

# NORWEGIAN REFUGEE COUNCIL JORDAN YOUTH PROGRAMME EVALUATION

PREPARED BY WOMEN'S REFUGEE COMMISSION  
FOR THE NORWEGIAN REFUGEE COUNCIL

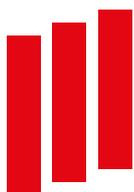
**NRC**

NORWEGIAN  
REFUGEE COUNCIL



# NRC YOUTH PROGRAMME – JORDAN: EVALUATION FINAL REPORT

PREPARED BY WOMEN'S REFUGEE COMMISSION  
FOR THE NORWEGIAN REFUGEE COUNCIL



WOMEN'S  
REFUGEE  
COMMISSION  
Research. Rethink. Resolve.



NORWEGIAN  
REFUGEE COUNCIL



**Researched and written by:** Josh Chaffin, Senior Programme Officer, WRC.

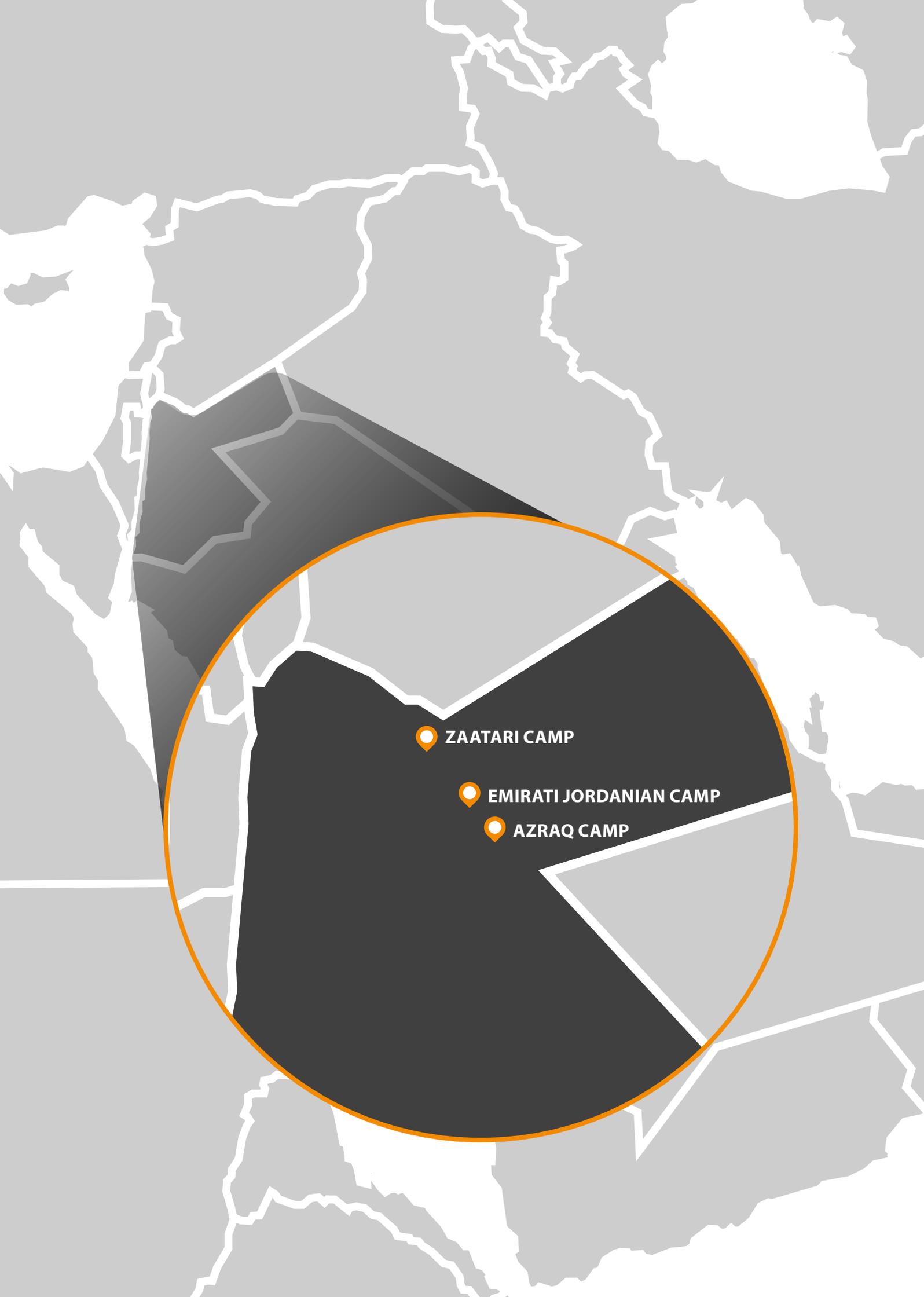
Draft reviewed by Dale Buscher, Senior Director of Programmes, WRC. Focus groups and individual interviews with Syrian females conducted by Lian Bradley and Sophia Kousiakos of Norwegian Refugee Council's Head Office in Oslo.

**Field interpreters:** Reem Al-Rawashdeh and Shaher Al Majali of NRC Jordan.

**Field note-takers:** Sukaina Nabhani and Ayman Al Faydee of NRC Jordan. Anna Myers of WRC assisted with data visualization.

© Norwegian Refugee Council, May 2016

Cover photo: Mansour from Syria displays one of the pieces he created in the Advanced Skills training course in Zaatari Camp, Jordan. 25th of January 2016. © NRC / John Cutliffe



📍 ZAAATARI CAMP

📍 EMIRATI JORDANIAN CAMP

📍 AZRAQ CAMP

# TABLE OF CONTENTS

<b>ACRONYMS</b> .....	7
<b>SUMMARY</b> .....	8
<b>1. INTRODUCTION</b> .....	10
Programme description.....	10
Theory of Change .....	12
Evaluation Purpose <sup>s</sup> .....	12
<b>2. EVALUATION DESIGN AND APPROACH</b> .....	13
Evaluation Method.....	13
<b>3. CONTEXT</b> .....	16
Environment of the camps.....	17
Education.....	18
Employment.....	18
Training.....	19
Agencies in the Youth Empowerment Space .....	20
<b>4. FINDINGS</b> .....	21
Relevance.....	21
Dropout .....	22
<b>5. PERFORMANCE</b> .....	24
Adaptiveness .....	24
Age-appropriateness .....	25
Effectiveness.....	25
Personal, social and emotional development .....	28
Are we reaching the right people?.....	29
Barriers to participation .....	31
Inclusiveness .....	31
Advocacy, coordination and representation.....	32

<b>6. WHAT COULD BE STRENGTHENED?</b> .....	34
Youth Recommendations .....	34
Requested Courses .....	35
<b>7. GUIDING PRINCIPLES</b> .....	36
<b>8. SCALING UP</b> .....	37
Potential synergies .....	38
Structure and staffing .....	39
<b>9. CONCLUSIONS</b> .....	40
<b>10. RECOMMENDATIONS</b> .....	41
Jordan Country Office .....	41
Head Office .....	43
<b>ANNEXES</b> .....	44
Annex 1: Stories of change .....	44
Annex 2: Evaluation Terms of Reference .....	45
Annex 3: Chronology .....	53
Annex 4: Key Informant List .....	55
Annex 5: Evaluation Team itinerary .....	56
Annex 6: Evaluation Team biographies .....	59
Annex 7: NRC Steering Committee & Reference Group .....	60
Annex 8: Discussion of methodology .....	61
Annex 9: Data collection instruments .....	62
Annex 10: Types of Gender-based Violence .....	65
Annex 11: Course subjects requested by youth .....	67
Annex 12: Completion rates .....	68
<b>BIBLIOGRAPHY</b> .....	70

# ACRONYMS

<b>CC</b>	Core Competency (NRC term for organizational unit)
<b>CO</b>	NRC Country Office
<b>FGD</b>	Focus group discussion
<b>GBV</b>	Gender-based violence
<b>HO</b>	NRC head office in Oslo
<b>ICDL</b>	International Computer Driving License
<b>JCO</b>	NRC Jordan country office
<b>JENA</b>	Joint Education Needs Assessment
<b>MENA</b>	Middle East and North Africa region
<b>MERO</b>	Middle East Regional Office of NRC
<b>MoE</b>	Jordanian Ministry of Education
<b>MLFA</b>	Macro Log Frame Analysis
<b>PBYRC</b>	Princess Basma Youth Resource Centre
<b>PM</b>	Programme manager
<b>TC</b>	Thematic Competency (NRC term for cross-cutting programme theme)
<b>TVET</b>	Technical and vocational education and training
<b>UNHCR</b>	United Nations High Commission for Refugees
<b>VCT</b>	Virtual classroom training
<b>WRC</b>	Women's Refugee Commission
<b>YEP</b>	Youth Education Pack
<b>YTF</b>	Youth Task Force in Za'atari

# SUMMARY

Approximately 25,000 Syrian youth (15-24 years) currently live in refugee camps in Jordan.<sup>1</sup> The majority have not completed high school or university, and they encounter many obstacles to pursuing education in the camps. More than 92% reported no access to paid employment, training or volunteering opportunities, according to UNICEF in 2015.<sup>2</sup> They do not enjoy the right to work, and are only allowed by the Jordanian government to leave the camps for limited periods. They complain of powerlessness, hopelessness, high stress, and inter-personal tension. Female youth suffer the added burden of being socially isolated, often confined to their dwellings by their families. Duty-bearers acknowledge that youth have not received equal attention to other age groups, but even where agencies do have targeted programming, national policy prohibits their economic empowerment, leaving them at risk of negative coping strategies and unable to exercise basic rights.

Norwegian Refugee Council (NRC) has been implementing empowerment programming for crisis-affected youth around the world since 2003. The model known as Youth Education Pack (YEP) has typically included technical and vocational education and training (TVET) with life skills and non-formal education, serving young people aged 15-24. However in Jordan NRC has been experimenting with a more nimble model that aims to: modify programme content continuously

according to the evolving context; connect youth to higher education; partner with distance learning providers to offer online courses; create links between young people and their communities; and serve a wider age group than the typical YEP programme. Unlike in other NRC country offices, the Youth Programme in Jordan was independent from NRC's Education unit for the past few years.

The Programme operates in the three refugee camps near Amman: Al-Za'atari; Al-Azraq; and the Emirati Jordanian Camp (EJC), and is currently the largest-scale structured learning opportunity open to Syrian youth in the camps. The training consists of vocational skills such as tailoring, barbering, electrician skills and IT, in addition to life skills, literacy and numeracy. Distance learning courses are offered in various soft skills as well as English. NRC also offers a 3-month follow-up programme for graduates to manage community development projects under mentor supervision. Central to the Programme strategy is advocacy and coordination with other stakeholders in the youth empowerment sphere in Jordan, which has expanded to include regional and international advocacy on refugee youth issues as well.

The purpose of this evaluation is to support learning and provide guidance for future youth programme direction. It should also be an opportunity for NRC to be accountable to beneficiaries, partners and donors.

---

<sup>1</sup> UNICEF PCA narrative 20152016.

<sup>2</sup> This may be an overestimate; figure drawn from the Comprehensive Child Focused Assessment, which was conducted through interviews with heads of household, who may not always be aware of youths' informal livelihood activities.

The evaluation is based on a review of 47 mostly internal NRC documents; focus group discussions and individual interviews with Syrian camp residents including teachers in the Programme; and interviews with NRC staff and partners. Sampling of Syrian respondents was a combination of random, snowball and convenience, depending on location, and a likely strong positive bias toward the Programme was anticipated and accounted for.

The programme is overwhelmingly perceived as relevant to the needs of Syrian refugee youth, by participants and non-participant camp residents, as well as by NRC's partners. The dropout rate is quite high, though it is unknown how this compares to dropout rates in other NGO programmes. The Programme has adapted over time to the changing context and needs of the youth it serves, because of a declared commitment to adapt and remain relevant.

Asked about personal, social and emotional changes brought about by the programme, many specific impacts were mentioned. Responses varied by sex, with young women more likely to point to positive social effects and male youth more often reporting economic empowerment. Youth report that they are engaging in their communities more as a result of the Programme, which is NRC's overarching goal.

The Programme has not set targets for inclusion of vulnerable sub-populations of youth, and assumes that all youth in the camps are vulnerable. This was a strategic decision to ensure adequate numbers of participants, but it means NRC may not be reaching the most vulnerable. Barriers to participation are highly gendered, with females more likely to cite transportation and day-care, and males more likely to report having to work. In the opinion of nearly every person interviewed, the age cut-off of 32 years excludes too many vulnerable people.

By all accounts the Programme's autonomy from NRC's Education unit has allowed for greater flexibility to adapt and innovate than Youth programmes in other NRC Country Offices. Most staff interviewed say youth programming is a natural entry point for collaboration across NRC technical units. NRC is perhaps the most visible driver of coordination and advocacy efforts in the refugee youth empowerment arena, and external respondents credit NRC with catalysing change at several levels.

Lessons from Jordan that NRC could take as guiding principles include the emphasis on flexibility and adaptability; decision-making based on youth input; focusing on quality over quantity; maximizing use of ICT; investing in state-of-the-art teacher training up front, and mainstreaming 'soft skills' through the 'hard skills' courses.

WRC recommendations for NRC Jordan include to increase focus on the psychosocial effects; cede more ownership to Syrian teachers; create indicators around social engagement; identify the participatory approaches young people want; define an approach to prevention and response to gender-based violence; develop strategies to improve female youth retention; partner with private firms; and replicate the Youth Task Force model. Recommendations for NRC Head Office include building up the youth specialization; issuing guidance on contextualizing a youth programme; prioritizing youth advocacy and coordination in countries; empowering staff with youth research; and studying the impacts of youth programming and youth advocacy work.

# 1

# INTRODUCTION

## PROGRAMME DESCRIPTION

NRC has been implementing and refining empowerment programming for crisis-affected youth around the world since 2003. The model known as Youth Education Pack (YEP) has typically included technical and vocational education and training (TVET) alongside life skills and non-formal education, serving young people aged 15-24. However in Jordan from 2012 the Country Office (JCO) has been experimenting with a model aiming to be more context-specific, youth-centred and youth-development-focused. The programme mostly adheres to the 3-pillar YEP model, but has a stated strategy to “modify programme content, add new technical skills, [and] amend the Programme according to the evolving context,”<sup>3</sup> on an ongoing basis.

“It’s dynamic, what we do. It’s not fixed.”  
Staff of NRC’s youth centre, Za’atari D8

This has meant, among other strategies, changing the course offerings on an ongoing basis, connecting youth to higher education options, partnering with distance learning providers, and opting to serve a wider age group: 16-32 years as opposed to the normal 15-24.<sup>4</sup> Because the Programme has not been permitted to focus on economic empowerment per se, JCO has emphasized increased community participation instead. Unlike in other NRC COs, the Youth programme in Jordan has

also been a stand-alone platform with a management structure independent from NRC’s Education Core Competency, though soon there will be one Specialist advising for both, which may represent a return to NRC’s typical arrangement in other countries.<sup>5</sup>

With more than 70 Syrian and 23 Jordanian staff as of December 2015, according to NRC, the Programme is currently the largest-scale structured learning opportunity open to Syrian youth in the camps, and has benefitted over 3,200 youth to date.<sup>6</sup> There are two Youth Centres in the Za’atari Camp (District 10 and District 8), and one each in Azraq and EJC. The education and training consists of two main interventions:

- 1 Post-basic skills training in subjects such as mechanics, tailoring, barbering, and computer maintenance alongside literacy and numeracy, with the math tailored to the specific skill course the individual is enrolled in. Life Skills is mainstreamed throughout the training, using a UNICEF curriculum. The duration of a course is approximately 3 months depending on needs and content. Distance learning courses are also offered in: CV writing; child mental health, nutrition and health; entrepreneurship; job searching; career development; self-marketing; and English (by the British Council), and vary in duration.

<sup>3</sup> Youth macro LFA 092014 narrative

<sup>4</sup> The starting age of 16 is based on the fact that formal education is obligatory in Jordan until age 16.

<sup>5</sup> Core Competency (CC) is the internal NRC term for organizational unit or programme theme (Education, Shelter, etc.), while cross-cutting themes (Gender, Protection, Cash, etc.) are referred to as Thematic Competencies or Thematics). There is no specific CC or Thematic for Youth.

<sup>6</sup> UNICEF PCA Narrative 2015-2016; staff numbers from Paul Fean, JCO Youth Project Coordinator, by email 15 Dec 2015. Jordanian staff total is meant to rise to 28 persons in 2016.



Najwa, 27, amending a dress during the tailoring class at NRC's youth skills training centre in Za'atari camp in Jordan. The mother of three wakes up at 06:00 am to prepare breakfast for her children, dress them for school, tidy their shelter, and then walks for around twenty minutes to attend her class at NRC's centre. "I can't stay at home and do nothing. This is my life now, I filled my day in many tasks and activities. Learning tailoring is a nice skill to have, as I can use it in my future" Najwa says.  
© NRC / John Cutcliffe

2 In Za'atari District 8 only (and soon in Azraq), a 3-month follow-up programme is available for graduates of the training and other skilled youth to participate in projects for the benefit of the camp community, and to practice their skills. Projects have included repair of school desks, tailoring of school uniforms, fabrication of planters for hydroponic growing, and repair of wheelchairs. Learners also benefit from a small stipend, individual mentoring and soft skills development. The District 8 concept will be further refined in 2016 and branded a UNICEF Innovation Lab, where youth will identify community projects to work on through a mapping process with local stakeholders. The Lab will procure a vehicle to ensure youth are mobile while carrying out their initiatives. In Azraq NRC distributes toolkits to help youth apply their skills in the community .

The other main feature of the Programme is advocacy and coordination with stakeholders in the youth empowerment sphere in Jordan.

This takes several forms, including:

- ➔ Co-leading with UNFPA the Youth Task Force (YTF) in Za'atari, a camp-level coordination body;
- ➔ Participating in a new tertiary education coordination group led by UNESCO and UNHCR;
- ➔ Advocacy by field staff during dignitary, celebrity and donor visits, in interactions with other NGOs, etc.; and
- ➔ Although not an official part of its strategy, advocacy has expanded to include regional and international forums as well, including preparation of advocacy messages with NGOs through the Jordan INGO Forum for the Youth, Peace and Security Forum in Amman and co-leading with Save the Children on the UNHCR-sponsored Global Refugee Youth Consultations in Jordan, among other activities.

Further description of the Programme can be found in the Chronology annex.

## THEORY OF CHANGE

---

The Programme is rooted in a simple logic model with the objective to make youth, “more active members of their communities.” Communities is left in the plural, “to capture the diverse groups that youth belong to (family, public society, gendered experience of community...),” according to the JCO Youth Adviser.<sup>7</sup> The objective was purposely left vague on the assumption that, “Youth programmes have different outcomes for different participants, and they also have different goals and reasons for joining the Programme,” beyond simply economic empowerment.

The Theory of Change is reviewed in detail under Effectiveness.

## EVALUATION PURPOSE<sup>8</sup>

---

The main purpose is to support learning and provide guidance for future programme direction. In addition, the evaluation should also be an opportunity for NRC to be accountable to beneficiaries, partners and donors. In recent years, NRC has begun a strategic review of its youth programming, in particular of its flagship Youth Education Pack. To this end, in 2014 NRC engaged the Women’s Refugee Commission (WRC) to conduct an external review of the YEP programme. The Head Office considers the evaluation of the programme in Jordan as a key addition to the NRC youth learning agenda. The primary user of the evaluation is the Core Competency Section and in particular the Education Section. In Jordan, the management team, Youth and Education will utilise findings to adjust implementation and improve quality. Secondary users include the Middle East Regional Office, including MERO Education. Tertiary users include partners, donors, and other stakeholders.

## THEORY OF CHANGE

*Redacted slightly from Youth macro LFA 092014 narrative*

In order to ensure that youth benefit from relevant training programmes which make them more active members of their communities, NRC envisions a theory of change in which there are 2 main approaches.

- 1 Through the establishment of youth training centres, development of curricula and content, assessment of the situation and training of teachers and staff, NRC will offer a relevant variety of course choices to youth. It is anticipated that these courses, facilitated by motivated Syrian teachers would be accessible by motivated Syrian youth, who would enroll and complete the courses, thereby acquiring the skills and knowledge which can benefit the youth and enable them to engage in the community. Throughout the process, youth psychosocial needs should be addressed and ongoing awareness raising activities should complement the training activities for youth.
- 2 Through planned advocacy activities, coordination of the Youth Task Force and general coordination between key youth stakeholders [...], NRC aims to ensure that youth is a recognised group in society and that their needs are prominent in strategic planning within the education and protection sectors and is on the agenda of key stakeholders and donors. This in turn is expected to lead to an increase in funding and programming for youth, ensuring increased access to learning opportunities, which will in turn lead to an increased awareness among the communities and stakeholders of the potential of youth, further enabling youth to engage in their communities.

---

<sup>7</sup> Paul Fean, JCO Youth Project Coordinator, via email Dec 16 2015

<sup>8</sup> Sub-section redacted from Annex1: Evaluation.

# 2

## EVALUATION DESIGN AND APPROACH

Data was collected through literature review, group discussions and interviews, in a modified version of most significant change (MSC) technique. MSC is a method of participatory monitoring and review that collects and analyses accounts of change, to learn about what changes are most valued by individuals and groups, and why.<sup>9</sup>

### EVALUATION METHOD

---

A desk review considered 47 documents supplied by NRC or gathered in the field, including project documents, funding proposals, logical frameworks, assessment and evaluation reports, work plans, database records, surveys and research studies. (See Bibliography for full list.) Using a semi-structured interview guide developed with NRC input, the evaluation then convened 23 focus group discussions and 9 individual interviews with Syrian camp residents, as well as 25 key informant interviews.

#### EVALUATION SAMPLING APPROACH AND SIZE

Sixteen FGDs (9 female / 7 male) of 5-8 individuals each were held to obtain targeted feedback from programme beneficiaries and other camp residents: parents, community members, and non-participant youth. Four focus groups (mixed sex) and two individual interviews (1 F/1 M) were held with Syrian teachers, and one FGD with Jordanian NRC staff (mixed sex). Nine individual interviews (6 F/3 M) were also conducted with Syrian youth, including programme dropouts.

Eleven NRC Jordan staff were interviewed at all levels from Country Director to Youth Programme Team Leader, as well as four HO staff whose names were suggested by the Evaluation unit at HO. Finally, ten representatives of INGOs, donors and other agencies in Jordan were selected for interviews based on their knowledge of NRC's youth work. A list of individuals interviewed is included as an annex.

For practical reasons NRC itself was tasked with the sampling logistics. NRC sampled the beneficiaries at camp level from programme records on the basis of age; sex; and status as programme graduates, current students, non-participants, or dropouts. The sampling methodology was not uniform across the three camps due to difficulties in reaching the respondents. When possible, the respondents were chosen at random, but in some cases NRC staff resorted to using convenience sampling and snowball sampling in order to reach the desired numbers. Sampling methods used in the three camps and with the various cohorts are included as an annex.

---

<sup>9</sup> <http://betterevaluation.org/approaches>



## ETHICS

The evaluation was guided by the following ethical considerations:

- ➔ Openness of information shared: to the highest possible degree, to all involved parties (NRC staff, WRC staff, local officials and beneficiaries) will have open access to the study results and documents (reports, briefs, etc.)
- ➔ Confidentiality and informed consent: names and identifying information for youth and other beneficiaries, NRC staff, or others consulted will be kept confidential unless voluntary and informed consent is provided.
- ➔ Reliability and independence: the researchers and NRC staff will take reasonable measures to ensure that all findings and conclusions are correct and credible.

## DATA COLLECTION

All of the above activities were conducted by a WRC staff member using two male NRC JCO staff as interpreter and note-taker. These staff were purposely drawn from outside the Youth Programme. To elicit greater candour from Syrian female respondents, separate FGDs and interviews were carried out with female youth and conducted by women—two visiting female NRC Head Office staff members—using a female interpreter and note-taker, both NRC JCO staff but from outside the Youth Programme. Verbatim notes were taken by laptop on the interpreters' words in real-time in all sessions, and a backup transcript was made by hand by the local note-taker. Where quoted, any potentially sensitive statements were de-identified in this report.



Syrian refugee girls living in Zaatari and enrolled in the ICDL course at NRC's youth training centre - their wishes: "We want to go back to our homes, and to rebuild Syria, that is all we wish for". Noor, 25; "I want to be able to return to university and finish my degree, I wish we find this opportunity in 2016". Heba, 20, previous English major student at the University of Halab who was not able to graduate due to the conflict; "I wish for a better life for my children next year, a better quality life..." Fatima, 27 year old mother from Dara'a. \*Names have been changed to protect the identity of those featured in this post. © NRC / Hussein Amri

## DATA ANALYSIS

All transcripts and documents supplied by NRC were coded in NVivo software for qualitative data analysis. In some cases, WRC quantified the instances of respondents' mentions of issues and created infographics for inclusion in this report. The unit of analysis in these cases is the number of mentions of a topic across all the interviews and FGDs, which offers some idea of what topics respondents feel are important, which programme-related changes are most significant.

## ASSUMPTIONS, BIAS AND LIMITATIONS

The main limitation to the research is the positive bias often associated with this kind of evaluation. Vulnerable people in resource-poor environments are usually prone to say they have a positive view of a programme when they have access to few

other services. Evaluators can control for this somewhat by asking for specific examples of positive outcomes resulting from the programme.

NRC staff, drivers and translators were physically present throughout the evaluation process, which may have been another source of positive bias. Also NRC staff themselves conducted the data collection for the evaluation, so it would be reasonable to expect more positive bias in those particular transcripts.

The evaluators did push the respondents to be critical of the programme, as appropriate. Positive bias is also addressed in the phrasing of the questions, asking youth about how the programme has helped their friends and communities (rather than asking about themselves), and through asking for feedback from those not engaged in the programme.

## 3 CONTEXT

There are an estimated 120,000 Syrian refugees between the ages of 15-24 years currently in Jordan.<sup>10</sup> Approximately 20% (25,000) live in camps, while the remaining 95,000 reside in host communities.<sup>11</sup> The government of Jordan has taken a non-assimilation approach to Syrian refugees, meaning they do not enjoy the right to work, though they can access government schools up to the age of 16. Camp residents are only allowed to leave the camps for limited periods, which varies by camp, and only with permission from Jordanian authorities.

Many young people in the camps live in an environment where, “their parents and relatives are depressed or in shock, which has implications for the young people themselves. You can have as many as nine people living in some of these caravans, which puts lots of stress on everybody.”<sup>12</sup> According to the young people themselves, “... there is quarrelling at home with fathers, husbands and brothers,” and an NGO programme like NRC’s becomes important even simply as a means of getting out of the house.<sup>13</sup>

The camp environment is also more socially conservative than many youth were accustomed to in Syria, which has special implications for female youth:

“ Throughout the entire day girls just stay in the caravans – day and night.”

Female graduate, Azraq, 10 Nov 2015

<sup>10</sup> UNICEF PCA narrative 20152016

<sup>11</sup> Ibid.

<sup>12</sup> Female teacher, EJC, Nov 14 2015

<sup>13</sup> FGD with female participants in Za’atari D8, Nov 9 2015

“ You need to have a good reason to leave the caravan, otherwise it is badly perceived by the family.”

“ The headscarf was unknown back in Syria, but now because of being grouped with strangers in the camp we have to cover the head and wear long dresses and gloves.”

FGD with female participants in Za’atari D8, Nov 9 2015

Male youth have fewer constraints on their movement within the camp, but still complain of boredom, powerlessness, hopelessness, and lack of purpose, and heightened tension between young people.

“ There’s no difference in my life between now and a year and a half ago. Every day it’s the same routine. All we do is play football. We live in a place where we don’t have any freedom at all. We feel like prisoners.”

“ If I am with my sister and there’s a group of guys there they want to make problems for my sister. Or guys waiting in line at distribution sites make problems. There’s a lot of ignorance among us young people. They need to be taught about order.”

FGD with non-participant male youth, Azraq, Nov 10 2015

Of course many refugees are fleeing from traumatic circumstances, and some respondents were visibly suffering trauma symptoms such as shaking or crying during interviews.

“ In the buffer zone [during the period of flight from Syria] we had no food or water. We only received one meal per day. They kept us there for three months. We had to wash by collecting rain water. I saw babies and children die.”

FGD with female participants in Za’atari D8, Nov 9 2015



Syrian refugee youth at the NRC Youth Training Centre celebrating International Youth Day with games and competitions. © NRC / Dara Masri

## ENVIRONMENT OF THE CAMPS

The NRC youth programme operates in the three refugee camps near Amman: Al-Za'atari Camp; Al-Azraq Camp; and the Emirati Jordanian Camp (EJC). Za'atari camp opened quickly in 2012 and according to JCO staff, "there were so many refugees arriving each day the camp developed quite rapidly and organically. Consequently, the situation for Za'atari residents is quite different from that in Azraq and EJC camps, which were more carefully planned, purposefully sited in remote areas and where camp authorities "had the time to structure and organise the camp prior to refugees arriving."<sup>14</sup> There, refugee movement is much more restricted than in Za'atari, weather conditions are harsher, the camps are more isolated, opportunities are fewer, and the Syrians' morale is much lower.

All three camps are objectively depressing places, with endless rows of white caravan structures each housing individual families in a single room. The camps are ringed with security, with bumpy dirt roads and rocky soils that would seem incapable of supporting much plant life. Azraq and EJC are particularly bleak, more isolated from population

centres than Za'atari, largely treeless and wind-swept. The climate is unforgivingly hot in summer and cold in winter.

Azraq seems to be the destination of most new arrivals at the time of this writing. A combination of voluntary and non-voluntary police returns as well as arrivals from Rabaa Al Sarhan has meant a substantial recent increase in camp population,<sup>15</sup> though the camp is still mostly empty, as it was constructed in anticipation of a much bigger influx.

Formerly in Za'atari, there was high turnover of refugees in and out of the camp, which presented major challenges for programming, "but now it's more like a city. There's a fairly static population, [albeit] with small numbers going back to Syria every day."<sup>16</sup>

In Za'atari there are more opportunities for incentive-based labour with NGOs, often called cash-for-work, and some refugees are even able to run their own informal businesses (bicycle shops, kiosks, etc.) from their caravans or even in dedicated structures along the road. In EJC and Azraq not even informal economic activity is allowed, and there are few opportunities in incentive work.

<sup>14</sup> Emma Bonar, JCO Youth PM, Nov 11 2015

<sup>15</sup> UNICEF PCA narrative 20152016

<sup>16</sup> Robert Beer, Former JCO Programme Director and Former Country Director, Nov 11 2015

“ I waited one year and got a job guarding the perimeter of the camp but it only lasted a month. Now I am back doing nothing.”

FGD with non-participant males, Azraq, Nov 10 2015

A new marketplace is meant to be opened soon in Azraq, licensed by the local municipal authority, but according to UNHCR this will create only hundreds of jobs, not the thousands that are needed.<sup>17</sup>

## EDUCATION

---

The overwhelming majority (83.2%) of youth aged 19-24 in the largest of the three study sites for this evaluation, Za'atari, have completed neither high school nor university, and nearly 95% are not currently attending formal or informal education.<sup>18</sup> Young people encounter myriad obstacles to pursuing an education in the camps, including lack of accreditation in educational offerings, learners' lack of identity documents or proof of grade level, various mobility challenges including security threats and restrictive gender norms, among others.<sup>19</sup> Demand is also an issue; formal school in the camps is held in low regard by the youth interviewed, especially in Azraq:

“ The teachers just come and waste time and they don't actually teach. My brother was in school but he left after a few weeks because he didn't have anything to write with, or a backpack, or books, or any materials.”

FGD with male non-participants, Azraq, Nov 10 2015

“ My daughter left because of the bad treatment she received in the formal school. The teacher was just on the phone all day. And she would yell at her.”

FGD with female non-participants, Azraq, Nov 10 2015

The adolescent age group among Syrian refugees living in Jordan is disproportionately out of school, where “There's this massive drop-off at grades 6 and 7 for different reasons by sex, where girls are pulled out [of school] because families think it's unsafe, and boys are out of school because they're working illegally.”<sup>20</sup> Formal school is obligatory in Jordan until age 16, and as mentioned above, the Ministry of Education, UNICEF and a number of NGOs are providing formal, non-formal and informal education for school aged children.<sup>21</sup> However, formal vocational or higher education opportunities do not currently exist in camps,<sup>22</sup> and formal education provision is limited to MoE-run primary and secondary education. Where many MoE secondary schools in host communities include a vocational stream option for students, those in camps do not. While there has never been a comprehensive youth assessment in camps or host communities, it is reasonable to conclude that ~50% of Syrian youth do not have access to the type of secondary education they would have attended in Syria, and few scholarships are available to Syrians. ~ 25% of Syrian youth were previously in university and now do not have access to higher or tertiary education opportunities.<sup>23</sup>

## EMPLOYMENT

---

More than 92% of young people polled by UNICEF in 2015 reported they do not engage in any paid employment, training or even unpaid volunteering,<sup>24</sup> and the figures are especially abysmal for female youth and youth with disabilities. They lack the right to work, which is seen by all stakeholders as the main constraint. Syrian youth in Jordan have been identified as being “at real risk of becoming disenfranchised and

---

<sup>17</sup> Goze Ozdemir, Associate Field Officer, UNHCR Azraq, Nov 10 2015

<sup>18</sup> *Comprehensive Child Focused Assessment: Za'atari Refugee Camp, Jordan*, UNICEF, June 2015. This may be an overestimate; the Assessment was conducted through interviews with heads of household, who may not always be aware of youths' informal livelihoods activities.

<sup>19</sup> *Participatory Assessment in Za'atari Camp*, January 2015, UNHCR; and Uncounted and Unacknowledged, UC Davis Human Rights Initiative/Institute of International Education, May 2013

<sup>20</sup> Laura Marshall, JCO Education PM Nov 16 2015

<sup>21</sup> The remainder of this sub-section draws mostly from *UNICEF PCA Narrative 2015-2016*, an NRC funding proposal.

<sup>22</sup> Recently a small number of refugee youth from the camps have accessed university scholarships in Jordan.

<sup>23</sup> *UNICEF PCA Narrative 2015-2016*

<sup>24</sup> As above, this may be an overestimate; the Assessment was conducted through interviews with heads of household, who may not always be aware of youths' informal livelihoods activities.



resorting to negative coping mechanisms in order to seek out livelihoods and deal with their difficult situation.”<sup>25</sup> A recent NRC assessment found many young male Syrian adolescents in conflict with the law. “Families don’t want them out on the street after 18 [years old] because they can get [arrested] for working, but then the younger ones are working and we know they are terribly vulnerable.”<sup>26</sup>

## TRAINING

---

Camp youth are keen to be equipped with the skills and training for the labour market when they return to Syria. An August 2013 assessment in EJC asked youth and adults what kinds of activities would improve the situation of youth in the camp, and 83% mentioned training or education, citing specific vocational skills in their answer.<sup>27</sup> While formal post-secondary education remains unavailable, informal youth programmes such as the post-basic training provided by NRC

are the only opportunities for youth to continue their education in the camps.<sup>28</sup>

But training providers and Syrian youth struggle with government restrictions on refugees working or being economically empowered by NGOs.

- “ Any skills we learn, we cannot apply to practice, and we have no tools for doing business with these skills anyway.
- “ When we complete a programme, even if I get a good grade I am not that good at barbering because I can’t get any experience.”

FGD with male non-participant youth in Za’atari, Nov 11 2015

Syrian female youth face an additional barrier to training in the form of restrictive social norms, whether as a result of security fears that have been exacerbated in their flight from Syria, or because of patriarchal attitudes, or a combination of the two. “Sending girls for training is not a priority for families.”<sup>29</sup>

---

<sup>25</sup> Comprehensive Child Focused Assessment: Za’atari Refugee Camp, Jordan, UNICEF, June 2015

<sup>26</sup> Laura Marshall, JCO Education PM Nov 16 2015

<sup>27</sup> UNICEF PCA Narrative 2015-2016

<sup>28</sup> NRC SIDA intermediate narrative report

<sup>29</sup> Besan Abdelqader, Youth & Adolescents Development Officer, UNICEF Jordan, Nov 18 2015

Youth with disabilities lack access to training, recreational and educational activities, either because they do not know about opportunities, because few targeted services exist, or because their families fear for their safety outside the caravan.<sup>30</sup>

Another barrier to training is the lack of accreditation of those few TVET courses that are available to Syrian refugee youth. This limits potential demand. "Some of the youth think, 'Why should I bother to go to that training? I want a real certificate to better my life.'"<sup>31</sup> NGOs including NRC and donors like UNICEF do issue their own branded certificates to graduates of their programmes, but internationally-recognized accreditation is complicated, time-consuming and expensive for institutions to acquire.

## AGENCIES IN THE YOUTH EMPOWERMENT SPACE

---

Duty-bearers acknowledge that youth as a target group has not received equal attention in programming as other age groups. The GoJ Jordan Response Plan 2015 to the Syria Crisis notes that adolescents and youth are the most neglected groups. UNHCR acknowledges that "youth requires special programming, and this is a gap area, especially adolescents, but also youth in general." A UNFPA representative in Za'atari adds that among the little youth programming that does exist in the camps, not all of it is age-appropriate. "People who say they work on youth are [often] really working on younger youth and don't take into consideration the daily schedule of the older youth, if they have chores, or are married, or with children, or whatever."<sup>32</sup> Crucial for older youth, higher education is a relatively new focus in the response, which has only been introduced in the last year.<sup>33</sup>

Again, the main constraint for youth-serving organisations has been the government ban on Syrians working, and the tacit ban on TVET and real economic strengthening services for refugees. NGOs like NRC have been limited in what types of programming they could implement because "setting [Syrians] up with any kind of real livelihood activity, we are putting them at protection risk...of deportation back to Syria."<sup>34</sup>

---

<sup>30</sup> Paul Fean, JCO Youth Project Coordinator, Nov 18 2015

<sup>31</sup> FGD with male non-participant in Za'atari, Nov 11 2015

<sup>32</sup> Leana Islam, UNFPA Emergency Youth Officer, Za'atari, Nov 17 2015

<sup>33</sup> Joseph Field, English Partnerships Manager, British Council, Nov 18 2015

<sup>34</sup> Ana Povrzenic, JCO Programme Director, Nov 15, 2015

# 4 FINDINGS

**This section responds to the individual evaluation questions in turn.**

## RELEVANCE

---

Evaluation questions: To what extent is the current programme design and implementation appropriate (given limited opportunities and restrictions) to the educational, life skills and social needs of Syrian refugee youth? Is the Programme perceived as relevant by youth and the community? If so, in which ways?

The Youth Programme is widely considered relevant by the Syrian refugee camp community, a fact easily verified using numerous sources. The mere lack of other such services in the camps, and the youthful age of the population are obvious signs of relevance. In an internal assessment from Za'atari, June 2015, the programme was overwhelmingly (95%) described by participants as relevant to their needs.<sup>35</sup> Ninety five percent of respondents also said the training very much or somewhat improved their technical skills, and 100% of female youth said their self-confidence had increased as a result of the programme. Outcome and output data show the programme mostly reaching its goals in 2015, acknowledging it takes time to establish the reputation and trust needed to attract the numbers targeted.<sup>36</sup>

Staff claim that most students register for the courses more than once,<sup>37</sup> which would indicate satisfaction with the offerings. But most importantly, a wide cross-section of participants and non-participants in the camps express overwhelmingly positive impressions of NRC in this research.

“All Syrians in the camp are talking about the centre and the activities.”

FGD with female non-participants, Azraq, Nov 10 2015

“It has a good reputation. There are other youth centres, but many people still want to come to NRC.”

FGD of female graduates, Za'atari, 11 Nov 2015

Though the teachers are not without their minor labour complaints, they also tend to share this positive impression of the Programme. Likewise one finds a unanimous expression of confidence in NRC Youth Programme and its staff by the donor community and its NGO partners in Jordan. External criticisms are hard to find, and only minor.

---

<sup>35</sup> NRC Youth District 8 Participatory Report, June 2015, NRC

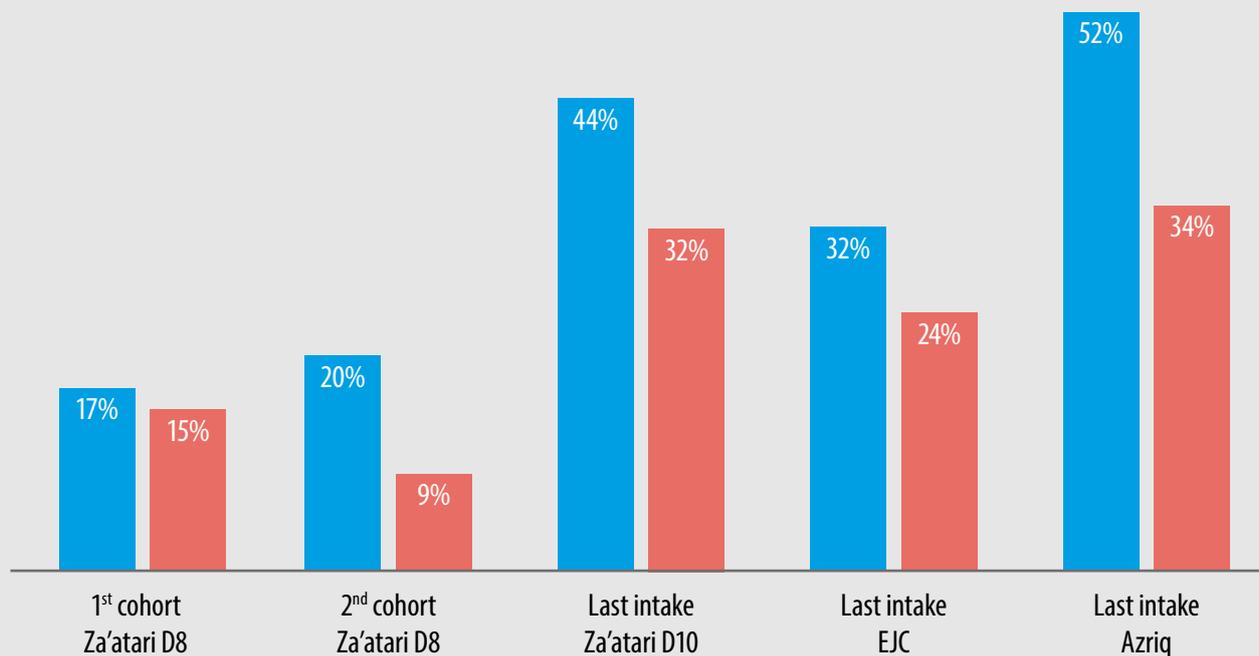
<sup>36</sup> SIDA Child and Youth 2015 Intermediate Narrative Report, 2015

<sup>37</sup> FGD with staff of Za'atari D8, Nov 11 2015

## PERCENTAGE OF MALES AND FEMALES THAT DROPPED OUT OF EACH COHORT

Data supplied by JCO Dec 2015

males females



“...the Youth Programme has gained them this nice, sweet reputation, and I have noticed it on our donor visits. [Donors] are blown away. ...they don't want to leave the centre. Yes it's a camp, but here you have these youth [benefiting from a] programme that is centred upon the beneficiary itself... If you put [NRC] alongside other partners they will shine. And we love this partnership... nobody could have done what they've done the last 3 years.”

Samia Qumri, Youth Officer, UNICEF, Nov 17

“Spectacularly relevant. It's a shame they aren't more present outside camps because of their expertise and quality of their programming is not really replicated [by others]. ...they have the capacity to look round corners and understand where the harm is that no one else sees. ...their staff are among the most expert and committed in the country. They ...hold high quality staff in senior roles for a long time and that means that they can build their expertise, and we all benefit. They seem also to be an efficient operation, no lavish headquarters, and they spend lots of time in the field, unlike other organisations.”

Joseph Field, English Partnerships Manager, British Council, Nov 18 2015

## DROPOUT

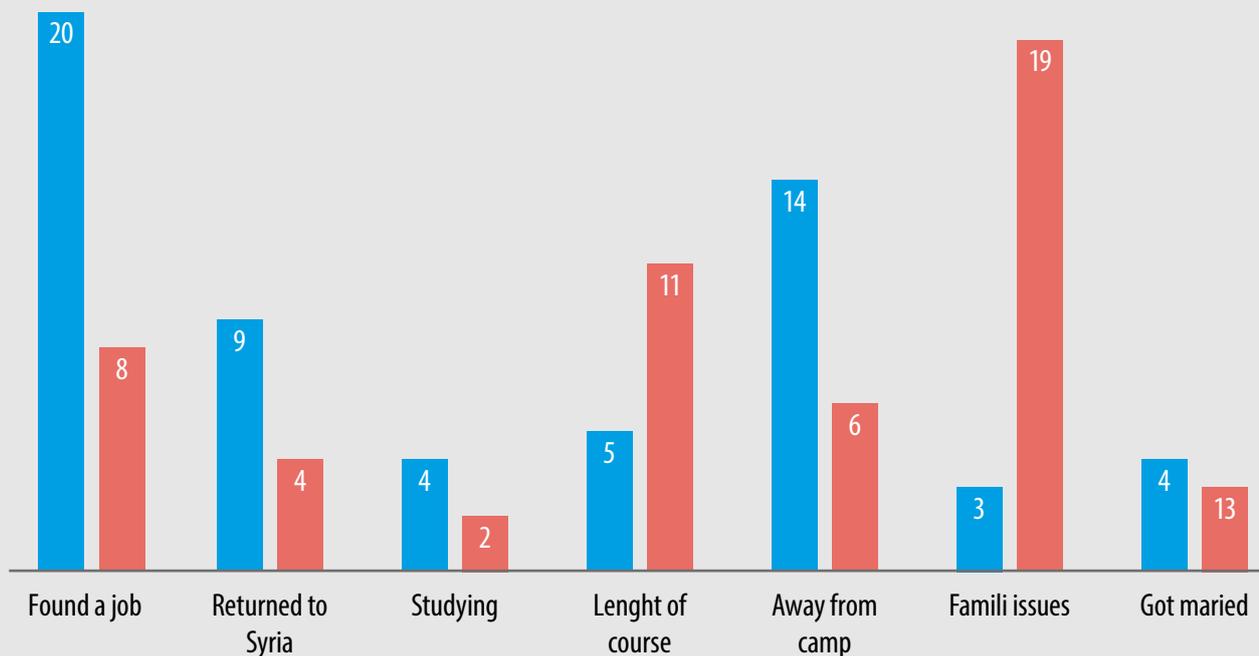
While the positive impressions of the Programme are a good indicator of its relevance, dropout may be another, and unfortunately dropout is a real problem for NRC. It is unclear how these dropout rates compare with other youth programmes in the camps.

The figure shows the percentages of males and females that dropped out. Older youth are more likely than younger youth to drop out, and especially males, for mainly economic reasons, as shown below. Males 27-32 years old accounted for most of the dropout in Azraq—eleven of the sixteen young men (69%) in that cohort. NRC has attempted to understand the dropout phenomenon, whose causes are multiple and various and differ by sex. In a recent internal survey, they found that female youth were most likely to cite 'family issues' or marriage as the cause for dropout, while male youth were more likely to cite economic reasons ('found a job'; 'away from camp').

## REASONS FOR YOUTH PROGRAMME DROPOUT

n= 122 (59 male, 63 female), NRC telephone survey 2015, Data provided by JCO

males females



Among the seven issues cited as causes for drop-out, three could be considered positive from the perspective of the youth (found a job; returned to Syria; studying). Of the others, there are only two that NRC could hope to have any control over: length of course (too long) and ‘family issues’. In the case of the first, NRC could shorten the course, but the quality of the training would surely suffer, as a 3-month vocational skills course is already quite short in comparison to many around the world. Also, among the youth interviewed for this evaluation, opinions were split between those who thought the course too short and those who thought it too long. And as shown below, the idea most often mentioned by female youth for improving the programme is to lengthen the courses.

In the case of ‘family issues’ as a reason for drop-out, assuming that this category includes some female youth experiencing family pressure not to attend the courses, JCO has taken steps to allay family concerns about the Programme, including

community outreach and holding open-houses, and this evaluation recommends taking further such steps to address female enrolment and retention. But according to UNHCR, to address the root causes would likely mean working with the community to unpack traditional gender norms issues over an extended period.

“ This is an overall concern from all the actors in the camp... it’s not an NRC problem. Engaging women and girls is always a challenge here and ... in other camps too. ...it’s not an area to be tackled in isolation; you need to mainstream Protection with other actors... To be realistic, this is not something that you will see changes in over a short period.”

Goze Ozdemir, Associate Field Officer, UNHCR Azraq, Nov 10 2015

It is unclear how NRC’s female enrolment and retention rates compare with other youth programmes in the camps.

## 5

## PERFORMANCE

## ADAPTIVENESS

**Evaluation question:** *To what extent has NRC adapted to the changing/evolving context for refugee youth over the course of the Programme?*

As noted above, unlike most youth empowerment programmes around the world, this one has a stated strategy to continually adapt to the needs of the youth. This means changing the course offerings periodically, partly in response to input from the youth. Many changes have been made in the 3+ years of the Programme, detailed in the Chronology annex. And as shown in What Could be Strengthened?, JCO has been largely successful at anticipating youth needs in terms of course offerings and programme design.

There is little evidence of meaningful youth participation in the development or management of the Programme. However, there is evidence of youth being empowered to give feedback to teachers at the classroom level. Asked about their participation in running the Programme, the most common examples from learners related to making suggestions to NRC staff, often through the suggestion boxes located in each centre. A minority of respondents said they were never engaged to give feedback, but most said they feel consulted, at least.

But even if an NGO would like to innovate with participatory youth empowerment work, there are major constraints.

“The youth came and said, ‘We want to create a committee to serve the community,’ and they just wanted [NRC] to be the venue to engage with UNHCR. But it failed because of conflict with the police and UNHCR.”

JCO Youth Programme staff member

This also relates NRC’s responsibility to do no harm, because helping young people organize themselves could easily introduce risk of arrest and deportation. Second, the 3-month turnaround of the cohorts in the Programme means that many learners will only have a brief relationship with the centre, which limits the potential for their meaningful engagement, especially in a setting where programmers say they need to build reluctant youths’ (or their families’) trust over time.<sup>38</sup>

Among teachers there is little to indicate that they adhere to, or have been exposed to any messaging about meaningful participation of the learners in the running of the Youth Programme. To the JCO Youth Project Coordinator, the key to introducing more participatory approaches with the youth will be introducing more participatory approaches with the teachers, “Because they are the ones that will have to do it with the students. We will get there. The attempt is for the ownership to shift over to the Syrian teachers.”<sup>39</sup> One important step in this process will be for JCO to define what it means by participation.

<sup>38</sup> The center does allow learners to return and take other classes if they wish.

<sup>39</sup> Paul Fean, JCO Youth Project Coordinator, Nov 18 2015



English is one of the languages Syrian refugee youth want to learn in Zaatari refugee camp. Moayyad shows us his English notebook where he has noted a few questions down to practice with colleagues and staff at the centre. © NRC / John Cutcliffe

## AGE-APPROPRIATENESS

---

**Evaluation question:** *Are the Programmes offered equally applicable to all defined age-groups and what has been the implication of including these age-groups in the Programme?*

As noted, the Programme serves a wider age range than NRC usually targets: 16-32 years as opposed to the normal 15-24. Syrian refugee respondents had much to say on the issue of the age cut-off (See Are we reaching the right people?), but they had little to say on the issue of mixing of the age groups, which may itself be an interesting evaluation finding. Generally, younger learners did not complain about being lumped in with older learners, and vice versa. Only one instance of a learner complaining about the mix of age groups was captured, a 27-year-old male programme dropout in Za'atari. "They need to have a basic programme for 12-17 year olds...more tailored to that level."<sup>40</sup> One teacher told an anecdote about a strong-willed younger student clashing with an older learner, but most teachers say they find it helpful to have a mix of ages in classroom, because the older learners can counsel the younger ones and be an example for them. None of the older learners or teachers complained that the curriculum was too basic for the older learners, and none of the younger learners complained that the curriculum was too advanced. The teachers are in

agreement with HO and JCO staff, that education level rather than age is the key factor to be considered in the classroom in this context.

## EFFECTIVENESS

---

**Evaluation questions:** *How has the Programme improved the lives of young people and the broader community? Focus on both planned changes (re-viewing the Programme theory of change – ability to secure further education, training or livelihood activities) and unplanned changes, which are identified as being important to youth.*

To find out whether the Programme works as intended, the evaluation first reviewed the steps in the Programme's Theory of Change, to verify how JCO's fundamental assumptions are playing out in reality.

As shown below the assumptions of the ToC hold generally true and NRC has contributed to making young people more active members of their communities in multiple ways. Gaps in the ToC are noted in the Observations column. In particular the later steps in the ToC would be difficult to measure and verify.

---

<sup>40</sup> Nov 11 2015

Steps in the Theory of Change	Observations
<i>“Through the establishment of youth training centres. . .</i>	Centres established, functional, and are seen by HO Education Adviser as state of the art. <sup>41</sup> Accidents and health and safety issues came out in some FGDs, and evaluators observed students not wearing protective equipment. Teachers in Azraq expressed concern around having the children’s play area in close proximity to the welding workshop. Staff report that beneficiary records may not be adequately protected, in case of break-in or confiscation by authorities, which is a protection risk. Some youth call for upgrades to the centres and for more to be built. Distance to centres is a problem especially for female youth.
<i>. . .development of curricula and content. . .</i>	Curricula and content developed. Youth were not involved in the curriculum development process, but few if any learners complained about the content, in interviews. Teachers and trainers say they appreciate the ownership they had over the curriculum development process.
<i>. . .assessment of the situation. . .</i>	Was not possible for NRC and partners to conduct a full-scale youth assessment for political reasons, but several pieces of relevant research have been conducted, including this evaluation. A youth assessment in the three camps is planned for 2016, in partnership with UNICEF.
<i>. . .and training of teachers and staff. . .</i>	Training of teachers has been an area of innovation and investment, mostly in the form of a dedicated staff member, as noted by HO Education Adviser and external partners the EU and British Council. Innovations in teacher training have been documented and presented externally.
<i>. . .NRC will offer a relevant variety of course choices to youth.</i>	Courses are widely perceived as relevant by the young people interviewed. Course offerings change every three months or so, which may be a unique approach among INGO Youth Empowerment programmes globally. Relevance is also found in looking at the youths’ requests for future course offerings; WRC quantified the requests and no particular course(s) stands out as an obvious gap, suggesting that NRC is responding to the interests of youth.
<i>It is anticipated that these courses, facilitated by motivated Syrian teachers. . .</i>	Teachers appear motivated, though WRC did not observe them in action. Their morale is high and they seem invested in the outcomes of the Programme. Learners did not complain about the teachers in interviews, the way they did about teachers from MoE schools. NRC claims to take ample time in recruitment and to hold teachers to high standards.
<i>. . .would be accessible by motivated Syrian youth. . .</i>	According to NRC, “the inclusion of [the word] ‘motivated’ here originates from theories of learning where motivation on the part of the learner is essential for learning to occur. At the end of the day, they are the decision makers on whether or not they participate, and this presupposes motivation.” <sup>42</sup> Programme participation is currently based on self-selection; there are no selection criteria other than age, though vulnerability criteria will be introduced in 2016. Dropout is a problem, though it is unclear the extent to which this is a motivation issue, as the youth (especially females) face many constraints to participation, some of which NRC has worked to address, though more could be done. See Barriers to Participation.
<i>. . .who would enrol and complete the courses. . .</i>	Unclear whether the programme is under- or over-subscribed. Both problems were mentioned; likely differs by course and by location. ICDL is the one course that tends to be oversubscribed, because it is the only one accredited internationally. <sup>43</sup> Completion rates, too, are very different by location, according to NRC M&E data. One cohort of older male youth in Azraq had a 69% dropout rate. See Dropout, as well as Annex 12.

<sup>41</sup> NRC Jordan Programme: Education Adviser Visit Report July 2015

<sup>42</sup> Source: aggregated NRC feedback on draft evaluation report.

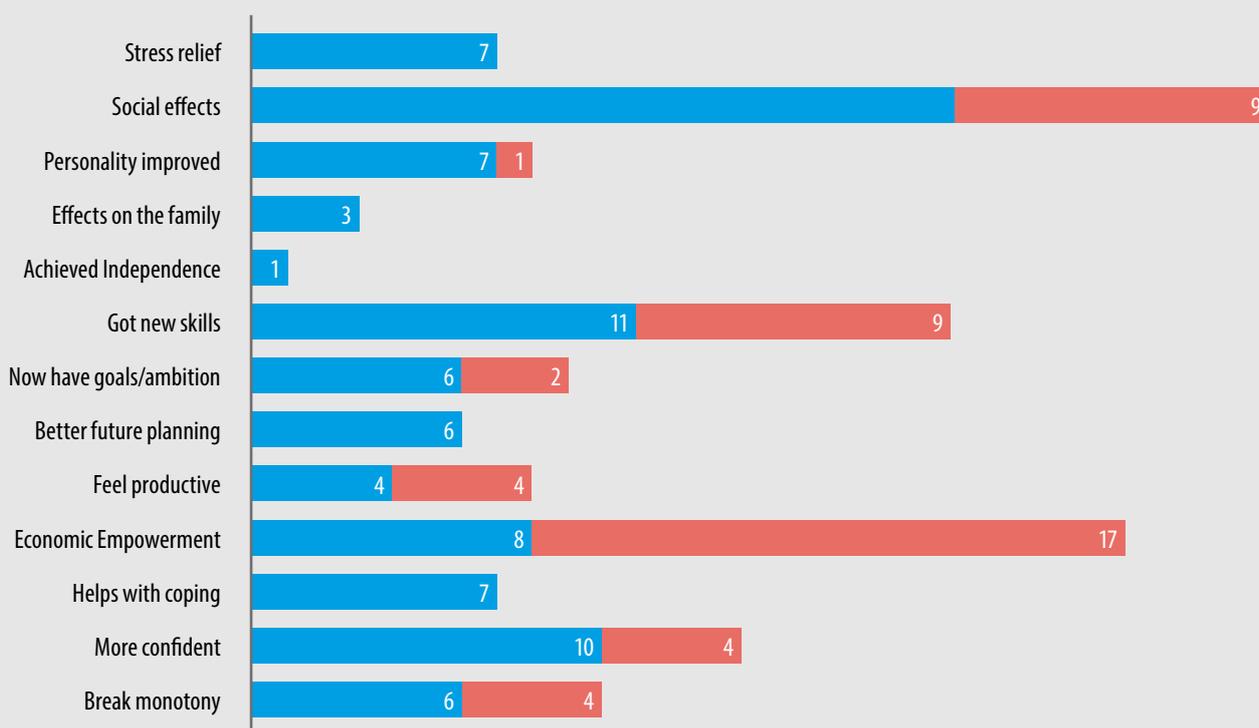
<sup>43</sup> Emma Bonar, JCO Youth PM, Nov 11 2015

<b>Steps in the Theory of Change</b>	<b>Observations</b>
<i>... thereby acquiring the skills and knowledge which can benefit the youth. ...</i>	There was much discussion in interviews of the skills learned; nobody who completed the Programme is complaining that they failed to acquire skills, even when they are frustrated that conditions prevent them from using the skills.
<i>... and enable them to engage in the community.</i>	This could take many forms. NRC needs indicators for this, preferably developed with staff and beneficiary input. Female youth especially mention the social impact of the Programme as the most significant change. Youth are engaging in their communities more as a result of the Programme: visiting friends, girls leaving their caravans, doing each other's hair and make-up, applying their skills. See Effectiveness.
<i>Throughout the process, youth psychosocial needs should be addressed. ...</i>	Unclear the extent to which PSS needs are an explicit strategy, but a wide variety of positive impacts were mentioned by respondents (confidence, new friends, personality improved, breaks the monotony, etc.). The JCO Youth Project Coordinator says the Programme will do more on PSS response in the future.
<i>... and ongoing awareness raising activities should complement the training activities for youth.</i>	According to staff, "a plethora of awareness-raising activities have been conducted with the YTF and other partners. . . training for boys and men on GBV and many more." <sup>44</sup>
<i>Through planned advocacy activities, coordination of the Youth Task Force and general coordination between key youth stakeholders. ...</i>	Confirmed that these activities are being carried out and NRC is seen as perhaps the most prominent actor in this space in Jordan.
<i>... NRC aims to ensure that youth is a recognised group in society. ...</i>	Difficult to measure NRC's relative role in this. Also do not have a baseline of societal recognition of youth to compare against. Anecdotally, more than one key informant said that NRC's advocacy work has changed government perceptions of youth, or at least that youth needs are now better reflected in policy. Youth are engaged by camp managers as positive contributors to the community, which is in part due to YTF activity, of which NRC is an important contributor.
<i>... and that their needs are prominent in strategic planning within the education and protection sectors and is on the agenda of key stakeholders and donors.</i>	NRC would need to define prominence, but to the extent that youth needs are recognized, NRC is cited as instrumental in making this happen. The Jordan Response Plan 2015 to the Syria Crisis was mentioned by several respondents as an example of successful NRC advocacy.
This in turn is expected to lead to an increase in funding and programming for youth, ensuring increased access to learning opportunities,	Key informants differ in their opinions as to whether funding for Youth Empowerment is trending up or down. Verifying this would require mapping of funding flows, and even still, NRC's contribution would be difficult to attribute.
<i>... which will in turn lead to an increased awareness among the communities and stakeholders of the potential of youth, further enabling youth to engage in their communities."</i>	How to measure awareness of the potential of youth and attribute it to NRC programming? Again, in the opinion of NRC's partner organizations, NRC has been instrumental in raising the profile of youth issues.

<sup>44</sup> Source: aggregated NRC feedback on draft evaluation report.

## # OF MENTIONS OF PERSONAL, SOCIAL AND EMOTIONAL DEVELOPMENT EFFECTS OF THE PROGRAM, BY SEX

males females



## PERSONAL, SOCIAL AND EMOTIONAL DEVELOPMENT

**Evaluation question:** *In which ways has the Programme contributed to the personal, social and emotional development of youth?*

To answer this question, and to capture the ‘unplanned changes’ mentioned in the previous evaluation question, WRC explicitly asked respondents about the most significant changes brought about by the programme, and also collected and quantified all responses that came up organically relating to personal, social and emotional changes they had experienced. Responses varied markedly by sex.

Perhaps not surprisingly for a sub-population that is socially isolated and constrained by conservative cultural norms, female youth mentioned the social effects of the programme more than any other. Males mentioned changes related to economic empowerment the most, in spite of the fact that they are legally prohibited from working, and in spite of the fact that most (with the exception of the barbers, it seems) are unlikely to be using their skills to earn money after graduation.

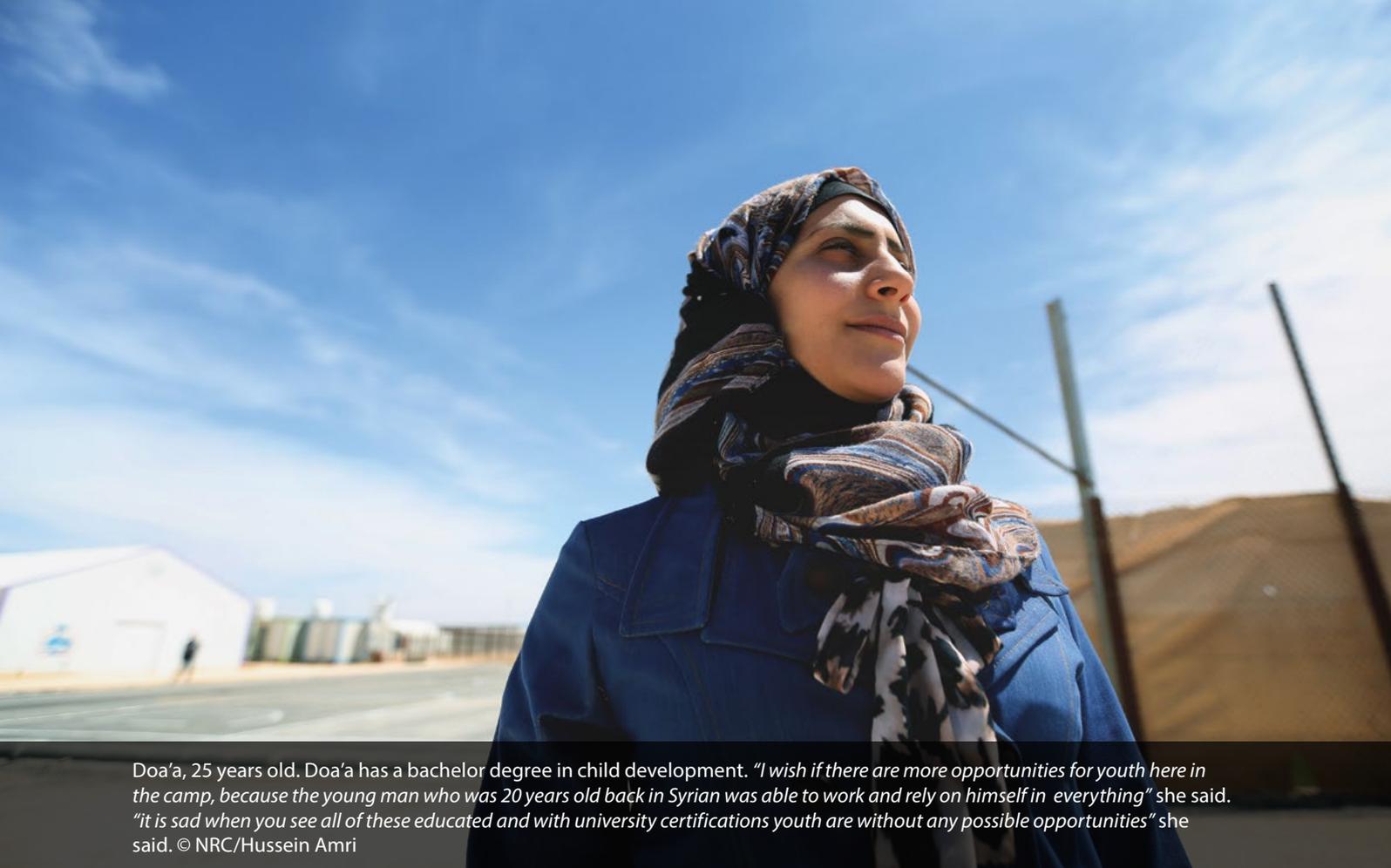
“ I learned how to deal with people, how to absorb anger, I learned about myself. I learned how to stay calm and [figure out] what is the matter with me, to act instead of react. I learned how to deal with people. ... It also helped the children. They are calmer now than before. This reduced the problems in the family. I consider the Programme a care taker, a guide, a shepherd, like a mother. ... Here, you are able to break the daily routine, meet new people, and see your friends. It is another kind of life.”

Female graduate in Za’atari D8, Nov 12 2015

“ At the personal level, I gained knowledge. Like, I used to only know the names of software, but I couldn’t tell you what they were for. Now I know something about these software packages and I can put it on my CV. Speaking of which, I used to have to pay someone to make my CV for me, but after the course I can now do all that myself.”

FGD with male programme participants 19-32 years old, Nov 9 2015

For a sampling of stories of change narratives from the interviews and FGDs, see Annex 1.



Doa'a, 25 years old. Doa'a has a bachelor degree in child development. *"I wish if there are more opportunities for youth here in the camp, because the young man who was 20 years old back in Syrian was able to work and rely on himself in everything"* she said. *"it is sad when you see all of these educated and with university certifications youth are without any possible opportunities"* she said. © NRC/Hussein Amri

## ARE WE REACHING THE RIGHT PEOPLE?

Globally, all NRC evaluations in 2015 asked this same basic question about whether the Programme is reaching those who are most vulnerable and at highest risk. NRC established its own criteria for answering the question, presented here in italics followed by evaluation observations in bullets.

NRC has undertaken an assessment of the needs of affected populations and has identified vulnerable groups.

- According to the PM, a proper refugee youth assessment has not been possible in Jordan due to political constraints, though NRC is planning a comprehensive camps-based assessment in early 2016 and a regional report is currently under development.
- The Programme assumes that the entire population of the camps is vulnerable, and the youth have been identified by various agencies including GoJ as the most underserved demographic in the response.

NRC has clearly defined who should be targeted through its programmes. This definition includes specific targets for different displacement affected populations, disaggregated targets for men, boys, women and girls, and clear vulnerability criteria.

- Project documents do contain disaggregated targets.
- Vulnerability criteria were not used for the first 3+ years of implementation, with the idea that simply 'flinging open the doors to the community' would allow NRC to build trust and word of mouth, especially in a context where female youth are often prevented by their families from participating.
- Vulnerability criteria have been identified for 2016 building on the UNHCR vulnerability assessment framework.

NRC has carried out selection processes for participation in its programmes in line with the humanitarian principle of impartiality. The selection process avoids bias or exclusion.

→ JCO Youth Project Coordinator says, “The number of students registered has been, to a large degree, in alignment with available spaces and targets. There has been an assumption that all youth in the camps are vulnerable and would benefit from our services. If a course filled up [as the International Computer Driver’s License sometimes does] then students could sign up for another course or come back for the following intake.”<sup>45</sup>

NRC is working in areas where the highest needs have been identified. Where this is not possible due to access constraints, there is evidence that NRC is directly working to gain access. There is evidence that NRC is well co-ordinated and providing unique or complimentary services where they work.

→ Formerly it was a sound assumption that the camps were the places of highest need, but most NRC partner agencies are now calling on the Youth Programme to start working in urban settings as well.

→ There is ample evidence that NRC is well co-ordinated and providing unique or complimentary services in the camps.

NRC’s programmes are designed in a way that enables access for their target groups, including the most vulnerable. There is evidence that NRC has been effective in reaching their targeted beneficiaries. This can be confirmed through monitoring data and triangulated with additional data collected during the evaluation. Is NRC tracking/verifying ‘beneficiaries’?

→ Some (especially female) youth complain that more centres are needed, or that transport should be provided, but this will usually be the case in a centres-based programme.

→ The Programme has been effective at reaching many of its targeted beneficiaries, but managers admit that courses for females are under-subscribed. “We take whatever females come,” according to the PM. Many gendered barriers to participation were cited by the youth, some of which NRC has worked to address, as shown below.

The evaluation concludes that the initial targeting was appropriate and relevant, that those most in need were reached through the Programme.

→ The initial targeting of the camps was appropriate and relevant.

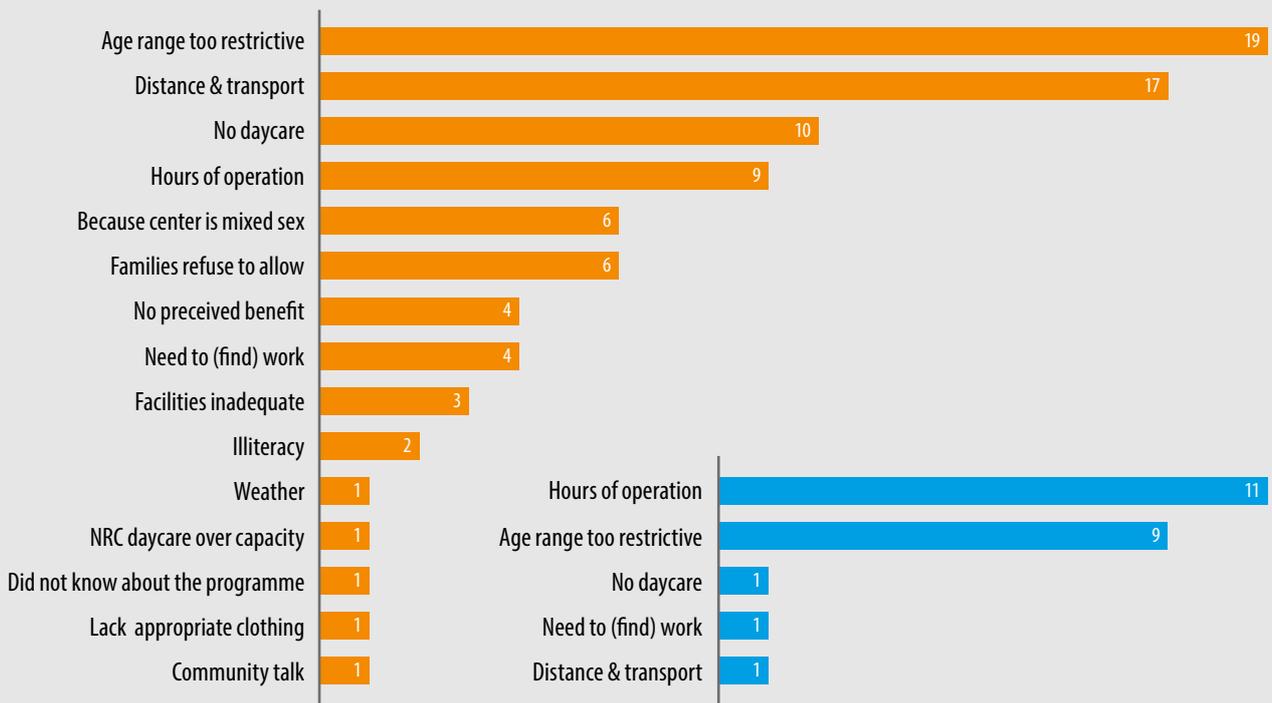
→ According to its architects, the initial strategy of having no vulnerability criteria for participation was necessary to ensure adequate demand for the Programme.

→ In the opinion of nearly every person interviewed, be they staff, beneficiaries, or other stakeholders, the age range of 16-32 years is too narrow, especially the upper limit. In an increasingly protracted displacement context, currently a 33-year-old Syrian refugee has potentially not been involved in training since 28. Even among male respondents, many comments on the age cut-off question singled out the needs of women, and specifically widows and divorced women.

→ Efforts have been made to increase female participation, with mixed results, and managers admit they can do better.

**THE AGE RESTRICTION OF 16-32 YEARS WAS THE SINGLE MOST-MENTIONED TOPIC AMONG ALL RESPONDENTS DURING THIS EVALUATION, REGARDLESS OF WHAT QUESTION WAS BEING ASKED.**

<sup>45</sup> Paul Fean, JCO Youth Project Coordinator, by email 5 January 2016



## BARRIERS TO PARTICIPATION

Being able to reach the right people presupposes their ability to overcome common barriers to participation. The evaluation worked to identify the most common ones. As noted, the age restriction is the most mentioned barrier, regardless of sex, but there are many gender-related barriers including families refusing girls to participate, even lack of adequate clothing to leave the house. Some barriers were specific to location. Seventeen females and one male mentioned distance and transport issues, mostly in Azraq and Za’atari, where distances are greatest. Day-care was mentioned by 10 females and one male in EJC, where there is no daycare.

Males were more apt to mention economic-related barriers, namely that they have a hard time fitting the coursework into their working (or looking for work) schedules.

## INCLUSIVENESS

**Evaluation question:** *How can the youth programme better target sub-groups of youth to become more inclusive?*

In addition to the question about reaching the right demographics, this evaluation sought to understand issues of sub-group inclusion. In general, the camps are fairly homogenous in terms of ethnicity and religion, so the focus of inclusion discussions tends to be on sex, age and disability.<sup>46</sup>

Last year three members of the Youth team attended UNHCR training on LGBTI issues, and this is “an area where NRC could do more in terms of staff capacity building,” says the JCO Youth Project Coordinator. “Though I am not sure of how it could be integrated into programming beyond staff awareness,”<sup>47</sup> because of the deep cultural sensitivities in this context.

<sup>46</sup> Paul Fean, JCO Youth Project Coordinator, by email 5 January 2016

<sup>47</sup> *Ibid.*

The Programme’s own talking points for youth advocacy say that the needs of people with disabilities have been consistently highlighted by youth in participatory assessments.<sup>48</sup> They call for “Inclusion of youth with disabilities in education, training, volunteering and recreational activities through targeted design and outreach, enhanced accessibility and staff training,” and the evaluation found that some disabled youth are participating in the Youth Programme. But according to some JCO staff and leadership, NRC has so far been “really weak” on disability.

Teachers have not been trained on inclusive approaches to education. The centres are reasonably accessible for those with physical disabilities, “but even this could be improved,” according to Youth Project Coordinator Paul Fean. “Targeting, outreach and facilitating travel to the centres... could all be used here.”

“We need someone with experience on trauma cases, and working with slow learners. [Currently] we can refer them [to other agencies], but it would be good to have someone roving on staff who can help us.”

Dina Al’addin, Youth Project Coordinator, Azraq & EJC, Nov 16 2015

## ADVOCACY, COORDINATION AND REPRESENTATION

**Evaluation questions:** *What has been the role of advocacy, coordination and representation in the youth programme and how can it be improved? What has been the impact, if any, of the youth programme on the general context and debates regarding youth in Jordan?*

By all accounts NRC JCO has been one of—if not the most visible driver of coordination and advocacy efforts among refugee youth empowerment actors in the country. JCO itself and external stakeholders are quick to credit NRC with

catalysing change in the youth sphere, and influencing the behaviour of other actors, including the Government of Jordan.

“[JCO has] single-handedly done all this advocacy to get youth on the table internally, [as well as] in all the [humanitarian] sectors [in Jordan], and internationally advocated very strongly to have its own coordination platform and system, and very effectively navigated all the politics at the coordination level. You now see all these sectors doing youth work much more than before.”

Catherine Osborn, JCO Protection PM, Nov 15 2015

The Youth Task Force in Za’atari, which is co-led by NRC and UNFPA, is seen by respondents from NRC HO, JCO and among external partners as a model of successful collaboration.

“They’re constantly doing stuff together. It’s not about going to meetings and just giving updates and trying to show the group that your agency is doing this or that great initiative. It’s about taking specific actions, achieving things, and having shared agenda items. [NRC and UNFPA] have really made that a very dynamic group.”

Laura Marshall, NRC JCO Education PM, Nov 16 2015

“...and the fact that they called for that first meeting of the youth task force in Za’atari...[a group] that’s very operational and ... very consistent. I certainly would not look at any future opportunities for collaboration here... without involving NRC.”

Natalia Tapies, Save the Children MENA Regional Advisor on Adolescents and Youth, Nov 16 2015

For now the YTF structure exists only in the Za’atari camp. In the words of one stakeholder, JCO and others tried to create a similar structure at national level, “but got a lot of pushback,” in the words of one respondent, because, “It ruffles feathers in UN agencies who just want to own the territory on youth.” However NRC also participates in a nascent tertiary education coordination group led by UNESCO and UNHCR, of which NRC is seen by both convening agencies as “an important member... more at the forefront than any other.” Several respondents credited NRC with being the main force behind the government’s

<sup>48</sup> NRC Jordan youth messages



Mohammed, 20 years old. Mohammed is one of the general maintenance graduates from NRC's Youth centre in Zaatari Refugee Camp, he got an excellent grade in this course. This course is provided in Zaatari camp by NRC's advance Youth Centre in district 8. © NRC/Hussein Amri

integration of youth into the Jordan Response Plan, where the Social Protection and Education sector strategies now outline the specific needs and priorities for youth programming.

At the regional level, JCO supported young people to develop advocacy messages for the Youth, Peace and Security Forum in Amman, and co-leads with Save the Children on the UNHCR-sponsored Global Refugee Youth Consultations for MENA.

“...as an organization having a voice on youth and being extremely active I can already see that has had value to a number of processes. We [Save the Children] are having discussions with UNICEF to have a regional platform on youth and I would not hesitate to ask NRC Jordan to be part of it because of the role that they are playing. NRC is willing to go beyond just their Jordan mandate and that is clearly shown in their participation in the global youth in emergencies consultations, and they have been leading on the national youth consultations as well.”

Natalia Tapias, Save the Children MENA Regional Advisor on Adolescents and Youth, Nov 16 2015

Internationally, too, JCO has been one of the most visible advocates in the refugee youth empowerment space, having been invited abroad to advocate on protection, education, and increased access.

Looking forward, the Youth Programme's stakeholder analysis for 2016 lays out the advocacy messages and targets to prioritise. Conspicuously missing here is perhaps the most obvious advocacy target in the youth space—the restriction on right to work for refugees. Clearly there is a need for a collective effort to advocate for agencies to be allowed to provide real economic strengthening services to refugee youth, and for Syrians to have the right to work in Jordan. At least one of NRC's donors is calling for JCO to be more proactive in this space.

## 6

## WHAT COULD BE STRENGTHENED?

**Evaluation questions:** *How should NRC adapt the approach to improve relevance and appropriateness, focusing on areas that should be scaled up or adapted moving forward? By reviewing the theory of change and identifying existing as well as potential innovative elements of the Programme, what could be strengthened to achieve greater impact in areas identified as important in the lives of youth? How can NRC's processes and approaches be adapted to better respond to the objective of youth empowerment and social engagement?*

## YOUTH RECOMMENDATIONS

Youth participants, dropouts and non-participants were asked directly in FGDs and interviews about how to improve the Programme, and their responses are quantified below. Some of the requests are beyond NRC's power to fulfil due to Jordanian law and policy (employment services, start-up toolkits, create a market), while others may be cost prohibitive (more centres). Again the responses vary widely by sex. In contrast to the male youth who say they dropped out because the course was too long, one of the ideas most often mentioned by female youth for improving the programme is to lengthen it.

In addition to the three mentions above, the sex separation issue also came up seven times as a barrier to female participation. It seems that many female youth or their families do not like their having to attend a programme in a mixed-sex environment. However, some female respondents said that more exposure to the centres by their families through Open Days could be key for acceptance.

Female youth: what could be strengthened?	# of mentions
Lengthen course	6
More centres	6
Employment services (links to jobs)	5
Day-care	4
Start-up toolkits	4
Follow-up monitoring	3
Improve facilities	3
Provide transport	3
Separate the sexes	3
Demonstration fairs	2
Gym	2
Make real products (not mock-ups)	2
Course accreditation	1
Cafeteria	1
Take programme out into community	1
Create a market	1
Establish meeting space (social)	1
More participation	1
Negotiate with families for female participation	1
Greater space in the centre	1
Sports	1



© NRC / Hussein Amri

Barbering and hairstyling classes. Sami (24) practicing shaving during the Barber and Hair-styling class at NRC's youth training centre in Zaatari Refugee Camp in Jordan, June 2015. © NRC/Hussein Amri

Female youth: what could be strengthened?	# of mentions
Sports	4
Course accreditation	3
Start-up toolkits	3
Continuing education	2
Employment services	2
Gym	2
Library	2
Take programme out into community	1
Make a production centre	1
Establish meeting space (social)	1
More autonomy to teachers	1
More centres	1
Peer education	1
Provide a meal	1
Set up busnisses	1
Greater space in centre	1
Stipend	1

## REQUESTED COURSES

The youth were not prompted to suggest course topics for future intakes, but many did, and these were quantified and presented in an annex. The distribution of requests is fairly even and no single course topic stands out relative to the others, suggesting that the Programme is already responding well to youth needs.

## 7

## GUIDING PRINCIPLES

**Evaluation question:** *Are there core guiding principles of the Programme approach which can be generalised as ‘guidelines for youth programming’?*

Roughly in order of the frequency with which they were mentioned, this section presents staff and NRC partner responses when asked about what principles from the Jordan programme that NRC should take to its youth work in other countries.

**FLEXIBILITY AND ADAPTABILITY.** “The problem with most youth programmes is that you get good at what you’re doing, and then you start to stagnate, and then you become obsolete. You need the programme to be ever-changing, responsive.”<sup>49</sup> It may not be enough to declare that the programme is going to be flexible; it may require a stated commitment to being so.

**DECISION-MAKING BASED ON YOUTH INPUT,** basing the course selection on the prior skills and personal aspirations of the youth, and, “Always asking them what they need.”<sup>50</sup> To facilitate their freedom to choose, course offerings need to be ‘modular’, with multiple possible pathways through the programme.

“ Usually in humanitarian settings [agencies] seem to recruit based on technical expertise and experience. But we hire based on attitude and potential. The expertise comes from the Syrians anyway. We specifically hire national staff who are passionate about what we do and have potential to contribute. In Jordan that often means hiring youth, who have not become accustomed to hierarchical work environments and are still eager to learn and develop with the programme and the team. The staff are role models for the youth and we should keep this in mind when recruiting.”

Emma Bonar, JCO Youth PM, Nov 15 2015

**YOUTH AS ITS OWN PROGRAMME STREAM,** not a sub-theme of some other sector. Many NRC respondents echoed field staff in the Za’atari District 8 centre, that, “The initial decision to have a youth programme separate—this is what made the difference.”

**HIRING ON THE BASIS OF YOUTH-FRIENDLINESS,** passion for the work, rather than technical expertise.

**FOCUSING ON PROGRAMME QUALITY** over quantity of individuals served. Among NRC partners in Jordan this was a common theme, that NRC is known for the quality of its Youth programming, which puts pressure on other actors to focus on quality as well. In particular the staff recruitment and teacher training are seen as keys to quality.

**USING ICT.** “These [ICT] courses are so popular, right the way through, back into education. Even the people who won’t go to school will come to a 1-hour ICT course,”<sup>51</sup> in part because these skills are likely to be marketable regardless of where refugees end up.

**INVESTING IN STATE-OF-THE ART TEACHER TRAINING** up front, through the recruitment of long-term specialist expertise.

**MAINSTREAMING THE LIFE SKILLS** throughout the ‘hard skills’ course curricula, rather than making them a stand-alone subject.

<sup>49</sup> Lian Bradley, HO Evaluation and Organizational Learning Advisor, Nov 11 2015

<sup>50</sup> Dina Al’addin, Youth Project Coordinator, Azraq & EJC, Nov 16 2015

<sup>51</sup> Laura Marshall, JCO Education PM, Nov 16 2015

## 8 SCALING UP

**Evaluation question:** *What, if any, are the scale-up options for the youth programme in Jordan?*

For most respondents scaling-up means expanding to urban areas, where NRC would need to serve both refugee and host community youth. Expanding substantially within the camps is seen as unfeasible because the populations are not growing any more, and because construction of new youth centres is costly. All agree that expansion to Jordanian communities should be based on integrating with existing Jordanian community-based structures and projects, as opposed to starting from scratch. “This could be done on a volunteering basis,” says Head of Programmes Ana Povrzenic, “integrating with our school expansion project, bringing in [Information, Counselling, and Legal Assistance, or ICLA], assessing youth needs, zooming in on specific communities and doing what’s needed in that area.”

The most-mentioned modality for scaling up is new technologies for learning, including online courses. According to a recent assessment in Za’atari, 85% of youth have access to mobile phones, and more than 90% of those accessing the internet do so only through a mobile phone.<sup>52</sup> Though the actual approach is still undefined, staff at all levels are enthusiastic about the potential.

“ I’m usually out working. I need some kind of training where I can watch a video in my bed at night on my phone.”

Male dropout in Za’atari, Nov 11 2015

“ There’s a huge amount of people with access to the internet, and we don’t need to teach them how to use a smart phone or iPad. We should [offer] more web-based vocations... and internet based companies are extremely interested. Technology is the key to language learning in this context, and there are some great online programmes. This will immediately expand your reach.”

Robert Beer, Former JCO PD and CD, Nov 15 2015

“ This population is either a displaced population in Jordan or it’s a returning population to Syria. How do we reach out to these extremely mobile groups? You need basic literacy and numeracy, but also IT skills, languages, things that are transferable. We could be using TV, radio, YouTube. You can arrange to have groups doing facilitated learning, but also led-learning. If you could do something like five half-hour YouTube clips, and then you come to one meeting a week and talk with others who are doing the same. That could be something.”

Laura Marshall, Education PM, Nov 16 2105

In taking the Programme to scale, the Youth Adviser emphasized the need to maintain a commitment to quality, and the Protection PM stressed the continuing need to first do no harm with youth at risk of arrest and deportation.

<sup>52</sup> Za’atari Mobile Phone and Internet Use Survey, Penn State, 2015



Shade installation. Syrian refugee youth at NRC's youth training centre in Zaatari refugee camp in Jordan. Students dig a hole to install columns for the shade at the youth center yard camp. The shade is to cover the model of NRC's youth center site. Students combine the skills they learnt in the different classes provided in the centre and implement them at the site. June 2015. © NRC/Hussein Amri

## POTENTIAL SYNERGIES

**Evaluation question:** *What is the potential for synergies [between the Youth Programme and] other NRC Core Competencies or Thematic Competencies?*

All NRC staff interviewed seem to feel that youth programming is a natural candidate for more cross-Competencies work, and are already working to operationalise some of them.

- ➔ **Education:** The Education CC has plans to work with the Youth Programme on outreach for its new Adolescent Girls initiative.
- ➔ **Information, Counselling, and Legal Assistance (ICLA):** Several respondents suggested bringing ICLA into the youth centres to facilitate access.

➔ **Gender:** Apart from GBV (See below), staff had little to say about synergies with the Gender cross-cutting competency. But as shown above, according to the youth themselves, there are many gender-related barriers to participation, and this report will recommend that Gender staff be engaged to help JCO devise a strategy for female engagement and retention.

➔ **Livelihoods:** Staff with livelihoods expertise are supporting the Youth Programme's graduation centres (Za'atari D8 and soon in Azraq), and eventually, assuming the Jordanian right-to-work policy changes, Livelihoods could support distribution of start-up kits for graduates' microenterprises. One staff mentioned the potential for Livelihoods to help develop modalities for home-based production of goods.

“ I would challenge us to think through what the protection risks are for this age group, because we have such a community-centered approach in the Youth Programme, and we can [use this platform for] sharing information, creating awareness, using youth centres more as community centres. But we still need to be strong on Do No Harm and context analysis.”

Catherine Osborn, JCO Protection PM, Nov 15 2015

- **Protection:** TC supported participatory training of Youth Programme staff in Do No Harm principles, and has worked with Youth PM on avoiding unintended negative consequences from the new graduate centres and their mentorship component. Specifically the Protection PM suggests a sensitisation of Youth Programme participants on issues of detention and deportation risk associated with working outside the camps.
- **Food Security:** This CC has an upcoming project with the Youth Programme using UNHCR tent bags as raw material to produce hydroponic systems for vegetable production in Za’atari.
- **Cash:** JCO has discussed making cash grants to graduates, but worry how Jordanian authorities would react. The HO Cash Thematic Adviser agrees there may not be potential for linking Cash and Youth in Jordan at present, but that as soon as policies change, JCO should be supporting graduates’ entrepreneurship with cash.
- **Gender-Based Violence:** Currently GBV programming in the Youth Programme is limited to making referrals to other agencies when cases surface. The Thematic Adviser at HO sees opportunities to support the programme to address a GBV response and prevention including support on responding to reports of GBV; discussions of masculinity and women’s empowerment from a youth perspective; and

having GBV staff within the youth team.<sup>53</sup> Staff opinions on the idea of bringing more GBV work into the Youth Programme run from enthusiastic to sceptical to hostile. Two respondents mentioned that they thought GBV might become a “turf issue” with some of NRC’s partners if NRC were to become more active. Meanwhile one field staff told WRC that she has little trust in the capacity of the agencies that she is meant to make GBV referrals to, and might even hesitate to do so if a case came up.

## STRUCTURE AND STAFFING

**Evaluation question:** *What are the suggestions for more effective programming (structurally, work modality and staffing)?*

Even when probed, respondents had little of substance to offer on this question, which may itself be a meaningful finding. Answers fell into two categories: 1. Should Youth be its own stand-alone programme or not; and, 2. Specific minor grievances about employment policy matters (contract length, compensation, etc.) that are beyond the scope of this evaluation. This section will cover only the former.

As noted, unlike in other NRC country offices, the Youth theme in Jordan is independent from NRC’s Education Core Competency. The management in Year 2 decided to experiment with this modified arrangement, having seen in multiple contexts that Youth was always about more than just Education with very different stakeholders from Education, and that especially in a programme of such scale, Youth needs can get lost. Many JCO staff are under the impression that the dedicated management structure for Youth is controversial among senior management, but in fact all respondents credited the independence of Youth as one key to the Programme’s success.

<sup>53</sup> From notes of interviews with Thematic Advisers at HO, conducted by Sophia Kousiakis, HO Education Officer, mid-Nov 2015.



## 9 CONCLUSIONS

A youth programme needs to be youthful in outlook, and crucially it needs to find a way to *remain* youthful even as its staff and managers age. The NRC Youth Programme in Jordan is nimble and ever-adapting, like the youth it aims to serve. Since the Programme is committed in writing to keep adapting, it maintains its relevance to the young people. The CO decision to keep Youth separate from Education has allowed the Programme to focus on a wider range of youth issues than youth-serving organisations normally do: not just education and training, but making friends, improving your standing in the community, finding your way in the world. A ‘silver lining’ to the GoJ restriction against standard youth economic empowerment approaches is that managers have been forced to pivot toward valuable functions that might not otherwise have been emphasised. The Programme also manages to

embody much more than the sum of its parts: TVET, Education, Life Skills—functions that often stay in their silos and ossify—to include those elusive “soft” effects that NGOs often aim to achieve, but often do not. The centres are alive, the staff is energised, and the participants are grateful and slow to complain, even when pressed. Youth and especially female youth are engaging in their communities more as a result of the Programme—the stated aim. The advocacy and coordination functions in particular have been exemplary, owing in part to the tenacity of a few staff, and NRC’s partners are grateful for it. JCO still has work to do in breaking down (especially the gendered) barriers to participation, and the high dropout rate is worrying. But to the extent the experience from this programme can be made known outside Jordan, the refugee youth empowerment field will be better for it.

# 10 RECOMMENDATIONS

## JORDAN COUNTRY OFFICE

→ **CONTINUE TO EXPERIMENT** with online study, blended and distance learning, tech-enabled approaches that meet young people where they are, especially through partnerships with groups that are innovating in this area. However, expansion of the IT component should not forget the social and interactive elements that this evaluation has shown as crucial to Syrian youth. Also MOOCs often have a low completion rate, so NRC should strive to build on lessons learned elsewhere around maximizing completion.

“ They need online learning facilitated by trained coaches who are not experts in anything academic, but in how to study online. These [would be] from the NRC team. There would be a blend of learning channels that would include Skyping-in the professor from their office in Frankfurt or Harrisburg. Those encounters would be recorded and available to stream on the phone and take home, because you might not have internet. You could swing by and get a memory card with that week’s [lessons], then you could go in on Saturday and write your essay.”

Joseph Field, British Counsel, 2015

→ **INCREASE FOCUS ON THE PSYCHOSOCIAL EFFECTS** of the Programme: avenues for making friends, interacting with others in the community, and mentorship, as the PSS effects appear to be of great importance, to especially the female learners.

→ **CEDE MORE OWNERSHIP** of the Programme to Syrian teachers and trainers. This may be a necessary prerequisite to making the Programme more participatory for the youth themselves, if that is a goal.

→ **DEFINE AND CREATE INDICATORS AROUND SOCIAL ENGAGEMENT.**

→ **INTRODUCE THE PROGRAMME IN HOST COMMUNITIES,** in partnership with civil society actors to foster sustainability and local ownership.

→ Engage young people themselves to **FIGURE OUT WHAT KINDS OF PARTICIPATORY APPROACHES YOUNG PEOPLE WANT.** They will likely have different preferences based on age and other factors. Empower them to document the process.

→ **BE THE LEADER ON FINDING, ENGAGING AND RETAINING FEMALE YOUTH** through peer outreach, community mobilisation and sensitisation. The girls most likely to benefit are probably least likely to be attending. Young people tend to be expert at finding ‘invisible’ young people in the community.

→ **UNPACK THE GBV ISSUE.** Agree to an approach, even if only to decide why not to engage. With the unrivalled platform and access to youth that NRC has built in Jordan, and in light of NRC’s investments in GBV capacity globally, it behoves JCO to at least declare its intentions, if only internally, with regard to this issue that affects the Youth Programme’s target



Ahmed, (23) and Khalil (22) fixing a broken refrigerator that has been brought to the center as part of an activity during the Wholly Month of Ramadan in the Za'atari Refugee Camp where residents bring their broken devices to the centre to get them fixed. This helps students implement the skills they learnt at the centre and at the same time benefit camp residents. June 2015. © NRC/Hussein Amri

population especially. There are five classes of GBV, each with multiple forms (listed in Annex 10), and most of them disproportionately affect youth. Are the duty-bearers in the camps addressing these adequately, and if not, where is NRC's niche?

→ **CONSULT WITH POTENTIAL OLDER LEARNERS (33+ YEARS) TO UNDERSTAND IF, HOW AND WHEN THEY MIGHT USE THE CENTRES.** If budgets allow, NRC may be able to serve older learners when the centre is empty, for example.

→ **IMPROVE PHYSICAL ACCESSIBILITY OF THE CENTRES, TRAIN TEACHERS ON INCLUSIVE APPROACHES, AND CONDUCT TARGETED OUTREACH TO YOUTH WITH DISABILITIES,** in partnership with other agencies and the Age and Disability Task Force in Za'atari.

→ **ADVOCATE FOR THE RIGHT TO WORK,** or at least to loosen the policies around economic empowerment, in partnership with the other youth-serving organisations.

→ To the extent possible given the policy restrictions, explore the potential to **TRAIN YOUTH IN WEB-BASED VOCATIONS** such as coding, web design and computer-aided design (CAD).

→ **DEVELOP PARTNERSHIPS WITH PRIVATE FIRMS** to offer skills training in fields such as catering, security, hydroponics, and solar power, where the firms identify the need for qualified personnel.<sup>54</sup> There may also be potential for micro-franchising. Private sector partnerships could be one of the legacies NRC leaves in the Syria response.

→ **PARTNER TO ESTABLISH A FORUM TO DISCUSS AND LEAD ON YOUTH ISSUES,** either within existing structures or through creation of a new one. The Youth Task Force has been quite successful in the one camp in Jordan. Will such structures be necessary in the other camps and non-camp settings in Jordan?

→ **ENSURE THE SECURITY OF PARTICIPANTS' RECORDS IN THE CENTRES** in case of break-in or confiscation by authorities.

<sup>54</sup> Ana Povrzenic, JCO Programme Director, Nov 15 2015

- **DOCUMENT THE PROCESSES AND LESSONS LEARNED IN PROGRAMME INNOVATIONS**, including the day-care centres, the District 8 community service experience, teacher training, distance learning, etc., for use in other COs and externally.

## HEAD OFFICE

- **BUILD UP THE YOUTH SPECIALIZATION IN NRC.** Until recently Youth was a Thematic Competency in NRC. Given the global demographic youth bulge, especially in crisis-affected countries, and that Youth is perhaps the most crucial age group to engage in today's humanitarian emergencies, one wonders if the Youth theme in NRC being streamed under Age, Gender and Diversity will be adequate to the task. Youth is a natural niche for NRC and one that few agencies have been able to fill. The Jordan programme has shown the potential for successful programming when Youth is treated as its own distinct theme.
- **RESEARCH AND ISSUE A GUIDANCE DOCUMENT ON YOUTH**, outlining a process to conceive and contextualize a youth programme, one that gives the CO the autonomy to build a locally-appropriate model with local input. Some topics could include how to build the profile(s) of the youth in this context, how to elicit youth participation in designing the programme, a menu of programme options from previous NRC programmes; and how to do livelihoods programming when there is no right-to-work.<sup>55</sup>
- Perhaps as part of the above, **SUGGEST SOME BENCHMARKS FOR FLEXIBILITY, ADAPTABILITY.** If a key takeaway from Jordan is that a commitment to constantly changing is important, it may be necessary for COs to codify that commitment with measureable indicators.
- **PRIORITIZE YOUTH ADVOCACY AND COORDINATION.** If there's no YTF in a country, partner to start one, and stay active in it. Make youth coordination about quick-wins and joint initiatives, in the way that NRC and its partners have done in Jordan.

“ NRC should move away from the concept of creating packages such as YEP. We should take rather an approach of guidelines and principles. You need a manual on youth programming that helps you go through the steps...a mind map, a decision tree, starting from all the learning NRC already has. We have all this information in NRC, but it's not all in one place.”

Emma Bonar, JCO Youth PM, Nov 15 2015

- **DEFINE WHAT NRC MEANS BY PARTICIPATION.** This could start with a youth-led consultation process (perhaps multi-country) to figure out how young people would like to participate in programme design, management, monitoring, evaluation, and what is feasible within NRC's operational constraints.
- **DEFINE WHAT NRC MEANS BY LIFE SKILLS.** NRC feedback on the draft of this evaluation report suggested that, “We might need to suggest what this set of skills currently means for NRC. ...from a policy perspective NRC has not yet developed a definition, set out outcomes or really a rationale for this from a global standpoint.”
- **EMPOWER YOUTH FIELD STAFF WITH YOUTH RESEARCH** across disciplines. Ensure that personnel are abreast of the latest evidence on the adolescent brain, behavioural science, effective interventions, etc.
- **STUDY THE IMPACT ON THE RELATIVE WELLBEING OF YOUTH** vs. those not participating. The economic case for TVET is increasingly shaky, but it has many other positive effects, as seen here. Does NRC need to make a business case for Youth-focused programming? What could be achieved by capturing the impact?
- **STUDY THE IMPACT OF THE YOUTH ADVOCACY WORK.** Again does NRC need to make a business case for Youth advocacy? What could be achieved by capturing the impact?

<sup>55</sup> Emma Bonar, JCO Youth PM, Nov 15 2015

# ANNEXES

## ANNEX 1

### STORIES OF CHANGE

---

“A troublemaker in the camp, he comes and sees the programme, and he attends it, and after the programme finishes, he stops being a troublemaker.”

FGD with male programme participants 19-32 years old, Nov 9 2015

“Before the programme my friends looked at me like, ‘Where are you going, what are you doing [with your life]?’ Now they see me wearing new clothes that I made myself [in the tailoring course]...learning new things, getting a little stronger and better.”

FGD with male programme participants 19-32 years old, Nov 9 2015

“Because there are no jobs around, women are starting to move out of traditional roles. Curiosity [about computers] was eating at me. I was dying to know how to use them. When I saw others using it, I didn’t even know which button opens the computer, and I was annoyed. My husband, when he was at home he [acted like he didn’t want me to attend the course], but outside the house he was defending me [to his friends], telling them, ‘Why not? She will teach the kids!’”

Female graduate in Za’atari D10, 11 Nov 2015

“I started working with NRC from the beginning [of the Programme] and that first intake we had only 59 students coming to the centre after doing 14 days of outreach. In the [most recent] intake, we had 700 students coming without doing any outreach at all. So that, to me, says a lot about what we have been able to achieve.”

Raed Sawalha, JCO Youth Programme Officer, Za’atari, Nov 19 2015

“[In my experience with] ICDL, it’s enough to bring the refugee from non-educated to being confident and being able to deal with everyone in the camp. Also I was able to make more friends than I ever thought I would have. The staff supports the participants, making me more confident in myself, more creative. Also they have a day-care so any parent can bring their child here while they learn new skills. [The programme has] brought a lot of

change to a lot of participants here. I cannot describe in words the change we have been through here.”

FGD with male graduates 19-32 years old in Za’atari D8, Nov 11 2015

“Shall I put it in numbers? Before the Programme I was a zero and now I am 10 out of 10--in the eyes of my husband, in the eyes of society. And my personality became stronger. You can see it in the treatment I get, and the look in people’s eyes. I took the beautician course. And then there was the life skills. I learned how to deal with people, how to absorb anger, I learned about myself. I learned how to stay calm and [figure out] what is the matter with me, to act instead of react. I learned how to deal with people. Before, I was very short tempered. Any small thing used to get me angry. Now I solve the problem in my mind. There is no need for anger. Even with my husband I can now absorb his anger through talking to him. It also helped the children. They are calmer now than before. This reduced the problems in the family. We are both less nervous. When we first arrived it was an emergency. Life was very primitive. The household was a failure. We were not used to this lifestyle. But by breaking the routine, we improved our psychological well-being. The courses are great. There is nothing that needs to be changed with the program. I am one of the people who has changed radically from the classes. I consider the Programme a care taker, a guide, a shepherd, like a mother. Starting from nothing, [by the end of the course] I was able to design a wedding dress. Do you want to see it? I have the will and determination and the centre supported us psychologically and lifted our spirits. Today is the last day in the project. And we will be back when there is another project to work on. Here, you are able to break the daily routine, meet new people, and see your friends. It is another kind of life.”

Female graduate in Za’atari D8, Nov 12 2015

# EVALUATION TERMS OF REFERENCE

---

## NRC YOUTH PROGRAMME - JORDAN

Country: Jordan

Duration: tbd

Reporting to: Evaluation Steering Committee

## BACKGROUND INFORMATION

---

### BACKGROUND ON THE CONFLICT/CONTEXT

As the Syrian conflict is entering its fifth year, the Syrian refugee population registered in Jordan has reached 629,128.<sup>56</sup> 17% of the total population are currently residing in camps, namely Za'atari, Azraq and the Emirati Jordanian Camp (EJC). The diminishing level of funding for humanitarian assistance<sup>57</sup> (2015 appeal only 25% funded) combined with increased competition and restricted access to livelihood opportunities have significantly affected the Syrian refugees' access to basic needs. As savings gradually deplete, there has also been an increase in refugee dependency on assistance with 86% of Syrian refugees in Jordan now living below the poverty line and rated as severally or highly vulnerable.<sup>58</sup> Alternative income sources are extremely scarce particularly in the camps given their restricted nature. In fact, camp residing refugees have an alarming 80%<sup>59</sup> unemployment rate. This is in particular impacting youth (15-24) who comprise 19% of the Syrian refugee population, and who do not have access to education or vocational training opportunities with the exception of uncertified informal programmes run by NRC in camps.

The majority of refugees rely almost wholly on the Government of Jordan (GoJ), UNHCR and NGOs to provide them with basic protection, assistance and services and report amongst other key

challenges the lack of electricity and safety concerns, limited income generating opportunities and increasing restrictions on freedom of movement.

For the more than 520,000 registered Syrian refugees living in Jordanian host communities their situation is also increasingly precarious. In 2015, an inter-agency assessment found that 86% of Syrian refugees outside of camps were living below the Jordanian poverty line (JOD 68/USD95 per person per month).<sup>60</sup> These results confirm the deteriorating economic situation for refugee households at a time of significant reductions in humanitarian assistance, most notably World Food Programme (WFP) food assistance that are compounded by restrictions on refugees access to legal income opportunities. The vast majority of Syrian refugees are now engaged in 'crisis or emergency' negative coping strategies including spiralling debt, reducing food intake and taking children out of school.

### YOUTH IN JORDAN

In Jordan, some 120,000 registered Syrian refugees are youth aged between 15 to 24 years (19% of the total registered refugee population). Displacement and refugee status has particular impacts on youth as it comes at a time of personal development, formation of identity and change. Syrian youth remain marginalized in the overall humanitarian response, which continues to focus on ensuring compulsory education for children up until 16 years and providing psychosocial support to younger children more generally.

---

<sup>56</sup> UNHCR. Syria Regional Refugee response: inter-agency information sharing portal

<sup>57</sup> UNOCHA. Financial Tracking Service. Finding to the Syria Crisis web portal

<sup>58</sup> UNHCR. Vulnerability Assessment Framework Baseline May 2015

<sup>59</sup> ILO. Impact of Syrian refugees on the Jordanian labour market June 2015

<sup>60</sup> UNHCR. Vulnerability Assessment Framework Baseline May 2015

Prior to the crisis, more than two-thirds of Syrian students attended secondary school, 1 in 5 young people were enrolled in universities and many youth, particularly from rural areas, pursued their education in vocational streams. After seeking refuge in Jordan, Syrian youth have lost many of the options they had to continue their education. Assessments<sup>61</sup> show that the Syrian refugees' education enrolment rates, which are already low, drop significantly when it comes to higher education. In formal refugee camps, youth activities are presently restricted to recreational activities and limited informal education programmes with few interventions tailored to specific needs of youth.

Outside of camps, there is even less engagement with barriers to youth accessing vocational and higher education often linked to fears over livelihoods and competition for jobs given high unemployment rates amongst Jordanian youth. Syria refugees cannot officially work in Jordan. Access to formal vocational training is not permitted and access to Higher Education is permitted but charged at the 'international' student fee, which are double the fees for Jordanians. In both camps and host communities, recent inter-agency assessments reveal that finding a way to continue their studies were the main goal for both young Syrian females and males. They are fearful of what up to five years of missed education means for their future and want to stay active. Structured learning opportunities also create safe spaces for youth to be engaged and empowered.

### **NRC'S PRESENCE AND ACTIVITIES THE COUNTRY**

NRC's Jordan country programme was started in August 2012, with main focus to support UNHCR in setting-up and operating Za'atari refugee camp and supporting formal schools in Za'atari. In 2013, NRC launched education and youth programmes for out-of-school children and youth in camps and its first non-camp operation through its Shelter and Information Counselling and Legal Assistance (ICLA) programme in Irbid. NRC currently operates in 3 major Syrian refugee

camps (Za'atari, Azraq and EJC) and 3 Governorates in the North (Irbid, Jerash and Ajloun), where the concentration of Syrian refugees is among the highest in the country.

### **NRC'S YOUTH INTERVENTION**

Since, May 2013, NRC has been working to provide opportunities for Syrian youth to continue some form of education and to support youth to actively participate in their communities. Dedicated Youth Skills Centres in all three camps provide students aged between 16 to 24 years with post-basic training courses, based on youth interests and participatory assessments and include tailoring, barbering and beautician skills, electrical wiring, welding, distance learning, office management and certified International Computer Driving Licence (ICDL) courses.

Youth who attend the centres also take comprehensive courses in Arabic, Maths, English and Life Skills and engage in a range of sports and other recreational activities. Day care facilities in the Za'atari and Azraq centres enable teachers and students with children aged 2 to 5 years to attend, which has a particularly positive impact on levels of female participation. To date more than 3,200 youth have been enrolled in NRC programmes with 1,700 graduating. Graduating students continue to be supported and mentored by NRC staff and Syrian teachers through access to workspace, kits of essential equipment and support to seek cash-for-work opportunities in the camps. Currently, the Programme can reach approximately 3,000 youth per year across the 4 centres.

Unlike the situation in other NRC programme countries, the Youth programme in Jordan is a stand-alone platform with a dedicated management structure independent from the Education Core Competency. Greater autonomy from the Education programme has allowed a more focused approach, ensuring quality and innovation and, in a favourable donor environment, the fast growth of the program.

---

<sup>61</sup> UNICEF. Comprehensive Child Focused Assessment Za'atari and Azraq, June 2015; EU. Study to provide a programme/clearing providing access to Syrian Refugees and Internal Displaced Persons, March 2015

NRC coordinates with key stakeholders including national partners to find ways to address the distinct needs of Syrian and Jordanian youth. In 2015, NRC co-leads the Youth Task Force and INGO forum youth coordination group and is supporting coordinated needs assessments and strategic discussion around youth engagement and programming including around increasing higher education opportunities for Syrian youth in Jordan. NRC's Youth programmes currently partner with a range of national and international NGOs including British Council, Queen Rania Foundation, INJAZ, ECDL Foundation and Jordan Olympic Committee.

The change that NRC would like to contribute to in order to meet youth needs, is to ensure youth are equipped with the skills and knowledge which will allow them to become and remain active members of their communities.

## PURPOSE OF EVALUATION AND INTENDED USE

---

The main purpose of the evaluation is to support learning and provide guidance for future programme direction. In addition, the evaluation should be an opportunity for NRC to be accountable to beneficiaries, partners and donors.

In recent years, NRC has begun a strategic review of its youth programming, in particular of its flagship youth model, the Youth Education Pack (YEP) that has been implemented in multiple post-crisis and fragile-state contexts since 2003. To this end, in 2014 NRC engaged the Women's Refugee Commission (WRC) to conduct an external review of the YEP programme with a two-fold goal: 1) Document impact and lessons learned need to review the NRC YEP model and guide future programme development for youth and adolescents; 2) Contribute to sectoral learning and international donor strategy on youth programming.

The Head Office considers the evaluation of the Youth programme in Jordan as a key additional component of the wider NRC learning youth agenda. The programme in Jordan has been regarded as a high quality, relevant and innovative programme. Distinctively in NRC, the Youth programme in Jordan has been a stand-alone platform with a dedicated management structure, independent from the Education Core Competency. The autonomy from the Education CC has allowed a more focused approach, ensuring quality and innovation and in a favourable donor environment, the fast growth of the Programme.<sup>62</sup> Hence, with the external evaluation NRC hopes that the many lessons learned captured in Jordan will provide additional evidence to feed into global programme development for youth and adolescents.

The primary user of the evaluation is the Core Competency Section in HO and country management team and in particular the Education Section, to inform and feed ongoing global and national programme development within Youth work. Primary user of the evaluation is also the NRC management team in Jordan as well as Youth and Education teams who will directly utilise the evaluation findings to adjust programme implementation, improve its quality and to guide the future direction of the Programme. In addition, the Head Office Education Core Competency section will utilise the learning to inform ongoing global programme development with youth work.

Secondary users include the MERO regional office and NRC Education Staff in the region. Tertiary users include partners, donors, and other stakeholders. The findings and conclusions of the evaluation was shared with these actors. The evaluation will support the transference of learning; what specific lessons learned and best practices should be highlighted and continued or disseminated either within the Programme or more widely within NRC.

---

<sup>62</sup> Education Adviser Field Report NRC Jordan, July 2015.

## SCOPE OF WORK AND LINES OF INQUIRY

---

The evaluation will cover the youth programme in support of Syrian refugee youth, which has been implemented in Za'atari since early 2013, EJC since early 2014 and Azraq since early 2015.

### LINES OF INQUIRY

The evaluation will look to answer the following questions:

**Relevance/appropriateness:** To what extent is the current programme design and implementation appropriate (given limited opportunities and restrictions) to the educational, life skills and social needs of Syrian refugee youth?

Is the Programme perceived as relevant by youth and the community? If so, in which ways?

Are the established programme priorities in line with the priorities of youth?

To what extent has NRC adapted to the changing/evolving context for refugee youth over the course of the Programme?

Are the Programmes offered equally applicable to all defined age-groups and what has been the implication of including these age-groups in the Programme?

How should NRC adapt the approach to improve relevance and appropriateness, focusing on areas that should be scaled up or adapted moving forward?

**Impact:** How has the Programme improved the lives of young people and the broader community? Focus on both planned changes (reviewing the Programme theory of change – ability to secure further education, training or livelihood activities) and unplanned changes, which are identified as being important to youth.

In which ways has the Programme contributed to the personal, social and emotional development of youth?

By reviewing the theory of change and identifying existing as well as potential innovative elements of the Programme, what could be strengthened to achieve greater impact in areas identified as important in the lives of youth?

How can NRC' processes and approaches be adapted to reflect the realities of the Programme outcomes/ impact, in particular by looking at adapting the Programme to better respond to the overarching objective of youth empowerment and social engagement?

Are there core guiding principles of the Programme approach which can be generalized as 'guidelines for youth programming'?

**Programmatic suggestions:** How can the youth programme better target sub-groups of youth to become more inclusive?

What, if any, are the scale up options for the youth programme in Jordan?

What is the potential for synergies with other NRC CCs or thematics?

What are the suggestions for more effective programming (structurally, work modality and staffing)?

What has been the role of advocacy, coordination and representation in the youth programme and how can it be improved?

What has been the impact, if any, of the youth programme on the general context and debates regarding youth in Jordan?

In addition, NRC has identified one focus question, which is included in all external evaluations in 2015: Are we reaching the right people?

## METHODOLOGY

---

To answer evaluation questions, NRC would like the evaluator to submit a study design and methodology, which focuses on participatory, qualitative methods, to complement the significant amount of quantitative data about the Programme already available. In particular, we are seeking an evaluator experienced in participatory youth evaluations and with demonstrable experience of qualitative evaluations, such as process tracing or most significant change, is desirable. We require an evaluator familiar with theories of change.

At a minimum, the methodology should include a desk review of key documents, including analysis of existing quantitative data, semi-structured interviews with key informants, and methods to seek the views and perceptions of the targeted communities and key stakeholders.

**All NRC evaluations are required to respond to two additional 'Evidence Case Study' which address a strategically important questions for NRC.**

## EVALUATION FOLLOW UP AND LEARNING

---

NRC follows up all evaluations with a management response, and its implementation is subsequently tracked. This will include the documentation of key learning, which was shared with the relevant head office technical advisor for circulation to NRC country offices.

In Jordan the result of this evaluation was followed up by a one day workshop for the youth and education teams to review recommendations and plan the way forward. Findings were shared with the Education and protection sector Working Groups and with the most relevant donors supporting NRC youth interventions.

This evaluation, including the case studies will contribute to an annual learning review, which feeds into annual strategic planning processes. Key findings were reported to NRC's senior management team in Oslo.

## EVALUATION PRINCIPLES

The views expressed in the report shall be the independent and candid professional opinion of the evaluator. The evaluation was guided by the following ethical considerations:

- ➔ **Openness** - of information given, to the highest possible degree to all involved parties
- ➔ **Public access** - to the results when there are not special considerations against this
- ➔ **Broad participation** - the interested parties should be involved where relevant and possible
- ➔ **Reliability and independence** - the evaluation should be conducted so that findings and conclusions are correct and trustworthy

## COORDINATION AND MANAGEMENT OF THE EVALUATION

An evaluation Steering committee was established by NRC, with the following members:

NRC Jordan Programme Director Ana Povrzenic (Chairperson), Youth Project Manager Emma Bonar (Coordinator), M&E Coordinator Negar Ghobadi (Evaluation Focal Point) and Education Advisor Andrea Naletto (Technical Support).

The Steering Committee can also draw upon a reference group consisting of:

NRC Jordan Country Director Petr Kostohryz, Education Project Manager Laura Marshall, Youth Project Coordinator Paul Fean, Evaluations Advisor Lian Bradley, Education Officer Lian Bradley and Protection & Advisor Catherine Osborne.

The Committee Chair (the Programme Director) is responsible to facilitate access to information, documentation sources, travel, and field logistics. In case of any changes in the positions in country or at Head Office, the Steering Committee was adjusted accordingly.

The Steering committee will oversee administration and overall coordination, including monitoring progress. The main functions of the Steering committee was:

- to establish the Terms of Reference of the evaluation;
- select external evaluator(s);
- review and comment on the inception report and approve the proposed evaluation strategy;
- review and comment on the draft evaluation report;
- establish a dissemination and utilization strategy.
- the main functions of the Reference Group was:
- to facilitate the gathering of data necessary for the evaluation;
- to participate in the validation of evaluation findings, and to ensure that they are factually accurate;
- to contribute to the management response;
- to act on the relevant recommendations.

## DELIVERABLES AND REPORTING DEADLINES

The evaluator/ evaluation team will submit three reports and three presentations:

- ➔ **Inception report:** Following the desk review and prior to beginning fieldwork, the evaluation team will produce an inception report subject to approval by the NRC Evaluation Steering Committee. This report will detail a draft work plan with a summary of the primary information needs, the methodology to be used, and a work plan/schedule for field visits and major deadlines. With respect to methodology, the evaluation team will provide a description of how data was collected and a sampling framework, data sources, and drafts of suggested data collection tools such as questionnaires and interview guides.

Once the report is finalised and accepted, the evaluation team must submit a request for any change in strategy or approach to the NRC Evaluation Steering Committee. Inception report is due in first draft by COB Nov 2nd.

- ➔ **Draft report:** A draft evaluation report was submitted to the Evaluation Steering Committee, who will review the draft and provide feedback within two weeks of receipt of the draft report. The draft was submitted by December 15th and feedback was provided to researcher by COB Jan 3rd.

- ➔ **Final report:** The Final Evaluation Report will follow NRC's standard template for evaluation reports. The final report should include a maximum two-page executive summary that summarizes the key lessons learned and should also include best practices case studies that can be shared with NRC's technical and management staff. Submission is due Jan 14th to SC and was finalised and approved by steering committee by Jan 21st.

## PRESENTATION OF FINDINGS

At the end of the field research, the evaluation team will present preliminary findings to validate and prioritise learning at the Jordan level. This will take place on Nov. 22nd.

One Skype call for HO and other interested NRC staff who may benefit from the learning with the lead Evaluator.

All material collected in the undertaking of the evaluation process shall be lodged with the Chair of the NRC Evaluation Steering Committee prior to the termination of the contract.

## TIMEFRAME

The evaluator/ evaluation team is expected to provide a suggested timeline and work plan for the evaluation based on these scheduling parameters and in keeping with the scope of the evaluation questions and criteria.

In event of serious problems or delays, the (lead) evaluator should inform the Steering Committee immediately. Any significant changes to review timetables shall be approved by the Steering Committee in advance.

## EVALUATION CONSULTANT TEAM

NRC seeks expressions of interest from individuals or joint applications, ideally with the following skills/qualifications and expertise:

- sound and proven experience in conducting evaluations, particularly utilisation and learning focused evaluations;
- extensive experience of theories of change and how they can be used to carry out evaluations;
- expertise in participatory qualitative data collection techniques;
- background in delivery of education/youth programmes.

Additional, desirable knowledge, includes:

- understanding of refugee youth development;
- understanding of global and regional trends and initiatives on youth.

Necessary Skills:

- fluency in written and spoken English is required;
- prior experience in Middle East;
- proven experience of managing evaluations of humanitarian projects in camp settings;
- experience of designing qualitative data collection methods and of managing participatory and learning focused evaluations;
- excellent team working and communication skills, flexibility and good organisation skills.

## APPLICATION PROCESS AND REQUIREMENTS

---

**Application Deadline: tbd**

**Interview dates: tbd**

Bids must include the following:

- proposal including, outline of evaluation framework and methods, including comments on the TOR, proposed time frame and work plan (bids over 3 pages were automatically excluded);
- proposed evaluation budget;
- CVs and evidence of past evaluations for each team member;
- submit completed bids to (insert name).

## STRATEGIC EVALUATION QUESTION

**What is a strategic evaluation question and how will NRC use it?**

On an annual basis, NRC identifies a priority question which is included in all evaluations. Questions have to be relevant to all areas of NRC's work and of strategic value to the organisation. Evaluation team are asked to address this question within the evaluation report. The evidence related to this question is collated from all evaluations on an annual basis. It is analysed and presented in NRC's Annual Learning Review. The review is widely disseminated to NRC staff. Findings and recommendations from this review feed into NRC's strategic mapping process which is subsequently used to identify priority areas for NRC's annual strategy meeting. The findings also directly feed into NRC country strategy processes, during which country directors are asked to reflect on learning from the review and identify follow up activities for their countries.

**Prioritised Learning:** The follow question has been identified for 2015 learning case studies.

*Is NRC reaching the right people?*

**Definition of the question:** According to NRC's policy, NRC targets refugees and IDPs and displacement affected host communities. NRC will target assistance within communities to those who

are most vulnerable and at highest risk. Specific focus is given to the protection of vulnerable groups and minorities, especially women and children. Within this group, vulnerability targeting depends on the specific intervention and context. Within each of NRC's core competencies, the Programme policy outlines who the main target groups are and who is considered to be vulnerable in terms of access to specific services.

Evaluations should tackle this question in a way that is relevant to the Programme which is being evaluated and the evaluation process. However, the question has been broken down into criteria below to help guide the evaluation team/evaluator in addressing the question: those who are most vulnerable and at highest risk.

NRC has undertaken an assessment of the needs of affected populations and has identified vulnerable groups.

NRC has clearly defined who should be **targeted** through its programmes. This definition includes specific targets for different displacement affected populations, disaggregated targets for men, boys, women and girls, and clear vulnerability criteria.

NRC has carried out **selection processes** for participation in its programmes in line with the humanitarian principal of impartiality. The selection process avoids bias or exclusion.

NRC is working in **areas where the highest needs** have been identified. Where this is not possible due to access constraints, there is evidence that NRC is directly working to gain access. There is evidence that NRC is well co-ordinated and providing unique or complimentary services where they work.

NRC's programmes are **designed** in a way that enables access for their target groups, including the most vulnerable. There is evidence that NRC has been **effective** in reaching their targeted beneficiaries. This can be confirmed through monitoring data and triangulated with additional data collected during the evaluation. Is NRC tracking/verifying 'beneficiaries'?

The evaluation concludes that the initial targeting was **appropriate and relevant**, that those most in need were reached through the Programme.

### **GOOD PRACTICE CASE STUDY**

This is not compulsory. If good practice is identified which would be of relevance to other programmes or other country offices working on similar projects, please document these in the box below. NRC recommends the evaluator works directly with the Programme manager to complete this. This should be an annex to the main evaluation report and would highlight areas of good practice relating to targeting, selection processes, enhancing access through design or implementation or beneficiary verification exercises.

## CHRONOLOGY

---

This section is based largely on “Timeline and History of NRC Jordan’s Youth Program”, a document written by JCO in December 2015 and redacted here.

The **Za’atari D10** programme started in June 2013 in partnership with the Princess Basma Youth Resource Centre, which ran a variety of activities for youth aged 12-18. PBYRC conducted a training of Syrian facilitators and ran the first courses for youth, consisting of art, sports and life skills. When the partnership concluded after two months, NRC and Syrian Refugees took over from PBYRC. In August 2013, NRC introduced three-month courses in barbering, crafts, welding, and beautician.

NRC had been one of the first actors in Za’atari to target adolescents, but by March 2014 several organizations were working with under-18s, and none were focused on older youth. NRC opted to work with the 16-32 age group, as formal school is compulsory until the age of 16 in Jordan. In June 2014, courses in tailoring, IT, office management, electrical, mechanic, and AC repair were introduced. This was partly in response to perceived needs in the camp, but also by request from the European Union via its partner and NRC donor UNICEF.

Since then the Programme has remained mostly consistent in content, but in late 2014 NRC began to offer space for youth to take Massive Open Online Courses (MOOCs). NRC facilitates access to the Edraak platform, which delivers education from Arab instructors in regional institutions and Arabic-translated courses from universities like Harvard and MIT. Starting in June 2015, NRC partnered with the University of Geneva and Coursera to pilot an online course, which was simultaneously rolled out in multiple locations in the Middle-East and Africa as part of a study to build the evidence base around blended/online models. In November 2014 the British Council piloted language and academic skills training in the site, which has been scaled up to NRC sites in Za’atari D8 and Azraq with EU funds.

The programme in **Za’atari D8** opened Feb 2015 with a different model—a follow-up programme for the training centres. Assessments showed that graduating youth often lack the capital, business skills and soft skills to start working in the informal market even when they possess the technical skills required. The D8 centre provides graduates and other skilled youth from the camp the opportunity to apply their skills and knowledge for the betterment of the community and engage with peers and mentors.

One example is the desk recycling project, which the learners follow from start to finish. They first assess the need, then determine the materials required, manage the work flow, ensure quality control and deliver the product back to schools. Other projects include the tailoring of uniforms for the formal schools, tailoring of lab coats for youth centres, construction of beds for the physically disabled repair of wheelchairs and bicycles, and repair of infrastructure and equipment for NGOs who provide community services.

The Programme also includes mentoring between the individual youth and a supervisor from the community, as well as soft skills training in communication and financial management. An internal assessment on the needs of youth during Q2 and Q3 2015 helped to refine the focus of the Programme while ensuring a link to camp needs.

The NRC team was in place in **Azraq** approximately 6 months before the centre opened, to build relationships and gain understanding of the context and dynamics of the camp, prepare content and select the teachers. The programme opened in February 2015 with 3-month trainings in ICDL, barbering, beautician, electrical, tailoring, and the Edraak MOOC. The British Council English and Academic Skills programme started in Azraq in October 2015.

When the NRC centre in **Emirati Jordanian Camp (EJC)** opened in March 2014, for the first five months there were short basic courses similar to those with PBYRC in Za'atari D10, alongside 3-month courses in tailoring, electricity, gym/sports and ICDL. In early 2015, barbering, beautician and solar energy courses were added. Until late 2014, illiterate youth were referred to ILO for literacy and numeracy classes, which NRC then began to implement itself when ILO left the camp. Today however, "The camp has not expanded as anticipated and there aren't even enough people in the camp to fill the youth programme cohorts. [Therefore we] increased the age limit to 35 years, but [in EJC] the NRC facility should really be a community centre open to all, because of the lack of activities for other groups and the potential of the youth centre to meet that need. We are currently discussing the possibility of transitioning out of the camp and empowering the community to manage the centre themselves."<sup>63</sup> JCO plans a 2016 phase-out of the EJC program.

---

<sup>63</sup> Emma Bonar, JCO Youth PM, Nov 15 2015

## KEY INFORMANT LIST

---

25 key informant interviews were conducted by WRC using a semi-structured interview guide that was developed with NRC input. All interviewees were chosen by NRC.

### **NRC JORDAN COUNTRY OFFICE (11 PERSONS)**

**Ana Povrzenic**, Programme Director  
**Catherine Osborn**, Protection and Advocacy Advisor  
**Dina Ala'ddin**, Youth Project Coordinator, Azraq & EJC  
**Emma Bonar**, Youth Programme Manager  
**Julia Al-Zoubi**, Youth Assistant, Azraq  
**Laura Marshal**, Education Programme Manager  
**Negar Ghobadi**, Monitoring and Evaluation Coordinator  
**Paul Fean**, Youth Project Coordinator  
**Petr Kostohryz**, Country Director  
**Raed Sawalha**, Youth Project Officer  
**Robert Beer**, Former Programme Director, Former Country Director

### **NRC HEAD OFFICE OSLO (4 PERSONS)**

**Andrea Naletto**, Education Adviser  
**Katrine Wold**, Special Adviser Camp Management  
**Lian Bradley**, Evaluation and Organizational Learning Advisor  
**Sophia Kousiakis**, Education Officer

### **NRC PARTNERS IN JORDAN (10 PERSONS)**

**Besan Abdelqader**, Youth & Adolescents Development Officer, UNICEF  
**Eddie Dutton**, Project Officer, Education in Emergencies, UNESCO; JRP Education Task Force Chair  
**Georgie Nink**, Programme Officer, Youth & Protection, Questscope  
**Goze Ozdemir**, Associate Field Officer, UNHCR Azraq  
**Irene Omondi**, Community Services Officer, UNHCR Mafraq  
**Job Arts**, Youth and Education Programme Manager, European Union  
**Joseph Field**, English Partnerships Officer, British Council  
**Leana Islam**, Emergency Youth Officer, UNFPA; Za'atari Youth Task Force Co-Chair  
**Natalia Tapies**, Regional Youth Advisor, Save the Children  
**Samia Qumri**, Youth Officer, UNICEF

**ANNEX 5**

# EVALUATION TEAM ITINERARY

Time		Sex	Age	Participant?
<b>Saturday, 7 November</b>				
04:30 - 05:00	Arrive			
<b>Sunday 8 Nov</b>				
08:30 - 10:00	Travel to Za'atari			
10:00 - 10:30	Security briefing			
10:30 - 12:30	Visit D8 and D10 centres			
12:30 - 13:00	Lunch break			
13:00 - 14:30	Team training on tools and methodology			
14:30 - 16:00	Calendar - NRC youth staff			
16:00 - 17:30	Travel to Amman			
<b>Monday, 9 November</b>				
08:30 - 10:00	Travel to Za'atari			
10:00 - 11:30	FGD youth D8 (participant)	F	19 - 32	P
11:30 - 13:00	FGD youth D8 (participant)	M	19 - 32	P
13:00 - 13:30	Lunch break			
13:30 - 15:00	FGD youth D8 (graduate)	F	19 - 32	P
15:00 - 16:00	FGD teachers	mixed		
16:00 - 17:30	Travel to Amman			
<b>Tuesday, 10 November - Split into two teams</b>				
07:30 - 09:00	Travel to Azraq			
09:00 - 09:30	Visit centre and see progress			
09:30 - 11:00	T1: FGD youth	M	19 - 32	P
	T2: FGD youth (non participant)	F	all	NP
11:00 - 12:30	T1: FGD youth (graduate)	M	16 - 18	P
	T2: KII Graduate	F	all	P
12:30 - 13:00	Lunch break			
13:00 - 14:30	T1: FGD youth	M	all	NP
	T2: KII Drop out	F	all	P

Time		Sex	Age	Participant?
14:30 - 15:30	T1: KII youth	M	all	dropout
	T2: Parents/communities	mixed	all	NP/P
15:30 - 16:30	T1: KII youth	M	all	
	T2: Teachers	all	all	NP
17:00 - 17:30	Travel to Amman			

### Wednesday, 11 November - Split into two teams

07:30 - 09:00	Travel to Za'atari D10			
09:00 - 09:30	Visit centre and see progress			
09:30 - 11:00	T1: FGD youth D10 graduate	M	19 - 32	P
	T2: FGD youth graduate	F	16 - 18	P
11:00 - 12:00	T1: KII drop out	M	all	P
	T2: KII graduate	F	all	P
12:00 - 12:30	Lunch break			
12:30 - 14:00	T1: FGD youth	M	all	NP
	T2: FGD	F	19 - 32	P
14:00 - 15:30	T1: Parents/communities	mixed	all	NP
	T2: KII youth (dropped out)	F	all	NP
15:30 - 16:00	T2: FGD	F	all	NP
16:00 - 17:30	Travel to Amman			

### Thursday, 12 November - Split into two teams

07:30 - 09:00	Travel to Za'atari			
09:00 - 10:00	T1: KII youth D8 drop out	M	all	dropout
	T2: KII youth drop out	F	all	dropout
10:00 - 11:30	T1: FGD youth D8	M	all	NP
	T2: FGD youth D8	F	all	NP
11:30 - 12:00	Lunch break			
12:00 - 13:30	T1: Za'atari youth FGD	M	all	NP
	T2: FGD parents/communities	all	all	NP
14:00 - 15:30	T1: Shelter PC Za'atari (confirmed)			
	T2: Za'atari staff member UNHCR	F	all	NP
16:00 - 17:30	Travel to Amman			

### Friday, 13 November

08:30 - 17:00	off
---------------	-----

### Saturday, 14 November

08:30 - 10:00	Travel to EJC
10:30 - 12:00	FGD with parents/community members
12:00 - 13:00	Individual interview with male teacher EJC
13:00 - 14:00	Individual Interview with female teacher EJC
14:00 - 14:30	Lunch break
14:30 - 15:30	Individual interview with UAE RC rep.

### Sunday, 15 November, Amman

08:30 - 10:00	Individual interview Emma (Youth PM)
10:00 - 11:30	Individual interview Robert (ex. Pd/cd Jordan)
11:30 - 13:00	Individual interview Cate (Jordan PAA)
13:00 - 13:30	Lunch Break
13:30 - 14:30	Individual interview Petr (Jordan CD)
15:00 - 16:30	Individual interview Ana (Jordan PD)

### Monday, 16 November, Amman

10:00 - 11:30	Individual interview Natalia Tapias (Save the Children regional youth advisor)
12:00 - 13:00	Individual interview Dina Ala'ddin
13:00 - 14:00	Individual interview Laura (Education PM)
14:00	Depart for UNESCO
15:00 - 16:30	Individual interview Eddie Dutton (UNESCO and JRP education task force chair)

### Tuesday, 17 November

07:00 - 08:30	Travel to Za'atari
09:00 - 10:00	Individual interview UNHCR Irene Omondi
10:30 - 11:30	Attend Youth Task Force
11:30 - 12:30	Interview with active YTF member
12:30 - 13:00	Lunch Break
13:30 - 14:00	Individual interview with UNHCR (Irene)
14:00 - 16:00	MSC Workshop with NRC youth staff
16:00 - 17:30	Travel to Amman

### Wednesday, 18 November, Aman

08:30 - 10:00	Individual interview (Jacob Arts EU Youth and Education PM in Europeaid)
10:30 - 12:00	Individual interview
13:00 - 14:00	Individual Interview (Besan Abdel Qader UNICEF Youth Dept.)
14:30 - 15:30	Individual Interview (Joseph Fields British Council)

### Thursday, 19 November, Amman

08:30 - 10:00	Individual interview Paul (Youth PC)
10:00 - 11:30	Individual interview Raed Sawalha
11:30 - 13:00	Individual interview youth staff
13:00 - 14:00	Lunch break
14:00 - 16:00	Presentation Amman

### Friday, 20 November

08:00 - 09:00	Depart for airport
---------------	--------------------

## ANNEX 6

# EVALUATION TEAM BIOGRAPHIES

Josh Chaffin is a Senior Programme Officer at the Women's Refugee Commission, where he leads the Task Force on Economic Strengthening and Child Protection, part of the Child Protection in Crisis Learning Network. The Task Force looks at ways to achieve better child protection outcomes from livelihoods programmes in humanitarian settings. Previously, Josh worked at UNICEF managing a global evaluation of UNICEF's work for adolescents. He served as Technical Expert on adolescents at the UNICEF regional office in Nairobi, and has consulted on youth empowerment issues for ILO, UNDG, UNDP, Inter-Agency Network for Education in Emergencies (INEE), Adam Smith International and Mercy Corps. He served as editor of several national poverty reduction strategy papers. In 2006-7, he managed a USAID-funded reintegration programme for children and women affected by the fighting forces in Liberia. In 2015 he served as Primary Investigator and co-author of a research report on the Norwegian Refugee Council's Youth Education Pack (YEP) model. He holds a Master's Degree in International Affairs from Columbia University.

## ANNEX 7

# NRC STEERING COMMITTEE & REFERENCE GROUP

---

**Ana Povrzenic, Programme Director**, Chairperson and overall evaluation manager

**Emma Bonar, Youth Project Manager**, Coordinator of Steering Committee

**Negar Ghobadi, Monitoring and Evaluation Coordinator**, Evaluation Focal point

**Andrea Naletto, Education Technical Advisor (Oslo Head Office)**, Technical support

**Petr Kostohryz**, Country Director

**Laura Marshal**, Education Project Manager

**Paul Fean**, Youth Project Coordinator

**Lian Bradley**, Evaluation and Organizational Learning Advisor, Oslo Head Office

**Sophia Kousiakis**, Education Officer, Oslo Head Office

**Catherine Osborn**, Protection and Advocacy Advisor, Country Office

## DISCUSSION OF METHODOLOGY

---

### SAMPLING METHODS

Using a semi-structured interview guide developed with NRC input, the evaluation convened 23 FGDs and 9 individual interviews with Syrian camp residents across the three camps, as well as 25 key informant interviews. NRC sampled the beneficiaries at camp level from NRC records on the basis of age; sex; and status as programme graduates, current students, non-participants, or dropouts. The sampling methodology was not uniform across the three camps due to difficulties in reaching the respondents. When possible, the respondents were chosen at random, but in some cases NRC staff fell to using convenience sampling and snowball sampling in order to reach the desired numbers. For practical reasons, NRC itself, rather than the external evaluator WRC, was tasked with the sampling logistics.

Notes on the different sampling strategies used in the three camps:<sup>64</sup>

#### ZA'ATARI D8

**Graduates:** Taking advantage of the presence of youth in an ongoing project at the centre, those graduates were asked to participate in the FGDs.

**Current students:** Chosen based on the recommendation of the staff. [Likely positive bias is acknowledged by WRC.]

**Non-participants:** One male agreed to be interviewed, an acquaintance of one of the teachers.

**Teachers:** All teachers at the centre took part except for one who had to leave due to a personal matter.

#### ZA'ATARI D10

**Graduates:** Staff called each student on the list of graduates in order of appearance, and the first reachable student who gave consent was invited to participate. Staff made sure to call the different cohort lists equally in order to include graduates from all the courses. In addition, staff worked to include equal numbers of the different age groups.

**Drop-outs:** Staff called each student on the list of dropouts in order of appearance, and the first reachable person who gave consent was invited to participate.

**Non-participants:** Staff asked the current students at the centre to invite people they know and who never took part in any courses provided by the youth centre.

#### EJC

**Teachers:** Staff asked for volunteer respondents among the teachers and trainers.

**Non-participants:** Staff asked trainers to invite friends and neighbours.

#### AZRAQ

**Graduates and non-participants:** Staff called those who they thought are outspoken and would not be shy or feel uncomfortable. [Likely positive bias is acknowledged by WRC.]

**Non-participants:** Staff asked teachers from the centre to contact youth who had never participated in the youth programme.

---

<sup>64</sup> Notes supplied by JCO by email, redacted here.

## DATA COLLECTION INSTRUMENTS

---

### FOCUS GROUP AND INTERVIEW GUIDE AND INDICATIVE QUESTIONS

#### NRC Jordan Youth Programme Evaluation Women's Refugee Commission

### GUIDELINES

---

- Focus groups should consist of 6-8 people. A common tendency is for FGDs to attract onlookers, family members or curious people, but ideally we can maintain a max of 8 persons.
- Focus groups to be conducted by WRC, except in the case of female FGDs, conducted by visiting female NRC HO staff with female note-taker and translator, if possible
- Focus groups should run 45-90 minutes, depending on the activeness of participants.
- Verbatim (or nearly verbatim) notes should be taken by facilitator on the live translation, and by an additional note-taker for backup purposes.
- The evaluators assume there will be a positive bias toward the programme among beneficiaries and community members. If the group or individual interviewee seems primed only to say positive things about the programme, facilitator should probe for critical reflection on the programme.

### INTRODUCTION (TO BE READ ALoud IN FGDS AND INTERVIEWS)

---

*My name is XXX, and I work at an NGO called Women's Refugee Commission. I am visiting here to help review NRC's youth programme that you (may have heard of/participated in). These are my colleagues ..... Thank you for agreeing to speak with us today.*

*I do not have any services to deliver to you. There is no benefit to you from participating in this discussion. Nothing you say will affect the services you receive. Instead we are here to learn about your experience with the program. Also we don't have any information about status of claims for resettlement or cases with UNHCR.*

*We was taking notes throughout our discussion today, but we will not record your name and you will not be identified in our report.*

*I will, however, write down your thoughts and ideas, which was used in a report to improve programmes here and in other countries.*

*We are hoping you will not be afraid to speak honestly and critically of NRC youth programme. We want to learn from you because you are the experts on this programme.*

*This report was on the internet, so many people was able to access it and use it in planning their activities with communities affected by crisis and conflict.*

*We want to make sure that everyone has a chance to speak. So even if you have many ideas to share, please try not to let one or two people dominate the discussion.*

*Before we proceed, however, are there any questions about the topic of the discussion today?*

*If at any point, you want to leave the discussion, please feel free to leave.*

*Do we have your permission to continue?*

## QUESTIONS

---

### **YOUNG WOMEN AND YOUNG MEN PARTICIPANTS; PARENTS OF PARTICIPANTS**

1. How did you hear about this programme?
2. Do you have any examples of times NRC engaged you to make decisions about the programme?
3. Is NRC reaching the right people with this programme? Who are the other groups of people that should be included, but that are not included? Do you have family or friends who should be in this programme, but they're not in it? What could NRC do to help people access the programme?
4. How could NRC improve their programme?
5. How have you changed since you started this programme? What would someone else say about you and how you've changed?
6. FOR GRADS ONLY: what new skills did you learn (besides your hard skills), and how useful have these skills been in your life since you finished the programme? Examples?
7. Let's all agree; for you what's the most important change of the programme?
8. What other skills could be useful to youth in this camp?

### **PROGRAMME DROPOUTS**

1. Why did you stop attending NRC youth programming? What were the barriers to your participation?
2. Could NRC have done anything to help you stay in?
3. Is NRC reaching the right people with this programme? Who are the other groups of people that should be included, but that are not included?
4. How could NRC improve their programme? (Probe around "youth empowerment" and "social engagement".)

### **NON-PARTICIPANT YOUTH; COMMUNITY MEMBERS**

1. What do you know about NRC's programme for youth? [Provide a brief background of the programme if the participants are not familiar.] How well known in the community is the programme? What's its reputation?
2. What has been the most significant change in your community as a result of NRC youth programme?
3. What kinds of programming is needed here for young people? [Probe about different age groups, young women, different demographic groups. Probe around "youth empowerment" and "social engagement".]
4. What, if any, have been the impacts in your community as a result of NRC's presence here?
5. How could NRC improve their programme?

### **STAFF OF NRC**

[Assure them this is a safe space and that in the case of potentially sensitive statements they will not be identified in the report except perhaps to say "Country Office staff member", HO staff member, etc.]

1. How do you describe this programme to people who don't know what it is?
2. What have been the most significant changes as a result of the programme?
  - a. In community
  - b. In the lives of youth
  - c. With Government
  - d. With other stakeholders
3. In your opinion, what are some core guiding principles or best practices of this programme that should be carried out to other NRC countries' youth programmes?
4. Are you reaching the right people? How do you know?

5. What vulnerabilities in this context should qualify a person to be selected as a beneficiary? How effective is the current vulnerability assessment process?
  6. What is the funding environment like now, in this context? What opportunities and challenges exist as a result?
  7. How could the programme scale up? What would be the best ways to do this?
  8. What are the strengths and weaknesses of NRC in implementing project activities?
  9. Do internal processes and tools (policies / procedures / data management / coordination etc.) support the efficient and effective operation of the programme? How could they be improved?
  10. What is the potential for synergies with other NRC CCs or thematics?
  11. What has been the role of advocacy, coordination and representation in the youth programme and how can it be improved? (Make sure to ask about all three.)
  12. How would you describe the relationship between NRC and project stakeholders? How do stakeholders support NRC project activities?
5. What are the strengths and weaknesses of NRC in implementing project activities?
  6. How does the project coordinate with other stakeholders? How would you characterise the strength of the relationships with partners and the project?
  7. What has been the impact, if any, of the youth programme on the general context and debates regarding youth in Jordan?
  8. What changes to present strategies or practices would you recommend?
  9. (For UNHCR, donors) Are they reaching the right people? They have challenges reaching adequate numbers of female youth, but how does NRC compare with others in this context?

#### **FOR OTHER PROJECT STAKEHOLDERS**

1. What is the state of youth programming in this context? Where NRC's youth programming fit in the landscape of youth does focused programming here?
2. What is the funding environment like now, in this context? What opportunities and challenges exist as a result?
3. What have been the most important results of NRC's youth programme?
4. Does the project suit the needs of beneficiaries and the problems it is responding to?

#### **TEACHERS**

1. What's been the most significant change for your students in this programme?
2. Are programmes offered equally applicable to all defined age groups and what's been the implications of this?
3. How could NRC improve the programme?
4. Are we reaching the right people?
5. Other programmes kids need?
6. How has NRC supported them as teachers?

## TYPES OF GENDER-BASED VIOLENCE<sup>65</sup>

---

There are 5 types of Sexual and Gender-based violence; Sexual Violence, Physical Violence, Emotional and Psychological Violence, Harmful Traditional Practices and Socio-Economic Violence.

### SEXUAL VIOLENCE

1. **Rape and marital rape:** The invasion of any part of the body of the victim or of the perpetrator with a sexual organ, or of the anal or genital opening of the victim with any object or any other part of the body by force, coercion, taking advantage of a coercive environment, or against a person incapable of giving genuine consent (International Criminal Court).
2. **Child sexual abuse, defilement and incest:** any act where a child is used for sexual gratification. Any sexual relations/interaction with a child.
3. **Forced sodomy/anal rape:** Forced/coerced anal intercourse, usually male-to-male or male-to-female.
4. **Attempted rape or attempted forced sodomy/anal rape:** Attempted forced/coerced intercourse; no penetration.
5. **Sexual abuse:** Actual or threatened physical intrusion of a sexual nature, including inappropriate touching, by force or under unequal or coercive conditions.
6. **Sexual exploitation:** Any abuse of a position of vulnerability, differential power, or trust for sexual purposes; this includes profiting momentarily, socially or politically from the sexual exploitation of another; Sexual exploitation is one of the purposes of trafficking in persons (performing in a sexual manner, forced undressing and/or nakedness, coerced marriage, forced childbearing, engagement in pornography or prostitution, sexual extortion for the granting of goods, services, assistance benefits, sexual slavery).
7. **Forced prostitution (also referred to as sexual exploitation):** Forced/coerced sex trade in exchange for material resources, services and assistance, usually targeting highly vulnerable women or girls unable to meet basic human needs for themselves and/or their children.
8. **Sexual harassment:** any unwelcome, usually repeated and unreciprocated sexual advance, unsolicited sexual attention, demand for sexual access or favours, sexual innuendo or other verbal or physical conduct of a sexual nature, display or pornographic material, when it interferes with work, is made a condition of employment or creates an intimidating, hostile or offensive work environment.
9. **Sexual violence as a weapon of war and torture:** Crimes against humanity of a sexual nature, including rape, sexual slavery, forced abortion or sterilisation or any other forms to prevent birth, forced pregnancy, forced delivery, and forced child rearing, among others. Sexual violence as a form of torture is defined as any act or threat of a sexual nature by which severe mental or physical pain or suffering is caused to obtain information, confession of punishment from the victim or third person, intimidate her or a third person or to destroy, in whole or in part, a national, ethnic, racial or religious group.

---

<sup>65</sup> <http://www.irinnews.org> "Gender-based violence"

## PHYSICAL VIOLENCE

1. **Physical Assault:** Beating, punching, kicking, biting, burning, maiming or killing, with or without weapons; often in combinations with other forms of sexual and gender-based violence.
2. **Trafficking, slavery:** Selling and/or trading in human beings for forced sexual activities, forced labour or services, slavery or practices similar to slavery, servitude or removal of organs.

## EMOTIONAL AND PSYCHOLOGICAL VIOLENCE

1. **Abuse/Humiliation:** Non-sexual verbal abuse that is insulting, degrading, demeaning; compelling the victim/survivor to engage in humiliating acts, whether in public or private; denying basic expenses for family survival.
2. **Confinement:** isolating a person from friends/family, restricting movements, deprivation of liberty or obstruction/restriction of the right to free movement.

## HARMFUL TRADITIONAL PRACTICES

1. **Female genital mutilation (FGM):** Cutting of genital organs for non-medical reasons, usually done at a young age; ranges from partial or total cutting, removal of genitals stitching whether for cultural or non-therapeutic reasons; often undergone several times during life-time, i.e., after delivery or if a girl/woman has been victim of sexual assault.
2. **Early marriage:** Arranged marriage under the age of legal consent (sexual intercourse in such relationships constitutes statutory rape, as the girls are not legally competent to agree to such unions).
3. **Forced marriage:** Arranged marriage against the victim's/survivor's wishes, which is exposed to violent and/or abusive consequences if he/she refuses to comply.

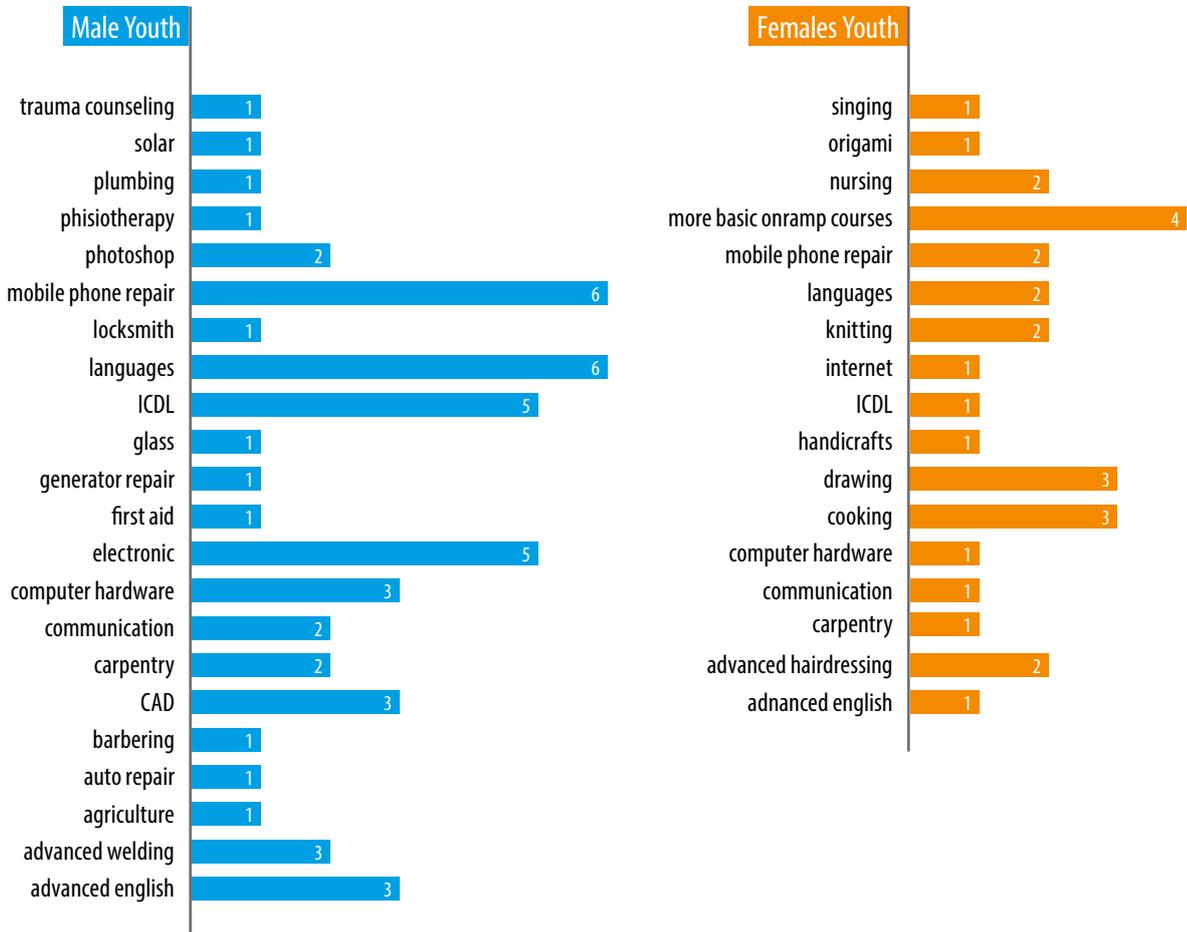
4. **Honour killing and maiming:** Maiming or murdering a woman or a girl as a punishment for acts considered inappropriate with regards to her gender, and which are believed to bring shame on the family or community (e.g. pouring acid on a young woman's face as punishment for bringing shame to the family for attempting to marry someone not chosen by the family), or to preserve the honour of the family (i.e. as a redemption for an offence committed by a male member of the family).
5. **Infanticide and/or neglect:** Killing, withholding food from, and/or neglecting female children because they are considered to be of less value in a society than male children.
6. **Denial of education for girls or women:** Removing girls from school, prohibiting or obstructing access of girls and women to basic, technical, professional or scientific knowledge.

## SOCIO-ECONOMIC VIOLENCE

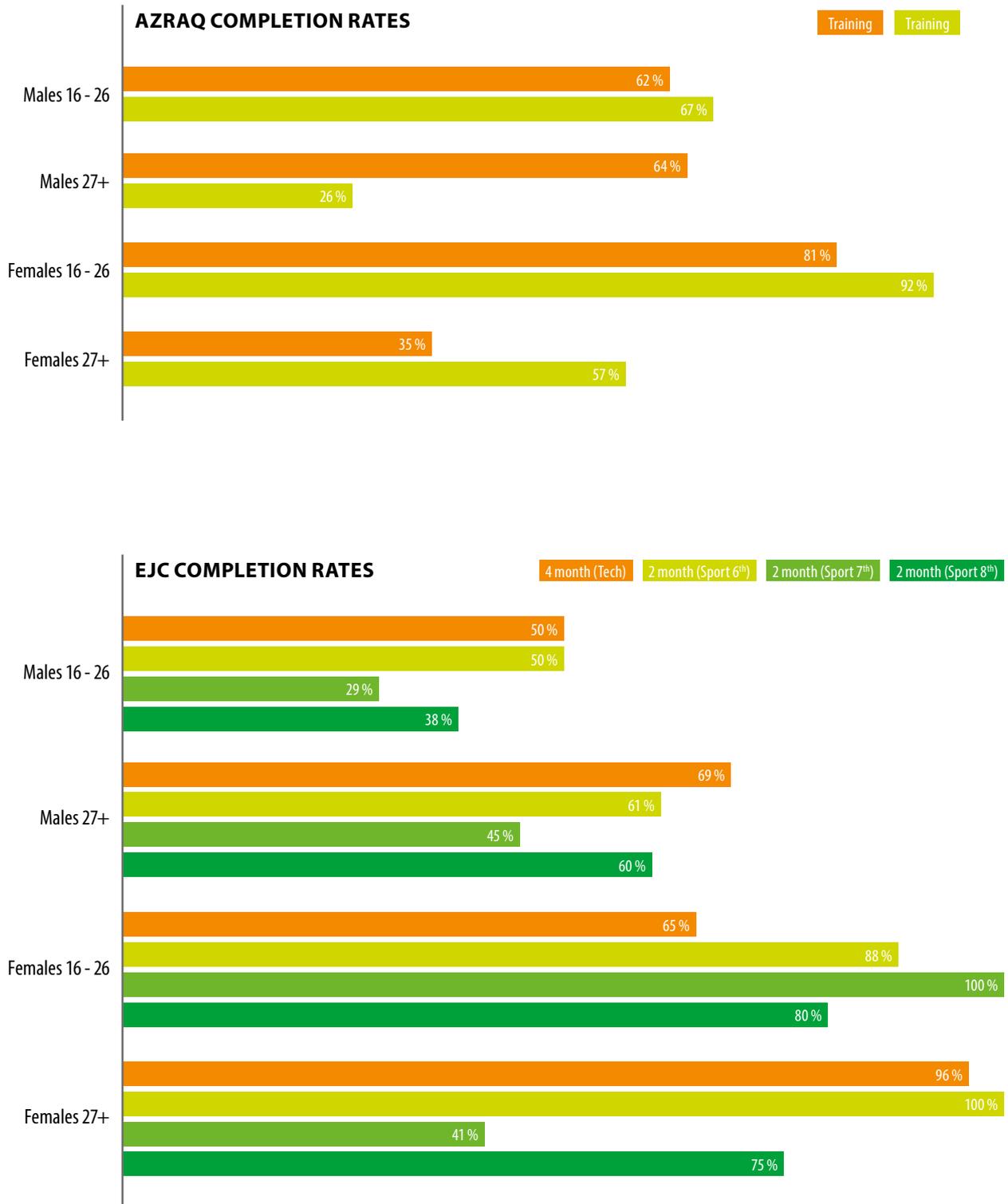
1. **Discrimination and/or denial of opportunities, services:** Exclusion, denial of access to education, health assistance or remunerated employment; denial of property rights.
2. **Social exclusion/ostracism based on sexual orientation:** Denial of access to services or social benefits, prevention of the exercise and enjoyment of civil, social, economic, cultural and political rights, imposition of criminal penalties, discriminatory practises or physical and psychological harm and tolerance of discriminatory practices, public or private hostility to homosexuals, transsexuals or transvestites.
3. **Obstructive legislative practice:** Prevention of the exercise and enjoyment of civil, social, economic, cultural and political rights by women.

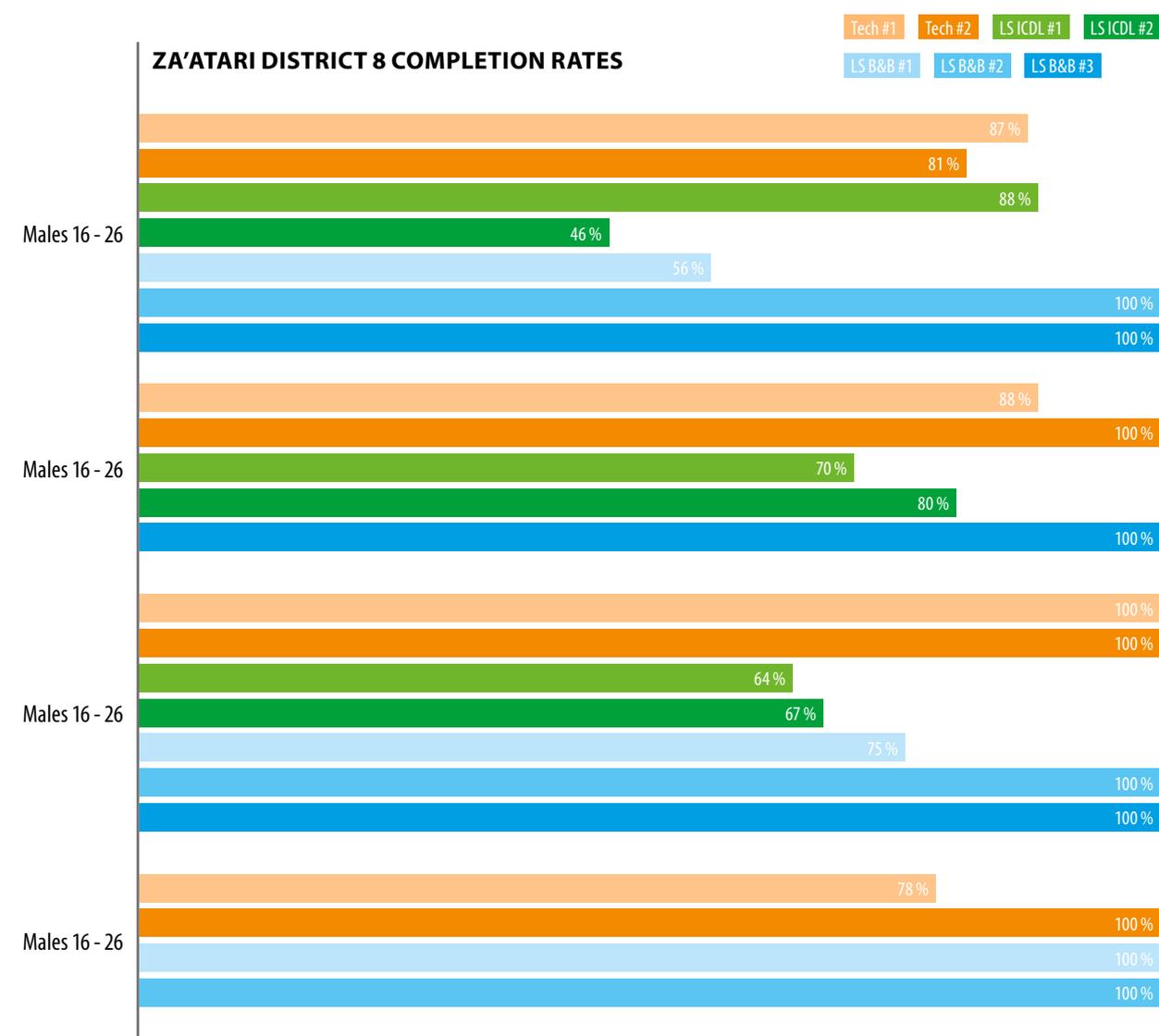
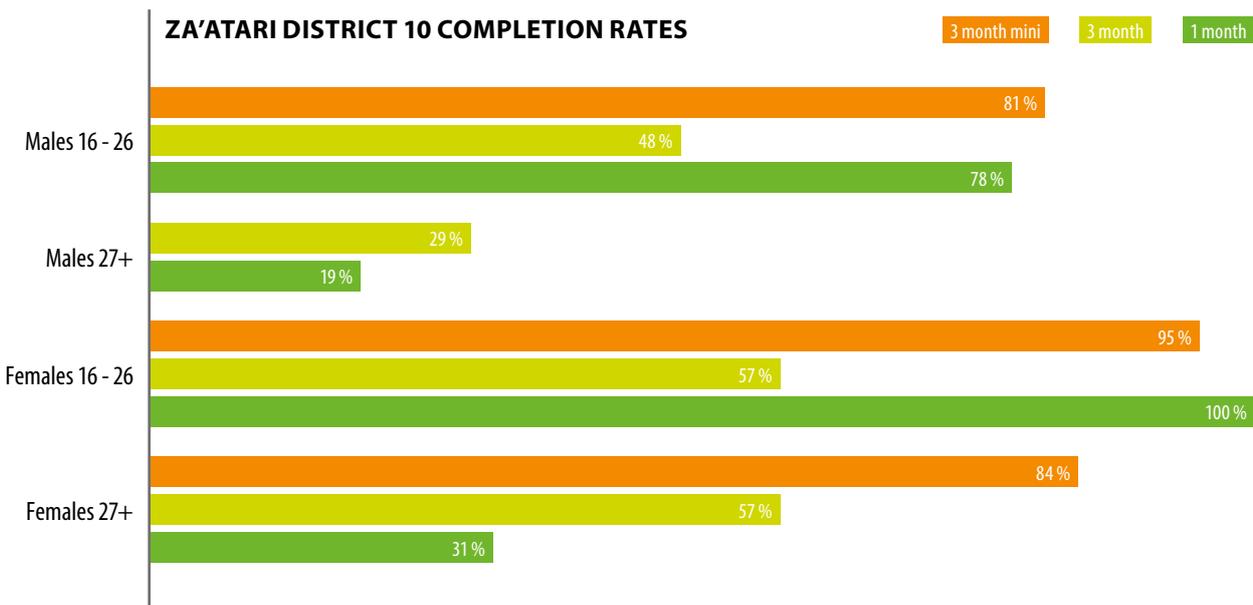
**ANNEX 11**

# COURSE SUBJECTS REQUESTED BY YOUTH



# COMPLETION RATES





# BIBLIOGRAPHY

**All documents are internal NRC products unless otherwise noted.**

- *NRC Evaluation Policy*
- *NRC Protection Policy*
- *NRC Programme Policy*
- *Background on NRC strategic questions*
- *JIF Registration and Legal Status of Syrian Refugees*, Sept 2015
- *NRC Youth Fact sheet*, August 2015
- *NRC Jordan Core Protection Training*
- *NRC Jordan Protection Mainstreaming Tool: Youth*
- *NRC Jordan Youth Messages*
- *NRC SIDA proposal and Logframe*
- *NRC SIDA intermediate narrative report*
- *UNICEF PCA final report*
- *UNICEF PCA narrative*
- *Youth Dashboard*, OCHA, March 2015
- *Youth Activities by Governorate*, UNHCR, 2015
- *JENA assessment Za'atari 2014*
- *Summary Assessment, Syrians Living Outside Camps*, 2015
- *NRC Youth Assessment Jordan*, 2013
- *JENA Children and Youth Assessment*, 2015
- *Comprehensive Child-Focused Assessment in Za'atari*, 2015
- *Multi-sector Child Focused Assessment*, UNICEF, 2014
- *Report on Higher Education in Za'atari*, 2015
- *Education for Syrian Refugees 2013*, Refugee Studies Centre
- *Syrian Refugee University Students Report*
- *Comprehensive Child-focused Assessment*, Azraq, 2015
- *Jordan Response Plan*, Government of Jordan
- *Terms of Reference, Youth Task Force*, 2014
- *Youth Task Force Action Plan 2014*
- *Youth Task Force factsheet July 2015*
- *EJC youth evaluation report: teachers*
- *Rapid youth assessment report*
- *Youth participatory assessment*
- *NRC youth assessment Jordan 2013*
- *Youth mini assessment (internal)*
- *MLFA stakeholder analysis*
- *MLFA mind map ToC 2015*
- *MLFA narrative 2015*
- *MLFA Logframe 2015*
- *MLFA mind map ToC 2016*
- *MLFA narrative 2016*
- *Stakeholder analysis 2016*
- *MLFA Logframe 2016*
- *Report on NRC Participation in the UKFIET Conference*, 2015
- *NRC Jordan Programme: Education Adviser Visit Report*, July 2015
- *Sampling Procedures for Youth Evaluation*
- *Timeline and History of NRC Jordan's Youth Programme*, JCO 2015
- *Za'atari Mobile Phone and Internet Use Survey 2015*, Penn State University



