



**Child Protection Initiative Publication Series**

**(3)**



**Vulnerable Children in Amman:  
Status, Problems, Needs and Services Offered**

**Riyadh**

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## List of Acronyms

Acute Respiratory Infections	ARIs
Arab Council for Childhood and Development	ACCD
Child Protection Initiative	CPI
Child Rights Convention	CRC
Department for International Development	DFID
Department of Statistics	DOS
Gross Domestic Product	GDP
Household Expenditure and Income Survey	HEIS
Human Poverty Index	HPI
Infant Mortality Rate	IMR
Information and Research Centre at King Hussein Foundation	IRCKHF
Jordan Living Conditions Survey	JLCS
Jordanian Hashemite Fund For Human Development	JOHUD
Middle East and North Africa	MENA
Ministry of Education	MOE
Ministry of Health	MOH
Ministry of Labour	MOL
Ministry of Social Development	MOSD
National Council of Family Affairs	NCFA
Non-Governmental Organization	NGO
United Nations Development Program	UNDP
United Nations Children's Fund	UNICEF
United Nations Relief and Works Agency for Palestinian Refugees	UNRWA
Queen Zein Al-Sharaf Institute for Development	ZENID

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## Preface

The population of the Middle East and North Africa (MENA) region, which comprises, for the purpose of this study, 22 Arab states and Iran includes a high proportion of children under 18 years, specially when compared with developed countries; the proportions being 44% and 23% respectively. This proportion is even higher for some countries in the MENA region, reaching 52.7% for Palestine and 55.8% for Yemen. This high proportion of children makes the region one of the youngest and most dynamic regions in the world. The high level of fertility in many countries of the MENA region, together with declining mortality rates, have led to very high rates of natural population increase, reaching 2.7%.

Urban areas in the MENA region have witnessed rapid rates of population growth due to high rates of natural increase, rural-to-urban migration and labor migration (primarily to Arab oil producing countries). The annual rates of population growth in some cities in the MENA region is as high as 7.0%. If this pattern of urban population growth continues, then 70% of the total population of the region will be living in urban areas by the year 2020, i.e. an increase of 86 million people. While rapid urbanization is taking place in the MENA region, yet many cities are not capable of keeping up with the pace of rising needs for job opportunities, housing, environmental, social and cultural services. With increasing decentralization in many countries of the MENA region, and shifting more responsibilities to local authorities, municipalities are expected to play a leading role in addressing the needs of their vulnerable citizens, namely children, women and the elderly. Furthermore, achieving the Millennium Development Goals requires governments, private sector and civil society associations to join forces to assist vulnerable and disadvantaged children. Such children include: the poor, working children, disabled, orphans, homeless and street children, refugees and displaced, girls and boys affected by violence.

The Child Protection Initiative (CPI) was established in response to a recommendation made at the "Children and the City" conference held in Amman in December 2002. The "Amman Declaration" called for building up the capacities of municipal authorities, and establishment of a regional fund to respond rapidly to the risks faced by vulnerable and disadvantaged children in the MENA region. The CPI, which was launched in September 2003, is supported by the World Bank and the Arab Urban Development Institute (AUDI), which is hosting its secretariat in Riyadh.

One of the objectives of CPI is to build an extensive knowledge base on the main issues that face children in the MENA region, and to derive lessons and best practices from the research and programs that address vulnerable and disadvantaged children's issues, whether within the region or elsewhere. In order to fulfill this objective, the CPI commissioned scholars and researchers in the MENA region to conduct assessments of the status of children and relevant institutions in 12 cities, namely, Amman, Riyadh, Khartoum, Alexandria, Sana'a, Beirut, Casablanca, Algiers, Kuwait, Gaza, Medina Al Munawara and Tehran.

In an attempt to disseminate scientific benefit and provision of data and studies on childhood situations in MENA region countries the CPI sought publishing a series of studies on the status of children in some cities of MENA region , and the problems confronting them.

The topics of this second publication covers the following:

- The demographic, and socio-economic status.
- Child-health.
- Child-education.
- Child culture
- The status of vulnerable and disadvantaged children.
- Major institutions involved in the childhood field.

The study revealed that, despite the improvements in health care in Yemen during the last two decades, children health status remained low. The infant and child mortality rates are higher than those in other Arab countries. The study also showed that the dominant socio-economic conditions in Yemen during the previous two decades, lead to the emergence of social phenomena that cause risks to both children and the community. The study concluded that children in Sana'a are confronted with several challenges such as:

- a. High levels of health risks, due to malnutrition. (13.1% of Sana'a Children are stunted).
- b. Lack of cultural and recreation infrastructure for children. (Only 6 gardens for children in Sana'a in 2002).
- c. Qatt taking among children. (30% of Yemen children taking Qatt).
- d. Increasingly child labor. (326608 children aged (6-14) are working in Sana'a).
- e. Great numbers of street children. (the number of street children in Sana'a is 32383 in 2003).
- f. Growing rates of beggary among children.
- g. Greater numbers of delinquent children.(191 delinquent crimes in Sana'a in 2002).

We hope for this publication and the following ones, to achieve the benefit anticipated, to bridge the knowledge gap on children situations in the cities of MENA region, and to assist decision makers in planning the necessary programs and interventions on scientific bases.

## **I. Introduction**

The Child Protection Initiative (CPI) aims at preparing a phased capacity building for selected institutions in ten cities in the MENA region, enabling them to plan for and address children's issues in urban settings with reference to the protection of vulnerable and disadvantaged children (0-18 year). The initial step in the process is to assess the children's status and the capacity of the institutions working with or for children in these cities.

Amman City was among the cities chosen. The Arab Urban Development Institute (AUDI), which is hosting CPI, commissioned the Information and Research Centre at King Hussein Foundation (IRCKHF) to review the status of children in Amman City (Greater Amman) and to conduct a capacity assessment of key institutions addressing children's issues.

### **Objectives:**

Based on the Terms of Reference prepared for this assignment, this study attempts to:

- Review the status of children in Amman City (Greater Amman) covering areas such as health, education, and socio-economic characteristics of the place.
- Review the status of disadvantaged children and to identify vulnerabilities and risk factors affecting them. The disadvantaged children have been grouped under the following categories: working children, street children, children deprived of family care (orphans), children with disabilities, refugees, and children affected by violence.
- Assess the capacity of selected institutions addressing children's issues in Amman City (Greater Amman).
- Propose a phased capacity building program for the institution based on the finding of the assessment.

### **Structure of the Report:**

The following section describes the methodology employed in carrying out the assignment. The second section includes an overview of the national developmental context. Emphasis was placed on socio-economic and demographic factors that contribute to conditions and situation of the urban children in general and to the vulnerability of disadvantaged children in particular.

The third section is devoted to the review of the situation of urban children in terms of health, nutrition, education, social status, etc. It also discusses the status of disadvantaged children. For each of the categories of the disadvantaged children identified, sources of vulnerability are discussed and analyzed in relation to poverty dynamics, household profile and gender disparities wherever relevant.

The fourth section presents the findings of the capacity assessment study. It begins with a

brief description of those institutions, followed by the main results and recommendations. The final section of the report introduces the proposed capacity building project.

## **II. Methodology**

The assignment adopted two methods to achieve the above-mentioned objectives:

### **1. Review of Secondary Data on Children**

A desktop research was undertaken to review and analyze the different kinds of available information on the current situation of urban children and disadvantaged children in Amman city (Greater Amman). The report relied on both quantitative and qualitative data that are available.

The assessment of the data availability revealed the presence of some statistical data on the conditions and status of urban children. The main sources of such data are Department of Statistics (DOS), Child Labour Unit in the Ministry of Labour (MOL), Ministry of Social Development (MOSD), Ministry of Education (MOE), National Council for Family Affairs (NCFA) and reports produced by various international agencies.

One of the main difficulties faced by the research team was to obtain statistical information on the situation of children in general and on the groups of disadvantaged children in Amman City (Greater Amman)<sup>1</sup>. Most available statistical data is not disaggregated by governorates, thus limiting the analysis to the national level. In addition, the available statistics on children in general and disadvantaged children in particular are rarely disaggregated by gender and age. However, despite the fact that the current situational review of the children is limited to the national level, it still provides a picture of the situation of urban children and can be useful in highlighting the major problems facing children and the main sources of vulnerability.

On the other hand, the number of qualitative studies on urban children and disadvantaged children is relatively small and mainly found in universities as academic requirements to earn Master Degrees or as documentation of selected project experiences. Most of the available studies are relatively old (dating back to early 1990s). Given such limitations, this paper attempts to draw an analytical framework of the situation of children highlighting gaps in knowledge and pointing out to further work and research needed in the sector. Finally, where feasible, rural/urban and gender dimensions of the situation of children and disadvantaged categories have been discussed.

### **2. A Qualitative Assessment of Institutions**

Qualitative methods were also used in assessing the status of children in Amman City. That included interviews of a sample of representative organizations serving children and

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<sup>1</sup> A senior official in DOS confirmed the unavailability of such information on Greater Amman at the moment, and assured that the information on children will be published shortly.

conducting a workshop to identify their capacity building needs. This section provides description of the sampling procedures and the various methods used in data collection.

## **2.1 The Sample**

To select the sample of institutions for the study, it was essential to identify the total number of existing institutions working with children in Greater Amman. This was achieved through obtaining the lists of registered organizations with the Ministry of Social Development (MOSD) and General Union of NGOs (GUVS) in addition to consulting NGOs directories prepared by other agencies. The outcome of this exercise was a complete list<sup>2</sup> of all types of organizations (governmental, NGOs, and international) operating in Amman City (Greater Amman).

For the purpose of this assessment a short list of local NGOs was extracted from the original list using purposive sampling techniques through which the coverage of the diversity of existing institutions was insured. In this technique the sample selection is based on a number of criteria which reflect the main characteristics of the target population. These include: type of the institution (governmental, NGOs etc.), target groups, years of operation, type of activities, and location. A sample of 11 organizations was selected from 10 geographic locations covering different districts in Amman City (Greater Amman). The inclusion of an institution in the sample was also based on the willingness of the respondent to take part in the study. The sample also included Greater Amman Municipality, one Governmental organization (GO); and the Family and Social Security Department at MOSD.

## **2.2 In-depth Interviews**

To assess the capacity of institutions, the study adopts in-depth interviews to collect qualitative data. This method facilitates the gathering of detailed information and allows interviewees to freely express their own views and share their insights. To this end, a detailed interview guide<sup>3</sup> was developed.

The assessment is undertaken on three levels:

- Organizational level (including staff, finance and budget)
- Programs/projects level
- Networking

For each level identified for assessment a number of indicators were developed, and each indicator was represented by a set of questions that corresponded to an area of investigation. The interviews aimed to cover the following topics:

- Objectives of the organization
- Programs and activities

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<sup>2</sup> A complete list of the institutions with a brief description of each is attached in annex 3.

<sup>3</sup> Attached in annex 1

- Planning
- Relations with various stakeholders (beneficiaries, local authorities, other institutions)
- Skills, capacities (practical experiences, training)
- Problems and constraints

The actual fieldwork was carried out over the period 15-21 of January 2004. The interviews were conducted on the premises of the institutions after obtaining an appointment with a person in charge. Respondents were briefed about the purpose of the study before the interview took place. On an average, each interview lasted for 90 minutes. All interviews were tape-recorded.

### **2.3. The workshop: a participatory assessment**

A one-day workshop for identifying the organizations' needs of capacity building was held on the 17<sup>th</sup> of March 2004 on the IRC premises for the institutions in the study sample. Institutions in the study sample were invited to nominate two representatives to participate in the workshop, one of them from the top management level.

The aim was to encourage the leaders and members of institutions to fully participate in the planning process and share their insights and suggestions regarding their training needs, so as to adopt the process and demonstrate ownership.

To identify the organizations' training needs in a participatory approach, the workshop was conducted in three sessions as follows:

- The first session was devoted to identifying the actual performance problems of the institution and the staff, and to determine the current state of skills, knowledge and abilities of employees. Attention was given to distinguish between actual needs from perceived needs, and to identifying internal and external constraints.
- The second session focused on identifying and prioritizing capacity development needs according to their importance and in relation to the organizational goals, realities and constraints.
- The third session addressed participants' suggestions and concerns regarding the training program which will feed into the implementation plan.

### **III. The National Context**

The Hashemite Kingdom of Jordan is located in southwest Asia, east of the Jordan Rift Valley. It borders Syria, Iraq, and Saudi Arabia and has Access to the Red Sea through the Gulf of Aqaba. The land area is approximately 91,000 sq. km.

Jordan is known by its young population and limited natural resources (shortage of water, limited available fertile land, and the extended cycles of drought which affected the soil and livestock fertility in agricultural areas). In addition to its limited resources, Jordan

strategic location has made it vulnerable to the impact of regional conflicts that have shaped its development path. Jordan has been always tested on surviving, developing and excelling in a tough neighborhood. The consequence of the political events and shocks in the region urged the transformation from the implementation of its socio-economic development plans into emergency plans. Examples of such situations were experienced in 1948 when 0.5 million Palestinian refugees entered Jordan as a result of the Palestinian –Israeli conflict. Another wave of Palestinian refugees entered Jordan in 1967 as a result of the loss of the West Bank to Jordan. In the 90s around 300 Jordanian working in the Gulf returned to Jordan due to the Gulf War in 1991. These events not only influenced the demographic structure in Jordan, but also had a dramatic influence on the social and economic development. Jordan had to cope with the continuous demand on the infrastructure services and on health and educational services for its youthful population, as well as working on solving the emerged poverty and unemployment problems, which are still taking the priority in all the government development plans. These are the main obstacles to human development progress, especially in Jordan, as the limitation of natural resources has led Jordan to rely heavily on its human capitals as the main asset to the country. The consequences of these events plus other rising international challenges had affected the more vulnerable population in Jordan, especially the poor. In this context children in Jordan who compose 50% of the population, are deeply affected. However, the focus of the government of Jordan continues to be working on tackling these problems as well in providing a developed and secured environment for children.

Administratively Jordan is divided into 12 governorates distributed across three main regions: Central, North, and South. The city of Amman is the capital of Jordan and is located in the Central region with a total area of 8,231 sq. km. Until 1987 Amman Governorate was divided administratively into 9 districts. Due to population growth and urbanization, the Governorate expanded and Greater Amman was established encompassing all the adjacent districts. Greater Amman is divided into 20 districts occupying a total area of 700 Sq. Km. and a population of around 2 million.

## **1. Demography**

Jordan's population stood at an estimated 5.350 million in 2004. Children (0-19 years) constitute about 50% of the population, while young children (0-9 years) constitute 24.3%<sup>4</sup>, which reflect a relatively high dependency ratio. This also places challenges on Jordan's Government to meet the educational, health, and leisure needs of these young people.

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<sup>4</sup> DOS, 2004

**Table (1) Estimated population by age group and gender (%) of year 2004**

<b>Age Group</b>	<b>Male (%)</b>	<b>Female (%)</b>	<b>Total</b>
0-4	11.7	11.4	11.6
5-9	12.7	12.8	12.7
10-14	13.0	12.6	12.8
15-19	13.0	12.4	12.7
20-24	11.6	10.1	10.9
25-29	7.7	7.7	7.7
30-34	6.1	7.0	6.5
35-39	5.2	5.9	5.6
40-44	4.0	4.8	4.4
45-49	3.2	3.7	3.4
50-54	2.6	2.9	2.8
55-59	2.8	2.9	2.8
60-64	2.4	2.2	2.3
+ 65	4.0	3.6	3.8

Source: DOS 2004

The rate of population growth is high in Jordan. Between 1980 and 2001, the population doubled and dramatically increased eightfold since 1952. The population growth rate during the period between the first census in 1952 and the census in 1994<sup>5</sup> was 4.7%<sup>6</sup>, one of the highest in the world. However, there has been a decrease in growth rate in recent years. Recent report from the Department of Statistics (DOS) indicates that the population growth rate in 2004 was 2.6%. The rate of natural population increase (Birth-deaths) has decreased naturally from 3.2% for the period 1961-1979 to 2.8% for year 2003. The average family size has also decreased from 6.7 persons per family in 1979 to 5.7 persons per family in 2003.

The total fertility rate has also declined from 4.4 children per woman in 1997 to 3.7 in 2004. Two factors contributed to the decline of fertility rate. The first is the rising age of first marriage which increased to 29.8 for males and 26.5 for females as reported in 2003. The second is the increase in women reporting using contraceptives from about 31% in 1988 to 56% in 2000<sup>7</sup>.

Jordan has experienced a rapid urbanization as around 82.3% percent of the population now (2004) live in urban areas. Almost three quarters (71.5%) of the total population of Jordan live in three governorates; Amman, Irbid and Zarqa. The highest proportion of the population (38.8%) is found in Amman, followed by Irbid and Zarqa (17.8% and 14.9% respectively). The proportion of the population living in each of the eight remaining

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<sup>5</sup> A new census was implemented in 2004, the report has not been issued yet.

<sup>6</sup> In 1994 and as a result of the Gulf Crisis the population annual growth was reported to be 7.4% in that year.

<sup>7</sup> DOS, 2001.

governorates range between 1.4% and 4.7%, except for Balqa (6.7%)<sup>8</sup>.

The majority of the population has access to basic infrastructure like safe water (98%), sanitation (60.1%)<sup>9</sup>, and electricity (99.5%) and lives in permanent dwelling structures.

## 2. Unemployment

Jordan has a small economy with limited natural resources, arid land mostly unsuitable for agriculture, and chronic water shortages; it imports most of the energy it consumes. Jordan's economy was influenced by many factors. Some related to the conflicts and wars that the Middle East has experienced between the 40s and 2000s. Others related to the worldwide recession of the early 1990s followed by the Gulf War severely affected Jordan's economy, causing it to decline considerably.

One of the major concerns in Jordan is the rising of unemployment rate. Official statistics indicated that unemployment rate declined in 1997 to 14.4 from 15.3% in 1995, while other sources of data placed the rate between 12% and 15% for the same period. However, the results of employment and unemployment survey conducted by the Department of Statistics in 2003 showed that the overall unemployment rate (the number of unemployed persons divided by the number of economically active population) among the Jordanian labor force reached to 14.5% for both sexes (20.8% for females and 13.4% for males). It also showed that the highest unemployment rates were reported in the age group 15-39 for both males and females. The unemployment rate reached 41.2% for males and females in the age group 20-24, and 33.3% for those in the age group 25-39 and 16.5% for those in the age group 15-19. The highest rate for males was of those with less than secondary education, while for females were among those with Bachelor and above level of education. Further, the highest overall unemployment rates were among the never married. Moreover, statistics showed that unemployment rate is higher in rural areas (18.3%) compared with urban areas (13.5%).

The national strategy for poverty alleviation prepared by MOSD indicates that Jordan's unemployment rate may be closer to 25% if underemployment<sup>10</sup> is taken into account. With such a high level of unemployment, the Jordanian economy will have to create around 8,000 new jobs in a short term, and an estimated 45,000 new jobs annually to absorb the new labour markets entrants<sup>11</sup>.

## 3. Poverty

Poverty has become a serious problem in Jordan since 1989. Before the economic

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<sup>8</sup> DOS, 2004.

<sup>9</sup> DOS, 2004

<sup>10</sup> According to the Annual report of Employment and Unemployment Survey (DOS, 2001), underemployment refers to the employed person of 15 years of age and above who desire to obtain a new or additional job and is available for work during the reference period. Such person should meet the following criteria: (1) current work is not sufficient in terms of salary or incentive; (2) current work does not match his/her educational qualifications; (3) short working hours.

<sup>11</sup> MOSD, 2002

regression in 1989, low percentages of the population were reported or identified as "poor". The economic regression pushed 17% of the population to poverty and 20% of the working force to unemployment. The government then took a number of actions to alleviate poverty. However, due to its slow progress in tackling the problem and the increase in the number of the poor, the Poverty Alleviation Strategy was launched in 2002. The strategy included a number of actions to alleviate poverty. Some of them were:

1. Increasing assistance to the beneficiaries of the National Aid Fund (NAF) to upgrade their status to reach the poverty line. The Fund is targeting the poorest of the poor where the poor can claim for monthly cash assistance. Before the new strategy a family with 6 members used to receive a total cash support of JD 82 per month. According to the new living cost estimation an individual can claim monthly assistance for JD 26 and a family for 156. This increased the value of assistance by 43%.
2. Extending NAF's assistance to the poor that were left out, which increased the Fund's beneficiaries by 22% since 2002.
3. Provide Funds for Credit loans.
4. Increase job opportunities in the rural areas and small cities.

The government's challenge in 2002 was the lack of reliable data on poverty. The Strategy notes: "*No one knows exactly how many Jordanians are poor today, where they live or what their demographic characteristics are*"<sup>12</sup>. Data on the poor was collected using different methodologies which resulted in having several estimations of the percentage of the poor in Jordan. To unify the methodologies, the World Bank's analysis of the data was used for the two Household Expenditure and Income Surveys (HEIS) which were conducted by the Department of Statistics in 1997 and 2002. Accordingly a national team was formed from the Ministry of Planning, Department of Statistics and Ministry of Social Development who worked in collaboration with a team from the World Bank.

Depending upon the poverty line used, anywhere from 15 to more than 30 percent of the population fell below that line. Household Expenditure and Income Survey<sup>13</sup> (HEIS), carried out by the Department of Statistics (DOS), showed that over the period between 1992 and 1997, real Gross Domestic Product (GDP) has grown at an average of 3.2% annually, while the population has grown at an average of 3.1% annually. In light of these statistics, it is fair to assume that poverty in terms of the percentage of population has not changed significantly, but poverty in terms of number of poor has increased.

In many developing countries poverty is usually confined to certain geographical areas, the picture in Jordan differs. The 1997 HEIS shows that 60% of the poor in Jordan live in five governorates: Amman, Ma'daba, Irbid, Jerash and Ajloun. Given that the vast majority of the population lives in these five governorates, it means that the poor in Jordan are clustered around the capital and the areas north of the capital. The lowest level of poverty was found in Amman, Aqaba, Jerash, Karak, and Zarqa which was estimated to be between 0-9%. The governorates of Ajloun, Balqa, Ma'daba, Irbid, and Tafila were

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<sup>12</sup> MOSD, 2002

<sup>13</sup> The absolute poverty line is 2 JD per person daily.

estimated to have poverty rates between 10% and 16%. The highest poverty rate (20%) was found in Ma'an<sup>14</sup>. However, the recent report on assessing poverty in Jordan (2004) showed some improvement in respect of the percentage of the poor in Jordan. The report stated a decline in the percentage of the poor from 21.3% in 1997 to 14.2% in 2002. It also showed the imbalance in program implementation in tackling the poverty problem in different parts of Jordan as well as the ineffective mechanisms of the safety-nets targeting the poor which is an issue to be reconsidered.

Three governorates were not affected by the government's poverty alleviation programme. These were Balqa, Karak and Aqaba. While in Zarqa governorate, the third governorate in population after Amman and Irbid, the percentage of poor increased from 16.3% in 1997 to 22.3% in 2002. Moreover, unemployment rate increased from 11% to 14% in the same governorate. Other statistics also reveal significant regional discrepancies in the incidence of poverty. The incidence of income poverty is significantly higher in rural areas where 37% are poor compared to 29% in urban areas. But since 78% of the population lived in urban areas the number of the urban poor is three times that of the rural poor. Moreover, the highest poverty incidence is found in the largest cities and in urban areas outside the 12 governorate centers. In each area, nearly one third of the population is poor<sup>15</sup>.

Data also showed that a total of 13 districts out of 73 were identified as poverty pockets areas where the percentage of poor reached to 34% of the population. The poverty pockets are mainly located in the desert and remote areas. Moreover, the percentage of poor people in the rural areas reached to 19% compared with 13% in urban areas. It was also reported that the chronic poor, those who are not expected to break the poverty cycle and would stay poor, formed 29% of the total poor. And the percentage of vulnerable people who are expected to become poor increased to 16% in 2002 in the three regions- 15% in the middle and 19% in the north and south of Jordan.

The degree of human deprivation represents another way of viewing and measuring poverty. The Human Poverty Index (HPI) is a composite measure that groups indicators of human deprivation- premature death, illiteracy, lack of access to basic services, and malnutrition. The HPI measure suggests that Jordan was among the countries with lower levels of human poverty (9%) compared to Egypt (32%) and Syria 20%, despite the fact that they share the similar level of per capita GDP<sup>16</sup>. This clearly highlights the success of efforts of the government to improve quality of life and social standard of its people.

As for the estimated number of poor children, the Situational Analysis of Disadvantaged Children in Jordan<sup>17</sup> (2003) reported that there are various estimates based on the poverty line definition and methodology used. The study estimated the number of poor children as ranged between 393,000 and 900,000 out of which only a small percentage (between 6%-14%) receive different kind of financial assistance from both governmental and nongovernmental organizations.

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<sup>14</sup> Ibid 2002, and DOS (2001).

<sup>15</sup> UNICEF, 2003

<sup>16</sup> UNDP 2000

<sup>17</sup> A summary of this report is attached in annex (2)

The study further pointed out the lack of information or studies on the characteristics of the poor children and on the relationship between poverty, failure in education and socioeconomic characteristics of their households, as all available data is gathered through the head of the household and there is a need to interview children themselves. The study sums up by providing a profile for the poor child as follows: one out of three children lives in poverty, most probably in an urban area and in 75% of the cases the child is engaged in economic activity to support his/her large family (7 and more). However, in the report of assessing poverty in Jordan (2004), it was stated that poverty among children is higher than overall population as 16% of children are poor and live in three modernized governorates. Those are: Amman, Irbid and Zarqa. Such a situation usually puts a pressure on children to join the labor force at early ages. The study estimated that around 5% of the children between the ages of 10-18 join the labor force.

#### **4. Legislative Framework**

The political commitment to children's rights is very strong in Jordan. The country was among the first countries worldwide to ratify the Convention on the Rights of the Child (CRC), in 1991. Moreover, Jordan has been an active participant in the elaboration of international conventions regarding the rights and well-being of children. Several important developments took place since Jordan ratified the CRC. Organizations and institutions concerned with the welfare of the child proliferated in number and diligently sought to consolidate the legislative protection of the child. Legal provision also witnessed modifications and developments.

Accordingly, many actions were taken by the government of Jordan, such as allocating resource, setting plans for the improvement of the children's status and welfare, modify its national legislations and applying them in its policies, programme and strategies to coincide with the articles of the convention. In respect of legislation, as children's rights are included in all the laws and legislations amendments were made on related articles to the following laws: Personal status Law Number 82 of 2001, Penal law Number 86 of 2001, the Juvenile Law Number 11 and Number 52 of 2002, the Labour Law Number 51 of 2002, Civil Law Number 9 of 2001 and Drugs Law of 1988. In addition, there are several laws directed to the protection of disadvantaged children especially those pertaining to child labour, disabled children and orphans<sup>18</sup>.

In respect of institutionalization a number of actions were taken; In 1995, a National Task Force (NTFC), was formed by to a Royal decree, issued by HM the late King Hussein. In 2001, the National Council for Family Affairs (NCFA) was established to address all matters related to family well-being including all issues related to children. In addition, a Child Labour Unit was established at the Ministry of Labour in 2001 to act as a focal point on matters related to child labour. In 2000 Dar Al-Aman "Home of Security/Safety" for abused children was established by Jordan River Foundation to be the first specialized centre of its kind in the Middle East. The centre coordinates with different relevant organizations to deal with the cases of abused children. Moreover, the By-Law of the

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<sup>18</sup> Situation Analysis of Disadvantaged children in Jordan , 2003

family protection centres was issued in 2004 which aimed at protecting abused by violence. According to the by-law, children under the age of five can stay with their mothers at these centres. In 2002 the human rights centre was established with an independent autonomy to be responsible for following up and evaluating the progress in applying the CRC in Jordan.

Seeking the child's best interest, in 1996 a first draft of Childhood Act was prepared as a step towards making Jordanian legislation consistent with the letters and spirit of the CRC, but it is still awaiting deliberations as the final stage before ratification<sup>19</sup>. Moreover, a law of child rights was drafted and submitted to the House of Parliament (2005) for approval in which the child's protection and rights to life and development were emphasized.

The following are details on some of the laws and legislations:

**Child labour:** Jordan has ratified all international conventions related to child labour; the ILO convention no. 138 for Minimum age of Work, which forbids children under 18 to work in hazardous jobs, and the ILO convention no.182 for Worst Forms of Child Labour. It also issued a Labour Law in 1996 which stated that the legal minimum age for work is 16 years for all types of work. The law also states that the daily working hours should not exceed 6 hours and forbids children working between 8 p.m. and 6 a.m. However, the law fell short of protecting children engaged in agriculture, family business, and domestic workers, which is usually dominated by girl children.

**Disabled legislations:** Law No. 12 of 1993 is a comprehensive legislation concerning disabled people. The law contained articles relating to their rights for rehabilitation and employment as well as to certain other benefits. Labour Law No. 13 contained a provision for businesses employing 50 or more children. At least 2% of the employees should be recruited from among the disabled<sup>20</sup>. Several articles address the protection of disabled children and their right for care in alternative institutions.

**Abused children:** The law has several articles that are directed to the protection of young children from exploitation, and abuse whether physical, moral, or neglect. The Law heavily penalises the act of raping of females under the age of 15 years by death sentence, and between the age of 15 and 18 by hard labour for 5 years. The penalty is stricter if the culprit is a member of the girl's family, or an individual with an authority over her. Moreover, Juvenile Law identified the situations that children need for protection.

## **5. National Strategies and plans concerning children**

A number of strategies and national plans have been issued, some of which are: National Strategy for Early Childhood Development 2003-2007, National Strategy for the

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<sup>19</sup> UNICEF, 2003

<sup>20</sup> Ibid

Elimination of the Worst Forms of Child Labor 2003, The Strategic plan for the Ministry of Social Development and The National Aid Fund for 2004-2006, Poverty Alleviation Strategy 2002, The National Socio-Economic Development Plan 2004-2006 and the draft of the National Strategy for Youth 2005-2009, the Jordanian Plan for Action for Children (2004-2013) and the National Strategy of Jordan Family, 2005. All of the plans and strategies are working towards providing children and their families in Jordan with a better life.

#### **IV. The Situation of Children in Jordan**

The past decade has witnessed progress in addressing the rights of Jordanian children in terms of: survival and health, education and development, child protection, and child participation.

##### **1. Survival and Health**

This section examines the key indicators of young children's health (mortality, infectious diseases, and malnutrition) to provide a clear picture of the health status of the children in Jordan.

###### **1.1 Infant and Child Mortality:**

Jordan has achieved the world's fastest annual rate of decline in infant mortality rate (IMR) over the two decades (1961-1988) from 151 to 35 per 1000 live births, which is a clear indicator of improved health status in Jordan.

Between 1990 and 2002 IMR declined from 33.8 to 22 for every 1000 live births. Moreover, under-five mortality rate had also declined over the same period from 38.8 to 27 for every 1000 live births. As regional disparities in IMR exist, the lowest rate of IMR 30 per 1000 is found in four governorates: Amman, Irbid, Balqa, and Zarqa, the rate for the remaining governorates ranged between 37 and 44<sup>21</sup>.

###### **1.2 Infectious diseases**

In Jordan, following the significant reduction in mortality from diarrhea diseases and immunisable childhood diseases, acute respiratory infections have now come to the fore as a major cause of morbidity and mortality.

Since 1998, neither reported cases of death due to diarrhea nor any cases of severe dehydration were reported. This can be attributed to the program established by the Ministry of Health (MOH) in 1981, which focused on comprehensive case management, primarily through the use of Oral Rehydration Therapy (ORT) and the promotion of appropriate feeding both during and after an episode of diarrhea.

Existing data indicate that the Acute Respiratory Infections (ARIs) are the leading cause of death among Jordanian infants and the second leading cause among children aged 1-5 years. Hospital based studies have shown that up to 40% of children (1-5 years)

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<sup>21</sup> DOS 2001

outpatients visits are because of ARI and that 30% of all admissions in pediatric wards are ARI related<sup>22</sup>, which indicate the spread of ARI among children.

### 1.3 Malnutrition

According to the UNICEF (United Nations Children’s Fund) situation analysis of children (2003), malnutrition is not an acute problem in Jordan. In 1997 the proportion of under-five children (underweight) below average weight-for-age is 5%, down from 6% in 1990, and the percentage of children stunting is 8%, down from 19% in 1990, and 2% of children are below average weight-for-height (wasting), down from 2.8% in 1990. Levels of stunting and wasting vary significantly by area of residence. In rural areas stunting incidence is higher than that in urban areas. Similarly, stunting levels also vary by other demographic and socio-economic factors. Stunting rates are higher among children whose mothers have little or no education, have short birth intervals, and have large number of other children.

**Table (2)**  
**Nutritional status of children by background characteristics**

Background characteristics	% children below 2 & 3 standard deviations of reference population					
	Height-for -age		Weight - for-height		Weight-for-age	
	-3 SD	-2 SD	-3 SD	-2 SD	-3 SD	-2 SD
<b>Residence</b>						
Urban	1.2	6.4	0.2	1.8	0.4	4.3
Rural	3.2	13.7	0.1	2.1	1.0	8.5
<b>Region</b>						
North	1.6	7.2	0.1	1.2	0.4	5.2
Central	1.5	7.5	0.2	2.1	0.5	4.7
South	2.4	13.1	0.2	2.7	0.9	7.9
<b>Mother’s education</b>						
No education	4.5	20.3	0.6	2.7	2.6	13.3
Primary	3.1	11.0	0.2	2.1	0.9	7.4
Secondary	1.2	7.2	0.2	1.9	0.3	4.3
Higher	0.9	4.1	0.2	1.5	0.3	3.6
Total	1.6	7.6	0.2	1.9	0.5	5.1

Source: DOS, 1997, Cited in UNICEF 2003

Micronutrient deficiencies pose an important threat to children's good health in Jordan. Three deficiencies - iodine, iron, and vitamin A- are of particular concern. The serious adverse effects of these deficiencies are well documented. Iodine deficiency can lead to impaired mental and physical development, congenital anomalies and cretinism. High levels of vitamin A deficiency lead to night blindness that can evolve into irreversible partial and total blindness if not addressed. Severe anemia is life-threatening for young children.

<sup>22</sup> UNICEF 2003

In 2000 the rate of goiter, the most visible iodine deficiency, among school age children was 34%, down from 38% in 1993. Iron deficiency constitutes an important health concern. Anemia prevalence was 35% among pregnant and lactating women and 28.6% among women in reproductive age (15-49). The percentage of school children with anemia is 15% and 8% for infants<sup>23</sup>.

Another major health problem is vitamin A deficiency. In 1997 an estimated 4% of young children were deficient in vitamin A. However, a study on the prevalence of malnutrition in disadvantaged areas in Jordan in 1999 revealed that the level of Vitamin A deficiency among school children in these areas reached 20%.

The government's reaction toward this problem was to provide children in some schools with a meal and provide them with vitamin A tablets.

#### 1.4 Child safety: Traffic accidents

Reviewing the literature revealed that traffic accidents constitute a major threat to the lives of the children in Jordan. In recent years it has been observed that a significant portion of infants and young children deaths are due to traffic related accidents. In response to this situation, the Traffic Institute was established, and several traffic awareness campaigns were carried out. In addition, several measures were taken to strictly enforce the November 2001 ban on smoking, drinking and using mobile phones while driving, hoping to decrease the number of auto-related deaths. However, the rates of children traffic-related deaths are still alarming (as shown in table below).

**Table (3)**  
**Number and percentage of children in traffic accidents in Jordan (1998-2004)**

Year	Injuries			Deaths		
	Children (-15)	Total injuries	% of children	Children (-15)	Total deaths	% of children
1998	4766	17177	27.7	192	612	31.4
1999	5008	19051	26.3	178	676	26.3
2000	4923	18842	26.1	198	686	28.9
2001	4784	18832	25.4	200	782	25.5
2002	4214	177381	24.2	200	758	26.4
2004*	3992	16727	23.7	207	818	25.3

Source: information obtained from Traffic Department and compiled by research team.

\* Source: Department of Statistics, 2004.

Other statistics showed that 65% of the road accidents victims are children under the age of 15 which comprise the majority of school students. Higher percentage of those who died were pedestrians. Such fact brought collaboration and coordination between the Jordanian Traffic Institute at the Department of Public Security and the Managing Directorate of curriculum and textbooks at MOE. The aim of such collaboration is to promote traffic awareness concepts in the textbooks in accordance with the Educational Law and the Curricula. Such coordination has a number of objectives the and most important one is to develop a correct traffic attitudes among students.

<sup>23</sup> UNICEF, 2003

## 2. Education and development

Children education is safeguarded by the constitution. The formal education system in Jordan comprises three pre-university phases; the kindergarten phase (two years for children in age group 4-6), the compulsory phase of basic education (ten years, for children in age group 6-16) followed by two years of non-compulsory secondary education (children in age group 16-18). Secondary education is divided into general and vocational education.

The government (Ministry of Education and other governmental organizations) provides schooling to 71.9% of the total number of students in the Kingdom, while the other quarter is served by UNRWA (United Nations Relief and Work Agency for Palestinian Refugees) which provides basic education to 8.9% of the students and private schools which provide education to 19.2% of the total number of the students<sup>24</sup>. It is worth mentioning that UNRWA provides only basic education to the refugees who continue their secondary education at the government schools. As a result of the national educational reform plans in 1989 and the recent one "Education Reform for Knowledge Economy- ERFKE" (2003-2008), significant progress has been attained in the quantitative expansion of basic education, and in narrowing the gender gap in enrolment throughout the 1990s. The primary net enrolment ratio increased from 87% in 1990 to 97% in 2003 with minimal difference between boys (97.3%) and girls (97%) in both urban and rural areas. The statistics of 2003 shows that the enrollment rate of females in Basic education is 94.16% and of males 93.85%. The enrollment rate in Secondary education is 75.67% for females and 75.61% for males.

The ERFKE project came into existence as a response to His Majesty King Abdullah II's vision of "Jordan becoming an IT hub in the region and a role model of change and development<sup>25</sup>" through an aggressive plan to thoroughly modernize the economy and society through the application of information and communications technology in all areas of learning and work.

On the other hand the literacy rate among the population aged 15 years and older increased from 80% in 1990 to around 90% in 2003; 94.6% for males and 84.8% for females.

With regard to drop-out rates, the Ministry of Education (MOE) data indicate that the rates are relatively low for early grades and start rising at the age of eleven. The reasons for dropping out of school between age 11 and 15 years can be attributed to financial pressure, poverty, and poor school environment<sup>26</sup>. Other studies added to the mentioned reasons seeking learning a profession and poor school achievement. The table below on the drop-out rates in Amman City gives an indication of the trend.

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<sup>24</sup> Ministry of Education, 2004

<sup>25</sup> Ministry of Education, 2004. p. 38

<sup>26</sup> UNICEF, 2003

**Table (4) Dropouts rate in Amman Governorate by Gender**

Grades	Boys	Girls
	%	%
First	0.3	0.3
Second	0.2	0.2
Third	0.1	0.1
Fourth	0.2	0.1
Fifth	1.0	0.2
Sixth	0.9	0.3
Seventh	1.3	0.3
Eight	1.3	0.9
Ninth	1.8	0.8
Tenth	1.3	0.5

Source: MOE Monitoring Reports, 2000, cited in UNICEF, 2003.

With regard to early childhood education, the role of the Ministry of Education (MOE) is to provide the services in addition to supervising and licensing the private and NGO kindergartens. The Ministry's role in providing the Kindergarten services (KG) came into existence according to the Education Act No.3 of 1994. The Ministry started to provide the service with minimum number of KGs in remote and underprivileged areas in the Kingdom. In Amman only underprivileged areas are targeted where a few numbers of KGs were opened by the MOE. The KGs services are usually provided by the private sector as a business oriented service. The service is also provided by the NGOs, however, the private sector remains the main provider of this service. The number of kindergartens increased from 545 in 1990/91 to 1559 in 2004/2005, out of which 1084 were private. The enrolment ratio also increased from 23% to 37.9% over the same period.

The available statistics showed that the highest percentage of Kindergartens was for the private sector (70%), while the government's share in providing the service was 15%. The services in all the sectors expect the Ministry of Education provide the service to both age group 4-5 in KG1 and 5-6 in KG2, while the Ministry provides the service for children in the age group 5-6. The enrollment ratio of females exceeded the number of males. Statistics also showed that the highest percentage of children's enrollment was in Balqa governorate (57.6%) followed by Ajloun governorate (56.4%) then Aqaba governorate (51.3%), while the lowest enrollment ratio was in Jerash (31.3%) and Madaba (31.5%)<sup>27</sup>, Amman came with the second lowest enrollment ratio in the Kingdom while the higher percent of Kindergartens are in Amman especially those for the private sector.

The findings of an assessment study conducted on the kindergarten sector in Jordan clearly pointed out the poor quality of this sector and called for aggressive reform. Kindergartens lack qualified teachers, adequate supervision, and sufficient in-service training. Moreover, the study indicated that only 56% kindergartens abide by official licensing conditions and standards, which were far from being adequate, appropriate, or comprehensive<sup>28</sup>.

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<sup>27</sup> NCFA, 2005

<sup>28</sup> ZENID and DFID 2000, cited in UNICEF 2003

To address these shortcomings, in 1999 a National Team for Early Childhood Development (ECD) was established and developed a national strategy for ECD which was endorsed by representatives of the Jordanian Government at a conference held in 2000.

Despite this considerable progress in improving the status of children, nevertheless, much more still needs to be achieved, particularly regarding disadvantaged children

### **3. Disadvantaged Children: An Overview**

This section aims at providing a description of the conditions surrounding vulnerable groups of children, and identifying the main characteristics and their families, namely;

- Working children
- Disabled children
- Children Deprived of family care (street children and orphans)
- Children affected by violence
- Refugee children
- Poor children
- Girl child

However, the existing statistical data on the different groups of disadvantaged children are insufficient to provide an estimate of the magnitude of this phenomenon in Amman City.

#### **3.1 Working Children**

**Overview:** Child labour is considered one of the major problems in most developing countries. The national interest in the child labour phenomenon coincided with a wide spread realization that simply banning child labour is unlikely to eradicate this phenomenon, and may even be counter productive.

In general, few studies address the phenomenon of child labour. Most studies<sup>29</sup> aim at providing a better understanding of the phenomenon and the socio-economic characteristics of the working children and their families. Almost all studies reviewed attempted to define child labour in accordance with ILO definition and distinguished between “child labour” and child work. Child labour includes all types of work that are harmful to the child’s health and development, and deprive the child from education. While under child work come family business and any other economic non harmful activities for children.

**Magnitude/Prevalence:** One of the major gaps in the existing literature is the absence of reliable estimates of the prevalence of child labour in Jordan. The difficulty also stems from the fact that labour force surveys typically do not include information on work undertaken by children below the age of 15.

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<sup>29</sup> See for example, Marraqa, S. 1998, Aboud, J. 1998, Takkriti, N. 1993, Hayek, Z. 1997, Abu Hossa 2002

The Labour Force Sample Survey<sup>30</sup> (1991) indicates that children in the age group 13-15 constitute 1.02% of the labour force (9400 children), the vast majority of which are males (93.2%)<sup>31</sup>.

A recent national survey conducted by the Child Labour Unit (2002) on the situation of child labour in Jordan provides some information on various aspects of the phenomenon in Jordan. The study shows that about half of the working children belong to the age group 15 to 17 years, children less than 14 years constitute only 10%. The vast majority of the working children (around 99%) are males.

The distribution of working children according to location (governorates) reveals sharp variations. Table (6) clearly shows that the highest proportion of working children is found in Amman city (57%). Zarqa came second with 21.4% working children, followed by Irbid with 8.2%.

**Table (6)**  
**Distribution of working children by governorate**

Governorate	Number	%
Amman	1444	57.0
Zarqa	544	21.4
Irbid	210	8.2
Aqaba	61	2.4
Karak	12	0.5
Ma'an	55	2.7
Mafrq	32	1.3
Tafila	11	0.4
Jerash	18	0.7
Ajloun	11	0.4
Balqa	106	4.2
Ma'adaba	35	1.4
Total	2539	100

Source: MOL, (2002) A report on the status of child labour in Jordan.

The nature of child labour force participation is complex and affected by a number of interrelated socio-economic factors including the structural changes in the economy, urbanization, enforcement of legislative laws, and formal education. To gain a better understanding of the phenomenon there is a need to take into account the socio-economic background and characteristics of working children.

Available studies provide a profile of the households of working children and highlight the main characteristics of their families. These include size of the family, educational level of the parents, professional background, and the socio-economic level of the household (measured by family income).

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<sup>30</sup> In general the cut off age for being in the labor force is (15-65). The labor force sample survey for 1991 included information on younger age group (13-15 years).

<sup>31</sup> Aboud, 1997

The majority of working children usually belong to low socio-economic families. The findings of a survey on child labour in Jordan<sup>32</sup> shows that almost half of the working children (49%) were found in families earning less than JDs 100 per month, and 47% in families earning less than JD300. In general, the socio-economic level of households with working children was found to be lower than that of households with no working children.

The close correlation between economic deprivation and child labour was further confirmed when considering the importance of child's earning to the survival of the family. The MOL study reported that around 63% of working children contributed substantially to the household budget. The low socio-economic status of the working children's families is further illustrated by the occupation and educational attainment of the head of household.

The male heads of the households of working children tend to have a low level of educational attainment. The findings show that 64% of the fathers were illiterate or had completed primary education, and 13% had completed secondary education. The proportion of mothers who are illiterate or had completed primary education was much higher (around 80%).

Fathers of working children are mainly found in the lowest stratum of the labour force. They are concentrated in manual jobs (25%), casual labour (14%), and small workshops (around 24%), and other similar jobs. The study also found that nearly one third of the fathers were unemployed. Such finding is indicative of the vulnerability and deprivation of these families.

**Source of Vulnerability Poverty:** Poverty underpins almost all challenges to child welfare. Children of poor families, and in poor communities, especially those among the most vulnerable groups, suffer a higher level of deprivation of quality basic services, most notably health and education.

In general, most studies on child labour have documented the inverse relationship between family income and participation in the work force. The main result is that the lower the per capita family income, the greater the proportion of children who are put to work in order to contribute to family budget.

**Working Conditions:** Available studies note that working conditions especially in the informal sector, where children are concentrated, tend to be poor with no social or health insurance, long working hours, and minimal sanitary and safety regulations.

The studies reviewed drew attention to the severe working conditions of children, in terms of long working hours, lack of any safety measures, and abusive treatment in the work place. Most children work between 8-12 hours a day and earn low wages. The MOL survey indicates that 70% of the children earn less than JD 80 per month, which is below the minimum wage level.

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<sup>32</sup> Aboud , 1997

The problems which children experience are often indicative of vulnerability and/or deprivation. Research findings indicate a clear link between child deprivation of basic rights and child labour revealed in a triangular relationship between poverty, educational deprivation and child labour. Child workers are deprived of schooling, severely compromising their long-term development prospects and ability to find more gainful employment in the future<sup>33</sup>.

A study<sup>34</sup> analysed the relationship between growth of working children and work related variables such as duration of work, age of starting work, and type of work. The findings show that growth impairment among working children is associated with work conditions and low monthly income.

### **3.2. Children with Special Needs**

This section is looking at two groups of those children with disabilities and the others with learning difficulties.

#### **3.2.1. Children with Disability:**

**Overview:** There are no reliable data, nor accurate statistics regarding the size and age distribution of childhood disabilities in Jordan. It was estimated that 510,000 disabled people of various ages are living in Jordan, two third of which are 24 years and under<sup>35</sup>. The governmental and non governmental organisation estimated the percentage of disabled children according to different implemented studies to range between 1% and 4.9% of the total population<sup>36</sup>.

The Jordanian Care of the Disabled Law of 1993 sets out a legal and administrative framework for the responsibly of the State towards the disabled. Today children and adults with different disabilities are served by 144 centers in different parts of Jordan. These centers are representing the following organizations: Ministry of Education, Ministry of Social Development, NGOs, Private section, UNRWA and private sector. They provide their services to around 26000 disabled persons. It is worth mentioning that all children suffering from severe disability are entitled to a JD 20 to 30 monthly subsidy from the government, however, all children qualify for the subsidy do not access it as their families lack the knowledge of its existence<sup>37</sup>.

Despite the important initiatives that took place since then, there is no standard definition for this category of disadvantaged children. This problem is reflected in the wide discrepancy in existing information related to the magnitude of childhood disability in Jordan. Statistics on diagnosing children's disabilities between 1990 and 2003 showed that a total of 24000 cases were diagnosed and were referred to different centers or were

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<sup>33</sup> Marraqa 1998, Abu Hossa 2002.

<sup>34</sup> See for example Hawamdeh and N Spencer (2003).

<sup>35</sup> UNICEF, 2003.

<sup>36</sup> Department of Statistics in its recent Census (3004) collected data on disabled people, however, the report has not been published yet.

<sup>37</sup> Ibid.

treated and mainstreamed with the community. The diagnosing center at the Ministry of Health reported that the number of the cases in the last five years ranged between 2000 and 2500 representing 1.5% of the number of annual born children.

**Types of Disabilities:** Disabilities among children and adolescents can interfere with normal life processes. Poor visual acuity, communication disorders, mental retardation, motor impairment, and chronic diseases can interfere with education and scholastic achievement and can lead to school drop out and minimize opportunities to participate in the labour force. The following types of disabilities have been specified as the most common in Jordan; Down syndrome, autism, attention deficit disorder, mental retardation, spina bifida, muscular atrophy, cerebral palsy, hearing impairments and visual impairments.

**Table (7)**  
**Number of centers , served children and type of disability**

<b>Organization</b>	<b>Type of Disability</b>	<b>Number of Centers</b>	<b>Number of Children Served</b>
MOSD	Mental disabilities, Hearing impairment and physical disability	14	800
MOE	Hearing Impairment and visual impairment	12*	900
Private sector	Mental disabilities and Autism	31	1051
NGOs	Mental Disabilities	62	2830
UNRWA	Hearing impairment	12*	810
International	Hearing/Mental Disabilities, visual impairment, physical disability	13	2830
<b>Total</b>		<b>144</b>	<b>8220</b>

Source: Jordan (2005) Third Report on CRC implementation

\* In schools.

Table (7) shows that 43.1% of the centers are run by NGOs, 21.5% by the private sector, around 10% by MOSD, 9% by the international organisations and 8.3% by MOE and 8% by UNRWA. When considering the distribution of centers by governorates their bias towards the capital becomes starkly clear. Forty one percent of the centers are found in Amman city, followed by 14% in Irbid and 11% in Zarqa<sup>38, 1</sup>.

<sup>38</sup> UNICEF, 2001.

**Table (8)**  
**Ratio of Disabled Children Enrolled in Care Centers to Disabled Children not Enrolled (Age Group 0-19 years)**

# of Disabled Children served by the centers	Estimated number of Disabled Children not served	Ratio
7,148	239,458	1:34

Source: UNICEF (2001) Study of Disability Centres in Jordan.

The table above clearly indicates the shortage in the number of these centres and their effectiveness in addressing the full scope of vulnerability of children with disability.

In 2001, according to the Special Education Department in MOSD, 16519 disabled children age 0-18 were served, however, when comparing this number with the total number of children with disability (237522) we know that only 7% of the children were served<sup>39</sup>.

**Sources of Vulnerability:** With regard to disabled children, it has long been recognized that most of the childhood disabilities are caused by avoidable causes such as vaccine preventable diseases like polio, malnutrition and micronutrient deficiencies such as vitamin A deficiency, anaemia and iodine deficiency; in addition to delivery problems, accidents and close relative inter-marriages.

The success of immunization in Jordan has lowered the incidence of some causes of disabling conditions such as Polio. The continuous high level of uptake of immunization and other preventable programs such as provision of iodised salt and vitamin A to children provides promising results. The vicious circle of chronic malnutrition and infectious diseases continue to be the major producer of impairments and disabilities alongside problems during delivery and childhood accidents which seem to be coming to the forefront<sup>40</sup>.

Negative social attitudes continue to constitute a huge barrier, which hinders the integration and inclusion of children with disability into their society and communities. Similarly, attitudes of many parents also augment the isolation of disabled children. Feeling of shame and denial completes the vicious circle of isolation of disabled children. Studies showed that shame and denial exist more in middle class families than in poorer families and in those living in rural settings than in urban settings<sup>41</sup>.

### **3.2.2 Children with learning difficulties**

The Ministry of Education provides services to children with learning difficulties through 300 resource rooms which were located in different schools of the Ministry in different

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<sup>39</sup> Situation Analysis of disadvantaged children in Jordan, 2003.

<sup>40</sup> Janson 1996.

<sup>41</sup> ibid

governorates. The resource rooms provide support to children from first to sixth grade. UNRWA also provides this service in 9 centers to slow learners in Arabic Language and Mathematics for students in second and third grades.

### 3.3 Refugees children

**Overview:** Jordan has played host to refugees who were forced to leave as a result of war and occupation in Palestine. Of the 3.6 million registered Palestinian refugees both within and outside Jordan, 42% or nearly 1.7 million are in Jordan. Of these about two thirds (one million), are children and young people aged 24 and under.

The results of the Jordan Living Conditions Survey (1998) show that the population of Palestinians who have come to Jordan as refugees or are displaced due to the Arab-Israeli wars seems to be divided into two very different groups: The 13 percent living in the UNRWA refugee camps, and the remaining 87 percent who have settled elsewhere in Jordan.

**Sources of vulnerability:** While the refugees and the displaced who are settled outside the camps live in conditions not very different from those of other households in Jordan, the camp dwellers are worse off with regard to almost all aspects of what are considered relevant indicators of a good life. They have poorer housing conditions, more physical and mental health problems, higher unemployment levels, and lower income<sup>42</sup>.

For example, with regard to household income, 27% of camp households have an annual income below JD 900, while this applies to 11% percent of other households of refugees and displaced, and to 8% of the households who are not refugees or displaced. Moreover, while the male unemployment rate in Jordan is 16%, it is 25 percent in the refugee camps.

With regard to access to infrastructure, such as safe water, sewage, electricity and garbage disposal, along with children's health, are indicators where camp refugees and the displaced are equally well off as individuals in Jordan. Also, school enrolment among the youngest children in UNRWA schools is nearly as high as that of other children.

Most camp dwellers are provided education and health services from UNRWA. However, UNRWA is not the sole supplier of these services, as the camp dwellers just as often use private or government health services, and almost 10% of the camp children who attend basic school go to government schools.

A study shows that higher percentages of refugee children whether living inside or outside the camps (48% and 62% respectively) lack health insurance compared to only 30% of non-refugee children.

**3.4 Street children Overview:** In Jordan, street children are not necessarily homeless, as in other parts of the world. Instead, they are beggars who are products of school drop-outs, poverty broken families, and internal migration. Jordanian Law classified child begging as delinquency.

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<sup>42</sup> JLCS 1998

It is difficult to get an accurate picture of the prevalence of street children in Jordan due to lack of statistical data. The few available studies are of qualitative nature, carried out in specific geographic locations, or quantitative conducted on small sample. One possible source of data is the MOSD through the detention of street children to combat begging and street vending. In 1997, the number of children arrested was 611, 25% of which were 9 years of age and engaged in street vending.

A study<sup>43</sup> on street children conducted in Amman to investigate their characteristics, indicates that males constitute a higher percentage of street children, and 60% belong to the older age group (15-18 years). The vast majority of street children (75%) have completed their primary education, and come from large poor families (income level 100-150 JD), with high proportion of unemployed parents (fathers 70%, mothers 90%). Parents of these children have minimum or low levels of educational attainment. The majority of the children (85%) spend a considerable amount of time in the street (around 17 hours).

Research shows that the main causes of this phenomenon are:

- Poverty
- Unemployment/ death of the father
- Family breakdown due to divorce or loss of parent
- Dropping out of school

The phenomenon of street children is a manifestation of a transition that incorporates economic, social, cultural, and societal influence and trends. From an analytical point of view, these changes have impacted the basic structure of the family; which has led to changes in the perception of the roles and responsibilities. The prevailing illiteracy among the majority of parents of street children and lack of support to school enrolment of their children have been reported by researchers among the reasons that contributed to the existence of this phenomenon.

**Sources of Vulnerability:** Street children are exposed to a range of risks as a result of the unprotected environment that they are forced to be in. Violence, negative community reaction, police arrests, health problems, addiction and substance abuse, physical and emotional abuse, failure to adjust, and psychological impact of loneliness and insecurity. In addition to lack of guidance and adult supervision.

Vulnerability of street children to disease and illness is also linked to the access they have to health care systems. For marginalized youth, such as street children, mainstream health services are often viewed with suspicion and are avoided. At the same time, such health services rarely understand the circumstances and specific needs of these young people. Alternatively, street children rely on self-prescription of medicine based on individual experience.

### **3.5 Children exposed to violence**

**Overview:** Child abuse and domestic violence are not new social problems. These issues, however, have been essentially regarded as a private matter. The family, as the most important institution within society is extremely complex. It is both the agency of

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<sup>43</sup> Al Wakhayan 1999

socialization, social control and support, and hence its internal dynamics can have both positive and negative effects on relationships. One negative aspect of family life is the effect of domestic violence on children, either as witnesses to, or victims of conflict.

At an institutional level, domestic violence has been regarded as a matter for the police, courts, and to a much lesser extent social support services. In contrast, child abuse refers to the physical, sexual or psychological damage caused to the child by the abusive behaviour of others or the failure of others to protect a child from such damage and has been more of a health and welfare issue.

**Magnitude/Prevalence:** It is difficult to establish with any accuracy the extent of domestic violence. This is primarily the result of two factors. The first is that very little official data has been collected, while the second is the low rates of reporting by those affected.

This reluctance to report incidents to others stems from the longstanding culture of maintaining privacy within the family and the sense of fear in the case of females and shame and guilt that may be inflicted as a result of undermining the status of family members. In many relationships, there are also powerful feelings of denial, together with a minimization of the true nature of the abuse. Furthermore, parents perception of violence are strongly linked to correctional and protection motives which are highly accepted within society and constitute a cultural barrier that the government is seeking to address within the scope of its family development interventions<sup>44</sup>.

However, by compiling various statistics, some idea of the magnitude of the problem can be developed. One important source of data is the Family Protection Department in the Public Security Department, Ministry of Interior Affairs. The department was established in 1997 and it is responsible for handling and recording cases of abuse. It also disseminates information and network with various governmental and NGOs to establish a system of service that will serve abused children

The Family Protection Unit records showed that the numbers of physically and sexually abused and neglected children were as follows: In 2001 a total of 67 cases were reported for physical abuse. The number increased in 2004 to 163. As for sexual abuse a total of 242 cases were reported in 2001 and increased to 760 cases in 2004. Four neglected cases were reported in 2001 and increased to 22 in 2004. Data also showed boys were more victims of sexual abuse than girls.

The report indicates that higher proportion of abuse cases are found in poor areas, and among people with low educational attainments.

The abused children are usually transferred to "Home of Security" where they can be treated. Since its establishment the home served and treated 93 cases (58 girls and 31 boys).

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<sup>44</sup> Bilbasy 1996.

Children are also exposed to corporal punishment at schools even though corporal punishment is strictly prohibited in the schools in Jordan. Some studies<sup>45</sup> point out to the existence of high levels of corporal punishment in the schools.

**Sources of Vulnerability:** It is well documented that the effects of abuse extend beyond possible physical injuries and scars. Children who are victims of abuse can suffer a number of cognitive, emotional and social difficulties for long life. These difficulties can manifest themselves in various ways, including communication problems, poor school performance, high risk of aggressive behaviour, and delinquency.

There is now a small, slowly emerging literature on the effects of witnessing violence on children's psychological development. Recent studies represent the beginning of efforts to document the effects domestic violence has on children's behaviour, their cognitive and social problem-solving abilities, as well as their coping and emotional functioning. Infants who witness spousal violence are often characterized by poor health, poor sleeping habits, and excessive screaming. It is also possible that they may suffer serious, unintended consequences when their basic needs for attachment to their mother may be significantly disrupted.

### 3.6 Children Deprived of Parental Care

**Overview:** Deprivation of family care often results in various psychological problems to the child. Feelings of depression, the development of aggressive behaviour, anxiety, feeling of insecurity and lack of safety have all been identified as related to deprivation of family care. Moreover, the self image of most children deprived of family care reflects feelings of loneliness, and alienation. The child always feels threatened, with little self-respect or self-reliance

Foundlings are those abandoned children with no identified legitimate parents, and are mostly outside wedlock. These are children whose parents hide their identities for social and cultural reasons. In Jordan this group of children constitutes a small percentage. The informal system of social order, values, and norms prohibit any sort of conception outside wedlock. Social pressures, especially in contexts where the honour/shame complex is dominant, make it hard for women to get the full acknowledgment of their children of illegitimate sexual relations. The pressures that urge women to dispose of their illegitimate children for fear of the moral punishment imposed by both the society and the family, in which the penalty is severe in most cases *honour killing*. Statistics showed since 1998 a total of 650 children out of 1050 were provided with families while the rest remained in the specialized centers.

**Sources of Vulnerability:** Foundlings are often stigmatised by the society at large due to their illegitimate conditions. Having no identified legitimate parents often results in a wide range of social and psychological problems to the foundlings as they grow up and begin to realize their peculiar situations.

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<sup>45</sup> See for example, Zaghlol *et al.* 1998.

The problem of most foundlings and lost children often become a problem of identity, which develops through their interaction with the social norms and values of the society. Their problems become worse when the surrounding environment does not encourage nor support their existence even when in institutional care, especially when the type of institutional care provided creates barriers and emphasizes authority and absolute obedience to the institution.

**Orphans Overview:** There are various reasons behind the deprivation of family care. Poverty, the loss of a parent or both due to death, sickness, or imprisonment, and family breakdown all contribute to deprivation of family care. These factors make it hard for the family to provide proper care to the child to the extent that institutional care becomes an essential option to protect the child from delinquency. In this sense, institutional care is viewed as a transitional stage the child goes through until he/ she becomes able to depend on extended family members or upon himself/ herself for living, or until the original situation which caused the child's deprivation, positively changes.

There is no precise estimate of the number of orphans and destitute children in Jordan, as with the case of street children. This is due to the fact that not all cases of deprivation of family care end up in institutional care. In most cases, the extended family plays a decisive role in protecting the child from delinquency through its full support, and also because of the way Islam emphasizes the importance of providing care, particularly to the orphans and destitute children. However, in some cases, parents voluntarily send their children to institutional care as a protective measure when they begin to realize their vulnerability and their inability to provide them with proper care due to their situations.

However in a study implemented by Khalil Elayyan in 2004 for UNICEF, it was stated that a total of 1136 orphans are children of broken homes lived in care institutions in year 2000, of which 249 were in public institutions and 887 in private institutions. According to the statistics of Ministry of Social Development, 80% of these children are from broken families, 15% children are born out of wedlock and 5% are orphans.

**Sources of Vulnerability:** Orphans and destitute children spend most of their early years of childhood in foster care. The father's and mother's figures (although sometimes exist and are legible to visit their children while in foster care) are replaced with those of supervisors and managers. Peers in foster care replace the brother's/ sister's figures. The social context changes to include new actors with new social roles, which contradict the typical model the society views as the basic unit for socialization; the family.

Although orphans and destitute children might be a little luckier than foundlings and lost children in terms of having legitimate identified parents, they experience similar psychological problems associated with long-term institutional care, especially when the type of care provided does not lead to a satisfying psycho-social development nor stimulates cognitive learning and skill development due to the lack of technical expertise, financial resources, and qualified staff. In this sense, there is a basic need to develop the type of services provided by social institutions to achieve better results in terms of dealing with all categories of children deprived of family care.

With regard to the services available to these children, the MOSD has 5 institutions that offer boarding, food, and health care. Education is generally provided in mainstream public schools. The MOSD Foster Placement Program also provides shelter for about 500 children.

The NGOs sector, has 18 centers providing services to 887 children (449 girls and 438 boys), out of which 573 were located in Amman, 62 in Zarqa, 164 in Irbid, and 17 in Balqa.

### 3.7 The Girl Child

Since the 1990s issues of equality and opportunities for girls was given a high priority. At the national level, the government has committed itself to establish policies that enhance equality status, welfare and opportunity for the girl child, especially with regard to health, nutrition, literacy and education. Jordan is making progress towards reducing the gender gap between boys and girls in these areas as shown in earlier sections.

Available data on the gender gaps are insufficient to give a true picture of the status of girls in terms of health, education, and nutrition. For example, in education the gender gap is limited to rates of enrolment in schools, and overlooked in other important indicators such as continuation, completion, and retention rates. Moreover, the girl child is almost absent in all studies and research on the various groups of disadvantaged children.

**Sources of vulnerability:** In addition to the sources of vulnerability and risk factors affecting the disadvantaged children, there are others specifically affecting the girl child and place her in a disadvantageous position.

**Early marriage:** The physical and psychological negative effects of early marriage are well documented. Early marriage is strongly associated with early childbearing, which in some cases put young girls at high risk of dying. In addition, we cannot ignore the negative impact of early marriage on girls' educational attainment.

In Jordan, available statistics indicate that in 2000 the percentage of married girls under the age of 19 was 6%, which is considered low when compared with other Arab countries, such as Egypt (14%) and Syria (25%)<sup>46</sup>.

The table below further displays the percentage of married girls out of the total number of married women between 1998 and 2004, which clearly indicates a drop in the percentage of early marriage during that period.

With the aim to redress the situation, in 2001 an amendment introduced to the Personal status Law raised the legal age of marriage from 15 to 18 for women and 16 to 18 for

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<sup>46</sup> UNICEF 2003

men.; however, few months later, the Supreme Judge Department released a list of exceptions to the law, permitting judges to marry people under the age of 18 under certain circumstances.

**Table (9)**  
**Number and percentage of married girls under 18 years**

Year	Total number of married women	Number of married girls less than 18 years	%
1998	37681	7585	20.1
1999	39811	7813	19.6
2000	42401	7892	18.6
2001	44699	8236	18.4
2002	39963	5729	14.3
2003	41598	6284	15.1
2004	33365	5150	15.4

Source: Civil Register Department (2003)

**Violence against girls: honour killing:** One tragic form of violence against girls and women is honour killing; women, some adolescent girls, are murdered by their families because they are perceived as have shamed family honour through illicit relationship or loss of virginity.

**Attitudes towards girls:** Although the content of much of modern Jordanian life has changed, there has been relatively little change in the degree of gender differentiation in the household and society at large. The prevailing cultural and social attitudes about girls' role and the division of labour in everyday life influence girls' status immensely. Gender division of labour does not only segregate tasks, but also allocate different values to different tasks. This differential value of tasks works against equality between men and women, underestimating the value of women's work and hence the value of women. Available studies indicate that traditional attitudes regarding women and gender roles have a strong hold in Jordan even among women themselves<sup>47</sup>.

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<sup>47</sup> Ibid.

## **V. Institutions working with and for children in Amman City (Greater Amman)**

The analyses in the following sections draw on the results of the assessment study; for both in-depth interviews and the discussions in the workshop. The section begins with a brief overview of civil society organizations in Jordan, followed by a detailed description of the main characteristics of the sample of institutions selected for the study. The last two parts are devoted to the analysis of the current state of institutions capacity and their capacity building needs.

### **1. Civil Society organizations in Jordan**

The past decade has witnessed a dramatic change in the role and responsibilities of NGOs, and government. The world has moved from a phase in which the state had sole responsibility for providing infrastructure services, welfare and development projects to a collaborative responsibility between the government and the civil societies for development and citizens' well-being. In many parts of the world the civil society's<sup>48</sup> role and influence are expanding. In the social arena, civil society has a growing influence on the behaviour and governance of the state, business, and individuals.

The rising importance of this sector can also be explained by the growing importance of issues such as human rights, including rights of children, environmental degradation, and gender equality as they came to the forefront of public consciousness. NGOs enjoy many comparative advantages over the governments in terms of experience, expertise, flexibility and outreach. In addition, in many developing countries it is becoming clear that governments alone cannot address all the social development issues putting a weight on the role of the civil societies as partners in sharing such responsibility.

In Jordan, there is a huge number of active civil society organizations registered to work in different sectors in development. The past decade has witnessed an increase in the number of NGOs. Available statistics show that the number of NGOs has increased from 655 in 1995 <sup>49</sup> to 830 in 2002.

These organizations are engaged in wide range of sectors. Their functions have been classified according to type of activities and programmes. Most NGOs are working in the areas of education, community development, improvement of environment, and health and targeting specific segments of the population (most disadvantaged such as women, children, disabled, and the poor). The role of the NGOs and other civil societies in Jordan is to support the government in its implementation of the socio-economic development plans and to contribute in tackling the development challenges directly and indirectly. In other words, they play a complementary role to the government.

It has been noted that there is very little literature on the performance<sup>50</sup> of the civil society

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<sup>48</sup> The term civil society is an inclusive term, including trade unions, religious organizations, social movements, and women organizations, NGOs and so on. In some parts of the world the term NGO is often used interchangeably with the term civil society

<sup>49</sup> DOS 2002

<sup>50</sup> The MOSD is planning to conduct a national survey with the aim of assessing the performance of NGOs in Jordan

organizations in Jordan, particularly the NGOs sector. Available information regarding these organizations is limited to directories produced by different agencies. A study<sup>51</sup> on the situation of children and youth in Jordan indicates that the performance of this sector has not been up to the expectation due to lack of autonomy, institutional capacity, and resources. Overall, few of these organizations (NGOs) are effectively engaged in making contributions to social development. The study further pointed out the lack of coordination among these institutions which resulted in the duplication of their work.

The 1990s have witnessed a growth in the number of NGOs addressing children's issues. In 1995 only 16 NGOs were classified as serving children in Jordan, currently the number of these institutions in Amman governorate alone reached 104. They work in the sectors of education, health, protection, and recreation. All of which contribute to improve and enhance the quality of children's life.

## **2. General Characteristics of the institutions interviewed**

This section provides a detailed description of the main characteristics of the 13 institutions selected for the capacity assessment study. The description will cover the type of the institutions, age, target groups, and the activities and services provided.

Most of the institutions are NGOs, in addition to one governmental entity (Family and Social Security Department, MOSD) and the Greater Amman Municipality which is quasi-governmental. This NGO sector as in many countries in general, and in Jordan in particular, is the largest type of institution that is active in the fields of childhood, family, and social development.

### **a. The Greater Amman Municipality**

The Municipality was established in 1987 according to the amended law of municipalities and according to which all the local councils came administratively under its authority. The Municipality Committee comprises of 40 members, half of whom are elected while the other half are appointed by the Prime Minister. Administratively, the municipality consists of 20 districts, each of which is operated by local administration.

In addition to the the infrastructure services, Amman Municipality provides educational and cultural activities and services to children. The interview results with senior staff members at the Municipality clearly show the wide range of services provided by the municipality, such as Public Parks for the children especially in disadvantaged areas, Children libraries (34 library), 7 computer centers in different districts of Amman City, cultural centres in different parts of Amman city (such as Zaha centre and Queen Rania Park). In addition to and this the Municipality adopts the Child Protection Initiative project. Beneficiaries of these services are as follows: from library services a total of 1000 reader daily (beneficiaries of each library, depending on its location, ranged between 50 and 150 children). In 2005 a campaign was launched to encourage reading among children under the following slogan "*A family Reads... A child reads*" through which many activities were implemented through the libraries, one of which is to provide

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<sup>51</sup> ACCD, 1997.

book exhibitions with reasonable prices for children and their families. In the cultural centres a number of activities are implemented ranging from raising awareness of children in different topics related to their lives, lectures, celebrations, competitions, plays, musical band, coral, and publishing a magazine for children, in addition to hosting a total of 55 festivals for between year 2002 and 2005.

On strategic level, in 2005 the Municipality launched under the patronage of Queen Rania its Policy and its priorities for children in which the Municipality put children's needs on its priorities. The document presented 10 working areas in which suggested actions for children's benefits were listed to make Amman a friendly city for children.

### **b. Family and Social Security Department (MOSD)**

Since 1965 the MOSD has had three separate directorates; the Family and Child, the Disabled, and the Social Defence. In April 2003 and according to the new structure of the Ministry the three directorates were joint to form the Department of Family and Social Security. The Department provides a wide range of services and targets various groups of disadvantaged children including the disabled and abused children. It offers child care services, family counseling, and recreational services. As for the disabled children, the Department through its established centers provides various services, such as shelters, education, counseling, rehabilitation, and therapy.

### **c. NGOs**

The NGOs in the sample vary in terms of size, years of experience, services, development and outreach. Some institutions are small with few full time employees, while others are large with more than 50 full time staff in addition to a large base of membership.

In terms of outreach, the following NGOs operates on the national level; Jordan River Foundation, Jordanian Women Federation, Family Health Care Institute, The Jordanian Hashemite Fund for Human Development and Friends of the Children. The remaining organizations limit their services either to the immediate community or neighbourhood (Kateefa), or to a particular district serving the various localities in that district. Examples of these include Childhood Protection, and Disabled Girls Training and Rehabilitation Association.

### **Age of Institutions**

All the institutions in the sample have been operating for a relatively long period in the field of childhood and family. Some institutions/NGOs have been operating for more than 30 years, and half of them started to operate in the 1990s.. Their establishment came as a response to the growing interest in children's issues and child rights after Jordan ratified the Child Rights Convention.

**Table (10)**  
**Age of the selected institutions**

<b>Institution</b>	<b>Year of establishment</b>
Jordanian Women Federation	1974
Jordan River Foundation	1998
Family Health Care Institute (Noor Al Hussein Foundation)	1986
Orphan Care Association	1978
Disabled Girls Training & Rehabilitation Assoc.	1998
Childhood Protection Association	1997
Kateefa for Social Development	1997
Friends of Children Association	1965
Greater Amman Municipality	1987
Family & Social Security (MOSD)	2003
Al Kendi Centre for Special Education	1997
Jordanian Hashemite Fund for Human Development	1977
Al Giza Association	1992

**Target groups and objectives**

All institutions in the study sample are targeting children. However, they provide different activities as reflected in their objectives presented in table (11).

**Table (11)**  
**Target Group and core goal**

<b>Institution</b>	<b>Target group</b>	<b>Objective(s)</b>
Jordanian Women Federation	Women & children	Increase children participation and women empowerment
Jordan River Foundation	Abused children	Child protection and community awareness raising
Family Health Care Institute (Noor Al Hussein Foundation)	Children & family	Enhance family health/ reproductive health/ children health
Orphan Care Association	Orphan children	Provide shelter/ education/ financial support to widowed mothers
Disabled Girls Training & Rehabilitation Assoc.	Disabled girls	Rehabilitation and vocational training
Childhood Protection Association	Abused children	Child protection/ support poor families
Kateefa for Social Development	Poor families/ children	Financial support
Friends of Children Association	Children	Educate children/create healthy attitude
Greater Amman Municipality	Children	Cultural activities and entertaining Childhood development
Family & Social Security (MOSD)	Children & disadvantaged	Enhance the quality of children's

	children	life and awareness raising
Al Kendi Center for Special Education	Disabled children and youth	Provide shelter /rehabilitation/ treatment
Jordanian Hashemite Fund for Human Development	Children/ youth/ women	Social development/ rehabilitation/ training/community empowerment/ income generating projects
Al Giza Association	Children/ youth/ the poor	Support poor families/ child care/ vocational training

All institutions in the sample target children, some provide services to various categories of disadvantaged children (orphans, disabled and abused). The remaining institutions opted to broaden the scope of their beneficiaries to include the family, women, and youth. According to them, targeting the family and mothers would help in establishing a “*comprehensive plan*” in serving children.

Such diversity has two applications; on one side it might be seen as a weakness, as the organisations might not develop specialized skills and deeper knowledge of its main target group/s. On the other side, such diversity might be seen as a service for other actors related to child's life. For instance, serving child's family might be an adding value to the child's life. However, such diversity depends on the organisations' aims and objectives and purpose. The table below clearly shows the wide range of services offered by the institutions. In some cases, the services provided are related to the overall objective of the institution. However, additional services offered to the community members other than the target group seem to prevail among smaller NGOs. This is to be expected given the long philanthropic tradition of the NGO sector.

**Table (12)**  
**Detailed range of activities carried out by the NGOs**

<b>Institution</b>	<b>Activities/ programs</b>
Jordanian Women Federation	Shelter for children from broken families Children Parliament Child to child program to return drop-outs to school
Jordan River Foundation	Preventive program Counseling (children parents) Shelter Interactive library
Family Health Care Institute (Noor Al Hussein Foundation)	General health of children (immunization) Early detection of disability Raising health awareness Reproductive health
Orphan Care Association	Shelter for orphans Education and health services
Disabled Girls Training & Rehabilitation Assoc.	Vocational Training
Childhood Protection Association	Awareness raising child protection

	Lectures (health, religion, classes for students) Support families
Kateefa for Social Development	Financial support for poor families Education Vocational training for girls
Friends of Children Association	Cultural centres Public libraries Day care for disabled children Vocational training for mothers (sewing, food processing etc.)
Al Kendi Center for special education	Rehabilitation programs Training programs Medical services for the disabled
Jordanian Hashemite Fund for Human Development	Economic empowerment Women's rights and advocacy IT for Development Natural resource management Youth participation Early Childhood Development Governance and local development Health and well-being
Al Giza Association	Support poor children Support students financially Awareness raising Vocational training (youth)

Several explanations were offered for such diversity. Smaller institutions serving the immediate community are commonly founded by individuals of conscience who desire to serve people in their communities in all possible manners. Thus, it is extremely difficult for these institutions to limit their programmes and activities to one target group or one field of activity. As the director of Kateefa for Social Development, explained:

*We are here to help the people because if we don't no one will. People are suffering economic hardship and many other problems we have to support them in every way we can.*

In other cases, institutions based in the community often come under immense pressure from the members of the community to provide additional services. Some institution were providing services for disabled children, and at the same time running educational seminars, providing cultural event, providing computer classes, and training women for different reasons. Reasons for diversity might be related to fund raising and others might be for extending services to the community by large, especially for national organizations such as Jordan Rivers Foundation, Jordanian Hashemite Fund and Women Federation.

### 3. Current state of institutions' capacity: identifying the gaps

The organizations in the study sample identified capacity needs at the three levels; organizational, programs and service delivery, and networking as follows:

#### 3.1 Organizational capacity of institutions

In the organizational capacity the following areas were required; human resources, sources of funding, and planning.

##### 3.1.1 Human resources: skills and training

Human resources are the key for the institutions to carry out activities and achieve their objectives. That included their capabilities to do the work and potential to improve the staff skills through training. Addressing human resources covers the examination of labour power available to institutions in terms of staff and volunteers; as well as the skills, the knowledge and the experience contained within the institutions.

Among the institutions interviewed, it was difficult to acquire an accurate figure of the number of staff (full time, part time, volunteers). In some institutions there is a large pool of volunteers who work irregularly according to specific needs. In other institutions like the Jordanian Hashemite Fund for Human Development the voluntary programme is activated as it involves around 3000 volunteers (women and youth) in community development. Smaller institutions have on average 2 full time employees. There are 3 institutions that have between 7 and 10 full time employees carrying out regular duties. Large institutions have more than 30 full time staff including highly qualified professionals. In most cases, the main reason for small staff numbers is directly related to the limited financial resources.

**Table (13)**  
**Number of full time staff**

<b>Institution</b>	<b>Number of staff</b>
Jordanian Women Federation	
Jordan River Foundation/ Dar Al-Aman	10
Family Health Care Institute (Noor Al Hussein Foundation)	29
Orphan Care Association	9
Disabled Girls Training & Rehabilitation Assoc.	7
Childhood Protection Association	0
Kateefa for Social Development	0
Friends of Children Association	30
Al Kendi Center for Special Education	50
Jordanian Hashemite Fund for Human Development	70
Al Giza Association	2

For both the Family and Security Department and the Municipality the case is reversed. They suffer from overstaffing and lack of qualified staff. The problem, according to the respondents, stems from the lack of clear job description for both staff and directors.

Almost all NGOs indicated that they have access to volunteers who can be utilized to enhance service provision, and/or undertake specific tasks or activities. All respondents were aware of the potential benefits of voluntary work; however, very few institutions have the organizational capacity to exploit this source of asset and expertise in an effective way.

It is worth noting that in some institutions volunteers constitute the main source of labour with one or two full time staff or even none (for example Giza Association). Although volunteers might provide the institution with a pool of wide range of expertise, sometimes they prevent the institution from building a qualified team to achieve its objectives. However, it is up to the institution to plan on how to utilize these assets. Some institutions are better than others.

With regard to training, in most institutions employees have received scant training in management and administration, while in others employees received no training whatsoever. Training in most cases was limited to board member or top management in the case of the municipality and the GO.

One common complain that kept surfacing during the workshop discussions was that attending training does not translate into immediate benefit as employees cannot apply what they learned into practice or train other staff members. Consequently, most respondents expressed doubts towards the importance of capacity building programs. This is to be expected as the majority of institutions have received infrequent piecemeal training from a variety of organizations.

One explanation offered by respondent for lack of regular training was due to the high cost that the institutions cannot afford to pay.

The study findings indicated that most training received by institutions have concentrated on specific technical tasks, such as project planning, proposal writing, strategic planning, computer skills, and financial management. Only few institutions mentioned acquiring skills, such as networking, needs assessment, management and leadership, and participatory planning. Such skills are crucial in addressing the interest of the community and motivating staff and volunteers.

Another problem highlighted by almost all respondents was the absence of specialized knowledge in the children field in general, and child protection in particular. In most institutions, especially the smaller ones, qualified or specialized personnel in these fields are rarely found.

The problem has a different dimension when considered from the Municipality's situation, as the respondent explained:

*We need to change the mentality of “conventional civil servant” who comes to the office everyday and takes the salary at the end of the month. We need to train them and educate them about their role in developing the society”*

For other institutions that have highly qualified personnel and specialists (for example, Family Care Institute, Jordan River, Jordanian Hashemite Fund for Human Development and Amman Municipality), other skills were identified as lacking such as community-based work, participatory approach, and needs assessment.

### **3.1.2. Financial viability and sources of funding**

Although it is widely known that organizations’ sustainability cannot be built on financial resources alone, a solid financial base is a necessary condition for sustainability. At the same time, financial sustainability requires that financial resources should be accessed from a wide range of sources to avoid over-dependence on a single source which increases the vulnerability of the institution.

Various sources of funding were found in the sample. On the one end, there are the smaller institutions who depend on the personal financial contributions of their leaders, donations, and/or membership fees. On the other end, there are institutions that depend on a wider variety of sources including international donors, and income generating activities.

A significant number of NGOs in the sample have membership fee schemes, the Proceeds from which are generally used to cover vital running costs. Some institutions are generating a proportion of their income themselves through introducing charges for services they provide, while others have ventured into more commercial activities, including sale of publications, and/or tickets for various cultural activities.

**Table (14)**  
**Non Governmental Institutions / source of funding**

<b>Institution</b>	<b>Sources of funding</b>
Jordanian Women Federation	Self-financing + donations
Jordan River Foundation/ Dar Al-Aman	Self-financing + international donors
Family Health Care Institute (Noor Al Hussein Foundation)	International donors + self-financing
Orphan Care Association	Donations
Disabled Girls Training & Rehabilitation Assoc.	Self-financing +donations
Childhood Protection Association	Donations
Kateefa for Social Development	Government + Donations
Friends of Children Association	Self-financing + donations + government
Al Kendi Center for Special Education	Donations + government + self-financing
Jordanian Hashemite Fund for Human Development	Self-financing + Donors (national/ international)
Al Giza Association	Donations + government

-Self-financing include: membership fees, charged services, income generating activities etc.

-Donations: from both institutions, and individuals.

-International donations are mostly project-based

Despite the diversity of funding sources, almost all NGOs reported lacking a solid financial base and suffering from insufficient and irregular income.

When asked whether they have a fund raising plan, larger NGOs (for example Jordan River Foundation, Jordanian Hashemite Fund for Human Development, Al-Kendi Center for Special Education, Family Health Care Institute, and Jordanian Women Federation) reported having a strategic plan for fundraising, and that they employ a variety of strategies to increase resources. Smaller NGOs reported that they lack such plans. It is worth noting that smaller NGOs have limited access to international donors.

However, lack of income does not necessarily indicate poor performance. While lack of finance is a limiting factor for many institutions, they attempt to achieve their ends by motivating and mobilizing volunteers and community members to participate.

### **Planning**

Planning is essential for effective and efficient realization of the organization purpose and objectives. It also helps the institution to allocate and coordinate the available resources (finance, staff, skills etc.) to implement any activity or program. All institutions regardless of their size, years of experience, and type of activity, undertake some form of planning.

Moreover, as for the availability of monitoring and evaluation system of the institutions' plans, the results showed that the institutions in the study can be categorized into three groups reflecting their level of development and maturity:

- A strategic plan exists and is referenced in monitoring the performance of the institution (for example, Family health Institute, Al-Kendi, Jordanian Hashemite Fund for Human Development, Jordan River Foundation, and Greater Amman Municipality)
- A strategic plan exists but is not referred to on a regular basis (for example, Jordanian Women Federation, Orphan Care, Giza, and Family and Child dept.).
- The strategic plan does not exist (for example, Kateefa, and Disabled Girls Assoc.)

The discussions in the workshop shed light on more specific problems related to strategic planning. Among the issues raised; “*the strategic plan is not reviewed and updated regularly*”, as the director of Friends of Children explained. Other participants pointed out to the “*lack of clear vision and mission statement which result in poor action plan*”, as the representative of Amman Municipality claimed. Some participants discussed the absence of an effective monitoring process as the main problem facing the institutions even the most developed ones.

### **3.2 Programs and service delivery**

Organizations in the study implements similar activities and programs. In many institutions, designing a project or introducing a new service is not based on needs

assessment of the target group, or on involving the beneficiaries and their families in various stages of the project.

Evidence of project success is given in terms of numbers of people attending, beneficiaries using services, hours of classes given, and so on, without a mention of the effect within the community or impact assessment on the beneficiaries. This highlights an important gap regarding the role of NGOs as agents of change in communities.

Establishing good relations with beneficiaries is vital for an institution to build the knowledge and understanding of their needs and interests and essential for effective planning and implementation. The organizations showed different methods used in acquiring information on beneficiaries in all stages of the program planning and implementation.

Accordingly, the institutions were classified into the following four groups:

- Have little or no contact with beneficiaries (Family and Child dept. MOSD, Disabled Girls Assoc.)
- Little contact with the community these depend on the knowledge of staff and board of the community (Family Health Care Institute, Al-Kendi, Giza, and Amman Municipality).
- Keeping good relations and consulting with beneficiaries in the planning phase, (Jordan River, Jordanian Women Federation, Kateefa)
- Well established relationship where the views and needs of beneficiaries are essential in all stages of the program (Orphan Care Assoc., Jordan Hashemite fund, Friends of Children).

It is evident that adopting a participatory approach in planning and designing programs is not widespread among the institutions in the sample. While the majority of institutions (8 cases) either partially involve target groups in designing and planning phase, or depend on their own knowledge of the communities they are serving.

Several explanations were offered by respondents for not involving beneficiaries in the various stages of the program. One such explanation is the *“lack of clear understanding of the concept and how to carry out projects in a participatory manner”*. Other explanations focused on resources available to the institution as one respondent said: *“even when we reach our target group I have to ask myself what services can I offer them within the resources available to me”*.

The responses further illustrate the lack of understanding of participatory approach and its importance in planning and implementing projects or in introducing services.

### **3.3 Networking: relations with stakeholders**

Stakeholders are all those interested groups, parties, actors, beneficiaries that affect or are affected by the institution. These comprise direct beneficiaries of the institutions, and

those individuals or institutions that may contribute to or enable the work of the institution, or may themselves be indirectly affected by its action. These include authorities, government institutions, donors, other organizations or NGOs, and the business sector.

The benefits of establishing working relations with authorities and public institutions carry many benefits including, knowledge, experience, access to statistics, possible financial aid and support in kind, land, or premises for work. The business sector may be vital source of funding and technical support, and other if may possible be a partner in some activities. Exchanging with other NGOs, whether local, national or international, facilitates sharing of information and skills and may give access to training opportunities, and provide opportunities for pooling of resources and enhance effectiveness and efficiency through joint project planning.

In the assessment of the quality of such relationship of the organizations in the study with local authorities (for example, Municipality and other ministries), business sector, and other NGOs or institutions in Amman, study showed the following:

Most of the institutions interviewed are considered to have poorly developed relations with stakeholders. Some institutions reported having good relations with various groups of stakeholders, however, their relations are confined to few particular projects. The findings further show that large institutions were more successful than small ones in creating networks and establishing base for collaborating with other institutions both GOs and NGOs.

The responses from smaller NGOs revealed a sense of mistrust in the relationship between their institutions and the government. This can be elicited from answers such as *“the Ministry never provides help”*, or *“actually the Ministry hinders our work”*, or *“it is much better to invest in creating these networks with NGOs than the authorities”*. The representative of Amman Municipality, on the other hand, expressed similar mistrust regarding the relations with NGOs; *“some NGOs know nothing about partnership, they would take over the project for themselves”*.

These examples clearly illustrate the prevailing misconception about networking and lack of understanding of the benefits of creating relationships. The failure to create effective cooperation between NGOs and the municipalities or any governmental bodies may be attributed to problems on both sides. To some extent the authorities, in general, do not understand the role of NGOs in society. Moreover, lack of well trained staff within the GOs and the municipality further curtail their capacity to engage in collaborative venture with NGOs.

NGOs, on the other hand, are doing very little to create such relationships. Many view the municipality as only a possible source of fund and do not regularly and systematically inform the municipality of their activities, plans, and needs.

Links with the business sector are almost nonexistent in the sample. This is to be

expected as the idea of engaging the business sector in social development is a relatively new concept in Jordan. Moreover, the work of NGOs does not attack the business sector as the benefit of such involvement or contribution is not realized or not valued by the business sector.

During the workshop several institutions pointed out to the importance of involving the private/business sector in community development and in funding projects. In explaining the limited participation of this sector, one participant explained;

*The contribution of the business sectors in our community is very little. This year it did not exceed 300JDs though we have in the area more than 100 factories of the largest in Jordan. I believe this has to do with legislations, when these companies contribute to a NGO they get 25% tax exemption, whereas if they contribute to the Zakat fund they get 100%. This encourages the business to contribute to the Zakat fund rather than the NGO sector. Thus, to encourage businesses we have to give them incentives.*

However, that is not to say that well established relationships with various groups of stakeholders do not exist. On the contrary, the study findings shed lights on several successful examples of such relations. One example is the Zaha Cultural Center, which was established by Amman Municipality in 1998 to support and develop children's talents through different creative activities, including educational, cultural and scientific activities. The center is an example of partnership between the private sector and the municipality.

The second example is Jordan River Foundation's (chaired by HM Queen Rania) prevention program for abused children. The Foundations developed a successful collaboration with governmental organizations such as Ministries; Education, Health, and Social Development in implementing the following activities; educating children, organizing awareness campaigns, training professionals such as teachers, social workers, nurses, and doctors.

These examples, and many others at the national level, provide lessons for developing networks which reflect on the sustainability of the projects. Other examples are provided by Jordanian Hashemite Fund for Human Development where the organizations developed relationship with governmental organizations (i.e. Ministries) in implementing different activities in the local and national levels. The involvement of private sector mainly came in the activities that have tangible results such as the Goodwill Campaign where the private sector donate some income generating projects for the poor.

### **3.3 Capacity development needs: respondents' views**

The organizations identified the following training needs; monitoring and evaluation, programme management, fundraising, planning and networking. They set the priorities for these training in table 15.

**Table (15)**  
**Priority of training areas as identified by the institutions**

<b>Capacity building needs</b>	<b>Priority</b>
Enhance capacity in monitoring and evaluation	1
Enhance capacity in program and projects development and management	2
Enhance capacity in fundraising planning and strategies	3
Participatory planning and evaluation	4
Networking and strengthening of consultation and coordination mechanisms with other institutions	5
Strengthening advocacy skills (dialogue with authority, mobilize public opinion, use of media)	6
Volunteers recruitment and management	7

As for the training needs for the governmental organizations in the study, both the Family and Security Department and the Municipality placed a greater emphasis on strategic planning, job description and enhancing the technical skills of staff specialized in the field child protection.

It is worth noting that planning, strategic development, and research were not placed among the most identified needs, despite the fact that they pose major problems for a large number of the institutions.

To ensure the effectiveness of the capacity training program the participants proposed the following measures:

- Training should be based on the specific needs of individual institution. It should be flexible and responsive to the conditions, of that institution.
- The training program should be an on going process, “*not just another training*”
- Training should involve all management levels
- Training should have practical applications, “*not academic training*”
- Creating a steering committee to plan, coordinate, and follow-up the training process
- Involve institutions in the training and benefit from their experience in certain areas.
- Training program should include a monitoring plan to follow up progress of the training

#### **4. Conclusions and Recommendations**

##### **4.1 Status of urban children in Amman City (Greater Amman)**

The analysis presented in this report showed that the government of Jordan is taking different actions and measures to improve the living conditions of the children and their families both in rural and urban areas. Actions were also taken to tackle the development challenges that children and their families face, especially poverty, as it is the main cause for many problems that children are facing. Basic services are provided such as education

and health and the government is safeguarding the children's rights for accessing these services. Other rights were included in many plans and strategies. Parallel to the government's efforts and actions, NGOs in the local and national levels started since 90s to focus on providing services related to children's needs and benefits. Moreover, there is collaboration between NGOs, at least the national NGOs, and the government, in providing services to children. However, there are many challenges facing children as living in a country situated in instable region. This requires more new programmes and activities are needed for children to provide them with better living conditions.

The analysis raises a number of important questions about the vulnerability and risks that disadvantaged children are exposed to. Despite the gaps in the statistical data, it is evident from the literature reviewed that the magnitude of these problems is closely linked to poverty, low educational attainment of the parents, and social, economic and domestic stability.

In general, improving data and information relating to disadvantaged children is a priority. Data on the size of the various groups of disadvantaged children and the characteristics of each group disaggregated by region (different governorates), age, and gender are unavailable or insufficient, which hinder developing effective policies to address these groups.

Moreover, to be able to address and serve the different categories of disadvantaged children there is a need for a new wave of research to fill the gap and to investigate areas that have been totally ignored. For example, the available studies on child labour concentrate on the supply side of the phenomenon (e.g. family conditions) and failed to consider changes in the labour market and demand for child labour. Similarly, there is a need to investigate the gender dimension in all categories of disadvantaged children. This does not mean “adding” girls to the tables, it rather requires adopting gender analysis to capture the different impact on girls and consequently to address their needs effectively. For example, the kinds of work that the girl children are engaged in differ from those of boy children. Available studies tend to overlook household work which is more common for girls than for boys. It is important to bear in mind that elimination or reduction of child labour among girls may require different approaches from those required to address the labour of boys.

The preceding analysis of the situation of the disadvantaged groups of the children also highlighted the positive developments and initiatives in terms of policies, legislations, and programs; however, there are gaps that need to be addressed, such as to raise awareness of these groups towards their rights to life, survival and development:

With regard to disabled children, it is evident that there is a gap between the services offered and the actual need. There is a need to expand services to provide the disabled with skills to integrate them with normal life, and practice their rights as children and as productive citizens. Moreover, negative attitudes and environmental and socio-cultural barriers are still obstacles against the integration and inclusion of these children in their communities.

Results showed that children are exposed to physical abuse at home and at school. The situation is complicated by the fact that physical punishment, to a great extent, is overlooked by society, especially within the family as part of children upbringing. Thus, there is a need to raise awareness and educate families on rearing practices, particularly through NGOs and community-based organizations.

To sum up, there is a need to develop comprehensive strategies that address the root causes that continuously perpetuate the marginalization of groups of children and place them in disadvantaged position.

Moreover, a system for continuous monitoring and surveillance of children need to be developed, aiming at identifying those at risk. The risk factors, need to be addressed and appropriate intervention must be devised at the community, district and national level.

Finally, creating partnerships and mechanisms of cooperation and coordination between the different sectors (government, and civil society organizations) is crucial in addressing the question of child needs and rights.

#### **4.2 Capacity assessment and training needs**

In general, all respondents felt that the institutions they belong to are doing an important job and that they have made significant progress in achieving their objectives. Some institutions, especially those targeting disadvantaged children, stated that the services they provide are badly needed especially in poor areas. Our findings indicate that the institutions were found to have strengths in:

- Making the children and their families the center of their development objectives;
- Drawing attention to most vulnerable segments of the population;
- Attracting plenty of people with volunteer spirit and willingness to work with children and the disadvantaged groups.

On the other hand, the results of the assessment clearly showed that the institutions need assistance to enhance their capacity in various areas. These include: strengthening the financial sustainability of the institutions through providing training in fundraising planning and strategies; developing the institutions ability to assess the impact of their work through developmental evaluation; increasing their skills in needs assessment and participatory working; increasing understanding about organizational capacity beyond managerial skills; focusing on professional development for the institution staff in specialized fields, and stimulating the effective use of volunteers within the NGO sector.

It is also evident that there is a need to enhance relationships with government and business sectors to promote effective cross-sectoral responses to issues related to child care and protection. This can be achieved through increasing the sharing of information, raising awareness about the long term benefits of co-operation which requires seeking complementary activities and services with other institutions, and engaging in networks and coalitions around specific issues. The study provided good examples for such

relationship. Furthermore, Amman Municipality has an important role to play in creating and maintaining such networks.

The assessment also reveals a lack of understanding of the role of the small NGOs as agents of change both within the community and within the institution itself; as small NGOs perceive themselves mainly as service providers. This can be attributed to the way these NGOs are working. They work in isolation focusing on short-range plans. There is a need to introduce a shift in style and direction towards working with long-range plans that utilize teamwork, networking, and partnership. There is also a need to shift from charity and service provision approach towards a more active role in advocacy and lobbying for the rights of the children. These NGOs can take an example from the large or national NGOs as they succeeded to act as agents of change that was reflected in their development plans and working approaches.

## **VI. Capacity building and training program**

Based on the findings of the assessment and the participatory consultation, the study proposes a capacity building training program for institutions addressing children's issues. The proposed training falls into three phases; the first concentrates on management and institutional capacity, the second focuses on advocacy and teambuilding, while the third is devoted to networking and coordinating with other organizations. Under each phase a sufficient number of training components is provided to cover the various capacity building needs.

### **1. Objective**

The overall objective of the proposed training project is to reinforce institutions capacity to work for and with children and provide training to all staff and ensure that they are fully versed with all national and international laws and conventions on children.

### **2. Methodology**

The starting point is to redefine capacity building to be perceived as a process to improve the ability of organization, individuals, or system to meet the stated objectives. Capacity building is a multi-dimensional and dynamic process. It should lead to an improvement in performance at each level and contribute to sustainability.

The training methodology should be participatory allowing all involved parties to share their experiences and insights thus influencing the structure and content of the programs themselves.

### **3. Process**

The institutions will be broken into two groups according to their level of development, and on other occasions, according to their nature (GO and municipality, NGOs).

For developed institutions which already have strong basic skills, advanced training is recommended as it would reinforce existing skills to leverage them in new direction focusing on new concepts and practical strategies. Specific training components will be directed to the municipality and Family and Security Department to respond to their identified capacity needs.

Moreover, the program includes types of training that are directed to different levels of management. Some training will target leaders and board of the NGOs, and top and middle management (in the cases of GO and Municipality), while others will target the staff members.

Finally, specific technical training, in the fields of child protection, gender, and research, will target all institutions.

#### **4. Proposed capacity building program**

The components of the proposed training program grouped under two broad categories; institutional development and technical training. The proposed training is compiled from both interviews and workshop as identified by the organizations. The following is a brief description of each component and its objective.

##### **Phase I**

##### **A. Institutional Capacity**

##### **Objectives**

1. To achieve good governance and positive leadership;
2. To improve service delivery;
3. To write informative and widely-relevant project proposals and reports;

##### **Suggested training**

1. NGOs and the Community
2. Governance
3. Personal Management
4. Strategic Planning
5. Project design and management

##### **1. NGOs and the Community**

This training targets all institutions (NGOs, GOs, and Amman municipality). The main aim of this training is to help participants to understand the role of NGOs in community development. By examining the relationship between NGOs and other societal actors, the participants build an understanding of how the NGO sector can contribute to the development of a community. Topics such as NGOs role in local, national, and international development, NGOs environment, mission and beneficiaries, and the sustainability of NGO activities will be included.

##### **2. Governance**

This training targets top management. The objective is to enhance their understanding of different roles and responsibilities of the staff and enhance their interaction and

relationships. Topics include: role and responsibilities, structure and operation, process of identification, recruitment, and orientation.

### **3. Personal Management**

The suggested programme is targeting top management in GO and municipality. The objective is to enhance their understanding and skills in participatory leadership and communication. The training will enable participants to acquire practical strategies for dealing more effectively with personnel in their organization. Topics include: the role of leader, time management, confronting poor performance, communicating work assignment, direct and accurate communication.

### **4. Strategic Planning**

Despite the fact that none of the institutions have placed strategic planning in the priority list, the results of the assessment showed that a considerable number of institutions have problems in implementing their plans. This training is suggested to target institutions with such difficulties. The aim of the training is to build the leaders and staff skills of the institutions in planning their activities, taking into account external factors, and needs of the target groups and the community they serve. Topics such as stakeholder analysis and strategies to build a team vision will also be included.

### **5. Project design and management**

This training aims at developing the capacity among junior staff (for more developed institutions), in preparing project proposal, special attention is given to budgeting, monitoring and evaluation including participatory assessment approaches.

## **B. Technical Training**

### **Objectives**

To build an analytical framework based on gender and child right approach.

### **Suggested training**

1. Gender training
2. CRC training

#### **1. Gender training**

The main purpose is to enhance the participants' understanding of basic concepts and approaches for analyzing, roles, relationships, and systems from gender perspectives. To help them formulate strategies for incorporating gender issues into the design, planning, implementation, monitoring and evaluation of projects. That would improve their skills in identifying gender issues at the personal, community, and organizational level.

#### **2. CRC training**

Training on the Convention and awareness raising of the child rights can improve the work of the institutions and the services they provide to children. The training will cover the four basic components of the Convention; health and survival, development, protection and participation.

## **Phase II**

### **A. Institutional Capacity**

#### **Objectives**

- To improve financial and human resource management;
- To enhance recruitment and management of volunteers

#### **Suggested training**

1. Fund raising
2. Volunteer recruitment and management

#### **1. Fund raising**

The training will target board and key staff in NGOs. The aim is to build participant skills in fundraising. The training would include networking, ways to marketing the institutions and ways to access fund resources.

#### **2. Volunteer recruitment and management**

This training targets NGO leaders and key staff members. The aim is to improve their skills in working effectively with volunteers. Emphasis is placed on developing sustainable relationships that will support running projects and provide basis for future contributions. Topics include: recruitment plan, job description, motivation retention techniques: training, recognition and reward

### **B. Technical Training**

To develop technical skills in specialized areas; such as child protection, disabled children, etc.

## **Phase III**

### **A. Institutional capacity**

To create effective networks and establish the base for future partnership;

#### **Suggested training**

1. Networking
2. Advocacy

#### **1. Networking**

The aim is to help institutions focus on constructive engagement with other actors in society. It provides skills needed to establish links between NGO, business, and GOs, media and other institutions. Topics include: principles of networking, practical partnership skills, elements of effective networking, and how to develop a plan.

#### **2. Advocacy**

The aim is to enhance the NGOs capacity in advocacy work for their target groups especially children, to create dialogue with local authorities and other stakeholders, and to raise awareness of the general public. Topics include: relating advocacy to institution's goals, message development, media relations, influencing policy, and preparing advocacy campaign.

### **C. Studies and Research Objective**

To carry out research studies that will provide facts and evidence on children's issues. To Strengthen the monitoring system through the development of specific indicators, tools and analytical skills.

#### **Suggested training**

- Participatory methodologies
- Rapid participatory rural appraisal
- Evaluation and impact assessment
- Needs assessment
- Qualitative and quantitative methodologies

### Training Program Plan

Training Topic	Target Group (Institutions)	Management Level	Duration / Days	Total No. of Training Days
<b>Phase I: Institutional Capacity Development</b>				
-NGO and Community	All institutions	Staff / board / management	2	
-Governance	All institutions	Top management / board	2	
-Personal Management	Governmental institutions	Top management	1	
-Strategic Planning	Small NGOs, Governmental (GOs)	Staff / management	3	
-Project management and design	Small NGOs	Staff / management	3	
<b>Technical Training:</b>				
-Child Rights / CRC	All institutions	Staff / management	2	
-Gender Training	All institutions	Staff / management	2	
<b>Phase II: Institutional Capacity:</b>				
-Fund Raising	All NGOs	Board		
-Participatory Approaches	All NGOs	Board / staff	7	
-Volunteer recruitment and Management	All NGOs	Board		
<b>Technical Training:</b>				
-Specialized Fields (Child Protection)	All institutions		3	
-Research	All institutions		4	
<b>Phase III: Institutional Capacity:</b>				
-Advocacy	NGOs	Board / Senior staff	2	
-Networking	All institutions	Board / Senior staff	2	
<b>Total No. of Institutions</b>	<b>11 institutions</b>	<b>-</b>	<b>33</b>	<b>33</b>

**Explanations:** Total No. of Institutions = (11) - No. of Participants / day = (40).

Total No. of NGOs = (9) (This No. of Participants (40) was estimated by the participating institutions at the Workshop held during March 2004 according to their identified needs).

Total No. of GOs = (2) - Total No. of Participants for the (11) Areas of Training = (40) Participants / day X (11) Training Areas = (440) Participants

Total No. of Training Areas = (11)

Total No. of Training Days = (33) .



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# Annexes

## **Annex (1) Interview Guide**

### **Background Information**

1. Name of institute
2. The date institute was established
3. Location/address of the institute
4. Licensing entity for the institute
5. Goals and objectives of the institute
6. Justifications for establishing this institute
7. The geographic area of operation the institute covers
8. Area of expertise of the institute
9. Membership criteria procedures at the institute
10. Bylaws and Policy manual of the institute
11. Any private possessions for the institute
12. Funding

### **Staffing and recruitment**

1. Number of permanent employees within the institute.
2. Number of members (volunteers) at the institute.
3. Qualification levels of the work force at the institute.
4. Has any of the staff members been given any sort of training? If “Yes”, then what is the nature of this training: Self-training, workshops, regular training?
5. Who supports this training?
6. What was the duration period for this training?
7. Did the training include a capacity building program for the staff?
8. What were the reasons behind the lack of staff training for this institute?

### **Target Group**

1. Who is the target group?
2. What is the total number of the target group?
3. How do you contact and reach this target group?
4. What are the challenges confronting the institute when trying to reach the target group?
5. How can you make sure of reaching all members of the target group?
6. Does this target group participate in the activities and programs of the institute? If “yes”, then what is the nature of the participation (consumer or interactive)?
7. If “No”, please explain why?

### **Programs and service delivery**

1. Is there a Plan of Action for the institute? Yearly? Monthly?
2. If “yes”, who prepares this plan?
3. On what grounds does the institute base the preparation of its general plan?
4. What is the role of the target group in drawing the institute’s plan?
5. What is the role of the surrounding community in phrasing this plan?
6. Does this plan undergo an evaluation?

7. What does the plan aim at accomplishing?
8. How was the success or realization of the plan been measured?
9. What indicators the institute adopts in measuring the level of achievement for this plan?
10. How does the institute select its programs?
11. What is the funder's role in specifying the programs the institute should run?
12. Does the institute cooperate with other concerned institutes in the implementation of the programs?
13. What is the nature of the programs the institute has so far implemented?
14. What areas has the institute succeeded mostly in?
15. Are the institutes programs consistent and of a continuity nature?
16. What indicators does the institute adopt in measuring the level of achievement for these programs?
17. Has the institute ever been subject to factors that prevented it from implementing a certain program?
18. What challenges does the institute face in relation to: The target group, current legislations, funding and co-partners, management, ...or any other area (please specify).
19. How does the institute respond to these challenges?
20. What are the future programs the institute is planning to conduct?

#### **Monitoring & Evaluation**

1. Does the institute undergo any sort of evaluation?
2. What are the measurement criteria?
3. Who conducts this evaluation? (internal, external evaluator)?
4. When was the last evaluation for the Society?
5. Is the evaluation conducted as a research and study procedure or during a special meeting?
6. Has the evaluation had any effect on the institute's future plans?
7. What evaluation mechanism is applied?
8. What obstacles do you face during the evaluation process?
9. How do you confront these obstacles?
10. Do you have a follow-up program for the society's achievements?
11. What ambitions do you have for the future?
12. What priorities have you set for the future?
13. What do you think the children of the future will be like?

#### **Relations with other stakeholders**

1. Do you have relations with other institutions whether governmental or NGOs?
2. How do you describe these relations?
3. Do you make effort to create these relations?

## **Annex (2)**

### **A Situation Analysis of Disadvantaged Children in Jordan: an abstract**

The study was sponsored by the World Bank and implemented by a team which consisted of members of different entities (governmental and non-governmental) headed by the National Council for Family Affairs in Jordan.

The study falls in two volumes; the first concentrates on the conditions and status of the various groups of the disadvantaged children in Jordan. The second reviews the policies and programs directed to these groups.

It aims at providing quantitative and qualitative information about disadvantaged children in Jordan through a description of the current situation of this group. It also seeks to identify the efforts made to improve the conditions of this specific group in addition to propose recommendations emphasizing the priorities necessary to build new initiatives for enhancing the life of disadvantaged children:

**Working children:** are children between the ages 5-16 years old, who work instead of joining schools or children who attend schools and work at the same time. These children work for long hours and are exposed to physical and psychological risks and abuse to the extent of giving up schools.

**Delinquents:** children who are involved in illegal actions. Delinquency is a result but not a cause. It is symptom of a disease but not a disease in itself. It is the result of various risk factors that affect children exposed to danger or those who do not try to challenge troubles.

**Children of Special Needs:** one of the major challenges that face children of special needs is to grow in his/her society as an individual who has rights and duties like all other individuals.

**Orphans:** children who lost one of their parents or both or were abandoned or out of wed-lock children. This study considered the orphans who live in child care institutions or receive support from Non Governmental Organizations as the orphans who live with their extended families. Such children are exposed to poverty as well as to psychological, social, health and educational problems despite the attention given to them through the involved institutions or the extended families or the local community networks.

**Refugees:** children who were forced to immigrate to Jordan from Palestine or who emigrated from other countries. Refugees may encounter deviation risks and emotional or physical handicaps like all other children; but their sense of being refugees may complicate their problems and expose them to feelings of deprivation and rejection that require remedial actions. Therefore, the intended help and support for such children must take their personal experiences into consideration and help them through special rehabilitation programs.

**Street Children:** working children who have homes to sleep in but they spend their full time in streets. Those children face abuse, violence, negligence, misuse of volatile substances, difficulty in getting income, in addition to legal questioning from the security authorities and negligible school education.

## **Conclusions:**

Tens of thousands of children, and maybe more than 290,000 children<sup>52</sup> in Jordan belong to the working children group. Some regularly work daily for certain hours and others work daily and irregularly for long hours.

Thousands of Jordanian juveniles<sup>53</sup> are involved in problems with the security sector or judicial authorities and the number is on increase.

There are different types of physical and mental handicaps that children suffer from with fluctuating percentages varying between simple and severe that lead to accumulative side effects.

Orphan children who receive official help from Non Governmental Organizations but remain living in their community, face poverty risks and its side effects.

Hundreds of thousands of refugee children<sup>54</sup>, whose parents are original refugees with a Jordanian citizenship; live in Jordan and enjoy equity with the Jordanians.

Usually street children have homes in which they sleep the night over. Still, their life is affected by the street culture that replaces their families. The large number of children who live in poverty demand a quick move and cooperation by the community and institutions' various sectors.

As for delinquent children, reliable information and statistics are not available to provide a clear picture regarding the causes of crimes, methods of dealing with those children in the Juveniles rehabilitation homes and means for protecting their rights, and solutions offered to policy makers and authorities.

The same case applies in cases of violence and neglect since scarce information is provided regarding them. Divorce and family disassembly have a major effect on children's psychological, social and economic conditions. Many children turned to be disadvantaged after leaving schools before completing the compulsory education cycle (grade 10).

Lots of needy children are ignored by the individuals and organizations that need to design remedial and rehabilitation programs to fulfil those children's needs.

When designing research studies for such groups of children, correlation between information and the various risk sources must be taken into consideration.

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<sup>52</sup> "The National Study for Disadvantaged Children in Jordan" A Quantitative and Qualitative Description for the Current Situation for the Disadvantaged Children in Jordan, Presented to The World Bank. First draft for the first task, May 2003

<sup>53</sup> Ibid

<sup>54</sup> Ibid

### **The Outcomes of the Policy Study:**

- It's not easy to achieve a balance among the roles of the Governmental Organizations and the Non Governmental ones, with regard to the status of the disadvantaged children and responding to their needs and rights on a comprehensive base.
- The participation of the Non Governmental Organizations in policy making indicates the government's commitment to support the initiatives and to apply child protection programs. Thus, the relationship among the Governmental Organizations and the Non Governmental ones represent a national vision that does not discriminate between the Non Governmental, National and International Organizations.
- Although most of the researches are related to disadvantaged children, they work as a source of qualitative information which defines the hasty changes in the programs and policies.
- Designing work plans for child protection, mechanisms of coordination, follow up and evaluation are all essential, for they represent a challenge in dealing with the children's socially vulnerable conditions, identifying the risk factors as well as evaluating and controlling them.
- The weak family participation in child issues seems to be clear with the lack of communication with the poor in the community. The fact that children are leaving their schools to join the work market points out the need to initiate dialogues and discussions with the families and their children since interaction with such disadvantaged group and the families is one effective method of allowing them to have responsibility to their own decisions that greatly affect their lives.
- Many of the Non Governmental Organizations' initiatives depend on similar initiatives which may attribute to duplication in work. Moreover, their response to the new challenges raised as a result of civilization is an indicator for their limited capacity to diverse their expertise and conventional initiatives in dealing with the changing conditions of the poor.
- It is difficult to maintain having a steady financial aid for the sector of child protection and its developmental needs due to the lack of financial and human resources. Thus, there is an essential need to examine investing the qualified human resources for the purpose of implementing national plans.
- The mechanisms that correlate the initiatives of the Governmental Organizations with those of the Nongovernmental Organizations depend on taking a role in the committees and meetings, but no obvious evidence is available on establishing such mechanisms to guarantee effective partnership among the Governmental Organizations and the Nongovernmental ones.
- The attention that was given by the government to child labour, child abuse and early child development contributes to addressing the hazardous situation of those children. The complicated case of child labour and its relation to education, social

and economic status of the families in addition to the mechanisms of implementing the law require an obligation to deal with such issues comprehensively and at once.

- The condition of girls, though it's not necessarily considered as disadvantaged, reflect gender prejudice that is not viable to be treated without constitutions. The programs that target women focus on helping them become economically more effective with less consideration to their social concerns. No attention to overcome inappropriate social practices and violence towards women was given in such programs. Thus, girls' issues must be considered in the childhood agenda.
- Children with Special Needs face challenges that start from the family. Despite its success, the social rehabilitation programs are not placed within the priority of the national policy for they rely on the Non Governmental Organizations to care for the special children needs without responding to the psychological and rehabilitation needs for such group.
- The national framework should be based on apparent roles and responsibilities among the Non Governmental Organizations and the Governmental ones.
- Due to the increase of the population in Jordan, there is an interest for modifying cultural and social patterns which weaken the disadvantaged groups. The community aptitude to deal with the modifications is limited as noted. Hence, there is an essential need to enhance awareness on early childhood development issues, parenthood skills in addition to distasteful and negative social postures.
- The education policies currently rely on a formal education system that may not correspond to the disadvantaged children needs. No alternative educational programs were proposed to deal with students who quit schooling or to vanish the gender discriminations within the formal education system. Moreover, the deficiency of the educational programs in targeting the special needs children limits the chance to enhance the skills of such a group or emphasize its important role in the community.
- It has been illustrated that the school environment and the quality of education are reasons behind students who quit schooling. The national polices emphasized broadening the infrastructure and increasing staffing.
- The role of media and networking needs examination, development and enhancement of the policies and programs of child protection generally and for the disadvantaged children particularly; as it is the case with family violence. The role of social communication should be emphasized and leaders in the community should be encouraged to participate in addressing such issues.