

**FINAL REPORT**

**JORDAN COUNTRY  
PROGRAMME EVALUATION  
2018-2022**

**FINAL EVALUATION REPORT**



**NOVEMBER 2022**

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# Executive Summary

## Introduction

a. In line with the UNICEF Evaluation Policy, the purpose of this Country Programme Evaluation (CPE) 2018-2022 was to provide impartial and independent evidence to assist the UNICEF Jordan Country Office and Jordan authorities and decision-makers in designing the next UNICEF programming cycle as well the UN system joint programming in Jordan.

b. The CPE examined the entire Country Programme, including the period during the evaluation, with a particular focus on the Education, Health, Social Policy / Social Protection, and WASH sections, and the response to the COVID-19 pandemic. Youth and Adolescent Development and Child Protection programming were considered within the context of the overall Country Programme and through Outcome Harvesting of completed evaluations, reports, and interviews and other key documents.

## Approach and Methodology

c. The evaluation was guided by the OECD-DAC evaluation criteria of Relevance, Coherence, Efficiency, Effectiveness, Impact and Sustainability. The criterion of Connectedness was also considered as the programme is covering implementation in a nexus environment where the humanitarian response has significant impact on development work. Gender and human rights as cross-cutting issues were also considered.

d. The CPE combined summative and formative approaches. The former was used to assess the performance of the programme towards achieving planned and unplanned results; while the latter served to identify lessons

learned and recommendations which contribute to the next CPD.

e. Participatory and utilization-focused approaches were deployed, ensuring engagement with key evaluation users at each stage of the evaluation process, and fostering ownership of and use of the evaluation results.

f. A mixed-methods approach was adopted, enabling the CPE to triangulate various sources of information and perspectives. As such, quantitative and qualitative techniques were used to ensure a comprehensive, robust, and evidence-based understanding of the programme under evaluation, which in turn allowed for the development of insightful findings, reliable conclusions, relevant lessons learned and targeted recommendations.

## Relevance

g. UNICEF Jordan designed a CP that was relevant to the needs of vulnerable populations in the country, aligned with government priorities, supportive of UNICEF change strategies and emerging priorities. The CP is well aligned with the humanitarian and development situation of Jordan and responds to priority needs of vulnerable children in the country, which continues to grapple with the human and financial implications of the protracted Syrian crisis. Importantly, the CP has been flexible in developing and adapting programming to quickly react to the crisis caused by the COVID - 19 pandemic.

h. Programmatically, the relevance of the CP stems from the use of the vulnerability-based approach across the different CP components. Using this approach, the CP targets all vulnerable children, regardless of status, ability, or nationality, with an emphasis on the most vulnerable. In so doing, it has recognized the potential for increased tension and societal

challenges caused by prolonged settlement of refugees and has, therefore, promoted social cohesion in all interventions.

i. Progress has been made on integration of cross cutting issues but enriching, entrenching and producing improved results requires more resources and determination. Integration of children with disabilities into programming has occurred and demonstrable progress in expanding support for Persons with Disabilities (PWD) in some areas has been notable, for example in the form of the National Registry for Children with Hearing Disabilities. Efforts have been made to integrate the cross-cutting issue of gender in UNICEF interventions, however achieving transformational change will necessitate continued and expanded efforts. A climate lens (not just responsive but preferably robust programming) has not been observed in planning, although some movement is taking place in raising awareness of the climate crisis and engaging youth and adolescents through selected programming.

## Coherence

j. The CP is in line with the strategies of other stakeholders in Jordan. Coherence has been ensured through engagement, consultation, and coordination with stakeholders (through the Jordan Response Plan) in the development and implementation of UNICEF's programs. The aim has been to avoid duplication, while ensuring complementarity with other actors' interventions. Through Sector Working groups, UNICEF as a Sector lead or member, collaborates with other partners to ensure investments are focused, coherent and responsive to the needs of the most vulnerable.

k. While UNICEF's leadership role in education has been observed, it could be improved in the WASH sector where UNICEF is the lead Agency. While programming has ensured that no one is left behind in one of the most water insecure countries, UNICEF has been

challenged to mobilize expanded contributions or enriched government participation.

l. Government of Jordan (GoJ) participation could be more vigorous in some program areas, and there remains concern CP resources are placing coordination function ahead of advocacy in some areas (i.e., providing services for the government instead of advocating for change with the government).

## Efficiency

m. UNICEF's Programme demonstrating economical / financial efficiency, and the CP has achieved efficiency gains in its work in refugee camps through local contracting and reducing administrative costs. This approach has also allowed for improved use of human resources, making staff resources available to work in other aspects of the programming. Technology solutions have produced system level change, such as those used in the TAKAFUL programme. Electronic registration, payment, and money transfers (digitally) has enabled the National Aid Fund (NAF) to cover all 12 governorates in a cost-effective way.

n. Additionally, UNICEF has further increased efficiency through "direct implementation and rationalization" strategies, notably in the Makani programme where the cost per child was modest and budgetary allocations to different programme components and other cost categories were adequate. With the rationalization strategy, UNICEF phased out and/or terminated partnerships with some NGOs and INGOs whose performance was weak. These measures created opportunities for substantial savings but also better distribution of resources.

o. Regarding timely implementation of the Country Programme, the lens must be viewed pre- and post-COVID period. Prior to the COVID-19 outbreak, the program was implemented in a timely manner. In COVID-period, delays encountered were principally beyond UNICEF's

control, due to the security measures, the health regulation system of COVID-19, and due to GoJ procedures. For example, the implementation of Early Childhood Education was delayed due to a lack of funding at MoE despite planning completed by UNICEF, including training workshops for the new Parenting Awareness programme.

## Effectiveness

p. UNICEF reporting indicates that nearly all programmes are on track or have met expectations and are contributing towards stated programme outcomes. This analysis takes into account the dislocation and delays to planned programmes as a result of COVID-19.

q. UNICEF Jordan has strengthened the capacity of government institutions and civil society organizations, notably through the development of sector planning documents, strategies, and policies. This is evident in the work of the Education, WASH, SPP and Child Protection sections. For example, in 2019, with UNICEF support, the GoJ launched the National Social Protection Strategy 2019-2025. To ensure implementation of this strategy, UNICEF equally supported the MoSD and the Ministry of Planning and International Cooperation to finalize a three-year work plan, and to initiate an Implementation Support Unit to oversee the coordination and implementation of the strategy. Together, these instruments have helped to strategically reposition the country in terms of social protection, and to move a step from improved policies to actual policy implementation, thus allowing to change the conditions of children in the country.

r. The UNICEF multifaceted approach has allowed for supporting a comprehensive set of interventions in the most disadvantaged districts. In that regard, the Makani programme provided a package of integrated social protection services in three main areas: learning support services, community-based child

protection and life skills training. In all three service areas, UNICEF ensured outreach and appropriate referral services, thus enhancing access of vulnerable children and youth to solutions and systems available outside the Makani program.

s. The CP supported the establishment of improved information systems that enable situation monitoring and research on children's issues. Notably, NAF was supported with the development and maintenance of a management information system, including a two-way SMS platform to facilitate registration and communication with beneficiaries, opening of mobile wallets, and processing of grievances. UNICEF coordinated with NAF to develop a baseline report on the socio-economic conditions of the families applying for the NAF cash assistance program Takaful, with specific focus on the multiple deprivations faced by children of those families. This report has served to increase the level of accountability of social programming by the GoJ, while providing evidence to better inform policies and amendments.

t. The CP supported activities aimed at generating evidence and knowledge on issues relating to the rights of children and adolescents in the country. This evidence is used by various national and regional partners to inform relevant social protection measures. The Geographic Multidimensional Vulnerability Analysis is one such activity, which helped create a harmonized and standardized tool that allows an in-depth understanding of the determinants of children's vulnerability and poverty in Jordan.

u. Delivery of programmes focuses on short-term/intermediate results where reporting indicates progress at all levels. Analysis and enhanced reporting on longer-term outcomes would improve appreciation of UNICEF's longer-term efforts and mobilization of contributions.

v. Political and economic factors have been the major factors influencing the achievement of CP results, the continuity

between social policy work and implementation and in some cases the level of investments. Frequent changes within Ministries have forced UNICEF to often repeatedly re-engage with new personnel who may take new positions on initiatives. This is an inefficient approach, but certainly not one within the control of UNICEF unless the initiative is dropped or downgraded.

w. Despite efforts to respond to the COVID-19 crisis, the pandemic has limited continued progress in all programme components. For example, Challenges remain in the ability of children to engage with distance education due to limitations of data, connectivity, compatible devices, and IT skills. Girls and children with disabilities face challenges and need targeted support.

x. Internal factors that influence the achievement of the CP results (example: in health and nutrition sectors) include a lack of resources, and opportunities for increased communication, integration across sectors, and evaluation of interventions.

## Sustainability

y. UNICEF Jordan has made substantial efforts to work with a wide spectrum of stakeholders to develop lasting partnerships, which can be maintained beyond the current CP. For instance, through a strategic partnership for the National NAF (i.e., Takaful Programs) ensuring thousands have received critical support, the CP has enabled changes to the NAF that are structural and long term and will be sustainable through commitments of GoJ.

z. UNICEF system strengthening programmes have fostered national ownership to a high degree. Their efforts were integrated within the existing operating system through partnership models, such as Takaful, NAF, ECE, MAAN, Learning Bridges, with the MOE. In addition, the communication and coordination between UNICEF and key stakeholders created a greater foundation for their ownership. Finally,

UNICEF's respect for the technical expertise of their partners allowed for best practices and decision making to be decided by the partners.

aa. In the SPSP Section, the design and implementation of programmes such as Makani and Hajati emerged through collaborative processes between UNICEF Jordan and key government institutions, as well as development partners operating in the social protection sector. By embedding these programmes within a planning mechanism that is both multi-sectoral and inter-agency, the programmes were not just perceived as UNICEF's programmes, but were appreciated and actually owned by all involved actors.

UNICEF efforts in education, WASH, Youth and Adolescent Development, Child Protection combined have contributed to the sustainability of results. Similarly, efforts in Health and Nutrition have ensured improved practice on care for new-borns and children and positive parenting. Importantly, UNICEF has supported longer term reflection on child and youth development which has led to system enhancements and supports effecting change which is enduring and integrated into the GoJ policies, plans and programs.

bb. However, the evaluation found that, for some interventions, ownership of results is unlikely or not fully guaranteed. For example, the temporary nature of the camps makes the sustainability of UNICEF-supported WASH infrastructure and associated services challenging. The Government of Jordan is not in favour of making camp infrastructure permanent, and it is not always clear what the fate of the water and wastewater systems developed with the support of UNICEF in the camps will be, should the camps get closed.

## Impact

cc. Innovative initiatives have been identified at community level and executed which have helped to diminish potential conflicts

and promote greater social cohesion. At a higher level, universities and institutions have integrated Syrian refugee students into the higher education system. For example, LTUC targets Syrian students from the refugee camps and other refugee nationalities with the support of UNICEF to obtain the necessary documents. T

dd. here are indications that overall acceptance, cooperation, and social cohesion at the community level between the host community and the refugees has increased. Amongst children and youth, UNICEF reports a 35% increase in willingness to play and work with other students of different ages and nationalities. Different programme interventions contributed to social cohesion. For example, the expansion of WASH services to the most vulnerable people in Jordan (e.g., through rehabilitation of WASH systems in highly vulnerable areas) contributed to the protection of human rights and social cohesion in communities.

ee. Despite efforts to promote social cohesion and inclusion, one of the remaining challenges in Jordan is limited participation of women in the labor force as compared to men. This finding is consistent with the most recent statistics on women employment in Jordan.

## Connectedness

ff. UNICEF-supported programmes have allowed the GoJ to deal with the emergency needs of families and children, while at the same time providing a solution to developmental issues such as fighting child labour and preparing the youth for labour market. The program also strove to transition from emergency interventions to a more nexus-oriented approach.

Importantly, in the areas of Education and WASH, the humanitarian interventions have supported progress towards the humanitarian to development shift or contributed to development interventions (Nexus). However,

achieving a fully developed nexus approach in the Jordan requires high-level political commitment, a clear vision and long-term resources going forward. To assist the transition, UNICEF is changing its advocacy approach to ensure donors understand the need to provide resources for the development-humanitarian nexus.

## Lessons Learned

gg. The key lessons from the analysis of the findings are as follows: (1) an early start of planning and partner engagement delivers better understanding of objectives, coordination, and collaboration ; (2) flexibility and agility are key to effective programming in a complex and ever-changing context; (3) Cash Plus approaches may have a more powerful and long-lasting effects than cash transfer alone; and (4) a more inclusive and targeting approach with more relaxed targeting thresholds is beneficial for addressing economic and social vulnerabilities of children and families.

## Recommendations

**Recommendation 1:** New planned programming of UNICEF should be based on the most current situation building on the data provided by the vulnerability analysis considering the regional context and impact of COVID-19. Early evidence points to an increasing number of vulnerable persons in Jordan, and a corresponding decline in the vulnerable populations' economic and social situational context and environment. A potential implication of this is increased tension between camps and host communities which limit social cohesion. To mitigate the effect of dislocation, workshops can be organized to connect all groups of the community and foster stronger bonds between camp residents and host communities. Priority: High, Stakeholder: UNICEF Jordan



**Recommendation 2:** ICT is clearly a key area of intervention in education, and there is potential sector for growth at national level, with long-term shift in education training using ICT related, particularly in the area of skills development, where Jordan has been challenged to move the needle forward. The next UNICEF CP 5-year strategy needs to include and focus on digital literacy access to technology and access to internet for learning. Not only does this enable accessibility in times of crisis but serves to address remote communities who need support and improved access. As can be seen during COVID-19 closure, this system change work enable UNICEF to support the Government of Jordan to enhance social protection coverage and coordination of social protection programmes (work which should also be built upon). Priority: Medium, Stakeholder: UNICEF, Ministry of Education, Ministry of Information and Communications Technology, and Ministry of Social Development.

**Recommendation 3:** The Jordan Country Office should continue its efforts towards (and advocacy for) a full application of the humanitarian-development (nexus) approach to ensure that UNICEF's humanitarian interventions create benefits for the developmental interventions and have a lasting impact on the living conditions of the Jordanian populations. As part of the change strategy advanced by the UNICEF Strategic Plan 2022-2025 this includes systematically linking analysis, planning and monitoring of results and financing. Reflecting on past efforts and work in what has been considered as Nexus programming, identifying and monitoring results will enable improved identification of what the approach has yield and progress achieved along the humanitarian to development continuum. Priority: High, Stakeholder: UNICEF Jordan

**Recommendation 4:** In the next programming cycle, the UNICEF Jordan Country Office should apply a gender, climate, and disability lens in a targeted way with an eye on achieving measurable substantial results. This is of critical importance as UNICEF has elevated

programming on gender, disability rights and ensuring a sustainable climate and environment within its Strategic Plan 2022-2025.

The next CP should increase efforts to integrate identifiable gender-equality programming for transformative results., working across all country programs in pursuit of the UNICEF objectives of redressing gender inequalities, removing structural barriers, working to change harmful gender norms, and empowering girls, women and disadvantaged people from diverse population groups.

Climate change is expected to have a significant impact on Jordan, most likely leading to increased temperatures, variation in precipitation patterns, extreme weather events, and flash flooding. UNICEF Jordan has implemented some interventions aimed to contribute to creating climate resilient institutions and communities in the country, thus indirectly strengthening Jordan's capacity to deal with climate change. It should continue and build upon with support safe and sustainable climate and environment for children, maintaining WASH programming and continuing the involvement of youth as engines for leading awareness on the importance of addressing climate issues.

Its efforts in promoting and protecting the rights of children with disabilities could be supplemented with enhanced commitments to capacity building for teachers and support for service delivery for communities in remote areas with vulnerable children. Priority: High, Stakeholder: UNICEF, Ministry of Education, Ministry of Environment, Ministry of Water & Irrigation

**Recommendation 5:** Careful consideration of priorities and presentation of the new Country Program through string engagement with stakeholders is important. UNICEF should present programming adjustment and changes as a reflection of addressing the needs of the most vulnerable; the increased demands being

placed on UNICEF to ensure there is a sound understanding of the approach and the reduced resources available for the Jordan CP, to ensure there is misunderstanding that this is an indication of reduced UNICEF interest or needs of Jordan's children. Priority: Medium Stakeholder: UNICEF





# Acronyms

BFHI	Baby Friendly Hospital Initiative
C4D	Communication for Development
CBO	Community Based Organizations
CCF	Common Cash Facility
CO	Country Office
COVID-19	Coronavirus Disease - 2019
CP	Country Programme
CPD	Country Programme Document
CPE	Country Programme Evaluation
CRC	Convention on the Rights of the Child
CSO	Civil Society Organizations
DAC	Development Assistance Committee
DoS	Department of Statistics
DFAT	Department of Foreign Affairs and Trade (Australia)
ECD	Early Childhood Development
ECE	Early Childhood Education
EJC	Emirati Jordanian Camp
EU	European Union
FAO	Food and Agriculture Organization of the United Nations
FCMT	Family and Community Medicine Team
FGD	Focus Group Discussion
GoJ	Government of Jordan
INGO	International Non-Governmental Organization

INS	National Institute of Statistics
IPC	Infection Prevention and Control
IR	Inception Report
JCO	Jordan Country Office
JNMNS	Jordan National Micronutrient and Nutrition Survey
JRP	Jordan Response Plan
JICA	Japan International Cooperation Agency
JUST	Jordan University of Science and Technology
KII	Key Informant Interview
KG	Kindergarten
LSCE	Life Skills and Citizenship Education
LTUC	Luminus Technical University College
M&E	Monitoring and Evaluation
MENA	Middle East and North Africa
MENARO	Middle East and North Africa Regional Office
MICS	Multiple Indicator Cluster Survey
MTR	Mid-Term Review
NAF	National Aid Fund
NFE	Non-formal education
NGO	Non-Governmental Organization
NORAD	Norwegian Agency for Development Cooperation
OECD	Organisation for Economic Co-operation and Development
PF4C	Public Finance for Children
QA	Quality Assurance

RFF	Results and Resources Framework
RNA	Rapid Needs Assessment
SDG	Sustainable Development Goal
SPSP	Social Policy and Social Protection
SOP	Standard Operating Procedures
SRP	Strategic Response Plan
ToC	Theory of Change
ToR	Terms of Reference
TVET	Technical and Vocational Education and Training
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Group
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UN-HABITAT	United Nations Human Settlements Programme
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNRWA	United Nations Relief and Works Agency for Palestine Refugees
USAID	U.S. Agency for International Development
USD	United States Dollar
WASH	Water, Sanitation and Hygiene
WFP	World Food Programme
WHO	World Health Organization

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# 1 Country Context and Jordan-UNICEF Country Programme (2018-2022)

## 1.1. Country Context

### Demographic context

1. The population of Jordan is 10.8 million, with 51% of people under the age of 30 and 32% children.<sup>1</sup> This offers a vast demographic window of opportunity to better engage the country's youth economically, socially, and civically, yet, 37% of Jordanians aged 15 to 24 are unemployed (76.2% male and 23.8% female).<sup>2</sup> A mismatch between the skills of recent high school graduates and the need of the economy continues to constrain youth from realizing their potential and hampers economic growth.<sup>3</sup>
2. The results of the last census show that the population of Jordan reaching 9,531,712 people in 2015. Of these, 6.6 million were Jordanians, or about 69%, and about 31% non-Jordanians. Jordan hosts nearly 3 million non-Jordanians, including 1.3 million Syrians<sup>4</sup>, of whom 656,000 were registered as refugees as of February 2017.<sup>5</sup> The population is unequally distributed, with 75% of the population living in three governorates (out of 12), and 42% in the Amman governorate alone.<sup>6</sup>

### Socio-economic context

3. In Jordan, the incidence of poverty is higher in rural areas, with one third of the poor living in those areas and the remaining two thirds living in urban areas.<sup>7</sup> People living in hard-to-reach areas, including the 5.9% of Syrians currently living in 'informal tented settlements'<sup>8</sup>, are particularly vulnerable.
4. There exist complexities around the children of the 140,000 Palestinian refugees from Gaza, who are classified in a different category than prior Palestinian refugees and face specific legal challenges to gain citizenship.<sup>9</sup>

<sup>1</sup> Government of Jordan Department of Statistics (2016). Jordan Population and Housing Census 2015: Main results.

<sup>2</sup> Government of Jordan Department of Statistics (2021). Population and Housing Data Bank. [http://dosweb.dos.gov.jo/censuses/population\\_housing/](http://dosweb.dos.gov.jo/censuses/population_housing/)

<sup>3</sup> Centre for Strategic Studies, University of Jordan with International Labour Organization, Ministry of Labour and Government of Jordan Department of Statistics (2016). National Child Labour Survey 2016 of Jordan.

<sup>4</sup> Government of Jordan Department of Statistics (2020). Population Data Bank. <http://dosweb.dos.gov.jo/population/population-2/>

<sup>5</sup> UNHCR (2017). Operational Data Portal Refugee Situations. <https://data.unhcr.org/en/situations/syria>, accessed February 2017

<sup>6</sup> Ibid.

<sup>7</sup> UNDP (2013). Jordan Poverty Reduction Strategy, Final report.

<sup>8</sup> UNHCR (2014). Living in the Shadows – Jordan Home Visits Report 2014, p. 52.

<sup>9</sup> UNRWA (2014). Financial Report and Audited Financial Statement.



## Covid-19 context

5. The COVID-19 pandemic exacerbated the existing socio-economic challenges in Jordan exposing the fragility of SMEs which form the core of the economy, vulnerable households and the challenges facing youth entering the labour market.
6. Jordan's unemployment rate went down by 2.2% in the first quarter of 2022 to 22.8%, compared with the same quarter of 2021, according to the Department of Statistics (DoS - June 20, 2022); while the unemployment rate for men dropped by 3.7%, it grew by 3% for women. Unemployment rates differ by educational level and gender - 24.6% of unemployed males hold a bachelor's degree or higher compared to 78.7% of unemployed females. At the governorate level, Mafrq has the highest unemployment rate of 28.7%, while Zarqa has the lowest rate of 19.2%.<sup>10</sup>

## 1.2. Government response to development challenges

7. In response to the above issues, the Government of Jordan (GoJ) adopted the National Vision and Strategy (2025), which renews its focus on integrated social and economic development, capitalizing on the demographic transition as the country's large generation of young people move into working age.
8. The Jordan Poverty Reduction Strategy 2013–2020 was developed before the refugee crisis, but the Government and its partners have leveraged international support to respond to the impact of the influx of refugees. Other GoJ's responses include the adoption of the National Social Protection Strategy (2019-2025), the expansion of the National Aid Fund (NAF), and the response to the COVID-19 pandemic.
9. To address the health and socioeconomic impacts of the pandemic, the GoJ developed a series of plans and programmes to support vulnerable households and workers, and implemented measures designed to support businesses, including delayed tax payments, partial payments of salaries, and special loan programmes for small- and medium-sized enterprises. It launched its COVID-19 vaccination programme in January 2021, which includes equitable access to vaccines for anyone residing in Jordan (including refugees).

<sup>10</sup> Jordan Times, June 20, 2022.

## 1.3. The Jordan-UNICEF Country Programme

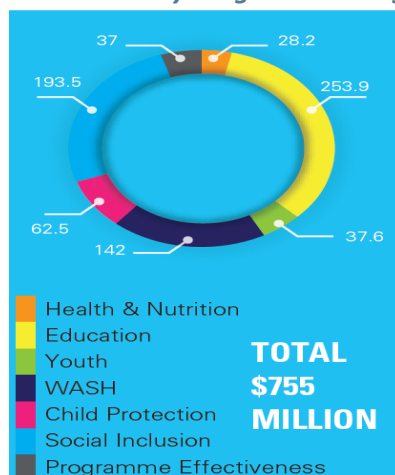
### Programme objectives and focus

10. The Jordan Country Programme 2018-2022 (CP) supports the GoJ's National Vision and Strategy 2025 and the Jordan Response Plan and is rooted in the overall UNICEF 2018-2021 Strategic Plan. The CP focuses on the most vulnerable children, in policy engagement and advocacy as well in programme management and service delivery, to reduce the growing disparities in the country.
11. In bolstering national capacity systems and resilience of national systems, UNICEF has placed emphasis on strengthening government systems at all levels, from policy level to the planning, monitoring and overall management of services within communities, in order to improve the quality, accessibility and inclusivity of basic services for all children.
12. UNICEF's approach and support aimed to contribute to the establishment of a comprehensive national social protection system that reaches all children in Jordan. This meant addressing the structural and intergenerational dimensions of inequity – targeting vulnerable children from all nationalities, including those involved in labour, living with disabilities and those from marginalized minority groups.
13. UNICEF maintains that its work in systems strengthening is based on the belief that it is essential to build the resilience of national institutions and communities against the protracted regional crisis as well as any future acute shocks. It is further argued that a medium to longer-term perspective is required to enable effective policy engagement and comprehensive capacity development at all levels that will result in more cost-efficient and sustainable actions.

### Programme budget

14. The CP-funded budget is USD 755 million for the 2018-2022 period. Budget allocation per Component is shown in Figure 1.1. Considering the scope of the challenge, the CP budget is large and reflects the supplemental resources which are much larger than the regular CP budget funds.

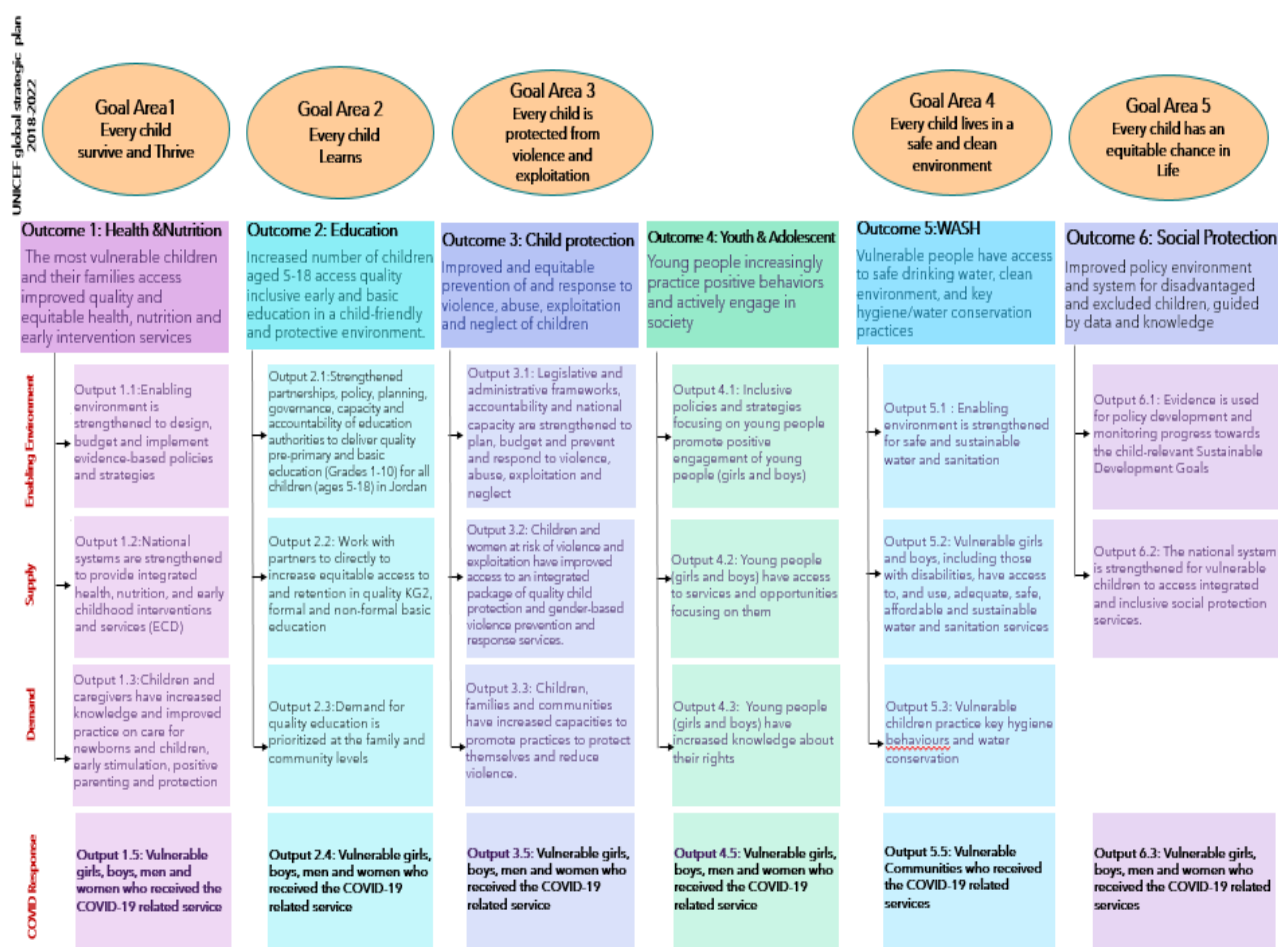
**Figure 1.1: Jordan Country Programme Budget 2018-2022**



## Expected Programme Results

15. The expected overall outcome of the Programme is that all vulnerable children in Jordan are healthy, educated, resilient, tolerant, innovative, critical thinkers and agents of positive change in their communities (see Figure 1.2). At the next layer, the Country Programme has six specific expected outcomes which align with UNICEF's 2018-2021 Global Strategic Plan five goal areas. The Expected Outcomes are outlined in the Results and Resources Framework (RRF) 2018-2022 from the Country Programme Document (CPD), which has been revised following the COVID-19 outbreak.<sup>11</sup> Each one of these outcomes is associated with a particular section of work.

Figure 1.2: Country Programme Document RRF with COVID outputs and 2022 targets<sup>12</sup>



<sup>11</sup> Jordan Country Office, Modified RRF including COVID-19 response.

## Programme Implementation Approach: The Vulnerability Approach

16. A Geographic Multidimensional Vulnerability<sup>12</sup> Analysis was executed to support the programme implementation.<sup>13</sup> Recognizing the protracted nature of the Syrian crisis, the UNICEF 2018-2022 CP shifted from the narrower focus on refugee children to a broader vulnerability-based approach that aims ultimately at reaching all vulnerable children in the country, regardless of status, ability, or nationality. UNICEF's vulnerability approach in Jordan argues that it enables the organization to promote social cohesion among children of various nationalities and backgrounds, between boys and girls and through the life cycle of interventions.

## Programme Components

17. The Programme has six components which are briefly described below. For more information regarding the Programme components, refer to Appendix XII.

### Health and Nutrition

18. The health and nutrition component involves interventions aimed at responding to Jordan's humanitarian and developmental priority needs. To achieve equitable access to quality health and nutrition services for every child, UNICEF works to strengthen the capacity of national health systems and prioritises actions that have the greatest impact on vulnerable children. Key stakeholders include the Ministry of Health, Health Accreditation Council, Jordan University of Science and Technology (JUST), International Medical Corps and HumaniTerra International. Key initiatives include:
  - Supporting quality maternal and newborn care through the 'Mother-Baby Friendly Hospital' network with newborn intensive care, pediatric units and breastfeeding promotion;
  - Scaling up nutrition interventions that reduce micronutrient deficiencies and obesity among children;
  - Reaching the most vulnerable children with mobile integrated services, including health, nutrition and early detection and early intervention services;
  - Rolling out the School Health Initiative to access the growth and health status of children, and to educate them on healthy behaviours;
  - Providing mobile vaccination to reach children missed by routine immunization services;
  - Improving the reach of primary health care services to reach the most marginalized children and strengthening the cold chain.<sup>14</sup>

### Education

19. The education component involves interventions aimed at the humanitarian and developmental needs of Jordan by providing quality education for all vulnerable children of school age, including

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<sup>12</sup> UNICEF defines vulnerability as follows: "Vulnerability is the interaction between both exposure to risk and one's capacity to respond and cope. The focus on economic and social vulnerability in UNICEF's definition is based on an understanding of poverty and deprivation as multi-dimensional and dynamic. Social protection programmes and policies must address both social and economic vulnerabilities together, along with their underlying drivers."

<sup>13</sup> UNICEF. Geographic Multidimensional Vulnerability Analysis, Jordan. February 2020. [Report English.pdf \(unicef.org\)](https://www.unicef.org/jordan/health-and-nutrition)

<sup>14</sup> UNICEF (2022). Jordan Country Programme Health and Nutrition. <https://www.unicef.org/jordan/health-and-nutrition>

Syrian refugees in camps. This includes ensuring access to all levels of education, improving quality and outcomes, creating a safe learning environment, and providing alternative non-formal education programmes. Key stakeholders include the Ministry of Education, Mercy Corps, MECI, Quest Scope, Madrasati, Islamic Charity Society and East Amman Charity. UNICEF's evidence-based education interventions for children include:

- Supporting the Government to build a more inclusive and accessible education system for all children, including making all public schools inclusive by 2028.
- Supporting quality preschool education and stimulating caregiving services for all children. This includes supporting the Government to achieve the universalization of Kindergarten (KG) 2 by 2025 through:
  - Opening new KG classrooms in refugee camps and in community-based centres across Jordan and mainstreaming play-based and child-centred learning in the curriculum and teacher training;
  - Strengthening the system for KG provision through a one-stop shop for licensing, quality assurance and capacity building of teachers and service providers;
  - Implementing an innovative cash-transfer programme for families in the most vulnerable districts to enable them to enroll their children in KG 2.
- Supporting the provision of non-formal education, certified by the Ministry of Education and available for children and adolescents aged 9-20 years who are outside of formal education.
- Bringing together education, youth engagement and child protection programmes to help create a better learning environment for children and youth in Jordan, including:
  - Support scaling the capacity of the Ministry of Education to improve teacher performance and motivation to improve student learning;
  - Supporting safe learning environments, including for children with disabilities;
  - Enhancing social cohesion for all young people;
  - Stepping up prevention, reporting and response to violence against children.<sup>15</sup>

### *Child Protection*

20. The child protection component contributions support a robust legislative environment and strong national capacity to plan, budget for and implement projects that prevent and respond to violence, abuse, exploitation, and neglect of children. The key stakeholders include National Commission for Family Affairs, Ministry of Social Development, Makani, Family and Juvenile Protection Department and Ministry of Justice. Key initiatives include:

- Reaching boys, girls and women at risk for violence and exploitation with an integrated package of quality child protection and gender-based violence prevention and responsive services;
- Providing children with psychosocial support through Makani centres (over 110,000);
- Equipping children, families and communities with the knowledge and skills they need to protect themselves and reduce violence - including bullying;
- Improving the conditions of shelters and providing quality services for survivors of violence;

<sup>15</sup> UNICEF (2022). Jordan Country Programme Education. <https://www.unicef.org/jordan/education>

- Promoting positive parenting skills to parents and caregivers to create violence-free homes;
- Advocating for legislative and policy reform for children, including the Childhood Law and Juvenile Law.<sup>16</sup>

### *Adolescents and Youth*

21. The adolescent and youth section works closely with the government, civil society, and the private sector to empower young people to positively and actively engage in society - and to ensure that every young person is in education, learning, training or employment by 2030. Considering the scope of the challenge, a key focus is on using UNICEF's investment to leverage partnerships and encourage wider investment involving key stakeholders such as Ministry of Youth, Luminus, GFP and Makani. Key initiatives include:
  - Providing education, life skills and training to effectively support young people in their transition from school to work, and support youth to access meaningful employment and self-employment;
  - Supporting young people to become future ready through Innovation Lab programmes;
  - Providing meaningful opportunities for young people to engage in their community through volunteering;
  - Scaling up innovative partnerships with private sector and civil society organizations.<sup>17</sup>

### *Social Policy and Social Protection*

22. UNICEF provides an integrated package of support for the most vulnerable children and youth in Jordan, while also supporting the GoJ to develop and implement social protection and poverty reduction strategies. Key stakeholders are the Ministry of Social Development and National Aid Fund. These interventions include:
  - Spearheading the network of 151 Makani "My Space" centres supporting over 177,000 children, youth and parents, with access to safe learning opportunities - as well as integrated community-based child protection, early childhood development, life skills and social innovation training;
  - The Hajati cash transfer programme - a monthly child grant to allow vulnerable girls and boys to enroll, and stay, in school;
  - Providing technical support to strengthen national systems, including National Aid Fund, to more effectively reach the most vulnerable children and their families;
  - Supporting the development of a child-friendly and equity-focused national social protection and poverty reduction strategy;
  - Generating evidence to inform policy, including the development of a national Multidimensional Poverty Index, and undertaking frequent monitoring of children, youth and women in Jordan to better understand the impact of the changing economic situation on families.<sup>18</sup>

<sup>16</sup> UNICEF (2022). Jordan Country Programme Child protection. <https://www.unicef.org/jordan/child-protection>

<sup>17</sup> UNICEF (2022). Jordan Country Programme Youth. <https://www.unicef.org/jordan/youth>

<sup>18</sup> UNICEF (2022). Jordan Country Programme Social protection. <https://www.unicef.org/jordan/social-protection>

### *Water, Sanitation and Hygiene (WASH)*

23. The WASH component is focused on interventions aimed at responding to the country's humanitarian and development priority needs. UNICEF supports immediate, sustainable, and high impact projects, with a focus on water and environmental conservation, to increase access to safely managed water and sanitation services for the most vulnerable children and their families. Working closely with the Ministry of Water and Irrigation, and key stakeholders, UNICEF interventions support policies and strategies that improve the water supply and sanitation infrastructure in cities, schools, refugee camps and at community and household levels. The interventions also promote social cohesion and equitable access to water and sanitation for the most vulnerable children, including:
- Supporting vulnerable families in host communities with improved water systems and wastewater infrastructure that are sustainable and climate resilient and expanding coverage to unreached areas;
  - Improving WASH facilities and improving hygiene behaviours in host community schools;
  - Providing Syrian refugees in camps and hard-to-reach areas with access to an adequate quantity of safe water (tankering and water infrastructure) and appropriate sanitation facilities;
  - Building and operating of cost-effective and sustainable water and wastewater networks in Azraq and Za'atari refugee camps, improving both the quality of the water supply and its equitable distribution and improving the lives of over 100,000 refugee children and their families;
  - Scaling up alternative water technologies, including water saving and reuse, and engaging children as agents of change on water conservation, in communities and through school Environment Clubs.<sup>19</sup>

### *COVID-19 Response*

24. Cognizant of the fact that the COVID-19 pandemic was unprecedented and would hit the most vulnerable families in Jordan the hardest, the Jordan Country Programme 2018-2022 contributed to the country's response to COVID-19. UNICEF mobilized resources urgently to address COVID-related emergency needs – including water, sanitation, social protection, and education, among others. UNICEF Jordan's COVID-19 response aimed to keep families safe, while minimizing the impact of secondary shocks caused by the outbreak and related control measures such as school closures, overburdened local health systems, increased protection risks in the home and economic pressures. The activities supported by UNICEF to deal with the COVID-19 and their results are further analysed in section 4.4.1.

<sup>19</sup> UNICEF (2022). Jordan Country Programme water, sanitation and hygiene. <https://www.unicef.org/jordan/water-sanitation-and-hygiene>



## 2 Evaluation Purpose, Objectives, and Scope

### 2.1 Purpose

25. In line with the UNICEF Evaluation Policy, country programme evaluations are mandatory for every second programming cycle. The Jordan Country Office (JCO) did not have a country programme evaluation during its last programming cycle and is therefore mandated to conduct a country programme evaluation at this point in time.
26. It is within this context that the GoJ and UNICEF JCO have begun discussions about the priorities, strategies, and resource requirements of the next CP for the period 2023-2027.
27. The purpose of the evaluation is to provide impartial and independent evidence to assist the JCO, Jordan authorities and decision-makers to inform the next programming cycle as well as to contribute to the UN system joint programming in Jordan. The evaluation is also expected to ensure that the programme was both relevant and effective in meeting the needs of children and their families in Jordan, to enable better programming for UNICEF and the GoJ on the way forward.
28. The primary users of the evaluation are the UNICEF JCO and the GoJ programming. Through publication in the GEROS system, the evaluation will provide a transparent demonstration of the country programme over the period under review.

### 2.2 Objectives

29. The JCO sought to ascertain how effective the UNICEF programme and action has been in: (i) system enhancement; (ii) social inclusion; (iii) transitioning or overlap between the delivery of humanitarian assistance and the provision of long-term development assistance; and (iv) COVID-19 responsiveness in terms of planning, partnership, fundraising and programme implementation.
30. The evaluation has a focus on how UNICEF has been able to advance equity issues. Besides the assessment of the expected results, the evaluation also aimed at identifying potential unintended effects.

### 2.3 Scope

31. The Country Programme Evaluation examined the overall country programme 2018-2022, including the period during the evaluation. This included the COVID-19 response and the

accelerators mentioned above as well as the management of the programme and the monitoring and reporting system.

32. Following consultations with the Country Office, including the Representative, Deputy Representatives and Section Chiefs, it was agreed to have a specific focus on the Education, Health, and Social Policy / Social Protection sectors. Considering the importance of WASH in light of COVID-19 and limiting the spread of the disease, a distinct case study was also undertaken to support the analysis. Youth and Adolescent Development and Child Protection, and PME programming were considered within the context of the overall Country Programme and through Outcome Harvesting of completed evaluations, reports, and interviews and other key documents.
33. The evaluation covered all the OECD-DAC evaluation criteria of Relevance, Coherence, Efficiency, Effectiveness, Impact and Sustainability. The humanitarian evaluation criterion of Connectedness was also considered as the programme is covering implementation in a nexus environment where the humanitarian response has significant impact on development work. It also had a special focus on gender and the commitment of UNICEF towards the promotion of human rights and gender issues.

## 3 Evaluation Approach and Methodology

### 3.1 Evaluation Approach

34. The evaluation team used a combined summative and formative approach to conduct the evaluation. Summative approaches were used to assess the performance of the programme towards achieving planned and unplanned results and identifying conditions of success. The formative approach was used to identify lessons learned and recommendations to contribute to the ongoing work on the development of the next CPD.
35. The team used participatory and utilization-focused approaches, engaging with key evaluation users at each stage of the evaluation process to support ownership of and use of the evaluation and outputs (findings, conclusions, recommendations, and lessons learned).<sup>20</sup> The evaluation paid particular attention to gender as a cross-cutting theme, mainstreaming gender, equity and human rights across the evaluation questions and integrating these dimensions into the data collection tools and analysis, while reflecting a gender analysis in the evaluation findings, conclusions, and recommendations.
36. The evaluation team adopted a mixed-methods approach to evaluation which triangulated sources of information and perspectives using quantitative and qualitative techniques to ensure a comprehensive, robust, and evidence-based understanding of the programme under evaluation, which in turn allowed for the development of insightful findings, reliable conclusions, relevant lessons learned and targeted recommendations.
37. The evaluation team utilized a range of qualitative data collection tools, and both qualitative and quantitative data analysis methods to assess each criterion, key question, sub-question, and indicator. Overall, emphasis was placed on the qualitative analysis of primary sources collected by the evaluation team and on the qualitative and quantitative secondary sources provided by UNICEF, its partners, and other key stakeholders, and identified sources through their own research activities.

### 3.2 Evaluation Criteria and Questions

38. The evaluation team used the evaluation matrix (Appendix II) as a backbone to contextualize its work and organize the findings. The evaluation matrix linked the evaluation criteria with the key evaluation questions and developed sub-questions with indicators, data collections methods, and

<sup>20</sup> Patton, Michael Quinn (2008). *Utilization-Focused Evaluation*: 4th edition. Thousand Oaks, Ca: Sage Publications

data sources. Through the inception discussions, the evaluation questions were refined in consultation with the Country and Regional Offices, reviewing the wording and evaluability of questions. Table 3.1. displays the main evaluation questions.

**Table 3.1: Main Evaluation Questions**

RELEVANCE	
1.	To what extent does the Country Programme respond to the priority needs (humanitarian and developmental) of the country?
2.	To what extent has the Country Office been able to respond to changes in national needs, priorities, or shifts – including due to the COVID-19? Has the Country Office been able to maximize results for children in this environment?
3.	To what extent did the design and the interventions of the Country Programme Document integrate cross cutting issues such as gender, youth, child rights, equity, humanitarian principles, and preparedness for humanitarian crisis? Has this led to higher social inclusion?
COHERENCE	
4.	To what extent are the Country Office's programme strategies aligned to strategies of other stakeholders, (United Nations Strategic Framework, Jordan government strategies, donor strategies, implementing partners' strategies)?
EFFICIENCY	
5.	To what extent have the programme management arrangements been efficient in delivering results in an economical and timely manner?
6.	To what degree have selected approaches (programmatic, advocacy, communications, support, resources, models, conceptual framework, and national partnerships contributed to achieve planned outcomes?
7.	How successful has the change of approach, from categoric targeting (based on nationality) to a vulnerability approach been?
EFFECTIVENESS	
8.	How effective has the UNICEF Country Programme been in system building?
9.	To what extent were programme outcomes (short-term/intermediate results) delivered and did they contribute to progress toward the stated programme outcomes e.g., supporting an enabling environment?
10.	To what extent did different groups, including children (with the focus on the most marginalised ones) benefit from the Country Programme? [what was the Programme's reach – who and how many did the programme benefit]
11.	What are the major factors influencing the achievement of Country Programme outputs? (e.g., external factors - political, social economic etc., internal factors – quantity, quality, timeliness of delivery, etc.). What influence did these factors have on achievement of Country Programme outcomes?
12.	To what extent do the achieved results take gender, youth, respect for the human rights agenda, the Child Rights Convention, and humanitarian principles into account?

**IMPACT**

13. To what extent has the vulnerability approach contributed to a higher social cohesion at community level?

14. How well is UNICEF positioned and equipped to champion child and youth issues in Jordan?

**SUSTAINABILITY**

15. To what extent has the Country Programme yielded national ownership? Have any tangible efforts been made to leverage national partnerships, capacities, etc.?

16. To what degree has UNICEF's upstream work contributed to the sustainability of the Programmes?

**CONNECTEDNESS**

17. To what extent did humanitarian interventions support the humanitarian to development shift or contribute to development interventions (Nexus)? Child rights, equity and gender

18. To what extent has UNICEF Jordan been able to advance equity issues?

### 3.3 Data Sources, Collection, and Analysis Methods

39. The evaluation used qualitative as well as quantitative data collection methods. Information from the different lines of inquiry was triangulated to improve the reliability of the findings and to ensure that the recommendations are grounded in the reality. The following methods of data collection were used: (a) document review; (b) stakeholder interviews and focus group discussions (FGD); (c) and case studies.

#### 3.3.1 Document Review

40. An initial review of selected key documents took place during the inception phase as documents were made available by the Regional Evaluation Advisor and the Country Office in Amman. The evaluation team conducted a thorough second round of document review from a repository provided by the UNICEF JCO. Relevant data and information were coded and organized according to the evaluation criteria and corresponding questions which facilitated the systematic sorting, analysis, and triangulation of data. This approach was also used to organize the evaluation data and information collected from other sources.
41. A significant number of documents were reviewed, including UNICEF corporate documents, various UNICEF JCO programme management reports (annual, progress), UNICEF strategic documents, evaluations and reports produced by JCO, monitoring and progress reports concerning the different elements of the CP, as well as relevant external reports produced by other actors relating to Jordan and internationally. The list of documents consulted can be found in Appendix IV.

### 3.3.2 Stakeholder Interviews and Focus Group Discussions

42. In collaboration with the Country Office, the evaluation team identified a list of key stakeholders for consultation to participate in Key Informant Interviews (KIIs), which was validated with UNICEF Section Chiefs in the Country Office. Due to COVID-19 travel limitations, the evaluation team combined direct and remote semi-structured (group or individual) interviews that were guided by interview protocols organized around the main evaluation questions (See Appendix V).
43. Table 3.2 below describes the major categories of stakeholders who were consulted during the desk and field phases. (See Appendix III for completed KIIs).

**Table 3.2: Stakeholder Groups Consulted through Individual Interviews**

UNICEF Country Office in Amman	Representative, Deputy Representative, and head of UNICEF Country Programme components (chief WASH, chief education, chief health and nutrition, chief protection, chief child protection, chief social protection, chief adolescents, and youth). National and international staff working in sections relevant to the Country Programme as identified by the JCO.  M&E Section; Gender Specialists
UNICEF MENARO	Regional Specialists
Central, Regional and Local Governments	Representatives from the Ministry of Education, Ministry of Social Affairs, Ministry of Labour, Ministry of Youth and Sports, Ministry of Water, Ministry of Health
Private sector and civil society	International Non-governmental organizations (INGO) and Jordanian Non-governmental organizations (NGO), Associations  Royal Patronage Societies  Academia
UN Country Team (agencies) and development partners	World Health Organization (WHO), United Nations Relief and Works Agency for Palestine Refugees (UNRWA), United Nations High Commissioner for Refugees (UNHCR), World Food Programme (WFP), United Nations Development Programme (UNDP) and others that are deemed relevant by the UNICEF Country Office
Development partners (donors)	World Bank, European Union, U.S. Agency for International Development (USAID), Japan International Cooperation Agency (JICA), KfW and others that are deemed relevant by the UNICEF Country Office

44. Remote consultations were conducted using MS Teams, Zoom and WhatsApp, apart from stakeholders consulted in person by the evaluation team members based in Jordan.

### 3.3.3 Case Studies

45. As part of the Evaluation process, it was determined to conduct case studies on the largest investment components of the 2018-2022 CP, namely (1) Social Policy and Social Protection (2) Education (3) WASH and (4) the Health and Nutrition Section, considering its importance due to the COVID-19 pandemic. The Case Studies are attached as part III of the Evaluation and have served to inform the Evaluation Report in detail.

### 3.3.4 Limitations

46. Given the COVID-19 pandemic, the entire team was unable to conduct a field visit in Jordan. Interviews were conducted virtually, and triangulation was conducted via documentation to help fill this gap. However, this proved to take significantly more time as fewer interviews could be conducted daily. A team member based in Jordan who spoke Arabic conducted interviews in Arabic and supported those where translation was needed.
47. Some potential interviewees did not respond to requests for interviews. People were contacted numerous times to try to ensure participation. In the health sector, there were limited interviews conducted with those outside of UNICEF or government, which may impact the perspectives provided in the report.
48. While interviewees did offer areas for improvement as well as noting what was working well, considering there is a high turnover of staff, in particular in government, this may have had an impact on what information the interviewees had to offer during the interviews. Interviewees were guided to offer responses to the questions that indicated they had knowledge of the work with UNICEF.
49. There were few formal evaluations conducted for specific projects within the health portfolio which limited the availability of information on what works well and what does not, as well as limited the outcome and impacted data available for interventions. There was a lack of disaggregated data to better understand inequalities across groups, which limited the ability to understand these inequalities in more detail.
50. The sheer (high) number of evaluation questions was also a limitation – as this can lead to repetition for interview respondents in some cases, and in other cases it can result in questions that interviewees cannot answer in detail (e.g., some people did not know about the vulnerability approach so could not answer questions related to this). Ensuring interviewees focused on the time scope of the project, and ensuring documentation also fell into this time scope, was a challenge. For example, documentation was provided from 2016, which is far outside of the scope of this evaluation. In addition, in multi-sectoral evaluations, which include many partners, it can be a challenge to tease out contributions from one specific partner, or in one specific sector. Finally, data is constantly changing and being updated; hence, output data can be outdated a short time after it is reported on, meaning some of the data in the report must be interpreted as reflecting a moment in time. This was particularly the case with respect to the impact of COVID-19 which was evolving as the evaluation proceeded.



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### **3.3.5 Ethical Considerations**

51. The evaluation team adhered to UNICEF's Procedure for Ethical Standards in Research, Evaluation, Data Collection and Analysis (2015), the United Nations Evaluation Group norms and standards as well as the revised UNICEF Evaluation Policy of 2018. As such, the evaluation team upheld the appropriate obligations of evaluators, including maintaining the independence, impartiality, credibility and accountability of the individual team members and the evaluation process as a whole.
52. As stipulated in the Terms of Reference and the Agreement with UNICEF, specific material was required to be submitted for Ethical Review. HML conducts ethical reviews for UNICEF under UNICEF LTAS 42107154. MENARO requested the Ethics Review Board conduct a research ethics review (#446JORD21) of all relevant materials for this Country.
53. Following its review, the HML ERB issued the Ethical Review Letter of Approval for the Project which is contained in Appendix X.

## 4 Findings

### 4.1 Relevance

**Finding 1: UNICEF CP is well aligned with the humanitarian and development situation of Jordan and responds to priority needs of vulnerable children in the country, regardless of status, ability, or nationality, thus promoting social cohesion. It has been flexible in developing programming which quickly reacted to critical needs caused by the COVID -19 pandemic.**

54. UNICEF Jordan designed a CP that was relevant to the needs of vulnerable populations in the country, aligned with government priorities and plans, supportive of UNICEF change strategies and emerging priorities. As discussed in section 1.2., the CP Components are focused on serving vulnerable children in Jordan, ensuring their healthy development, safeguarding their welfare, access to education, access to emergency needs, engagement, and inclusion.
55. In its purpose and design, UNICEF's CP aligns with the key objectives of the Jordan Response Plan (JRP): (1) Strengthening program design and implementation to be more relevant to the needs of, and to reach, the most vulnerable and contribute to the enhancement of the resilience of both beneficiaries and systems; (2) Ensure meeting the protection needs of Syrian refugees and meeting the needs of vulnerable Jordanians impacted by the Syrian crisis and (3) supporting national systems to maintain providing quality services. The JRP is the only plan that serves both Syrian refugees and vulnerable Jordanians impacted by Syria crisis based on their needs and vulnerabilities, and in their specific geographical locations.<sup>21</sup>

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<sup>21</sup> Jordan Response Plan (unicef.org)

56. UNICEF's work is supportive of and considers other key national plans and strategies, supporting the continued evolution and implementation of these (see Table 4.1).

**Table 4.1: The JRP and National Plans**

Jordan National Plans						
Sector	Five Year Reform Matrix	National Renaissance Project 2019-2020	National Social Protection and Poverty Reduction Strategy	Education Strategic Plan 2018-2022	National Strategy for Human Resource Development 2016-2025	National Water Strategy 2016-2025
Education				x	x	
Public Services		x	x			
Economic Empowerment		x				
Health		x				
Social Protection and Justice		x				
Shelter			x			
WASH	x					x

Source: Jordan Response Plan (unicef.org)

57. By aligning with national and sectoral priorities, UNICEF's support targets the areas where it can have the greatest impact. Taken together, UNICEF programmes in Jordan were designed to address the humanitarian and development situation in Jordan, and the priority needs of the population, especially the most vulnerable children.
58. Programmatically, the relevance of the CP stems from the use of the vulnerability-based approach across the different CP components. Since 2018, and following the key lessons learned from the previous country program, UNICEF Jordan has focused on shifting from an almost exclusively refugee-related response to a broader vulnerability approach. This more comprehensive and systems strengthening-based approach has enabled the country office to reach more children based on their vulnerabilities, rather than nationality, through sustainable national systems. In the education sector, for example, UNICEF has supported and expanded the possibilities of inclusive education for all, including children with disabilities. Through its WASH component, the CP pursues a two-pronged strategy providing humanitarian assistance and strengthen sector institutions and, in so doing, contributes to ensuring provision of emergency WASH supplies for those in dire need and appropriate functional water and wastewater systems, thereby contributing to a cleaner and more sustainable environment for children and achievement of the Sustainable Development Goals (SDGs).
59. In a similar way, Social Policy and Social Protection (SPSP) interventions transitioned from programming based on nationality (regular programming for Jordanians principally) and status (i.e., refugee or displaced person), to one focused on meeting the needs of the most vulnerable

in Jordan. The national protection strategy (launched in 2019), which the CP provided support for, served as the entry point for UNICEF's shift in interventions.

60. Finally, with the vulnerability approach, the CP recognized the potential for increased tension and societal challenges caused by prolonged settlement of refugees and has, therefore, promoted social cohesion in all interventions. Stakeholders, UNICEF, implementing partners and government representatives confirmed that this approach has helped to mitigate the risk of growing tensions within communities, and thereby has supported the objective of improving social cohesion in communities.
61. The strengthening of the capacity of the National Aid Fund (NAF) to provide the most vulnerable children with access to the resources needed for children to have equal chances in life (e.g., Hajati Cash Transfer Programme), the development of innovative after-school programs, and youth and adolescent programming through partnerships which promote positive engagements and pathways, illustrate that UNICEF's work has improved social cohesion.
62. In 2020, UNICEF was able to identify key trends and needs in the socio-economic situation of households with children and youth through the study "Socio-Economic Assessment of Children and Youth in the time of COVID-19 – Jordan"<sup>22</sup> and the Inter-Agency Rapid Needs Assessment (RNA) conducted jointly with UNHCR and WHO.<sup>23</sup>
63. The potential devastating impact of COVID-19 on the vulnerable population<sup>24</sup> mobilized UNICEF and other UN agencies to respond to emergency challenges.
64. The Country Programme undertook rapid adjustment of its activities, refocusing and re-orienting towards COVID-19 response where it could have a substantial impact, and quickly took into account limitations imposed to contain the virus. Programme adjustments made to react and adapt to circumstances imposed by COVID-19 were integrated into the CP budget and monitoring system. UNICEF sections adapted programs individually and the prevailing humanitarian aspects of the CP left them well placed for action, alongside using rapid tools to identify key entry points.
65. By adjusting its programming to support the implementation of the National COVID-19 Preparedness and Response Plan, UNICEF responded to the critical needs of the country in the times of a global health pandemic. The CP provided essential technical and material support, including Personal Protective Equipment procurement, COVID-19 commodities (needles) and assistance with COVAX (securing COVID-19 vaccine supplies); collaborated in communication, prevention, awareness, and risk reduction; supported the shift to online learning and training, and so on.
66. In a critical period, UNICEF's ability to shift focus, collaborate, react, communicate, and mobilize resources and partnership to deliver critical needs should be seen as a key success in Jordan. It's

<sup>22</sup> <https://www.unicef.org/jordan/media/3041/file/Socio%20Economic%20Assessment.pdf>

<sup>23</sup> [Multi-Sectoral Rapid Needs Assessment: COVID-19 - Jordan | UNICEF Jordan](#)

<sup>24</sup> Examples: COVID-19 had reduced access to food and livelihoods for all population groups, and many did not have enough to eat due to lack of money. An increase in the price of food commodities and fuel had created difficulties, exacerbated by the loss of livelihoods as a result of lockdowns and business closures. Only 8% of refugee women were working before the crisis and most of these had lost their positions.

effort to focus on preparedness, left it well suited for the following “waves” that occurred and provided vital support for the GoJ at a critical juncture.

**Finding 2: Progress has been made on integration of cross cutting issues but enriching this requires more resources and determination. A gender, climate, disability lens (not just responsive but preferably robust programming) has not been observed in planning.**

67. Cross-cutting issues are mainstreamed in UNICEF programming, with a minimum budget allocation of 5%. By embracing the vulnerability approach, the WASH program integrated, cross-cutting issues such as gender and equity, child rights, climate change, humanitarian principles, and social inclusion. For example, in 2018, UNICEF and the Ministry of Water and Irrigation worked together to update the national water and wastewater vulnerability maps. These maps provided the basis for prioritization of the most vulnerable communities in the provision of wastewater services. To integrate climate change more directly in its WASH programs, UNICEF supported various initiatives, including the development of Environmental Awareness clubs in schools and the integration of climate adaptation into programs such as rainwater harvesting, decentralized wastewater treatment and greywater reuse within schools.
68. Integration of children with disabilities into programming has occurred and demonstrable progress in expanding support for Persons with Disabilities in some areas has been notable, for example in the form of the National Registry for Children with Hearing Disabilities.
69. Efforts have been made to integrate the cross-cutting issue of gender in UNICEF interventions, however achieving transformational change will necessitate continued and expanded efforts. A continued perception remains that gender equality efforts are not substantial and dedicated enough.
70. It should be noted that the JCO is engaged in a deeper analysis of its work in Gender Equality. In line with the new UNICEF Strategic Plan 2022-2025, an emphasis needs to be placed on developing gender transformative programming.

## 4.2 Coherence

**Finding 3: The UNICEF-Jordan Country Programme is coherent, supportive, and complementary to the Government of Jordan and in line with the strategies of other stakeholders in Jordan.**

71. During the design and implementation of the CP, UNICEF has engaged in consultation and coordination with stakeholders in the development of its programs, with the aim to avoid duplications in all its programs, while ensuring complementarity with other actors' interventions.
72. Regular coordination with donors and civil society organisations is reflected in the mechanisms and programs of the JRP. UNICEF also maintains bilateral arrangements with the GoJ ministries on certain program initiatives, directly with individual donors and on multi-stakeholder collaborative arrangements which involve civil society organizations (CSO), Royal Societies,

Academic organizations, and the private sector. Collectively, these efforts are aimed to ensure that UNICEF programme strategies are in line with those of stakeholders.

73. Through Sector Working groups, UNICEF as Sector lead, collaborates with other partners to ensure investments are non-duplicative but complementary and coherent. For example, UNICEF leads the WASH sector group in Jordan, alongside the Ministry of Water and Irrigation. This sector group allows UNICEF, the Government and other development partners to discuss pertinent sector issues and their respective strategies, which enables them to design interventions that complement one another, avoiding overlaps as well as possible competition among each other's strategies. While acknowledging that UNICEF has contributed to organizing stakeholders around WASH issues in Jordan, some of the stakeholders consulted indicated that UNICEF's leadership role could be improved. They expressed concerns relating to weak levels of participation by government entities. Other stakeholders were of the view that UNICEF has not been able to mobilize WASH stakeholders outside UNICEF group and even questioned the leadership of UNICEF, wondering whether UNICEF is the right actor to act as Lead for the WASH sector.<sup>26</sup>
74. The collaboration with the Ministry of Education and sector partners in the formulation of the 2020-2022 JRP education programme further illustrates how UNICEF ensured complementarity with other actors. The education sector aimed to support systems strengthening to improve education access, equity, and quality for all children. Towards this aim, UN agencies, NGOs, and the education donor group support the Ministry of Education in advancing national education reforms and implementation of both ESP and JRP for greater coherence and result delivery. Based on lessons learned from the shift to national NGOs, UNICEF Jordan focused its capacity building efforts to enable partner Ministries to bring programmes to scale across the country.<sup>27</sup>
75. UNICEF's involvement in other coordination mechanisms has equally promoted coherence of its programmes. For instance, its involvement in the NAF steering committee seeks to ensure interventions, roles and responsibilities amongst stakeholders are clear, and avoid organizational overlap, conflict and repetition while promoting coordination. In these fora, key social protection actors discuss their priorities and interventions in a platform, driven by donors with rotational leadership and where UNICEF often helps to map out all the activities from the different actors. Government stakeholders and donors have indicated that the coordination between the NAF, UNICEF and WFP worked well, and that this model should be replicated with other actors. A trend

**Box 5.1: Involvement of UNICEF Jordan in coordination mechanisms**

"Aligning expectations and building consensus with MoH and other involved stakeholders is often time consuming. Different expectations and changing priorities can be major barriers to project implementation. The main lesson learned here was that with patient strategic engagement and targeted technical discussions, some of the challenges could have been avoided. Broader stakeholder engagement and proper documentation of agreements would have established stronger accountability and prevented disagreements and misunderstandings."<sup>25</sup>

<sup>25</sup> Ibid.

<sup>26</sup> The UNICEF WASH strategy's close program alignment with the GoJ's Water Strategy 2016 – 2025 is exemplified in the focus on host communities and on community-level water supply interventions. These have upgraded water networks, boreholes and water tanks, particularly in the northern governorates and which are supported as well by the donor community.

<sup>27</sup> UNICEF (2018). Country Office Annual Report (COAR) 2018.

noted in interviews with stakeholders, however, is that there could be improved information sharing at earlier stages, to enable greater input.

76. UNICEF is also a member of the Health Development Partners Forum, where priorities are aligned and coordinated. UNICEF uses various mechanisms (e.g., national level steering committee for the neonatal death audit and surveillance system) to ensure buy-in and support among partners including the GoJ. Programs are implemented in a consultative way, through dialogues and building consensus, which can take time and results in delays (e.g., delays in approvals).<sup>28</sup>
77. While programming is coherent, there remains overlap in the projects of international donors, GoJ participation could be more vigorous in some program areas, and there remains a concern if the CP resources are better served by placing coordination function ahead of advocacy in some areas (i.e., providing services for the government instead of advocating for change with the government).

### 4.3 Efficiency

**Finding 4: Although limited data exists to conduct a detailed cost-effectiveness analysis of the CP, there is evidence of UNICEF's Programmes demonstrating economical/financial efficiency. However, delays in programming have reduced gains.**

78. It is notable that the JCO has demonstrated improved contracting approaches and consolidation of work in refugee camps through local contracting which has enhanced cost-efficiency and reduced administrative costs. The approach has freed staff resources to work in other aspects of the programming, allowing for improved use of human resources.
79. In managing the camp centres, UNICEF relies on the services of an independent contractor (the BDC) which has many advantages. In particular, the contractor takes care of human resources and daily maintenance of Makani centres (e.g., cleaning, provision of equipment, supplies, etc.), which enables a more efficient use of UNICEF's own resources. UNICEF staff and stakeholders generally agreed that the procurement approach using national contractors has improved programme's financial efficiency and the use of technology in refugee camps has improved management of facilities, reduced duplication, enhanced security, and reduced slippage. Technology solutions used in the TAKAFUL programme, including electronic registration, payment, and money transfer, enabled NAF to cover all 12 governorates in a cost-effective way.

<sup>28</sup> UNICEF. (2021). Country Programme Full Approved Report 2020.



80. UNICEF's strategies to increase the financial efficiency of its interventions include so-called "direct implementation and rationalization" (see Box 5.2). The evaluation of the Makani programme found that, thanks to the use of these strategies, the cost per child was modest and budgetary allocations to different programme components and other cost categories were adequate. Overall, the evaluators of the Makani programme appreciated UNICEF's substantial efforts to improve efficiency of the programme.<sup>29</sup> For the Makani programme, direct implementation has been used since 2018 when UNICEF took over from INGOs the management of Makani centres in the camps. This strategy was reported to allow substantial savings due to cuts in funding. With the rationalization strategy, partnerships with some NGOs and INGOs were phased out and cooperation with some implementing partners whose performance was weaker was terminated. Besides, some centres in less vulnerable areas or in overserved districts were closed. These measures it was assumed created opportunities for substantial savings but also better distribution of resources. However, the rationalization strategy also entailed an inherent risk that some populations would be deprived of close access to Makani centres and negatively impacted.
81. Limited information or evaluations on cost analyses, value for money assessments, or cost-efficient options/alternatives were found in documents, making efficiency difficult to assess. The CP Report 2020 notes that: "Despite financial constraints, UNICEF Jordan successfully continued the emergency response for refugees by adopting cost-saving strategies and leveraging strategic alliances and partnerships with UN agencies and international non-government organizations."<sup>30</sup> The CP Report 2021 reports that costs have been further reduced and cut.<sup>31</sup>
82. UNICEF's KAP study (2020) reveals that UNICEF Jordan efficiently made many joint efforts in communicating to residents in the Za'atari Camp, including on WASH issues and during the pandemic. The study confirms that UNICEF and its partners' response to COVID-19 was felt by most Za'atari residents surveyed as effective, as 71% mentioned receiving up to five messages per week regarding the pandemic, mainly through WhatsApp. Additionally, with the WASH hotline, UNICEF has been very active in getting in touch with Za'atari residents to solve their problems. In fact, 86% of Za'atari residents who called the hotline mentioned that the response time was satisfactory.<sup>32</sup>

**Box 5.2: Efficiency gains from direct implementation and rationalization of UNICEF programmes**

"In 2017, the estimated cost of running Makani centres in Azraq and Zaatari was just over USD 13 million. The cost of running the Makani programme in camps in 2018 amounted to USD 5 million, which would suggest a saving of USD 8 million. At the same time, following a rationalisation exercise conducted in both camps in 2018, the number of centres in Zaatari was reduced from 27 in 2017 to 13 in 2018, while in Azraq – from 15 to 9. Therefore, some of the savings could probably be attributed to the rationalisation process more than direct implementation. The exact attribution would require more analysis beyond the scope of this evaluation".

Source: Makani Programme evaluation report

<sup>29</sup> Ecorys (2019). Evaluation of UNICEF's Makani Programme in Jordan (January 2018 - January 2019) Final Report.

<sup>30</sup> UNICEF. (2021). Country Programme Full Approved Report 2020.

<sup>31</sup> UNICEF. (2022). Country Programme Full Approved Report 2021.

<sup>32</sup> REACH, UNICEF (2018). Jordan: WASH Knowledge, Attitude and Practices (KAP) survey in Za'atari camp.

83. The evaluation found that some of the UNICEF-supported WASH infrastructures have resulted in financial efficiencies in the provision of WASH services. This is notably the case of the Za'atari water and wastewater networks which became operational in 2018. According to UNICEF 2018 report, the value-for-money of these large-scale infrastructure investments was positive, with operating costs reduced by two-thirds. There was also an improvement in the quality of the service, with safe water delivered directly to caravans in Za'atari camp, reducing the child safety risks and service interruptions related to water trucking and desludging.<sup>33</sup>
84. Delays in program implementation have been observed due to government approval requirements, increased security measures, health regulations system of COVID-19. In addition, some programs have been delayed due to financial limitations of the Government and changes in Cabinet.
85. Public education is free and compulsory for the basic cycle, with minimal funds raised from fees at other education levels. Budgeting for the Ministry of Education has been completed based on historical trends, which limits the ability to develop a result-oriented budget that is responsive to the needs of students. With regards to external support, USD \$2.4 billion were endorsed as the fund required by the JFP for the Syria Crisis for the year 2019. However, only 21% of the fund was secured, with the largest share given to the education sector. Off-budget support by partners contributing to the education sector plan is not recorded as part of public spending. Recent donor support in 2019 amounted to USD \$1.6 billion committed to the education sector for the years 2014–2023, including grants, loans, and technical assistance. Given the lack of detailed data available through GoJ sources, it is difficult to compare and assess gaps in terms of efforts, to determine duplication or areas where there are inadequate resources.<sup>34</sup>
86. While education makes up 13.3% of the national budget, only 7% of expenditure was on capital expenses and this was insufficient national budgetary allocations for adequate investment in new schools and equipment. Centralized funding decisions limited resources invested in operating and maintaining facilities,<sup>35</sup> while construction and rehabilitation are supplemented by international donors. UNICEF's contributions fill critical gaps in the budget and are aimed at those who are most vulnerable, whose needs are not being addressed and have limited government services or quality facilities.
87. With regard to timely implementation of the Country Programme, the lens must be viewed pre- and post-COVID period. Prior to the COVID-19 outbreak, the program was implemented in a timely manner. Delays were principally beyond UNICEF's control, due to the security measures, the health regulation system of COVID-19, and due to GoJ procedures. For example, the implementation of Early Childhood Education was delayed due to a lack of funding at the Ministry of Education despite planning completed by UNICEF, including training workshops for the new Parenting Awareness programme.
88. With regard to Social Policy and Social Protection, 86% of the allocation is dedicated to Item 6.2 *the National System is Strengthened for vulnerable children to access*, while Item 6.1 *Improved*

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<sup>33</sup> UNICEF (2018). Country Office Annual Report (COAR) 2018.

<sup>34</sup> UNICEF (2019). Budget Brief 2019 Public Education Sector in Jordan.

<sup>35</sup> National Council for Family Affairs, UNICEF (2017). Situation Analysis of Children in Jordan Summary.

*policy and environment and systems for disadvantage and excluded children*, the UNICEF Utilization Cube indicates has the lowest level of allocation utilization (68%), and item 6.3 *Children and adolescent girls and boys, and women are empowered and motivated*, shows zero allocation and no expenditure. Considering the latter two items of importance, a question remains why 6.3 was cut, whether the objective has been achieved, or are served through other programming, or in the latter case, whether this has been deemed to not be with the SPSP area of focus.

**Finding 5: The Country Programme has employed a broad-based strategy to address child and youth issues, communicating critical needs, raising awareness, supporting strategy development and implementation, while working with others to mobilize additional resources to address needs beyond its budget and capacity.**

89. National partnerships have been key to progress in achieving planned outcomes ensuring broad support in Jordan, facilitating coordination, avoiding duplication, and expanding the reach of programs to the most vulnerable in Jordan. The CP has been innovative in using its resources to stimulate contributions from others, such as investments in Adolescent and Youth Programming, Child Protection and in SPSP.
90. The use of partnerships with local organisations as an approach has paid off. Throughout its Syria crisis response, the country office developed a network of national NGOs and community-based organization partners, working alongside INGO partners. This approach aimed to transfer knowledge and skills from international to national NGOs, increasing cost-effectiveness, sustainability, and responsiveness to local needs. By the end of 2018, this shift was nearly complete as only five INGOs were working with UNICEF Jordan outside of refugee camps (down from 10 the year before); they were working alongside 13 national NGOs. UNICEF Jordan acknowledges that undertaking this shift without disrupting services required substantial staff time and resources.
91. UNICEF Jordan maintains a close partnership with relevant governmental ministries (e.g., Ministry of Social Development) and agencies (e.g., NAF), which enables UNICEF's sharing of technical expertise and fosters large-scale capacity development. UNICEF also collaborates with other development partners in several regards, which improves the efficiency of its interventions. For example, UNICEF co-chairs with UNHCR the Common Cash Facility (CCF), a platform used by UN agencies, NGOs and some municipalities of the Jordanian government to deliver cash assistance to the most vulnerable refugee and Jordanian households.
92. UNICEF advocacy and support contributed to the new Ministry of Education policy for the universalization of KG2. The education stakeholders supported the Ministry of Education to develop the strategy, drafted new KG2 by laws and regulations, and supported a 15% increase in KG2 enrolment in refugee camps. UN agencies and the Ministry of Education played a key role in advocating for the exemption of Syrian children from documentation requirements when registering for formal education in 2019.<sup>36</sup>

<sup>36</sup> No Lost Generation (2020). We Don't Give Up! Continuous learning for Syrian children and youth Report on school year 2019/2020.

93. National advocacy by UNICEF and partners resulted in providing an account of child allocations which has almost the entire Ministry of Education's budget allocation. However, this does not necessarily mean it is responsive to the needs of children. To maximize benefits for children, UNICEF advised that budgets should be targeted to improve equity, inclusion, and students' learning outcomes. Consequently, UNICEF and partners initiated the "Child Friendly Budgeting" programme with a key purpose to review budget law performance information and to accentuate the visibility of results for children. This process revealed the need for additional capacity building in results-oriented monitoring and evaluation.<sup>37</sup> This is a strong example of communicating critical needs, raising awareness, supporting strategy development and implementation.
94. Implementation of the WASH program relied on partnerships with various stakeholders. These partnerships were effective and leveraged, to the maximum extent, other stakeholders active in the WASH sector, be it in the camps and informal settlements, schools, host communities, and other vulnerable communities, which allowed achievement of expected results. Implementing the National WASH in Schools Standards developed by UNICEF in partnership with Ministry of Education, UNICEF worked with Yarmouk Water Company to connect various schools and their surrounding communities to the water network. In the same vein, by leveraging partnerships with UNHCR and UNFPA, UNICEF ensured the provision of life-saving WASH services to a highly vulnerable yet inaccessible population, for example through implementation of hygiene and solid waste management campaigns.<sup>38</sup>
95. As noted earlier, in April-May 2020, UNICEF produced in collaboration with WFP and UNHCR the Inter-Agency Rapid Needs Assessment (RNA), focused on the household level and using a multi-sectoral approach covering a broad array of sectors, including WASH, and Protection. This assessment was critical to generate evidence on the immediate impact of the COVID-19 emergency to better inform the planning and programming of responses in the humanitarian and development sectors.<sup>39</sup> In 2018, the CO developed new partnerships with UNDP, Food and Agriculture Organization of the United Nations (FAO), United Nations Human Settlements Programme (UN-HABITAT), WHO and United Nations Educational, Scientific and Cultural Organization (UNESCO) to move forward with water safety planning and the climate change agenda.<sup>40</sup>

**Finding 6: The change in approach to a Vulnerability Approach has expanded UNICEF's coverage to address the most vulnerable children and their families needs more broadly. However, limitations in financial resources and in GoJ's laws still constrain the application of the approach.**

96. As indicated previously, since 2018, and following the key lessons learned from the previous country program, UNICEF Jordan has focused on shifting from an almost exclusively refugee-related response to a broader vulnerability approach.

<sup>37</sup> UNICEF (2019). Budget Brief 2019 Public Education Sector in Jordan.

<sup>38</sup> UNICEF (2018). Country Office Annual Report (COAR) 2018.

<sup>39</sup> UNICEF (2020). Country Office Annual Report (COAR) 2020.

<sup>40</sup> UNICEF (2018). Country Office Annual Report (COAR) 2018.

97. The new approach allowed UNICEF to focus on sector institutions, enabling the sector to address children's needs across the country. The change in approach has required diagnostic study, surveys and upgrading technical data. For example, updating the national water and wastewater vulnerability maps has providing the basis for prioritization of interventions, focusing on more vulnerable communities.
98. A key challenge to the vulnerability approach is that the resources do not allow for helping all the vulnerable population and choices must be made. A second challenge relates to limitations in GoJ laws which constrain its application of the approach where certain programs are only available to Jordanians. For example, the NAF is only accessible for Jordanian beneficiaries, which contextually means even with UNICEF's contribution, it can only offer coverage to vulnerable Jordanians.
99. Universal health care is critical to equitable health, but not everyone has access to health insurance in Jordan. There is free health insurance by the Jordanian government for those under 6 years of age.<sup>41</sup> More than half of men (58%) and half of women (50%) have "some type of health insurance coverage".<sup>42</sup> The Vulnerability Assessment in 2020 cites that 73% of the population has health insurance, with non-Jordanians being more likely to not be insured (80% of the population in Amman, Bala, Madaba, Tafilah, and Aqaba).<sup>43</sup> Additional DHS analysis from 2017-2018 shows that "uninsured in Jordan are disproportionately urban, live in Amman, and are non-Jordanian (Syrian and other nationalities)."<sup>44</sup> In addition, in 2018, the GoJ cut subsidies for health, and Syrian refugees living in urban areas had to "pay the same rates as other foreigners at public hospitals", resulting in refugees resorting to "negative coping mechanisms to deal with this lack of access".<sup>45</sup>
100. To surmount barriers to delivery (UNICEF does not view the GoJ regulations as an impediment), UNICEF has supported multiple mechanisms to provide coverage through other programming, while supporting the NAF to increase coverage through the use of mobile registration centres ensuring that beneficiaries of the program were registered in 12 governorates.
101. Some programming has had its challenges, when flexibility and implementation modalities have not been accepted by the GoJ. For example, the Ministry of Digital Economy and Entrepreneurship was not satisfied with the implementation of the educational loss compensation programme supported by UNICEF. This programme was implemented for students at knowledge stations owned by the Ministry of Digital Economy and Entrepreneurship and teaching is conducted by the trainers who are not qualified teachers and held during the weekends which incurs additional transportation costs for poor families. The Ministry of Digital Economy and Entrepreneurship's suggestion was to implement the program at the same schools of the students during the weekday - either early morning or at the end of school day - and should be done by the teachers of the students themselves.

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<sup>41</sup> Jordan National Health Sector Strategy (2015-2019).

<sup>42</sup> Department of Statistics.,ICF. (2019). Jordan Population and Family and Health Survey. 2017-18. Amman, Jordan, and Rockville, Maryland, USA, DOS and ICF.

<sup>43</sup> UNICEF. (2020). Geographic Multidimensional Vulnerability Analysis – Jordan.

<sup>44</sup> Bietsch, K., John S., Rebecca R., William W. (2020). Determinants of Health Insurance Coverage and Out-of-pocket Payments for Health Care in Jordan: Secondary Analysis of the 2017-18 JPFHS. DHS Further Analysis Reports No. 138. Rockville, Maryland, USA, ICF.

<sup>45</sup> UNICEF. (2018). Country Office Annual Report 2018.

102. A long-term shift in beneficiary composition has been observed. Under the previous approach, Syrian refugees were the principal beneficiaries. The present composition is now 70% Syrian and other refugees/30% Jordanian. However, there is a challenge in covering the most vulnerable groups in certain areas due to non-availability (or closure) of government offices (i.e., remote areas, nomadic communities), which are the key interlocuters delivering services.<sup>46</sup>

## 4.4 Effectiveness

**Finding 7: Significant progress has been made in terms of supporting Jordan's government, and systems, overall resulting in improvements in, and increasing the supply of, services in all targeted communities.**

103. UNICEF Jordan has strengthened the capacity of government institutions and civil society organizations, notably through the development of sector planning documents, strategies, and policies opening pathways for system strengthening. This is evident in the work of the Education, WASH, SPSP and Child Protection sections.
104. In 2019, with UNICEF support, the Government of Jordan launched the National Social Protection Strategy 2019-2025, which was developed based on the Government's Priorities 2019-2020. The aim was to establish a comprehensive social protection mechanism to serve all Jordanians. This mechanism was focused on translating the government's commitment to break the cycle of poverty in the Kingdom, and UNICEF's support focused on children and youth and their families. UNICEF subsequently supported the Ministry of Social Development to establish a Unit to support the implementation of this strategy; combined, this approach was crucial to elaborate social protection systemwide analysis and monitoring and reporting.<sup>47</sup>
105. To ensure implementation of this strategy, UNICEF equally supported the Ministry of Social Development and the Ministry of Planning and International Cooperation to finalize a three-year work plan, and to initiate an Implementation Support Unit to oversee the coordination and implementation of the strategy. UNICEF also supported the development of a country-specific computable general equilibrium model for policy development and evaluation, with a capacity-building component on the utilization of the model.<sup>48</sup> The National Youth Strategy 2019–2025 and the National Employment Charter were equally identified as key milestones achieved by the Government of Jordan in the area of social protection. UNICEF advocated for, and technically supported, the development and operationalization of these national strategies, including building the capacity of the ministry.<sup>49</sup>
106. Together, these instruments have helped to strategically reposition the country in terms of social protection. In particular, they have strengthened the GoJ and other children's rights duty bearers' capacities to move a step from improved policies to actual policy implementation. In doing so,

<sup>46</sup> UNICEF RAM data, 2020.

<sup>47</sup> UNICEF (2019). Country Office Annual Report (COAR) 2019.

<sup>48</sup> Ibid.

<sup>49</sup> UNICEF (2019). Country Office Annual Report (COAR) 2019.



UNICEF interventions have helped to bridge an important gap in the public policy cycle, allowing to change the conditions of children in the country.

107. The UNICEF multifaceted approach has allowed for engaging national institutions and supporting a comprehensive set of interventions in the most disadvantaged districts which has strengthened the GoJ delivery systems. In that regard, the Makani programme provided a package of integrated social protection services in three main areas: learning support services, community-based child protection and life skills training. In all three service areas, UNICEF ensured outreach and appropriate referral services, thus guaranteeing involvement of all relevant stakeholders, and enhancing access of vulnerable children and youth to solutions and systems available outside the Makani program.
108. Other UNICEF capacity strengthening examples which enabled relevant institutions to move from improved policies to actual implementation, include the technical support to the NAF, allowing the latter to enhance its eligibility and targeting criteria, from the previously categorical targeting approach, where inclusion and exclusion errors were present, into an eligibility criterion based on 45+ multidimensional poverty indicators.
109. Through a joint effort with the World Bank, UNICEF also provided technical assistance to Ministry of Social Development and government stakeholders to develop the Shock Responsive Social Protection System for the country starting with the development of a Shock Responsive Social Protection chapter to include in the National Social Protection Strategy. The shock responsive component is built under the premise that the national social protection system can be highly effective implementing mechanisms for emergency response and reflecting the responsibility of the State in times of emergency as well as development contexts.
110. UNICEF has promoted social protection in Jordan by contributing to the establishment of improved information systems that enable situation monitoring and research on children's issues. This has enabled the Government and other actors to develop evidence informed policies and strategies. As noted earlier, UNICEF supported the NAF with the development and maintenance of a management information system, including a two-way SMS platform to facilitate registration and communication with beneficiaries, opening of mobile wallets, and processing of grievances.<sup>50</sup> UNICEF coordinated with NAF to develop a baseline report on the socio-economic conditions of the families applying for the NAF cash assistance program Takaful, with specific focus on the multiple deprivations faced by children of those families. This report has served to increase the level of accountability of social programming by the Government of Jordan, while providing evidence to better inform policies and amendments.<sup>51</sup>
111. UNICEF has supported activities aimed at generating evidence and knowledge on issues relating to the rights of children and adolescents in the country. Most stakeholders consulted recognized that this evidence is likely to be used by various national and regional partners to inform relevant social protection measures. The Geographic Multidimensional Vulnerability Analysis is one such activity. This longitudinal socio-economic study helped create a harmonized and standardized tool that allows an in-depth understanding of the determinants of children's vulnerability and poverty

<sup>50</sup> UNICEF (2020). Country Office Annual Report (COAR) 2020; UNICEF (2021). Country Programme Full Approved Report RAM 2020.

<sup>51</sup> Ibid.

in Jordan.<sup>52</sup> Other evidence generation activities include two studies on the impact of COVID-19 on vulnerable populations which aimed at informing the country's advocacy efforts and COVID-19 response planning.<sup>53</sup> Finally, UNICEF completed three Public Finance for Children (PF4C) studies which were utilized to support office advocacy efforts in different areas, including costing of the draft Childhood Law, expanding foster care as an alternative to institutional care (costing study/investment case), and budget review of the Ministry of Youth.<sup>54</sup>

112. A number of successful approaches used by UNICEF have been identified which have contributed to health and nutrition system strengthening, and in some cases new enhanced systems, including:

- Models - such as the Family and Community Medicine Team (FCMT) model, community health volunteer model, Rukban volunteer mechanism<sup>55</sup>
- Capacity building for service providers
- Support for data systems (e.g., surveillance system on neonatal deaths)
- Programs such as Baby Friendly Hospital Initiative (BFHI), immunization, newborn screening, and emergency health response
- Providing funding and technical assistance to understand cost and evidence for various health and nutrition areas (e.g., study on economic burden of B-thalassemia, Jordan National Micronutrient Study).

113. UNICEF has successfully contributed to the strengthening of WASH sector institutions as well as improving the efficiency of existing WASH systems, notably through development and implementation of innovative solutions to water problems in Jordan. UNICEF contributed to the development of WASH innovative solutions within the framework of the WASH Strategy, strengthening the connectivity systems for informing on issues and planting the seeds of creativity, within the context of water. As explained below, these innovative solutions are expected to contribute to solving water and sanitation challenges in the country, thus ensuring the realization of the rights of children and adolescents in Jordan.

114. To address the problem of high rates of non-revenue water,<sup>56</sup> UNICEF supported the Ministry, the Water Authority of Jordan and three semi-government utility companies to develop a mobile phone application, the "Water App". The application allows the public to report any water network leakages or issues with the water and wastewater systems directly to the managing water utility maintenance crews, and digitalizes services provided by water utilities companies in Jordan (Aqaba, Miyahuna and Yarmouk). The objective is to integrate the app into the water utility maintenance response systems, reducing response times and the volume of water lost due to

<sup>52</sup> UNICEF (2019). Country Office Annual Report (COAR) 2019; UNICEF (2020). Country Programme Full Approved Report RAM 2019.

<sup>53</sup> UNICEF (2020). Country Office Annual Report (COAR) 2020; UNICEF (2021). Country Programme Full Approved Report RAM 2020.

<sup>54</sup> Ibid.

<sup>55</sup> UNICEF. (2018). Country Office Annual Report 2018.

<sup>56</sup> Water leakage is a significant problem in Jordan, with non-revenue water estimated to be more than 50% of water (meaning half of the water in the network is lost or not paid for). The mobile application brings together water utilities and customers in a common platform.



leaks.<sup>57</sup> The application provides water users with ready access to a complaint tracking system and allows the Ministry's maintenance teams to be alerted quickly and able to respond immediately to leakages, reducing water loss. The application also acts as a platform to disseminate messages through nationwide campaigns. Finally, the application contributes to improved customer satisfaction and trust between customers and service providers.<sup>58</sup>

115. Within the framework of a cooperation agreement (in 2018)<sup>59</sup> with the Jordan University of Science and Technology, UNICEF has supported the establishment of a "WASH Innovation Hub" incubator based at the University. The Hub serves as a laboratory for the design of innovative solutions to Jordan's water and wastewater challenges. Through such hubs, UNICEF Jordan also aims to build capacities in the surrounding communities through better understanding of water utilities, and Integrated Water Resources Management. As of 2020, UNICEF had successfully supported three pre-incubated start-ups (two were female groups). The incubated start-ups included: a recycling application, a household water control device that connects to smartphones, and a smart system to measure the quality and quantity of drinkable water in the Small-scale Water Desalination Stations. These start-ups received training on innovation and entrepreneurship to finalize their business plans in the first round. They were then supported with registration, legal and administrative services, up to 20,000 USD financial support as well as 12 months of technical and one-on-one business coaching to support the establishment of the start-up.<sup>60</sup>
116. As the WASH sector in Jordan continues to face increasing pressures, especially due to the impacts of climate change, innovation and technology have a vital role to play in addressing issues of scarcity and safety, water efficiency, utility operations, and water monitoring and treatment in the country. Helping the government and utilities to test and adopt promising WASH innovations and to establish a WASH innovation incubator are important contributions to solving water problems in the country. UNICEF's work in this area is planting seeds and contributing to greater willingness by utilities and business to test and adopt more promising technologies in the future such as the remote sensing of water, which can help with water accounting and much more; the internet of things, which enables smart irrigation, water quality control, and allows us to develop complex models for water management. Working with start-up companies that offer the latest technological innovations in the sector can help advance such efforts.
117. In supporting the rollout of WASH in School Standards, UNICEF strengthened systems by assisting in connecting schools to water networks, rehabilitating or constructing new water and sanitation facilities, and promoting sustainable hygiene and healthy behavior. This included 13 schools and their surrounding communities connected to the water network in 2018, benefiting 1,924 students and 3,864 people in surrounding households.

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<sup>57</sup> UNICEF (2019). Country Office Annual Report (COAR) 2019.

<sup>58</sup> Ibid.

<sup>59</sup> The agreement enables the two institutions to undertake research and co-design and implement innovative projects to ensure sustainable, appropriate and scalable solutions to WASH problems in Jordan

<sup>60</sup> UNICEF (2019). Country Programme Full Approved Report RAM 2018.

118. The ability to plan, prepare and implement through rapid action was demonstrated as UNICEF swiftly constructed WASH infrastructure in quarantine, isolation and COVID-19 treatment facilities.
119. UNICEF work has strengthened the capacity of national education systems to be inclusive in the delivery of quality education services to the most disadvantaged children. UNICEF's technical assistance to the Ministry of Education strengthened service delivery systems for children by implementing programmes such as Learning Bridges and other online education platforms. The Takaful program in partnership with Ministry of Social Development was notably developed and implemented with innovative solutions through digitization of existing systems to ensure target groups are served.
120. UNICEF support for planning and monitoring capacity enhancement has made the education system more accountable for providing services to all children and strengthening capacities within the education system. This has promoted stronger accountability for results, enhanced leadership, supportive supervision and monitoring at the education directorate level, and engagement with communities such as Parent-Teacher Associations to ensure effective participation of the community in children's learning.<sup>61</sup>
121. The UNICEF Better Parenting Programme automated tracking system for Handling Family Violence Cases has enabled providing improved technical support to all ministries, institutions, and stakeholders involved. This has promoted the pathway to an integrated response, to develop periodic reports on service providers, and to identify gaps in the system.<sup>62</sup>
122. UNICEF support for Jordan's plans to adapt and mitigate the impacts of climate change, appreciating the direct relationship between population migration and the effect on the environment. It is making efforts to include Youth in these initiatives and to make them part of the change process. This is an example of cross-sectoral work that will strengthen Jordan's long-term ability to address a key issue impacting the entire population.
123. UNICEF support for data systems at the Ministry of Social Development now provided information on the number of families who received support from the Ministry of Social Development and the services that were provided to the beneficiaries and contributes to ensuring targeted groups received support. UNICEF has further enabled the Ministry of Social Development to monitor the Takaful program with 57 indicators, which is essential since the program received NAF aid under the Noor platform. Through the system platform, services that were provided to the beneficiaries were identified and provided information as to determine inclusive nature national social protection. UNICEF had a major role in selecting the vulnerable citizen system and assisting in the development of monitoring and evaluation system, working with the NAF through all stages, conducting an evaluation of each stage of the program and providing TA for continuous improvement purposes.

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<sup>61</sup> UNICEF (2017). Strategy Note for Education Jordan Country Programme 2018-2022.

<sup>62</sup> The National Council for Family Affairs has conducted a survey on protection services and is working to implement recommendations based on the findings, including on how to improve the legal frameworks and operational procedures to reach all children and families in need of services. National Council for Family Affairs, UNICEF (2017). Situation Analysis of Children in Jordan Summary.

124. Finally, in response to the COVID-19 lockdown period, NAF had an electronic registration system program that was established in cooperation with UNICEF, beneficiaries were able to register through their mobile phones to enter the program. The operability of NAF depended on SMS and UNICEF provided an electronic platform named Rapid Pro, a bi-directional tool for Q&A. People were able to access this new platform through the application or through the electronic portal. Even though all this support was available, some families were unable to register as they were not eligible to get funding and other families, particularly in remote areas, who were eligible for funding still did not register as they were unaware of the program.
125. As noted, in 2020, mobile centers were set up by NAF to reach all vulnerable people in remote areas. Brochures were distributed about the program, and as a result; the number of beneficiaries has gradually increased. A questionnaire has been sent to the target groups in light of some modifications made.
126. Importantly, it can be observed that national system strengthening, engaging with CBOs as well as the national partner, has provided UNICEF with greater access to the most vulnerable.

**Finding 8: Delivery of programmes focuses on short-term/intermediate results where reporting indicates progress at all levels. Analysis and enhanced reporting on longer-term outcomes would improve appreciation of UNICEF's longer-term efforts and mobilization of contributions.**

127. UNICEF reporting indicates that nearly all programmes are on track or have met expectations and are contributing towards stated programme outcomes (as outlined in Table 4.2). Some programmes have been delayed due to COVID-19 response activities.

**Table 4.2: Outputs and Outcomes Achievement 2018-2021**

OUTCOMES/OUTPUTS	2018 STATUS	2019 STATUS	2020 STATUS	2021 STATUS	UTILIZATION % / ALLOCATION
<b>800 - OPERATIONAL EFFECTIVENESS</b>	<b>On-Track</b>	<b>On-Track</b>	<b>On-Track</b>	<b>On-Track</b>	<b>94%</b>
<b>001 - GOVERNANCE AND SYSTEMS</b>	On-Track	On-Track	On-Track	On-Track	
<b>002 - FINANCIAL AND ADMINISTRATIVE MANAGEMENT</b>	On-track	On-track	On-track	On-track	100 %
<b>003 - HUMAN RESOURCES MANAGEMENT</b>	On-track	On-track	On-track	On-track	
<b>004 - OPERATION SUPPORT TO PROGRAMME DELIVERY</b>	On-track	On-track	On-track	On-track	94 %
<b>005 - GREENING &amp; ACCESSIBILITY</b>	On-track	On-track	On-track	On-track	
<b>880 - PROGRAMME EFFECTIVENESS</b>	<b>On-track</b>	<b>On-track</b>	<b>On-track</b>	<b>On-track</b>	
<b>001 - PROGRAMME COORDINATION</b>	On-track	On-track	On-track	On-track	
<b>002 - EXTERNAL RELATIONS</b>	On-track	On-track	On-track	On-track	
<b>003 - PROGRAMME PLANNING AND MONITORING</b>	On-track	On-track	On-track	Met	95 %

OUTCOMES/OUTPUTS	2018 STATUS	2019 STATUS	2020 STATUS	2021 STATUS	UTILIZATION % / ALLOCATION
<b>004 - COMMUNICATION, ADVOCACY AND PARTNERSHIPS</b>	On-track	On-track	On-track	On-track	94 %
<b>005 - CROSS-SECTORAL</b>	On-track	On-track	On-track	On-track	92 %
<b>006 - COVID RESPONSE - CROSS SECTORAL</b>			On-track	On-track	95 %
<b>881 - 1. HEALTH AND NUTRITION</b>	<b>Constrained</b>	<b>On-track</b>	<b>On-track</b>	<b>On-track</b>	<b>92 %</b>
<b>001 - 1.1 POLICY AND ENABLING ENVIRONMENT</b>	Constrained	On-track	On-track	On-track	99 %
<b>002 - 1.2 QUALITY SERVICE DELIVERY (SUPPLY SIDE)</b>	Constrained	On-track	On-track	On-track	94 %
<b>003 - 1.3 DEMAND, BEHAVIOUR CHANGE</b>	Constrained	Constrained	Constrained	On-track	100 %
<b>004 - 1.4 TECHNICAL ASSISTANCE - HEALTH AND NUTRITION</b>	On-track	On-track	On-track	On-track	93 %
<b>005 - COVID RESPONSE - HEALTH</b>			On-track	On-track	82 %
<b>882 - 2. EDUCATION</b>	<b>On-track</b>	<b>On-track</b>	<b>On-track</b>	<b>On-track</b>	<b>95 %</b>
<b>001 - 2.1 STRENGTHENED PARTNERSHIPS</b>	On-track	On-track	On-track	On-track	96 %
<b>002 - 2.2 INCREASED EQUITABLE ACCESS</b>	On-track	On-track	On-track	On-track	95 %
<b>003 - 2.3 DEMAND FOR QUALITY EDUCATION</b>	On-track	On-track	On-track	On-track	95 %
<b>004 - 2.4 TECHNICAL ASSISTANCE - EDUCATION</b>	On-track	On-track	On-track	On-track	94 %
<b>005 - COVID RESPONSE - EDUCATION</b>			On-track	On-track	99 %
<b>883 - 3. CHILD PROTECTION</b>	<b>On-track</b>	<b>On-track</b>	<b>On-track</b>	<b>On-track</b>	<b>89 %</b>
<b>001 - 3.1 LEGISLATIVE AND ADMINISTRATIVE FRAMEWORKS, ACCOUNTABILITY</b>	On-track	On-track	On-track	On-track	96 %
<b>002 - 3.2 CHILDREN AND WOMEN AT RISK OF VIOLENCE AND EXPLOITATION HAVE IMPROVED ACCESS</b>	On-track	Constrained	Constrained	On-track	87 %
<b>003 - 3.3 CHILDREN, FAMILIES AND COMMUNITIES HAVE INCREASED CAPACITIES</b>	On-track	On-track	On-track	On-track	88 %
<b>004 - 3.4 TECHNICAL ASSISTANCE - CHILD PROTECTION</b>	On-track	On-track	On-track	On-track	93 %
<b>005 - COVID RESPONSE - CP</b>			On-track	On-track	100 %
<b>884 - 4. ADOLESCENTS AND YOUTH</b>	<b>On-track</b>	<b>On-track</b>	<b>On-track</b>	<b>On-track</b>	<b>89 %</b>
<b>001 - 4.1 INCLUSIVE POLICIES AND STRATEGIES FOCUSING ON YOUNG PEOPLE</b>	On-track	On-track	On-track	On-track	100 %

OUTCOMES/OUTPUTS	2018 STATUS	2019 STATUS	2020 STATUS	2021 STATUS	UTILIZATION % / ALLOCATION
002 - 4.2 YOUNG PEOPLE HAVE ACCESS TO SERVICES AND OPPORTUNITIES FOCUSING ON THEM	On-track	On-track	On-track	On-track	88 %
003 - 4.3 YOUNG PEOPLE (GIRLS AND BOYS) HAVE INCREASED KNOWLEDGE ABOUT THEIR RIGHTS	On-track	On-track	On-track	On-track	100 %
004 - 4.4 TECHNICAL ASSISTANCE - YOUTH STAFF COST	On-track	On-track	On-track	On-track	89 %
005 - COVID RESPONSE - YOUTH			On-track	On-track	100 %
885 - 5. WASH	On-track	On-track	On-track	Met	92 %
001 - 5.1 ENABLING ENVIRONMENT IS STRENGTHENED FOR SAFE AND SUSTAINABLE WATER	On-track	On-track	Met	Met	81 %
002 - 5.2 VULNERABLE GIRLS AND BOYS HAVE ACCESS TO AND USE WATER & SANITATION SERVICES	On-track	On-track	Met	On-track	91 %
003 - 5.3 VULNERABLE CHILDREN PRACTICE KEY HYGIENE BEHAVIOURS AND WATER CONSERVATION	On-track	On-track	Met	Partially Met	97 %
004 - 5.4 TECHNICAL ASSISTANCE - WASH STAFF COST	On-track	On-track	On-track	On-track	90 %
005 - COVID RESPONSE - WASH			Met	Partially Met	100 %
886 - 6. SOCIAL PROTECTION	On-track	On-track	On-track	On-track	92 %
001 - 6.1 IMPROVED POLICY ENVIRONMENT & SYSTEMS FOR DISADVANTAGED & EXCLUDED CHILDREN	On-track	On-track	On-track	On-track	68 %
002 - 6.2 THE NATIONAL SYSTEM IS STRENGTHENED FOR VULNERABLE CHILDREN TO ACCESS	On-track	On-track	On-track	On-track	93 %
004 - 6.4 TECHNICAL ASSISTANCE - SOCIAL PROTECTION	On-track	On-track	On-track	On-track	86 %
005 - COVID RESPONSE - SP			On-track	On-track	96 %

### *Sample of Component Progress*

#### **Outcome 1 - Health & Nutrition: The most vulnerable children and their families access improved quality and equitable health, nutrition, and early intervention services**

128. It is clear from the interviews with UNICEF staff and Ministry of Health staff that these outputs based on targeted interventions, have helped to contribute to the outcomes of equitable access to quality health and nutrition services, despite the limited budget in the health and nutrition

sector. This has been done by targeting the most vulnerable in some programming (e.g., emergency response), and across populations in other cases (immunization, newborn screening).

129. Specific outcome examples include the immunization work (see this section for more data), newborn screening, the FCMT pilot, and the work of the BFHI. Some outcomes have been impacted negatively by COVID-19 (e.g., immunization) because of lockdowns, competing resources (including staffing), and even competing equipment (e.g., cold chain). On the other hand, the newborn screening service was one of the first to reopen after lockdown, providing critical services for newborns. Table 4.3 outlines in more detail the progress in vaccination rates.

**Table 4.3: Degree of Progress in Vaccination Rates<sup>63</sup>**

2020	TARGET REACH (#)	NUMBER REACHED (#)
# of children aged 6-59 months received a vaccine for measles	20,000	14,032
# of children under 5 years fully covered with immunization antigens	20,000	21,569
# of child-bearing aged women (15-49) who have received more than 2 doses of tetanus toxoid (TT)	12,000	6,238
# of children (0-59 months) vaccinated for polio	20,000	14,732

### **Outcome 2 – Education: Increased number of children aged 5-18 access quality inclusive early and basic education in a child-friendly and protective environment**

130. Jordan has achieved substantial progress in promoting access to education with an estimated 1.37 million students enrolled in the formal cycle (KG2 to Grade 12) as of 2017/2018. The net enrolment rate for Basic Education was nearly universal at 94.7% compared to 71.2% for secondary education. Overall, these rates are lower for Syrian refugees and lower for boys, especially at the secondary level.<sup>64</sup> As demonstrated below, UNICEF CP has contributed to addressing the issue, notably by establishing new school infrastructure and expanding non-formal education to more children.
131. The Education Programme established 26 schools in Za'atari by 2017. Also, 12 schools were established in Azraq camp and 4 schools in Emirati Jordanian Camp (EJC) camp. Meanwhile, to address the education needs in the host communities, schools operated beyond regulatory capacity to provide twice as many seats for students. There were nearly 200 double-shifted schools with 125,000 Syrian children enrolled.<sup>65</sup> UNRWA provided elementary and preparatory education (Grades 1-10) to 119,747 children through 172 schools. Between 2015 and 2017, the Drop-Out programme reached 2,500 vulnerable youth of all nationalities. Meanwhile, the Catch-Up Programme reached 1,600 children. More than 66,000 children in Jordan aged 5 to 17 were enrolled in some form of informal education.<sup>66</sup>

<sup>63</sup> Ibid.

<sup>64</sup> UNICEF (2019). Budget Brief 2019 Public Education Sector in Jordan.

<sup>65</sup> UNICEF (2017). Strategy Note for Education Jordan Country Programme 2018-2022.

<sup>66</sup> National Council for Family Affairs, UNICEF (2017). Situation Analysis of Children in Jordan Summary.

132. Non-formal education (NFE) has contributed to the learning of nearly 300,000 Syrian and host-community school-age children of whom more than 160,000 were out-of-school children.<sup>67</sup> The reach for the NFE programmes was diverse and inclusive on many levels. In terms of location, 70% were enrolled in host community centres with 20% in Za'atari camp and 10% in Azraq camp. With respect to nationality, 57% were Syrian, 34% Jordanian, and 9% of other nationalities. Of the 200 enrollees, 13% reported having disabilities, including sight impairment (44%), learning difficulties (28%), physical disabilities (20%), and hearing impairment (8%).<sup>68</sup>
133. The Ma'An Programme covered all public schools run by the Ministry of Education for Jordanians and Syrian refugees. As of 2017, out of the 3,241 of the public schools run by the Ministry of Education, 115 schools were double shift schools for Syrian children, 40 Military Education, and 168 UNRWA schools located in host communities and designated refugee camps were participating in the Programme.<sup>69</sup>

### **Outcome 3 – Child Protection: Improved and equitable prevention of and response to violence, abuse, exploitation, and neglect of children**

134. The Child Protection Component has focused on ending violence against children, all forms of violence, abuse, neglect, among other areas. The Component achieved the following results across three pillars as follows:
135. Working with and support GoJ with legislative review, developing policy standards, alignment with international standards, UNICEF has supported finalizing new Child Rights Law and Juvenile Law (to be completed by 2022) and supported the National Commission for Family Affairs, an inter-ministerial body, coordinating all family affairs including children, support in developing SOP.
136. Working with GoJ, NGO and humanitarian agencies to address children and women at risk of violence and exploitation, it has improved access and quality of services for most vulnerable (women and children), using case management as an approach, ensure the number of children in need of specialized child services receive adequate support/services, strengthened GoJ institutions to deliver services and worked with Jordanian and Syrian populations (camps), improve access to day-to-day services through case assessments.
137. To ensure children, families and communities have increased capacities for Prevention, it has targeted social norm and behavioural change, worked with Makani centre and partners to promote positive parenting, positive discipline, and targeted communities to prevent child rights violations at different level (community, school, institution).
138. Key progress towards Outcome achievement has been demonstrated as UNICEF interventions in Syrian and non-Syrian (camps and vulnerable areas in the Kingdom) have improved in terms of scale, standards, reaching the vulnerable.

<sup>67</sup> No Lost Generation (2018). We Made A Promise Ensuring Learning Pathways and Protection for Syrian Children and Youth.

<sup>68</sup> UNICEF (2020). Evaluation of the Non-Formal Education Drop-Out Programme Rapid Assessment/Surveys.

<sup>69</sup> Aan Associates (2017). Evaluation of The Ma'An (Together) towards a Safe School Environment Programme 2009-2016 – Jordan.



139. Quality has improved through various national frameworks, institutions, etc. through UNICEF support, training of social/case workers using SOPs, partnership with IMC to target children in camps including specific issues (child marriage, etc.)
140. The Case management approach has identified the multi-dimensional vulnerable to provide services. Gaps have been identified in terms of reaching most vulnerable (with a focus for next Country Program). The Component has advocated with donors for funding to strengthen institutional capacity to strengthen nexus approach.

#### **Outcome 4 – Youth & Adolescent: Young people (girls and boys) increasingly practice positive behaviours and actively engage in society**

141. The section has worked diligently to position UNICEF as a leader in Adolescent and Youth Programming in Jordan, leading on the national self-employment and graduation agenda together with the national government, while fostering partnerships with networks of CBOs, reaching the most vulnerable
142. Investments have been made to leverage UNICEF's work into wider programming, with enhanced cross- agencies partnership to amplify results (WFP, UNHCR, ILO, UNDP, UNV) and working towards institutionalizing programmes within Ministries and demonstrating to the government solutions that work for future replication and systematizing meaningful volunteering at the national level. This demonstrates medium term progress towards outcome achievement. Gender responsive programming in the most vulnerable areas has been pursued, working towards the wider goal of inclusivity.

#### **Outcome 5 – WASH: Vulnerable people have access to safe drinking water, clean environment, and key hygiene/water conservation practices**

143. UNICEF ensured schoolchildren have access to proper sanitation and hygiene facilities. Throughout the implementation of the country program, UNICEF has worked closely with the Ministry of Education to roll out the WASH in School standards. This has involved connecting schools to water networks, rehabilitating, or constructing new water and sanitation facilities, and promoting sustainable hygiene and healthy behaviors. For example, in 2018, 13 schools and their surrounding communities were connected to the water network by UNICEF and Yarmouk Water Company, benefiting 1,924 students and 3,864 people in surrounding households. With that, 100% of schools in Irbid, Jerash, Ajloun and Mafraq governorates were connected to a water network, reducing dependency on trucked water.<sup>70 71</sup>
144. As documented, UNICEF has achieved full coverage in WASH for refugees and supported access for vulnerable Jordanians in host communities.
145. UNICEF's WASH interventions in schools have allowed many children students to have access to WASH facilities and reduced the incidence of water and sanitation-related diseases. These interventions also prevented children, especially girls, from missing school because of inadequate

<sup>70</sup> According to the Drinking Water, Sanitation and Hygiene in Schools Global Baseline Report 2018, only one-third of schools in Jordan had adequate basic sanitation services.

<sup>71</sup> UNICEF (2018). Country Office Annual Report (COAR) 2018.



facilities. However, major nationwide investments are required to meet the needs of all students across the country and achieve SDG6.

#### **4.4.1 Key Results by Section during COVID-19 2020 Operational Period**

146. The first case of COVID-19 was recorded on 3 March 2020, and on 14 March the country introduced several measures including school closures to stop the transmission of the virus.
147. To address the health and socioeconomic impacts of the pandemic, the GoJ developed a series of plans and programmes to support vulnerable households and workers, and implemented measures designed to support businesses, including delayed tax payments, partial payments of salaries, and special loan programmes for small- and medium-sized enterprises. It launched its COVID-19 vaccination programme in January 2021, which includes equitable access to vaccines for anyone residing in Jordan (including refugees).
148. Jordan increased the coverage of the social security safety net, while facilitating the formalization of informal workers and enterprises.<sup>72</sup> The adoption of the National Social Protection Strategy (2019-2025), expansion of the NAF, operationalization of the national unified registry, and the innovation of digital payments have strengthened the social protection sector, which enabled a more rapid and better coordinated shock-response. The Social Protection Response Committee was set up to manage, organize and monitor the sector's response to COVID-19.
149. It is important to note that the Result Resources Framework which the program has planned against did not include allocations or targets for dealing with the COVID-19 crisis. However, UNICEF worked closely with the Government of Jordan and other partners to contribute to the country's response to the emergency caused by the COVID-19 pandemic. UNICEF COVID-19 related activities included both preparedness and response activities, in the following three major areas: (1) limit human-to-human transmission and protect individuals from exposure to COVID-19; (2) prevent and address the secondary impact of the outbreak – minimize the human consequences for children and their communities; and (3) enhance risk reduction and in-country preparedness including coordination.
150. Considering the challenges the CO faced during the period, it is important to recognize the achievements of UNICEF Jordan. These achievements are summarized below for each of the CP Components.

#### **Education**

- UNICEF supported children to return safely back to school and to recover lost learning. It supported up to one million children supported to accelerate and recovery their learning during COVID-19.
- More than 1,000 children with disabilities were provided with one-one-one support to keep learning during COVID-19.

<sup>72</sup> Jordan Strategy Forum, UNICEF Jordan (2020). Jordan's National Social Protection Response During COVID-19.

- Over 28,000 teachers trained to deliver Learning Bridges programme to children in grades 4 to 9.
- 5,000 children in refugee camps provided with free monthly data to bridge the digital divide.
- Over 34,000 children provided with learning kits in refugee camps.
- More than 4,000 out-of-school children enrolled in non-formal education.
- 200,000 girls and boys in 1,000 schools were provided with life skills through the Nashatati programme.
- 1,850 children (50% girls) living in remote communities were provided with school transportation.

### Wash

- 1.75 million Children and their families reached with critical WASH supplies during the COVID 19 pandemic
- Close to 600,000 children and their families were provided with access to safe water in refugee camps and water-scarce communities
- More than 110,000 children and their families provided with access to appropriate sanitation facilities and services.

### Health

- Supported the Government of Jordan's COVID-19 response efforts through risk communication and engagement, testing, and clinical management.
- Maintained provision of life-saving health and nutrition services for Jordan's most vulnerable children and families, including pregnant and lactating women.
- Over 200,000 Children under-5 fully immunized against communicable diseases through donated vaccines, vaccines supplies, more than 13,000 in remote areas.
- Over 27,000 children provided with school health services.
- Close to 175,000 newborns were screened for genetic diseases, the process was supported by UNICEF through training medical staff, donating Therapeutic Milk and raising awareness

### Youth and Adolescents

- 7,000 young people (70% females) provided with access to digital learning and training through the Youth Learning Passport.
- Nearly 50,000 young people (64% females) volunteered more than 1 million hours through Nahno.org. More than 57,000 young people (60% females) received training in future-ready skills.

### Social Protection

- Due to COVID-19 secondary impacts on the economic situation in Jordan, Social Protection increased the support to the NAF program to cover more children and their families with cash assistance, data packages and winterization kits.
- UNICEF supported the NAF programme to cover 100,000 households and children during this period.
- 150,000 children (53% females) and their parents were supported through the Makani programme with learning, protection, ECD and youth services.

- Over 11,000 data packages delivered to families in the Makani programme to bridge the digital divide. Over 30,000 vulnerable children supported to continue learning through the Hajati cash transfer programme.
- More than 30,000 children supported with winterization cash assistance to keep them warm during the cold season.
- 2,300 children and their family members living in remote communities provided with healthcare, malnutrition screening and infant and young child feeding counselling.

### Child Protection

- UNICEF Child Protection supported the provision of remote case management services to families in need during the pandemic.
- Launched the U Report COVID-19 Child Protection WhatsApp group, broadcasting daily themed information to over 30,000 parents with COVID-19 information on helplines, parenting, and family fun tips.
- More than 100k children supported with child protection services through the Makani programme.
- Almost 7,000 children received case management and child protection services to end violence.
- Over 30,000 parents and caregivers supported with early childhood development and better parenting services.

151. It is worth noting that the activities planned in the UNICEF Jordan's response to the COVID-19 pandemic were all relevant. In fact, they aligned with the 2020 WHO global Strategic Response Plan (SRP), and the 2020 UNICEF COVID-2019 Humanitarian Action for Children appeal. Together, the results created by these activities have contributed to stopping the transmission of COVID-19 and keeping children and their families safe and healthy, as well as aiding to minimize the secondary impacts of the outbreak and related control measures on children, including school closures, the burden on local health systems for the delivery of primary care, as well as protection risks and economic pressures felt by the most vulnerable in Jordan.

**Finding 9: There is evidence of increasing effectiveness in outreach to different groups, including the most marginalized. This is a key objective of the JCO's approach of targeting programme clients through a two-step multidimensional vulnerability assessment.**

152. As outlined in Section 2, UNICEF targets its programme clients through a multidimensional vulnerability assessment. By interfacing geographic targeting with household targeting (in a two-step process), it has been able to focus on a portion of those most in need and ensure access to educational opportunities regardless of their nationality or refugee status.

153. An example of this is the characteristics that define the focus for the Hajati programme, which include districts with high multidimensional vulnerability, high pressure on public services (measured by the presence of double shift schools) and the availability of complementary services - for example, the presence of UNICEF-supported Makani child protection centre). Household targeting, based on a separate survey, allows UNICEF to rapidly assess the needs of crisis-affected

populations. Having previously developed this approach, the JCO was well placed to apply this approach in response to the COVID-19 pandemic.

154. In the case of Hajati, the programme uses a two-fold approach to identify and target households: the first step is geographical targeting, where districts with high multidimensional vulnerability, high pressure on public services (measured by the presence of double shift schools) and the availability of complementary services (for example, the presence of UNICEF-supported Makani child protection centres) are identified. The geographic targeting is then followed by household targeting, based on a separate survey. This approach was also used in 2020 amidst the COVID-19 pandemic to rapidly assess the need of crisis-affected populations.
155. In response to COVID-19, UNICEF adopted new modalities for delivery of ECD activities and remote case management. These efforts focused on extending support to the most vulnerable (defined as children and women, as well as multi-dimensional poverty among Jordanians and non-Jordanians, including Syrian refugees).
156. In a similar vein, UNICEF social protection programmes rapidly shifted modalities and expanded coverage to respond to the implications of COVID-19 on the most vulnerable groups nationwide. In 2020, for example, 9,118 unique households (29,699 children) received at least one cash transfer to support their basic needs with an average monthly amount of 98.2 USD per household. After two weeks of lockdown announcement UNICEF supported 4,323 (including 15,097 children) vulnerable households to cover their basic needs. These households included those identified in the cash assistance database as vulnerable or urgently referred from partner organizations and UNICEF field staff. During June 2020, UNICEF expanded to cover additional vulnerable households living in informal settlements (1,123 households).<sup>73</sup>
157. In the year 2020 alone, the expansion of the social protection safety net with the support of UNICEF to NAF helped to reach over 740,000 children through regular and emergency cash assistance programmes. The Hajati cash assistance programme reached over 30,000 children, whereas Makani centres provided an integrated package of services to over 115,000 vulnerable children.<sup>74</sup>
158. Through the successful Takaful programme (see Box 5.3) and with the new targeting criteria and the MIS-supported UNICEF, NAF coverage was expanded, almost doubling the number of vulnerable households supported, mainly through cash assistance. For example, launched in early 2020, the second phase of Takaful expanded coverage to an additional 25,000 households, reaching a total of 54,500 households (over 180,000 children) in two years. The innovative Za'atari

#### *Box 5.3: Success of the Takaful programme*

"In November 2020, the Takaful Programme was selected as the Best Arab Government project for community development, and won the Government Excellence Award for outstanding work in advancing governance and administrative practice in the region"

**Source:** UNICEF's Annual Report (2020)

<sup>73</sup> UNICEF (2020). Country Office Annual Report (COAR) 2020.

<sup>74</sup> UNICEF (2020). Country Office Annual Report (COAR) 2020; Annual Report, 2020; UNICEF (2021). Country Programme Full Approved Report RAM 2020.

water and wastewater networks project, now delivering safe water directly to households, benefiting over 79,000 residents (44,420 children). Marginalized and vulnerable groups also benefited from the knowledge station services of the “Educational Loss Compensation Program”.

159. Provision of WASH services in informal settlements in 2018 alone, UNICEF and its partners installed water storage tanks and latrines and provided hygiene and cleaning supplies, including for menstrual hygiene management, in 103 informal tented settlement sites. These efforts have led to reaching 14,590 people (59% children, 48% females), or 60% of the target for the year.<sup>75,76</sup> UNICEF WASH staff confirmed that such interventions are critical given the terrible conditions in informal settlements, with high rates of open defecation and limited access to drinking water.
160. In the area of Emergency WASH services, UNICEF supported projects that provide Syrian refugees in camps with access to an adequate quantity of safe water (tankering and water infrastructure) and appropriate sanitation facilities. For instance, in 2018, UNICEF-constructed water networks delivered 20 liters per person per day of safe water for approximately 50,000 people (80% of them women and children) sheltering at Rukban. In the same year, WASH services were provided daily for all 127,308 people living in Za’atari, Azraq and King Abdullah Park Syrian refugee camps. This allowed camp residents to earn a living in a safer environment. The UNICEF WASH program activities in the camps also included community mobilization and hygiene promotion activities.<sup>77</sup> WASH services now have been provided daily for all 127,308 people living in Za’atari, Azraq and King Abdullah Park Syrian refugee camps.
161. Ensuring WASH services in refugee camps during the COVID-19 pandemic became even more critical. Hence, from the year 2020, UNICEF provided necessary support to prevent, respond to and mitigate the direct and indirect impacts of the pandemic on vulnerable populations. UNICEF’s response focused first on Infection Prevention and Control (IPC), with camp-wide awareness campaigns focusing on hygiene promotion and health information, supported by monthly distributions of hygiene and cleaning supplies and increased volumes of water. WASH infrastructure was urgently constructed in quarantine, isolation and COVID-19 treatment facilities, and training on IPC was provided to over 2,000 refugees working with UNICEF in schools and Makani Centers, key education personnel and members of the UNICEF-supported community disinfection teams.<sup>78</sup>
162. UNICEF achieved important results in the refugee camps, even though the Government of Jordan was not fully supportive of interventions that bring permanent infrastructure in the camps. In fact, the Government of Jordan had political concerns, arguing that permanent infrastructure provided by UNICEF and other partners in the camps would send a message that the Government was making a permanent home for refugees in the country. Some stakeholders also emphasized that, initially, UNICEF was not focusing interventions on strengthening community engagement in the camps. It was when OXAM commissioned a study<sup>79</sup> that showed relevance of community

<sup>75</sup> In 2018, the estimated 18,000 people living in informal tented settlements were among the most vulnerable in Jordan.

<sup>76</sup> UNICEF (2018). Country Office Annual Report (COAR) 2018.

<sup>77</sup> Ibid.

<sup>78</sup> UNICEF (2020). Country Office Annual Report (COAR) 2020.

<sup>79</sup> Oxfam (2018). Oxfam research report: community Engagement in WASH Service Delivery in Zaatari camp.

engagement that UNICEF started acknowledging the importance of this aspect in ensuring sustainability of WASH interventions in the camps.

**Finding 10: Political, economic and the COVID-19 crises have been major factors influencing the timely achievement of Country Programme outputs (and thereby effecting outcomes), the continuity between social policy work and implementation (due to changing cabinet priorities) and in some cases the level of investments in some areas.**

163. The UNICEF programme in Jordan must wrestle with numerous external factors in pursuing the achievement of its outputs. These include government and system challenges (staffing, bureaucracy, lack of awareness and prioritization of primary care, lack of availability and fragmentation of data (particularly in health), human resources, key health, and nutrition issues (COVID-19 and related determinants of health, non-communicable diseases, nutrition, family planning and sexual and reproductive health and rights) affecting the long-term health and welfare of children.
164. Frequent changes within Ministries have forced UNICEF to often repeatedly re-engage with new personnel who may take new positions on initiatives. This is an inefficient approach, but certainly not one within the control of UNICEF unless the initiative is dropped or downgraded.
165. The Geographic Multidimensional Vulnerability Analysis provides information and data regarding the major factors influencing the achievement of Country Programme outputs but is still in its infancy in use, presenting challenges in defining who is “the most vulnerable.” This analysis shows that Jordan’s economy reduced 0.2% year over year to 1.9% in 2018, below the 2.6% average between 2010 and 2016. It also indicates that absolute poverty rate was 15.7% in 2018 and that more than 0.6 million children are multidimensionally poor and 0.004 million are acutely poor. These contextual factors limit what UNICEF can achieve as an organisation in terms of impact. Nevertheless, the Country programme has proven effective in delivering support to many of those who are most vulnerable.
166. Despite efforts to expand coverage in education, the COVID pandemic has limited continued progress (principally due to school closures). Challenges remain in the ability of children to engage with distance education due to limitations of data, connectivity, compatible devices, and IT skills. Girls and children with disabilities face challenges and need targeted support.
167. Having very small schools in rural areas and overcrowded classrooms in urban settings are the two main challenges in providing access to education, especially after integrating Syrian refugees into schools and the significant transfer of students from private to public schools for socio-economic reasons. Approaches such as clustering schools with a low student population and double shifting in congested schools were adopted to increase efficiency.
168. Critical needs have been addressed (WASH, health, education), while other efforts have been delayed (Early Childhood Education, youth and adolescent work) due to re-prioritization.

169. The closures of the border and restrictions on movement hampered operations, made it more difficult to reach those in need; Jordan faced a difficult balance between restricting the spread of the disease while limiting socio-economic impacts on the country.
170. Challenges remain in the ability of children to engage with distance education due to limitations of data, connectivity, compatible devices, IT skills, high costs, and restrictions in movement. These challenges have led to a digital divide which further excluded the most vulnerable children from accessing education.<sup>80</sup>
171. There are many economic and social factors influencing the education sector and its achievements. Some examples include the higher dropout rate among boys due to poor academic achievements, violence, bullying, and labour. Meanwhile, girls are more likely to be kept at home due to protection concerns, household responsibilities, and early marriage. These discriminatory social norms, gender bias, and stereotypes effect the education of girls.<sup>81</sup>
172. Internal factors that influence the impact of the achievement of the Country Programme outputs in health and nutrition include a lack of focus on health and nutrition including a lack of resources, and opportunities for increased communication, integration across sectors, and evaluations of interventions.
173. Lack of focus on health and nutrition and lack of resources: Health is not a major focus for UNICEF in Jordan, given that Jordan is an upper middle-income country.<sup>82</sup> Yet as Jordan has a chronic emergency response requirement (in terms of the Syrian refugees), an economy under pressure, a resulting health systems gap has been evidenced and demonstrates a need for support. The lack of funding was evidenced when confronted with the challenges of COVID-19 as was the corresponding need for CP Sections to collaboratively work together for maximum effectiveness.
174. The overall economic situation in Jordan is not ideal following the COVID-19 pandemic, the unemployment rate is high and job opportunities are scarce. There are some sectors which are closed for Syrian refugees and their working permits are being revoked. These conditions are influencing the recruitment of the graduates and NAF programs, both Jordanian and Syrians.
175. How UNICEF interventions in Jordan are financed explains, to some extent, why it is difficult for the Agency to develop and implement long-term interventions. For example, during the implementation of the country program, the funding received for WASH sector was generally short-term, intermittent, and from UNICEF traditional donors. Tackling WASH challenges such as non-revenue water, and water-related complex issues such as climate change and sustainable management of ground water resources requires long-term financing. In the same vein, UNICEF 2018 report acknowledges that implementation of the Ministry of Water and Irrigation policies,

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<sup>80</sup> UNICEF (2020). COVID-19 Education Response.

<sup>81</sup> National Council for Family Affairs, UNICEF (2017). Situation Analysis of Children in Jordan Summary.

<sup>82</sup> UNICEF. (2022). Country Programme Full Approved Report 2021.



standards and legislation was constrained by the economic downturn and limited public resources, among other key factors.<sup>83</sup>

**Finding 11:** A review of achieved results corresponds to the stated objectives of UNICEF and the CP, which explicitly state the focus on gender equality, programming for youth with the Child Rights Convention and humanitarian principles are at the core of the UNICEF Jordan program. Some effort has been made in reference to the human rights agenda, however, direct attribution to this as a portion of programming is closely equated with the commitment to humanitarian action to serve refugees' needs.

176. In 2019 the Government of Jordan launched with the support of UNICEF, UNFPA and UNHCR the National SOPs for the prevention and response to Gender Based Violence, Child Protection and Family Violence.
177. The services were provided in safe spaces (free from abuse, violence, harm) operated in partnership with the Jordanian government, UN agencies, and civil society organizations (CSOs) to strengthen the protection response for survivors of violence in camps and host communities. Safe spaces include women and girls' safe spaces, community centres, youth and child protection services but not shelters.
178. The Ministry of Education has advanced initiatives to strengthen the role of women in the Education sector, including promotions to leadership and supervisory positions. The Ministry of Education's goal is increasing equity of gender, addressing gender issues in the education sector, making quality education available to all students a fundamental human right, teaching methods being gender-responsive, and teaching materials being free from gender stereotypes and biases.<sup>84</sup> These initiatives can be attributed to the involvement of UNICEF programs that are been implemented by the Ministry of Education and have advanced gender-related issues and gender equality in the overall and sectoral workplan.
179. The needs of children with disabilities were addressed by ensuring schools have the needed infrastructure such as ramps and other facilities, developing policies and frameworks to promote inclusivity in schools, and having special resources and trained teachers who provide care for children with disabilities and aid their learning process.
180. In 2019 UNICEF continued the delivery of safe water, supplying 158,000 people residing in the three large camps and the north-eastern border, including over 80,000 women and girls and 10,000 people affected by disability. Access to appropriate and safely managed sanitation systems was also provided to the 115,000 people living in these camps while WASH services were expanded in the north-eastern border to include solid waste campaigns and hygiene promotion, reaching 45,000 people, 35,700 of whom are children and women.
181. The UNICEF WASH program was guided by the principle of humanity, in the sense that WASH interventions attempted to reach all those who needed at least basic WASH services (in schools,

<sup>83</sup> UNICEF (2018). Country Office Annual Report (COAR) 2018.

<sup>84</sup> Ministry of Education (2018). Education Strategic Plan 2018-2022.



refugee camps, informal settlements, vulnerable communities across the country), thus saving lives and alleviating suffering, while ensuring respect for the individual. The shift to the vulnerability approach enabled WASH interventions to address WASH needs in an impartial way – based on needs alone – with no discrimination on any basis — nationality, race, gender, religion, political opinion, or class. Finally, the program has allowed UNICEF to ensure the right of refugees to receive WASH humanitarian assistance.

## 4.5 Impact

**Finding 12: Social Cohesion: Innovative initiatives have been identified at community level and executed which have helped to diminish potential conflicts and promote greater social cohesion, while others contribute to addressing data gaps.**

182. Dislocation between camps and host communities, limits social cohesion. To mitigate the effect of dislocation, workshops can be organized to connect all groups of the community and foster stronger bonds between camp residents and host communities.
183. At a higher level, universities and institutions have integrated Syrian refugee students into the higher education system. For example, LTUC targets Syrian students from the refugee camps and other refugee nationalities with the support of UNICEF to obtain the necessary documents. In addition, LTUC provided training to youth who dropped out of schools early in their lives due to child labour and equipped them with the needed skills to align them with proper job opportunities.
184. Social cohesion has been strengthened using media to promote awareness on the importance of integrating all parts of community of all ages and nationalities without any discrimination, as it benefits everyone in achieving a better quality of life on all levels.
185. There are indications that overall acceptance, cooperation, and social cohesion at the community level between the host community and the refugees has increased. Amongst children and youth, UNICEF reports a 35% increase in willingness to play and work with other students of different ages and nationalities.
186. Social cohesion was promoted and leveraged in all WASH interventions. In particular, the WASH program's shift to a vulnerability approach enabled UNICEF Jordan to further promote social cohesion among children of various nationalities and backgrounds, and between boys and girls. By strengthening the water sector institutional capacities and systems (policies and strategies), UNICEF created conditions that enabled the improvement of the water supply and sanitation infrastructure and services in cities, schools, refugee camps and at community and household levels. By implementing the new approach, UNICEF addressed an important underlying cause of vulnerabilities, thereby promoting social cohesion and inclusion. In fact, the program addressed multiple overlapping disparities, including between boys and girls, geographic areas, disability status and other dimensions.

187. On the other hand, by expanding WASH services to the most vulnerable people in Jordan (e.g., through rehabilitation of WASH systems in highly vulnerable areas), and by empowering people (e.g., through WASH sensitization campaigns aimed at raising people's awareness of the importance of hygiene or water conservation), the WASH component of the country program contributed to the protection of human rights and social cohesion in communities.
188. Through sector coordination mechanisms and coordination efforts at the camp and informal settlement levels, the UNICEF WASH program ensured the needs of those in camps, host communities and in the settlements were addressed in a coherent manner. These mechanisms allowed to design activities that targeted the most vulnerable, notably in the camps, host communities and informal settlements.
189. There is some indication that social cohesion may have improved through a vulnerability approach to the provision of services for Jordanians and Syrian refugees, but the lack of detailed data/information precludes an accurate assessment of the vulnerability approach's contribution to higher social cohesion at the community level. There is no additional evidence (e.g., survey, interviews with beneficiaries) showing any changed social cohesion at the community level as a result of a vulnerability approach in health and nutrition in Jordan. However, it has been well documented the level of discontent which existed in hosting communities where the previous focus of efforts was on refugees, and that providing services for both Jordanians and Syrians (e.g., new-born screening) has helped improve this.
190. Despite a broader vulnerability approach which enabled UNICEF to focus on strengthening a comprehensive national social protection system that reaches specific population groups affected, including youth and women, interviewed stakeholders consistently indicated that one of the remaining challenges in Jordan is limited participation of women in the labour force as compared to men. These views are consistent with the most recent statistics on women employment in Jordan. The labour force survey<sup>85</sup> conducted by the Department of Statistics in Jordan<sup>86</sup> indicates that the unemployment rate for males has decreased by 1.5 percentage points and has decreased for females by 2.3 percentage points. However, women unemployment rates remain high, and the trend as noted in Section 2, has continued in 2022.

**Finding 13:** With child and youth issues at the core of its mandate, the UNICEF Jordan CP has developed strong links with the government, other UN agencies, CSOs, and donors and consequently is recognized as a champion of child rights. This commitment is evident from its work ranging from ECE, child education to youth training, ensuring no child is left behind.

191. UNICEF plays a critical advocacy role vis-à-vis its interaction with the GoJ and through the JRP. This emerged clearly with the onset of COVID-19, when UNICEF took vigorous action on a range of fronts.

<sup>85</sup> Department of Statistics (2021). Labor Force Survey - 2021.

<sup>86</sup> The labour force survey includes a sample size of about 16,000 families distributed over all governorates of the Kingdom, and is representative of urban, rural and governorates. The labour force survey is carried out in the middle of each quarter of the year and provides data that reflects the reality of the entire quarter (July, August, September), and the individual is asked whether he/she searched for work during the four weeks preceding the day of the interview, according to the international recommendations adopted in Jordan.

192. In its range of work which includes care for families and their children, ensuring much-needed cash support, in its work in health and WASH, in its public awareness campaigns and, importantly, in taking leadership and supporting social policy development, in Social Protection and Child Protection UNICEF has delivered leadership.
193. As the Education Sector Working Group Lead Coordinator, UNICEF assumes a leadership role in shaping and influencing the direction of the education program design and implementation to strengthen the Education sector in the long term.<sup>87</sup> The added value of UNICEF's work is evidenced in their follow-up on policy work, support for implementation, monitoring and evaluation of programmes, support for scaling up and technical support for ensuring the impact for the implemented programs is both observed and identified for other working group members and donors to collaborate with.
194. UNICEF's champions of child and youth issues and strengthening the education system is anchored in SDG 4 (Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all). UNICEF advocacy and support for the ESP and its six key domains - early childhood education (ECE), access and equity, quality, teachers' development, system strengthening, and technical and vocational education and training (TVET) – has been effective and has taken advantage of its position as a thought leader, advocate, partner and provider.
195. Some of the results generated through the implementation of the WASH program contribute to the positioning and readiness of UNICEF Jordan to champion children's rights in Jordan. To start with, UNICEF supported the WASH assessment in schools,<sup>88</sup> targeting WASH facilities in 3,681 public schools nationwide. The results of the assessment offer a powerful entry point to highlight the key WASH in schools' priorities and needs and influence policy and decision makers. In fact, the assessment report formulated a series of recommendations that could help UNICEF and other WASH stakeholders to conceive and implement sound interventions, with results that could be sustained. These recommendations concern different WASH areas, including latrine facilities, water systems in schools, water quality, waste disposal and sewerage system and hygiene practices promotion. Based on this assessment, UNICEF is particularly well positioned and equipped to influence decision making on WASH issues in Jordan's schools. The Government of Jordan and other stakeholders also got a better understanding of the issues; so, they can design school WASH interventions that address the real issues and in the right places.
196. The national water and wastewater vulnerability maps produced by UNICEF and the Ministry of Water and Irrigation constitute another output that enables UNICEF to position itself in championing national efforts in favour of children's rights related to WASH services. As indicated previously, these maps have already provided UNICEF with a solid basis for prioritization of its interventions.
197. The work UNICEF has undertaken in health and nutrition, including funding reports, building the evidence base, developing systems and models in a variety of areas, and providing technical capacity has helped to position it as a champion of child issues in Jordan related to health and nutrition.

<sup>87</sup> UNICEF (2017). Strategy Note for Education Jordan Country Programme 2018-2022.

<sup>88</sup> JEN, Ministry of Education (2015). School WASH Assessment.

198. UNICEF Jordan has provided technical capacity and funding to produce numerous reports and build an evidence base to help understand issues and identify recommendations for moving forward. It funded a report on B-Thalassemia in Jordan (2019) to estimate the economic burden in Jordan, and identify policy levers for addressing this burden,<sup>89</sup> and provided financial support for the Jordan National Micronutrient and Nutrition Survey (JNMNS) (2019) (draft 2020, awaiting government approval).<sup>90</sup>
199. UNICEF has also provided funding for models in primary health care and community volunteer models. The FCMT model was implemented with support from UNICEF, focusing on vulnerable populations including both vulnerable Jordanians and Syrian refugees in Mafrq and Irbid governorates.<sup>91</sup> A baseline assessment for this FCMT pilot was completed in 2018.<sup>92</sup> UNICEF has helped to strengthen data systems in Jordan, including supporting the development and piloting of a neonatal death audit and surveillance system.<sup>93 94</sup> In addition, UNICEF has provided funding and support for programs such as the BFHI, immunization, school health, emergency health response, and newborn screening. This work has played an important role in positioning and equipping UNICEF to champion child issues in Jordan.
200. Consulted stakeholders acknowledge that the activities implemented by the Social Protection section have positioned UNICEF as leading agency of the sector. The national protection strategy adopted in 2019, the many studies and assessments conducted, and the financial and technical support provided by UNICEF were consistently highlighted as key factors contributing to this positioning. Through its involvement in programs such as Hajati, Makani, and Takaful, UNICEF is well positioned within the community of national actors and development partners, including UN agencies, to champion child and women issues in Jordan.
201. Most respondents in this evaluation also emphasized that, by adopting a data-driven approach and by pushing for important policy changes, UNICEF continued to position itself as the country's knowledge hub advocacy lead for children. As analysed in this report, UNICEF capitalized on its established relationship with the Government and accelerated its support for national data systems, ensuring monitoring of the situation of vulnerable children in the whole country.

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<sup>89</sup> Ministry of Health. (2019). Health & Economic Burden Of B-Thalassemia in Jordan For 2019. Ministry of Health and UNICEF.

<sup>90</sup> Biolab, Department of Statistics, Jordan Health Aid Society International, Ministry of Health, UNICEF, WFP, GroundWork (2020). Jordan National Micronutrient and Nutrition Survey 2019.

<sup>91</sup> UNICEF. (2018). Country Office Annual Report 2018.

<sup>92</sup> IQVIA. (2018). Baseline Assessment for the FCMT Pilot: Health Facility Capacity Gap Assessment, Client Satisfaction Survey and KAP Survey. UNICEF and Ministry of Health Jordan.

<sup>93</sup> UNICEF. (2021). Country Programme Full Approved Report 2020.

<sup>94</sup> UNICEF. (2018). Country Office Annual Report 2018.

## 4.6 Sustainability

**Finding 14:** UNICEF Jordan has made substantial efforts to work with a wide spectrum of stakeholders to develop lasting partnerships, which can be maintained beyond donor programs. There are several situations where this is exemplified, including co-financing, program development, stimulating volunteerism and mobilizing the private sector to contribute, which engaged the GoJ to adopt and embed successful programs in its long-term plans.

202. UNICEF has made a significant contribution to offset the suffering of children and their families through a strategic partnership for the National Aid Fund (i.e., Takaful Programs) ensuring thousands have received critical support. The changes to the NAF are structural and long term and will be sustainable through commitments of GoJ.
203. The *Nashatati* Model of education programming is aligned with the vision of the Life Skills and Citizenship Education (LSCE) Initiative agenda and aims to foster life skills and social cohesion. The Ministry of Education has embraced this model and has now embedded it in its programming, after two years of pilots. Leveraging the partnership, this has increased access for all vulnerable children to quality after-school activities, increased participation and greater psycho-social wellbeing of children and youth. In terms of sustainability, it mobilizes volunteers and the communities, with the objective of ultimately leading to greater tolerance and appreciation of diversity, inter-personal acceptance, team-work, and shared sense of belonging.
204. Partnering with the Jordan Strategy Forum, UNICEF collaborated to produce a report on the national social protection system response during the first six months of the COVID-19 crisis. The report highlighted the challenges of mitigating the negative socio-economic consequences of COVID-19, the measures taken to increase the coverage of the social protection and support of the most vulnerable, and the lessons learned to support a shock-responsive national system. The report covers the three pillars of the National Social Protection System including social assistance, social services, and social security. This worked contributed to the GoJ downstream planning and preparedness for the next wave of the pandemic, which ultimately came, producing an effective response.
205. As noted earlier, the collaboration with other UN agencies led to important research which contributed to better targeting of the most vulnerable and those impacted the greatest by the COVID lockdown. UNICEF's collaboration with Luminus and BDC has mobilized sustainable and important commitments from the private sector. And collaboration with communities to improving Jordanians in need has mobilized them to support their own development in a range of areas, while improving social cohesion.
206. UNICEF programmes and the outcomes that were achieved have strengthened the national system and supported national ownership to a high degree. A key reason was their efforts were integrated within the existing operating system through partnership models, including Takaful, NAF, ECE, MAAN, Learning Bridges, with the Ministry of Education. In addition, the communication and coordination between UNICEF and the stakeholders created a greater

foundation for their ownership. Finally, UNICEF's respect for the technical expertise of their partners allowed for best practices and decision making to be decided by the partners.

207. The Takaful programs, NAF, ECE, Learning Bridges, and MAAN campaign are led by the Ministry of Education or the Ministry of Social Development. These programmes were initially designed in partnership with UNICEF with the aim of eventually institutionalizing these programs. These programs have become institutionalized, including in the Ministry's budget lines and capacity development through trained staff members. UNRWA's work on the Ma'An's programme relies on technical and financial assistance from UNICEF in the long term and demonstrates the probable situation for the future.<sup>95</sup>
208. At the Ministry of Social Development, UNICEF trained staff have improved systems at the Ministry, including provision of credible information for planning. Increasing national ownership processes have resulted in the UNICEF trained staff subsequently being supported by the NAF.
209. In the WASH component, UNICEF increasingly worked with the Ministry of Water and Irrigation and other sector entities (e.g., water utilities and local water authorities) to develop and implement in partnership with them a whole range of initiatives. By involving these national and local institutions in its WASH interventions, UNICEF Jordan contributed to their ownership and sustainability.
210. However, the evaluation found that, for some interventions, ownership of results is unlikely or not fully guaranteed. Stakeholders consulted indicated that the temporary nature of the camps makes the sustainability of UNICEF-supported WASH infrastructure and associated services challenging. The GoJ is not in favour of making camp infrastructure permanent, and it is not always clear what the fate of the water and wastewater systems developed with the support of UNICEF in the camps will be, should the camps get closed.
211. Similarly, the study by OXFAM<sup>96</sup> on Community engagement in WASH service delivery in Za'atari camp revealed that there is a lack of ownership of the WASH infrastructure among many refugee households. This threatens sustainability of the infrastructure and related services, calling for more work on community engagement. According to this study, the lack of ownership and sustainability is mainly associated with the type of water governance arrangements and frameworks regulating water and sanitation provision in the refugee camps in Jordan as well as the status of users of WASH services in the camps (refugee status).
212. In the SPSP Section, the design and implementation of programmes such as Makani and Hajati emerged through collaborative processes between UNICEF Jordan and key government institutions, as well as development partners operating in the social protection sector. For example, linking Makani with the overall Jordan Refugee Response Plan was crucial to the programme's success and sustainability.
213. By embedding these social protection programmes and concepts within a planning mechanism that is both multi-sectoral and inter-agency, the programmes were not just perceived as UNICEF's programmes, but were appreciated and owned by all involved actors. Evidence collected in this evaluation shows that UNICEF Jordan has worked with government partners, and other

<sup>95</sup> Aan Associates (2017). Evaluation of The Ma'An (Together) towards a Safe School Environment Programme 2009-2016 – Jordan.

<sup>96</sup> Oxfam (2018). Oxfam research report: community Engagement in WASH Service Delivery in Zaatari camp.



stakeholders to turn social protection concepts into action, making them real, with observable and lasting results. UNICEF's stakeholders admitted that through integration and collaboration, UNICEF social protection programmes are better owned and are likely to address poverty and social vulnerability issues if sustained. Sustaining these programmes is perceived as having the potential to help break the cycle of poverty and ensuring better futures for children, their communities, and the Jordanian society as a whole.

**Finding 15:** UNICEF efforts in education, WASH, Youth and Adolescent Development, and Child Protection combined have contributed to the sustainability of results. Efforts in Health and Nutrition have ensured improved practice on care for newborns and children and positive parenting. Importantly, UNICEF has supported longer term reflection on child and youth development which has led to system enhancements and supports effecting change which is enduring and integrated into the GoJ policies, plans and programs.

214. In Education efforts, reform of learning contents and teaching methods, curriculum, delivery, and assessment systems, as well as the institutional environment in which learning takes place, contributes directly to lasting quality improvements, which directly impact child learning, improved accessibility, and an enhanced environment conducive to learning. Combining its program efforts with others has led to healthy and safe spaces for learning and access to critical food and health services, as well as hygiene enhancements in the time of COVID-19.
215. Efforts in the Health and Nutrition sector have increased knowledge and improved practice on care for newborns and children, early stimulation, positive parenting, and protection. COVID-19 health initiatives and immunizations efforts have contributed to the safety, long-term healthy development of vulnerable children.
216. UNICEF Jordan's health and nutrition work was done together with the GoJ, and embedded in the government, to ensure the handovers were successful, and that many aspects of the projects have been sustained. This includes the building of the perinatal and neonatal audit and surveillance system, which had buy-in from the Ministry of Health to implement in all hospitals. Immunization in camps has been successfully handed over to the Ministry, while UNICEF continues to pay a small transport allowance for the Ministry of Health to do these. National ownership is high and evidenced by comments from a number of KIIs.
217. However, some UNICEF and GoJ staff noted challenges in sustainability, and more time is needed to ensure the government can take over the work given the challenges in the health and nutrition sector with the Syrian refugee crisis, followed by COVID-19. While there may be ownership from the Ministry of Health, it has been noted that challenges may arise if UNICEF support does not continue (e.g., newborn screening) given the budget implications for the Ministry of Health,

"UNICEF started handing over specific services to MoH as part of a sustainable long-term exit strategy. During the reporting period, immunization activities in Azraq camp were handed over to MoH, which ensured the sustainability of the service."<sup>97</sup>

<sup>97</sup> UNICEF. (2021). Country Programme Full Approved Report 2020.

resulting in reduced reach of programs. It was noted that a system approach requires investment from the Ministry in terms of financial and technical support, and this is not always possible. Human resources need ongoing training, and commodities and supplies are also needed to ensure sustainability over the long-term, and this remains a challenge.

218. Despite the ambiguity about how long the GoJ will host the Syrian refugee camps, the water systems built in these camps with UNICEF support were designed to provide long-term functionality, even if UNICEF were to leave. The quality of the equipment is high, which adds to the longevity of the systems. Although supporting the construction of WASH infrastructures with materials and supplies of high quality is not a *priori* directly a guarantor of sustainability, such materials are an essential element of sustainability. In addition, the WASH committees established as part of the WASH interventions to oversee water access and hygiene promotion contribute to sustainability of systems.<sup>98</sup>
219. Other measures taken by UNICEF Jordan that are likely to contribute to the sustainability of the results achieved relate to UNICEF's focus on interventions that strengthen systems and build the capacity of relevant actors. Policy development and implementation and related outcomes are evident in all sections, and they have the potential to sustain created benefits.
220. For example, to help the government achieve the ambitious WASH in Schools standards and support those with limited resources, UNICEF has supported the Ministry of Education to develop an accompanying support system building on the global Three Star Approach.<sup>99</sup> Using this approach, schools can aim for and achieve several smaller but sustainable milestones on their way to reaching the National Standards. The establishment of climate action clubs also constitutes an important factor of sustainability.
221. The Country Programme's efforts have placed UNICEF in a strong position in priority areas for future interventions, in Child Protection, which has been identified as a priority area, of key importance due to the deteriorating environment children have been exposed to.
  - Evidence generation, policy dialogue and advocacy for children remain critical issues where work has been advanced.
  - The National Council for Family Affairs has indicated the urgent need for the endorsement of the Child's Rights Law, while both the government and UNICEF have indicated the importance of making ending the prevalence of violence against children a whole of Government and whole of society priority. This has been underpinned by the National Study on Violence Against Children in Jordan. The importance of this was reinforced during the December 2021 Jordan visit of the Special Representative for the SG.
222. Upstream system strengthening work, including health information system strengthening and programs like the BFHI that are integrated into the Government of Jordan's work, help to ensure sustainability of some health and nutrition systems in Jordan. UNICEF and GoJ KIIs noted that the work on the primary care system and work such as the BFHI is integrated from the start into the

<sup>98</sup> International Solutions Group (2019). Evaluation of UNICEF's response to the Water, Sanitation and Hygiene Needs in Jordan as a result of the Syrian refugee crisis (July 2012 to July 2017).

<sup>99</sup> The first level ensures that minimal, but useable WASH facilities are available and daily group hygiene activities are practiced. The next levels bring further enhancements of infrastructure and practices for keeping facilities clean and functional and providing essential supplies depending on available resources and management capacities of schools.



accreditation program, and that the health information work is developed with the government through a national unified reporting system. UNICEF works in close consultation with the government on these interventions. In immunization, much of the funding is already provided by the GoJ and the cost for PKU milk formula is now under multi-donor costing. It was noted that, UNICEF, through working with various partners, and advocating and delivering evidence, helped find lasting solutions.

223. On the other hand, the clinic at Rukban already closed in March 2020, and hence was not sustained despite 12,500 people remaining in the area. It was identified in UNICEF interviews that further work needs to focus on ensuring that the systems are sustainable, and that these are serving the most vulnerable.
224. UNICEF developed a communication strategy amongst stakeholders at the Ministry of Education and employed a variety of monitoring tools to ensure sustainability in the program, including regular progress reports submitted by partners, validated by programme visits, and by the use of the Integrated Monitoring and Evaluation Plan.<sup>100</sup> To ensure institutional memory and long-term sustainability, professional development initiatives by qualified human resource staff was provided to promote staff retention.<sup>101</sup>
225. To ensure sustainability of MAKANI project for example, the Ministry of Social Development will hand over the activities to the local NGOs while the Ministry's role is to supervise the implementation. The Ministry will provide a modest fund annually for sustaining the project.
226. Social protection programmes supported by UNICEF Jordan included upstream work that is crucial for ensuring the sustainability of the whole country programme, enabling the country to give every child an equitable chance in life. The support of UNICEF to develop appropriate information systems and/or structures has enabled the Government and other key stakeholders to monitor the situation of children's rights, as well as the degree to which duty bearers fulfil their duties. These systems allow actors to base their interventions on sound knowledge and to check if social protection services are provided to the right beneficiaries, while ensuring that the services are provided in a sustainable manner.
227. Similarly, UNICEF-supported studies on children's rights issues constitute an important building block for ensuring sustainability of social protection programmes. As seen before, these studies have helped the Government and other actors develop evidence-informed policies and strategies, thus tackling issues in a sound and sustainable manner. Finally, an important aspect of UNICEF's upstream work which contributes to the sustainability of social protection programmes is the institutional capacity strengthening dimension of its interventions. This study has described many instances where UNICEF strengthened the capacities of relevant government institutions (e.g., NAF, Ministry of Social Development), helping them to move from policies to actual policy implementation.

<sup>100</sup> UNICEF (2017). Strategy Note for Education Jordan Country Programme 2018-2022.

<sup>101</sup> Ministry of Education (2018). Education Strategic Plan 2018-2022.

## 4.7 Connectedness

**Finding 16:** Importantly, in the areas of Education and WASH, the humanitarian interventions have supported progress towards the humanitarian development shift or contributed to development interventions (Nexus). However, achieving a fully developed nexus approach in the Jordan requires high-level political commitment, a clear vision and long-term resources going forward.

228. UNICEF-supported programmes have allowed the GoJ to deal with the emergency needs of families and children, while at the same time providing a solution to developmental issues such as fighting child labour and preparing the youth for labour market. The program also strove to transition from emergency interventions to a more nexus-oriented approach.
229. In the WASH sector, UNICEF Jordan has dedicated a great deal of its interventions to WASH emergencies, notably by supporting the humanitarian response in Syrian refugees' camps. After the emergency phase, the WASH infrastructure established by UNICEF in the camps was designed and constructed to ensure long-term, sustained functionality. It can therefore be argued that the WASH humanitarian interventions supported by UNICEF have contributed to a relatively lasting improvement in the living conditions of the refugees. UNICEF interventions have equally supported policies and strategies that improve the water supply and sanitation infrastructure in other vulnerable communities across the country. More specifically, the WASH component has supported vulnerable families in host communities with improved water systems and wastewater infrastructure that are sustainable and climate resilient and expanding coverage to unreached areas.
230. The Hajati programme provides an interesting example of how UNICEF considered the humanitarian and development dimensions. By prioritizing the poorest and most vulnerable children – irrespective of their nationality or legal status – Hajati provides crucial support and ensures that no child is left behind. Hajati, however, is not simply a cash transfer programme that responds to humanitarian needs; it also supports the development of a sustainable social protection system in Jordan, through the NAF.
231. UNICEF interventions interwoven with the Education Strategic Plan 2018-2022 have been effective in contributing to humanitarian needs, while evolving progressively as development interventions in nature and composition, as well as being sustainable.
232. While UNICEF's health and nutrition work included a transition to development interventions, this shift was hampered by budget constraints, the ongoing chronic emergency of Syrian refugees, suggesting the need for a high-level political commitment.

233. Challenges in the transition to development from humanitarian assistance include budget constraints, as well as non-budget challenges.<sup>102</sup> UNICEF is changing its advocacy approach to ensure donors understand the need to provide resources for the development-humanitarian nexus.<sup>103 104</sup> It was noted by UNICEF Jordan staff that the emergency is really a chronic emergency (rather than a short-term emergency), and further investment in the nexus approach is needed, as is a high level of political commitment. By strengthening overall systems (e.g., data systems, PHC, screening), UNICEF and GoJ staff noted that this is strengthening systems for Jordanians as well as refugees. This is also noted in documents consulted.<sup>105</sup>
234. Consulted stakeholders generally indicated that humanitarian funding is decreasing, while development funding is slightly increasing. However, they voiced the concern that the development funding is not benefiting all agencies because it is channeled through ministries. Notwithstanding, some of the donors consulted emphasized that Jordan is a good example where they are learning that more and more can be (and should) done through the national systems. In their views, Jordan being a middle-income country that can provide services directly to its citizens, development partners should strive to provide direct support to Government. While it is still not easy for every Government to integrate refugees inside their systems that provide services to their citizens initially, these stakeholders argued that, to the extent possible, the role of UNICEF and other development partners, especially the UN Agencies, should be more of technical advisors in their specific sector areas.
235. UNICEF Jordan recognizes that the nexus approach requires funding commitments that are not aligned with the current program cooperation agreement which is only one year and is perceived as not being enough. In this regard, the analysis found that during the implementation of the country program, UNICEF has started exploring alternative financing to implement interventions that allow to effectively address humanitarian needs while at the same time addressing the resilience of Jordanian communities.
236. One such example is the new regional project launched in November 2021 and funded by the Adaptation Fund. This 14 million USD project is implemented in partnership with the Ministry of Environment and Ministry of Water and Irrigation in Jordan, among other partners. It seeks to increase the capacity of local authorities, refugees, and host communities in Jordan to better address climate change-related water scarcity. The cities of Irbid and Mafraq were selected as the project's target location due to recurrent droughts, extreme heat and a shift in rainfall patterns which have recently become major concerns for these areas. The priority adaptation measures selected for this project include rainwater harvesting, greywater treatment and reuse systems, wastewater treatment, and irrigation.
237. Finally, there is a lack of collective and coordinated effort, as implementing the nexus requires a shared vision, strategy, and planning beyond one development entity. Although there are sectoral working groups, the humanitarian and development working groups do not necessarily speak with each other. This was emphasized by several members of working groups and CSOs as a key

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<sup>102</sup>Ibid.

<sup>103</sup> Ibid.

<sup>104</sup> UNICEF. (2022). Country Programme Full Approved Report 2021.

<sup>105</sup> Ibid.

structural constraint to the work of UN system agencies. Despite GOJ efforts to ensure coordination, the reality is that humanitarian stakeholders do not always attend meetings; there are still some humanitarian stakeholders who continue to have meetings by themselves without involving the Government.

238. Overall, it remains challenging to achieve a fully developed nexus approach in the Jordan context because of varied factors: the lack of high-level political commitment and limited funding.

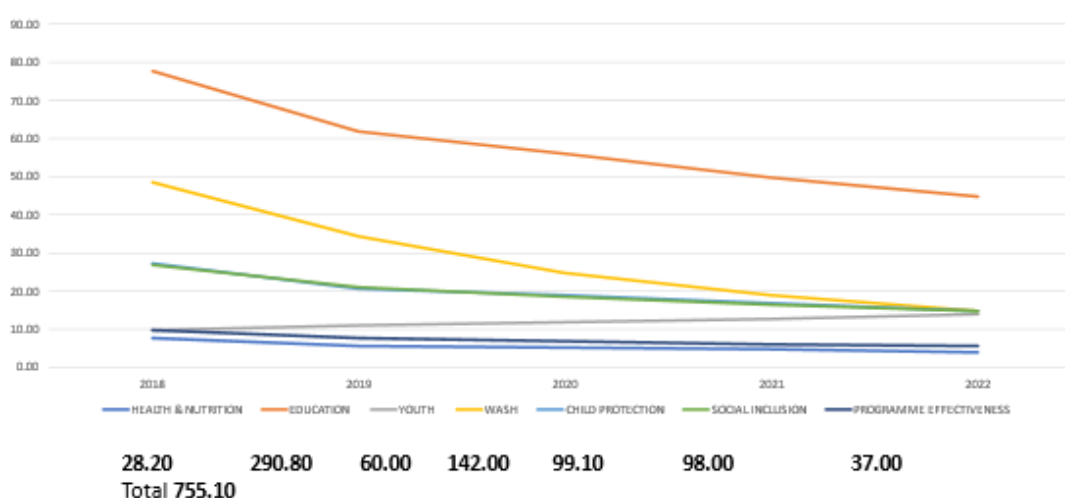
## 5 Conclusions

239. Generally, the UNICEF CP was designed and implemented with the aim of “leaving no one behind” and has adequately adapted to evolving global priorities and context, including in the time of COVID-19 emergency. Over the past two years WASH, Education and Health and Nutrition, the Youth and Adolescent, Child Protection and Social Inclusion/Protection Sections provided critical contributions and support for the vulnerable population in Jordan, especially the most vulnerable children, and strengthened the GoJ system through multiple approaches, methods, implementing partners and institutions.
240. The range of work within the country programme context all represent key priorities of Jordan, the UNSF and UNICEF. The priority needs of the vulnerable in Jordan continue to be the focus for UNICEF ensuring opportunities for quality education reachable for all, including developing new programs to address new challenges and maintaining continuity in the delivery of educational services. The evaluation found that, as of 2021, UNICEF CP was on track towards achieving the targets of output-level indicators across all CP components. The CP activities have made a significant contribution to the improvement of key policies and strategies. Several of the CP activities also helped GoJ’s institutions to move from policy to implementation and to provide direct services to children and their families, thus creating changes in their living conditions.
241. UNICEF Jordan has put in place mechanisms to ensure that many interventions are sustainable, and that the Government of Jordan owns these. This includes working in concert with the government, and ensuring interventions are integrated within the government’s work. The UNICEF Jordan Country Office has been at the forefront of building the capacity of the GoJ. With the onset of COVID-19, it ensured the delivery of vital services to children and young people, as well as supporting the population in continuing their long-term positive development through access in a variety of ways.<sup>106</sup>
242. UNICEF’s shift to a vulnerability approach has played an important role in achieving the CP results. The approach involves support for the establishment of a comprehensive national social protection system that reaches all children in Jordan. This has meant addressing the structural and intergenerational dimensions of inequity – targeting vulnerable children from all nationalities, including those involved in labour, living with disabilities and those from marginalized minority groups. This is a long-term process that the building blocks are now in place for.
243. In sectors such as WASH, UNICEF program is working on the transition between emergency and development. Transitioning from a predominantly humanitarian response towards a more system strengthening, and vulnerability approach has enabled UNICEF to continue the nexus-based program journey with increased system-based and upstream-level approaches. However, achieving a fully developed nexus approach in the Jordan requires high-level political commitment, a clear vision and long-term resources going forward.

<sup>106</sup> UNICEF (2020). COVID-19 Education Response.

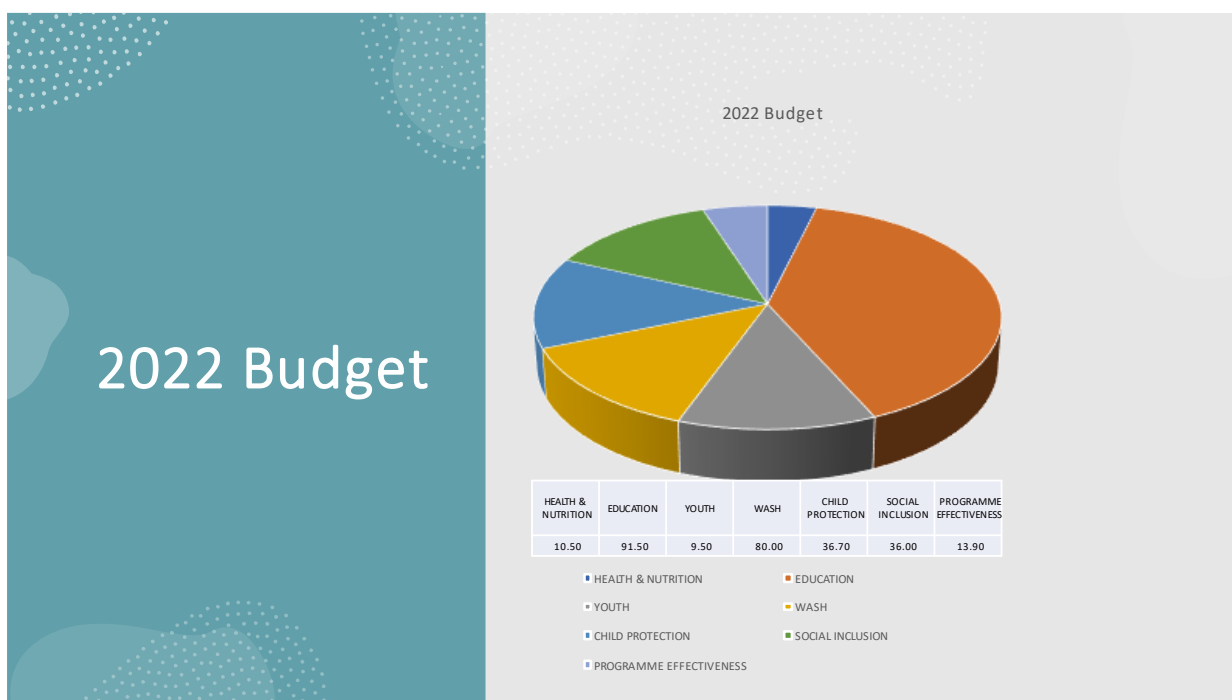
244. In the context of the COVID-19 pandemic, UNICEF has operated in a flexible manner to adapt quickly to the changing context, including designing and implementing new programs and modalities to response to the impact of school closures nationwide.
245. The health of a child and addressing nutrition is integral to all areas of UNICEF's work. COVID-19 has further illustrated that health needs to be a focus for UNICEF given its direct link to child development.
246. There is an opportunity for increased communications and decreased competitiveness within the Country Office. The need to work across sections was well noted by the UNICEF team as some of the work (e.g., with adolescents) is very vertical. While some of this cross-sectoral work is being done, there is further opportunity to ensure that work is integrated.
247. There have been suggestions that UNICEF's requirement of implementing partners to contribute 15% minimum of project financing should be revisited. Some INGO believe the percentage contribution should vary, depending on the degree of risk on the implementation. KIIs raised that this gatekeeper contribution amount may prevent some organizations from working with UNICEF as it is considered an inhibiting factor.
248. Due to the declining budget trend which can be observed in Figure 5.1 and 5.2 below, the Country Programme must make choices for UNICEF's investments in Jordan. A prioritization exercise has been conducted and reflection on the future programme within the Jordan Response Plan and regional context taken place. To ensure a comprehensive approach that considers the most essential aspects of the work, and to be done in the most effective, relevant, and coherent manner, close coordination, and consultation with the government of Jordan, stakeholders and donors is essential.

**Figure 5.1: Jordan Country Programme Budget Trends (2018-2022)**<sup>107</sup>



<sup>107</sup> Source

Figure 5.2: 2022 Jordan Country Programme Budget<sup>108</sup>



<sup>108</sup> Source



## 6 Lessons Learned

249. **An early start of planning and partner engagement delivers better understanding of objectives, coordination, and collaboration.** The findings of this evaluation show that UNICEF CP programming developed solid partnerships with Government institutions as well as other UN agencies, implementing organizations, institutions, including donors and NGOs, which promoted positive engagements and ensured broad support in Jordan, thus facilitating coordination, avoiding duplication, and stimulating investments and contributions from others; thus, expanding the reach of programs to the most vulnerable in Jordan.
250. **Flexibility and agility are key to effective programming in a complex and ever-changing context;** these characteristics allow programmes to adapt to different shocks, in particular, for the most vulnerable. The CP was implemented in the context of COVID-19; yet UNICEF was able to respond flexibly to the emergencies caused by the pandemic, adjusting its programming and flexibly deploying relevant and innovative approaches to service delivery.
251. **Cash Plus approaches may have a more powerful and long-lasting effects than cash transfer alone.** However, according to case studies examined, “Cash Plus” components need to be fit-for-purpose. “Interventions should be tailored to the unique needs of each context, with an elaborated theory of change that is realistic about what “Cash Plus” can and cannot achieve.”<sup>109</sup>
252. **A more inclusive and targeting approach with more relaxed targeting thresholds is beneficial for addressing economic and social vulnerabilities of children and families.** The CP successfully deployed an approach that aimed to reach all children in Jordan, irrespective of their status, but targeting vulnerable children from all nationalities, including those involved in labour, living with disabilities and those from marginalized minority groups. Localizing work has proved effective for targeting those most in need and to deliver services and resources to them.

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<sup>109</sup> See Keetie Roelen, Tia Palermo, and Leah Prencipe. ‘Cash Plus’: Linking Cash Transfers to Services and Sectors. UNICEF Office of Research-Innocenti. [IRB-2018-19.pdf \(unicef-irc.org\)](https://www.unicef-irc.org/publications/IRB-2018-19.pdf)

## 7 Recommendations

253. **Recommendation 1:** New planned programming of UNICEF should be based on the most current situation building on the data provided by the vulnerability analysis considering the regional context and impact of COVID-19. Early evidence points to an increasing number of vulnerable persons in Jordan, and a corresponding decline in the vulnerable populations' economic and social situational context and environment. A potential implication of this is increased tension between camps and host communities which limit social cohesion. To mitigate the effect of dislocation, workshops can be organized to connect all groups of the community and foster stronger bonds between camp residents and host communities. Priority: High, Stakeholder: UNICEF Jordan
254. **Recommendation 2:** ICT is clearly a key area of intervention in education, and there is potential sector for growth at national level, with long-term shift in education training using ICT related, particularly in the area of skills development, where Jordan has been challenged to move the needle forward. The next UNICEF CP 5-year strategy needs to include and focus on digital literacy access to technology and access to internet for learning. Not only does this enable accessibility in times of crisis but serves to address remote communities who need support and improved access. As can be seen during COVID-19 closure, this system change work enable UNICEF to support the Government of Jordan to enhance social protection coverage and coordination of social protection programmes (work which should also be built upon). Priority: Medium, Stakeholder: UNICEF, Ministry of Education, Ministry of Information and Communications Technology, and Ministry of Social Development.
255. **Recommendation 3:** The Jordan Country Office should continue its efforts towards (and advocacy for) a full application of the humanitarian-development (nexus) approach to ensure that UNICEF's humanitarian interventions create benefits for the developmental interventions and have a lasting impact on the living conditions of the Jordanian populations. As part of the change strategy advanced by the UNICEF Strategic Plan 2022-2025 this includes systematically linking analysis, planning and monitoring of results and financing. Reflecting on pasts efforts and work in what has been considered as Nexus programming, identifying and monitoring results will enable improved identification of what the approach has yield and progress achieved along the humanitarian to development continuum. Priority: High, Stakeholder: UNICEF Jordan
256. **Recommendation 4:** In the next programming cycle, the UNICEF Jordan Country Office should apply a gender, climate, and disability lens in a targeted way with an eye on achieving measurable substantial results. This is of critical importance as UNICEF has elevated programming on gender, disability rights and ensuring a sustainable climate and environment within its Strategic Plan 2022-2025. The next CP should increase efforts to integrate identifiable gender-equality programming for transformative results., working across all country programs in pursuit of the UNICEF objectives of redressing gender inequalities, removing structural barriers, working to change harmful gender norms, and empowering girls, women and disadvantaged people from diverse population groups.
257. Climate change is expected to have a significant impact on Jordan, most likely leading to increased temperatures, variation in precipitation patterns, extreme weather events, and flash flooding. UNICEF Jordan has implemented some interventions aimed to contribute to creating climate resilient institutions and communities in the country, thus indirectly strengthening Jordan's capacity to deal with climate change. It should continue and build upon with support safe and

sustainable climate and environment for children, maintaining WASH programming and continuing the involvement of youth as engines for leading awareness on the importance of addressing climate issues.

258. Its efforts in promoting and protecting the rights of children with disabilities could be supplemented with enhanced commitments to capacity building for teachers and support for service delivery for communities in remote areas with vulnerable children. Priority: High, Stakeholder: UNICEF, Ministry of Education, Ministry of Environment, Ministry of Water & Irrigation
259. **Recommendation 5:** Careful consideration of priorities and presentation of the new Country Program through string engagement with stakeholders is important. UNICEF should present programming adjustment and changes as a reflection of addressing the needs of the most vulnerable; the increased demands being placed on UNICEF to ensure there is a sound understanding of the approach and the reduced resources available for the Jordan CP, to ensure there is misunderstanding that this is an indication of reduced UNICEF interest or needs of Jordan's children. Priority: Medium Stakeholder: UNICEF