CASE STUDY: JORDAN

# FUNDING FOR GENDER EQUALITY AND THE EMPOWERMENT OF WOMEN AND GIRLS IN HUMANITARIAN PROGRAMMING

Research commissioned by UN Women and UNFPA (Courtenay Cabot Venton, Toscane Clarey, The Share Trust ) and produced by the Share Trust.

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Cover Photo: Duha Ibraheem Alamory, 31, Syrian refugee woman enrolled in UN Women's cash-for-work programme as baker in the Azraq refugee camp of Jordan. Photo: UN Women/ Lauren Rooney

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JUNE 2020


# ACRONYMS

| | |
|---|---|
| **3RP** | Ante-Natal Care |
| **AIR** | Bangladeshi Association for Life skills, Income and Knowledge for Adolescents |
| **ANC** | Behavior Change Communication |
| **CSO** | Benefit Cost Ratio |
| **DAC** | Building Resources Across Communities |
| **GBV** | Cash for Work |
| **GBV IMS** | Community Based Pooled Funds |
| **GDP** | Central Emergency Response Fund |
| **GEEWG** | Community Health Workers |
| **GEM** | Development Assistance Committee |
| **HPF** | Deputy Commissioner |
| **IASC** | Financial Tracking Services |
| **IPV** | Gender Equality and Empowerment of Women and Girls |
| **ISWG** | Gender with Age Marker |
| **JOHUD** | Gender Based Violence |
| **JORISS** | Gender Based Violence Information Management System |
| **JRP** | Gross Domestic Product |
| **JRPSC** | Gender Equality Marker |
| **MOPIC** | Gender in Humanitarian Action |
| **NGO** | Human Immunodeficiency Viruses |
| **OCHA** | Inter-Agency Standing Committee |
| **OECD** | International Non-Governmental Organization |
| **PNC** | International Organization for Migration |
| **PSEA** | Intimate Partner Violence |
| **PSS** | Inter-Sector Coordination Group |

| | |
|---|---|
| **SGBV** | Joint Multi-Sector Needs Assessment |
| **SGBV SWG** | Joint Response Plan |
| **SGFPN** | Maternal Child Health |
| **SRH** | Non-Governmental Organization |
| **UNFPA** | Office for the Coordination of Humanitarian Affairs |
| **UNHCR** | Organisation for Economic Co-operation and Development |
| **UNICEF** | Prevention of Sexual Exploitation and Abuse |
| **USD** | Psycho-Social Support |
| **WASH** | Randomized Control Trial |
| **WGSS** | Refugee Relief and Repatriation Commissioner |
| **WPE** | Strategic Executive Group |
| **WPHF** | Sexual and Reproductive Health |
| **TLC** | Temporary Learning Centre |
| **UNFPA** | United Nations Fund for Population Activities |
| **UNHCR** | United Nations High Commissioner for Refugees |
| **UNICEF** | United Nations Children's Fund |
| **WASH** | Water, Sanitation and Hygiene |
| **GBV** | Gender Based Violence |
| **SRH** | Sexual and Reproductive Health |
| **UNFPA** | United Nations Fund for Population Activities |
| **UNDP** | United Nations Development Programme |
| **UNICEF** | United Nations Children’s Fund |
| **UNOCHA** | United Nations Office for the Coordination of Humanitarian Affairs |
| **USD** | United States Dollar |
| **WASH** | Water, Sanitation and Hygiene |
| **WGSS** | Women and Girls’ Safe Spaces |
| **WPE** | Women’s Protection and Empowerment |
| **WPHF** | Women’s Peace and Humanitarian Fund |


UNFPA
United Nations Population Fund
Jordan Office

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*Left: Midwife Fatima Beni Younis stands in one of the trailers of UNFPA supported maternity clinic in Zaatari refugee camp.© UNFPA /Sharron Ward*

# SUMMARY

## Overview of the Case Study

The civil war in Syria triggered the largest displacement crisis in the world, with profound repercussions for neighboring countries.[1] Since 2011, millions have crossed the border, primarily into Turkey, Lebanon and Jordan. Syrian refugees account for over 10% of Jordan's total population. Jordan hosts the second largest refugee camp[2] in the world, Zaatari, and an additional 81% of the over 654,000 Syrians officially registered with UNHCR in Jordan live outside of camps. In this context, women and girls face their own distinct set of struggles and vulnerabilities. 30% of Syrian refugee households in Jordan are female headed. Sexual and Gender Based Violence (SGBV) continues to be pervasive. Intimate Partner Violence (IPV) against women is commonplace and socially accepted: over 46% of women and 69% of men aged 15-49 believe a husband is justified in beating his wife.[3] Early marriage is on the rise, happening earlier now than it used to in Syria before the war.[4]

This case study reviews the current context for funding for Gender Equality and Empowerment of Women and Girls (GEEWG) in Jordan, including the levels of funding approved and the consequences of the funding gap. This country study is different from the other three that complement it, because this study relied much more heavily on existing UN Women analysis for Jordan and did not involve the same depth of consultation or primary data analysis.

1 Regional Refugee and Resilience Plan in Response to the Syria Crisis 2019/2020."

2 UNHCR. "Syria Regional Refugee Response: Jordan." Operational Portal. Last updated November 5th, 2019. https://data2.unhcr.org/en/situations/syria/location/36

3 Jordan Department of Statistics (2019). "Jordan Population and Family Health Survey 2017-2018." Hashemite Kingdom of Jordan, USAID, UNICEF, UNFPA. The DHS Program. March 2019.

4 Tiltnes, Åge, Huafeng Zhang and Jon Pedersen (2019). "The living conditions of Syrian refugees in Jordan: Results from the 2017-2018 survey of Syrian refugees inside and outside camps." Fafo and MOPIC

### Funding for Women and Girls

The 2017 Jordan Response Plan (JRP) had a total approved amount of $1.72 billion.

- Of the total amount of funding approved, $37 million (2%) had a principal/targeted focus on women and girls.
- The analysis did not focus on or include projects that would have categorized as being significantly (tailored) focused on women and girls.
- According to OECD DAC data for 2017, projects with a principal focus on gender represented 2% of humanitarian funding received for all sectors, and projects with a significant focus on gender represented 48% of the funding for all sectors.
- The majority of funding approved for projects with a principal focus on women and girls was for health and social protection, with some funding approved for livelihoods/food security and education.

The 2018 JRP had a total approved amount of $877.8 million.

- Of the total amount of funding approved, $39.7 million (4.53%) had a principal/targeted focus on women and girls.
- The analysis did not focus on or include projects that would have categorized as being significantly (tailored) focused on women and girls.
- The majority of funding approved for projects with a principal focus on women and girls was for social protection and livelihoods, with some funding approved for health, local governance and municipal services.

## The Benefits of Action

Evidence on the benefits of action is relatively limited, but rigorous studies show strong returns to investment in GBV programming, education, and adolescents/psycho-social support (PSS). Investments in a package of interventions to reduce violence against refugee girls had a significant and positive range of outcomes, including the likelihood of reporting violence, raised awareness around the impact of violence, greater attention on girls' achievements, and an increase in girls' self-confidence. Two 2015 studies found that the losses associated with education for Syrian children amounted to between US$2.2 and US$10.7 billion, indicating the potential for avoiding significant losses through investment in education. A Mercy Corps program designed to advance adolescents through PSS demonstrated positive outcomes on trust building, access to safe spaces, and higher aspirations and self-confidence.

## Conclusions

Funding for women and girls is low, but the figures are divergent. The UN Women analysis presented in this report estimates that programming for women and girls represented 4.5% of total project funding for all sectors, while OECD DAC data shows that this was 50% for DAC disbursements.

The literature highlights areas of programming for women and girls, notably GBV case management (which is stated as a priority in the JRP), PSS, emergency cash assistance targeted to women, referral services for health, legal and safe shelter options, awareness raising, and prevention strategies. Programming gaps are also noted, including legal assistance for SGBV survivors, services for elderly and/or disabled women, and family planning. These gaps, both financial and programmatic, stress the importance of continued and increased investment in programming for women and girls across the response, ensuring both quality targeted and tailored programming.

*Bellow: Dr Ruba consults with Noor, 15, about the dangers of child marriage and getting pregnant.*
*© UN Women/Sharron Ward.*

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# INTRODUCTION

## 1.1 Aim of this Report

This case study reviews the current context for funding for Gender Equality and Empowerment of Women and Girls (GEEWG) in Jordan. This report complements a global evidence review. The overall aim of this case study is to track funding for programming for Syrian women and girls in Jordan, within the context of the specific opportunities and constraints to the overall humanitarian response.

This report is complemented by country case studies for three other countries: Bangladesh, Nigeria and Somalia. However, due to already ongoing consultation exercises in country, this report takes a very different approach to the other country case studies, relying heavily on a data analysis conducted by the UN Women Jordan country team to determine GEEWG funding.

The report is structured as follows:

- **Section 2** provides an overview of the humanitarian context in Jordan, particularly as it relates to GEEWG, including an overview of the crisis, population in need, and the coordination of the response.
- **Section 3** describes the approach to the analysis.
- **Section 4** presents the main findings.
- **Section 5** summarizes conclusions based on a literature review and UN Women Jordan's overall analysis.

*Bellow: Fatima Alhaj, 50, Syrian refugee woman enrolled in UN Women's cash-for-work programme as teacher in the Azraq refugee camp of Jordan. Photo credit: UN Women/ Lauren Rooney.*

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# CONTEXT

## 2.1 Overview of the Crisis

The civil war in Syria triggered the largest displacement crisis in the world, with profound repercussions for neighboring countries.[5] Since 2011, millions have crossed the border, primarily into Turkey, Lebanon and Jordan. Syrian refugees account for over 10% of Jordan's total population. 81% of the over 654,000 Syrians officially registered with UNHCR in Jordan live outside of camps.[6] They primarily live in urban areas[7], and 85% live below the poverty line of $3 per day.[8] Though refugees living in camps are in the minority, Jordan hosts the second largest refugee camp in the world, Zaatari. Since it opened in 2012, it has become the country's fourth largest "city" with 78,000 Syrians living there.[9]

In this context, women and girls face their own distinct set of struggles and vulnerabilities. 30% of Syrian refugee households in Jordan are female headed. Women are more likely to face Gender Based Violence (GBV) and Intimate Partner Violence (IPV), and communities perceive sexual harassment in public spaces as the major risk for refugee women and girls in Jordan. Survivors fear reporting these violations when they occur because of stigma and the risk of honor killing.[10] The most reported forms of violence are psychological abuse, physical assault and denial of resources mostly by intimate partners/husbands, while sexual violence and rape remain underreported. [11] Over 46% of women and 69% of men age 15-49 believe a husband is justified in beating his wife.[12]

20% of Syrian women in Jordan aged 20-24 in 2017 were married before age 18.[13] Marriages happen earlier now than they used to in Syria before the war[14] due to difficult financial circumstances, social and economic uncertainty and cultural practices around protecting women's virtue and the family's honor, especially in the face of heightened rates of GBV[15]. Harmful practices such as virginity testing are a threat to the safety of adolescent girls.[16]

The unemployment rate is higher for Syrian refugee women (46%) than for men (23%), though it has improved from a staggering rate of 88% unemployment for women in 2014. However, only 22% of Syrians actively seeking a job are women – marriage, family responsibilities, lack of culturally appropriate opportunities and gender-norms that deem women's involvement in the labor marker improper mean women are not seeking to be formally employed. Interestingly, when they are involved in the formal economy, Syrian refugee women are more likely to hold white-collar positions than Syrian men who tend to work blue-collar jobs with physically demanding work. Education attainments for women

5 "Regional Refugee and Resilience Plan in Response to the Syria Crisis 2019/2020."
6 UNHCR. "Syria Regional Refugee Response: Jordan." Operational Portal. Last updated November 5th, 2019. https://data2.unhcr.org/en/situations/syria/location/36
7 Fry, Deborah, Kirsteen Mackay, Zain Kurdi and Tabitha Casey (2019). "A Qualitative Study on the Underlying Social Norms and Economic Causes that Lead to Child Marriage in Jordan: Developing an Actionable Multisectoral Plan for Prevention." UNICEF and Higher Population Council
8 UNHCR (2019). "Prevention and Response to Sexual and Gender Based Violence (SGBV)." Jordan. Midyear 2019
9 "10 Facts About the Syrian Refugee Crisis in Jordan." World Food Program USA. Published November 14th, 2019. https://www.wfpusa.org/stories/10-facts-about-the-syrian-refugee-crisis-in-jordan/
10 UNHCR (2019). "Prevention and Response to Sexual and Gender Based Violence (SGBV)."
11 GBV IMS (2019). "Jordan GBV IMS Task Force: Annual Report 2018."
12 Jordan Department of Statistics (2019). "Jordan Population and Family Health Survey 2017-2018." Hashemite Kingdom of Jordan, USAID, UNICEF, UNFPA. The DHS Program. March 2019.
13 Fry et al. 2019
14 Tiltnes, Åge, Huafeng Zhang and Jon Pedersen (2019). "The living conditions of Syrian refugees in Jordan: Results from the 2017-2018 survey of Syrian refugees inside and outside camps." Fafo and MOPIC
15 Fry et al. 2019
16 GBV IMS 2019 Mid-Year Report, unpublished. Information provided by UNFPA.

and men are fairly similar,[17] though 40% of Syrian refugee children in Jordan are not formally in school.[18]

A 2019 Vulnerability Assessment Framework of registered Syrian refugees in Jordan found that the more women and girls a Syrian refugee household had, the more efficiently they used their resources to address urgent needs.[19] However, women consistently express more difficulty accessing assistance and services.[20]

17 Tiltnes et al. 2019

18 Plan International. "Education in Jordan." https://plan-international.org/jordan/education-jordan

19 Brown, Harry, Nicola Giordano, Charles Maughan and Alix Wadeson (2019). "Vulnerability Assessment Framework: Population Study 2019." Action Against Hunger and UNHCR

20 Jordan INGO Forum (2018). "Syrian refugees in Jordan: A protection overview." JIF. Published January 2018.

## 2.2
## Population in Need

According to UNHCR, there are 654,692 registered Syrian refugees in Jordan as of January 5th, 2020. 50% are female: 166,291 are women (23% of total refugees are 18-59 years old; 2% are 60+) and 161,054 are girls under 18 (7% are 0-4; 11% are 5-11; 7% are 12-17).[21] However, there are 1.4 million total Syrians estimated to be currently residing in Jordan. 520,000 members of impacted host communities will be directly targeted for aid in 2019.

21 https://data2.unhcr.org/en/situations/syria/location/36

## 2.3
## Coordination of the Response

The Jordanian government, through the Ministry of Planning and International Cooperation (MOPIC), leads the Jordanian Response Plan (JRP), supported by UN agencies and NGO partners. There are 11 Sectorial Working Groups, with the Inter-Sector Working Group (ISWG) serving as a bridge to facilitate coordination between the Working Groups and others such as the Humanitarian Partners Forum (HPF). The JRP spans multiple years as a way to address both short-term needs and medium- to long-term systemic and institutional fragilities. The plan takes a resilience-oriented approach to minimize negative impacts and increase national capacity to absorb future shocks[22]. The JRP is the Jordan chapter of the Regional Resilience and Refugee Plan (3RP), a country driven, regionally coherent planning process that draws together the national crisis response plans for humanitarian relief, resilience and stabilization in Syria's neighboring countries (Jordan, Lebanon, Iraq, Turkey and Egypt) into one coordinated regional framework. The crisis is trans-national and thus the response has reacted accordingly to coordinate itself across the region. More than 150 actors are implementing under the 3RP over the course of 2018 and 2019[23].

22 MOPIC. "Jordan Response Plan for the Syria Crisis: 2018-2020."

23 "The 3RP." UNDP Arab States. https://www.arabstates.undp.org/content/rbas/en/home/ourwork/SyriaCrisis/projects/3rp.html

In addition to the JRP, the Jordan Response Platform for the Syria Crisis (JRPSC) led by MOPIC is a partnership between the Government of Jordan, donors, UN agencies and NGOs to develop a comprehensive refugee, resilience-strengthening and development response to the impact of the Syria crisis on Jordan. It also ensures the alignment of assistance to the Government's main development priorities and harmonization with national systems for planning, programming and implementation.[24]

Though GEEWG programming is cross-sectoral and integrated throughout the response, particular coordination entities include the Sector Gender Focal Points Network (SGFPN), the Reproductive Health Sub Working Group, the Protection Working Group co-chaired by UNHCR and the Jordanian Hashemite Fund for Human Development (JOHUD), a Sexual Gender Based Violence Sub Working Group (SGBV SWG), a GBV Information Management System (GBV IMS) Task force and the Protection from Sexual Exploitation and Abuse (PSEA) Focal Point Network. (See Box 1.)

24 Jordan Humanitarian Fund (2018). "Jordan Humanitarian Fund Annual Report 2018." OCHA Jordan

**BOX 1:**

## Gender Coordination Mechanisms

The SGFPN is a cross-sectorial network chaired by the UNHCR Inter-Sector Coordinator. Its role is to ensure that all those in need are able to equitably access the available humanitarian resources irrespective of their gender or age, by focusing on how to effectively promote gender equality in the sectors' needs analyses, strategic responses and activities, and response indicators. A Gender Focal Point is nominated from each of the sectors and their role is to support their particular sector to incorporate and monitor gender equality measures. This includes peer-learning, information sharing, coaching, training, training others, and sharing useful resources.

The Reproductive Health Sub Working Group is chaired by UNFPA and ensures that the reproductive health needs of Syrian/host women and men are well addressed during the refugee crisis and that accessible and quality services are established to cover population needs.

The SGBV SWG is chaired by UNHCR and UNFPA. It strengthens SGBV prevention and response in the humanitarian response. It facilitates multi-sectoral, inter-agency action, and ensures principled, accessible, prompt, confidential and appropriate services for SGBV survivors.

The GBV IMS Task Force is also chaired by UNHCR and UNFPA. It gathers, maintains and analyzes data related to SGBV affecting refugees and impacted host communities. This data informs reports and strategic direction offered to SGBV programs based on identified gaps and trends. A child marriage taskforce previously chaired by UN agencies is now under the coordination of national entities.

The PSEA Network is chaired by UNHCR and INTERSOS and is the primary body for awareness, prevention, coordination and oversight on protection from sexual exploitation and abuse by international and national personnel of the entities providing humanitarian services to refugees.

The Women's Peace and Humanitarian Fund (WPHF) is an innovative partnership empowering local women to be a force for crisis response and lasting peace. WPHF is active in Jordan working on improving women's access to decent livelihoods, protecting human rights and combating SGBV. It helps coordinate Jordan's domestic actors: multilaterals, bilaterals, national ministries of women and local civil society organizations (CSO). UN Women serves as the Secretariat of the WPHF in Jordan

# 3 APPROACH TO DATA ANALYSIS

## 3.1 Objective of the Research

The aim of this work is to gather evidence and undertake research regarding funding for GEEWG in humanitarian action, with a specific focus on programming targeted to women and girls. Specifically, this research aims to answer the following four questions:

**Funding Required:** What is the level of funding required to ensure delivery of the global and interagency commitments made to GEEWG in humanitarian action?

**Current Funding:** What is the current level of funding across all major humanitarian funding sources notably Humanitarian Response Plans and Central Emergency Response Fund, country-based pooled funds, and other humanitarian pooled funds that can be designated as supporting GEEWG?

**Funding Gap:** Where are the gaps when comparing the funding support that exists against what is needed?

**Consequences of the Funding Gap:** What are the consequences of those gaps for humanitarian outcomes for women and girls, their dependents and their wider communities?

## 3.2 Approach

This case study is structured differently to the other case studies complementing the global evidence review. Whereas the research team personally undertook the data analysis and consultation for the other case studies, the UN Women Jordan team is undertaking a parallel process to produce a gender review of humanitarian action in Jordan, and hence the team has relied on existing data and analysis for this report, that may not be consistent with the methodology presented in the other country studies, but which nonetheless provides a snapshot of the context on the ground. The UN Women Jordan team's methodology included measuring funding flows using the Gender Marker; therefore, to avoid duplicating efforts, their funding analysis is presented here and complemented with a literature review to present data on the cost of inaction. The findings presented here should not be compared with the other country case studies as they use different methodologies.

### Desk Review

A thorough review of the literature was used to build an understanding of the local context, as well as identify evidence related to the amount of funding required for gender programming, as well as the cost of inaction and/or the benefits of action. All relevant humanitarian response plans and needs assessment, as well as any updates pertaining to gender, were reviewed. The snowball protocol outlined in Annex D of the main report was used for the country studies to identify as many studies as possible, using a systematic process, that related to costs and benefits of action targeting women and girls.

## Data Analysis

UN Women Jordan analyzed projects under the JRP to determine how funding was allocated to women and girls in 2017 and 2018. All assistance under the JRP is compiled by sector and agency and tracked on the Jordan Response Information System for the Syria Crisis (JORISS). JORISS uses the **Inter-Agency Standing Committee (**IASC) Gender Marker.

The information reported in JORISS by partners is not consistent and poorly assessed, even once filling out the Gender Marker became mandatory in 2018 and partners had to select a code on a drop-down menu. In light of this, the UN Women Jordan team informally and manually reclassified projects based on available content. They only categorized and evaluated projects they deemed to be primarily focused on advancing gender equality and meeting women's needs, which would earn the project a 2b coding. It is possible that since project information is limited that some projects may have been misrepresented in the analysis. This is why it was decided to only analyze projects that focused primarily on gender (2b) and not try to determine which projects had a significant focus on gender (2a). Some projects were also only listed by title without any additional information. These were included as a 2b if they explicitly included gender equality or women's specific needs in the title.

It is important to note that this was an analysis based on publicly available information; discussions are still ongoing with the Jordanian government about access to full financial data and Gender Marker coding in the database. Limited data availability inevitably restricted the depth of the analysis.

*Bellow Baby Razan is check be paedatrician Dr Fathi in UNFPA supported maternity clinic in Zaatari refugee camp, Jordan. © UN Women/Sharron Ward.*

# 4
# DATA ANALYSIS

## 4.1
## Funding Flows

### Summary of Funding for GEEWG

This section provides a short summary of the main findings from the analysis of funding for women and girls; the detailed analysis that underpins these figures is presented in the sections that follow.

**The 2017 Jordan Response Plan (JRP) had a total approved amount of $1.72 billion.**

- Of the total amount of funding approved, $37.3 million (2.17%) had a principal focus on women and girls. The analysis did not focus on or include projects that would have categorized as being significantly (tailored) focused on women and girls.
- According to OECD DAC data for 2017, funding for programs with a significant or principal focus on gender was 50% funded.[25]

25 "Aid projects targeting gender equality and women's empowerment (CRS)." OECD.Stat https://stats.oecd.org/Index.aspx?DataSetCode=DV_DCD_GENDER

The majority of funding approved for projects with a principal focus on women and girls was for health and social protection, with some funding approved for livelihoods/food security and education.

**The 2018 Jordan Response Plan (JRP) had a total approved amount of $877.8 million.**

- Of the total amount of funding approved, $39.7 million (4.53%) had a principal/targeted focus on women and girls. The analysis did not focus on or include projects that would have categorized as being significantly (tailored) focused on women and girls.

The majority of funding approved for projects with a principal focus on women and girls was for social protection and livelihoods, with some funding approved for health and local governance and municipal services.

### JORISS: Funding Approved

#### 2017 Data Analysis

The text that follows comes from UN Women's "Gender Analysis of the Financial Allocations to the Jordan Response Plan in 2017".

The examination of projects showed that 2.17% of the total 2017 JRP project funding ($1.721 billion) was for projects categorized as primarily focused on advancing gender equality and addressing the needs of women and girls.

Total funding for 2b projects was $37.32 million. Sectors that included 2b projects were education, health, livelihoods, food security and social protection. The greatest amount of funding was in the health sector and the greatest quantity of 2b projects were under social protection.

TABLE 2:

## Funding for 2b projects by sector under the JRP 2017

| Sector | Funding for 2b projects (USD) | Percentage of total 2b funding |
|---|---|---|
| **Education** | 105,516 | 0.3% |
| **Health** | 23,006,184 | 61.6% |
| **Livelihoods and Food Security** | 1,296,711 | 3.5% |
| **Social Protection** | 12,910,456 | 34.6% |
| **Total for 2b projects** | **37,318,867** | **100%** |
| **Total funding (all projects)** | **1,721,300,752** | **--** |

The majority of projects across all sectors mostly focus on women in their reproductive roles. In education, there was only one project that specifically mentioned the empowerment of women, linking it to their reproductive role as caregivers. Most of the health projects also focus on women as mothers and caregivers of children. The percentage of projects focusing on women in livelihoods and food security was very low, with only a rare few venturing into more unconventional areas of training or jobs. The majority of 2b projects in social protection focus on psycho-social support (PSS), rights awareness raising and vocational training.

Sectors that did not include 2b projects were local government and municipal services, justice, water, sanitation and hygiene (WASH), shelter, energy, transport and environment. There were some projects in these sectors, and across all sectors more broadly, that could have been considered a 2a since they mention women and girls in the project description and include them as beneficiaries. These were not included or categorized in this analysis. If they had been included, they would have represented an additional USD $45.97 million, which would have meant that USD $82.28 million would have gone towards women and girls. This would represent 4.84% of total project funding for all sectors.

This low percentage suggests an inadequate level of gender mainstreaming in the project cycle, and poor consideration of the varied and specific needs of women, men, girls and boys, at the risk of negatively impacting women and girls. It suggests a missed opportunity to increase the magnitude of project results.

## 2018 Data Analysis

The text that follows comes from UN Women's "Gender Analysis of the Financial Allocations to the Jordan Response Plan in 2018".

As of 2018, reporting against the Gender Marker became mandatory, however it was still deemed necessary to manually reclassify projects since reporting by partners was still deemed unreliable. The Gender Marker codes projects according to the scale described above for the 2017 analysis. Since there were challenges in accessing the full Gender Marker codes from MOPIC on JORISS, UN Women looked only at 2b projects, not vetting or analyzing projects with a 2a code. An examination of the online reporting dashboard on the JRP secretariat website gave a good indication of projects whose principal purpose is to advance gender equality and meet women's needs and can be used as a basis for informally categorizing them according to the 2b gender marker.

The examination of the projects showed that 4.53% of the total 2018 JRP project funding ($877.8 million) was for projects categorized as primarily focused on advancing gender equality and addressing the needs of women and girls (2b).

Total funding for 2b projects was $39.7 million. Sectors that included 2b projects were health, livelihoods, local governance and municipal services and social protection. The greatest amount of funding as well as the highest overall number of projects was in the social protection sector.

TABLE 3:

## Funding for 2b projects by sector under the JRP 2018

| Sector | Funding for 2b projects (USD) | Percentage of total 2b funding |
|---|---|---|
| **Health** | 2,739,527 | 6.8% |
| **Livelihoods** | 12,612,821 | 31.8% |
| **Local Governance and Municipal Services** | 5,191,965 | 13.1% |
| **Social Protection** | 19,178,303 | 48.3% |
| **Total for 2b projects** | **39,722,616** | 100% |
| **Total funding (all projects)** | **877,766,981** | -- |

As in 2017, the majority of projects across all sectors mostly focus on women in their reproductive roles. This suggests that programming is still not adopting a transformative approach when it comes to GEEWG.

Sectors that did not include 2b projects were education, energy, food security, justice, shelter, and WASH.

The project information available on the reporting dashboard on the JRP secretariat website was limited and since it might not convey the full scope of the project, could be somewhat misrepresented in this analysis. For this reason, the analysis is only limited to 2b projects and not trying to identify which projects might be 2a.

Some projects on JORISS are only listed by the title and have no additional information. They have been included in this analysis, but without the description the analysis could be incomplete. However, if gender equality or addressing women's specific needs was not specifically listed in the title of the project it was assumed not to be 2b.

## OECD DAC: Funding Received

OECD DAC provides data on the amount of funding received. While this data is for OECD DAC donors, and therefore does not cover the same data as JORISS, there is presumably a great deal of overlap. OECD DAC is mandatory and DAC members are required to report against OECD's Gender Equality Marker (GEM). The latest OECD DAC data available is for 2017.

Total OECD DAC humanitarian assistance *committed* to Jordan in 2017 was $347 million; $102.6 million of this commitment, or 30%, was classified as gender significant (equivalent to 'tailored'), and $1.9 million, or 0.5%, was classified as focused primarily on gender (equivalent to 'targeted').[26] Total humanitarian assistance *disbursed* by DAC members to Jordan in 2017 was $281 million (or 81% of the committed). Of these gross disbursements, $136 million, or 48% of the total disbursed, was classified as gender significant, and $5.3 million, or 2%, as focused primarily on gender.[27]

26 "Gender-related aid data at a glance" OECD. https://www.oecd.org/dac/stats/gender-related-aid-data.htm

27 "Aid projects targeting gender equality and women's empowerment (CRS)." OECD.Stat https://stats.oecd.org/Index.aspx?DataSetCode=DV_DCD_GENDER

TABLE 4:
**OECD Funding to Jordan for Gender, 2017**

| | Committed ($million) | % of Total Aid Committed | Disbursed ($million) | % of Total Aid Disbursed |
|---|---|---|---|---|
| **Principal** | $1.9 | 0.5% | $5.3 | 2% |
| **Significant** | $102.6 | 30% | $136 | 48% |
| **Total** | $104.5 | 30.5% | $141.3 | 50% |

These numbers however are representative only for DAC members who are required to report. It should also be noted that OECD uses the GEM which is different from the IASC Gender Marker used by JORISS. Further, it was not possible to audit the OECD data as was done with the JORISS data.

## 4.2
# Benefits of Action

## Introduction

When funding falls short of the total amounts required, the impact on women and girls can be significant. In a humanitarian emergency, the initial focus is necessarily on providing access to basic services and durable solutions. However, the consequences of underfunding for gender targeted and gender mainstreamed programming can directly impact the uptake of basic services, as well as wider outcomes for women and girls.

Measuring the human cost of the gap in funding is a complex exercise. The gap in funding is clearly indicative that the full range and depth of services are not being provided. However, the cost of inaction can only be measured by understanding the impact of a gap in services for women and girls. In other words, a program that is fully funded but does not tailor activities to women and girls may not actually result in positive outcomes for women and girls. Even more so, where funding is only partially provided, the type of programming undertaken with those funds, and the impact of the gap in activities is critical to measure the cost of inaction.

The following sections describe ongoing needs for women and girls, followed by the evidence in the literature on the benefits of action to fill that gap.

## Ongoing Needs

### GBV

The majority of reported SGBV survivors are female, due to historical gender inequalities and discrimination. The main types of SGBV reported to the GBV IMS in 2018 were psychological abuse (47%), physical assault (27.9%) and denial of resources (10.8%). Intimate Partner Violence (IPV) is thus the most prevalent type of reported SGBV[28], while communities perceive sexual harassment in public spaces as the major risk for refugee women and girls in Jordan.[29] Barriers to disclosure remain – limited transportation, lack of awareness of services and/or rights, significant stigma against survivors and fear of honor killings limit women and girls' ability to come forward. Virginity and family honor are deeply intertwined in Syrian culture which can stop adolescent girls reporting SGBV incidents because it would have repercussions on the entire family. Regarding incidents of sexual assault and rape, mandatory reporting requirements in Jordanian

28 GBV IMS (2018). "Jordan GBV IMS Task Force Annual Report 2018."

29 UNHCR (2019). "Prevention and Response to Sexual and Gender Based Violence (SGBV)."

law prevent survivors who do not wish to file complaints to come forward for assistance.[30]

### Child Protection

Since the onset of the war, incidents of early marriage have increased: while around 3% of 15-year-olds in Syria were married before the war, the number has risen to 14%. 71% of women aged 20 are married, compared to 43% in 2008.[31] Harmful practices such as virginity testing are a threat to the safety of adolescent girls.[32] The most frequent type of GBV faced by girls reported to GBV IMS Task Force members is child marriage (46.9%), followed by denial of resources, opportunities and services.[33]

Syrian adolescents aged 12-18 attending school had a prevalence rate of 31% of moderate to severe PTSD; this was higher for girls than boys.[34]

### Sexual and Reproductive Health (SRH)/Maternal Health

There seems to be a discrepancy between Syrian and Jordanian women in terms of care, though generally SRH coverage, particularly for maternal health seems fairly high. Syrian women tend to have their first child at a younger age than Jordanian women. Teenage pregnancies among Syrians are also more frequent: 15- to 19-year-old Syrian girls are more likely to have given birth than Jordanian girls of the same age. Most married Syrian women aged 15-49 have heard of traditional and modern contraceptive methods, however the majority are not using any method. There is an 18.6% unmet need for family planning for Syrians according to the most recent Jordan Population and Family Health Survey released in 2019.[35] Most Syrian women received antenatal care (ANC) and postnatal care (PNC) visits from a skilled provider (doctor, nurse or midwife) though not quite as many visits as Jordanian women. Syrian refugees are the most likely of any nationality in Jordan to deliver at home, but the majority (92%) of deliveries happen in either a private or public facility.[36]

Postpartum depression was high among Syrian refugee women, many of whom are living in poverty with limited social support.[37]

### Education

Education attainments for Syrian women and men are fairly similar[38], though 40% of Syrian refugee children in Jordan are not formally in school.[39] There is a discrepancy between Jordanians and Syrian refugees: 39% of Jordanian women have an education beyond secondary school, compared to only 9% of Syrian women. Jordanian girls age 6 and over have completed a median of 10.1 years of schools as compared with a median 5.5 years for Syrian girls.[40]

### Women's Economic Empowerment

85% of refugees in Jordan live below the poverty line of $3 per day.[41] Syrian women have a higher unemployment rate than men, though this number has decreased from 88% in 2014 to 46% in early 2018. Only 22% of Syrians actively seeking a job are women; however, marriage, family responsibilities, lack of culturally appropriate opportunities and gender-norms that deem women's involvement in the labor marker improper mean women are not actively seeking to be formally employed.[42] Top occupations for Syrian women are professional/ technical/ managerial positions (29%), domestic service (26%) and sales and services (18%). There are practically no women in agriculture. As of October 2019, only 4.8% (7,875) of the 164,636 work permits issued by the Jordanian government have gone

30 GBV IMS (2018)
31 Tiltnes et al. 2019
32 GBV IMS 2019 Mid-Year Report, unpublished. Information provided by UNFPA.
33 GBV IMS (2018)
34 Yonis, Beni, Yousef Khader, Alaa Jarboua, Maariyha Majed Al-Bsoul, Nemeh Al-Akour, Mahmoud Alfaqih, Moawiah Khatatbeh and Basil Amarneh (2019). "Post-traumatic stress disorder among Syrian adolescent refugees in Jordan." Oxford: Journal of Public Health
35 Jordan Department of Statistics (2019). "Jordan Population and Family Health Survey 2017-2018." Hashemite Kingdom of Jordan, USAID, UNICEF, UNFPA. The DHS Program. March 2019.
36 Jordan Department of Statistics (2018). "Jordan: 2017-2018 Population and Family Health Survey: Key Findings."
37 Mohammad, Khitam I, Doaa Abu Awad, Debra K. Creedy, Jenny Gamble (2018). "Postpartum depression symptoms among Syrian refugee women living in Jordan." Research in Nursing and Health 41.6: 519-524.
38 Tiltnes et al. 2019
39 Plan International. "Education in Jordan." https://plan-international.org/jordan/education-jordan
40 Jordan Department of Statistics (2019). "Jordan Population and Family Health Survey 2017-2018." Hashemite Kingdom of Jordan, USAID, UNICEF, UNFPA. The DHS Program. March 2019.
41 UNHCR (2019). "Prevention and Response to Sexual and Gender Based Violence (SGBV)." Jordan. Midyear 2019
42 Tiltnes et al. 2019

to women.[43] About 3% of Syrian women have and use a bank account compared to 21% of Jordanian women.[44] Generally, job creation for young women is a pressing challenge, and their participation in the Jordanian labour force is low. Among the many reasons for discouraging or stopping young women from achieving their economic potential and contributing to the Jordanian economy are low wages, lack of childcare provision, poor public transportation infrastructure, along with cultural and societal constraints.[45] [46] [47]

43 UNHCR (2019). "Economic Inclusion of Syrian Refugees Jordan." October 2019. https://reliefweb.int/sites/reliefweb.int/files/resources/72510.pdf

44 Jordan Department of Statistics (2019)

45 https://data.worldbank.org/indicator/SL.UEM.1524.FE.ZS?view=chart

46 Milton-Edwards, Beverley (2019). "Marginalized youth: Toward an inclusive Jordan." *Brookings Doha Center.*

47 Barcucci Valentina and Nader Mryyan (2014). "Labour Market Transitions of Young Women and Men in Jordan." ILO. Work 4 Youth Publication Series No. 14.

## Benefits of Action

### GBV

An IRC study looked at the effects of cash targeted to women, combined with a women's protection and empowerment (WPE) program. The aim was to use cash transfers as a tool to build women's resilience towards GBV through meeting basic needs and providing targeted protection services. The study found that resilience to GBV is supported by receiving both cash transfer and WPE services, rather than cash alone. The study also found that receiving cash and attending gender discussion groups can result in a decrease in domestic violence, and that the discussion groups and psycho-social services sustained the protection impact beyond the cash transfer duration.[48]

A four-arm quasi-experimental study design with 1,000 female Palestinian refugee adolescents aged 12-14 in Jordan tested a combination parent and caregiver outreach and school-based curriculum interventions to reduce violence against refugee girls. The study found that there was a 20% increase in the number of reported violence and abuse cases, a significant increase in the awareness of the negative impact of violence on girl's development, a significant improvement in family's attention to girls' academic achievement and problem solving skills, and a significant increase in girls' self-confidence. The study further found that the combination of caregiver and school-based curriculum interventions had the greatest benefit, and that it was important to involve all household members, especially fathers and brothers.[49]

48 International Rescue Committee (2015). "Integrating Cash Transfers into Gender-based Violence Programs in Jordan: Benefits, Risks and Challenges."

### Education

A 2015 UNICEF study estimates the cost of inaction on education. The study estimates the cost of the loss of education as a result of the Syria crisis, by assigning a monetary value to the reduction of lifetime earnings as a result of children dropping out of school. The study uses observed differences in wages for people with different levels of academic attainment in pre-conflict Syria, and uses this to calculate the human capital loss. This difference is then applied to the number of children of primary and secondary age estimated to be out of school in Syria. Using these figures, the study estimates the loss of human capital formation due to the ongoing crisis in Syria at US$10.7 billion, or about 17.7 per cent of the Syrian gross domestic product (GDP) in 2010.[50]

A 2015 study by Save the Children, CfBT Education Trust (CfBT) and the American Institute for Research (AIR) estimates the direct costs of replacing damaged, destroyed or occupied schools and lost school equipment could be as high as US$3 billion, and that the long term impact on Syria's economic of 2.8 million children never returning to school could be as much as 5.4% of GDP, equivalent to approximately US$2.2 billion.[51]

49 The Evaluation Fund (2014). "Outreach and Curriculum Program in Jordan Succeeds in Reducing Violence Against Refugee Girls."

50 UNICEF (2015). "Economic Loss from School Dropout due to the Syria Crisis: A Cost-Benefit Analysis of the Impact of the Syria Crisis on the Education Sector."

51 Save the Children (2015). "The Cost of War: Calculating the Impact of the collapse of Syria's Education System on Syria's Future."

### Adolescents/PSS

Despite a clear near to target support to young people affected by the Syrian crisis in Jordan,

little evidence exists on the best approaches and design of interventions to ensure adolescents' safety, social ties, and emotional well-being. To fill this evidence gap, Mercy Corps undertook a rigorous impact evaluation of its "Advancing Adolescents" program in Jordan, which is designed to "strengthen the resilience of host community and Syrian refugee young people through equitable access to psychosocial support, protection and informal learning opportunities." Specifically, the research used a randomized design to analyze the effects of the suite of skills trainings, workshops, psychosocial support, mentoring and community projects that were provided through the program. The study found:

- Positive effects on levels of trust for both people in their community as well as people of other nationalities and religions.
- Youth in the treatment group were more likely to indicate greater access to safe spaces and feeling safe in their community; however, this impact was driven by male participants with female participants showing no evidence of impact.
- Program participants had significantly higher aspirations for their future: they were 22.4% more likely to say they were completely confident in their ability to find a job in the future, and 14.5% more likely to be completely confident in their prospects for the future overall.[52]

52 Mercy Corps (2016). "Advancing Adolescents: Evidence on the Impact of Psychosocial Support for Syrian Refugee and Jordanian Adolescents."

# 5
# KEY FINDINGS

## 5.1
## Summary of Key Findings

**Of the total amount of funding approved under the 2017 and 2018 JRP, 2.2% and 4.53% respectively had a principal focus on gender.** The majority of funding approved with a principal focus in 2017 was for health (62%) and social protection (35%), with livelihoods/ food security (3.5%) and health (0.3%) accounting for some of funds. The majority of funding in 2018 was for social protection (48%) and livelihoods (32%), with some funding for local governance and municipal services (13%) and health (7%).

**OECD DAC data reports that gender equality programming accounted for 50% of the funding disbursed by DAC members.** The funds went primarily to projects with a significant focus on gender.

**The consequences of underfunding for GBV have been significant.** The SGBV WG, chaired by UNFPA and UNHCR conducted an exercise in 2019 on the consequences of underfunding SGBV. The funding gap is impacting access to SGBV prevention and response services for 65,000 vulnerable refugees and host community members, in particular women and girls. Case management, the backbone of GBV programming, remains in place, but the lack of funding is impacting the mobility of programs, innovative and community based prevention, women/girls empowerment programs (including adolescent girls-focused programs), and structured capacity building initiatives to enhance survivor-centred approaches within emergency response services of national institutions. Without outreach and empowerment activities and information sessions women and girls in need might not be aware of services available and access is hindered.

**The literature highlights some more prevalent areas of programming for women and girls…**

PSS is the most common service provided to SGBV survivors through case management.[53] A UNHCR factsheet highlights several other types of programming for women and girls, including emergency cash assistance, referral to health, legal and safe shelter options, awareness raising, and prevention such as women's empowerment and self-defense classes taught by refugee women.[54] The number of GBV survivors seeking help did increase by 25% in 2018 due to better coverage and quality of services offered to women, prompting them to reach out.[55]

UNFPA's GBV and SRH programming, particularly the women and girls safe spaces (WGSS) and health facilities, are deemed by 90% of impact assessment respondents to be very important and absolutely important. Many said they had no other place to go for similar services.[56]

**…as well as significant programming gaps.** However, in many ways, poor reporting through JORISS and a lack of updated sector gender analyses hampers the identification of these gaps.

- The SGBV SWG conducted a gap analysis workshop and regularly updates and circulates a summary of the findings which now span 2017 to 2019. Numerous gaps were found regarding SGBV prevention activities, case management and PSS, health services, Shelter/ Cash/Food, as well as legal, justice and law enforcement for SGBV survivors.
    - SGBV prevention activities: it was found that refugee communities are not always consulted in the design of programs, awareness activities and materials are not targeted to include all groups, and community-based protection is not often integrated into SGBV programming.

53 GBV IMS (2018)

54 UNHCR (2019). "Jordan Factsheet: October 2019." https://reliefweb.int/sites/reliefweb.int/files/resources/72076.pdf

55 GBV IMS (2018)

56 UNFPA. "2019 Impact Assessment Report of the UNFPA Multi-Country Response to the Syria Crisis: Turkey, Syria, Lebanon, Iraq and Jordan Programmes."

Outreach to inform about services needs to be strengthened. There are limited opportunities for women empowerment activities and those are not always linked to income generating opportunities; if these activities are available women cannot attend if they cannot find childcare. There is a lack of awareness at the community and staff level about reporting mechanisms for PSEA.

- Case management and PSS: there is a lack of coverage of transportation fees and limited adequate counselling rooms which raises issues of confidentiality. Case management organizations do not always have the in-house resources to meet urgent basic needs of survivors, such as cash, clothes, food and safe accommodation. Female survivors with older male children are not accepted in available safe shelters with their children. There are few community-led and sustainable empowerment activities for survivors.
- Health: clinical management of rape and free medical assistance not always available, and there are issues of translation. Government health staff do not always apply a survivor-centered approach.
- Shelter/Cash/Food: there is no cash for shelter in all urban locations and camps, monthly cash assistance is lacking and there are many barriers to access livelihood activities.
- Groups that are often left behind because services are not tailored, the spaces are inaccessible to them and/or staff are not adequately trained to work with them: persons with disabilities and reduced mobility, the elderly, LGBTI refugees, men, adolescent girls and widows.[57]
- Legal counselling and representation is available in camps and urban areas, however it remains a very sensitive area of service provision – most decline referrals. Survivors fear retaliation if they seek legal assistance since the system does not take a survivor-centered approach and there is a lack of confidentiality. Victims are often blamed for the incident. Certain types of SGBV, such as marital rape, are not criminalized, and punishments are often too lenient. The legal system is often biased in favor of the perpetrators: in practice, Governors have placed women in administrative detention if they are seen as not complying with gender norms, such as engaging in survival sex or having a relationship without being married.[58]
- The experience of older and/or disabled women remains largely invisible. 61% of Syrian older women reported not being able to receive humanitarian assistance. They did not know where to go for assistance, and they did not feel empowered to provide feedback and ask for support. Many older women are illiterate, and have difficulties seeing and hearing. They struggle with mobility, and face gender and age-based discrimination.[59]
- Child marriage remains underfunded
- There is a 19% unmet need for family planning for Syrians in Jordan.[60]

These gaps, both financial and programmatic, stress the importance of continued and increased investment in programming for women and girls across the response, ensuring both quality targeted and tailored programming.

57 SGBV SWG (2019). "SGBV SUB WORKING GROUP: GAP ANALYSIS 2017-2019."

58 GBV IMS (2018)

59 HelpAge International (2018). "Protection concerns of older women in Jordan."

60 Jordan Department of Statistics (2019). "Jordan Population and Family Health Survey 2017-2018." Hashemite Kingdom of Jordan, USAID, UNICEF, UNFPA. The DHS Program. March 2019.



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