

**JORDAN**

**EU COUNTRY ROADMAP FOR  
ENGAGEMENT WITH CIVIL SOCIETY**

**2018 – 2020**

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## GENERAL INFORMATION

- **Status:** Restricted
- **Date of Approval:** 30<sup>th</sup> of January 2019
- **Period Covered:** 2018 – 2020
- **Update of a Previous RM:** Yes.
- **Approved by EU Members States in Jordan.**

## EXECUTIVE SUMMARY

The European Union Delegation (EUD) and EU Member States (EUMS) have undertaken a revision and update to its roadmap for engagement with the civil society in Jordan. The roadmap is intended to improve the impact, predictability and visibility of EU actions in support of civil society, and to enhance coordination between the EU Delegation to Jordan and EUMS and with other like-minded national and international partners.

The roadmap also presents a comprehensive, coherent and shared analysis of EU and Member States of the civil society landscape, its enabling environment and the challenges and opportunities faced by civil society organisations (CSOs). It also recommends common EU priorities and concrete steps for supporting CSOs in Jordan in the coming years.

The 2014 - 2017 Roadmap was used as a starting point for revising and diversifying the areas of support to civil society in Jordan. This previous Roadmap recommended four thematic areas of focus for EU engagement with civil society related to the enabling environment and the role and participation of CSOs in public life and policy formulation. Since the evolutions that the civil society in Jordan witnessed during the period 2014 – 2017 were very minimal, these priorities are largely still considered valid and have thoroughly informed the process of preparing the Roadmap for Engagement with Civil Society for the period 2018 - 2020.

The process for developing the 2018 – 2020 Roadmap was conducted using a participatory approach and maximum inclusivity of stakeholders. It involved representatives of EUMS, EUD Task Managers, Government Officials, Donors, International Non-Governmental Organizations (INGOs), and Civil Society Organizations (CSOs) representing the northern, middle, and southern governorates. The total number of CSOs involved in the consultation process, including the online questionnaire, reached 384 across all Jordan.

A number of documents and sources were consulted in preparation of this Roadmap 2018 – 2020, including i) Roots of Democracy and Sustainable Development: Europe's Engagement with Civil Society in External Relations (2012), ii) Single Support Framework (SSF) 2017 – 2020, and iii) the 2014 - 2017 Roadmap. This aimed to ensure the alignment of this Roadmap with the EU priorities and that it is built on the lessons learned from the previous EU engagement with the civil society.

The description and discussion of current reality of CSOs in Jordan draws upon the desk-review of available secondary data and literature, including studies, reports, and statistics published by both governmental and non-governmental organizations. The results of desk review are also validated and further elaborated through consultations with the CSOs, stakeholders, and other like-minded partners mentioned above. Quantitative (e.g. questionnaires) and qualitative techniques (e.g. group consultations and bilateral meetings) were used during this stage of data collection.

The Roadmap 2018 - 2020 describes the key challenges and opportunities faced by CSOs in Jordan in three key areas; i) enabling environment, ii) participation and role, and iii) capacity. It also moves to discuss the key and emerging obstacles facing civil society in Jordan, specifically legislative and bureaucratic obstacles, networking and coordination obstacles, and internal capacity and governance obstacles. The following summarizes the key results of the CSOs' context analysis:

- The number of CSOs has increased noticeably over the last years, particularly after the Syrian refugee crisis. In 2018, the number of registered organisations reached 6136 CSOs and 1180 Non-Profit Organisations. Charities are the most common type of CSOs in Jordan.

- The political will to enhance civil society engagement in public life and democratic reforms is mentioned in the constitution, which guarantees the freedom of association and in several discussion papers by HM King Abdullah II. However, CSOs are still held back by imposed legislative and bureaucratic obstacles. Several laws (e.g. law on associations) limit the ability of CSOs to operate in Jordan as real development actors.
- The effective and systematic interaction between CSOs and the government and addressing the capacity needs of CSOs, specifically in the areas of accountability and community-based monitoring, seem to be essential to improve CSOs engagement in Jordan.

The 2018 – 2020 Roadmap provides a concise and to-the-point self-assessment of EU engagement with civil society, with special attention to the implementation of the 2014 – 2017 Roadmap. Lessons learned and challenges are highlighted in the results of the self-assessment. It also touches upon on the key areas of EU support to civil society, such as policy-level engagement (i.e. policy dialogues), targeted support to civil society, and mainstreaming of civil society into EU priority sectors of support.

In response to opportunities and challenges facing civil society and based on the results of consultations with wide spectrum of stakeholders, the 2018 – 2020 Roadmap sets an EU strategy and action plan for engagement with civil society and recommends the following four priorities to enhance and diversify the EU support to civil society in Jordan:

1. Promote constructive engagement of CSOs across Jordan in the **identification and implementation of EU partnership priorities** and **EUMS bilateral agreements** with the Government of Jordan.
2. Support the **enabling environment for CSOs** through a more conducive legislative framework with clear regulatory requirements.
3. Strengthen a process of structured and inclusive **participation of CSOs in formulating public policies** and **achieving Jordan's development priorities**.
4. Support CSOs to **improve their capacity-building mechanisms** and **internal governance practices**.

The new Roadmap of 2018 - 2020 specifies a set of process and outcomes indicators to monitor and report on its implementation. Process indicators refer to the process of implementing and following the progress achieved while the outcome indicators are linked to the priorities for engagement with CSOs and to the priority sectors. The concrete follow-up of the Roadmap will be ensured in the Human Rights Working Group which will be tasked with the setting-up of an annual (short and concrete) plan of action and will also regularly discuss how to collectively reach the main objectives assigned in this Roadmap, be it in terms of political dialogue or in operational terms. The Development and Humanitarian Aid Group (DHAG) and the HRWG will hold joint meetings to follow-up and monitor the implementation of the Roadmap.

In conclusion, both the previous and new version of the Roadmap recommends common priorities with a view to improve the legislative and enabling environment and enhance the contribution of civil society to the governance and sustainable development process in Jordan. Support to CSOs' capacity and accountability measures in particular was an area of focus in the 2018 – 2020 Roadmap.

## الملخص التنفيذي

قامت بعثة الاتحاد الأوروبي (European Union Delegation) والدول الأعضاء في الاتحاد الأوروبي (European Union Member States) بمراجعة وتحديث خارطة الطريق الخاصة بعملها مع المجتمع المدني في الأردن. تهدف هذه الخارطة إلى إبراز فعاليات الاتحاد الأوروبي المتعلقة بدعم المجتمع المدني وتحسين أثرها وإمكانية التنبؤ بها. بالإضافة إلى تعزيز عمليات التنسيق بين بعثة الاتحاد الأوروبي والدول الأعضاء في الاتحاد الأوروبي مع شركاء آخرين محليين ودوليين يحملون نفس التوجهات.

تقدم خارطة الطريق المذكورة تحليلاً شاملاً ومتربطاً ومشتركاً عن المجتمع المدني وعن البيئة الممكنة/الداعمة والتحديات والفرص التي تواجهها منظمات المجتمع المدني. كما توصي هذه الخارطة بالأولويات المشتركة للاتحاد الأوروبي والخطوات الملموسة لدعم منظمات المجتمع المدني في الأردن خلال السنوات القادمة.

تم استخدام خارطة الطريق للأعوام 2014 - 2017 كنقطة انطلاق لمراجعة وتنويع مجالات دعم المجتمع المدني في الأردن. وقد أوصت خارطة الطريق السابقة بالتركيز على أربعة مجالات تتعلق في بيئة الداعمة ودور منظمات المجتمع المدني في الحياة العامة وصياغة السياسات. بما أن التطورات التي شهدتها المجتمع المدني في الأردن خلال الفترة 2014 - 2017 كانت محدودة للغاية، فهذه الأولويات لا تزال صالحة إلى حد كبير ولذلك تم استخدامها بشكل كبير في عملية إعداد خارطة الطريق الجديدة الخاصة بعمل الاتحاد الأوروبي مع المجتمع المدني خلال الفترة 2018 - 2020.

تم إعداد خارطة الطريق للفترة 2018 - 2020 باستخدام نهج تشاركي وبإشراك أكبر قدر ممكن من أصحاب المصلحة. شارك عملية الإعداد ممثلون عن الدول الأعضاء (EUMS) ومديرو البرامج لدى بعثة الاتحاد الأوروبي (EUD) ومسؤولون حكوميون ومانحون ومنظمات غير حكومية دولية (INGOs) ومنظمات المجتمع المدني (CSOs) التي تمثلت المحافظات الشمالية والوسطى والجنوبية، حيث بلغ العدد الإجمالي لمنظمات المجتمع المدني المشاركة في العملية التشاورية (بما في ذلك تعبئة الاستبيان عبر الإنترنت) 384 منظمة من جميع أنحاء الأردن.

كما تم الرجوع إلى عدد من الوثائق والمصادر خلال مرحلة التحضير لخارطة الطريق 2018 - 2020 منها: (1) جذور الديمقراطية والتنمية المستدامة: مشاركة أوروبا مع المجتمع المدني في العلاقات الخارجية الصادرة في عام 2012 (2) إطار الدعم الأحادي 2020 - 2017 و(3) وخارطة الطريق 2014 - 2017. وكان الهدف من ذلك ضمان مواءمة خارطة الطريق الجديدة مع أولويات الاتحاد الأوروبي وبأن إعدادها تم بناء على الدروس المستفادة من الانخراط السابق للاتحاد الأوروبي مع المجتمع المدني.

اعتمدت المناقشة والوصف للواقع الحالي لمنظمات المجتمع المدني في الأردن على مراجعة مكتبية للبيانات الثانوية المتاحة بما في ذلك الدراسات والتقارير والإحصاءات التي نشرتها المنظمات الحكومية وغير الحكومية. كما تم التحقق من صحة نتائج المراجعة المكتبية وتم إثرائها أيضاً عبر مشاورات مع منظمات المجتمع المدني وأصحاب المصلحة وغيرهم من الشركاء الذين يحملون نفس التوجهات وتم ذكرهم أعلاه. كما تم استخدام الأساليب البحثية الكمية (مثل الاستبيانات) والتقنيات البحثية النوعية (مثل المقابلات الجماعية والاجتماعات الثنائية) خلال هذه المرحلة من جمع البيانات.

تصف خارطة الطريق 2018 - 2020 التحديات والفرص الرئيسية التي تواجهها منظمات المجتمع المدني في الأردن في ثلاثة مجالات رئيسية: وهي البيئة الممكنة/الداعمة ودور هذه المنظمات ومشاركتها وقدراتها، وتناقش الخارطة أيضاً التحديات التشريعية والبيروقراطية والعقبات المتعلقة بقدرات هذه المنظمات على التنسيق والتشبيك والإدارة الداخلية والحوكمة.

يلخص ما يلي النتائج الرئيسية لتحليل واقع حال منظمات المجتمع المدني في الأردن:

- ازدياد عدد منظمات المجتمع المدني بشكل كبير خلال السنوات الأخيرة خاصة بعد اندلاع أزمة اللاجئين السوريين حيث وصل عدد المنظمات المسجلة في عام 2018 إلى 6136 منظمة مجتمع مدني و1180 منظمة غير ربحية. تعد الجمعيات الخيرية هي أكثر أنواع منظمات المجتمع المدني انتشاراً في الأردن.

• الإرادة السياسية لتعزيز مشاركة المجتمع المدني في الحياة العامة والإصلاحات الديمقراطية المذكورة في الدستور مما يضمن حرية المشاركة. كما ذكرت هذه الحريات في أوراق نقاشية لجلالة الملك عبد الله الثاني. ومع ذلك لا تزال منظمات المجتمع المدني تواجه تحديات بسبب العقوبات التشريعية والبيروقراطية المفروضة. كما تحد العديد من القوانين (مثل قانون الجمعيات) من قدرة منظمات المجتمع المدني على العمل في الأردن كجهات فاعلة في مجال التنمية.

• ضرورة وجود تفاعل فعال ومنهجي بين منظمات المجتمع المدني والحكومة في تناول احتياجات وبناء قدرات المنظمات وخصوصاً في مجال المساءلة والمراقبة الميدانية لتحسين مشاركة منظمات المجتمع المدني في الأردن.

وضعت خارطة الطريق 2018 - 2020 تقييماً ذاتياً موجزاً وفي صلب الموضوع لانخراط الاتحاد الأوروبي مع المجتمع المدني مع التركيز على تنفيذ خارطة الطريق السابقة والتي غطت الفترة من 2014 إلى 2017. تم تسليط الضوء على الدروس المستفادة والتحديات. كما تطرق التقييم إلى المجالات الرئيسية التي يدعم عبرها الاتحاد الأوروبي المجتمع المدني مثل المشاركة على مستوى السياسات (أي الحوارات السياسية) والدعم الموجه للمجتمع المدني ودمج المجتمع المدني ضمن القطاعات ذات الأولوية لدى الاتحاد الأوروبي.

كما حددت خارطة الطريق 2018 - 2020 استراتيجية وخطة عمل للاتحاد الأوروبي للمشاركة مع المجتمع المدني وأوصت بالأولويات الأربع التالية لتعزيز وتنويع دعم الاتحاد الأوروبي للمجتمع المدني في الأردن وذلك استجابة للفرص والتحديات التي تواجهه وبناء على نتائج المشاورات مع أصحاب المصلحة:

1. تعزيز المشاركة البناءة لمنظمات المجتمع المدني في جميع أنحاء الأردن عبر تحديد وتنفيذ أولويات شراكة الاتحاد الأوروبي والاتفاقيات الثنائية بين الدول الأعضاء في الاتحاد الأوروبي والحكومة الأردنية.
2. دعم البيئة الممكنة/الداعمة لمنظمات المجتمع المدني باستخدام إطار تشريعي أكثر ملاءمة مع متطلبات تنظيمية واضحة.
3. تعزيز عملية المشاركة المنظمة والشمولية لمنظمات المجتمع المدني في صياغة السياسات العامة وتحديد الأولويات الإنمائية للأردن.
4. دعم منظمات المجتمع المدني لتحسين آليات بناء قدراتها وتحسين الممارسات الداخلية المتعلقة بالحوكمة.

تحدد خارطة الطريق الجديدة 2018 - 2020 مجموعة مؤشرات للعمليات وللنتائج لمتابعة عملية تنفيذها. حيث تشير مؤشرات العمليات إلى عملية تنفيذ ومتابعة التقدم المحرز، بينما ترتبط مؤشرات النتائج بأولويات المشاركة مع منظمات المجتمع المدني والقطاعات ذات الأولوية. كما سيتم ضمان متابعة تنفيذ خارطة الطريق من قبل مجموعة العمل المعنية بحقوق الإنسان (Human Rights Working Group (HRWG والتي سيتم تكليفها بإعداد خطة عمل سنوية (قصيرة وملموسة) وستناقش بشكل دوري كيفية تحقيق الأهداف الرئيسية للخارطة بشكل جماعي، سواء كان ذلك عن طريق الحوار السياسي أو من الناحية التشغيلية. ستعقد مجموعة التنمية والمساعدة الإنسانية (Development and Humanitarian Aid Group (DHAG ومجموعة العمل المعنية بحقوق الإنسان (HRWG) اجتماعات مشتركة لمتابعة ومراقبة تنفيذ خارطة الطريق.

في الختام، أوصى كل من الإصدار السابق والجديد لخارطة الطريق بأولويات مشتركة تهدف إلى تحسين البيئة التشريعية والممكنة/الداعمة وتعزيز مساهمة المجتمع المدني في عملية الحوكمة والتنمية المستدامة في الأردن. وقد شكل دعم قدرات منظمات المجتمع المدني وإجراءاتها المتعلقة بالمساءلة على وجه الخصوص أحد مجالات التركيز في خارطة الطريق 2018-2020.

## INTRODUCTION

The roadmap is intended to improve the consistency and effectiveness of the EU cooperation vis-à-vis civil society across sectors and instruments and to progressively promote better coordination and synergies within the different portfolios and sectors of support of the EU Delegation, and beyond with Member States.

The Roadmap was carried out through assessing the role of civil society organisations (CSOs) in Jordan and identifying potential ways for the EU to engage with CSOs to enhance their role. The assessment was based on consultations with representatives of EU Member States, EU Task Managers, Donors, International Non-Governmental Organisations (INGOs), and 114 CSOs based in northern, central, and southern Jordan, as well as on a questionnaire filled out by 270 CSOs in all governorates. It is an update of the previous EU Roadmap for Engagement with Civil Society, which covered the period from 2014 to 2017.

The discussions with each of these stakeholder groups assessed the current situation, and suggested solutions and recommendations to enhance the role of the EU in supporting civil society in Jordan. The focus of the discussions was on the three following areas, which will be fully reflected in the orientations of the new Roadmap:

1. **The Enabling Environment:** In order to create a more enabling legal framework for civil society, the following key processes and issues need to be optimised and/or solved: registration processes, taxation issues, reporting requirements to the government, personal liability issues, access to information and funding.
2. **Participation and Roles:** Structured participation refers to effective participation processes being in place, allowing CSOs to engage with national and local institutions on developing and monitoring public policies. It also refers to established dialogue mechanisms with the international community to identify needs and design programmes. When discussing the roles of civil society, the roadmap focuses on strategic areas where civil society is a force for change, as well as on areas where it is marginalised but may have an unrealised potential.
3. **Capacity:** this area addresses capacity-building needs for CSOs in order to actively get engaged in the governance and development processes in Jordan, such as evidence based advocacy campaigns, negotiation and communication skills, alliance-building and networking. In addition, it will touch on what the current capacity-building mechanisms look like in Jordan.

## METHODOLOGY

The 2018-2020 Roadmap was drafted using a practical scientific approach that combines theory, practice, and lessons learned, as well as mixed approach to data collection.

### a) Data Collection

The data collection parameters and techniques were developed through participatory approach, including consultations with the EUMS' Civil Society Focal Points Group, which was established for the sake of updating and revising the Roadmap. Quantitative (e.g. questionnaires) and qualitative techniques (e.g. group consultations and bilateral meetings) were applied throughout this stage of data collection.



As mentioned above, discussions were held with a large number of partners and direct stakeholders, such as representatives of EU Member States, EU Task Managers, Donors, International NGOs (INGOs), Government, and 114 Civil Society Organisations (CSOs) representing northern, central, and southern Jordan. In addition, the online questionnaire was filled out by 270 CSOs across all Jordan.

The EU Member States were involved throughout all the processes and stages, including the design of the TORs aiming at revising and updating the roadmap, which were shared with them for their feedback and comments. The following charts illustrate the distribution of the participating 384 CSOs in the consultation meetings and questionnaire:

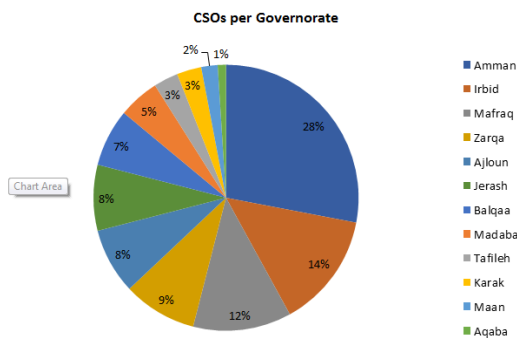


Figure 1: Percentage of Participating CSOs per Governorate

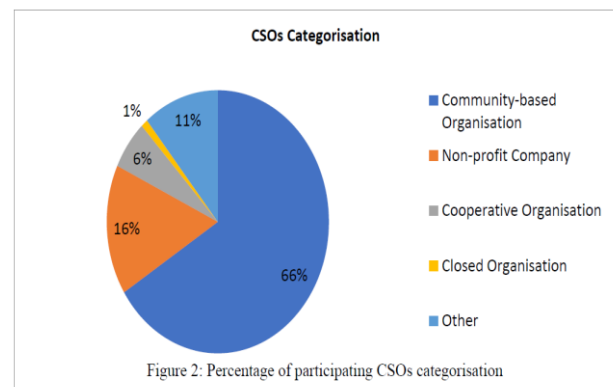


Figure 2: Percentage of participating CSOs categorisation

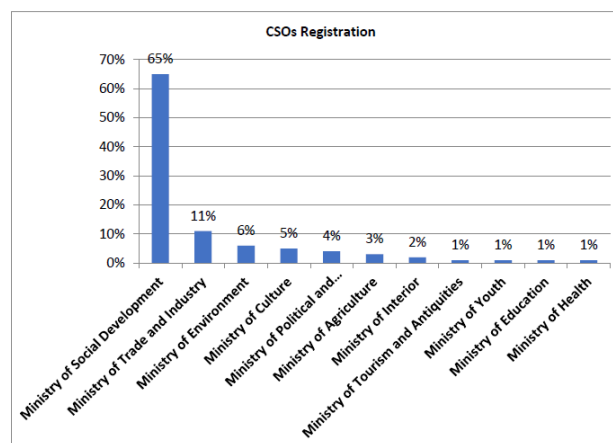


Figure 3: Percentage of participating CSOs registered by Ministries

## b) Desk Research

A number of documents and sources were consulted in preparation for this Roadmap. However, the main data sources consisted of the findings from the consultations with different stakeholders, including representatives of CSOs.

The following three documents were used as starting points and reference sources to ensure that this Roadmap is in alignment with the EU priorities and that it is built on the lessons learned from the previous Roadmap for the period 2014-2017:

## **1. Single Support Framework (2017-2020)**

The Single Support Framework 2017-2020 (SSF) focuses on priorities for EU actions on improving economic and social development, strengthening the rule of law, and improving border management, and preventing violent extremism. The support to the civil society is mainstreamed within each of these three aforementioned priorities, which is the particular focus of their Roadmap.

The SSF also emphasizes the role of CSOs in participating in dialogue and monitoring the performance of the government in these three axes. It underlines in particular the role of CSOs in the development, monitoring, and evaluation of social aspects and protection policies. This supervisory role is also referred to in this Roadmap.

The SSF supports capacity-building for civil society organisations, promotes a culture of civil society organisations in different regions, and increases the contribution of civil society organisations to the implementation of the EU gender vision.

## **2. Roots of Democracy and Sustainable Development: Europe's Engagement with Civil Society in External Relations (2012)**

The document 'Roots of Democracy and Sustainable Development: Europe's Engagement with Civil Society in External Relations (2012)' discusses the role of CSOs to empower, represent, and defend their local communities, communicate their concerns, engage in dialogue with the government, contribute to economic and human development, and increase social cohesion. It also points to the role of CSOs in promoting human rights, gender equality, democracy, the rule of law, accountability, good governance, and sustainable growth. The document also mentions the important role to be reserved for CSOs in monitoring government performance, while stressing the need to continue to build the capacity of CSOs.

## **3. EU Roadmap for Engagement with Civil Society in Jordan (2014-2017)**

The previous Roadmap was used as a starting point for revising and diversifying the areas of the EU engagement with the civil society in Jordan. It recommended four key priorities for supporting civil society in Jordan. These priorities have addressed the challenges related to the enabling environment and role and participation of CSOs in public life and policy formulation. Since the evolution that the civil society in Jordan witnessed during the period 2014 – 2017 was very minimal, these themes and the priorities were thoroughly considered while preparing this Roadmap. Even more, the current Roadmap includes the recommendation to improve CSOs' needs-responsive capacity building programmes.

## **THE POLITICAL CONTEXT IN WHICH CIVIL SOCIETY ORGANISATIONS OPERATE IN JORDAN**

Jordan's domestic political, economic and social situation remains fragile and challenging. Over the course of 2018, several waves of peaceful demonstrations took place, partly due to an income tax law which has been deemed unjust by several segments of society. A reform process was launched in June 2018 by Prime Minister Razzaz, the results of which have yet to reduce the frustration in the population. Furthermore, the continued presence of refugees in the country places pressure on Jordan's scarce resources and infrastructure and has caused a large number of CSOs to shift their activities towards providing support to displaced Syrians. In this context, legitimate security concerns in the country, and the need to maintain stability during an economic downturn, continue to be priorities for the government and the security apparatus, in some cases at the expense of ensuring progress in human rights in collaboration with Civil Society.

This overall political context constrains the space in which CSOs are able to operate, particularly those dealing with human rights, and influences the scope of their work. Furthermore, there are regional differences with regards to CSOs' access to social and financial resources. Syrian refugees are mainly present in the Northern and Middle regions of Jordan, which gives CSOs in these areas an advantage in terms of access to resources. CSOs in the South have expressed frustration at being "marginalised" in terms of opportunities for funding and networking with donors. Furthermore, CSOs in the South have stressed that they have not been sufficiently consulted in the context of the government's agenda for Civil Society, particularly in places like Tafilah, Maan and Aqaba. During the implementation period of the new Roadmap these regional differences and specific priorities may shift. Hence it will be of key importance that EU Member States are aware of disparities and monitor the situation, and pay particular attention to regions outside of Amman, in order to allow for appropriate and well-targeted support. Currently, there are indications, based on consultations, that EU Member States should place a greater relative focus in terms of resources and activities on the Southern region, followed by the Northern region and then the Middle region in Jordan.

The following section provides a more in-depth analysis of the current challenges faced by CSOs in Jordan, based on the comprehensive desk review and consultations conducted, as well as recommendations on how to improve the situation in terms of the enabling environment, participation and capacity building of CSOs.

### **ANALYSIS OF THE CSOs' CONTEXT**

#### **a) The State of Civil Society in Jordan**

The origins of civil society date back to the early stages of the modern Jordanian state. The concept of civil society was first mentioned in a newspaper article in 1923, which called on the government to adopt a positive attitude towards the Civil Society Organizations (CSOs) and engage them in public life to gradually supersede traditional and social ties such as tribalism and promote a transition towards modern civil society. Since then, a series of national and regional events have altered civil society's role and involvement in the country's development and political spheres.

The number of CSOs has increased noticeably over the last years, particularly after the Syrian refugee crisis. In 2018, the number of registered organisations reached 6,1361 CSOs and 11802 Non-Profit Organisations. Charities are the most common type of CSOs in Jordan. They provide cash and in-kind assistance to disadvantaged persons, particularly in underprivileged areas. However, the majority of the CSOs were unable to position themselves as development actors.

The shrinking space for CSOs in Jordan is clearly demonstrated by the increasing number of laws and bylaws regulating these organisations. CSOs fall under the Law on Societies and the Law on Non-Profit Organisations. In addition to these two laws, other laws were adopted that further curtail CSOs' engagement in public life and support to national development efforts, namely the Anti-Money Laundering and Terrorism Financing Law, Law on Cyber Crime, Law on General-Assemblies, Law on Publications & Press, and the Penal Code.

A number of ministries are tasked with building the capacity of CSOs and/or to enhance the engagement of government with citizens and CSOs. The Ministry of Social Development (MoSD) is responsible for the Law of Societies, compulsory registration of CSOs, monitoring their performance and governance, and capacity-building. The Ministry of Political and Parliamentary Affairs (MoPPA) has a mandate to develop legislation related to political life as well as government engagement with citizens and CSOs. The Ministry of Industry and Trade (MoIT) supervises non-profit organisations.

Individuals' engagement in social and political initiatives remains low for a variety of reasons. It stems in particular from the general frustration with ineffective national efforts to enhance socio-economic life and real participation in the political life. The opinion poll carried out by the University of Jordan's Strategic Studies Centre in April 2018 showed that 68 per cent of citizens think the country is heading in the wrong direction. A November 2018 nationwide poll by the International Republican Institute's (IRI) Center for Insights in Survey Research indicated low trust in government institutions and increasing economic hardship. It showed that over 50 per cent of Jordanians believe they have no influence on decision-making.

Many civil society leaders and activists believe that the socio-economic and cultural challenges and regional instability facing the country hinder Jordanian CSOs' mission to promote human rights and democracy as a way to achieve sustainable development. The recent decentralisation elections (2017) aimed at improving the participation of local communities in the development process of Jordan and responding to the immediate needs of people of concern in remote areas. However, the practice shows that these elections, like the parliamentary elections, were characterized by clannishness and traditional loyalties, and did not generate an opportunity for the genuine expression of citizenship.

The political will to enhance civil society engagement in public life and democratic reforms is mentioned in the constitution, which guarantees the freedom of association, and in several discussion papers by HM King Abdullah II. These papers consider CSOs to be development actors and envision a role for them in monitoring and evaluating the performance of all institutions and shaping the country's future in a more transparent, fair, and inclusive manner. However, CSOs are still held back by imposed legislative and bureaucratic obstacles. Several laws limit the ability of CSOs to operate in Jordan as real development actors.

The government occasionally hosts broad public consultations on particular issues. However, there is no platform or mechanism in place to facilitate structural consultation/dialogue and

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<sup>1</sup> <http://www.societies.gov.jo/??&ContentId=21>

<sup>2</sup> This figure was provided based on a one-to-one meeting with Ministry of Trade and Industry dated October 10, 2018

involvement of citizens in the policy-making cycle. This merely takes place on a case-by-case basis.

The following provides insights about the key obstacles facing the civil society in Jordan:

#### **a) Legislative and Bureaucratic Obstacles**

CSOs in Jordan face a variety of restrictions, particularly in relation to operational activity, speech and advocacy, resources, and assembly. The 2008 Law on Societies 51 was last amended in 2009; it fell short in terms of responding to the emerging challenges and crises affecting Jordan. CSOs were especially unable to support their communities in overcoming the impact of the Syrian refugee crisis that erupted soon after.

Barriers to resources include the imposition of limitations on receiving foreign and domestic funding. The Law of Societies No. 51 (2008) dictates that all foreign funding to CSOs must receive prior approval from the Council of Ministers. In case a society accepts a donation or fund from a non-Jordanian without notifying the Council, or in violation of the Council's refusal, the Council of Ministers shall transfer the funds or donation to the account of the Support Fund (unless the donor refuses this action). The society might be dissolved and/or subject to sanctions or other procedures stipulated by the law. There are no restrictions on CSOs' ability to obtain domestic funding, as long as the funding is allocated to contribute to the organisation's goals. There are restrictions on public fundraising, however, as organisations must obtain approval from the Ministry of Social Development. In 2013, a regulation was issued that further restricted CSOs to a maximum of two areas of specialisation. The idea behind the regulation was to help CSOs get more strategic and focused, however, without capacity-building and clear communication, more confusion was created.

Administrative requirements posing obstacles to CSOs include having to submit an extensive application form, disclosing information about the source and the allocation of the funds, project budgets, M&E reports, and indicators of how the project contributes to the country's goals.

The Jordanian law also places several restrictions on the freedom of assembly, which can negatively affect CSOs' activities. There is a lack of legal protection for non-Jordanian citizens, as the 1952 Constitution states that only Jordanian citizens possess the right to assemble publicly and hold demonstrations.

Furthermore, ambiguous language in the Assembly Law permits local authorities to act according to their own discretion (to a certain extent). Article 7 of the Assembly Law stipulates that the administrative governor "may order the dismissal of an assembly or scattering of a demonstration the way he deems fit if the assembly's or demonstration's objectives change." In addition, assembly attendees may receive harsh punishments for violating any of the provisions stated in the Assembly Law, including a fine and imprisonment up to a certain period. Likewise, the Access to Information Law contains weak definitions and unclear phrases that constitute a barrier to the proper application of the law. Not specifying a definition of what constitutes public information in the law allows the authorities to apply arbitrary definitions. Hence they are able to limit the information available to CSOs wishing to influence the decision-making process in an informed manner.

## **RONGOs: Preferential Position**

The Royal Non-Governmental Organizations (RONGOs) are established by royal decree with a Board of Directors appointed by the Government. They are unlike the civil society at large. RONGOs operate both at national and local level; however, they do not operate under the Law on Societies, but under Royal patronage.

Being exempted from the procedures required for CSOs registered with the Ministry of Social Development, RONGOs enjoy easier access to government and foreign funding. They do not need to run through the extensive government procedures for obtaining approvals. This disrupts the competition among CSOs. They also benefit from a preferential tax status alongside government-sponsored funding as well as easier access to international funding.

In their missions they focus mainly on economic and social development, but are mostly engaged in providing services to citizens across governorates. There is little cooperation and/or coordination between RONGOs and independent CSOs. The Jordan River Foundation (JRF), King Abdullah II Fund for Development (KAJD), Crown Prince Foundation (CPF), King Hussein Foundation (KHF), and Noor Al Hussein Foundation (NAHF) are examples of RONGOs in Jordan.

### **b) Networking and Coordination Obstacles**

Civil society organisations in Jordan face coordination and coalition-building challenges due to legislative and procedural hindrances, as well as bureaucratic procedures implemented by the relevant governmental organisations. The lack of sustainable funding often leads to competition among CSOs over available funds and drives the lack of cooperation and coordination of activities and policies.

The lack of an effective and efficient mechanism for the exchange of knowledge and information, or periodic meetings between CSOs inhibits evidence-based lobbying and advocacy. This confines the role of CSOs to service providers and charities, rather than effective stakeholders in decision- and policy-making.

### **c) Internal Capacity and Governance Obstacles**

The organisational structure and institutionalisation of Jordanian civil society can be classified as weak. The administration and management is often monopolised by one individual, whose personal interests may prevail over the CSO's interests, leading to ineffective financial management, lack of transparency, and conflicts of interest. CSOs therefore suffer from a lack of accountability, making their ambitions to monitor the actions and achievements of the government questionable.

## **Further challenges facing CSOs emerged during the period 2014-2017**

The Government of Jordan decided on 5 April 2017 to make the Anti-Money Laundering and Terrorism Financing Law (2007) apply to CSOs, which adds burden on them, specifically in relation to fund-raising and understanding the law. CSOs now need to notify the Anti-Money Laundering Unit of any transaction suspected of being connected to money laundering or terrorism financing. In addition, according to the amended Cyber Crimes Law, which passed late

2017, penalties for various electronic crimes have been increased and a new definition of hate speech has been adopted.

These laws are complex and poorly understood by civil society, leaving organisations vulnerable to reprimands, fines, or closure. According to a recent report produced by the WANA Institute, 40 per cent of CSOs were unaware of the legal frameworks governing their work.

#### **b) The State of Civil Society in Jordan: Results of Consultations with Stakeholders**

The methodology applied in preparing this Roadmap further validates and elaborates the reality and challenges facing civil society in Jordan through consultations with different stakeholders. This brings the perspectives of EUMSs, EU Task Managers, Donors, the Government, and the CSOs themselves, including women organizations, about the civil society in Jordan based on their practical experience and engagement with the civil society.

According to the results of these consultations, very few active registered organisations receive the majority of the funding and support. They can therefore afford to pay good salaries and build a capable team, which facilitates a strong national outreach and good relationships with donors and international organisations. These organisations are deemed trustworthy and credible. Geographically, they are located in Amman, which prevents organisations based in the rest of the Kingdom from growing in the same way.

At the start of every consultation for this roadmap, participants were asked to describe Jordan's civil society sector. The majority agreed that it lacks coordination, but has a lot of potential. They have described the role of civil society as developing local communities economically, socially, and culturally; defending human rights through advocacy; working towards policy change and improved legislation concerning civil rights, elections, and quotas in government and parliament; managing small projects; increasing the employability of citizens; assessing and voicing community needs; participating in decision-making on the national level; charity work; raising awareness on social issues; offering free training programmes for capacity-building; offering free services to the local community; and supporting refugees.

Ten per cent of the participants testified that they have witnessed major developments within Jordan's civil society in terms of participation, gender equality, women empowerment, fundraising, and regional and international outreach. CSOs focusing on environmental issues and climate change have obtained great successes, as well as CSOs working on enhancing tourism and protecting heritage sites.

For the rest, INGOs, Donors, EU Member States, and Task Managers, noted that CSOs in Jordan still lack experience in fundraising, project design transparency, accountability, coordination, and cooperation. They also face a high staff turnover. A more enabling environment is needed for CSOs to thrive.

Donor representatives and other representatives from INGOs, EUMSs and EU Task Managers mentioned that reporting to many different Ministries complicates the work of CSOs and delays the implementation of sometimes urgent needs. Moreover, CSOs lack funds, vision, management capacity, and technical skills. The high staff turnover and the absence of durable structures and systems act as barriers for CSOs to grow. Donor agencies pointed out that CSOs' ability to advocate for civil rights or coordinate with the government to improve community conditions is weak. CSOs also tend to work in parallel on overlapping objectives and face strict controls by

government and donors, which is a struggle for many as they lack the capacity to produce the necessary deliverables and reports.

Central to the discussions was the issue of favouritism on all levels: Government, Donors, INGOs, or other CSOs. When discussing favouritism on the part of the government, participants pointed out that certain organisations were tax-exempt and that the government directs its support to those organisations that have already been awarded development funds and have good relationships with donors and INGOs. Personal connections between government and CSOs staff increase the CSO's chances of receiving government funding and sometimes facilitating the approval process.

Participants also mentioned that the government can refuse approval of donor funds without providing any justification and can limit the available funds for certain organisations or for topics that are not directly in line with the organisation's mandate. It was pointed out that INGOs tend to favour big CSOs and do not consider collaboration with smaller ones. INGOs apply for the same funds as local CSOs and this was deemed unfair by the participants from the majority of CSOs approached for this roadmap. However, 68 per cent of the INGOs consulted for this Roadmap, did not agree that there is favouritism and felt that opportunities are given out in a fair manner.

The following section demonstrates the results of discussions and consultations about the key areas of focus in the 2018 – 2020 Roadmap:

### **Enabling Environment**

The first priority of the previous EU Roadmap for Engagement with the Civil Society 2014 – 2017 emphasised on creating an enabling environment for civil society organizations through a more conducive legal framework with clear and justifiable regulatory requirements. It is noticed that there are no remarkable improvements in the CSOs' enabling environment compared to the state-of-play and challenges elaborated in the previous Roadmap. The relevant regulations and procedures are still interpreted in an 'over-strict' manner, leading to further shrinking in space for the CSOs and imposing legislative and bureaucratic obstacles.

CSOs' work in Jordan relies heavily on government policies. For civil society to be vibrant and active, it needs an enabling environment and political will from the government that not only allows it to function, but understands the importance of its role and therefore allows it to thrive. However, the authorities did not undertake sufficient efforts to strengthen communication channels and understand the needs of CSOs.

According to CSOs, there are different ways to register: either as a CSO under the Ministry of Social Development or as a non-profit organisation under the Ministry of Industry and Trade. However, the CSOs registering as a non-profit do not have sufficient knowledge of the laws that govern their registration.

Fundraising is a huge challenge for the participating CSOs, which is further complicated by the government's ability to refuse approval for funding without giving a clear justification, even when the funding is aligned with the CSOs' objectives that were initially approved by the respective authority.

During the consultations, CSOs expressed a lack of understanding of the role of the focal points in the Ministries and how and why they are there to help. Fifty-five per cent of the CSO representatives expressed the opinion that the government does not have a focal point in place offering unlimited technical support to CSOs regarding policies, law, registration, and



requirements. The lack of effective communication channels between the respective ministry and the CSOs causes confusion and the ambiguity increases bureaucracy. This is particularly the case when the law amendment in 2009 stated that line Ministries are the focal point for CSOs depending on the thematic areas of focus. The CSOs are required to submit their annual plans, reports, and obtain approvals prior to board decisions. However, without a clear system, CSOs still find the rules confusing.

Another issue that was raised by the CSOs is the gap between the focal points at the Ministries and the CSOs. According to participants, focal points do not always possess the needed experience with sufficient knowledge of the subject matter, yet they have the power to make decisions and refusals.

Fifty-three per cent of the participants in the consultations and questionnaire believed that there is enough awareness of laws and regulations for CSOs in Jordan. However, 56 per cent held the impression that the government only has a limited number of focal points that provide support to CSOs with legislative enquiries and 58 per cent stated that delays of approval from the government have caused them to lose funding awarded by donors. Seventy-six per cent of CSOs stated that they faced challenges in registering their CSO due to the lengthy process, the multitude of required government approvals, and the lack of coordination between Ministries and government entities.

Representatives from CSOs perceived that organisations in remote locations were marginalised from funding opportunities due to the distance. This is again indicative of a lack of communication channels between the Ministries and the CSOs. The following charts show the responses of CSOs participated in the consultations, regarding the enabling environment in Jordan:

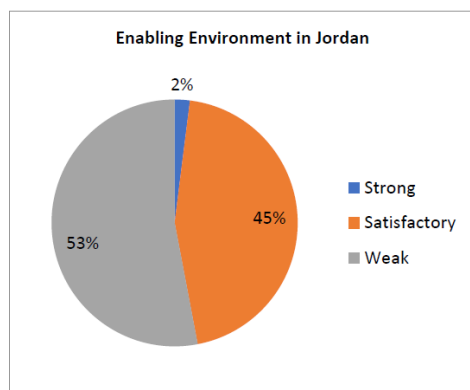


Figure (4): Percentage of Participating CSOs' Assessment of the Enabling Environment in Jordan

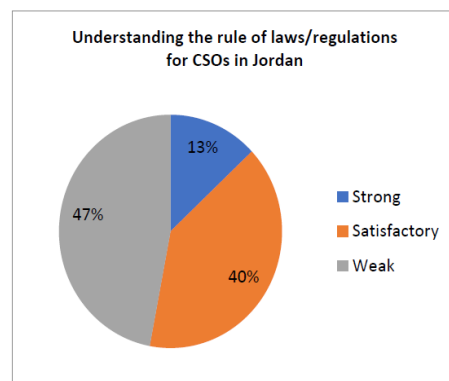


Figure (5): Percentage of Participating CSOs Understand Laws and Regulations in Jordan

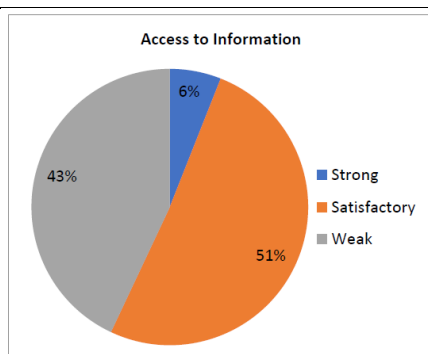


Figure (6): Percentage of Participating CSOs Assessing Access to Information in Jordan

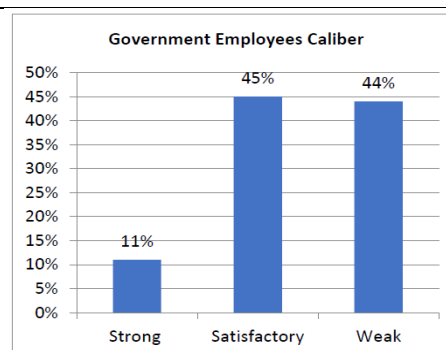


Figure (7): Percentage of Participating CSOs' Assessment of Government's Employees Caliber to Support CSOs

When asked why CSOs do not have a strong monitoring system in place, the most commonly stated reason was a lack of financial support from donors. Monitoring requires strong tools and a strong team, which requires funding. The majority of CSO managers plan their work on an implementation-basis without taking the monitoring and evaluation aspect into account.

The findings portray that the priority of 'Providing an enabling environment for civil society organisations through a more conducive legislative framework with clear and justifiable regulatory requirements' from the previous Roadmap (2014-2017) remains a challenge, especially since the legal framework has not been amended or witnessed enhancement since then.

The EU Member States, Task Managers, INGOs and Donors shared the conviction that the following mechanisms could bring about an enabling environment:

- Strengthening dialogue and consultations among/with all the relevant stakeholders, especially with the civil society organisations and state agencies.
- Networking and coordination
- Coalition-building.
- Supporting multi-stakeholder collaboration.
- Building partnerships/more needs-responsive capacity-building.
- Mainstreaming the rights-based approach into actions designed and implemented by the CSOs.

### **Recommendations:**

1. Set in place a mechanism that can allow wider and easier access and understanding of registration laws, regulation, instruction etc. that can allow CSOs to operationalize their role and scope.
2. Enhance further and wider understanding of the rule of law, accountability, and transparency in addition to access to information in a responsive and timely manner.
3. Encourage mapping and analysis of different laws and legislations; enabling as well as hindering factors of registration, progress and sustainability of CSOs with focus on funding resources.
4. Create an active mentoring network of CSOs that can provide awareness, guidance and draw on lessons learnt for newly established CSOs or CSOs in progress to registration.

## **Participation and Roles**

The continued support to promote CSOs' role and participation in public life and policy formulation was well acknowledged previous in the Roadmap 2014 – 2017; it recognized promoting meaningful participation of civil society in public life and public policy formulation and the mandate and role of CSOs as a driver for positive change.

On the same front, it affirmed the importance of CSOs' role and participation in the vital areas of concerns, such as in promoting human rights and gender equality, service delivery through completing local and national government provision of services, and strengthening accountability at local and national levels.

The consultations with stakeholders on the new Roadmap prominently featured again CSOs participation and roles. A number of international donors expressed the view that the EU is one of the leading donors in Jordan. Therefore, they argued that the EU can play a crucial role in driving the dialogue with the government and strengthening the communication channels between the government and CSOs.

Conceiving the Roadmap was perceived as an effective dialogue mechanism in itself. The participating CSOs expressed that this dialogue gave the space to voice their concerns. Over the last five years, the EU roadmap promoted comprehensive and progressive participation of CSOs and local authorities across Jordan, creating opportunities for CSOs and government to engage in broader dialogue in different areas of concerns. However, restricting policies resulting from external challenges (such as the Arab Spring and the Syrian Crisis) have resulted in a new reality that CSOs need to be re-engaged in. This new reality has created multiple socio-economic and political development challenges.

The concept of dialogue is a relatively new phenomenon in Jordan. While it is promoted, it is not effectively institutionalised. Communicating and dialogue are two different concepts. The majority of the participating CSOs believed that they are recipients of the development process rather than active agents. They spoke about a lack of clear communication channels among themselves and with the government and other national NGOs. They indicated that they are taking part in donor-led committees or projects but are not engaged on a broader level. Building the foundations for effective dialogue is therefore vital through providing a safe space where CSOs can successfully engage in dialogue and are regarded as important actors in the development process. Eighty-five per cent of the CSOs stated that there is a willingness among CSOs to engage in national dialogue with the government.

Over the past five years, Jordan has made significant efforts to develop local government. However, the local CSOs were not ready to get engaged in policy-making or decision-making and support these national efforts. Recommending the right measures and decisions remains a weakness as they lack the experience to do so. This shows the need to build the capacities of CSOs to understand the essence and how to implement or participate in dialogue or consultation sessions. Several participating CSOs pinpointed that creating a CSO should not be viewed as a job, but rather as a mechanism to highlight pressing community issues.

CSOs lack the knowhow needed to hold the government accountable, especially in the absence of clear mechanisms and laws for accountability in addition to the important fact that there is no effective and strong coalitions in place.

Forming efficient partnerships among CSOs and with government is another cornerstone that needs strengthening. Through partnerships, CSOs and government can collaborate on local development projects and CSOs get the chance to set national priorities, improving the delivery of public services. Effective partnerships require a combination of top-down and bottom-up approaches, enhancing complementarity between CSOs and government. It should not be a relationship of approvals and bureaucracy, but a shared commitment to co-creating positive social change and maximising positive impact on the ground.

CSO participants agreed that CSOs cannot question the government about its actions. Their role was perceived as more philanthropic and charity-oriented rather than monitoring. The majority believed that all power lies with the government, while organisations do not have either the legal power or the socio-political mandate to monitor the government. Some believed that even if organisations monitored the government, they would not have a strong enough voice to have an impact because of a lack of financial independence and a lack of government real conviction of the importance of CSOs' role. Participants also pointed to the absence of laws and regulations detailing the role of organisations to monitor governments. Also most organisations do not prioritise monitoring because their main concern is to obtain funds to support the organisation financially.

It was evident in the consultations with CSOs that as a result of the Syria Crisis, a majority of the CSOs in the north operate in a donor-driven way instead of a mission-driven one. Thirty-six CSOs from the north (Irbid and Mafrq) stated that their organisational mandate had changed to be inclusive of or specific to refugees in order to ensure funding from donors. This resulted in a lack of sustainable specialisation as all 36 CSOs said that they would close down the organisation if the refugees were to go back to Syria. There is also an issue in transparency within their projects. For example, there is no proper documentation for aid assistance for refugees, which poses a threat to the project as it is highly likely that the same beneficiary could receive aid twice or more, especially for the majority of refugees that are living in host communities.

### **Recommendations:**

1. Creating an active network of CSOs – CSOs and government seem to favour committees and are used to taking part in committees. The idea of the network is to first create awareness of the strategic role that CSOs should play in the community, in addition to the small activities they implement. It encourages a multi-partnership approach to address pressing issues and provides a platform for knowledge-sharing. The network would encourage both effective dialogue and coordination. CSOs typically mention that they are often engaged in a 'needs assessment' project, rather than effectively engaged as part of a collective body. Some have expressed that their views are merely words in a report.

The network could be theme-based to allow for effective dialogue in addressing issues strategically and comprehensively, and to move away from competitive attitudes towards fundraising. The network would also include networking opportunities and advocacy efforts to strengthen the capacities of CSOs to collaborate and increase visibility and credibility, share best practices, and mitigate risks. Most CSOs do not have a staff member dedicated to partnership development/management and are usually approached by others rather than searching pro-actively for partners. By building its own CSO roadmap and collectively producing policy briefs on thematic issues, a network of CSOs could contribute strategic input that can be used for dialogue with government agencies.

2. Access to Information – There is a need for user-friendly guides and Standard Operations Procedures (SOPs) to help CSOs understand the laws and regulations, follow procedures, and understand how decisions are made at the government level. These could be created jointly by government and CSOs to highlight shared interests and strategic objectives.
3. Creating a CSO Bureau to strengthen and open up communication channels with Ministries – A safe space should be provided for CSOs to ask questions and get advice. This will decrease the confusion about the important role of the local government and CSOs. It could also be an effective mechanism for government to communicate regularly with CSOs to provide information and to consult them on key themes as well as build trust and credibility.
4. Partnerships are an important element of the development process. CSOs expressed that they only meet when a donor organises a meeting. To encourage partnerships among CSOs, there should be a platform that CSOs can apply to, where they can express their interests. This platform can be hosted by the government.
5. Monitoring and evaluation mechanisms are needed to regularly evaluate CSOs' impact, using participatory methods to engage beneficiaries and ensure that collaborative strategic plans are developed and evaluated jointly.

Donors should be encouraged to collaborate with the government and CSOs in creating an enabling environment for government-CSO partnerships and citizenship engagement.

## Capacity

Since the last EU roadmap, some improvements in CSOs' capacity-building have been achieved. According to international donor communities, more international resources are available for humanitarian assistance, there is an increase in partnership opportunities with INGOs as well as local NGOs, and direct grants are made available to local organisations, including CSOs. As a result, CSOs have grown, their presence has expanded nationwide and their outreach on the ground has increased. The CSOs also stated that the capacity-building over the last five years focused on soft skills, management techniques, and thematic skills related to priorities. As the CSOs began to grow, however, government control over foreign-funded projects also increased. In light of external factors and emergencies such as the Syrian crisis, the government had to put tighter procedures in place to regulate funding. Increased numbers of INGOs were present in Jordan. While some improvements have taken place, due to external factors and challenges there is an increased need for capacity-building to enable CSOs to engage with the new reality of Jordan.

Capacity-building should not be a stand-alone training programme. It is not a workshop or conference or lecture. What is needed is upskilling CSO staff and joining civil society efforts to become effective change-makers in their communities. Capacity-building is about building on the skills CSO staff members have acquired and introducing new and updated tools to effectively create an impact on the ground. With the influx of INGOs during the Syrian crisis, the CSOs were more or less perceived as outreach organisations rather than change-makers.

Capacity-building needs to be institutionalised and embedded as an integral component for CSOs to thrive. International donors expressed that capacity-building should not be carried out in isolation from the government, but should target both government personnel who act as focal points for CSOs as well as personnel of CSOs.

CSOs face a number of key challenges which hinder their engagement and ability to create strategic impact in the communities they serve<sup>3</sup>:

- Staffing and capacity-building – Although many said that they have attended various trainings, they lack hands-on, practical training that enables them to implement programmes and design effective interventions in their respective communities. There is a lack of exposure to new ideas and experiences that motivate positive social change.
- Funding and resource mobilisation – The lack of fundraising abilities and opportunities poses a huge constraint to the work of CSOs, and is exacerbated by government restrictions and bureaucracy. Many CSOs consulted expressed that they are barely able to cover basic necessities such as electricity or operational costs.
- Stereotypes and labelling – A number of CSOs shared their perception that donors and government favour national NGOs over smaller CSOs, who are perceived as charity-based organisations rather than active players within civil society.
- CSOs also stated that they should be treated as empowered actors who actively contribute to creating positive social change rather than recipients of development aid who are not invited to engage at a policy level.

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<sup>3</sup> CSO Position Paper on Capacity Building of Civil Society and Government, National Center for Human Rights in Jordan, March 2018

The consultations illustrated the need for different levels of capacity-building:

- The first level consists of capacity-building related to good governance and the ability to respond strategically to context analysis — particularly responding to complex issues that have arisen in the past five years, such as the refugee crisis. There is also a need to equip CSOs with skills to navigate and mitigate external risks beyond outreach, such as knowing how to run a risk analysis, learning how to assess the critical path for each project, understand and engage with government officials, learn and apply new skills, and create alliances and partnerships.
- The second level is related to technical capacities, engaging stakeholders, formulating policies, evidence-based designing and implementing projects, building expertise in specific sectors or domains, and evidence-based research as well as mainstreaming gender equality and rights-based approach. In addition to the lack of data and documentation, consultation groups also demonstrated the lack of conviction among CSOs that data is as important as the implementation itself. The following chart demonstrates the areas of organizational effectiveness of CSOs participated in the consultations:

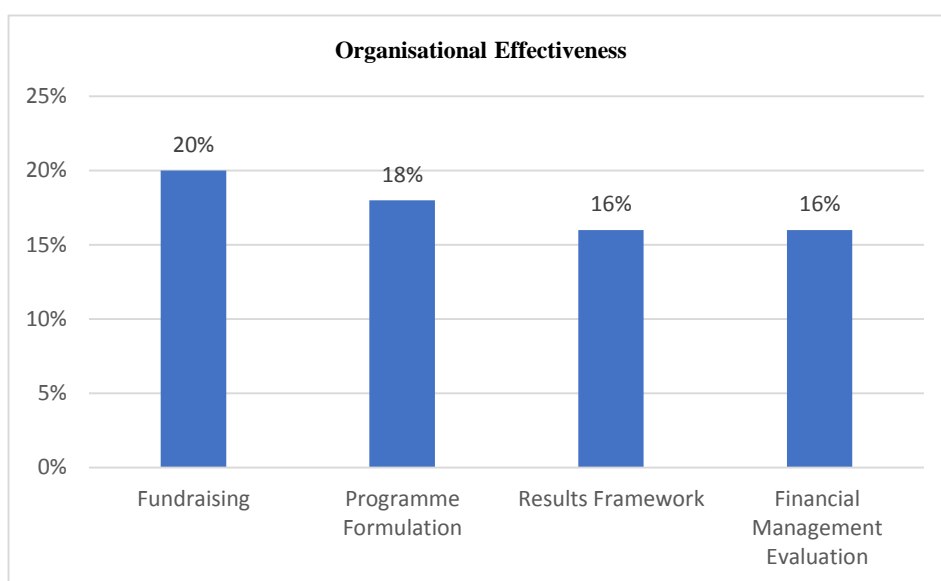


Figure (8): Percentage of Participating CSOs' Effectiveness

The following chart shows the areas where the participating CSOs need improvement:

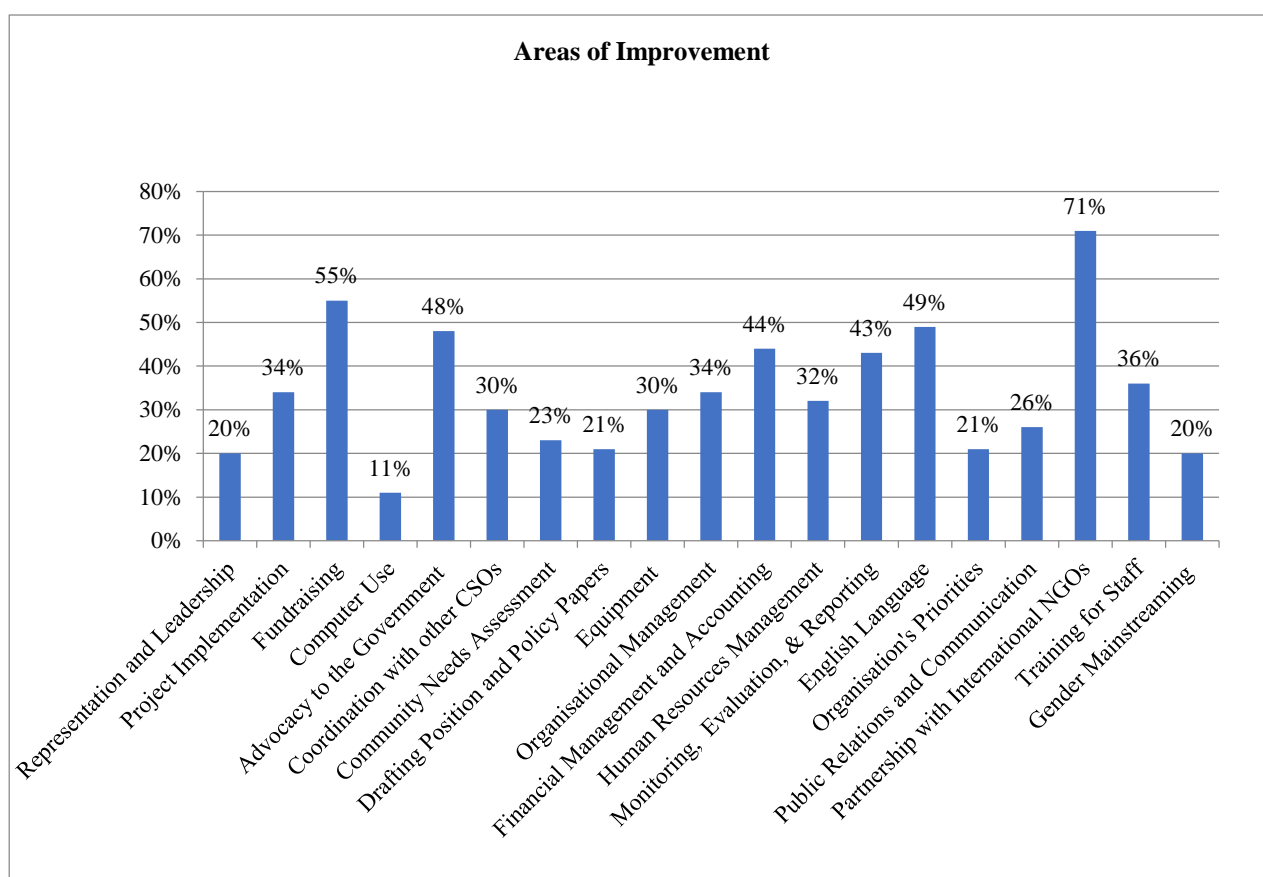


Figure 9: Percentage of Participating CSOs' Areas of Improvement

CSOs in Jordan mostly suffer from weaknesses related to a lack of institutionalisation and desk research showed that CSOs need to build their capacity on internal governance.

### **Recommendations:**

1. The Government should enhance the organisational procedures and regulations to regulate the work of civil society organisations internally, taking into account the size and capacity of organisations. The process of preparing these instructions should be done on participatory approach.
2. Civil society organisations should also develop internal policies and procedures appropriate for their size, work, and financial, human resource, and knowledge capacity.
3. Establishing a training institute for civil society organisations.
4. Monitoring & evaluation to measure impact – Understanding the importance of data is a huge challenge for local CSOs. They do not have the financial means to collect data, nor do they understand how to analyze it. Most importantly, they do not understand the importance of data collection.
5. Guides and SOPs are needed for CSOs to understand rules, regulations, and processes.



6. Upskilling – CSO staff need to be skilled in organisational development, strategic planning, good governance, advocacy, networking, and project management.
7. Genuine transfer of knowledge, skills, and tools – CSOs are to some extent seen as an outreach mechanism, and capacity-building is treated as part of a project rather than as a constant. This keeps CSOs static and unable to compete with national NGOs or INGOs. CSO staff who receive training are inclined to move on to national NGOs or INGOs to receive better salaries, which leaves the CSO once again without the knowhow, tools, and skills.
8. Messaging and awareness campaigns – CSOs are seen as charity organisations who “do good” on the ground, but are not perceived as actors that shape policies or influence positive impact on a wider scale. Messaging to emphasise the important role of CSOs is important to create a thriving civil society. This messaging and campaigning should not only be directed to the general public, but to specific audiences such as the government and to community members wishing to set up a CSO. Community members can learn more about strategic planning, how to ask the right questions, the added value of CSOs in tackling important issues, how to focus on thematic areas based on experiences rather than passion, etc. Capacity needs to be built in communicating evidence, not only success stories.
9. Resource mobilisation – CSOs need capacity-building training on developing an evidence-based resource mobilisation strategy to come up with revenue-generating ideas that are sustainable and transparent in partnership with the government to avoid corruption. They also need technical support and resources to develop the CSOs’ communication and visibility.
10. Research – CSOs do not typically conduct research to identify community needs. They should acquire data collection techniques, analysis skills, research report writing skills, and documentation skills. CSOs need to be taught research methodologies that are easily applicable to enhance evidence-based communication and planning, for example how to conduct stakeholder engagement, consultations, dissemination, and implementation.
11. Coaching and mentoring of government focal points and CSO management are needed to strengthen strategic thinking and leadership qualities, and to further enhance the notion of CSO leadership.
12. Technology is another barrier. There seems to be resistance within CSOs to new technologies, and a lack of capacity to use technology positively and responsibly. In an interconnected world, however, technology is integral to knowledge sharing and enhancing technological skills is an important part of capacity-building.

## LESSONS LEARNT FROM THE EU ENGAGEMENT SO FAR

The European Union's work in Jordan has generated a positive impact through partnerships with local CSOs to create local change and through empowering change-makers within communities with financial assistance and policy dialogue. The EU supported civil society in Jordan through different funding windows with over EUR20 million over the past four years, including the duration of the previous EU Roadmap (2014-2017). However, the CSOs consulted for this Roadmap deemed that the EU's work has not reached its maximum desired impact due to the several challenges facing CSOs in Jordan today.

The language barrier was the main reason the CSOs felt that the EU engagement had not reached its full potential as applications for grants and partnerships are only accepted in English. Ninety-five per cent of the CSOs stated that if the EU accepted proposals in Arabic, they would have a chance at starting a partnership and obtaining a fund, which would give the EU the opportunity to include other organisations in its partnerships. An EU best practise regarding this is Kosovo, where proposals and forms are accepted in the native language. Even though it took two years for this shift to come through, it enhanced local participation in Kosovo. The EU is highly encouraged to consider implementing this in Jordan.

The CSOs were also under the impression that the EU in Jordan works mostly with the “elite” CSOs based in Amman. These are regarded as the leading ones in terms of international outreach, number of highly skilled staff, and their capacity to engage with international donors and partners given their knowledge and capacity of project management, strategic planning, and proposal writing in English among others.

When presenting the EU Member States and Task Members with the above finding, they shared that CSOs could view EU procedures as cumbersome, and that when responding to calls for proposals, CSOs tend to make the “same mistakes.” Proposals often lack certain information, do not set out clear objectives, and the direction of the projects doesn't correspond to the objectives and areas of focus for the RFP itself (e.g. receiving a project proposal for gender equality when the RFP is for enhancing social accountability). The EU suggested that during information sessions these mistakes could be explained with the help of statistical information in order to prevent CSOs from making them again. However, according to the research conducted for this roadmap, these mistakes could be mostly due to the language barrier.

An EU Member State representative stated that “complex EU procedures in English can make EU funding inaccessible for small organisations, and long EU procedures make it less attractive for those organisations that need more urgent support and cannot get funding.”

The EU application procedures are very long and complicated. This is difficult to change due to the financial regulations and financial management required by the EU — mainly to avoid corruption — but given the current state of the majority of CSOs, there is a major lack of competent staff who are able to follow the application procedure. An EU Task Member suggested that the EU could simplify the guidelines to apply for funding and run information sessions.

All participants strongly agreed that there is an imperative need for a national CSO coalition, yet did not believe it would succeed due to the lack of specialisation within the CSOs. A good number of CSOs register solely for a specific RFP since one of the requirements for obtaining funding is to be a registered CSO.

When asking the EU Member States and Task Members to what extent they noticed a change in CSOs' priorities and challenges since the previous roadmap, they mentioned that there are more international resources available for humanitarian assistance, more partnerships with INGOs/local NGOs, and direct grants from donors to local organisations. Consequently, CSOs have grown and increased their presence nationwide. This is accompanied by an increasing government control over foreign-funded projects.

The EU Delegation to Jordan supported consultation and policy dialogue sessions between CSOs and the government on several occasions over the past years, including the duration of the previous roadmap 2014-2017. For example, during the preparations for the human rights sub-committees, consultation sessions with both CSOs and government authorities were held to discuss the challenges facing human rights in Jordan, including the freedom of association and assembly among other issues identified as thematic priorities in the EU Human Rights and Democracy Strategy. The EU also held consultation sessions with various CSOs and the Council Maghreb and Mashreq (MaMa) Working Group on the emerging trends and challenges that affect the active engagement of CSOs in the public life and policy formulation.

As part of the EU Support to Civil Society in Jordan Programme that started in 2016, a two-day policy dialogue was held. The dialogue covered two thematic priorities for promoting the engagement of CSOs; (a) the external legal environment for civil society and (b) the internal governance issues of CSOs. For this purpose, a core group of CSOs was trained to draft and submit a position paper elaborating on the key external and internal issues facing civil society in Jordan.

The final version of the position paper was submitted to the 'Tripartite Forum' established by the National Center for Human Rights (NCHR). The forum is supposed to follow up with the relevant government and CSO stakeholders. However, CSO participants noted that the path towards effective EU support and engagement in policy dialogue and consultation was still long. The participants in consultation sessions should represent broader social and economic segments, including the cooperatives, trade unions, and farmer organisations.

While developing the Single Support Framework for the period 2017-2020, a number of consultation sessions were held with CSO representatives in Jordan. The SSF articulates measures to work strategically with civil society to conduct more reliable risk analyses, and subsequently increase the sustainability and legitimacy of EU programmes. Systematic involvement of CSOs in policy dialogue and consultation is streamlined in all SSF priority sectors; i) enhancing Jordan's social and economic development, ii) strengthening the rule of law, and iii) upgrading border management and preventing violent extremism. In addition, around 5 per cent of the total budget is allocated for supporting the implementation of the EU Gender Action Plan and the EU Civil Society Roadmap for Jordan.

The areas of EU engagement with civil society have been diversified during the last period. For example the EU launched in 2017 an initiative to support the role of civil society in promoting awareness and advocacy on renewable energy and energy efficiency. The EU support to strengthen the role of civil society was replicated to other sectors during the last years, such as trade and economic growth, social protection, employment and social inclusion, civic engagement and political participation, and legal reform. This practice should be expanded and sustained to include further areas of focus, more specifically the non-conventional ones, including the waste and water management and innovation.

### **a) Lessons Learned from the 2014 - 2017 Roadmap**

The consultation sessions with the EUMS and EU Task Managers showed that the priorities of the previous roadmap were poorly used to inform the design and implementation of support programmes. Consequently, coordination and consistency among the various funding instruments and sectors covered was very limited and insufficient.

Ninety per cent of the EU Member States representatives and Task Members consulted for the current Roadmap did not read the previous Roadmap or were not aware of its existence. This stresses the importance of the participatory approach used for this roadmap to engage relevant parties/entities during the research stage, including the EUMSs. The previous roadmap lacked meaningful civil society participation, and consulted only the leading “usual suspects,” i.e. organisations that are not indicative of the reality of civil society in Jordan today according to the findings described in this roadmap. Only English speaking CSOs were approached for consultations in Amman, and the meetings were conducted in English, which resulted in a roadmap that did not represent the country as a whole. The sample selection for the previous roadmap was small and limited as only one representative from each sector was interviewed.

### **b) Comparison with the 2014 - 2017 Roadmap**

The priorities elaborated in the previous Roadmap were responsive to the challenges facing CSOs in Jordan and are still valid for the current Roadmap.

Both Roadmaps have reached common recommendations, which include activating the legislative and enabling environment to allow for a greater role for CSOs, and the need to involve CSOs in decision-making, follow-up, and evaluation to increase their role in public life.

The vision on the role of CSOs and the importance of persuading governments to involve them in decision-making is found in both Roadmaps, as well as the need to amend legislation to allow CSOs to flourish and act as supervisory bodies. The difference lies in the amount of attention dedicated to action plans, capacity-building, focusing on practicalities, and guaranteeing equal opportunities for CSOs to obtain funding.

The first two areas focused on in both Roadmaps are roughly similar, namely the enabling environment for civil society organisations, and the participation and roles of civil society organisations towards partners, especially the government. The third area covered by the 2018-2020 Roadmap is the comprehensive capacity-building of CSOs through technical, theoretical, and practical training, including the areas related to the internal and external enabling environment for civil society in Jordan, while the third area covered by the 2014-2017 Roadmap focused on training in specialised areas, such as teambuilding, strategic planning, communication among others.

## **EU PRIORITIES FOR ENGAGEMENT WITH CIVIL SOCIETY 2018 – 2020**

In view of the above analysis of CSOs' state-of-play in Jordan and as a result of consultations with wide spectrum of stakeholders, the new EU Roadmap for Engagement with the Civil Society 2018 – 2020 has reached the following key priorities and recommendations, to enhance the EU support to civil society:

1. Promote constructive engagement of CSOs across Jordan in the identification and implementation of EU partnership priorities and EUMS bilateral agreements with the Government of Jordan.
2. Support the enabling environment for CSOs through a more conducive legislative framework with clear regulatory requirements.
3. Strengthen a process of structured and inclusive participation of CSOs in formulating public policies and achieving Jordan's development priorities.
4. Support CSOs to improve their capacity-building mechanisms and internal governance practices.

## RELEVANT REFERENCES AND SOURCES

- Seven Tips for Meaningful Engagement of Civil Society Organisations in the Roll-Out of the European Neighbourhood Policy [https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/c\\_2018\\_6298\\_f1\\_annex\\_en\\_v2\\_p1\\_987810.pdf](https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/c_2018_6298_f1_annex_en_v2_p1_987810.pdf)
- Jordan EU Country Roadmap for Engagement with Civil Society (2014-2017)
- Single Support Framework for EU support to Jordan (2017-2020)
- The Roots of Democracy and Sustainable Development: Europe's Engagement with Civil Society in External Relations
- Mainstreaming Civil Society Engagement into European Union Neighbourhood and Enlargement Cooperation and Policies
- Multiannual Indicative Programme for the Thematic Programme “Civil Society Organisations and Local Authorities” (2014-2020)
- Checklist for Structured Dialogue with Civil Society, European Union
- Civil Society in Jordan: Updated State of Play and Challenges, European Union
- Jordan National Vision and Strategy (2025) [http://www.nationalplanningcycles.org/sites/default/files/planning\\_cycle\\_repository/jordan/jo2025part1.pdf](http://www.nationalplanningcycles.org/sites/default/files/planning_cycle_repository/jordan/jo2025part1.pdf)
- Al Jraibee, Mohammad 2013: CSOs and Jordan State: From Questioning to Participation, p4-6 & p27-31.
- Al Urdun Al Jadid Research Center, 2010: Civil Society Index Analytical Report for Jordan, p12-13 & p76-79.
- NCHR, 2018: CSO Position Paper on Capacity Building of Civil Society and Government, National Center for Human Rights in Jordan
- ARDD, 2018: Support to Civil Society – Freedom of Organisation and Assembly, p1-2.
- EU Jordan, 2016: Human Rights and Democracy Strategy 2016 – 2020, p15-17.
- WANA, 2018: A Region in Motion: Reflections from West Asia-North Africa, p129-135.

## EU STRATEGY AND ACTION PLAN TO ENGAGE WITH CSOS

KEY CHALLENGES AND OPPORTUNITIES	PRIORITIES FOR EU ENGAGEMENT WITH CS	TARGETS OF EU ENGAGEMENT WITH CS	ACTIONS/ACTIVITIES (analysis, policy dialogue, financial or non-financial support)	INDICATIVE MEANS (programmes/instruments, etc.)
<b>1) General EU Engagement with Civil Society</b>				
<p><b>General Challenges:</b></p> <ul style="list-style-type: none"> <li>• Legislative and bureaucratic obstacles.</li> <li>• Limited networking and coordination.</li> <li>• Narrow engagement of CSOs as community development actors.</li> <li>• Poor English language proficiency to meet funding requirements.</li> </ul> <p><b>Opportunities:</b></p> <p>Political will elaborated in the King Abdullah II discussion papers and the new intention of the current Government of Jordan to enhance the engagement and participation civil society.</p>	<p><b>1) Promote constructive engagement of CSOs across Jordan in the identification and implementation of EU partnership priorities and EUMS bilateral agreements with the Government of Jordan.</b></p>	<ul style="list-style-type: none"> <li>- Enhanced participatory and inclusive mechanisms to mainstream CSOs' engagement in the identification and implementation and monitoring of EU's sector priorities of support to the Government of Jordan.</li> <li>- Diversified sectors of EU engagement with the civil society, such as social protection, environment, WASH, climate change amongst others.</li> <li>- Promoted opportunities for local CSOs in fundraising and applying for EU-funded proposals through decreasing language barriers.</li> </ul>	<ul style="list-style-type: none"> <li>- Broaden the base of CSOs engagement through involving local CSOs from all the governorates.</li> <li>- Promote and diversify the areas of EU engagement with CSOs.</li> <li>- Strengthen existing and/or create new mechanisms of dialogue and consultations possibly led by individual EU Member States.</li> <li>- Support the engagement of CSOs in monitoring the implementation of EU-supported actions and programmes.</li> </ul> <p>Explore legalities and possibilities of publishing summary about EUD's Call for Proposals in Arabic and making info sessions with using Arabic language.</p>	<ul style="list-style-type: none"> <li>- European Neighbourhood Instrument (ENI).</li> <li>- Annual Action Plans for 2019 and 2020</li> <li>- EUMS funding channels and programmes working with civil society.</li> <li>- CSO-LA 2018 – 2020.</li> <li>- EIDHR 2018 – 2020.</li> <li>- IcSP 2018.</li> <li>- EU Relevant Coordination Working Groups (e.g. EU Human Rights Working Group, Gender Partners Coordination Group, and Development and Humanitarian Assistance Group).</li> </ul>

KEY CHALLENGES AND OPPORTUNITIES	PRIORITIES FOR EU ENGAGEMENT WITH CS	TARGETS OF EU ENGAGEMENT WITH CS	ACTIONS/ACTIVITIES (analysis, policy dialogue, financial or non-financial support)	INDICATIVE MEANS (programmes/instruments, etc.)
<b>2) Engagement with Civil Society in Priority Sector A - Enabling Environment</b>				
<b>Challenges:</b> <ul style="list-style-type: none"> <li>• Non-conducive environment for civil society.</li> <li>• Limited CSO awareness on laws and legislations regulating their work.</li> <li>• Poor laws and sometimes proposed reforms that hinder efforts for enhancing the enabling environment.</li> <li>• Ineffective CSOs coalitions.</li> <li>• Limited access of CSOs to foreign funding.</li> <li>• Limited access of CSOs to clear and timely information.</li> </ul>	<b>2) Support the enabling environment for CSOs through a more conducive legislative framework with clear regulatory requirements</b>	<ul style="list-style-type: none"> <li>- Participatory and inclusive mechanisms for evidence-based efforts to enhance legal environment regulating CSOs in Jordan.</li> <li>- Promoted accessible flow of information and updates on the legal framework through the relevant public authorities.</li> <li>- Enhanced space for strengthened CSOs coalitions, including cooperation and coordination platforms.</li> </ul>	<ul style="list-style-type: none"> <li>- Continue to support CSOs, including CSOs coalitions, in the area of promoting enabling environment.</li> <li>- Support CSOs' initiatives, including coalitions', to advocate for reforming legislative and bureaucratic barriers.</li> <li>- Continue to increase awareness of CSOs on laws and legislations regulating their work.</li> <li>- Support the accessible flow of information, including progress on government approval on foreign funding (e.g. through automated user-friendly approval and tracking system).</li> <li>- Support the Government on better engagement of CSOs.</li> </ul>	<ul style="list-style-type: none"> <li>- European Neighbourhood Instrument (ENI).</li> <li>- Annual Action Plans for 2019 and 2020</li> <li>- EUMS funding channels and programmes working with civil society.</li> <li>- CSO-LA 2018 – 2020.</li> <li>- EIDHR 2018 – 2020.</li> <li>- EU Relevant Coordination Working Groups (e.g. EU Human Rights Working Group, Gender Partners Coordination Group, and Development and Humanitarian Assistance Group).</li> </ul>



KEY CHALLENGES AND OPPORTUNITIES	PRIORITIES FOR EU ENGAGEMENT WITH CS	TARGETS OF EU ENGAGEMENT WITH CS	ACTIONS/ACTIVITIES (analysis, policy dialogue, financial or non-financial support)	INDICATIVE MEANS (programmes/instruments, etc.)
<b>3) Engagement with Civil Society in Priority Sector B - Participation and Roles</b>				
<b>Challenges:</b> <ul style="list-style-type: none"> <li>• Existing competitive environment amongst CSOs.</li> <li>• Limited CSOs' role to hold the government accountable.</li> <li>• Weak role and participation of CSOs in different areas of concerns.</li> <li>• Ineffective participatory and inclusive national dialogue mechanisms.</li> </ul>	<b>3) Strengthen a process of structured and inclusive participation of CSOs in formulating public policies and achieving Jordan's development priorities.</b>	<ul style="list-style-type: none"> <li>- Promoted CSOs' role and participation in dialogue with EU, Government and among CSOs on certain thematic fields and priorities.</li> <li>- Improved CSOs' role in the implementation of SDGs and 2018 UPR recommendations, especially the ones related to CSOs' enabling environment and participation and women's rights.</li> <li>- Boosted accountability measures and practices of CSOs to hold themselves and the government accountable towards communities and citizens.</li> </ul>	<ul style="list-style-type: none"> <li>- Continue to support CSOs' joint response to Jordan's development priorities and challenges, including through co-applications approach.</li> <li>- Continue to promote EU-led efficient multi-stakeholders dialogue and consultations, including the human rights defenders, women organizations, and local CSOs.</li> <li>- Support CSOs' role in promoting service delivery and identifying community-responsive needs.</li> <li>- Strengthen the role of CSOs, including local and grass-roots CSOs, to apply community-based monitoring on the performance of government agencies and local actors.</li> </ul>	<ul style="list-style-type: none"> <li>- European Neighbourhood Instrument (ENI).</li> <li>- Annual Action Plans for 2019 and 2020</li> <li>- EUMS funding channels and programmes working with civil society.</li> <li>- CSO-LA 2018 – 2020.</li> <li>- EIDHR 2018 – 2020.</li> <li>- EU Relevant Coordination Working Groups (e.g. EU Human Rights Working Group, Gender Partners Coordination Group, and Development and Humanitarian Assistance Group).</li> </ul>

KEY CHALLENGES AND OPPORTUNITIES	PRIORITIES FOR EU ENGAGEMENT WITH CS	TARGETS OF EU ENGAGEMENT WITH CS	ACTIONS/ACTIVITIES (analysis, policy dialogue, financial or non-financial support)	INDICATIVE MEANS (programmes/instruments, etc.)
<b>4) Engagement with Civil Society in Priority Sector C – Capacity</b>				
<p><b><u>Challenges:</u></b></p> <ul style="list-style-type: none"> <li>• High turnover of staff amongst CSOs.</li> <li>• Limited CSOs' skills to voice their capacity-building needs.</li> <li>• Lack of comprehensive and sustainable capacity-building programmes.</li> <li>• Weak internal capacity in fund raising and holding the government and local actors accountable.</li> </ul>	<p><b>4) Support CSOs to improve their capacity-building mechanisms and internal governance practices.</b></p>	<ul style="list-style-type: none"> <li>- Scaled-up CSOs' institutional capacity and financial management skills</li> <li>- Empowered CSOs to voice their capacity-building needs and areas of advancement</li> <li>- Enhanced internal governance and accountability practices of CSOs.</li> <li>- Strengthened sustainability and scalability CSOs' programmes and actions funded by the EU.</li> <li>- Empowered CSOs to promote access to funding opportunities.</li> </ul>	<ul style="list-style-type: none"> <li>- Continue to conduct regular EU-supported capacity building trainings/programmes (e.g. analysis, monitoring, advocacy fund raising skills).</li> <li>- Empower CSOs, including CSOs coalitions, with appropriate knowledge, tools, and frameworks to take more active role and participation, including in promoting the enabling environment and monitoring the government performance.</li> <li>- Support CSOs' health-check, advice, and guidance for capacity building in management of funds and fundraising activities.</li> </ul> <p>Support to enhance internal governance and accountability practices of CSOs.</p>	<ul style="list-style-type: none"> <li>- European Neighbourhood Instrument (ENI).</li> <li>- Annual Action Plans for 2019 and 2020</li> <li>- EUMS funding channels and programmes working with civil society.</li> <li>- CSO-LA 2018 – 2020.</li> <li>- EIDHR 2018 – 2020.</li> <li>- EU Relevant Coordination Working Groups (e.g. EU Human Rights Working Group, Gender Partners Coordination Group, and Development and Humanitarian Assistance Group).</li> </ul>

## FOLLOW-UP ON THE PROCESS AND STRATEGY

PROCESS INDICATORS		
INDICATOR	TARGET	BASE LINE INFORMATION AND FURTHER COMMENTS
Involvement of Member States in the Roadmap	Member States present in the country are actively involved in the Roadmap implementation through the Human Rights Working Group (HRWG).	<p>All EU Member States present in Jordan were involved throughout the process of preparing and developing this Roadmap. The EUMS representatives who attended the consultations provided their in-depth insights that are reflected in this roadmap. The EU Delegation to Jordan was fully involved in the compilation and editing of this roadmap. It was also reviewed by the EUD and EUMS' Civil Society Focal Points. The draft Roadmap was shared with them on 11<sup>th</sup> of November 2018 for their review and feedback. Their comments were reflected in the revised second draft of the Roadmap, which was shared with them again on 3<sup>rd</sup> of January 2019 for final review and confirmation.</p> <p>The EUMS will be involved in the implementation of this Roadmap through the EU Human Rights Working Group (HRWG), jointly with the Development and Humanitarian Aid Group (DHAG). They will be in charge of coordinating and joining efforts in relation to the implementation of this Roadmap's priorities. They will first of all set up annual plans of action, which may for example aim at organising joint meetings with GoJ regarding the legislative environment, discuss possible division of labour (this includes the possibility for a MS to take the lead on one particular initiative), set up thematic and/or global platforms of dialogues with civil society and GoJ, exchange about respective support priorities and their alignment with the roadmap (this includes thematic and geographic prioritisation), organise regular sharing of practices regarding capacity building, etc. Furthermore, the EU will conduct regular reporting after consultations with MS.</p> <p>The Heads of Missions endorsed the Roadmap for Engagement with the Civil Society on 30<sup>th</sup> of January 2019.</p>

Complementarity of Roadmap vis-à-vis EU and other donor partners' processes.	Roadmap is complementary to related processes including human rights and democracy, country strategies, the rights-based approach to development, gender action plans, etc.	The process of preparing this Roadmap included thorough consultations with the relevant stakeholders, including donors, INGOs, and civil society organizations. Their contributions fed the process of drafting the Roadmap. In addition, the draft Roadmap was peer-reviewed by a group of the earlier mentioned stakeholders.
Number and quality of consultations held. Number and diversity (in terms of location, sector, and capacities) of CSOs consulted for the Roadmap.	The Roadmap entails periodic consultations with a broad range of local CSOs. Ultimately it leads to more permanent and structured dialogue.	<p><b>Consultations:</b>  8 consultation meetings were held in mid-September 2018 with each of the following:  CSOs: 3 consultation meetings were held with 114 CSOs from the north, centre and south of Jordan.  INGOs: 8 INGO representatives attended  Donors: 7 donor agencies attended  EU Task Managers: 8 EU Task Managers attended  EU Member States: 7 EU Member States attended  Government Officials: 4 representatives from 3 Ministries</p> <p><b>Questionnaires:</b>  CSOs: 270 responses received  INGOs: 8 responses received  Donor Agencies: 6 responses received  EU Task Managers: 5 responses received  EU Member States: 2 responses received</p> <p><b>One-on-One Meetings:</b>  Ministry of Planning and International Cooperation  Ministry of Industry and Trade  Ministry of Political and Parliamentary Affairs  National Center for Human Rights</p> <p>Former Programmer for CSOs, Media and Gender – EU Delegation/ Jordan over Skype.</p>

OUTCOME INDICATORS				
PRIORITIES	TARGET	INDICATORS	BASELINE INFORMATION (Based on Consultations)	SOURCES OF INFORMATION & MEANS OF VERIFICATION
<b>1) Promote constructive engagement of CSOs across Jordan in the identification and implementation of EU partnership priorities and EUMS bilateral agreements with the Government of Jordan.</b>	<ul style="list-style-type: none"> <li>- Enhanced participatory and inclusive mechanisms to mainstream CSOs' engagement in the identification and implementation as well as monitoring of EU's sector priorities of support to the Government of Jordan.</li> <li>- Diversified sectors of EU engagement with the civil society, such as social protection, environment, WASH, climate change among others.</li> <li>- Promoted opportunities for local CSOs in fundraising and applying for EU-funded proposals through elevating language barriers.</li> </ul>	<ul style="list-style-type: none"> <li>- # of CSOs engaged in formulating EU's and EUMS' support priorities, disaggregated by women organizations (Quantitative<sup>4</sup>).</li> <li>- Diversified areas and sectors of EU &amp; EUMS engagement with CSOs (Qualitative<sup>5</sup>).</li> <li>- # of local and grass-root CSOs engaged in the process of formulating EU's and EUMS's support priorities, disaggregated by women's rights organizations (Quantitative).</li> <li>- Total amount of EU and EUMS support to civil society in Jordan, disaggregated by women's rights organizations.</li> </ul>	<ul style="list-style-type: none"> <li>- 68% of consulted CSOs disagreed that international organisations and donors in Jordan offer equal opportunities to CSOs in Jordan in terms of partnerships and funding opportunities.</li> <li>- 95% of consulted CSOs stated that if the EU accepted proposals in Arabic they would have a chance to join partnership or access funds.</li> </ul>	<ul style="list-style-type: none"> <li>- Minutes of meetings and consultation reports.</li> <li>- CSOs participation lists with geographic representation.</li> <li>- EUD and EUMS reports on civil society.</li> <li>- Progress reports of EUD and EUMS-funded projects and actions.</li> <li>- Political reports by EUD and EUMS.</li> <li>- Mapping and needs assessments reports.</li> <li>- Reference in media.</li> <li>- Monitoring and Evaluation reports.</li> </ul>

<sup>4</sup> Examples of Quantitative Indicators: numbers and percentages of progress or achievements.

<sup>5</sup> Examples of Qualitative Indicators: short narrative about the progress or achievements realized through the projects or the programmes.

PRIORITIES	TARGET	INDICATORS	BASELINE INFORMATION	SOURCES OF INFORMATION & MEANS OF VERIFICATION
<b>Priority Sector A – Enabling Environment</b>				
<b>2) Support enabling environment for CSOs through a more conducive legislative framework with clear regulatory requirements.</b>	<ul style="list-style-type: none"> <li>- Participatory and inclusive mechanisms for evidence-based efforts to enhance legal environment regulating CSOs in Jordan.</li> <li>- Promoted accessible flow of information and updates on the legal framework through the relevant public authorities.</li> <li>- Enhanced space for strengthened CSOs coalitions, including cooperation and coordination platforms.</li> </ul>	<ul style="list-style-type: none"> <li>- # of the EU and EUMS supported actions with a view to enhance the enabling environment (Quantitative).</li> <li>- # of cooperation and coordination initiatives among CSOs and with the public authorities, supported by EUD and EUMS-funded actions (Quantitative).</li> </ul>	<ul style="list-style-type: none"> <li>- 76% of consulted CSOs stated that they faced challenges in registering their CSO due to the lengthy process, multiple required government approvals and the coordination and planning between ministries and government entities.</li> <li>- 56% of consulted CSOs believed that there is no responsible focal point from the government to support in all legislative enquires or matters for CSOs.</li> <li>- 58% of consulted CSOs stated that delays of approval from the government have caused them to lose the funding awarded by donors.</li> <li>- 85% of consulted CSOs agreed that the existence of CSOs coalitions makes the rapport with the government easier.</li> <li>- EU and EUMS support programmes and platforms that can be used as platforms for advocacy, awareness-raising and dialogue with the Government to achieve the proposed priority (further information about existing EU and EUMS programmes to be advised through the HRWG).</li> </ul>	<ul style="list-style-type: none"> <li>- Legal awareness sessions and campaigns reports</li> <li>- Reference in media.</li> <li>- Minutes of meetings</li> <li>- EUD and EUMS reports on civil society.</li> <li>- Progress reports of EUD and EUMS-funded projects.</li> <li>- Political reports by EUD and EUMS.</li> <li>- Monitoring Evaluation reports.</li> <li>- Likeminded reports on civil society.</li> <li>- USAID CSO Sustainability Index for Jordan</li> </ul>

PRIORITIES	TARGET	INDICATORS	BASELINE INFORMATION	SOURCES OF INFORMATION & MEANS OF VERIFICATION
<b>Priority Sector B –Participation and Roles</b>				
<b>3) Strengthen structured and inclusive participation of CSOs in formulating public policies and achieving Jordan's development priorities.</b>	<ul style="list-style-type: none"> <li>- Promoted CSOs' role and participation in dialogue with EU, Government and among CSOs on certain thematic fields and priorities.</li> <li>- Improved CSOs' role in the implementation of SDGs and 2018 UPR recommendations, especially the ones related to CSOs' enabling environment and participation and women's rights.</li> <li>- Boosted accountability measures and practices of CSOs to hold themselves and the government accountable towards communities and citizens.</li> </ul>	<ul style="list-style-type: none"> <li>- # of CSOs joint-response actions through co-application approach, disaggregated by women organizations (Quantitative).</li> <li>- # of EUD and EUMS-led policy dialogues on respective thematic fields and priorities (Quantitative).</li> <li>- Extent to which EUD and EUMS-funded projects and actions addressed relevant UPR recommendations (Qualitative).</li> <li>- Extent to which the EUD and EUMS-supported actions responded to SDGs implementation (Qualitative).</li> <li>- # of CSOs supported to advance their accountability role and hold the government accountable, disaggregated by women organizations (Quantitative).</li> </ul>	<ul style="list-style-type: none"> <li>- 62% of consulted CSOs disagreed that CSOs participated with national/local authorities in formulating national policies.</li> <li>- 54% of consulted CSOs partnered with other CSOs to apply jointly for fund-raising.</li> <li>- 50% of consulted CSOs agreed that their organisations can hold government accountable for its actions.</li> </ul>	<ul style="list-style-type: none"> <li>- Call for Proposals/Evaluation Reports.</li> <li>- Advocacy and Policy Dialogue Reports.</li> <li>- Monitoring Reports on Performance of local and national government and actors.</li> <li>- EUD and EUMS reports on civil society.</li> <li>- Progress reports of EUD and EUMS-funded projects and actions.</li> <li>- Political reports by EUD and EUMS.</li> <li>- M&amp;E Reports.</li> <li>- Reference in media.</li> <li>- SDGs reports.</li> <li>- Open Government Initiative Reports.</li> <li>- USAID CSO Sustainability Index for Jordan.</li> </ul>

PRIORITIES	TARGET	INDICATORS	BASELINE INFORMATION	SOURCES OF INFORMATION & MEANS OF VERIFICATION
<b>Priority Sector C – Capacity</b>				
<b>4) Support CSOs to improve their capacity-building mechanisms and internal governance practices.</b>	<ul style="list-style-type: none"> <li>- Scaled-up CSOs' institutional capacity and financial management skills</li> <li>- Empowered CSOs to voice their capacity-building needs and areas of advancement</li> <li>- Enhanced internal governance and accountability practices of CSOs.</li> <li>- Strengthened sustainability and scalability CSOs' programmes and actions funded by the EU.</li> <li>- Empowered CSOs to promote access to funding opportunities.</li> </ul>	<ul style="list-style-type: none"> <li>- # of CSOs supported with capacity building and management skills through EUD and EUMS-funded projects and actions, disaggregated by women's rights organizations (Quantitative).</li> <li>- # of CSOs supported to improve their internal governance and accountability, disaggregated by women's rights organizations (Quantitative).</li> <li>- # of CSOs awarded funds through EUD and EUMS funding channels, disaggregated by women's rights organizations (Quantitative).</li> </ul>	<ul style="list-style-type: none"> <li>- The consulted CSOs expressed that the civil society in Jordan is characterized in terms of the organizational dimension by a weak degree of internal organizational structure and institutionalization of work.</li> <li>- The monopolization of the administration and head of the organization by one person for very long periods.</li> <li>- Often the dominance of personal over the public interest.</li> <li>- Some of the consulted CSOs expressed that the civil society organizations therefore suffer from a lack of accountability and thus a weak accountability process.</li> <li>- The EU and EUMS use existing programmes to lead or coordinate this specific priority (further information about existing EU and EUMS programmes to be advised through the HRWG).</li> </ul>	<ul style="list-style-type: none"> <li>- EUD and EUMS reports on civil society.</li> <li>- Progress reports of EUD and EUMS-funded projects and actions.</li> <li>- Monitoring and Evaluation reports.</li> <li>- Likeminded reports on civil society.</li> <li>- Political reports by EUD and EUMS.</li> <li>- Reference in media.</li> <li>- USAID CSO Sustainability Index for Jordan.</li> </ul>