

Evaluation of the
Danish Arab Partnership Programme

Country Report Jordan



October 2015

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Abbreviations

Abbreviation	Description
AADK	ActionAid Denmark (MS)
AEHRD	Arab-European Human Rights Dialogue programme
AHDR	Arab Human Development Report
CBA s	Chambers and Business Associations
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CSO	Civil Society Organisation
DAPP	Danish Arab Partnership Programme
DI	Confederation of Danish Industry
DIGNITY	Danish Institute Against Torture
DIHR	Danish Institute for Human Rights
DKK	Danish Krone
DUF	Dansk Ungdoms Fællesråd (Danish Youth Council)
EMHRN/F	Euro-Mediterranean Human Rights Network/Foundation
ENP	European Neighbourhood Policy
ERG	Evaluation Reference Group
FGD	Focus Group Discussion
GDP	Gross Domestic Product
HCY	Higher Council for Youth
IMS	International Media Support
JCI	Jordan Chamber of Industry
JNCW	Jordan National Commission for Women
KII	Key Informant Interview
KVINFO	The Danish Centre for Gender, Equality and Diversity
LGDK	Local Government Denmark
MENA	Middle East and North Africa
MFA	(Danish) Ministry of Foreign Affairs
MoPIC	Ministry of Planning and International Cooperation
NGO	Non-governmental Organisation
NCHR	National Centre for Human Rights
NHRI	National Human Rights Institution
OECD/DAC	Organisation for Economic Cooperation and Development/Development Aid Committee
SFD	(DAPP) Strategic Framework Document
SME	Small and Medium-Sized Enterprise
SP s	(DAPP) Strategic Partners
TAO	Technical Advisory Office
UNDP	United Nations Development Programme
UNHCR	United Nations High Commissioner for Refugees
UOJ	University of Jordan
UPR	Universal Periodic Review

Executive Summary

This report summarises country-specific findings from Jordan, one country out of four selected for analysis as part of an evaluation of relevance, results and lessons learned of the Danish Arab Partnership Programme (DAPP), carried out in 2015 by NIRAS and Integrity for the Ministry of Foreign Affairs of Denmark.

By mid-2015, total bilateral budget commitments for Jordan amount to app. DKK 113¹ million from a total budget of app. DKK 1.5 billion for the DAPP as a whole. This is equivalent of a Jordanian 7.2% share of overall DAPP commitments, in turn making Jordan the third-largest recipient country, behind Egypt (13%) and Yemen (13%).

Overall relevance

DAPP, established in 2003, is the primary modality for development cooperation between Denmark and the Middle East and North Africa (MENA). In light of the profound changes characterising the region, DAPP has proven a remarkably adaptive mechanism in delivering results on its two interrelated strategic objectives:

- i. To promote reform and democratisation processes in the MENA region and;
- ii. To improve dialogue, understanding and cooperation between Denmark and MENA.

The country study finds justification that Jordan is a relevant country to work towards both objectives of DAPP because of evidence that Jordan is:

- A politically moderate country and an important regional player;
- In need of urgent support to combat radicalism, and preserve political stability;
- A stable country despite wars in neighbouring countries; and,
- Genuinely committed to democratic reforms.

Reform objective

The four thematic areas of DAPP² reflect not only needs but also substantial elements of Jordan's current reform process. However, direct attribution of results of DAPP programme interventions has to be addressed with great caution due to the external factors and complex processes leading to progress or certain setbacks in reform efforts.

Partner choice and programme interventions in the four thematic areas were found by the country study to present promising results and hold the potential to play a critical role in promoting reform and proving relevant to change agents in Jordanian society. Indicators were found to need refinement, jointly with programme partners and duty-bearers, in order to allow for improved measurement of results in the four areas.

Dialogue objective

All programmes reviewed in Jordan have improving dialogue, understanding and cooperation between Denmark and the MENA region as an objective. However, there is no clear common understanding of what the dialogue objective entails, and how the projects drive or push towards overall DAPP results for dialogue in a coordinated

¹ This figure does not include commitments to regional projects encompassing Jordan.

² Human Rights, Human Freedoms & Good Governance', 'Women's Empowerment and Gender Equality', 'Knowledge Based Societies', and 'Economic Growth and Job Creation'.

fashion. This country study supports the need for a clearer direction on the expected outcome of the dialogue objective to mitigate the risk losing focus and coherence, and by extension hamper the overall impact of the programme. This clearer direction should be followed up with sensible indicators.

Nonetheless, the country study of Jordan found that dialogue activities have managed to address many taboo issues, including religious diversity and freedom of speech. For instance, Jordanian youth who were exposed through DAPP projects to European realities have gained better understanding about European attitudes towards religion and life in general and, conversely, better understanding about their role as change agents within their own community. In addition partners' activities contributed to the objective of DAPP to promote Arab/Arab dialogue.

Results in the four thematic areas

Findings of the country study include the following results in the four thematic areas:

1) ***Human rights, human freedoms and good governance (54% of DAPP Jordan budget)***

More Strategic Partners (SP) work on this thematic area than any of the other three thematic areas in Jordan. The SPs are: ActionAid Denmark, DIGNITY, Euro-Mediterranean Human Rights Network/Foundation, Danish Youth Council, and the Danish Institute for Human Rights. Other Danish partners include Local Government Denmark and the Danish Red Cross Youth.

Key results include contributions to Jordan's democratic transition, establishment of one-stop shops by local municipalities, capacity building of lawyers, prosecutors, and monitoring groups for torture prevention and youth positive participation in Jordanian political life. Through the work of ActionAid, DUF, and Red Cross Youth Jordanian youth have gained valuable skills that allowed them to engage positively in their communities, engage in decision-making processes, and become agents of positive change.

Constraints encountered include the pressure placed on Jordan by the conflict in Syria and other neighbouring countries and confrontational and distrustful attitude by the Government towards Civil Society Organisations (CSOs).

2) ***Women's empowerment and gender equality (24% of DAPP Jordan budget)***

KVINFO is the only SP working on this theme in Jordan. Two projects were reviewed and found to have produced notable strategic investment in women's empowerment in the public sector. *Engendering the Public Sphere* focussed on implementing the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) in public and private sector companies. KVINFO also helped establish a gender division at the Ministry of Planning and International Cooperation and 36 gender focal points in ministries and public sector institutions. The division and focal points are still running with salary costs having been taken over by ministries. Another KVINFO project entitled *Women's Political Participation Project* was able to contribute to eight women winning seats in municipal elections outside of the 25% female quota established by law.

3) ***Knowledge-based societies (13% of DAPP Jordan budget)***

The partnership between University of Southern Denmark and universities in Jordan is reviewed under this thematic area and found to have produced results in terms of establishment of a joint accredited course entitled "Mediterranean Perspectives" for Danish and Jordanian students that furthered exchange of Danish/Jordanian students at the University of Jordan, improvement of the teaching in the Hashemite University, as well as annual conferences around Middle Eastern/Mediterranean issues that furthered regional (MENA) academic exchange.

4) ***Economic growth and job creation*** (9%³ of DAPP Jordan budget)

Within this thematic area Jordan has benefited from a number of regional funds (IFC's MSME Facility, the Deauville Transition Fund and the World Bank's MENA trust fund), as well as local DAPP initiatives including in particular for women and youth economic development⁴. The country study has reviewed one of the regional projects implemented by the Confederation of Danish Industries (DI) resulting in the establishment of an SME unit at the Jordanian Chamber of Industry. The unit is fully institutionalised and is currently providing services to its members such as an 'Industrial Hotline' in which SMEs can call to receive advice from experts on relevant topics to their work.

Recommendations

On ***relevance and themes*** the country study recommends to:

- *Keep Jordan as a priority country due to its relatively favourable position in terms of advancing the strategic objectives of DAPP of reform and dialogue;*
- *Continue to focus on the existing four thematic areas found to reflect perceived needs and substantial elements of the country's reform agenda; and,*
- *Work with Jordanian partners to continue to ensure a common understanding of DAPP objectives and, in particular, to refine the definition of the dialogue objective and actionable indicators to match this understanding.*

On ***implementation approaches***, the country study recommends to:

- *Include Jordanian duty-bearers in the design of projects where appropriate, as projects that worked directly with duty bearers are found to show better impact and sustainability;*
- *Ensure that new activities are/continue to be planned as pilot projects, with the potential for scaling up if successful and with a clear exit strategy for every programme;*
- *Ensure that the country-specific high-level indicators are developed as part of the DAPP M&E toolkit and are aligned well with the internationally recognised human right indicators. DAPP would also benefit from developing a theory of change for Jordan and the areas of intervention in connection with the 2017-21 DAPP strategic planning.*

On ***management and coordination***, the country study recommends ensuring that:

- *Technical Advisory Office (TAO) continues its good practice of organising synergy meetings and ensuring that this coordination mechanism for joint programming be mandatory, when possible, for all SPs in Jordan; and,*

³ The percentage does not include the regional support through IFC's MSME Facility, the Deauville Transition Fund and the World Bank's MENA trust funds.

⁴ Including the work done by KVINFO since 2008 with Jordanian companies to include more women in the labour force.

- *TAO seeks to coordinate more effectively with like-minded donors acting in the same domains, notably EU Member States, Nordic donors, and multilateral donors such as the World Bank, including exploring the feasibility of joint donor funding mechanisms.*

1 Introduction

This chapter provides the Danish Arab Partnership Programme (DAPP) context for the present country report analysis. Jordan was selected by the Danish MFA for evaluation as one out of a total of four countries as part of a comprehensive evaluation of DAPP carried out by NIRAS and Integrity in 2015. Separate country reports are available on findings from Morocco, Egypt and Tunisia. Furthermore, an evaluation synthesis report of all findings has been developed.

DAPP, established in 2003, is the primary modality for cooperation between Denmark and the Middle East and North Africa region (MENA). The programme focuses on the twin objectives of promoting reform and democratisation processes in the MENA region and improving dialogue, understanding and cooperation between Denmark and the MENA region. DAPP has proven to be a remarkably adaptive mechanism, particularly in light of the profound changes and great contextual variations that characterize the region.

From small-scale funding for pilot projects supporting democracy and human rights, DAPP grew to DKK 100 million per year from 2006 to 2011. In 2012, following the Arab Spring, the annual commitment was nearly tripled to the current level of DKK 275 million. The total financial frame for DAPP during the evaluation period (2003-14) amounts to approximately DKK 1.5 billion as reflected in the figure below.⁵

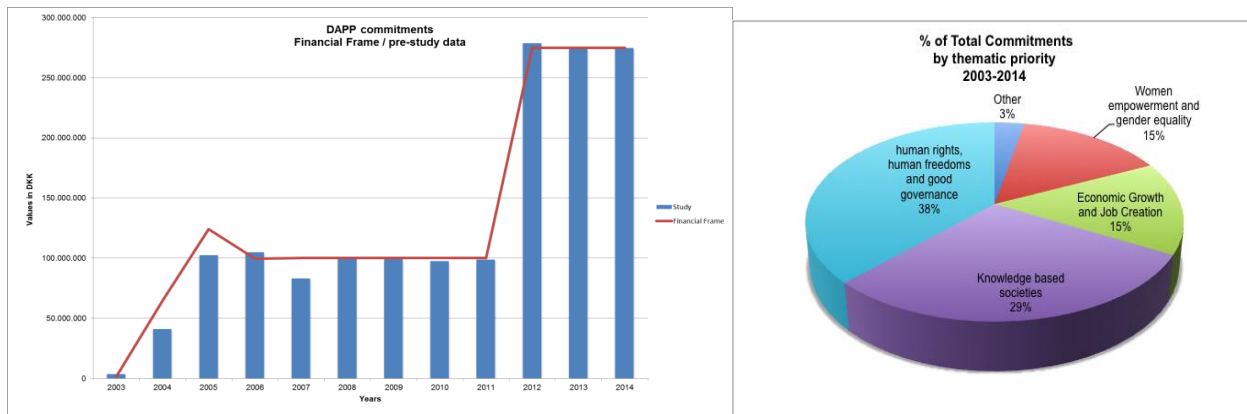


Figure 1: Pre-Study: DAPP Annual Commitments and commitments to thematic areas

Taking the 2002 Arab Human Development Report (AHDR) as its point of departure, DAPP funding has been channelled to four thematic areas.⁶ In the evaluation programme period, 38% of total commitments to all countries have been allocated to 1) Human rights, human freedoms and good governance, 15% to 2) Women’s empowerment and gender equality, 29% to 3) Knowledge-based societies and 15% to 4) Economic growth and job creation.⁷

⁵ Evaluation pre-study and figures provided from MFA MENA department. In 2011 an additional DKK 99,949,810 were committed under the ”Freedom pool” (Frihedspuljen), which worked under the same principles as DAPP.

⁶ The fourth thematic area was not inspired directly from the Arab Human Development Report, but was added in 2011, following the strong demands for jobs and economic empowerment emanating from the Arab Spring protests.

⁷ A final 3% of funds have been committed to activities that do not fall under any of the thematic areas. Evaluation Pre-study.

DAPP is implemented through three key modalities: (i) strategic partnerships, (ii) project and programme support and (iii) secondments of experts. The geographical coverage of DAPP has evolved over time. In the evaluation period 2003 to 2014 DAPP has been active in 11 countries in the MENA region, but with varying financial intensity. Key DAPP partner countries in terms of allocation of financial commitments and political priorities are: Egypt, Yemen, Jordan, Tunisia, Morocco, Syria and Libya.

2 Danish-Jordanian Relationship

The Danish-Jordanian bilateral relations date back to 1961 and a framework agreement, in the context of DAPP, was signed as early as 2005. A joint Danish-Jordanian steering committee was originally envisaged in the framework agreement, yet was never established. Instead, consultations have taken place in the form of ad hoc high-level meetings between the two governments, and based on invitations to donor meetings by the Ministry of Planning and International Cooperation (MoPIC).⁸

MoPIC expressed to evaluators that Jordan would prefer to establish these formal coordination mechanisms according to the framework agreement and enable MoPIC to learn more about the projects implemented under DAPP. However, the country study noted that formalisation of the cooperation between Denmark and Jordan at an operational level could lead to an unnecessary extra layer of administration and thus affect programme effectiveness; especially for projects that address key duty-bearers accountability issues.

In the absence of a steering committee and following the closure of the Embassy of Denmark in Amman in 2010, the DAPP Technical Advisory Office (TAO) in Amman played a leading role in ensuring coordination between DAPP partners working at the local or regional level.

DAPP is frequently referred to as a key foreign policy instrument underpinning reform efforts as well as dialogue between Denmark and countries in the MENA region. However, DAPP strategic partners in Jordan reported that whilst they found DAPP to offer opportunities for political dialogue with a wider variety of Jordanian stakeholders, they maintained an interest in ensuring the trust of local partners by not being seen as implementing agents of Danish foreign policy.

Desk review and interviews carried out as part of the present evaluation find that, overall, Jordanian partners involved in DAPP funded activities consider interaction with Denmark as highly rewarding. Youth and women involved in DAPP programmes in Jordan have evidenced a higher degree of mutual understanding as they learned more about the others' country experiences, culture and reasoning.

According to all interviewees and literature reviewed as part of this study, the Cartoon Crisis, whilst not forgotten, no longer threatens the relationship between Denmark and Jordan. Whether this can be partly attributed to DAPP is hard to determine, but the evaluators found evidence from partners that DAPP contacts had contributed to an increasing understanding through organisational and individual dialogue opportunities.

⁸ Interviews; TAO, Jordan, April 26, 2015, and MoPIC, April 27, 2015, and Ministry of Municipalities, May 7, 2015.

By way of example, the Cartoon Crisis has been a discussion point among youth and women, and at high-level meetings. As one Jordanian youth summarised it: *“Despite the fact that I do not agree with defaming of the Prophet through the cartoons or otherwise, I came to understand why it is not a serious act for the Danish as it is for us, and I understand that not all Danish have taken a pen to draw.”* One Jordanian interviewee expressed the Cartoon Crisis as: *“The big difference between us and the Danish is that religion for us is a matter of collective identity, while for the average Danish it is an individual identity. When I learned this, I could see why we behave like we do while they do not, and I understand that we are different.”*

Overall, DAPP was found to have low visibility at the government agencies met. However, the country study revealed that Denmark is highly visible at project and programme level. Visibility was found to be important for ambitions at political level. It can also be important to ensure transparency as a right for Jordanians to know about who funds projects, particularly for those who are sceptical of international development work.

Denmark is a relatively small donor in Jordan. As mentioned above, political dialogue with the Government of Jordan is conducted through ad hoc coordination meetings between TAO and technical ministries. High-level meetings are organised on a needs basis with participation of the Danish embassy in Beirut. Elections, human rights issues related to the Universal Periodic Review (UPR) and gender equality are examples of topics discussed during these meetings.

In regard to coordination with other donors, TAO participates in EU working groups such as the one on Human Rights. These meetings ensure that Denmark provides input to EU reports on human rights in Jordan, such as the annual report by EU-Jordanian Sub-Committee on Human Rights, or to the annual European Neighbourhood policy (ENP) report on reforms in Jordan.

Findings of this country study suggest that overall, government representatives and other DAPP beneficiaries perceive Denmark as an honest partner, promoting local ownership, and displaying sensitivity to local culture. All interviewees refer to sensitivity as an important asset that allows for increased mutual trust between Jordan and Denmark, and paves the way for fruitful dialogue at programme as well as political level.

As an example of how some of the DAPP projects have provided input that have been useful as a political tool, the evaluators found that during the Universal Periodic Review of Jordan in 2013, Denmark’s comments to the Jordan UPR were informed by the work of DAPP partners. According to the TAO, this came about through close informal coordination between the SPs, the TAO in Amman, MFA MENA Office, the DAPP secondee to the EU delegation in Amman and the Danish UN Mission in Geneva. Also in the assessment of the TAO, high-level meetings between Jordan and Denmark are qualified by information acquired through DAPP projects in Jordan.

3 DAPP in country context

This chapter analyses the socio-political context in Jordan in order to assess overall relevance of the DAPP engagement in the country and within the four thematic areas.

Jordan's drive towards overall reform started well before the period commonly known as the "Jordanian Spring" of 2011. In the early 2000s, Jordan launched a series of reforms designed to modernise its political, social and economic systems, such as "Jordan First" (2002), the National Agenda 2006-2015 (2005) and "We are all Jordan" (2006).

These initiatives touched upon several key thematic areas targeted by DAPP, including the consistency of the national legislation with international standards of human rights; participatory democracy; freedom of media; empowerment of women to become active players in socioeconomic and political development; the reinforcement of the rule of law, accompanying institutions and judicial independence; the strengthening of public and civil society institutions; and employment support. However, despite numerous legislative reforms, notably in the field of access to information, not enough systemic changes have yet been achieved to ensure consistency of national legislation with international standards.

The reform agenda in Jordan has been hampered by resistance to change originating, according to top Jordanian leaders themselves, from a "rentier" political elite that has been reluctant to significant change, fearing it would jeopardise the country's stability as well as their material and financial privileges.⁹ The pace of reforms has also been hampered by social and political fragmentation along ethnic, socio-economic and cultural lines: Jordanians of Palestinian origin versus native Jordanians, urban Jordanians versus tribal Bedouins, inter-tribal relations, and similar dividing lines.¹⁰ However, the King and the political elite have lately recognised that ensuring stability in the long run depends on greater inclusiveness of both civil society and political opposition on a national and local level. For instance, in 2014-15 reforms of laws on political parties, decentralisation, municipalities, elections and the Independent Election Commission are promoted by the King and the Government.

The Syrian refugee crisis and threat from Islamic State has put the reform programme under strain. Jordan's policy of allowing Syrian refugees to leave the camps (80% live in towns and cities), has added pressure on education and welfare services, natural resources and housing. To complicate matters, insufficient funding has hindered humanitarian assistance to Syrian refugees and their host communities. As a result, living and human rights conditions of refugees have been deteriorating, and growing tensions have emerged with host communities.¹¹

Jordan's *National Resilience Plan 2014-2016* aims to bring humanitarian and development programming under a common framework to address longer-term humanitarian and development needs of both Syrian refugees and Jordanian citizens. The plan highlights two cross-cutting issues where DAPP has demonstrated relevance by being quite active in recent years, namely on the issues of social cohesion, and gender equality.

Thematic Area 1: Human rights, human freedoms and good governance

⁹ See Muasher, Marwan, *A Decade of Struggling Reforms in Jordan*, The Carnegie Papers. May 2011.

¹⁰ See *Baseline Assessment of Social Accountability in the Arab World*.

¹¹ www.unhcr.org/jo/unhcr-study-shows-rapid-deterioration-in-living-conditions-of-syrian-refugees-in-jordan/

Since 2011, the "Jordanian Spring" has revealed the aspirations of many Jordanians for a genuine democratic system that fulfils their rights and enhances accountability. Hundreds of demonstrations organised by opposition parties and new informal pro-reform groups across the country have pinpointed the poor governance, corruption and lack of administrative accountability. Ultimately, however, the Jordanian Spring has turned out to be, in the King's own words, a "civilised spring". Acknowledging huge internal obstacles to reform, the King engineered constitutional and legal amendments pertaining to constitutionality of laws, limitation of state security powers, and financial transparency to enforce political and legal accountability of state institutions. Some Jordanians use threat from Islamic State and radicalisation as an argument to focus on security and postpone reforms, while others find that decentralisation and democratisation are vital remedies to counter this threat.

Thematic Area 2: Women's empowerment and gender equality

Despite the continuous efforts by the Government and civil society, women's socio-economic status in Jordan has been declining in recent years. For example, Jordanian women's economic participation rate, already one of the lowest in the world, has decreased from 14% in 2009 to 12.8% in 2015.¹² More globally, Jordan's ranking in the gender gap index (male/female gaps in the fields of education, participation in public and economic affairs) worsened from 93 in 2006 to 134 in 2014.¹³

According to UNDP, Jordan has placed special emphasis on women's issues, seeking to improve their status and integrate them into development. Jordanian leadership has also worked towards creating favourable circumstances for women's education, capacity building and employment, including in professions traditionally monopolised by men. Jordan has furthermore established a 10% women quota in the parliament.

Thematic Area 3: Knowledge-based societies

Literacy levels in Jordan are high, with 95.4% of the Jordanian population literate, including 93% of women. Freedom House classifies Jordan as being 'partly free' on the web and access to Internet is relatively high. The Telecommunications Regulatory Commission of Jordan predicted that in 2012, 3.3 million people or 50% of the population had access to Internet. According to a 2013 Pew Global Attitudes Survey 95% of Jordanians own mobile phones.

Freedom of media has generally not been prioritised highly in recent legal amendments to protect and fulfil rights. While the Jordanian Government has not extensively blocked or restricted websites, there are reports of pressure on website owners by government officials to remove specific material. Human Rights Watch has recently reported on a number of journalists being handed gag notices for their published work as part of anti-terrorism initiatives.¹⁴

As of 2012, there are 33 universities in Jordan with about 280,000 students, and a rapidly growing student enrolment. Key challenges facing education include:

- Conventional methods of teaching do not stimulate critical, analytical thinking;
- Educational disregard for demands from and linkages to the labour market;
- Poor financial support to universities; and,

¹² See Department of Statistics, *Employment and Unemployment Survey (EUS) 2009* and EUS 2014.

¹³ <http://reports.weforum.org/global-gender-gap-report-2014/rankings/> last visited in September 2015

¹⁴ <https://www.hrw.org/news/2014/12/11/jordan-assault-free-expression>, last visited in September 2015

- Shortage in the number of qualified faculty staff.

Thematic Area 4: Economic growth and job creation

Jordan faces severe financial and economic challenges. According to the International Monetary Fund, unemployment is structurally high, particularly among the youth (31%) and educated (17%). Labour force participation is low, especially among females (13%), which is considerably lower than the MENA average of 22%. Only 32% of working-age people are employed, (MENA average is 44% and world average is about 60%).¹⁵ Debt levels reach 80-90% of the GDP; the turbulent regional context undermines the crucial tourism sector; public services staff is underpaid and poorly motivated. Since the world financial crisis of 2008, growth rates have remained relatively low at about 3% as opposed to 6-8% in the years after 2000. The International Monetary Fund assumes that only growth rates of 6% or above will substantially reduce the level of unemployment in Jordan.¹⁶

The country study finds justification that Jordan is a relevant country to work towards both objectives of DAPP because of evidence that Jordan is:

- A politically moderate country and an important regional player.
- In need of urgent support to combat radicalism, and preserve political stability;
- A stable country despite wars in neighbouring countries; and,
- Genuinely interested in democratic reforms.

Furthermore, the four thematic areas of DAPP – Human Rights, Human Freedoms & Good Governance’, ‘Women’s Empowerment and gender Equality’, ‘Knowledge-Based Societies’, and ‘Economic growth and Job Creation’– reflect not only needs but also substantial elements of Jordan’s current reform process. Programme interventions in these areas hold the potential to play a critical role in contributing to reforms and are relevant to change agents in Jordanian society. Jordan’s policies on reform indicate the country is committed to reform. Certain rights, however, are not well protected, promoted or fulfilled by the Government. These include: right to freedom of association and expression and right to fair trial.

4 Analysis of DAPP Results in Jordan

4.1 Funding Overview – Scope and Modalities

From 2005-15, total DAPP bilateral commitments for Jordan amount to just under DKK 113 million¹⁷ from a total of DAPP commitments of approximately DKK 1.5 billion¹⁸.

Commitments for Jordan thus constitute 7.2% of the total DAPP commitments, making Jordan the third-largest recipient country, behind Egypt and Yemen (both 13%).

As can be seen in Figure 2 below, DAPP support to Jordan has focused on

¹⁵ IMF Country Report N0. 15/225, Jordan, August 2015, page 22.

¹⁶ <http://www.jordanbusinessmagazine.com/economy/imfs-take-jordan>

¹⁷ Jordan and Denmark officially signed the framework agreement in 2005, but budgets allocations for Jordan were also made in 2004 – figures include 2015 but do not include commitments for regional projects.

¹⁸ From 2012 onwards Denmark has provided substantial humanitarian assistance to Syrian refugees in Jordan through international organisations and NGOs. Moreover, the Danish led EU Multi-Donor Trust Fund with significant Danish funding contribution: Regional Development and Protection Program, has from 2014 onwards financed activities that benefit Syrian refugees and host communities in Jordan.

'Human Rights, Human Freedoms & Good Governance' and 'Women's Empowerment and Gender Equality' (Thematic Areas 1 and 2) with almost 78% of total DAPP commitments to Jordan falling under these two areas.

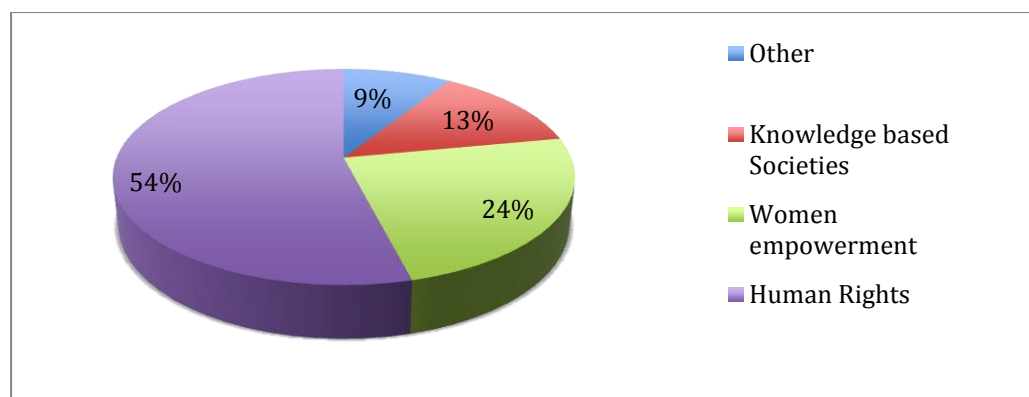


Figure 2 Commitments to DAPP Thematic Areas

4.2 Results in the Four Thematic Areas

This section provides an overview of the achieved results for each of the four thematic areas. Details about the objectives and outputs of each project are found in Annex B to this report.

Thematic Area 1: Human Rights, Human Freedoms and Good Governance

Overview: There are currently five SPs working on this thematic area in Jordan: ActionAid Denmark (AADK), DIGNITY, Euro-Mediterranean Human Rights Network/ Foundation (EMHRN/F), Danish Youth Council (DUF) and the Danish Institute for Human Rights (DIHR). In addition, the Local Government Denmark (LGDK), Danish Red Cross and the Danish Red Cross Youth are non-strategic partners working on this thematic area in Jordan.

Six of the 10 projects reviewed in Jordan fall under this thematic area. With the exception of the LGDK project, all the other five projects are classified by DAPP as 'regional' projects.¹⁹ Four of the six projects have a youth focus, while one has a focus on support to the National Centre for Human Rights (NCHR) and the last one is a twining project between municipalities in Jordan and Denmark.²⁰

Relevance: The country study revealed that DAPP projects implemented in Jordan are well aligned and relevant to DAPP's immediate objective of support to democratic reform. Working on Human rights and democratic transition, youth engagement, and combating torture are all areas that continue to be highly relevant.

Constraints encountered include the pressure placed on Jordan by refugees from the conflict in Syria and increased security concerns as a result of on-going wars in neighbouring countries, as well as the need to enhance security due to the concrete threats from Islamic State against Jordan.

¹⁹ The LGDK project was a regional project but was focused on Jordan due to difficulties in Egypt and Yemen.

²⁰ DIGNITY's project (KARAMA) in Jordan was not selected as a case project to be reviewed, but the evaluators have met with DIGNITY and the local partner.

Overall, there is an absence of reliable updated data on the perception of democracy in Jordan. A 2012 survey conducted by the Centre for Strategic Studies at the University of Jordan found that the Government's attitude towards CSOs was confrontational and distrustful, and three-fourths of CSOs surveyed stated that they had encountered various obstacles to their activities.²¹ On the other hand, there are many examples of coordination meetings between CSOs and Jordanian officials, including meetings on reform policies, laws, and regulations. The country study interprets this as continued interest by the Government to increase the engagement of the civil society in decision-making processes.

Achievements and results

The immediate objectives of Thematic Area 1 are:

- a) To strengthen processes of democratic transition²²

All projects reviewed have contributed to democratic transition at the national level. This includes the work of DUF, ActionAid Denmark (AADK) and Danish Red Cross Youth with Jordan Red Crescent on supporting youth participation in decision-making process, as well as KVINFO on women participation in elections.

AADK²³ is currently engaging in a process with the government of Jordan to guide the first national strategy for participatory local governance that responds to the new law on decentralisation and municipalities.

The Local Government Denmark's (LGDK) project has also contributed to reform at the national level. The twinning between Irbid and Viborg and the Kerak and Hoje Taastrup municipalities has resulted in improved city planning and waste collection, created business plans and set up of "one-stop shops" among many other results. The Irbid and Kerak "one-stop shop" model is being replicated in several other Jordanian municipalities and is likely to affect about 100 other municipalities;²⁴ which is a clear example of a multiplier effect. The project published best practice guides for mayors and has assisted the Jordanian Government in preparing a decentralisation reform document. The project has been instrumental in amending the municipality law towards a reinforcement of the municipalities and governorates' power and good governance.

- b) To strengthen human rights and to combat torture

The evaluation reviewed the Arab-European Human Rights Dialogue (AEHRD) implemented under DAPP by DIHR. The aim of the AEHRD is to initiate a dialogue between national human rights institutions (NHRI's) in the Arab and European regions on issues relating to a common understanding and implementation of human rights in the Arab and European regions. While the project had a distinct regional nature a number of results related to Jordan in particular can be noted. Amongst these are the establishment of a Women's Rights Unit at the Jordanian National Centre for Human Rights and pushing for laws related to women's rights, which were drafted and passed.²⁵

²¹ Bertelsmann Stiftung's Transformation Index (BTI) 2014, pp. 34-35.

²² These immediate objectives are taken from the Programme Document p. 40 (and not from p. 13 of the same documents which provides different descriptions for the immediate objectives).

²³ Together with other bilateral and multilateral international organisations in Jordan.

²⁴ Project Completion Report 2014.

²⁵ Review of the Arab-European Human Rights Dialogue, Final Report (2011).

Discussions were described by an informant as ‘fruitful despite irreconcilable differences about the freedom of speech when it comes to religion’.²⁶ Mutual areas of interest were defined, such as access to information, human rights and terrorism, discrimination and human rights, migration and migrant workers, women's rights, and torture and rule of law. Overall, a review of the AEHRD concluded that “[...] the planned intention of initiating dialogue on human rights issues within a shared framework and on basis of partnership and cooperation has been met with success”.²⁷

A DIGNITY project in Jordan dealing with improving the treatment and conditions of persons deprived of their liberty and combating torture was subject to a review in 2015. The review demonstrated how the programme was able to generate debate in Jordan about prohibition of torture and ill-treatment. Furthermore, the programme was assessed to use effective strategies to combating and preventing torture based upon the UN Convention against torture, as well as to change behaviour of members of executive and judicial powers. It also enhanced documentation and information sharing on torture, as a step towards ensuring accountability, and contributed to amending laws (i.e Constitution on the Prevention of Torture and to the Penal Code on the Prohibition and punishment of acts of torture, and the establishment of a National Monitoring Team under the National Centre for Human Rights (NCHR) for the monitoring detention places.²⁸

c) To strengthen young people’s participation in public life

AADK, Danish Red Cross Youth and DUF have worked on empowering youth right holders to claim their rights and strengthen their participation in public life. These projects have demonstrated successes in improving knowledge of participants, and changing their behaviour. Successes include providing youth with training on life skills, creating space for organised and non-organised youth to engage in decision-making process and engaging them in dialogue with Danish youth in support of DAPP’s dialogue objective.

The multiplier effects (where youth have transferred knowledge acquired through the project to youths not directly part of the project) have been visible in several DAPP projects. This includes, but is not limited to the AADK projects: emergency response of the Zaatari camp, and increase in youth engagement in democratic action in Zarqa city, as well as in activities of Danish Red Cross Youth/Jordanian Red Crescent. In all of these activities youth were able to engage with their peers, transfer knowledge to them, and ensure more youth participation in general. Further, AADK support to the Community Development Centre in Jordan has increased their capacity to the benefit of smaller community based organisations in Zarqa.

Lessons learned:

- These immediate objectives continues to be in high demand in Jordan, and the Government, while sensitive to certain human rights issues, allows work especially within youth engagement, reform at local authority level and dialogue with national institutions for human rights.

²⁶ Interview with a former staff of National Centre for Human Rights, 5 May 2015.

²⁷ Review of the Arab-European Human Rights Dialogue, Final Report (2011).

²⁸ Review of DIGNITY, p. 24.

- Working on human rights requires long-term commitment and programming to show results.
- Working with the Government on governance issues has been highly effective when the projects are aligned well with the government priorities, and needs.

Thematic Area 2: Women's Empowerment and Gender Equality

Overview: KVINFO is the only SP reviewed that is directly working under this thematic area in Jordan. Two of their finalised projects in Jordan were reviewed.²⁹

Relevance: Both KVINFO projects reviewed were found to be clearly relevant. Enhancing gender equality, increasing women participation, and combating violence against women are among the Government's priorities. Yet, despite recent "gender parity" empowerment campaigns led by the government and the civil society at large, Jordanian women's economic participation rate is one of the lowest in the world. The evolution of the participation of women in municipal councils is, however, very encouraging. The percentage of women now sitting in municipal councils reaches 39% whereas the quota for women is at 25%. However, Jordan faces an uphill struggle to ensure gender equality on a wider scale. The challenges are not only of a technical and economic nature, but also related to culture and mind-set.

Achievements and results

The two KVINFO projects reviewed represent a genuine and strategic investment in women's empowerment in the public sector and contribute to all of the three DAPP immediate objectives under Thematic Area 2:

- To promote legislative changes that enhances gender equity.
- To increase women's participation in social, political and economic life.
- To combat violence against women.

The first project entitled Engendering the Public Sphere has focused on implementing CEDAW (the Convention on the Elimination of All Forms of Discrimination Against Women) in the public sector, and other private sector companies. KVINFO has under this project supported the establishment of a gender division at MoPIC, with 36 focal points designated in other ministries. The division and focal points are still functioning and the concerned ministries pay salaries of staff from their own budgets. A pool of 84 women gender experts have been established and are available to provide their expertise to the public and private sectors. This is one of the key outcomes of the work done by KVINFO and considered to contribute to systematic reform at the national level.

Opinions about the project and of its sustainability are, however, rather mixed. While the MoPIC gender division is still operating, steps taken to ensure the intervention's sustainability at the ministerial level are slow³⁰ due to, either lack of sufficient funding of projects by the Government, or because the focal points in the ministries need more capacity to operate effectively. The USAID new gender programme in Jordan has continued working on the structures built under the Engendering the Public Sphere which is expected to strengthen the capacity of the ministries in this regard.

²⁹ Both projects valuing about DKK 15.4 million.

³⁰ Evaluation interviews with MoPIC (April 27), JNCW (April 28), and former JNCW staff (May 5), 2015.

Under the Engendering the Public Sphere KVINFO has also supported introduction of gender mainstreaming policies within the private sector company (Nuqul) – one of Jordan’s biggest companies, which has led to improved gender diversity in the workplace.

Also the KVINFO project entitled Women’s Political Participation Project in Jordan has witnessed an encouraging success, most significantly by empowering eight women to win in the municipal elections outside the 25% female quota.

The shadow electoral law written by Jordanian Women Union supported by KVINFO was used by the Union to advocate for democratic amendments of the existing electoral law of 2012. This demonstrates how a local partner has been able to influence the introduction of democratic reforms affecting women rights at the national level.

Lessons learned:

- While economic empowerment of women is essential to achieving gender equal societies and increase political participation, in the case of Jordan cultural norms and practices remain a main barrier.
- For projects of this type to produce systemic change, the political system of male-dominated loyalties, has to be changed into a genuine democratic, multiparty-based system.
- Working with the Government of Jordan on gender issues requires long-term investment, and should be complemented with a sustainable exit strategy.

Thematic Area 3: Knowledge-Based Societies

Overview: The partnership between the University of Southern Denmark (SDU) and Universities in Jordan (DJUCO) is the only project reviewed by the country study in Jordan under this thematic area.³¹

Relevance: DJUCO consists of a two-pronged intervention: the first focuses on common academic activities between Danish and Jordanian scholars and university students (exchange of Danish/Jordanian students at the University of Jordan³² (UOJ), and improvement of the quality of teaching in the Hashemite University; and the second focus on arranging annual conferences on Middle Eastern/Mediterranean issues. This country study notes that the project reviewed is relevant to immediate objective (b) detailed hereunder. Strengthening critical and independent academia is in high demand in Jordan in light of the challenges facing the education system as a whole. Engaging Jordanian students in dialogue with their Danish counterparts also furthers DAPP’s dialogue objective by improving understanding between Danish and Jordanian students.

Achievements and results

The immediate objectives of this thematic area are:

- a) To strengthen quality and independent media.
- b) To strengthen critical and independent academia.
- c) To strengthen knowledge-based inter cultural and interreligious dialogue.

³¹ International Media Support (IMS) intervention in Jordan with ARIJ, and Danmission project with Al-Quds Centre are two other projects that support this thematic area which was not included in this evaluation. The first project was evaluated in 2013 and showed positive outcomes.

³² Together with the Center for Strategic Studies at the University.

The DJUCO project is targeted towards immediate objective b) and is envisaged to transfer knowledge at partner university level. UoJ cooperation has led to the establishment of a joint accredited course entitled "Mediterranean Perspectives" for Danish and Jordanian students at UoJ's Center for Strategic Studies. The course has been successfully institutionalised. About 50-60 students participated in this exchange programme with about 12 students participating every year. Despite minor reservations on certain management issues³³, the project was praised by Jordan University officials for its resilience and positive impact on the students who participated.

At the Hashemite University, the project aims to improve the quality of teaching methods i.e. developing interactive teaching methods such as use of sketches and role plays.

Under the second focus area, the project has held a number of regional conferences and developed papers aiming at improving education, research and exchange between Jordan and Denmark on political issues related to civic engagement and political parties, EU and the Arab Spring as well as European policies towards the MENA region. This project involved mutually beneficial cooperation between SDU and the Centre for Strategic Studies at the UoJ.

Thematic Area 4: Economic Growth and Job Creation

Overview:

Jordan has benefited from a number of regional funds (IFC's MSME Facility, the Deauville Transition Fund and the World Bank's MENA trust fund), as well as local DAPP initiatives including in particular for women and youth economic development³⁴. Further there are a number of DAPP initiatives that have embedded economic growth in their strategies including but not limited to: Engendering the Public Sphere in Jordan, Inclusion and Active Participation of Young People in Civil Society, Women's Political Participation in Jordan. These projects include in particular women's and youth's economic development objectives. The country study has under this thematic area reviewed one of the regional projects entitled 'Partnership for Inclusive Growth and Job Creation' implemented by the Confederation of Danish Industries' (DI). DI's intervention mainly provided technical and institutional assistance to SMEs development.

Relevance:

Jordan like many other countries in the region has long-standing challenges in relation to economic growth and job creation, including high unemployment; especially among youth and women.³⁵ The Syria crisis and flow of Syrian refugees to Jordan have put a huge strain on the job market, and have affected unemployment rates and job creation. Job creation is a top priority of Jordan. Therefore, the country study noted that DI's project is relevant to this thematic area particularly as SMEs and the private sector in general are the largest employers in Jordan.

³³ The university prefers to assume more management responsibilities that SDU considers not possible according to the current contract between SDU and DAPP.

³⁴ Including the work done by KVINFO since 2008 with Jordanian companies to include more women in the labour force.

³⁵ Middle East and North Africa Countries Need a New Social Contract to Create Jobs and Improve Services, (World Bank, 15 April 2015).

Achievements and results

The immediate objectives of this thematic area are:

- a) To promote job creation and lowering unemployment.
- b) To promote micro and small enterprises and entrepreneurs.
- c) To promote labour market reform and social dialogue.

DI's intervention has amongst other things supported the Jordan Chamber of Industry (JCI) to set up a SMEs unit. The unit is fully institutionalised and is currently providing services to its members such as an 'Industrial Hotline' in which SMEs can call to receive advice from experts on relevant topics to their work³⁶. This would not have been possible without DI, according to the JCI³⁷. The JCI is now hoping DI will help them establish a long-term road map for SMEs development in Jordan.³⁸

As a clear example of how the project leveraged on existing knowledge and ensured sustainability, JCI has signed a Memorandum of Understanding (MOU) with the Association of Retired Military Engineers to provide SMEs with the technical support and expertise on improvement of advisory and consultation services of the JCI unit.

Below, more overall findings of the country study are listed according to findings on programming, partnership and outreach, and management and coordination.

Programming

Long-term commitment: DAPP long-term interventions with strategic partners in Jordan were found to be well appreciated by local partners. Increasing commitments by DAPP to programmes of strategic partners from one to three years in Jordan is also appreciated by local partners. Certain programmes have been running for more than three years, others much longer, and for local partners this is one of the main reasons for improved partnership, and enhanced sustainability. However, the use of annual disbursement for SPs partners was found to impede long-term planning, and have a negative impact on efficiency.³⁹

Budget size: Compared to other donors, the budgets of the DAPP financed programme in Jordan are relatively small. For instance the USAID Takamol-Jordan Gender Programme has a three-year budget that is two million USD less than what DAPP allocated for Jordan⁴⁰ since 2004.⁴¹ The USAID project also works with the Jordanian National Commission for Women (JNCW), and MoPIC one of KVINFO's partners. It is important to note that significant effect on targeted sectors requires long-term investment with sufficient budgets.

³⁶ Including legal and marketing support.

³⁷ Interview with JCI (Hiba Abu Taleb and Maher Mahrouq, May 2, 2015).

³⁸ DI is currently working with JCI to improve the governance structure of the organisation in order to enhance the possibilities for effective policy advocacy which in the long run aim for a more favourable business environment, thus affecting both a, b, and c above (immediate objectives).

³⁹ The use of annual disbursements of funds is a condition for SPs due to the fact that SP's contracts with Danish MFA since late 2013 are annual and negotiated each year in regards to the Finance Act.

⁴⁰ Excluding the regional projects.

⁴¹ The USAID project is USD 13.8 million over three years, compared to about USD 16.5 million of DAPP support since 2004.

Cooperation between SPs and local partners: All interviewed local partners appreciate the cooperation with the SPs. The flexibility of the programme and budgets is much appreciated as it allows for creativity and adaptation to contextual changes.

Engaging with the Government: Projects that worked towards changing systems and structures at the national level are found to generate good results. Evidence of this can be found in the experience of programmes with the Chamber of Industry, the Ministry of Municipal Affairs, and the work with Red Crescent on their long standing programme comprising a Red Crescent pool of volunteers as well as in KVINFOs work with the MoPIC.⁴²

Partnership and outreach

Partnership approach: The partnership approach employed by all SPs is much appreciated in the field. In particular, the partners and beneficiaries viewed the SP approach, compared to that of other partners, as more respectful, sensitive to culture and belief systems; based on peer-to-peer principles and professionalism and ability to share experience with innovation; and also a high degree of flexibility in terms of changing the implementation of activities when required.

These characteristics were seen as key factor of DAPP`s success. Most partners have appreciated the approach of joint planning of activities and opportunities to adapt content to local needs. Only one local partner would prefer more involvement in management decisions. However, the SP find this not to be possible under the DAPP agreement.

Partner selection: The secondary partners in Jordan includes both right holders (CSOs) and duty bearers (Ministry of Municipal Affairs, MoPIC, and the National Centre for Human Rights, the Ministry of Labour, and the Jordanian National Commission for Women (JNCW)). Results show that when government institutions have been involved often project results have effectively benefited stakeholders beyond the urban middle class.

Management and Coordination

Centralised management structure: There has been some discrepancy among local partners about the need for SPs local presence through Danish staff. On the one hand, some believed that ownership is stronger when SPs do not have posted staff in the country, especially when addressing taboo issues in remote areas. Such issues require specific cultural knowledge and language. On the other hand, the country study suggests that local presence can have a positive effect on local capacity, flexibility, understanding of the local context and building bridges between partners. Language barriers have in some cases limited the choice of partners and thus benefited the urban elite at the expense of remote and disadvantaged areas.

Coordination between DAPP partners: Appreciated by all SPs, the regular synergy meetings held by the TAO office in Jordan have helped partners find ways of cooperation, complementarity and certainly efficiency of using DAPP resources.

⁴² Review of DIGNITY of 2015 also revealed a strong cooperation with the Ministry of Justice and the National Center for Human Rights.

Donor coordination: Systematic exchange of information between donor agencies working in the same thematic area only happen with irregular intervals through meetings called by MoPIC for all donors focussing on a specific topic. However, the TAO participates and performs coordination in the EU Working Group on Human Rights; in the EU Policy/Deputies group and in the Heads of Missions group, in coordination with the Danish embassy in Beirut. Coordination with Sweden happens on a daily basis due to co-location with Swedish embassy and coordination with Norway and the World Bank is done through regular meetings. SPs coordinate their activities through contacts to agencies and representations in the same field.

5 Conclusions

Relevance of DAPP

The country study finds justification that Jordan is a relevant country to work towards both objectives of DAPP because of evidence that Jordan is:

- A politically moderate country and an important regional player;
- In need of urgent support to combat radicalism, and preserve political stability;
- A stable country despite conflicts in neighbouring countries; and,
- Genuinely committed to democratic reforms in all of DAPP's thematic focus areas. For instance, the development of Jordan's policies during the last decade indicates that the country is committed to reform. Certain rights, however, are not well protected, promoted or fulfilled by the Government and these include: right to freedom of association & expression and right to fair trial.

Reform objective

The four thematic areas of DAPP – 'Human Rights, Human Freedoms & Good Governance', 'Women's Empowerment and Gender Equality', 'Knowledge Based Societies', and 'Economic Growth and Job Creation' – reflect not only needs but also substantial elements of Jordan's current reform process. However, direct attribution of results of DAPP programme interventions has to be addressed with great caution due to the external factors and complex processes leading to progress or certain setbacks in reform efforts.

Partner choice and programme interventions in the four thematic areas were found by the country study to present promising results and hold the potential to play a critical role in promoting reform and proving relevant to change agents in Jordanian society. Indicators were found to need refinement, jointly with programme partners and duty-bearers, in order to allow for improved measurement of results in the four areas.

Dialogue objective

All programmes reviewed in Jordan have improving dialogue, understanding and cooperation between Denmark and the MENA region as an objective. However, there is no clear common-understanding of what the dialogue objective entails, and how the projects drive or push towards overall DAPP results for dialogue in a coordinated

fashion. This country study supports several existing studies⁴³ emphasising the need for DAPP to provide clearer direction on the expected outcome of the dialogue objective.

This country study supports the need for a clearer direction on the expected outcome of the dialogue objective to mitigate the risk of losing focus and coherence, and by extension hamper the overall impact of these programmes. This clearer direction would need to go along with a set of sensible indicators allowing for measurement of results against set objectives.

Nonetheless, the country study of Jordan found that dialogue activities have managed to address many taboo issues, including religious diversity and freedom of speech. For instance, Jordanian youth who were exposed through DAPP projects to European realities have gained better understanding about European attitudes towards religion and life in general and, conversely, better understanding about their role as change agents within their own community.

In addition partners' activities contributed to the objective of DAPP to promote Arab/Arab dialogue at the regional level particularly among youth (DUF, ActionAid and Red Cross Youth/Crescent); women (KVINFO); academics (SDU/DJUCO), businesses/business institutions (DI) and human rights defenders (DIHR).

⁴³ Evaluation of media cooperation under the DAPP 2005-12 (May 2013) and DAPP Review (July 2014) in addition to the Roskilde University, *Study of Approaches to Danish Arab Dialogue – Theory and Practice*. 2015

6 Recommendations

This chapter presents eight recommendations emanating from the Jordan country study. The recommendations are presented in three categories for easy overview.

Along with the three other country studies of Morocco, Egypt and Tunisia, these recommendations feed into the overall synthesis report of the DAPP evaluation.

6.1 Relevance and themes

1. *It is recommended to keep Jordan as a priority country due to its relatively favourable position in terms of advancing the strategic objectives of DAPP of reform and dialogue;*
2. *It is recommended that DAPP activities in Jordan continue to focus on the existing four thematic areas found to reflect perceived needs and substantial elements of the country's reform agenda; and,*
3. *It is recommended to work with Jordanian partners to continue to ensure a common understanding of DAPP objectives and, in particular, to refine the definition of the dialogue objective and actionable indicators to match this understanding.*

6.2 Implementation approaches

4. *It is recommended to include Jordanian duty-bearers in the design of projects where appropriate, as projects that worked directly with duty bearers are found to show better impact and sustainability;*
5. *It is recommended to ensure that new activities continue/ are planned as pilot projects with the potential for scaling up if successful and with a clear exit strategy for every programme.*
6. *It is recommended that DAPP country-specific high-level indicators are developed as part of the DAPP M&E toolkit and are aligned well with the internationally recognised human right indicators. DAPP would also benefit from developing a theory of change for Jordan and the areas of intervention in connection with the 2017-21 DAPP Strategic Planning.*

6.3 Management and coordination

7. *It is recommended that TAO continues its good practice of organising synergy meetings and ensuring that this coordination mechanism for joint programming be mandatory, when possible, for all SPs in Jordan.*
8. *It is recommended that TAO continues to coordinate more effectively with like-minded donors acting in the same domains, notably EU member states, Nordic donors, and multilateral donors such as the World Bank, including exploring the feasibility of joint donor funding mechanisms.*

Annex A: Evaluation Methodology

This annex outlines the evaluation's applied methodology.

Evaluation Purpose and Scope

The overall purpose of the evaluation, as laid out in the ToR, is to:

Document achievements and results across thematic areas as well as focus countries; assess whether strategic objectives and thematic areas continue to be relevant given the dynamic, rapidly changing and fragile context of the MENA region; and provide lessons learned and recommendations for preparing a new strategy for DAPP (2017-21).

The period evaluated covers the years 2003 to 2014, but as per ToR and as agreed in consultations with the MFA, focus is on the period from 2009 to 2014. The evaluation covers all four thematic areas of 1) Human rights, human freedoms and good governance, 2) Women's empowerment and gender equality, 3) Knowledge-based societies and 4) Economic growth and job creation, with particular weight on Thematic Areas 1 and 2.

Four countries have been selected by the MFA for evaluation: Morocco, Tunisia, Jordan, and Egypt.⁴⁴ These countries represent some of the largest programmatically and anchor significant country-specific and regional engagements.

Data Collection and Analysis – Jordan

The Jordan evaluation team allocated 15 working days for the field research. Field research took place between 26 April and 14 May 2015. The team's Regional Expert carried out the assessment in Jordan, supported by a Research Assistant. The overall DAPP evaluation Team Leader was present for the first working week of each country assessment to conduct an internal briefing and to participate in the meetings scheduled for the first week, including those with Danish officials, SPs, and key governmental and non-governmental partners, to secure that the same overall methodology was applied for the four different country visits, as well as to enhance information and experience sharing between the field studies.

The analysis has been framed to clarify pathways within the overall DAPP logic and analyse the intended/assumed links between inputs, outputs, outcomes and overall impact(s) of the DAPP programme logic, and how, in what way and to what extent the activities of DAPP reach the objectives, both political and developmental. Thus to guide the overall programme assessment, the DAPP intervention logic was used based on the Theory of Change (ToC) "light" presented in the DAPP Programme Document⁴⁵.

Evaluation methods

The evaluation has used the following methods:

- *Qualitative key informant interviews with DAPP stakeholders* – The team interviewed the Head of DAPP office in Jordan, key donors working in the thematic areas relevant for DAPP, representatives of several ministries involved in DAPP activities,

⁴⁴ According to the ToR, Yemen was one of the four countries targeted within the scope of this evaluation, but given the security situation the MFA/EVAL decided to replace Yemen with Egypt.

⁴⁵ Programme Document, pp.12-13.

several Strategic Partner (SP) representatives present in the country, as well as other partners and stakeholders from civil society, private sector and media.

- *Desk review* – Desk review of key DAPP documents relevant for Jordan including strategies, project documents, project rolling plans, monitoring and progress reports, external and internal evaluations and reviews, studies and assessments.
- *Lessons learned workshops (LLW)* – These were held in all four evaluation countries. Participants included in-country DAPP partners, stakeholders, MFA staff and the evaluation country team. The purpose of the LLWs was for the evaluation team to present, discuss, test and elaborate country findings in a participatory process. As an integrated part of the LLW, a ToC workshop focussing on identifying and qualifying presumed links and assumptions between DAPP activities and objectives was also conducted
- *Surveys*⁴⁶ – survey questionnaires were distributed to partners and MFA staff. Topics covered: DAPP objectives, thematic areas and modalities; results and impacts; reporting modalities; sustainability of partnerships; programmatic cross-cutting issues; knowledge-sharing and cooperation with other partners; communication; contact and relational quality with Danish MFA; challenges, benefits; recommendations; additional information. The surveys were composed of closed and open-ended questions to provide a high degree of information and nuance in responses while still keeping them analytically manageable.

Below is a list of interviews and lessons learned workshop conducted:

Organisations Interviewed
DAPP – TAO Amman
Danish ambassador, Lebanon
Representatives Strategic Partners/Non-Strategic Partners
ActionAid Denmark
DIGNITY
DUF
Danish-Jordanian University Cooperation (DJUCO)
Ministry of Planning and International Cooperation (MoPIC)
Jordanian Ministries, NGOs, and Institutions
Higher Population Council
JOHUD
Jordan Chamber of Industry
Irex – USAID gender project. , ex Staff of-Jordan National Committee for Women
University of Jordan
Former head of the National Center for Human Rights
Jordanian Red Crescent, (+Danish Red Cross)
Ministry of Municipalities
Arab Reporters for Investigative Journalism (ARIJ)/International Media Support (IMS))
East/West Center for Human Development
Danish-Jordanian University Cooperation (DJUCO)
International bilateral and multilateral organisations
European Union

⁴⁶ The surveys are not country specific and have as such not been used in the country evaluations but rather in the final synthesis report.

Sida
World Bank

Lessons Learned Workshop

DAPP (TAO), ActionAid DK, DJUCO, DIGNITY, DUF, Red Cross, Red Crescent, IMS, East/West Center for Human Development

Sampling of projects

In order to cover the very large project portfolio of DAPP, an approach entailing a sampling of projects across the four evaluation focus countries was applied. 10 projects for each country plus a number of regional projects were selected based on a selection matrix including the following criteria:

- Thematic areas covered
- Implementation modalities covered
- Nationality of contract holders covered
- Bilateral/multilateral projects covered
- Time period of implementation covered

The projects covered by this country evaluation do not constitute the full portfolio of DAPP projects in Jordan. Based on the above selection criteria, the evaluation however uses the selected projects as case examples, which – supported by desk study of previous assessments, reviews, evaluations, project reports, etc – gives a good basis for assessing the strengths and weaknesses of the DAPP in Jordan. The analysis also draws on projects outside of the ten sampled case projects to underline specific findings. The list below gives an overview of the 10 projects sampled for the Jordan evaluation:

Thematic areas	Project title and status and budget ⁴⁷	Implementing partners		Short description
		Denmark	Jordan	
Human rights, human freedoms and good governance	Building Bridges for Youth Action	ActionAid Denmark (MS)	Al Thoria Centre Queen Rania Centre (QRC) Community Development Committee (CDC - Zarqa)	A regional programme focused on enhancing the capacities of and opportunities for young women and men, youth groups and civil society organisations to participate in social and political change in the Levant countries. It also provides youth with opportunities to participate in decision-making.
	Young Women and Men's Action to address injustice in the Arab Region.	ActionAid Denmark (MS)	Camp Women Working Association higher Council of Youth.	This project has similar objectives to those of the ActionAid Building Bridges for Youth Action described above. It aims at harnessing youth leadership and sustaining civil society action to demand accountability from duty bearers on youth specific issues and equality, access, equity and gender responsiveness in public services.
	<ul style="list-style-type: none"> • Status: (running regional programme). • Phase reviewed: 2012-2015. • Value: DKK 28,365,000 			
	<ul style="list-style-type: none"> • Status: (running regional programme). • Phase reviewed: 2013-2014. • Value: DKK 11,000,000 			

⁴⁷ The value of the projects mentioned in the table above include regional activities, i.e. activities not specific to Jordan.

<p>Arab-European Human Rights dialogue 1 + 2</p> <ul style="list-style-type: none"> • Status: (closed regional programme) the first phase was classified as Jordan programme. • Phase reviewed: 2007-2009, and 2009-2011 • Value: DKK 6,047,000 	<p>Danish Institute for Human Rights (DIHR)</p>	<p>Jordan National Center for Human Rights</p>	<p>The DAPP's support of the AEHRD took place in two phases, 2007-2011.⁴⁸ This was a regional project that aimed at reinforcing Jordan's Arab countries' National Human Rights Institutes (NHRI) through intra-Arab and Arab-European Dialogue (several meetings per year).</p> <p><i>The first phase from 2007 to 2009 is classified as Jordan and second phase 2009-2011 classified as regional.</i></p>	
<p>Ambassadors for Dialogue</p> <ul style="list-style-type: none"> • Status: (running regional programme) • Phase reviewed: 2013-2014 but the programme is in its third phase. • Value: DKK 5,991,186 for phases 1 and 2 implemented 2010-2013 (for activities in Jordan, Egypt and Denmark). The program is currently in its 3rd phase (2014-2015) and will enter its 4th phase in 2016. 	<p>Danish Youth Council (DUF)</p>	<p>East & West Centre for Human Resources Development (WE Centre)</p>	<p>Jordan benefits from this regional project that is also implemented in Egypt since 2009. This regional program – which was launched in 2009 and is also implemented in Egypt. It aims to: 1) enhance mutual understanding between youth in Denmark, Jordan and Egypt, 2) foster a dialogical culture among youth in MENA, and 3) enhance mutual understand between youth across ethnic, religious, ideological and other divides among youth internally in Jordan and Egypt. A pilot phase/project was implemented in 2009 and early 2010.</p>	
<p>Inclusion and Active Participation of Young People in Civil Society</p> <p>Status: (running regional programme)</p> <ul style="list-style-type: none"> • Phase reviewed: 2011-2015 • Value: DKK 4,000,000 	<p>Danish Red Cross Youth</p>	<p>Red Crescent – Jordan. (Not a strategic partner)</p>	<p>This project aims at harnessing youth leadership and sustaining civil society action to demand accountability from duty bearers on youth specific issues. The program seeks to enhance young people's civic engagement through increasing their influence and active participation within the Red Crescent Movement while responding to the needs of vulnerable children and youth at community level. The program considers youth as leaders, volunteers as well as beneficiaries; and also aims at creating an enabling organisational environment for youth action. Besides Jordan this project is also implemented in Palestine in cooperation with the Palestinian Red Crescent.</p>	
<p>Support to Twinning between Jordanian and Local Government Denmark (KL)</p> <ul style="list-style-type: none"> • Status: (Jordan programme) • Phase reviewed: 2010-2014 • Value: DKK 3,016,598 	<p>Local Government Denmark. (Not a strategic partner).</p>	<p>Ministry of Municipal Affairs – Jordan (the Ministry of Planning and International Cooperation (MoPIC)</p>	<p>The project started in 2006 under the aegis of the Local Government Denmark (LGK) and Jordan's Ministry of Municipal Affairs. The project aims to improve good governance and service delivery at two municipalities in Jordan, as well improve political cooperation and ensuring better understanding between Jordan and Denmark.</p>	
<p>Women's empowerment and gender equality</p>	<p>Engendering the public sphere</p> <ul style="list-style-type: none"> • Status: (Closed Jordan programme). • Phase reviewed: 2009-2011 • Value: DKK 9,600,000 	<p>The Danish Centre for Gender, Equality and Diversity (KVINFO)</p>	<p>The Jordanian National Commission for Women JNCW, Ministry of Planning and Ministry of Labour; and, Nuqul Group.</p>	<p>This project sought to raise the capacities of female staff in public administrations and mainstreaming a gender element in public policies. KVINFO partnered with local partners such as the Ministry of Planning and International Cooperation (MOPIC), Ministry of Labour, the Jordanian National Commission for Women (JNCW) and a private sector company (Nuqul).</p>

⁴⁸ The project is ongoing, see website: <http://aehrd.info/j02/>

	<p>Women's Political Participation in Jordan</p> <ul style="list-style-type: none"> • Status: (Closed Jordan programme). • Phase reviewed: 2010-2012 • Value: DKK 5,804,921 	<p>The Danish Centre for Gender, Equality and Diversity (KVINFO)</p>	<p>Jordanian National Commission for Women, Jordanian Women's Union, ZENID / JOHUD.</p>	<p>KVINFO has implemented this project in association with the Jordanian Women's Union and ZENID/JOHUD. The project aimed to boost women's presence in politics.</p>
Knowledge based societies	<p>Partnership between University of Southern Denmark and Universities in Jordan (DJUCO)</p> <ul style="list-style-type: none"> • Status: (running Jordan programme) • Phase reviewed: 2008-2014 • Value: DKK 9,894,584 	<p>University of Southern Denmark (Syddansk Universitet SDU)</p>	<p>University of Jordan</p>	<p>This project consists of a two-pronged intervention: common academic activities between Danish and Jordanian scholars and university students (exchange of Danish/Jordanian students; and, annual conferences around Middle Easter/Mediterranean issues) coupled with the improvement of the teaching in the Hashemite University (Zarqa).</p>
Economic Growth and Job Creation	<p>Partnership for Inclusive Growth and Job Creation</p> <ul style="list-style-type: none"> • Status: (running regional programme). • Phase reviewed: 2012-2015 • Value: DKK 16,460,306 	<p>Confederation of Danish Industries (DI)</p>	<p>Jordan Chamber of Industries</p>	<p>Jordan Chamber of Industry (JCI) became a bilateral partner to Confederation of Danish Industry (DI) through the regional project in 2013, but has since 2014 been a bilateral partner in its own right, being regarded as one of the fastest absorbing bilateral partners. DI has in association with JCI been implementing various activities in Jordan related to services to SME empowerment through capacity building of JCI's ability to provide member services as well as conduct efficient and effective policy advocacy.</p>

Verification and triangulation of data

The evaluation team has verified and triangulated collected data to the degree possible. Source and method triangulation was used for this. Source triangulation correlated data from different stakeholders, preferably from different groups identified: (i) (former or present) MFA staff, (ii) strategic and non-strategic partners and (iii) MENA knowledge persons. Method triangulation compared information obtained through different methods: (i) interviews, (ii) desk review and (iii) surveys. The evaluation strived to combine source and method triangulation so that findings and assessments are triangulated and confirmed by a combination of sources and methods.

Reporting

The analysis and reporting has been conducted in a participatory process including presentation of key findings and submission of draft reports to stakeholders before finalisation. Feedback from stakeholder meetings and written comments from strategic partners, MFA staff and the evaluation reference group has contributed to the analysis and detailed and qualified the evaluation reporting.

The team benefited throughout from the valuable support of Head of the DAPP office in Amman.

Annex B: Objectives and Outputs of Projects of DAPP in Jordan

This annex describes the activities and objectives of the ten projects sampled in Jordan.⁴⁹ The projects are presented according to the key thematic areas and strategic partners.

I. Building Bridges for Youth Action

Contract Holder and budget (DKK)	Years Active	Objective	Thematic Area(s)	Implementation Modality
ActionAid Denmark (MS) Budget: 28,365,000	2012-2015	To strengthen young people's participation in public life	Human rights, human freedoms and good governance	Partnerships Denmark/MENA Regional

Overview

This regional programme focused on enhancing the capacities of and opportunities for young women and men, youth groups and civil society organisations to participate in social and political change in the Levant countries. It also provides them with opportunities to participate in decision-making. By involving Danish youth and civil society organisations and by bringing Arab youth to Denmark for training the project also promotes peer-to-peer cooperation, dialogue and knowledge sharing in order to develop capacities with the partners and during this process also change perceptions about each other. The programme was implemented in two phases with the most recent commencing in March 2012.⁵⁰ Finally, the programme builds on gains realised through previous interventions of a similar nature and other projects operating in the same sphere.⁵¹

It has three immediate objectives that are closely linked:

1. Develop the capacity of civil society organisations to become advocates for change with a more egalitarian and participatory approach to empowering and engaging young women and men;
2. Increase the competencies of and opportunities for young activists and youth groups to engage in and influence social and political change processes;
3. Strengthen knowledge of Denmark and the Arab Region respectively and increase mutual understanding as well as established contacts and partnerships between individuals and organisations and strengthened their capacity to cooperate⁵².

Key outputs

The project collaborates closely with the Ministry of Interior and other authorities in order to plan, implement, and ensure that their initiatives are relevant to the priorities of government counterparts; including, efforts to contribute to the Government's work on the youth strategy for Jordan.

⁴⁹ Please review the sampling method in the Synthesis report of this evaluation as well as in the Inception Report of June 2015.

⁵⁰ Project Status Report – Building Bridges II (2013).

⁵¹ Interview 28/04/2015.

⁵² ActionAid Denmark Narrative Report for MENA Regional Youth Programmes (2009-10).

The project carries out capacity development activities for youth on different life and activism skills. The project core volunteers lead a network of other volunteers under the Activista network such as the work in response to the emergency response in Zaatari Camp. Youth have also been engaged in the targeted areas to hold duty bearers accountable. Further, a joint campaign by seven CSOs who received project support in Zarqa to increase youth leadership and representation in the Governorate has been initiated.⁵³

The project has included exchange visits and engagement of Danish interns in Jordan as part of objectives to improved understanding.⁵⁴ Workshops are delivered by teams of Danish and Arab trainers working closely together on planning and implementation of trainings bringing together ideas from both Denmark and the Arab region. Dialogue have not only discussed cultural, but also and political dialogue among youth.⁵⁵ In Russifeh in Zarqa Governorate, Jordan, the AADK supported promoting civic education and engagement through a youth ambassadors' project. Overall, 330 marginalized youth have been mobilized and have gained knowledge and practical skills on how to advocate for community issues.⁵⁶

5,269 young men and women from student unions, youth initiatives and CSOs have been trained on leadership, campaigning, advocacy, coalition building, community resource mapping, decentralisation, gender analysis, creative activism, human rights, anti-radicalisation, electoral campaigning and social media and facilitation. According to a survey study by AADK in 2014, 92% of the participants have applied the skills and knowledge acquired in the training.⁵⁷

Since the establishment of Activista Arabia in 2013, more than 300 youth in the MENA region have addressed issues such as freedom of speech, human rights and education. Activista Jordan produced a video to address a national law that discriminates rape victims, allowing the rapist to marry the rape victim for impunity.

⁵³ Project results framework 2013.

⁵⁴ Ibid.

⁵⁵ Project Status Report – Building Bridges II (2013).

⁵⁶ Youth as Change Makers in the Middle East Results and Achievements of ActionAid Denmark through The Arab Regional Initiative 2005-2015.

⁵⁷ Ibid.

II. Young Women and Men’s Action to Address Injustices in the Arab Region

Contract Holder and Budget (DKK)	Years Active	Objective	Thematic Area(s)	Implementation Modality
ActionAid Denmark (MS) Budget: 11,000,000	2013-2014	To strengthen young people's participation in public life	Human rights, human freedoms and good governance	Partnerships Denmark/MENA

Overview:

The overall development objective is to harness youth leadership and sustained civil society action to demand accountability from duty bearers on youth specific issues and equality, access, equity and gender responsiveness in public services.

This project has similar objectives to those of ActionAid’s Building Bridges for Youth Action described above. ActionAid looks at their projects in the regional as complementary and part and parcel of their youth programme (framework) for the MENA region.⁵⁸

The project has the following objectives:

1. Enhance the capacities of young activists, marginalised groups, movements, civil society organisations and youth groups to act on, challenge and influence processes of social and political change;
2. Mobilised youth, youth organisations, movements and civil society organisations to take sustained action to demand accountability from duty-bearers on youth-specific issues, and ensure equality, access, equity and gender responsiveness in public services; and,
3. Strengthen intercultural cooperation, dialogue, solidarity and exchange of experience between youth from Denmark and from the Arab region⁵⁹.

⁵⁸ Interview, ActionAid in Amman, May 6th, 2015.

⁵⁹ ActionAid rollout plan for the project for 2015.

III. Ambassadors for Dialogue

Contract Holder and Budget (DKK)	Years Active	Objective	Thematic Area(s)	Implementation Modality
Danish Youth Council (DUF) Budget: 5,991,186 ⁶⁰	2013-2014	To strengthen young people's participation in public life	Human rights, human freedoms and good governance	Partnerships Denmark/MENA

Overview

This regional project is also implemented in Egypt since 2009. This regional programme – which was launched in 2009 and is implemented in Egypt too – aims to: 1) enhance mutual understanding between youth in Denmark, Jordan and Egypt, 2) foster a dialogical culture among youth in MENA, and 3) enhance mutual understand between youth across ethnic, religious, ideological and other divides among youth *internally* in Jordan and Egypt.

The programme – which is currently in its third phase – trains young volunteers from Jordan, Egypt and Denmark on dialogue and workshop facilitation, thus building them as ‘ambassadors for dialogue’. Following their training, the ambassadors implement interactive and participatory intercultural dialogue workshops for youth in Jordan, Egypt and Denmark (aiming primarily to enhance Danish-Arab understanding). In between and after the intercultural activities, the international ambassadors implement dialogue activities for youth in their respective countries – aiming to foster a dialogical culture among youth, and to enhance mutual understand between youth across ethnic, religious, ideological and other divides – together with locally trained ambassadors.

The project documents⁶¹ currently have two main objectives that are clearly interlinked:

1. Contribute to reform and democratisation processes and bridge internal divides among youth in the MENA region,
2. Strengthen partnerships and foster mutual understanding between youth and youth organisations in Denmark and the MENA region.

Key outputs

Since the launch of the program in 2009, 28 Jordanian volunteers have been trained as *international* ‘ambassadors for dialogue’ (joint intercultural seminars and activities), and around 60 Jordanian volunteers have been trained locally as *national* ambassadors. Together with their Egyptian and Danish colleagues, the international Jordanian ambassadors have implemented intercultural dialogue workshops for around 4,500 youth in Denmark, Egypt and Jordan. Together with their locally trained colleagues, they have implemented national dialogue activities for around 3,000 Jordanian youth (approximately 1,500 in 2013-2014) in various youth organisations, initiatives, networks and institutions.⁶²

⁶⁰ The amount is total value of the full programme, including activities in Egypt (and Denmark). Thus, the ‘value’ of the programme in Jordan is significantly less than the total. DUF explained that around half if activities in Denmark are counted as MENA activities, around a third of Danish activities (cross-cultural workshops for Danish youth) are considered activities for activities in Denmark.

⁶¹ Rulleplan 2015 DUF.

⁶² Interview, East/West Center for Human Development, April 30, 2015.

The project has developed and published a dialogue handbook in Danish, English and Arabic. The handbook outlines and gathers the dialogical understanding, approach, experiences, methods and exercises as used and developed within the program. The book is used internally in the program, but it is also and as much intended for and used by others (practitioners of or interested in dialogue) outside the program – thus contributing to its overall objectives. The book is available in print and is on-line for free downloading.

Dialogue between Danish and Jordanian youth (either in Jordan or in Denmark) dealt with many taboo issues, including religious diversity and freedom of speech. As former participants in the Ambassador for Dialogue expressed it: *"We realised that Westerners place freedom of speech beyond anything else – including faith and religion."* This seems to lead them to a growing awareness of the mission in Jordan as an "eye opener" on Western attitudes for their fellow countrymen.⁶³ However, Youth ambassadors met in Jordan also realised that not all Danes value freedom of speech beyond everything else, and by extension youth are themselves, are very different. They also realised that they have many things in common with their fellow Danish youth ambassadors in support of the project's objective to improve understanding and break stereotypical attitudes and behaviours.

IV. Inclusion and Active Participation of Young People in Civil Society

Contract Holder and Budget (DKK)	Years Active	Objective	Thematic Area(s)	Implementation Modality
Danish Red Cross Youth) Budget: 4,000,000	2011-2015	To strengthen young people's participation in public life	Human rights, human freedoms and good governance	Partnerships Denmark/MENA

Overview

This project aims at harnessing youth leadership and sustaining civil society action to demand accountability from duty bearers on youth specific issues. The program seeks to enhance young people's civic engagement through increasing their influence and active participation within the Red Crescent Movement while responding to the needs of vulnerable children and youth at community level. The program considers youth as leaders, volunteers as well as beneficiaries; and also aims at creating an enabling organisational environment for youth action. Besides Jordan this project is also implemented in Palestine in cooperation with the Palestinian Red Crescent.

In 2008, the Jordanian Red Crescent (JRC) Head Quarters in Amman established its youth section as a result of this project. Since then, five local branches across Jordan hosted the youth sections. Currently there are over 225 core youth volunteers at least 122 of them are women actively working on implementing the project activities in Jordan. Overall, around 749 youth volunteers and an estimated 4,549 vulnerable youth from more than 13 local communities have participated actively in the program activities. More than 661 youth volunteers have completed specialized trainings and the number of youth led activities has exponential developed almost doubling the activity number year by year (2012: 17, 2013: 37 and 2014: 71 new on-going activities at community level).

⁶³ Interview, East/West Center for Human Development, April 30, 2015.

The project has the following three interrelated objectives:

Development objective: Enhance young people's civic engagement through increasing their influence and participation within the Red Crescent Movement while responding to the needs of vulnerable young people at community level.

Immediate objective 1: Increase the capacity of Red Crescent youth volunteers to develop and lead initiatives addressing local community needs and to actively engage in participatory decision making processes both within the organisation and in their local communities.

Immediate objective 2: Strengthen the capacity of national Red Crescent societies to engage youth as volunteers and develop and implement youth activities that respond to the needs of male and female youth at local levels.

Immediate objective 3: Strengthen the dialogue, collaboration and intercultural understanding between youth in the region and between Danish and Arab youth.

Key outputs

Jordanian volunteers have been trained on a number of subjects⁶⁴ aiming at improving their life and personal skills.⁶⁵ Training on Life Skills has led to the development of a Life Skills manual and a peer-to-peer trainer's book that is available online and in print.

Gender equality is a priority in the program including equal inclusion and participation of young women as volunteers and as beneficiaries. Girls' clubs have proven a successful tool in providing the girls with space for engaging freely and openly in discussion and activities. The topics addressed in the female only sessions include reflection on gender roles while developing strategies e.g. for dealing with sexual harassment or family pressure.

Five local Red Cross Youth structures⁶⁶ have been established to allow the youth volunteers to gather and prepare/discuss community needs assessments and related response strategies, under the leadership of an elected youth leader.

A Youth Steering Committee (YSC) was established to support the project implementation at central level and to allow for better internal coordination, learning and cooperation. In addition, JRC has also developed their own youth development strategy to further enhance their work supported by a need assessment activity conducted among youth in Jordan and Palestine.

JRC have engaged with the local and national authorities around youth related issues and aligned its strategies to local and national youth related strategies including the work of the Jordanian government on a youth strategy.⁶⁷

JRC has managed to guarantee different sources of funding for their various youth activities, as well as scale up their activities so as their youth-related activities changed from a project, into a youth programme.⁶⁸

⁶⁴ Including: psychosocial support, sports, gender, health, building self-esteem and confidence, negotiations, and living in the society.

⁶⁵ Life Skills for Youth – Experiences from Jordan and Palestine, 2013.

⁶⁶ These are youth groups established in five local branches of JRC in Jordan.

⁶⁷ Project status report 2012.

⁶⁸ Interview of JRC staff on April 28, 2015.

The local branches have witnessed an increase in youth (both male and female) activism and engagement with their leaders around social issues. Policy dialogue meetings were organised with community leaders/duty bearers at the local level. No clear policy changes were reported, but the structures for youth engagement exist.⁶⁹

JRC has documented in a publication numerous success stories of individuals as examples of change of behaviour and how they have affected their peers in public life.⁷⁰ Further, the JRC midterm review indicated that JRC youth participation in decision making had doubled since baseline for the project sponsored by DAPP.⁷¹

V. Arab-European Human Rights Dialogue 1 + 2

Contract Holder and Budget (DKK)	Years Active	Objective	Thematic Area(s)	Implementation Modality
Danish Institute for Human Rights (DIHR) Budget: 6,047,000	2007-2009 2009-2011	To strengthen human rights and combat torture	Human rights, human freedoms and good governance	Partnerships Denmark/MENA

Overview

DAPP support of the AEHRD took place in two phases, 2007-2011.⁷² This was a regional project that aimed at reinforcing Jordan's and other Arab countries' national human rights institutions (NHRI) through intra-Arab and Arab-European Dialogue (several meetings per year).

The project had the following objectives:

1. To create a process, which fosters the mutual development of NHRIs across the Arab and European regions, building human rights capacity through partnerships and cooperation on common cross relevant human rights issues;
2. Support the development of mutual understanding of and respect for human rights standards, practices and applications in national settings and to increase awareness, exchange of experiences, knowledge and research and to support advocacy efforts at national and regional levels;
3. Establish dialogue/platform to be used for promoting and analysing ways to strengthening human rights on issues related to: access to information, counterterrorism measures, discrimination, migration, and labour rights.

Key outputs

The project has established dialogue and cooperation with national human rights centres, and has since late 2008/2009 engaged the Euro-Mediterranean Human Rights Network (EMHRN), an umbrella network of 84 civil society organisations from Europe and MENA. Jordan became throughout this project a focal point (working group) for gender issues, gender mainstreaming, and gender audit in the EuroMed region.

⁶⁹ Project Completion report 2012 and meeting with JRC staff on May 6, 2015.

⁷⁰ Ibid.

⁷¹ Interview of JRC staff on April 28, 2015 and Life Skills for Youth – Experiences from Jordan and Palestine, 2013.

⁷² The project is ongoing, see website: <http://aehrd.info/j02/>

The project includes the following activities:

- Missions on gender equality with delegates from Jordan conducted on yearly basis throughout the life of the project.
- The EMHRN's Working Group on Justice has also conducted a regional seminar in Jordan on Judicial reform and free debate.
- Regional seminar on anti-terrorism with participation from Jordan.
Dialogue sessions on issues of mutual concern including: information, human rights and terrorism, discrimination and human rights, migration and migrant workers, women's rights, and torture and rule of law.⁷³

⁷³ EMHRN Project Status Report 2013, and interview with formerly National Center for Human Rights staff, 5 May 2015.

VI. Support to Twinning between Jordanian and Danish Municipalities

Contract Holder and Budget (DKK)	Years Active	Objective	Thematic Area(s)	Implementation Modality
Danish Municipalities Association (Local Government Denmark) Budget: 3,016,598	2010-2014	Establishing contacts between Danish and Jordanian municipalities and strengthening of good governance and service delivery	Human rights, human freedoms and good governance	Partnerships Denmark/MENA

Overview

The project started in 2006 under the aegis of the Local Government Denmark (LGK) and Jordan's Ministry of Municipal Affairs.

The project has the following objectives:

1. Establishing contacts between Danish and Jordanian municipalities and strengthening of good governance and service delivery at local levels in two municipalities in Jordan;
2. Danish and Jordanian municipalities strengthening their cooperation at political, administrative and people levels; two Jordanian municipalities improving their service delivery, their management and overall governance; and,
3. The two Danish municipalities acquiring better understanding of local governance in Jordan.

Key outputs

Since 2010, the achievements of the twinning project notably through the Irbid and Viborg and the Kerak and Høje Taastrup' include: improved city planning and waste collection, creation of business plans and setting up of "one-stop shops", namely specific location where citizens can obtain information/access to municipal services.

Moreover, Irbid and Kerak municipalities are now not only connected to and dialogue with Danish municipalities but also with Danish research centres and business conglomerates; and their relationships with other Jordanian institutions (such as the chambers of commerce and industry and relevant ministries) has been reinforced. The Irbid and Kerak models (for instance with regards to the municipal "one-stop shops") have been replicated in several other Jordanian towns.⁷⁴

The ideas and advice for the one-stop shop came from this cooperation, and it is now being decreed by the Government to establish the same in other 100 municipalities. The one-stop-shop has reduced transaction speed from two weeks down to 1.5 hours, which the ministry considers a major success that came to being because of the contributions of this project.⁷⁵

At the national level, LGK published best practice guides for mayors and for Council members to empower them in the execution of their tasks, and thereby strengthen local democracy.

⁷⁴ Project Completion Report 2014.

⁷⁵ Interview, Ministry of Municipalities, Amman, 7 May 2015.

Dialogue between the Ministry of Municipal Affairs and LGK, as well as a visit by the Minister of Municipal Affairs in Denmark promoted the reform of the law on municipalities and the tentative opening towards creating an association of municipalities in Jordan.

VII. Engendering the Public Sphere

Contract Holder and Budget (DKK)	Years Active	Objective	Thematic Area(s)	Implementation Modality
Side: 39 Danish Center for Gender, Equality and Diversity (KVINFO) Budget: 9,600,000	2009-2011	To promote changes in legislation in favour of gender equality	Women's empowerment and gender equality	Partnerships Denmark/MENA

Overview

The project's defined objective is the: "creation of a public sphere that is open to women's increased economic participation at different organisational level". It sought to raise the capacities of female staff in public administrations and mainstreaming a gender element in public policies. KVINFO partnered with local partners such as the Ministry of Planning and International Cooperation (MoPIC), Ministry of Labour, the Jordanian National Commission for Women (JNCW) and a private sector company (Nuqul Group).

The project has the following interrelated objectives to gender mainstream national planning processes, public sector organisations, and the private sector:

1. Strengthening systems to ensure that national planning processes are gender sensitive and responsive to the needs of women
2. Gender sensitisation of public sector organisations that deliver social and economic development services
3. Strengthening the enabling environment for women to enter and progress their careers in the private sector
4. Capacity building and strengthening systems of the JNCW to be implemented similar programs.

Key outputs

The objective was not only to implement capacity building sessions around gender-mainstreaming, but also the implementation of the CEDAW (The Convention on the Elimination of all Forms of Discrimination Against Women) in the public sector (MOPIC and the Ministry of Labour) and in the private Nuqul Group and a dozen other private sector companies.

A gender division was established at MoPIC, with 36 focal points designated in the other ministries.⁷⁶ The division's role is to influence programmes and projects and mainstream gender equality at the ministerial level, and establish a gender equality strategy. The

⁷⁶ Interview, MoPIC, April 27, 2015.

establishment of the division has increased MoPIC's capacity to influence programmes executed at the ministry with regard to gender sensitivity and mainstreaming, and increase MoPIC's ability to instil gender mainstreaming in other ministries' programmes and projects.⁷⁷

At the JNCW, the project established a pool of 84 noted female experts⁷⁸ who are specialised in gender issues was set up to serve as a long-term resource network for journalist and employees.⁷⁹

The project developed a network of gender equality responsible group of people (Gender Focal Points) in 36 public institutions in Jordan, which are trained in gender equality process and tools.

At Nuqul Group, the company has taken major steps in relation to breaking down barriers of hiring women, including in leadership positions. This was achieved through: Nuqul group management has through dialogue and twinning with Novo Nordisk have been inspired to take measures of ensuring gender equality within their company, by granting health insurance for women employees' families.

At the Ministry of Labour, the project have trained labour inspectors on women rights, and as a result 53 inspectors evaluate and assess gender equality and challenges facing women employees in public institutions. Further, a study on women's participation in trade unions was conducted.

VIII. Women's Political Participation in Jordan

Contract Holder	Years Active	Objective	Thematic Area(s)	Implementation Modality
Side: 40 Danish Center for Gender, Equality and Diversity (KVINFO)	2010-2012	To increase women's participation in social, political and economic life	Women's empowerment and gender equality	Partnerships Denmark/ME NA

Overview

KVINFO has implemented this project in association with the Jordanian Women's Union, ZENID/JOHUD, and the Jordanian National Commission for Women (JNCW). The project aimed to boost women's presence in politics.

Launched in the wake of Jordan's decision to impose a quota of 25% of women in the municipal councils in 2007, the project targeted current or potential female municipal council members. It comprised a series of activities, including visits to Denmark (and visits of Danish politicians to Jordan) and capacity-building exercises including drafting of reports and action plans, networking, etc. Male notables were also included in several seminars.

Key outputs

⁷⁷ Interview, MoPIC, April 27, 2015.

⁷⁸ WHO IS SHE database.

⁷⁹ Interview, JNCV, and interview with Institute for Development (ZENID), April 28, 2015.

The project focused mainly on the city of Maan⁸⁰, and eight of the trained Maani women have since then been elected to the municipal council. Other women trained by the project on drafting of reports and action plans, networking, political activism, advocacy etc. The eight female participants who won in municipal elections were outside the 25% female quota. The evolution of the participation of women in municipal councils is very encouraging: The percentage of women now sitting in municipal councils reaches 39% whereas the quota for women is at 25%.

The activities included visits to Denmark (and visits of Danish politicians to Jordan) to enhance dialogue and understanding. Partners have expressed⁸¹ that they have learned a lot from sharing experiences of being a woman entering into the traditionally male dominated sphere that politics is in Denmark and Jordan. Dialogue between Jordanian and Danish politicians has let to increase understanding of the situation for women in Jordan. Especially meeting women in the conservative Southern part of Jordan made a great impact on the Danish women politicians. One of the interesting outcomes of a study tour by KVINFO to Jordan in September 2012 was the interest of having Jordanian women joining the Danish politicians in their campaigning for the next municipality elections in Denmark in November 2013.

A shadow electoral law in Jordan was written by Jordanian Women Union and was used by the Union for advocating for democratic amendments of the existing electoral law of 2012.

IX. Partnership between University of Southern Denmark and Universities in Jordan

Contract Holder and Budget (DKK)	Years Active	Objective	Thematic Area(s)	Implementation Modality
University of Southern Denmark (Syddansk Universitet SDU) Budget: 9,894,584	2008-2014	To strengthen critical and independent academia	Knowledge-based societies	Partnerships Denmark/MENA

Overview

This project consists of a two-pronged intervention: (1) common academic activities between Danish and Jordanian scholars/Universities and university students (exchange of Danish/Jordanian students and improvement of the quality of teaching); and, (2) annual conferences around Middle Easter/Mediterranean issues).

Since 2012, the programme implemented activities, mainly in Jordan, which aim at partly bridging the gap between the Jordanian educational systems' output of graduates and the labour market's demand for a qualified labour force and partly strengthening the academic environment at the Jordanian universities.

The project has the following objectives:

1. Enhancing dialogue, understanding, and cooperation through academic cooperation between University of Southern Denmark and universities and private companies in Jordan and Denmark;

⁸⁰ Activities were also implemented in other cities in Jordan.

⁸¹ Interview with JNCW (April 28), and with former JNCW staff (May 5), 2015.

2. Bolstering dialogue and exchange between people who operate within academic contexts: i.e. students, PhDs, graduates and scholars; and, carrying out a joint educational programme and international conferences, where the aim is to cooperate on joint publications to be published mainly in international journals.

Key Outputs

The project has established formal cooperation between the two universities in Jordan – the University of Jordan (UoJ) through the Center for Strategic Studies at Faculty for International Studies, and the Hashemite University in Zarqa. The cooperation with the UoJ has led to the establishment of joint accredited course entitled “Mediterranean Perspectives” for Danish and Jordanian students at these universities.⁸² The course has been successfully institutionalised at the University of Jordan since 2009.⁸³ About 50 to 60 students have participated in this exchange programme with about 12 participating every year.⁸⁴

The project has introduced interactive teaching methods, like sketches, role plays and others to the teaching method. The project has helped Jordanian university graduates find jobs in the local market.⁸⁵

Under the second intervention, the project has held a number of regional conferences and developed papers aiming at improving education, research and exchange between Jordan, Denmark, and other MENA countries:

- Bringing People Back In Politics. The Role of Civil Society, Organisations and Political Parties in a Post-‘Arab Spring’ Context. Jordan, 2014.
- European Policies towards the MENA Region 20 years after Barcelona. Differentiation, Conditionality and Partnership in a Changing Southern Mediterranean. Jordan 2014.
- The EU and the Post-Arab Spring, Special Issue of Middle East Critique, 2013.
- The EU and the Region, Themed Section of Middle East Policy Migration, Security, and Citizenship in the Middle East New Perspectives, By Peter Seeberg and Zaid Eyadat (eds), in 2011.

Since 2010, the Jordanian students have also been exposed to Denmark's society; and the annual conferences resulted in contact-networks between the two universities and the production of interesting papers. The project was praised by UoJ⁸⁶ for its resilience and positive impact on the student participants.

⁸² Project progress report 2009, Project Website, and interview with University of Jordan. (May 5, 2015).

⁸³ Interview, University of Jordan – Faculty of International Studies, May 5, 2015.

⁸⁴ Ibid.

⁸⁵ Interview, DJUCO, Amman. May 14, 2015.

⁸⁶ Interview, University of Jordan – Faculty of International Studies, May 5, 2015.

X. Partnership for Inclusive Growth and Job Creation

Contract Holder and Budget (DKK)	Years Active	Objective	Thematic Area(s)	Implementation Modality
Confederation of Danish Industries (DI) Budget: 16,460,306	2012-2015	To create jobs and lower unemployment	Economic growth and job creation	Partnerships Denmark/MENA

Overview

Jordan is part of this project as part of the Confederation of Danish Industries' (DI) regional project reviewed in this evaluation. However, Since 2014 JCI became a bilateral DI partner in its own right, which came as result of DI's regional project. Currently DI considers JCI one of its fastest absorbing bilateral partners.⁸⁷

In Jordan DI works with the Jordan Chamber of Industry (JCI) to empower small and medium-sized companies (SMEs), both within developing and improving concrete services for the SMEs, and to improve the organisations ability to conduct effective policy advocacy to improve the business environment and thus strengthen the structural framework around the SMEs. DI also assists JCI integrate and consolidate the Arab-EU network as JCI hosts the secretariat mentioned hereunder.

Regionally, DI works with a network they created called the Arab-EU Business Facilitation Network that seeks to promote private sector lead growth across the MENA region. Established in 2010, the network's overall purpose is: (1) promoting growth and private sector lead reform across the MENA region; (2) gathering leading business organisations from the MENA region to discuss common challenges, share knowledge and best practice, formulate common policy positions, as well as develop common services.

The network took its first step towards becoming a self-sustainable network on 1st of January 2015 with the establishment of a secretariat in Amman hosted by JCI as mentioned above.

Outputs

The intervention has encouraged the Chamber to set up a sustainable SMEs unit which provides services for the Chamber's SMEs (vast majority of its 17,000 member companies)

In 2014, JCI held its first conference specifically targeting the role Chambers and Business Associations (CBAs) have in empowering SMEs. Being the first of its kind in the Arab World, the conference was inaugurated by the Jordanian Prime Minister and gathered around 300 high and medium level participants from across the region. A road map for CBAs to become more member oriented was developed in this conference. The policy advocacy workshops have inspired JCI to conduct Industrial Tours for government officials in order to break down the barriers between law-makers in the ministries and the industrial companies. The tours have solved concrete day-to-day issues for the companies and are now being conducted on a regular basis to the industrial zones of the country.

⁸⁷ Comment made by DI on the Jordan Second draft country report of Sep 14, 2015.

DI conducted a governance structure workshop which has inspired JCI to work towards a more efficient structure, which has provided the secretariat with a clearer work mandate.

JCI has signed a Memorandum of Understanding with the Association of Retired Military Engineers to provide SMEs with the technical support and expertise on improvement of advisory and consultation services of the JCI unit.

Annex C: Projects in Jordan 2004-2014

Project/Programme Title ⁸⁸	Year	Contract
Human rights, human freedoms and good governance		
Ombudsman Project – feasibility study + grant to fund the technical unit in charge of providing technical advice to establish the Ombudsman in Jordan	2005-2008	Danish Ministry of Foreign Affairs (Folketing)
Preparing the Danish-Jordanian cooperation on law reforms , including the establishment of ombudsman institutions in the Arab world	2004	Danish Ministry of Foreign Affairs (Folketing)
Preparation Mission to Jordan re. Standing ombudsman conference	2004	Danish Ministry of Foreign Affairs (Folketing)
Support to the rehabilitation centre in Jordan	2005-2006	Jordanian Ministry of Health
Combating violation of Children’s rights in Jordan	2006-2009	Save the Children
Support to the Family Protection Department in the police and the National Council for Family Affairs	2004-2012	Save the Children
Arab-European Human Rights Dialogue 1	2007-2009	Danish Ministry of Foreign Affairs
High -level visit from the National Centre for Human Rights of Jordan to Copenhagen and bilateral exchange programs (pilot phase)	2005-2006	Danish Ministry of Foreign Affairs
Karama - Programme to improve the treatment and conditions of persons deprived of their liberty in Jordan	2007-2013	Danish Ministry of Foreign Affairs former Ministry of Human Rights
Freedom from torture in the Middle East and North Africa – Jordan	2013-2016	Danish Ministry of Foreign Affairs former Ministry of Human Rights
Conference on Arab-European Human Rights Dialogue	2006	Danish Ministry of Foreign Affairs
Support to capacity building in the Jordanian Red Crescent, youth and local departments	2009-2012	Danish Ministry of Foreign Affairs
Support for NGO OSCE Conference in Amman	2008	Organisation for Security and Co-operation in Europe
Cooperation between Danish and Jordanian Municipalities	2009-2014	Danish Ministry of Foreign Affairs
Support to decentralisation and municipal administration in Jordan	2009-2014	Danish Ministry of Foreign Affairs
Support to Twinning between Jordanian and Danish Municipalities	2010-2014	Danish Ministry of Foreign Affairs
Strategic Partnership with DUF	2014-2015	Danish Ministry of Foreign Affairs
Women Empowerment and Gender Equality		
Decentralisation and participation of women in Jordan	2005-2006	Ministry of Planning and Economic Cooperation
Decentralisation and participation of women in Jordan – Handbook for Municipal Elections	2007-2010	Jordanian Ministry of Planning
Decentralisation and participation of women in Jordan	2008-2008	Danish Ministry of Foreign Affairs
Decentralisation and participation of women in Jordan	2007-2009	The Danish Institute for International and Diversity Studies
Engendering the public sphere	2009-2011	The Danish Institute for International and Diversity Studies
Strengthening women’s participation and leadership in Jordan	2012-2013	The Danish Institute for International and Diversity Studies
Strategic Partnership with KVININFO – Jordan	2014	The Danish Institute for International and Diversity Studies

⁸⁸ Evaluation Pre-study (2014). The list does not include regional programmes.

Project/Programme Title ⁸⁸	Year	Contract
Women's Political Participation in Jordan	2010-2012	The Danish Diversity
Knowledge based Societies		
Bilateral media cooperation with Jordan	2010-2012	Internati
IMS' Media Cooperation Programme in the Middle East and North Africa	2013-2015	Internati
Academic Cooperation between Jordan and Denmark	2008-2014	Universi Universi
Other		
Technical Advisory Office Jordan	2010-2014	Technic

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