre, we have a computer room, and there is an IT teacher, and because we have a break for one hour daily, in this break, I made sure to invest this time to learn computer programmes... in addition to that we took cooking course](#)” (FGD, C4W, in-camp, Syrian women). A Jordanian beneficiary reported that participating in the C4W activities encouraged her to independently work on her self-development (FGD, Jordanian and Syrian refugee women, Out of Camp, Jordanian, Female). Hence, in addition to the benefits from C4W activities, the women were given opportunities to learn new skills and knowledge through the different trainings that were provided in the Oasis Centre, which was greatly valued.

Fourth, several women talked about how C4W and job placement opportunities helped them build their confidence. Women reported that participation in activities helped them ‘become more positive’ and improve their overall well-being as well as that of their children. One participant in an FGD with Syrian and Jordanian women said that her children “[were happy because they saw me productive and have the ability to address their needs](#)” (FGD, Jordanian and Syrian refugee women, Out of Camp, Syrian Refugee, Female). Elaborating on this point, a Jordanian FGD participant explained:

“ It affected my life a lot, my confidence increases, my ability to take decisions at home in particular in financial issues, after that, this encouraged me to apply for a job in a governmental entity. I didn’t get it, but at least this encouraged me to apply because my confidence increased ”

(FGD, Jordanian & Syrian women, Out of Camp, Syrian Refugee, Female)

Another Jordanian woman mentioned that her participation in the C4W activities made her aware of the importance of her daughters being financially independent. Being productive, the women also gained social status within their households, as they were contributing to family expenses. During an FGD with job placement beneficiaries, a Syrian woman explained that “now our families, they treat us differently, they respect us more, they appreciate our efforts” (FGD, job placement, Syrian, Female).

Hence, at the individual level, the programme contributed to building women’s economic, social and cultural capital and thus increased their resilience. The transition from C4W to long-term integration into the economic sector remains, however, very challenging. A business incubator, if the plans for this had been undertaken as planned, could have improved prospects for women beneficiaries moving into self-employed income-generating activities.

At the institutional level, UN Women contributed to building the capacities of partners and other key stakeholders involved in the programme, mainly in the form of training sessions. For example, an interviewee from JWU mentioned that UN Women provided staff with various trainings, including on M&E, EU regulations, and budgeting. Attendees were then required to “share what we learned among the local staff and partners” (Individual interview, JWU). The interviewee found the training useful.

Sustainability can also be seen in the materials produced through the programme, such as for example, the manuals produced by AWLN and used to train justice professionals.<sup>12</sup> Another example of institutional sustainability was provided during discussions with AWLN, the interviewee explained the Family Protection Unit established a new department for conflict resolution ( حل النزاع ). Moreover, the judiciary set up a new position ( قاضي تسوية ) which was based on AWLNs recommendations as part of the programme. Other partners such as SADAQA reported working on developing a national framework on Day Care Centres in Jordan in collaboration with different government entities as part of the programme. The research produced by REACH on gender and livelihoods in Jordan is also an example that highlights a continuation in the programme’s benefits.

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<sup>12</sup>The manual applied a gender analysis on Jordanian laws highlighting gaps that needed to be addressed to protect women from discrimination.

**Financial sustainability for the programme remains highly dependent on donors.** While the evaluation found that commitment to, and ownership of, the programme activities were strong among the NGO partners, the model of providing comprehensive services through women-only centres remains dependent on international donors continuing their funding. The provision of services to both refugee and host community women helps sustain support, commitment and ownership from Jordanian government stakeholders, but not yet readiness to take over the funding. Working through MoSD centres will also facilitate the sustainability of out-of-camp activities. An MoSD focal point noted that a strong relationship had been built with UN Women to ensure sustainability of activities under the programme. However, it is likely that the quality of services will be affected once funding through the programme ends.

## Communications and visibility

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UN Women used a range of relevant and diverse communication methods to ensure EU visibility in the programme. It also trained its implementing partners on the communication and visibility plan and worked with its partners on advocacy drives such as safe transportation and childcare.

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**The programme's communication and visibility activities played an important role in highlighting contributions of the EU to transforming humanitarian support to a development-focused response to the Syrian crisis,** helping bridge the humanitarian-development gap. The change stories produced through the C&V activities were powerful methods of delivering the programme's contribution to behavioural changes.

UN Women followed strict measures to ensure that EU C&V requirements were adhered to. A UN Women staff member responsible for C&V in Jordan stated that the agency worked very closely with EU Madad in Brussels to ensure that C&V requirements were met. Regular monthly meetings were held with the C&V focal points of each country to discuss issues related to communication and visibility:



“ At least once a month we had a chance to have a conversation around what was coming up in terms of planning. The quarterly report was a very excellent exercise, to see not only what we were achieving in that specific quarter but also in terms of planning for the quarter ahead ”

(Interview, UN Women, C&V, Female, Jordan)

UN Women trained all implementing partners on C&V procedures to ensure EU visibility in programming, and this training was highlighted during interviews with various partners. Some partners like JWU commended UN Women for respecting their privacy protocols in the C&V of their activities:

“ It is really good that UN Women follow the regulations by EU and at the same time to keep the privacy standards of women that we consider and not to force us to write something in a way that we are not satisfied with. ”

(Interview, JW)

Others reported that they did not face any problems with implementing C&V guidelines because of their experience in implementing EUTF-funded programmes.

An example of good practice was that UN Women utilised the ten-month delay in implementation to invest in “strengthen[ing] partners’ capacity to deliver communication outputs for MADAD” (Interview, UN Women, C&V, Female, Jordan). During this period, UN Women dedicated time to work on C&V plans with all partners, which helped ensure that UN Women had adequate material for visibility and dissemination throughout the programme’s lifetime. For instance, the change stories produced through the C&V activities were powerful methods of delivering the programme’s contribution to behavioural changes. Such efforts also helped build a sense of ownership among partners of the communication material that they developed. The delay in implementation also helped UN Women strengthen the capacities of new partners “that were not acquainted with our advocacy guideline, and maybe didn’t work with the EU either” (ibid).

## Conclusion and Recommendations

In conclusion, the Madad programme in Jordan had important successes in contributing to strengthening the resilience and empowerment of women and girls affected by the Syria crisis, particularly in light of the difficult economic situation facing both refugee and host populations. Its resilience and empowerment model is aligned with international human rights standards and has contributed to gender-responsive and comprehensive approaches to humanitarian work in Jordan.

Table 3 below lists the evaluation's Jordan-specific recommendations. These should be viewed in conjunction with the programme-wide recommendations listed in the main evaluation report.

Table 3: Jordan-specific recommendations

Recommendations Jordan programme		Section/page number	Directed	Ranking	How Action Can be Supported
1	Focus on capacity development and job placement opportunities that are based on local market needs as well as on the situation and needs of Syrian refugee and vulnerable Jordanian women.	Jordan country summary.		High	<ul style="list-style-type: none"> <li>- Conduct a localised labour market needs assessment to identify market needs at a localised and national level.</li> <li>- Conduct a stakeholder mapping/engagement plan to identify stakeholders and possible mechanisms of engagement (at both localised and national level).</li> <li>- In the case of Syrian refugees, this could include an incentive-based analysis to identify ways in which they can be incentivised to enter the formal labour market.</li> <li>- Conduct a capacity assessment to identify existing capacities of beneficiaries and areas where capacity development is needed based on their interests and localised labour market needs assessment.</li> <li>- Create partnerships with local/national service providers in order to link women to job opportunities. Conduct a gender analysis to assess suitability of available employment opportunities for women and gaps that need to be addressed so that women can engage in suitable job environments.</li> <li>- Create internship opportunities that provide women with on-the-job training and provide them with mentorship/coaching throughout the internship period.</li> <li>- In trainings, ensure that women are provided trainings on their labour market rights and are aware of feedback and complaint mechanisms (if available) in the jobs that they are placed in.</li> <li>- Conduct regular monitoring checks to obtain feedback from women on their satisfaction.</li> </ul>

Recommendations Jordan programme		Section/page number	Directed	Ranking	How Action Can be Supported
2	Provide women with opportunities to start their own businesses and encourage innovative ideas such as mushroom growing and productive kitchens. Provide continued mentoring and follow-up to support women in sustaining their businesses	Jordan country summary.	UN Women Jordan	High	<ul style="list-style-type: none"> <li>- Conduct a gender analysis in the areas of intervention to examine the differences in roles and norms for Jordanian and Syrian women and men, the different levels of power dimensions that they hold, constraints and opportunities; and the impact of these differences in their lives.</li> <li>- Conduct a value chain analysis that describes the full range of iterative activities needed to produce the income generating projects (for home-based businesses).</li> <li>- Conduct feasibility studies for entrepreneurial start-ups and those that have been identified for further development.</li> <li>- Conduct capacity assessments to identify existing capacities of beneficiaries and areas where enhancements are needed based on their projects. Ensure that trainings include value chain, feasibility studies development, as well as soft skills, such as communication and marketing.</li> <li>- Develop strong marketing strategies for entrepreneurial ventures. Utilise UN Women's and other partners CSR programmes as a marketing outlet for ventures.</li> <li>- Develop cooperative associations with women who are interested in such ventures and utilise the experience of partners in the development of such models (such as ILO, GIZ, CIDA, etc.). Creating a brand for cooperatives to use as a marketing strategy may facilitate in marketing products/services.</li> <li>- Ensure that long term mentorship/coaching is provided to women entrepreneurs.</li> </ul>

Recommendations Jordan programme	Section/page number	Directed	Ranking	How Action Can be Supported	
3	Continue to apply and advocate for comprehensive and holistic support through the Oasis model, in collaboration with government.	Jordan country summary.	UN Women / EUTF	High	<ul style="list-style-type: none"> <li>- Work with the ministry of social development to enhance/roll out Oasis model.</li> <li>- Build capacities of MoSD staff to ensure that they are able to provide comprehensive and holistic services within the safe spaces.</li> <li>- Ensure robust feedback and complaint mechanisms enable Oasis centres to adapt to the needs of beneficiaries.</li> <li>- In the case of psychosocial support, partnerships could be developed with universities to enlist university students.</li> </ul>
4	Look into options where virtual support and services can be provided, such as online trainings, psychosocial support, and income-generating opportunities.	Jordan country summary.	UN Women Jordan / all countries	Medium	<ul style="list-style-type: none"> <li>- Collaborate with government and private sector organisations (international, national) on trainings/internships/ job placement opportunities related to information technology and communication (ICTs) (such as the MoITC, Int@j, Cisco Systems, Microsoft, Zain, etc.)</li> <li>- Lessons learned from flag ship projects such as UN Women’s “Achieving Equality in the ICT sector” can be used and enhanced.</li> <li>- Develop partnerships with universities to support in remote specialised services such as psychosocial support to Syrian refugees and vulnerable Jordanian women.</li> </ul>
5	UN Women should consider extending partnerships with NGOs that go beyond existing ones that are Amman-focused and well-established. Provide support to local NGOs and CSOs in the areas of intervention.	Jordan country summary.	UN Women Jordan	Medium	<ul style="list-style-type: none"> <li>- Conduct stakeholder mapping/engagement in local areas of intervention to identify local NGOs/CSOs.</li> <li>- Conduct capacity development assessments for local NGOs/CSOs and build their capacities accordingly (in various areas including gender, governance, ICT, ethical practices, etc.).</li> <li>- Create networking opportunities that allow networking opportunities between NGOs at local / national and international level to share experiences, best practices and open opportunities for collaboration.</li> </ul>

