



ANNUAL REPORT

GBVIMS Taskforce in Jordan

2023

EXECUTIVE SUMMARY

This report provides information on incidents of Gender-Based Violence (GBV) reported by survivors in Jordan during 2023. The information was gathered with the consent of survivors who received psycho-social support (through the case management approach) via seven data gathering organizations members of the Gender Based Violence Information Management System (GBV IMS) Taskforce. The GBV IMS Task Force¹ is the body responsible for gathering, maintaining and analyzing data related to GBV, along with ensuring the security and protection of sensitive data concerning GBV. The Task Force is also responsible for drafting reports and providing strategic directions to GBV programmes based on identified gaps and trends.

The year 2023 marked the transition phase of implementing the GBVIMS+ system as the primary data collection tool by the data gathering organizations (DGOs). Due to the challenges encountered in data entry during this transitional period and some access issues, it was decided to produce a concise analysis report for this year. Full analysis reports in both Arabic and English are planned to resume in 2024.

It is important to highlight that the data and trends noted in this report are not representative of the prevalence of GBV in Jordan (or among refugee populations) as these trends are based solely on incidents reported by survivors to the Data Gathering Organizations (DGOs)² engaged in GBV response and using the GBV IMS in 2023. It is accordingly not advisable to use these findings as a proxy for the prevalence of GBV in any settings or to use it in isolation to monitor the quality of programmatic interventions. Despite the above limitations, the GBV IMS is considered the highest quality GBV incident data currently available to the humanitarian actors, which can be used effectively for trend analysis and improving coordination of GBV prevention and response.

The **most frequent reported forms of violence** are psychological and physical violence, which occurred in the survivor's home by the intimate partner. This data is corroborated by the fact that IPV has also been found as increasing by 6.1% in 2023, which follows the previous year's increase. This is possibly the result of several factors, including increased economic tensions, but also improved reporting of cases of domestic violence or improved ability of victims to access support services.

1. The Gender-Based Violence Information management system (GBVIMS) Task Force members have signed an Information Sharing Protocol that defines roles and responsibilities and data protection procedures. The Taskforce is chaired by UNHCR and UNFPA with the technical support of UNICEF.

2. INTERSOS, Jordanian Women Union (JWU), Noor Al Hussein Foundation (NHF), Jordan River Foundation (JRF), International Rescue Committee (IRC), Arab Women Organization (AWO) and United Nation High Commissioner for Refugees (UNHCR).

2023 data confirms the previous year's increased number and percentage of cases seeking help who were self-referred, meaning the survivor approached the case management agency directly. The 2.5% increase in 2022 is followed now by a 3.3% increase in 2023. This continuous increase reflects the effectiveness of awareness sessions and outreach efforts, which have empowered survivors to seek help directly. Additionally, many survivors may prefer to go directly to service centers to ensure timely follow-up and quicker access to the services they need, as well as increased trust in the community. This trend underscores the importance of maintaining and expanding awareness campaigns to continue supporting survivors in accessing services independently.

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CONTEXT

Thirteen years into the Syrian crisis, refugees remain in exile as their country continues to face a protracted conflict and an overwhelming humanitarian crisis. The suspension of registration for persons who entered Jordan on a specific visa modality, which was implemented pursuant to the Cabinet decision on 23 January 2019, remains in force. Advocacy with the Government is ongoing to find the most appropriate registration and verification processes for individuals affected by this decision. As of 31 December 2023, the total number of Syrian refugees who returned to their country of origin since 15 Oct 2018 is 52,530.

According to the data from the Department of Statistics in Jordan for the fourth quarter of 2023. The unemployment rate has reached 21.4% during the fourth quarter of 2023 with a decrease of 1.5 percentage points compared with 22.9% for the fourth quarter of 2022, and with a decrease of 0.9 percentage points compared with 22.3% for the third quarter of 2023 unemployment rate has reached 18.9% during the fourth quarter of 2023 against 29.8% for female. The Unemployment Rate for males has decreased by 1.7 percentage points while it has decreased by 1.9 percentage points for females compared with the fourth quarter of 2022. Comparing the unemployment rates of the fourth quarter of 2023 with the previous quarter of the same year, it is clear that the unemployment rate has decreased for males by 0.9 percentage points and for females by 1.9 percentage points

The positive steps by the Government of Jordan to provide free work permits to Syrian refugees and the change in the legal framework of Syrian-owned home-based businesses, the unemployment rate decreased impacting women and youth, and those working in the informal sector and/or in very poor conditions.³ Challenges remain high for women to work in particular, namely due to social attitudes, lack of or limited access to childcare, type of jobs, etc.

MAIN TRENDS

Increase of GBV incidents reported

After a decrease in reported incidents in 2022, there has been a 18% increase in the total number of new GBV incidents reported in 2023, with the highest number of reported incidents in March. This increase may be correlated with the cut of food coupons and monthly financial aid which humanitarian relief organizations such as UNHCR and WFP, as well as from the Government support schemes (MFA), had to do due to funding shortages. Such reality may have heightened tensions within the household and frustration from the caregiver to the family members; where it was also noted by UNHCR that the number of beneficiaries approaching UNHCR directly to ensure MFA continuity has doubled during the same period.

3. <https://www.unhcr.org/news/news-releases/jordan-issues-record-number-work-permits-syrian-refugees>

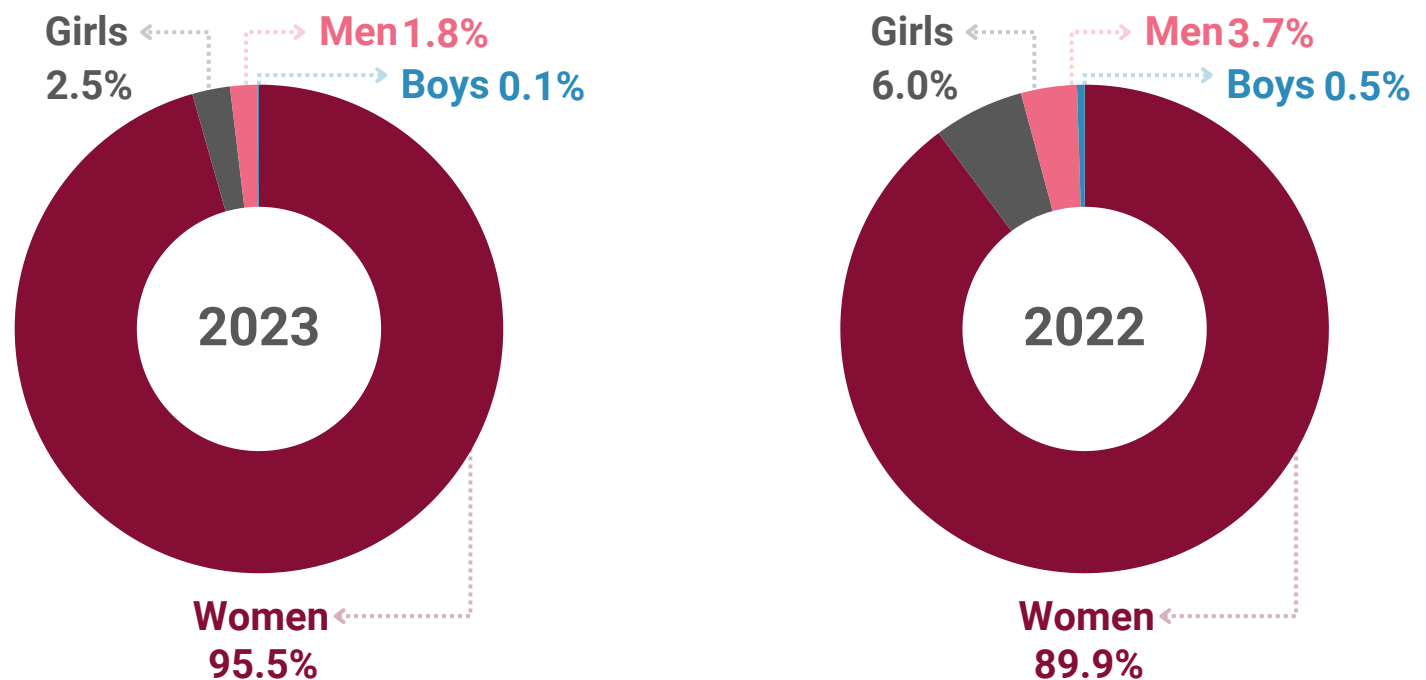
Time between incident and reporting date continues to decrease

Building on the significant work of the GBV providers in Jordan and partners, the observed trend of decreased time between the GBV incident date and reporting was confirmed also in 2023. Survivors reporting more than 1 month after the incident decreased from 59.9% in 2021 to 56.9% in 2022 and 52% in 2023. The positive trend of survivors seeking services earlier can be attributed to several factors. Increased awareness of case management services and their benefits in mitigating risks have empowered survivors to seek help more promptly, the improved knowledge of reporting channels, such as the Amaali app, and the trust built through community outreach and awareness sessions might have also encouraged survivors to access support sooner than in previous years. This trend reflects the growing effectiveness of programs in reaching and assisting survivors in a timely manner.

Women and girls continue to make up the bulk (98%) of all reported cases

Women and girls remain the highest reporting demographic for gender based violence at 98% of all reported cases for the year of 2023. This is influenced by various socioeconomic, community, and accessibility factors. Power imbalance between men and women often places women in a vulnerable position, making them more susceptible to forms of violence such as rape, sexual abuse, harassment, and denial of resources. Compared to men, women are more likely to feel powerless when facing violence, and due to stigma and a legitimate fear of abandonment by friends and family, they may struggle to seek support or escape their situation. This can trap women in cycles of abuse, leaving them feeling helpless to break free. Additionally, women may be threatened with cybercrime, physical violence, retaliation from family members, or even honor killings if the perpetrator fears being reported.

Reported incidents by Age and Gender



Ongoing decreasing trend of men and boys disclosing cases of GBV

Following 2022's data, which had already registered a decrease of cases of male survivors, the 2023 set shows a further low reached of only 1.9% of all cases reported being males. Women and girls remain the overwhelming majority of survivors reporting to GBV service providers also because most programs may have prioritized targeting women and girls given the decreased funding and the fact that they remain disproportionately affected. However, efforts to engage men and boys with some of the GBV providers are noted, for example GBV prevention and group male awareness sessions. DGOs believe that this further 45.5% reduction of male survivors in reported cases could be due to the stigma and to be less accepted as victims or survivors. Moreover, there might also be less specialized services and support centers for men, which may discourage them from reporting or seeking help.

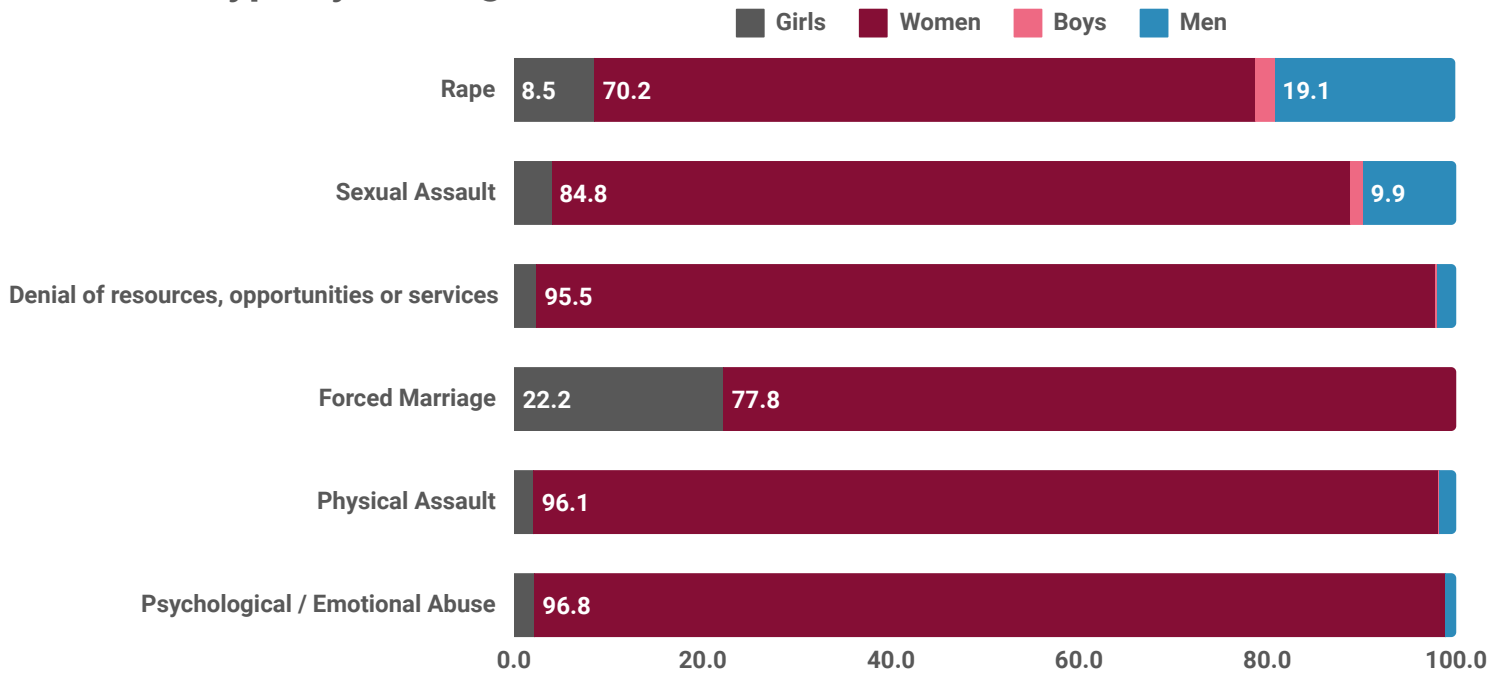
Forced marriage cases, which includes child marriages, decreased from 3.1% to 1.6% of all reported incidents, with also overall continued decrease in adolescent girls reporting GBV. Regarding reported child marriage incidents; this also appears to correlate with national reports of decreased child marriage cases at the national level. As for adolescent Girls reporting GBV, the proportion of cases reported among 12 to 17-years-olds continued to decline, from 6.4% in 2022 to 4.2% in 2023. This decline may be linked to several factors related to program design and implementation, including challenges in reaching youth, such as cultural or legal barriers that impede their ability to report. A lack of awareness and resources specifically targeting this age group may also limit their access to necessary support. Furthermore, stigma and social pressures may discourage minors from reporting violence, along with lack of knowledge about reporting channels, fear of not being believed by authorities or families, and concerns about family disputes or repercussions if the perpetrator is a family member.

More specifically, the decrease in reported child marriage cases appears to correlate with national reports of decreased child marriage cases at the national level. This can be attributed to increased awareness within communities about the risks and consequences of child marriages which may have played a role in this decline. Additionally, some cases may now be reported under child protection (CP) rather than gender-based violence (GBV), leading to a shift in how these incidents are categorized in reports. It is important however to note that the actual number of early marriages may still be underreported due to fear of legal repercussions or the challenges associated with formal documentation. Moreover, this year there was a registered 34% decrease of child sexual violence reported. This also might be explained due to such incidents being reported under Child Protection (CP) programs rather than directly through GBV channels.

Since survivors under 18 are often directed to CP services, many cases are likely being addressed within those frameworks, which could contribute to the apparent decline in GBV statistics. This shift highlights the importance of coordination between CP and GBV programs to ensure all cases are accurately recorded and appropriate support is provided.

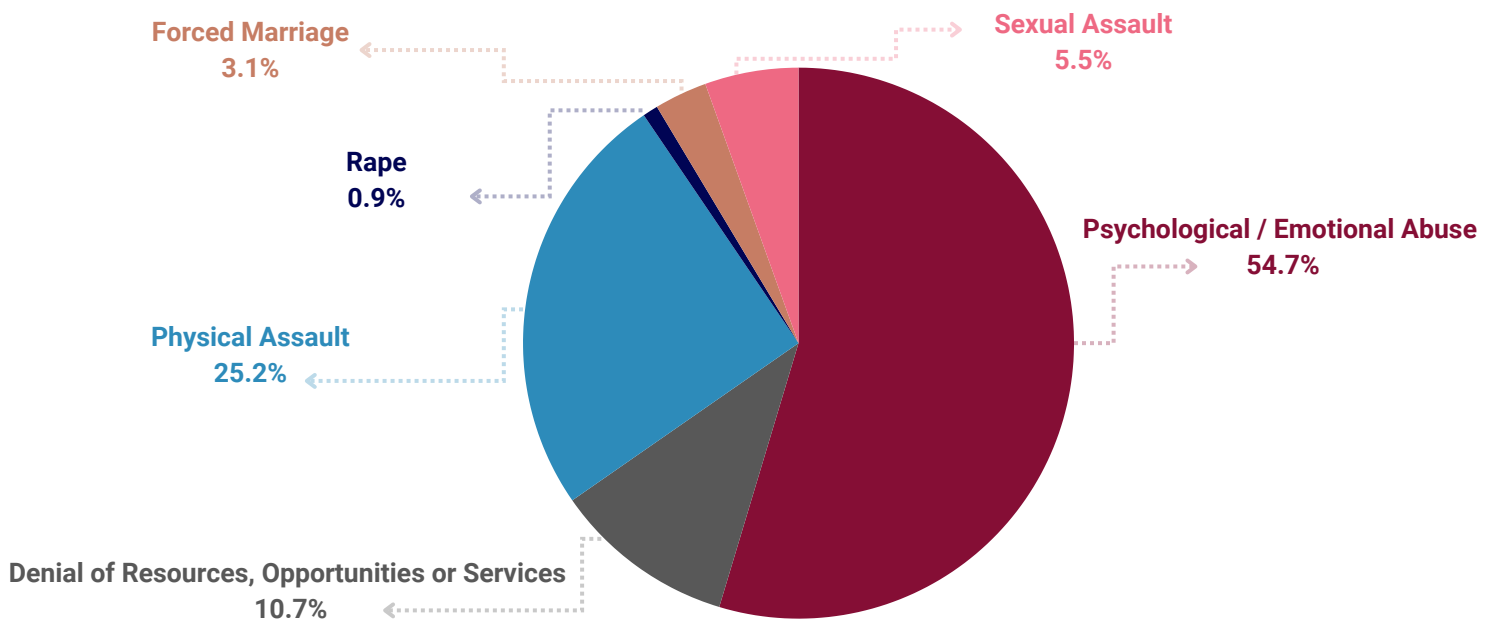
A. Types of Sexual and Gender Based Violence

GBV type by sex/ age



Slight increase of reported rape cases, while reported sexual assault cases reduced from 5.5% in 2022 to 3.4% in 2023 on overall numbers. According to DGOs, barriers in supporting the disclosure of sexual assault cases include fear of mandatory reporting, lack of awareness about legal rights, and persistent community stigma. Communities have been found having increasing knowledge of reporting mechanisms and of the type of GBV, which contributed to determining the type of violence. However, reporting of such cases is still low due to stigma, fear of the perpetrator, and reporting procedures.

Reported incidents by type of Sexual and Gender based Violence



The most frequent reported forms of violence are psychological and physical violence, which occurred in the survivor's home by the intimate partner. The interruption of monthly assistance and food aid coupons may have affected the increase in reporting of cases of violence and the survivors' turning to organizations to request financial and psychological assistance. This data is corroborated by the fact that IPV has also been found as increasing by 6.1% in 2023, which follows the previous year's increase. This is possibly the result of several factors, including increased economic tensions, but also improved reporting of cases of domestic violence or improved ability of victims to access support services. Moreover, some DGOs still link such type of violence to the long lasting effects of the pandemic, which caused an increase in social isolation and distance from friends and family, in turn linked to possible increase of violence within the home and cutting off of wider nets of financial aid. As for unmarried women, if they are under 18 fear of being reported, there might be lack of knowledge of the procedures, lack of money for transportation, or that they might not want to report if they can resort to another form of support, such as a brother, father, or another home, to provide them with security.

Decrease in reported incidents of “Denial of Resources” and of SEA

The decrease in reported incidents of denial of resources, from 10.7% to 8.9%, reaching the lowest percentage in the past three years despite generally worsening economic conditions, may be due to the shift in how survivors experience and report violence. With economic pressures intensifying, survivors may face increased emotional and physical violence rather than explicit denial of resources. Additionally, survivors might fear the consequences of reporting, such as divorce, cultural stigma, or lack of alternative housing options, leading them to endure the situation rather than risk losing their source of shelter. In some cases, survivors may not even recognize the denial of resources as a distinct form of violence, especially when economic hardship is pervasive. These dynamics suggest a need for continued awareness raising and support to help survivors identify and report all forms of GBV, even under difficult circumstances. This also reflects the complex dynamics within households where economic control is tied to multiple forms of abuse.

Moreover, in 2023 there has been a 66% decrease of possible SEA reported, which is likely due to these incidents being directly referred to the PSEA Network rather than being reported under the GBV programs. Many organizations have established protocols where SEA cases are immediately directed to specialized PSEA channels, which ensures that these cases are handled by dedicated teams trained to address such issues - as a result this may account for the significant reduction in SEA reports within the GBV program statistics.

Time and place of violence

The 2023 data shows a 42% increase in incidents reported in the afternoon, which is typically considered to be from around 12 PM to 4 PM. This time coincides with children returning home from school, making them vulnerable to harassment or abuse, and with partners returning home from work, which may lead to domestic conflicts. The majority of cases occur in the survivors' homes in line with trends from previous years. More incidents have been reported this year to occur in the perpetrator's home (1.2% increase from last year) where the perpetrator may have more control and authority. This shift could also be linked to the roles of caregivers or other family members in the household, where violence is exerted in environments where the perpetrator feels most dominant.

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At the same time there has been a reduction in reported incidents of GBV in the workplace and in schools. This might be linked to several factors - there might be fear of retaliation, in particular in the workplace, which might lead to survivors reporting through complaint boxes anonymously, or avoid doing it altogether. For schools, cases might be registered under child protection programmes - at the same time, fear of consequences or lack of understanding of reporting procedures could still be barriers.

B. Nationality and Disability

Syrian survivors and other minorities increase, while Jordanians reporting GBV decrease

There has been an increase in incidents reported by Syrians, rising from 64.4% to 68.5% of all cases. After years of rising reports from Jordanian nationals, including in 2022, the percentage of Jordanian survivors assisted by GBV IMS task force members in 2023 has declined from 32.6% to 27.7%. Additionally, the "other" category has shown a steady increase, from 1.6% to 2.6% of reported incidents. This shift may be attributed to the challenging humanitarian conditions and displacement faced by Syrian survivors, which likely heightens their vulnerability to GBV, with organizations supporting Syrians that might be more proactive in reaching out to them. Conversely, Jordanian survivors might have better access to other national official services and support, diversifying their options to report incidents to different organizations. Cultural or social factors could also contribute to a lower willingness among Jordanians to report violence.

The increase in the "other" category suggests a growing diversity in reported nationalities, potentially reflecting better access and communication with minority groups thanks to efforts of DGOs in ensuring tailored awareness and services for specific minorities, such as Sudanese communities in Amman and Yemenis in the southern region. The growth in the "other" category also suggests successful outreach and inclusion of minority nationalities in informal camp settlements, and some NGOs implemented strategic programming with government actors working on supporting cases of human trafficking which were largely non-Jordanian or Syrian in nationality.

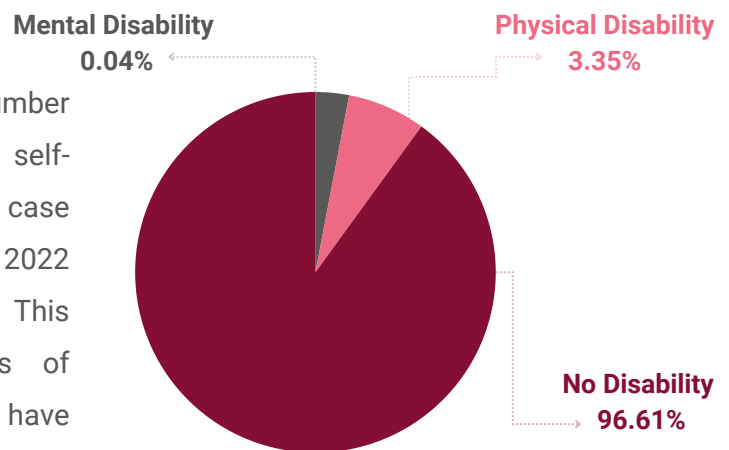
Survivors with disabilities reporting GBV incidents increased from the previous year

After a decrease in 2022, the reporting percentage of persons with disabilities (PWDs) has increased from 1.6% to 3.4% of overall reported incidents. This 151% increase likely has a direct relationship with dedicated programming with efforts to improve access and communication for people with disabilities. These changes have included improvements in services to be more appropriate for individuals with disabilities, and enhanced awareness and training for those working in the field about the challenges they face. DGOs have in fact strengthened their partnerships with community based organizations for persons with disabilities, increased awareness campaigns specifically targeting individuals with disabilities and informal camp settlements, and improved accessibility and inclusivity better equipping centers and staff.

C. Service Provision

2023 data confirms the previous year's increased number and percentage of cases seeking help who were self-referred, meaning the survivor approached the case management agency directly. The 2.5% increase in 2022 is followed now by a 3.3% increase in 2023. This continuous increase reflects the effectiveness of awareness sessions and outreach efforts, which have empowered survivors to seek help directly.

Additionally, many survivors may prefer to go directly to service centers to ensure timely follow-up and quicker access to the services they need, as well as increased trust in the community. This trend underscores the importance of maintaining and expanding awareness campaigns to continue supporting survivors in accessing services independently. This year there was an increase (from 0 to 3%) of shelters and safe houses' services marked as unavailable in the area where the survivor lives, which may be explained by the concentration of such services in Amman and the North, and a scarcity of them in the South.



Obvious increase in GBV cases referred from various sectors such as **Legal** and **Counseling** services can be attributed due to the continuous capacity building of these sector specialists who are more aware of the GBV Safe Referral Mechanisms in Jordan. Increased awareness led some survivors to being more empowered to bypass case management, seeking specific services like legal or report directly to authorities, such as the Family Protection Department. Embedding the survivor centered approach in GBV programming highlights the importance and effect on the quality of GBV service provision provided through various sectors.

Following last year's trend, the perceived unavailability of **health** services increased from 0% to 5%. This might have been caused by the closure of some clinics, the survivors' lack of confidence in some medical procedures as well as their feeling overwhelmed by the prospect of multiple visits or retelling their stories, leading to a perception that the necessary services are unavailable.

Regarding **livelihood**, it continues to reflect the largest gap in services availability and services declined, although 2023 has registered an improvement - declined services, as well as unavailable ones, decreased from 17% to 9%, 21% to 13%. Survivors may have become more willing to engage in livelihood opportunities as they become more available and potentially better aligned with their needs. However, some still refuse to enroll due to concerns about low income from these opportunities or fear of losing other forms of assistance, such as MFA. Additionally, many cases continue to seek long-term solutions, such as resettlement (RST), rather than temporary livelihood options, and challenges have been registered for survivors to pay transportation to reach such options. Another challenge is the lack of child day care centers which prevent mother survivors from enrolling. Livelihood programs are tailored for long term prevention and empowerment which does not meet the immediate needs of the GBV survivors.

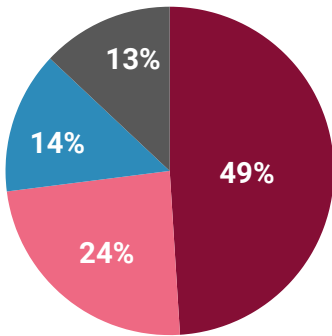
Cash-based interventions unavailability decreased from 15% in 2022 to 8% in 2023. Moreover, there was a 5% increase in such services being declined. Survivors might have resorted to a more sustainable source of monthly financial assistance and declined the temporary cash for protection fearing cancellation of the sustainable monthly resource.

Legal assistance and **security services** remain some of the most sensitive areas of service provision, as the majority of survivors decline referrals. While these services remain the most declined ones, in 2023 this trend was less pronounced compared to previous years.

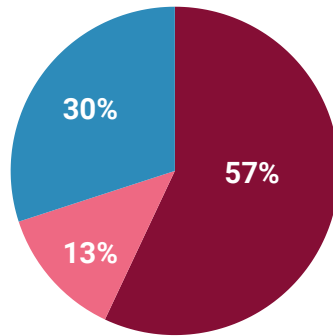
Legal services rejected decreased from 27% to 15% while legal services provided directly by the case management institution increased from 13% to 25%. Some DGOs have in fact strengthened their partnerships with legal entities, while others provide legal services directly and referrals are made from psychologists to legal consultations directly.

These efforts are in line with the strengthening of the one stop shop approach in Jordan, whereby more organizations tend to provide several services in addition to case management, including legal ones, within their own structures or place. Such speed of referral and coverage of costs in the courts, along with increased confidence in service providers and their quality may have contributed to their increased acceptance by survivors.

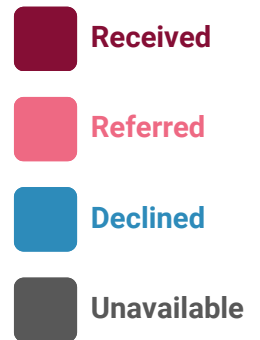
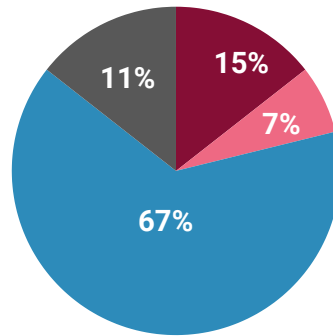
Health / Medical Services



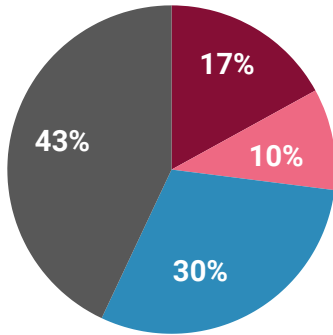
Legal Assistance Services



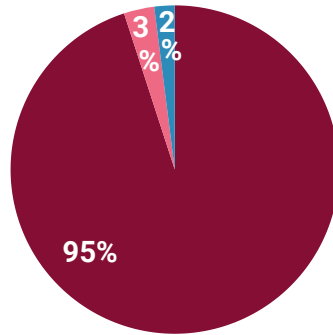
Safety & Security Services



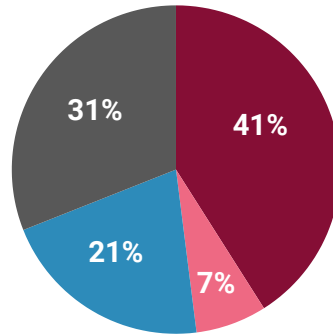
Livelihood Services



Psychosocial Services



Cash Assistance Services



Disclaimer

In 2023, GBV data collection organizations transitioned to use the Primero GBVIMS+ system as their primary data collection tool. Challenges with access and data entry during the transition resulted in missing service provision details and some incomplete entries, hindering the full analysis of service availability and holistic identification of gaps in availability of services.

RECOMMENDATIONS

Main Findings

Recommendations

<p>Time Between Incident and Reporting continued to decrease.</p>	<ul style="list-style-type: none"> • Continue to promote case management services and reporting channels through innovative community-based approaches, emphasizing the importance of seeking help promptly. • One stop shop with integrated services with GBV case management might be considered as a more effective strategy to increase chances of successful referral and trends for self referrals
<p>Reported GBV incidents by adolescent Girls (12 to 17 years-old) continued to decline.</p>	<ul style="list-style-type: none"> • Programs must enhance efforts to reach this age group by developing new communication strategies, increasing awareness of minors' rights and reporting mechanisms, and providing specialized support tailored to their needs. • It is essential to evaluate the effectiveness of current programs and make necessary modifications to ensure comprehensive and appropriate support for all young people.
<p>Increase in the "other" Nationality category suggesting a growing diversity in reported nationalities.</p>	<ul style="list-style-type: none"> • To better serve minority nationalities, it's crucial to develop multilingual outreach programs, form partnerships with local organizations, provide specialized training to address cultural and linguistic barriers, and build trust within diverse communities.
<p>Increase in percentage of reported incidents involving persons with disabilities (PWDs)</p>	<ul style="list-style-type: none"> • Sustain and Scale Efforts by maintaining and expanding partnerships with community-based organizations for PWDs and continuing targeted awareness campaigns to ensure continued progress in access to services. • Provide ongoing, specialized training for frontline staff and service providers to address the needs of PWDs and strengthen their ability to provide appropriate support.
<p>Decrease in reported incidents by Male Survivors</p>	<ul style="list-style-type: none"> • Establish specialized support services and awareness programs designed specifically for male survivors of GBV, aiming to reduce stigma and encourage reporting.

Main Findings

Recommendations

<p>Sexual assault and rape constitute some of the most severe forms of GBV with life-threatening consequences, yet they are the most under-reported forms of violence</p>	<p>To counter stigma and promote survivor-centered approaches:</p> <ul style="list-style-type: none"> • Advocate for a broader definition of rape in law. • Collaborate with health and case management service providers for survivor-centered care. • Engage with communities to improve access and build trust in services for survivors of rape • Work with UNHCR and NCFA to advocate for survivor-centered approaches
<p>Security/Police remain amongst the highest declined across all services</p>	<ul style="list-style-type: none"> • Look further into the impact of mandatory reporting on help seeking behaviors and work with law enforcement agencies on application of survivor centered approach. • Review training approach and work on attitudes and coaching approach
<p>Legal assistance remains among the most declined referrals. However, 2023 saw a significant improvement in acceptance rates.</p>	<ul style="list-style-type: none"> • Promote and further develop the one-stop-shop approach to ensure survivors can access comprehensive services, including legal assistance, in a single, safe location. • Continue and expand awareness campaigns to educate survivors on the legal process, addressing misconceptions and highlighting the benefits of legal assistance. • Advocate for free legal assistance for survivors of violence who cannot afford legal procedures or hiring a lawyer.
<p>Increase in percentage of reported incidents involving persons with disabilities (PWDs)</p>	<ul style="list-style-type: none"> • Livelihood services, while improving in availability and accessibility, remain the largest gap in service availability

In Coordination & Cooperation with

