



اللجنة الوطنية الأردنية  
لشؤون المرأة  
The Jordanian National  
Commission for Women



المملكة الأردنية الهاشمية

# National Strategy for Women in Jordan 2020-2025



Justice & Equality for Inclusive Development

Technical support from:





**His Majesty  
King Abdullah II Ibn Al Hussein**

*“The principle of the rule of law is that all of us “every citizen, official and state institution” must fulfil the duty of protecting and enhancing the rule of law, which is the essence of a prudent administration that adopts justice and equality as the pillars of its approach. We cannot achieve sustainable development, empower our creative youth or successfully execute our development plans unless we develop state administration and enhance the rule of law through strengthening the principles of justice, equality and transparency.”*

*Sixth Discussion Paper by His Majesty King Abdullah II Ibn Al Hussein*



**Her Royal Highness  
Princess Basma Bint Talal**

*“It is imperative that women have more faith in themselves and to work towards changing negative social attitudes that impede women and girls’ benefit from their full humanrights and have equal opportunities to achieve inclusive development and equality.”*

*Her Royal Highness Princess Basma Bint Tala*

## Foreword

While Jordan is proceeding along with the reform, construction, and development track, the Council of Ministers has endorsed the National Strategy for Women (NSW) 2020-2025. The NSW is the culmination of the joint efforts of formal and informal national institutions to empower women and enhance their participation in a society, where women and girls enjoy full human rights and equal opportunities, leading to comprehensive and sustainable development. The combined work of those national institutions reflects both the advanced level of collective awareness of the importance of this issue, and the determination to realize a quantum leap in the attainment of gender justice and equality in human dignity, rights and opportunities, as well as in ensuring women's and men's active participation in the different areas. Such accomplishments empower the aspirations of those with the goodwill and ambition for a nationalist humane society. It also energizes their potential and meets their aspirations to use a national strategy for women as a stepping stone for the way forward. With the NSW's key features being in line with the national priorities, the Strategy will help those people take the initiative to devise and implement the programmes and activities that will contribute to bringing about change and the aspired quantum leap.

Women in Jordan have already striven and diligently played an outstanding role. Side by side with their fellow men, they have made numerous achievements; on the household level, in economic activity, in society, as well as in political movements, expressing civil society's standpoints and aspirations. Jordanian women are worthy of our due efforts and attention, and we must continue to recognize and acknowledge their selfless sacrifices. Our commitment shall translate into strategies, policies and schemes, coupled with adequate human and financial resources that reflect the political will of the State towards equality, social justice and equal/equitable opportunities.

The Government of Jordan believes that giving due respect for women's rights in national policies and legislation is a developmental instrument aimed at engaging women in all areas of life. This approach will lead to sustainable development and recognize the pioneering and leadership role that women in Jordan have played in all fields - and political, economic, educational, cultural and scientific areas. Women have been an effective component of excellence and innovation, and partners in the country's developmental march. Towards this end, the Government has recently institutionalized the Inter-Ministerial Committee for Women's Empowerment and adopted a policy for gender mainstreaming in the public sector.

We understand that political reform is a key pillar in sustainable development and all-inclusive reforms; none of the other reform pathways could be correctly maintained without us moving forward to meet the requirements that lead to reform. Such a reform guarantees the active participation of men and women alike in decision-making and decision-execution, as well as in addressing the economic challenges. This economic issue is of paramount importance, ranks foremost on the national front and demands well-devised, knowledge-based and doable policies to drive and incentivize the economy. The goals aspired in this publication are part and parcel of the reform and change processes that we all seek; on the leadership, the Government's and people's fronts.

The National Strategy for Women holds a promise: to continue our joint action towards a better future for the people of Jordan.

Omar al-Razzaz

Prime Minister

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# Preface

The Jordanian National Commission for Women (JNCW) has spearheaded the preparation of the National Strategy for Women in Jordan 2020-2025 ('NSW' or the 'Strategy') under the directives of the Prime Ministry and the supervision of the Inter-Ministerial Committee for Women's Empowerment (IMC), with technical and financial support from the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women), and in collaboration with the United Nations Economic and Social Commission for West Asia (ESCWA). The Strategy is the culmination of national participatory efforts of numerous Government and national institutions; the military and security sectors; relevant civil society organisations (CSOs); representatives from Parliament, the House and Senate, and from professional associations/trade unions and political parties; and through extensive national consultations across all governorates in the Hashemite Kingdom of Jordan. This consultation was built on the outcomes of the efforts launched in early 2019 to prepare the National Review of the Progress Made in the Implementation of the Beijing Declaration and Platform for Action +25, with a view to drafting the 5th National Report. The Report involved extensive national consultations on the progress Jordan had then made towards fulfilling its commitments in the area of gender equality and the empowerment of women and girls; it also identified the challenges, barriers and priorities, and renewed (the country's) commitments given the regional and national developments. The report has served to produce up-to-date data on indicators pertaining to gender equality and women's empowerment (GEWE) as part of the goals and targets of the 2030 Agenda for Sustainable Development, and to highlight available data and information, their sources and the gaps in data. Provision of data is a major challenge in evaluating and analysing the status of women, girls and female children in Jordan; lack of data curbs the capacity for efficient planning and implementation with a view to enhancing gender equality and eliminate gender discrimination in various areas.

With the intent to enhance the culture and practice of a participatory approach in strategic planning, and in setting national priorities, focus has been placed, in the NSW's preparation process and its content, on aligning the Strategy with the 2030 Agenda for Sustainable Development, namely Goal 5: Achieve Gender Equality and empower all women and girls, and the other targets set forth for relevant goals. The NSW has given due weight to the importance of strengthening the roles and powers of institutional frameworks that support and monitor its implementation, and of enhancing institutional capacity in the provision of data. Meanwhile, the Strategy takes into account both aligning national development plans with the NSW's components and goals, and the need for necessary allocation of funds for its implementation through gender-responsive budgets that address the gendered needs and bridge the gender gap. The NSW has also taken into consideration the significant need to coordinate donors' support in this respect, and to ensure national efforts are complementary among the Executive and Legislative branches of Government, the private sector and Civil Society Organizations CSOs - towards inclusive and sustainable development in Jordan.

The situational analysis and development of the NSW's Theory of Change ('NSW's ToC' or 'ToC') took heed of breaking away from the habitual approach that has been used in analysing the status of women in Jordan; traditionally, the approach only focused on women in view of the various development components and women's economic, social, cultural and political participation. The NSW does not overlook the deeply rooted and prevalent social structure that is reproduced/reintroduced through policies, legislation, formal and informal institutions, and through a widespread discourse which feeds on legal structures that oftentimes fail to take note of the ensuing effect of such tools on women in the context of the social structure. Moreover, such a habitual approach neither specifically includes the rights that directly affect the societal status of women in particular, nor does it ensure equal opportunities for men and women; rather, it represents a system of social and political relationships that consider women's status lower than that of men in terms of citizenship and eligibility, placing women on the side-lines of public life. This perspective has reduced the impact of the efforts put forth and the resources allocated to realise a true change and transformation in the status of women in the country.

The JNCW avails itself of this opportunity to extend its gratitude to: all those who took part in the national consultations; the representatives of local communities, Government institutions, military and security sectors, and CSOs; experts, activists and private sector representatives; parliamentarians in the House and Senate; representatives of professional associations and political parties, as well as the members of the IMC's Technical Committee and the Gender Mainstreaming and Equality Task Force - all of whom have helped enrich the consultations and discussions that took place before and during the preparation of this Strategy.



## **Vision**

**A society free of discrimination and gender-based violence, where women and girls enjoy full human rights and equal opportunities towards an inclusive and sustainable development.**

## List of Terms and Definitions

**A note on the key terminology:** The term "gender" continues to be misunderstood on the regional, national, and local levels. Hence, in its log frame and goals, the NSW has utilized the terms "gender justice", "gender equality", "gender-responsive" (or "gender-sensitive"), and "gender discrimination". However, it has not been possible to avoid using the term "gender" in light of the institutional and programmatic framework in place, which uses "gender" in certain Government institutions, such as Gender Focal Points, Gender Units/Sections, Gender Mainstreaming and Equality Task Force, Government Policy on Gender Mainstreaming and Gender-responsive Budgets. For this Strategy, reference to "gender" will be solely restricted to the aforementioned contexts. Below are the definitions adopted on the use of such contexts.

### Gender:

Gender refers to the social attributes given to men and women, and such social attributes are determined based on various factors, such as age, religion, and national, racial, and social origin; these traits may vary according to the cultural context. The identity, status, roles, responsibilities and power relationships between members of a society or culture are defined based on gender. Gender is learnt through social upbringing; it is neither static nor instinctive; however, it evolves to respond to changes in the social, political and cultural environment.<sup>1</sup>

### Gender Mainstreaming in Policies, Plans, Programmes and Budgets:

Gender Mainstreaming refers to the systematic integration of the priorities and needs of men and women in all policies, legislation and procedures to ensure gender justice, and to give due consideration to the impact of those policies, legislation and procedures in all stages of planning for the implementation, monitoring and evaluation of the statuses of both men and women. In other words, gender mainstreaming in policies, plans, programmes and budgets means that institutions and organizations will become aware of the differences between men and women and of the individual needs of both of them, that such variances are taken into account and addressed, that gender discrimination needs to be stopped, and that justice and equality are enhanced at all levels and on all fronts - becoming an integral part of any institution's work, including institutional legislation, policies, procedures and strategies as well as daily routines.

### Gender Analysis:

Gender analysis is a framework for action through which the roles and responsibilities of men and women in society can be identified, and the scope and extent of accessing resources, benefits and opportunities can be determined. The term also compares the strengths and weaknesses of men and women, and the opportunities and challenges they encounter in all areas of life. Gender analysis is a systematic method utilized to examine the conditions of men and women in all development spheres, analyse their roles and responsibilities and their access to, and control of resources in all sectors and at all levels, with an emphasis on the negative and positive influencing factors.

### Gender Mainstreaming:

Gender Mainstreaming is the process of assessing the impact on women and men in the course of any planned work, including legislation, policies and programmes in any area and on all levels. It is a strategy to render women's interests and experiences, as well as men's, part and parcel of the design, implementation, monitoring and evaluation of policies and programmes in the political, economic and social areas. Women and men will, therefore, equally benefit, and inequalities will cease to exist. The ultimate goal of gender (perspective) mainstreaming is to achieve gender justice and equality.<sup>2</sup>

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1 Arab Strategy for Prevention of and Response to All Forms of Violence against Women and Girls in Asylum Contexts.

2 This definition is cited from UN ECOSOC, 1997.

## Equality:

Equality has been referenced, firstly, in the Jordanian Constitution, which provide in Article Six of Chapter Two "**The Rights and Duties of Jordanians**", under Paragraph 1: "*Jordanians shall be equal before the law. There shall be no discrimination between them as regards to their rights and duties on grounds of race, language, or religions*" It is in light of this article that Jordan has become a signatory (committed) to the obligations under international conventions and treaties on human rights and to the 2030 Agenda for Sustainable Development, including Goal 5 on gender equality and the empowerment of all women and girls.

The United Nations Social and Economic Council's (ECOSOC's) <sup>3</sup>definition of gender equality (or equality between men and women) reads that it is imperative to treat men and women equally in social state of affairs, particularly in democratic actions, and to guarantee equal pay for equal work. This goal seeks to establish gender parity, where both men and women enjoy full rights and privileges – an effort that can be accomplished through creating equal opportunities for women and men in all areas of life so as to participate in development and in building the society; it is also intended to end all forms of discrimination against women that stem from a perspective that "biological differences between males and females are the determinants of the socially-imposed roles."

## Gender Discrimination:

Gender discrimination is defined as: Any gender-based exclusion, distinction, or restriction, which has, inter alia, the effect or purpose of impairing the recognition of equality between women and men in their fundamental freedoms and rights in the economic, cultural, political, civil, social fields, leading to the exposure of women to numerous problems in different areas of life.<sup>4</sup>

## Gender-based Violence:

Gender-based violence (GBV) is the form of violence perpetrated against a person based on their gender, including any violent act that results in harm or suffering to women or girls – be it physical, sexual or psychological harm. This violence involves any threat of such acts, coercion or arbitrary deprivation of liberty.<sup>5</sup>

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<sup>3</sup> United Nations. Economic and Social Council (ECOSOC) Report, 1997. A/52/3.18 September 1997.

<sup>4</sup> Freely adapted based on the definition given in the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW).

<sup>5</sup> Based on the definition given in the "Arab Strategy for Prevention of and Response to All Forms of Violence against Women and Girls in Asylum Contexts".

## Introduction

Jordan has taken big strides towards advancing women's status in all areas, consisting in many achievements in policy, legislation and procedures that contributed to the development of women's status in Jordan. Despite these achievements and women's contribution in the social, political, economic and cultural areas, many challenges remain to be addressed in light of the slow progress in bridging the gender gap since the inclusion of Jordan in the World Economic Forum's (WEF) Global Gender Gap Index. Jordan's score barely improved from 0.611 in 2006 to 0.623 in 2020, ranking 138<sup>th</sup> among 153 countries. Jordan has also ranked 10<sup>th</sup> among the 19 Middle East and North Africa (MENA) countries. Such score and ranking can be attributed to lower women's economic and political participation rate in Jordan. Although women make up almost half of the Jordanian population (48.5 percent) and half of its production capacity (49.4 percent of total labour), 83.3 percent of this potential capacity remains idle (economically inactive)<sup>6</sup> – thus preventing Jordan's economy from reaching its potential, as well as obstructing development efforts and distorting its pathways and outputs. A key indicator in this regard is the lower rate of return for families and society on investing in female education. Women continue to suffer from all forms of violence, and face multiple challenges to accessing justice, equality and equal opportunities.

Over the previous decades, there have been broad national efforts to advance women's status and attain gender equality, including efforts by the Executive and Legislative Branches of Government, national institutions and civil society organizations supported by channelling considerable investments from aid to this effect. However, these efforts faced many challenges on the institutional, cultural, community and individual levels; the effort, time and resources dedicated to this aspect failed to achieve the desired outcomes at all levels. The cultural and social structure continues to play a key role in qualifying the policies, programmes and initiatives – limiting their ability to bring about the quality change in the power relationships, social roles, and stereotypes that govern how effective and successful these policies and programmes could be. The situation has been reflected in all indicators and challenges Jordan encounters to grapple with the forms of discrimination and violence women have been suffering from.

It should be noted that quality change in women's status cannot be brought about without streamlining the notions of human rights and equality across the board; human rights are interdependent, interrelated and indivisible. The right to political participation, for instance, cannot be enjoyed in a context of discrimination, violence, marginalisation, and socio-economic exclusion. Yet, amending the laws to attain gender equality continues to encounter political, institutional and

*"The principle of the rule of law is that all of us "every citizen, official and state institution must fulfil the duty of protecting and enhancing the rule of law, which is the essence of a prudent administration that adopts justice and equality as the pillars of its approach. We cannot achieve sustainable development, empower our creative youth or successfully execute our development plans unless we develop state administration and enhance the rule of law through strengthening the principles of justice, equality and transparency."*

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social resistance – based on the premise that women have a secondary role in public life and a lower position to men in the household – although women are very much appreciated as mothers and caregivers; and based on the prevalent state of denial of the social change that has taken place in society and with regards to women's roles as breadwinners, heads of households, and leaders in the public space. It is also true that household care responsibilities and distribution of roles in the households contribute to limiting women's input in public work due to the burden of chores she has to attend to in the context of insufficient public services, infrastructures and social protection. Given the fact that a family is the cornerstone of society, it is paramount to recognise the amount of efforts dedicated to care in this institution, and emphasise the need to share family care responsibilities in the household in order to foster the options available for women in the public space, and their ability to support household income while recognising their rights at the same time.

Enhancing gender equality and combating violence against women are vital matters; they are not "luxurious entertainment." These actions are necessary to realise social wellbeing and improve living conditions to attain the desired change. They are an integral part of the march towards justice, equality and equal opportunities for Jordanian males and females, and a goal as well as a vehicle to realise inclusive and sustainable development. This has been the premise behind Jordan's ratification of relevant international conventions,

<sup>6</sup> Department of Statistics (DOS), 2018 Labour Survey

such as the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), and the country's commitment to fulfil international obligations on human rights in various areas, such as the Security Council's resolutions related to women, peace and security, the most recent of which has been the 2030 Agenda for Sustainable Development, which Jordan, alongside the international community, adopted at the 2015 UN General Assembly's Meeting. However, in addition to the afore-mentioned factors, a fluctuating political will has affected progress in fulfilling those commitments, in light of the need to institutionalise national mechanisms for women, and to support their resources, not to mention the repercussions of the (surrounding geopolitical) crises - which Jordan has dealt with in the aftermath of neighbouring conflicts and waves of refugee influxes, on its collective development efforts - a situation that has overstrained the country's resources, services and overall economic growth.

Against the backdrop of all these challenges, it has become incumbent to: amend the national legislation to align them with national plans and strategies as well as with ratified international conventions, build the capacity of the various institutions to enhance women's role, address the prevalent cultural and societal structure, end gender-based violence, increase women's political and economic participation, harness Information and Communication Technology (ICT) to bridge the digital divide, and facilitate access to grassroots and activate their participation in decision-making and execution.

In line with the Government of Jordan's (GoJ's) efforts to fulfil the goals of Jordan 2025 Vision, the national renaissance project, currently in the pipeline by the GoJ, focuses on equal citizenship and active participation by all segments of society, including women and youth. This demands the adoption of integrated Government policies and legislation that support ongoing societal efforts towards equality and equal access to opportunities, women's advancement and promotion of their role in the public and private spaces. In this context, a well-defined strategy and institutional framework must be in place to assign and allocate complementary roles, and to coordinate efforts among the various Government and national institutions, as well as the CSOs working on the enhancement of human rights and gender equality.

*"Citizenship- the sense of belonging, equality before the law and equal opportunities- is as a vital prerequisite for any prosperous and stable society"*  
Jordan 2025 Vision

Jordan's Decentralisation Project, adopted by the Government of Jordan in 2015, provides an opportunity to realise a quantum leap in the local development process, upgrade services and engage women to actively participate in strategic planning to facilitate women's equal access to, and full participation in power structures.

The GoJ has, therefore, sought to develop the National Strategy for Women in Jordan 2020-2025. The NSW's priorities are identified in alignment with: the Jordanian Constitution, national plans, and sector strategies, such as Jordan 2025 Vision; In the Footsteps of Renaissance: Government Priorities 2019-2020; the Comprehensive National Plan on Human Rights 2016-2025; the Jordanian National Action Plan (JONAP) for the Implementation of UN Security Council Resolution [UNSC 1325 (2000)]: Women, and Peace and Security; Women's Economic Empowerment 2019-2024 - where the NSW's log frame was aligned with national plans and strategies related to women; international obligations and commitments, namely the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW); Beijing Declaration and Platform for Action; the 2030 Agenda for Sustainable Development Goals, in particular Goal 5 in relation to gender equality and the empowerment of all women and girls, in addition to related targets under other SDGs. Thus, the NSW constitutes a roadmap for Jordan towards gender equality and the empowerment of women; the Strategy is achievable through the combined efforts of the Executive and Legislative Branches of Government, in close partnership with national institutions, CSOs and the private sector. Furthermore, the NSW presents Jordan's vision on women's empowerment and gender equality. Internal funding will be earmarked from the country's general budget, while external funding will be channelled through assistance from donor countries and organizations to ensure complementarity and inclusiveness towards the NSW's goals, as well as to steer clear of duplication and dissipation of resources, and to reaffirm the national vision, which guides all other actions towards justice, equality and equal opportunities.

This Strategy focuses on several goals to ensure gender equality without gender discrimination, and to realise justice between men and women who can enjoy equal participation in the development process, leading to Jordan's renaissance and prosperity.

# 1. Methodology of Developing the National Strategy for Women in Jordan 2020-2025

As indicated earlier, based on the Council of Ministers' decision mandating the Jordanian National Commission for Women (JNCW) to update and develop the former National Strategy for Jordanian Women ('NSJW 2013-2017' or 'former strategy') under the supervision of the Inter-Ministerial Committee for Women's Empowerment, the JNCW spearheaded the preparation of the National Strategy for Women in Jordan 2020-2025. The NSW is built on the principles of the Jordanian Constitution, the international conventions ratified by the Hashemite Kingdom of Jordan, as well as the nationally adopted declarations, decisions/resolutions, standards, plans, programmes and plans of action – both international and regional. The Strategy also builds on the international bill(s) and the principles of human rights as ensured by the monotheistic faiths (divine religions), all of which call for respect for human dignity. The NSW is inspired by a higher political will that urges the enhancement of the reform process towards change and development, as well as by the need for all citizens, men and women, to participate in development. It focuses on women's crucial role as a major pillar in education and progress. The Strategy has been completed through the national participatory efforts of multiple Government and national institutions, military and security sectors, relevant CSOs, as well as the two chambers of Parliament, the House and Senate, professional associations and political parties. It has also been based on extensive national consultations on the level of the governorates to ensure a transparent and objective preparation and eventual integration in the various national and sector plans, while maintaining optimal investment in the resources available for its implementation.

Updating and developing the NSW was preceded by an assessment of the outcomes and outputs of the NSJW 2013-2017, the challenges and barriers that have hampered the achievement of its goals, and its contribution to enhancing gender equality and women's empowerment. The assessment demonstrated a myriad of factors that hindered the NSJW's implementation: weak political will, a lack of clarity regarding the roles and responsibilities of the concerned formal and informal institutions, absence of devolution of power, insufficient funding given to the national mechanism for monitoring the NSJW's execution, ineffective participation in all the stages of its preparation and adoption, and poor dissemination. Notwithstanding the GoJ's ratification of the NSJW and having in place an implementation plan, absence of devolution of powers and funding for the national mechanism tasked with implementation, monitoring and reporting to the Government, lack of channelling finances and resources by responsible authorities, absence of Government's directives for implementation finances, poor oversight parliamentary role were all other factors that significantly affected the commitment to NSJW implementation. Furthermore, the NSJW was not updated in a manner that would reflect social, economic and legal changes in Jordan. The assessment outcomes revealed the necessity of having a log frame in place, aimed at identifying roles, monitoring outcomes and achieving targets. It is worth noting that the NSJW was restricted to Jordanian women, disregarding the basic needs of the most vulnerable non-Jordanian women groups, such as women refugees and female domestic workers. Moreover, it did not adequately address the negative social and cultural beliefs about gender equality, nor did it target men as fundamental partners in the hoped-for change. Within the framework of updating and developing the NSJW, the situation of gender equality and women's empowerment were analysed through a review of women's status, to identify sensitive priority issues on the one hand, and the challenges and hardships, on the other.

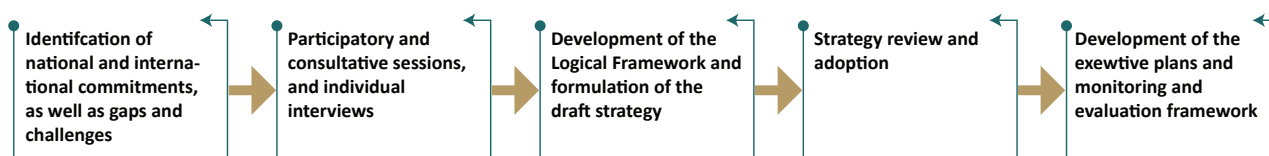


Figure 1: National Strategy for Women in Jordan (2020-2025) – Preparation Phases

The participatory approach per se implied a specific goal: to launch a *dialogue on women*. It has served to deepen solidarity among the stakeholders all together around a single issue, realised higher awareness of how convictions/beliefs are formed, and asserted the need to overcome difficulties and challenges facing women. Trips have been made to all the governorates to conduct transparent consultations through a bottom-top approach, transparently starting with the grassroots and moving upwards to top management. The consultations have constituted a model of partnership between the strategic policy-makers, planners



and decision-makers, on one hand, and the society and stakeholders, on the other hand - an approach with a potential to create complementarity and to upgrade the level of action. Forecasted outcomes of this participatory approach in strategic planning are centred around, inter alia, enhancing mutual learning and exchange of knowledge; increasing the trust of male and female citizens (in the process) as active partners in realising change; improving the channels of communication between the JNCW and all male and female citizens; improving institutional performance; upgrading efficiency of monitoring and evaluation (M&E), while adhering to this participatory approach in the development, monitoring and evaluation of the Strategy. The participatory approach adopted in the preparation of the Strategy can be outlined in the following phases

## Phase I: Identify National and International Commitments, Gaps and Challenges

A review was carried out on national strategies and international conventions and treaties for a first-hand look at how responsive they are to gender differences. Current commitments by the GoJ were identified along with the national goals in the various areas, the key performance indicators on gender equality and women’s empowerment; and a matrix of various commitments and indicators was prepared. Related reports and studies were also reviewed, and data was collected from the competent entities on the numerous indicators. The diverse commitments and indicators were incorporated in a matrix and a report was prepared on the *status quo*, presenting a defined vision of the challenges and inadequacies confronting women in Jordan. The report endeavoured to highlight the repercussions of those challenges on the most vulnerable groups, such as women/girls with disabilities, women/girls in remote areas, in the *Badia* (desert areas) and villages, women/girls living in poverty, and refugee and abused women/girls<sup>7</sup> - to extent that the data permitted.

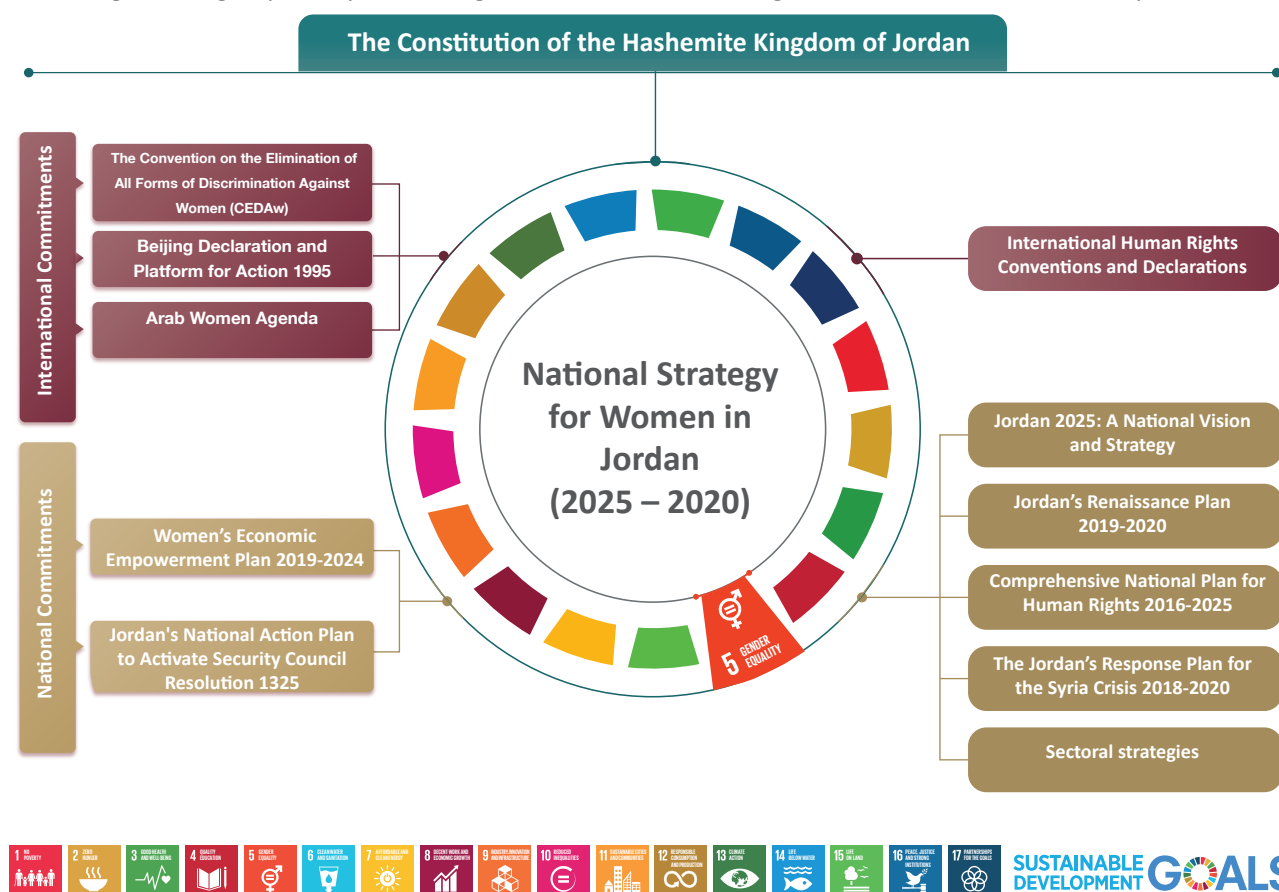


Illustration 1: Terms of Reference for Developing the NSW 2020-2025

<sup>7</sup> Annex (1) shows the references adopted for the development of the report on the status quo; Annex (2) includes the thematic commitments and indicators matrix, and the summary report forms a part of the Strategy Document.



## Phase II: Individual and Group Interviews, Participatory and Consultation Sessions in the Governorates and on the National Level

A series of individual and group interviews were held with stakeholders and experts, including representatives of many Government ministries, CSO's, the IMC's Technical Committee and Gender Mainstreaming and Equality Task Force, donor institutions, United Nations agencies, private sector, as well as parliamentarians. A total of 102 male and female participants took part in the consultations.

Separately, a series of consultations were carried out across all the governorates between October 13 - November 17, 2019. The consultation sessions aimed to meet with men, women and youth from the local communities, local CSOs, members of municipal and provincial councils and religious leaders. Four provincial executive councils were selected as representatives of the northern, central and southern regions, with a total of 850 participants attending these consultations. Focus groups were carried out with 35 females from the refugee camps, and a national-level session was held with Government's, academic, national institutions and CSOs, and was attended by some 190 participants.<sup>8</sup>

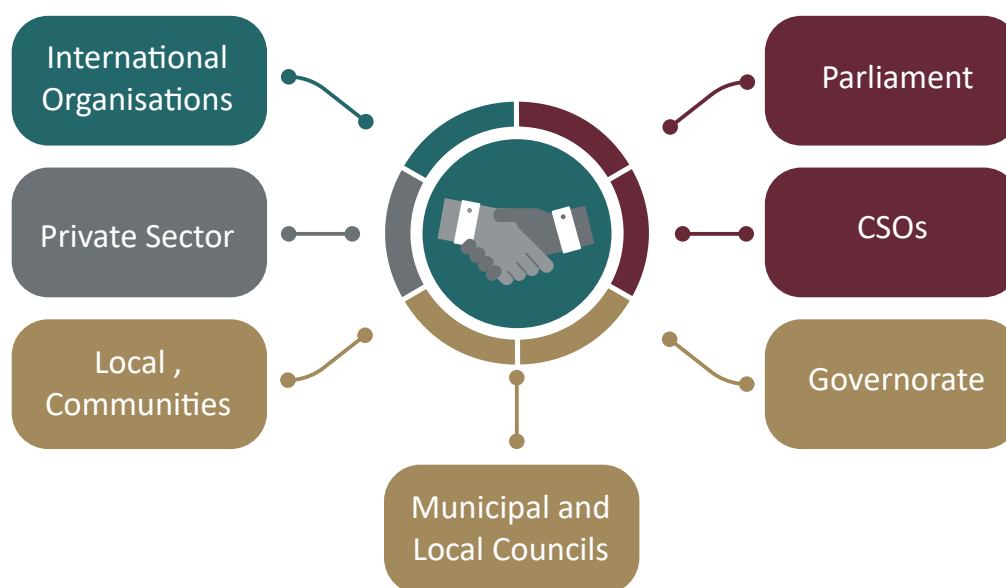
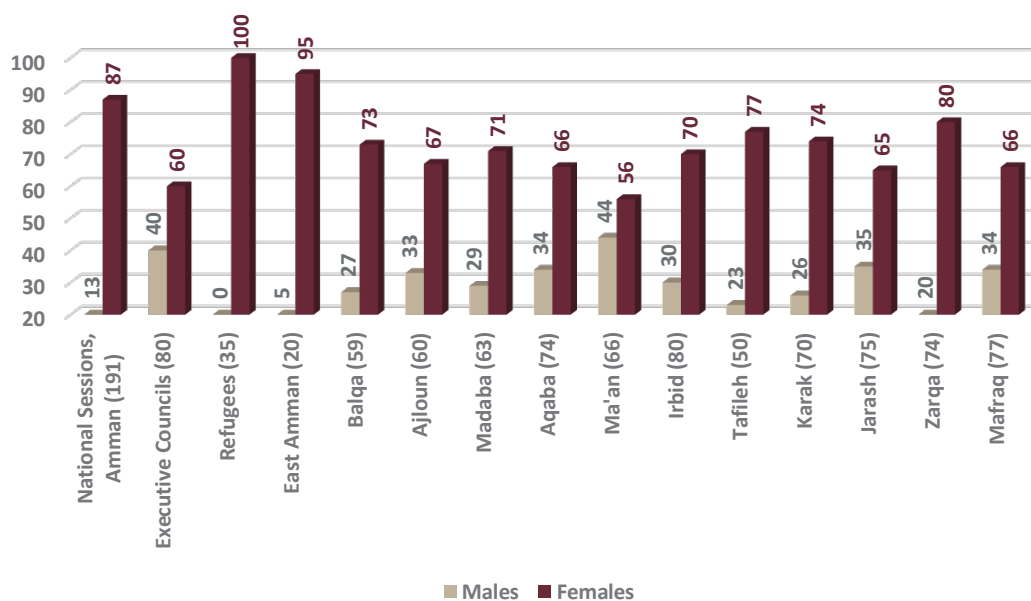


Illustration 2: Partners Involved in the Enhancement of Gender Equality

<sup>8</sup> Annex (3) exhibits a list of the meetings, interviews and consultation sessions held in the governorates within the framework of the NSW 2020-2025 preparation approach, while Annex (4) presents the list of priorities resulting from the consultation sessions in the governorates and countrywide.

Participating Groups	Number of Participants
I. Consultations in the form of individual and group interviews with stakeholders and experts - (102) participants	
Individual interviews with stakeholders and experts	16
IMC Technical Team and Gender Mainstreaming and Gender Equality Team	19
Meetings with donors and funders	31
Meeting with private sector's representatives	16
Meeting with "male and female" parliamentarians (members of the House and Senate)	20
II. National consultations in the form of participatory sessions in the governorates - (1074) male and female participants, in total	
Participatory sessions in the 12 governorates	768
Sessions with the provincial executive councils in 4 governorates	80
National-level session with Government's, academic and national institutions, and civil society organisations	191
Focus groups with female refugees	35

**Table 1: Meetings and consultations to identify the NSW's priorities**



*Figure 2: Distribution of consultation meetings in the governorates, by gender*

### Phase III: Development of the Log Frame and Preparing the NSW Draft

With a view to realising the change sought, the NSW's log frame was developed following the identification and analysis of the impact of numerous factors that deepen the gender gap in Jordan, particularly those relating to the root causes of this gap. This task was conducted in light of identifying and analysing the challenges in the present realities and of the requirements of fulfilling national priorities and international obligations; and it was intended to develop trends of action. Despite the fact that these trends are interconnected, it was necessary to identify the focus areas in order to achieve the hoped-for impact more successfully in the future. Collected data and information, whether from the studies and documents reviewed, or from the outcomes of workshop consultations with stakeholders and experts in the governorates, were analysed. The priorities and goals to advance the status of women in Jordan and the interventions that will be adopted by the NSW were identified. The NSW's first draft was then prepared and presented to the IMC through its Technical Team and the Gender Mainstreaming and Equality Task Force to share their comments and feedback.

### Phase IV: Revising and Endorsing the NSW

The NSW's first draft was shared with the IMC's Technical Committee on the Empowerment of Women and the Gender Mainstreaming and Equality Task Force, to share their feedback; the comments and feedback were reviewed afterwards during a focus group. The first draft document was also developed and shared with key stakeholders from diversified formal and informal institutions as well as the (male and female) participants who attended the preceding consultations. Three workshops were held with 230 participants from CSOs as well as experts from the northern, central and southern governorates. Focus groups were held with (male and female) parliamentarians and private sector representatives and a separate session was held with international organizations and donors. Written comments as well as feedback presented during the meetings were profiled to identify the points that would be incorporated in the final NSW draft, and which other points would be included in the action Plans, with emphasis on commitment to the priorities agreed upon during the national consultations. Due consideration has been given to the proposed technical amendments intended to upgrade the quality of the document. A final session was held with the NSW's Technical Team to make another review of the final draft prior to its submission to the IMC, which for its part, will present it to the Council of Ministers for endorsement and adoption to become a fixed and well-established approach for successive governments.

Participating Groups	Number of Participants
I. Review on the governorates level	
Discussion session with CSOs and experts from the northern governorates	56
Discussion session with CSOs and experts from the central governorates	90
Discussion session with CSOs and experts from the southern governorates	81
II. Focus Groups with stakeholders and experts	
Discussion session with male and female representatives from the Parliament and private sector	67
Discussion session with the NSW's Technical Team	20
Discussion session with international organizations and donors	29

Table 2: Meetings and consultations to review the NSW draft

## Phase V: Developing the Action Plans and the Monitoring & Evaluation Framework

To put the implementation of the National Strategy for Women in Jordan 2020-2025 into operation, following ratification by the Council of Ministers, and based on the log frame, the annual action plans will identify the roles and responsibilities of all stakeholders; these plans will include pre-designed programmes and initiatives aimed at realising the desired NSW's goals. The annual action plans including the programme and initiative costings will assist the entities in charge of implementation in budgeting and earmarking the needed resources. The action plans aim to combine and ensure complementarity of the efforts of the implementing entities through mainstreaming the NSW's programmes, initiatives and indicators in their respective national, sector-specific and institutional plans. To further ensure the realisation of NSW's hoped-for outcomes and impact, the monitoring & evaluation (M&E) framework and indicators linked to the NSW and its log frame, will contribute to ensuring implementation and an efficient M&E. They will also help monitor and evaluate the level of commitment by the various institutions to the attainment of the NSW's strategic goals, and the implementation of the programmes and initiatives under each goal. Each implementing entity will measure the performance indicators, as listed and defined in the M&E Framework and will report periodically on the progress made towards the respective targets. The M&E Framework has a matrix and a number of tools that explain the indicators adopted, base year and periodicity of measurement, as well as the entity responsible for a given indicator. Overall, this process aims in its entirety to create unity of vision, M&E and reporting mechanisms for all the commitments the Kingdom has pledged to fulfil for women's advancement and gender equality.

A communication and advocacy plan will bring the NSW and its plans to light, articulate its core content and obligations and raise the readiness and awareness of partners about the significance of NSW's adoption and reflection in their mandate and national, sector and institutional plans.

## 2. Status and Priorities of Women in Jordan

Jordan's female population stands at 4.9 million, making up 47.1 percent of the total population (2019 Census). Females under 15 years constitute 35 percent of the total female population, while females in the age group 15-64 years compose 60.6 percent, and those in the age group 65 years and older are at a low of 3.8 percent.<sup>9</sup> The proportion of females under 15 years is high, which will result in a future increase in the number of females in reproductive age, and ultimately produce more females in the human resources and workforce age group.

Jordan has experienced regional crises in the past years, which have adversely affected the country's political, economic and social realities, not to mention the fundamental challenges those crises have had on inclusive and sustainable development efforts. However, work towards advancing the status of women, and improving their economic, health, educational and political conditions has yet persevered during the past decade in terms of legislation, strategies, programmes and procedures. This past decade has also witnessed increased attention to women's issues, on the official and national levels, as well as on policies towards enhancing gender equality, women's rights and women's empowerment in society, in alignment with the social changes affecting their life and growing engagement in the various spheres. Such efforts, programmes and initiatives were intended to incorporate women of all ages, as well as the most vulnerable, including women with disability and women refugees from different nationalities across the governorates and in remote areas as well; however, those efforts need yet to be sustained and institutionalised across the board.

### 2.1 Enabling Environment

Legislation, institutional frameworks, cultural and social contexts play a dynamic and inter-related role; these components influence one another interchangeably, and contribute, when combined, to a space for social and political interaction to create the needed change to advance the status of women in the public and private spaces. These cultural and social contexts overlap and directly affect both progress in various areas of development and the capacity to protect women against discrimination and violence. Furthermore, the varying economic, social and geographical status of women contribute to the disparity in the level of impact of such contexts on the status of

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9 [http://dosweb.dos.gov.jo/DataBank/Population\\_Estimares/PopulationEstimates.pdf](http://dosweb.dos.gov.jo/DataBank/Population_Estimares/PopulationEstimates.pdf)

women to participate in economic and political life, as well as on their social empowerment and protection. Those socio-economic and geographic contexts form the impactful environment towards positive or negative change.

### 2.1.1 Legislation

New and amended legislations and their bylaws and regulations marked a substantial turning point in women's sector, in light of the pivotal role that such legislations deliver in protecting women and improving the level of their participation in public life and in leadership positions. The past five years have seen the promulgation and amendment of a package of legislations aimed at ending discrimination and violence against women, enhancing their participation in the public and private spheres and protecting them against violence. Some of these laws were: The Penal Code, Civil Status Law, Labour Law, Civil and Military Pension Laws, Protection against Domestic Violence Law, Protection of Persons with Disabilities Law and Election Law. Bylaws include: Legal Aid Bylaw, Kindergarten Bylaw, Civil Service Bylaw, Flexible Work Regulation, Women at Risk Shelters Bylaw and Alimony Credit Fund Bylaw. However, there remains a need to revisit certain provisions under those legislations as well as in relation to numerous other national legislations and executive instructions, all of which require amendment and development to align with the principles of human rights. There also remains a need to remove any remaining articles that express discrimination against women, and the need to improve women's chances of having access to justice. It is noteworthy that challenges associated with legislation are not restricted solely to the provision of legislations; rather, encounters extend to incorporate such equality-related issues before the law in terms of application, and in the ability to access justice and enforce the rule of law.

In testimony to the aforesaid argument, participants who attended the consultations in Karak, Aqaba, Madaba and Balqa governorates affirmed the dire need to review laws pertaining to political participation, and to guardianship, custody and inheritance measures. They asserted the necessity of raising women's and girls' legal knowledge, and to put in place mechanisms that ensure the enforcement of laws by the competent authorities.

### 2.1.2 Institutional Frameworks

The JNCW was established in 1992 as a national mechanism to advance the status of women in Jordan and to enhance their participation in sustainable development as well as to validate Jordan's intent to fulfil its national, Arab and international commitments. Since inception, the JNCW works to mainstream women's issues and priorities in national strategies, policies, legislations, plans and budgets. It seeks to develop, review/revise, update and follow up on the implementation of the women's strategy in Jordan; monitor cases of discrimination against women; assess the status of women; follow up on achievements made in the areas of justice, equality and equal opportunities; advocate support and mobilise resources for women's issues; and increase awareness of women's important role and participation in national sustainable development. The JNCW works in coordination with the GoJ through a network of gender focal points. The network serves to support the JNCW's efforts in mainstreaming the diverse gender-sensitive needs and bridging the gender gap in several sectors as part of plans undertaken by ministries and Government institutions. The JNCW implements activities and takes action to increase awareness about gender equality in the various sectors. Moreover, JNCW chairs the Gender Mainstreaming and Equality Task Force - one of the sector teams of the GoJ's Executive Programme; this Programme serves to ensure mainstreaming the diverse gender needs and bridge the gender gap in the various sectors under the Programme and the Jordan Response Plan to the Syrian Crisis.

The Inter-Ministerial Committee for the Empowerment of Women was formed in 2015 as a standing committee of the Council of Ministers, and its membership comprises competent ministers, the GoJ's Coordinator for Human Rights, the JNCW's Secretary General, and the Secretary General of the Higher Population Council. The IMC plays a critical role in inter-governmental liaison on the ministerial level to ensure the adoption and execution of policies, plans and programmes, as well as the appropriation of necessary funds from the government's budgets for the implementation of relevant programmes. Supporting the IMC is a technical team who represents the IMC's members. The team's tasks are coordinated through JNCW.

Despite having the above-mentioned institutional frameworks in place, there is disparity in the inclusion of numerous gender-sensitive needs in national plans and strategies related to the various development sectors. Institutional frameworks oftentimes lack a holistic approach in addressing such issues. More often than not, they focus on a particular sector and overlook another, or address women's issues as separate components,

such as focusing on maternal health, and condoning the many age groups; or they might address women as a marginalised or vulnerable to marginalisation group without paying due attention to women as engines of change and a contributor to development. Institutional frameworks that devise policies and plans, and implementing entities continue to encounter several challenges that reduce their capacity to achieve gender mainstreaming and to respond to the varied categories of gender needs. The GoJ's recent move to adopt gender mainstreaming was a step towards enhancing mechanisms for assessment of gender mainstreaming in the functions of the Government's institutions; the aim is to develop relevant corrective plans to upgrade the capacity of Government's institutions in this direction.

Making data readily available is one of the most significant challenges in efforts to analyse the women's and girls' statuses in Jordan. This encounter affects the capacity of formal and informal stakeholders to carry out effective planning and execution to enhance gender equality and end gender discrimination. In response to the need for improved data, statistics and analysis on gender, a Gender Statistics Section was set up in 2005 under the umbrella of the Department of Statistics (DoS)/Directorate of Population and Social Statistics. Action was taken to re-process existing DoS' data in a manner that better serves gender issues and goals. Examples in this regard include changes that were introduced to the Population and Housing Census, Household Expenditure and Income Survey and the Employment and Workers' Compensation Survey. However, there remains a need to improve data collection, and broaden its scope to incorporate new issues/topics that overlap with the SDGs. There is also another need to ensure the necessary financial resources to collect unavailable data on time use and violence against women, and to calculate such costs. This is due to the importance of making data available that are related to the 14 indicators under SDG Goal 5, as well as the 80 indicators on gender, which overlap with the SDGs. In addition, it is important to produce several knowledge-based topics related to gender statistics, such as research papers. Lastly, an interactive relationship between the producers and users of statistics can assist in undertaking statistical planning, which in turn would entail periodical updates.

Women's issues on the executive level have a sector-specific dimension. The responsibility of advancing women lies on all Government's ministries and institutions, each according to its respective mandate/jurisdiction. This affirms the indispensable need of having a strategy in place to ensure efforts are complementary and unified, and to guarantee enhancement of the institutional capacity of these entities to perform the duties entrusted to them. Notwithstanding the formation of a Gender Focal Points Team, and the Women and Gender Units in several Government ministries and institutions, and in spite of the efforts of the JNCW and donors during the past decades in support of the Government's gender focal points network, the GoJ's efforts continue to face numerous challenges in institutional capacity, as well as in available resources and data, among others, (which need to be overcome) to ensure gender mainstreaming in all aspects of the Government's functions.

Various institutions play a supplementary role alongside the national mechanisms on women, to support women and to translate policies, strategies and plans into action plans, programmes and interventions to advance women and promote a human rights-based institutional culture. This requires the allocation of financial and human resources for implementation of such programmes, and demands that the institutional mechanism has the capacity to enhance accountability with a view to enforce laws and prevent negative practices. The institutional dimension also comprises good governance, quality assurance, excellence, integrity, knowledge management; and it establishes a culture of "continuous learning" for society, scientific research, monitoring and evaluation, financial stimulation, and partnership building.

The effectiveness and efficiency of institutional frameworks rely on their capacity to build networks, partnerships and consensus with legislative and national institutions. On the legislative front, the Jordanian Women Parliamentarians Forum, and the Women and Family Affairs Committee in the House and the Senate play a crucial role in examining laws related to women, family and child, and in overseeing policies, plans and programmes for the social, cultural, economic and political empowerment of women. However, there remains a need to promote the concept of "response" to the different gender needs in drawing up policies and in supporting the Parliament's oversight role, as well as the role of women's committees so as to shed light on gender justice and equality, and on mainstreaming women's issues in various policies and legislations. This will further strengthen the role that national mechanisms for women play in supporting and enhancing these efforts.

Civil society organisations involved in women's issues and human rights contribute to the enhancement of women's economic, political, social and cultural participation and in availing them leadership roles. CSOs also play other roles in the areas of protection of women against violence, contribution to peace and security efforts, relief services, support to female refugees, as well as in provision of services in a variety of areas, not





to mention their role in advocacy to amend legislations to end forms of discrimination and violence against women. Despite having numerous CSOs that engage in a multitude of services and programmes, some of which target women, CSOs also have disparate institutional capacities, and they vary in capacity to reach out to grassroots levels. CSOs also continue to face hard difficulties in financing mechanisms. They seek to combine efforts and form a united vision on means of advancing the status of women in Jordan; however, their efforts have not yet fulfilled the hoped-for aspirations, which emphasise the need for continued cooperation, dialogue and networking between formal institutional frameworks and CSOs to build unified visions and to develop strategies, as well as to engage in their implementation, monitoring and evaluation.

Participants in the Tafileh, Aqaba and Ajloun governorates, and in the eastern and southern districts of Amman stressed the issue of weak coordination and duplication of programmes offered through the CSOs. They also emphasised the need to: *strengthen the role of institutions that are active in the provision of support to women across the governorates; improve measures related to managing international organizations' funding; improve monitoring and evaluation mechanisms of the programmes being implemented; and attract target groups and oversee financial issues.* Additional points raised include the need for sustainable projects since such projects have an important role to play in overcoming feeble coordination. The participants also highlighted the poor communication between national institutions and donors; and that distancing them from the decision-makers results in producing projects that are misaligned with the particularities of each governorate and increases the chances of having duplicated programmes.

### 2.1.3 The Socio-cultural Context

Negative social norms and the existing stereotypes resulting from gender differences constitute a major obstacle in advancing the status of women in Jordan. Cultural and societal structures continue to promote women's stereotyped images, limiting women's capacity to engage in public life, and depriving them from enjoying their full rights and from accessing resources and justice. Moreover, such structures obstruct women's advancement

“ Emphasis should be placed on the cultural beliefs relating to gender equality and the rights of women in the forthcoming strategy, as these constitute the most difficult challenge to achieve GEWE in Jordan”.

Outcome of NSJW 2013-2107.

and active contribution to development. This actual reality on the ground requires awareness of the importance of gender equality in achieving inclusive and sustainable development at all levels. These negative social norms are clearly manifested in certain negative practices that continue to persist despite confrontation efforts. Negative social practices also influence women's and girls' free decision-making ability in various areas, such as in education, health, savings, spending, inheritance and exercising political rights; challenges in social relationships continue to affect women's attitudes regarding such decisions. Furthermore, women are still helpless in confronting social norms that deprive them of their legitimate and legal rights.

Media channels play a crucial role in either transforming or deepening women's stereotyped images; however, media's awareness of gender equality issues still lags behind and does not meet aspirations. Matters related to gender-based discrimination are absent from the priority list of the media's narrative,<sup>10</sup> and media is perpetuating stereotyped images based on gender differences. Women's issues continue to be oftentimes debated by women on women's talk shows, or on "women's portals/forums", rather than being mainstreamed in the public discourse. A broad outreach of cellular phone applications, social media and news portals, in recent years, has contributed to an increase in the forms of digital bullying and attacks on women who assume decision-making positions, using masculine (male chauvinistic) language, fed by women's stereotyped image. These assaults focus on gender-based incompetency, which adversely affects women's interest in participating in political life.

10 Organisation for Economic Cooperation and Development (OECD), Report on Women's Political Participation in Jordan, 2018.



Social media and smart phones applications can play a significant role in raising awareness of gender discrimination and violence, but such applications are just like "double edged swords". Some social media websites have recently engaged in creating an offensive narrative against efforts to empower women and protect them against violence - mounting in some instances to hate speech against male and female professionals working in this area; such instances may pose a threat to the security of society.

On the educational side, despite the progress Jordan has made in education indicators, and apart from the many reservations concerning the curricula and awareness of the tangible deterioration in the aptitude of students due to the multitude of problems, obstacles and challenges the education sector faces in curricular development, the school curricula still have a content of values and norms that endorse women's traditional image. Girls being oriented only for marriage, while their role in development is overlooked, is just one example of such norms. Despite exceptions in legislation that allow matrimony for under-age girls (under 18 years), curricular content is void of any information on sexual health, or of any awareness about the forms of harassment, including all age groups, or about prevention and protection tools. Also absent in the curricula is guidance to certain professional pathways, such as arts and humanities<sup>11</sup>, which demands content contemplation and revision. Activity classes can be made use of to organise programmes on leadership, entrepreneurship, financial management and women's participation in public life.

As negative social norms and stereotypes have not so far gained due attention, the need arises to examine learning resources and the impactful formal and informal knowledge that influences negative attitudes on the differences in gender roles. Social leaders and influencers, on the public, societal and household levels, also have a role to play in thoroughly challenging and addressing the formation of such negative norms through strategies, programmes and initiatives.

This question of the negative societal attitudes in dealing with gender equality issues has emerged as a priority in eight of the twelve governorates, including Mafraq, Zarqa, Karak, Irbid, Ma'an, Madaba, Ajloun and Balqa. Outcomes of the consultations have indicated that there is a confusion between positive values, customs and traditions that promote women's status in society, on the one hand, and the practices and behaviours that foster negative attitudes about gender equality, on the other hand. Participants stressed the need to target various groups to realise change, since awareness programmes designed to promote gender equality generally target only girls, excluding mothers, fathers and brothers. Participants also emphasised the key role of media institutions in sharing success stories, and in transmitting messages that can transform the stereotypical roles of men and women in society and enhance women's participation on all levels.

## 2.2 The Status of Women in the Areas of Empowerment and Protection

### 2.2.1 Access to Education Opportunities

Girls' enrolment rates in education are higher than those of boys<sup>12</sup> as Jordan comes closer to bridging the gender gap in education: 0.991 in academic attainment indicators<sup>13</sup>. Compared to boys, girls' enrolment rates in undergraduate education (Bachelor Degree) are 1.19 percent, while their enrolment rates stand at (1.03 percent) and (0.98 percent) in secondary education and primary education<sup>14</sup>, respectively. Females' illiteracy rate dropped from 7.6 percent in the fourth quarter<sup>15</sup> of 2017 to 6.8 percent in the same period of 2018, while females' illiteracy rate dropped from 10 percent in 2015 to 7.2 percent in 2018. The GoJ has without delay provided support and assistance to all Syrian refugees, establishing numerous schools in the refugee camps. The GoJ has also introduced the two-shift system in 204 public schools to accommodate the large number of Syrian students in light of the refugee influx into Jordan, bearing the brunt this influx has had on the infrastructure and resources of educational institutions.

Despite a drop in Jordan's illiteracy rates, the proportion is still high among persons with disabilities, exceeding 35 percent, and is even higher among females. There remain challenges related to meeting the growing demand for educational services and modern development, as well as to ensure access to equal quality education for all, to bridge the gap between the education output and the labour market needs, and to address the low demand for vocational and technical education and training. Despite progress in girls' and women's education in Jordan, their economic participation does not mirror the volume of investment in

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11 Millennium Challenge Corporation, Gender and Social Inclusion, 2015.

12 Jordan Response Plan to Syria Crisis, 2018-2020.

13 World Economic Forum's Report on Gender Gap Indicators, 2020.

14 <https://www.theglobaleconomy.com/rankings>

15 Department of Statistics (DOS), Social and Economic Indicators, Education Indicators, 2017 and 2018.

women's education. Women's economic participation rate is one of the lowest in the Middle East and North Africa (MENA) region.

Participants in Karak reported an education gap between the capital, *Amman*, and other governorates, while the Jerash participants said low accessibility to state-owned university education affects the youth economic engagement. In Balqa, participants added males to the social groups most at risk of marginalization due to their inability to access quality education. In the Governorate of Balqa, female students display higher dropout rates than their male counterparts, in addition to experiencing a major shortage in vocational training programmes.

## 2.2.2 Economic Empowerment

Women's economic empowerment is one of the biggest challenges facing the issue of GEWE, more so in the past five years, during which Jordan lived through regional instability and refugee influxes, coupled with declining economic capacity to create sufficient job opportunities to meet the growing number of newcomers into the labour market. Women's economic participation is relatively modest in Jordan because of the current economic circumstances on the one hand, and due to the existing household stereotyped roles on the other; these circumstances and roles continue to influence women's employment choices in already saturated labour market specialisations. The larger part of women's employment is concentrated in the education and health sectors in addition to other administrative and service professions. Legislative, political, institutional, cultural, educational and societal considerations continue to affect women's entrance to or continuity in the labour market. Foremost among the limiting factors are the low wage, discriminatory practices in recruitment, absence of a family-friendly work environment, and lack of efficient and safe transport services. Other factors include discriminatory pay for equal work, shortage of good quality and convenient child care services, and provision of employment opportunities suitable to women in the governorates and compatible with the particularities thereof.

Male unemployment rate during the third quarter of 2019 reached (17.1 percent,) compared with (27.5 percent)<sup>16</sup> among females, despite higher education outcomes to the advantage of the females. Temporary unemployment rates varied by gender and academic achievement, reaching (29 percent) for postgraduate males versus (83.0 percent) for females. The revised economic participation rate stands at 33.6 percent (53.3 percent for males, (13.2 percent) for females. Despite the legislation intended to increase employment opportunities for persons with disabilities (PWDs), and notwithstanding national efforts to integrate PWDs into private and public sectors' institutions; unemployment rates among this segment of the population is still high, reaching (94 percent) and (74 percent) for females and males, respectively.

Generally, the public sector is more attractive to women than the private sector, again due to societal norms and the lower work hours in the public sector, as well as to the constancy of employment and job tenure. Women's employment in the public sector reached (40.5 percent,) compared with (15 percent) of women's total workforce in the private sector<sup>17</sup>. Women's work is still concentrated in the public sector, largely in the health and education sectors; a challenge on the road to women's economic participation. There also exists a horizontal professional segregation, whereby women are concentrated in jobs and professions that require lower-level skills, as well as in middle-level jobs, far removed from leadership or decision-making and executive positions. Vertical professional separation, on the other hand, concentrates women's employment in specific areas and sectors, usually in the health and education sectors as well as in administrative and service areas. In light of the aforementioned, we have to devise future plans and programmes to increase women's economic participation, and encourage them to enter non-traditional professions that are unattractive to females. Women must also be encouraged not to withdraw prematurely from the labour market so as to enjoy better chances of reaching higher managerial and leadership posts.

In another vein, the absence of equal opportunities for women in the private sector and lacking the required skills and specializations for the labour market are factors that contributed to women's overall low economic participation. The private sector's viewpoint of women's stereotyped roles, and the presumption that women prioritise their family duties and handle their commitments to the job requirements as a second preference have both affected the forms of available private sector opportunities for women. This has led to limited fluctuating chances depending on the nature of the sector or the area of work, further affecting women's

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16 Employment and Unemployment Survey Report, 3rd quarter 2019, Department of Statistics (DOS).

17 Japan International Cooperation Agency's (JAICA's) Report on Gender in Jordan, 2016.

ability to advance in their career structures. Moreover, the gender pay gap is still unresolved. According to DOS, the gender pay gap has amounted to 13.8 percent in the public sector and 15.5 percent in the private sector<sup>18</sup>. Women's participation in the ICT sector is higher than men's, despite the large number of males who generally opt for ICT as a specialization. According to a study by the Ministry of Digital Economy and Entrepreneurship (MODEE) titled, "Demand and Supply" for graduates of the various ICT disciplines, the total number of graduates in 2018 stood at 4128, 51 percent of whom were females. The same study indicates that the total number of entrants in the labour market in 2018 stood at 1512; i.e., 40 percent of the total number of graduates of whom 36 percent were females<sup>19</sup>. Likewise, a higher number of women work in the finance, insurance, scientific and technical services sectors<sup>20</sup>.

In the entrepreneurship sector, 22 percent of the pioneering enterprises in Jordan have women on their boards<sup>21</sup>; taking the lead are corporations in the banking and service sectors<sup>22</sup>. Jordanian women in employment, women business owners and self-employed women make up 3.8 percent only<sup>23</sup>; meanwhile, women own 9 percent only of the total number of registered and unregistered small and micro businesses, with females running home-based businesses accounting for 75 percent<sup>24</sup> of this sub-sector. Women's formal or informal participation in the overall entrepreneurship businesses commences at low levels in the early phases of the start-ups; most participating women indicate that this practice is attributable to: "unprofitability of businesses, women's family obligations, women facing difficult access to credit, governmental procedures and policies, and fear of failure" - according to a study by the Jordan Economic Development Company (JEDCO)<sup>25</sup>.

The rural economy is an active sector for women. Women in the rural areas engage in fieldwork, offering vital contributions to the agricultural and husbandry sectors as well as to rural institutions. Statistical data indicates that 0.9 percent of the total female population in Jordan work in agriculture. Forty-four per cent (44 percent) of households headed by females in rural areas own agricultural land, and 30 percent of those own cattle, while 68 percent of households headed by men own land and 36 percent of them own cattle.<sup>26</sup>

Insufficient statistical data is available on the informal or unorganised sector; however, it is believed that women's need for productive work has led them to increase their engagement in the labour market in several sectors in an unorganised manner. Some unorganized economic sectors with concentrated female labour include agriculture, secretarial work, private schools' teachers, in the beauty sector and commercial stores, or as housemaids. Women's engagement in the unorganized sector has exposed them to numerous violations and breaching of decent work regulations. Female refugees have increasingly entered unorganized sectors despite measures to integrate male and female Syrian refugees into the organized labour market. However, the proportion of Syrian females who benefited from work permits in 2019 did not exceed 4.4 percent.<sup>27</sup>

It is noteworthy that poor child-care services are just one of the key challenges facing women, limiting their ability to join the labour market and to participate in the economy.<sup>28</sup> Poor transport systems and the concentration of the development dividends; such as training and qualifying programmes in areas far away from rural women and from the poorest of women, including women refugees, is another factor that limits their chances of enjoying those dividends.<sup>29</sup> Furthermore, women have less opportunities to acquire various vocational skills, due to their overall low participation in economic activities, which again limits their ability to compete for economic opportunities offered by the labour market.

Based on the Household Income and Expenditure Survey (2017-2018), the key outcomes of Jordan's poverty

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18 Jordan in Figures, Department of Statistics (DOS), 2017.

19 A Labour Market Study for Alignment between the Supply and Demand Sides of ICT Graduates Specialisations, Ministry of Digital Economy and Entrepreneurship (MODEE), 2018.

20 Report on Graduates and Jobs in Jordan: The Gap between Education and Employment, Phoenix Center for Economic and Informatics Studies, 2016.

21 Japan International Cooperation Agency's (JAICA's) Report on Gender in Jordan, 2016

22 Towards Equal Pay: A Legal Review of Jordan National Legislation, International Labour Organisation (ILO) Regional Office for Arab States, 2013.

23 Evaluation by United States Agency for International Development (USAID), Jordan Local Enterprise Support Project (LENS). 2019.

24 Evaluation by United States Agency for International Development (USAID), Jordan Local Enterprise Support Project (LENS). 2019.

25 Jordan Economic Development Company (JEDCO), Women's Entrepreneurship in Jordan, 2016.

26 International Fund for Agricultural Development (IFAD), Enabling the Rural Poor to Overcome Poverty in Jordan.

27 Jordanian National Commission for Women (JNCW). Comprehensive National Review of the Progress Made in the Implementation of the Beijing Declaration and Platform for Action+25, 2019.

28 Women Working: Jordanian and Syrian Refugee Women's Labour Force Participation and Attitudes towards Employment, 2016 <https://www2.unwomen.org/-/media/field%20office%20jordan/attachments/publications/jordanian%20and%20syrian%20refugee.pdf?la=en&vs=1300>

29 Millennium Challenge Corporation, Gender and Social Inclusion, 2015.

indicators showed that 15.7 percent<sup>30</sup> of the country's population lives in poverty, and 60 percent of households receiving National Aid Fund (NAF) assistance are headed by females and live in extreme poverty<sup>31</sup>. Divorced women face hardships in providing for their children, as oftentimes the alimony they get is hardly sufficient to cover their housing and basic needs, particularly for women who had dropped out of education and/or had left the labour market for matrimony. In 2018, women beneficiaries of NAF's monthly aid and emergency aid constituted 61 percent and 85 percent of the vulnerable population, respectively. This confirms that efforts and investments geared towards women's economic empowerment, including micro funds and small credit loans were not ideally channelled to help pull women out of poverty or empower them to make decisions within their households. Despite the high number of women applicants for funding from the various financing institutions, reaching 90 percent of the total number of credit applicants<sup>32</sup>, studies have shown that economic challenges continue to prevail for households in general, and for women in particular, including women credit applicants, or women at risk of economic violence - when they are forced to request credit for the benefit and on behalf of a family member. A study conducted by the JNCW and the University of Jordan's Strategic Studies Centre has shown that 23 percent of female credit applicants, in the sample population, have applied for credit on behalf of the parents or the husbands, while 24 percent of the applications were made to pay debt.

According to JORDAN Population and Family Health Survey (JPFHS) 2017-2018, only 38 percent of women have post-secondary education and a private bank account, while only 4 percent of women with primary school education have a private bank account<sup>33</sup>. This results in women's poor ability to obtain financial services or property; it limits their entrepreneurship opportunities, and minimises their business growth chances. Encouraging the use of e-wallets may present an opportunity to overcome some of these challenges. Furthermore, women's poor managerial and marketing capacity is another barrier, as it is the men who generally lead in financial resources management of women's enterprises, not to mention the exploitation women are exposed to by male family members seeking credit, namely from micro-credit funds that target women<sup>34</sup>.

Jordan is on the threshold of a historic demographic transformation that holds a population opportunity, most noticeably featured by a population growth in the human resources (15-64 years) that is significantly outweighing the "dependents" in the age groups (under 15 and older than 65 years). Such a demographic opportunity is expected to reach its peak in 2040, at the point when the population in the human resources age group will far exceed the dependents age group: the working force will account for 67.7 percent of the population, while the number of dependents per 100 population will be 47.7. This opportunity requires optimal investment in the human resources age group, particularly the youth and women; it can be attained by providing the youth and women the necessary skills to align with the labour market needs, increase productivity and incentivise investment and savings, all of which will eventually lead Jordan into a quantum leap in all economic, social, technological and demographical aspects<sup>35</sup>. While the demographical return comes through transforming the age structures into more productive age groups, the return on gender equality is brought about by increasing women's job opportunities in the paid labour sector, raising the female population's productivity, and removing obstacles to women's participation in the labour market. Studies suggest that economies can be more productive and equitable if the labour market gender gap is bridged. A position paper by the Jordan Strategies Forum on "The Cost of Women's Low Economic Participation in Jordan"<sup>36</sup> suggests that based on a scenario of *full gender equality in economic participation*, women's low economic participation has cost Jordan's economy some JD 11 billion in 2013. This increase in GDP equals some 13 annualised GDP economic growth at an annual growth rate of 3 percent.

In affirmation of the importance of the return on gender equality, particularly in relation to women's economic participation, the consultations' outputs stressed the need to promote women's economic participation as a priority on the national and local levels. The participants reported that women's active participation in the labour market can substantially contribute to reducing poverty and unemployment, and lowering the proportion of dependents per capita. To increase women's economic participation, the audience emphasised

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30 [http://dosweb.dos.gov.jo/ar/poverty\\_201905/](http://dosweb.dos.gov.jo/ar/poverty_201905/)

31 The Hashemite Kingdom of Jordan, Sixth National Report on the Convention on the Elimination of All Forms of Violence against Women (CE-DAW), 2015.

32 Japan International Cooperation Agency's (JAICA's), Report on Gender in Jordan, 2016

33 Department of Statistics (DOS), Population and Family Health Survey (JPFHS), 2017-2018.

34 Millennium Challenge Corporation, Gender and Social Inclusion, 2015.

35 Higher Population Council (HPC), 2017, Population Opportunity in Jordan, a Policy Document.

36 Jordan Strategies Forum, A Position Paper on "the Cost of Women's Low Economic Participation in Jordan.

the need to steer away from supporting traditional projects, and to encourage women to venture into vocational education to avail themselves job opportunities that align with the market's requirements for such jobs. Examples proposed by the participants include, *inter alia*, photography, cellular phones repairs and plumbing. Participants also ascertained the need to exploit each governorate's competitive advantages, such as giving attention to the tourism sector in Aqaba, Ma'an and Balqa, and encouraging women to engage in the tourism sector's economic activities in those three cities. Such professions in the tourism sector may include the hotel services and handicrafts that can bridge the job opportunity gap for women. Participants also underlined the importance of providing certain services in the workplace, particularly nurseries, and safe transport, with some participants proposing that women who own cooperatives play a role in the provision of such services. Recommendations from the Mafraq and Irbid consultations focused on the need to calculate the value of women's household work in the event women decide to abstain from work outside the home. Participants in the Mafraq and Tafileh governorates and in the eastern and southern areas of Amman indicated that the private sector's contribution was relatively modest in supporting gender equality issues; this is gauged through the completion of corporate social responsibility programmes. However, the participants in the private sector's consultations cited the challenges they face in remote areas' investments, mainly in light of the unavailability of subsidiary services and infrastructure that facilitate their access to their businesses or streamline the business procedures. Participants in some consultations placed emphasis on a special legislation on micro, small and medium sized institutions that may support business start-ups by men and women in a gender-responsive manner that addresses their respective demands. They also confirmed the need to implement legal and cultural awareness programmes based on evidence and success stories, and to monitor outcomes in light of each governorate's particularities.

Women's poor economic participation comes as a priority in the consultations of eleven governorates: Mafraq, Zarqa, Jerash, Karak, Tafileh, Irbid, Ma'an, Aqaba, Madaba, Balqa and in the eastern and southern parts of Amman.

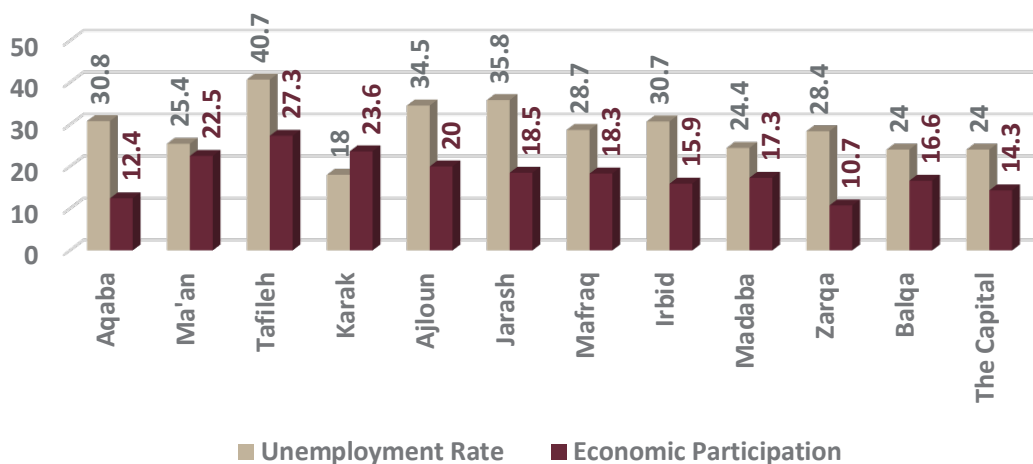


Figure 3: Women's economic participation and unemployment rates per governorate



## 2.2.3 Political Participation and Leadership

Women's participation in political life and decision-making positions has seen tangible progress over the past two decades. However, despite the positive impact that the quota system has had on women's political participation across elected bodies (councils and the House), this participation continues to fall short of the NSJW's (2013-2017) goal to raise women's representation in elected bodies by at least 30 percent<sup>37</sup>. In the 2016 parliamentary elections, women won 15.4 percent of the House of Representatives' seats, compared with 6.4 percent of the seats 10 years earlier. Nevertheless, women face difficulties in accessing leadership positions in the House of Representatives' elected committees. In municipal and local councils, women's participation in 2017 reached 41.7 percent and 1.7 percent, respectively. The proportion of women's seats in the provincial (governorate) councils was 13 percent of the total number of seats in competitive elections, while 32 women won seats from the quota system, and 51 women headed local councils. Social attitudes towards women's role and their engagement in public work has continued to influence the functions and the decision-making process in the provincial, municipal and local councils, where men are more assertive than women (*Literally*: "Men are better heard and obeyed"), predominantly due to the way some male members view the means through which women have found their way to the councils, and specifically due to the perception regarding women's participation in public life. Furthermore, the opportunity to travel and take part in training and other activities outside the governorate or the country is more available to men than women.

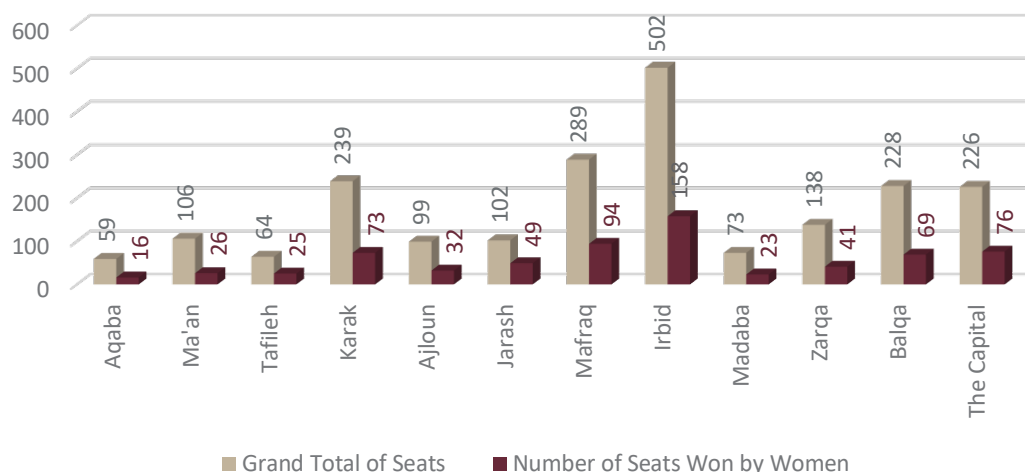


Figure 4: Proportion of women's participation in municipal and local councils

Women's assumption of leadership roles continues to be modest, with women taking up merely 12.6 percent of public sector leadership positions<sup>38</sup>. In 2018, women's portfolios in the Council of Ministers amounted to 24 percent, with a woman assuming the top position in the Legislation and Opinion Bureau. Women's representation in the diplomatic corps has increased modestly in the past years, reaching 18.8 percent<sup>39</sup>, whereas in the Judiciary, women have proven their worth, with the number of female judges witnessing a notable increase, but at 22 percent of the total number of judges, women's share in the Judiciary remains relatively low, with an aim towards increasing this share to 25 percent. In 1996, a woman assumed a judiciary post for the first time, and in 2007, the first woman was appointed as Chief (Presiding) Judge of West Amman First Instance Court. Women assume leading positions in the Judiciary whether as judges in the Cassation Court, members of the Judiciary Council, or Presidents of a Judiciary Institute, and there are women presiding judges in the boards of appeal. However, there are still certain positions that are blocked from women's participation. Not a single woman has joined the membership of the Constitutional Court since it was established, and the same holds true for the Shari'a and Church courts, all due to inherited cultural traditions, where certain professions are prohibited to women.

37 Arab Women's Organisation of Jordan, Shadow Report to the Committee on the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW Committee), 2017.

38 Organisation of Economic Cooperation and Development's (OECD's). Report on Women's Political Participation in Jordan, 2018.

39 Jordanian National Commission for Women (JNCW). Comprehensive National Review of the Progress Made in the Implementation of the Beijing Declaration and Platform for Action+25, 2019.

Women's membership in political parties stands at 35 percent, with three women holding the position of the party's secretary general and a relatively meagre number of women occupying positions in leadership bodies, totalling 192. Youth participation (ages 18-40 years) in political parties in 2018 did not exceed 36.5 percent. In 2017, the proportion of female lawyers in the Bar Association was 25.4 percent, but not a single woman is on the Association's board. While women make up 34 percent of professional associations' membership, according to 2017 data, their representation in the boards of those bodies stands at a low of 8 percent. Moreover, associations that are predominantly outnumbered by women such as the nurses', midwives' and teachers' associations; the presidency seat is occupied by a male. In 2018, the proportion of women members in labour unions stood at 17 percent.

The impact of economic conditions and the disparity in quality education on women, particularly on women who live in remote geographical areas, villages and the *Badia*, cannot be overlooked. Along the same line, the challenges those women face in the labour market, especially in applying for jobs, and the absence of a responsive work environment to women's needs in the political arena, cannot also be condoned. This affects women's capacity to gain experience, access financial resources and win community support to compete and assume decision-making positions. These challenges are generally made more complicated for the youth categories. The road to societal participation remains vague, and unwelcoming. Youth suffer exclusion; their role is marginalised in the decision-making process and they are constantly being represented by the adult age group. Women with disabilities suffer complex hardships in this area due to the difficulties they encounter in joining public life, making scientific/knowledge and professional advances, and ultimately accessing political and leadership roles.

Outputs from the governorates' consultations indicate that women's participation in public life and their access to decision-making positions are generally poor in various areas, driving them to refrain from engaging in political and partisan life. Lack of financial and moral support, coupled with social reservations to late working hours and night-time work lead to women's reversion and deterrence from participation in public and political life, especially in the absence of the requirements of a safe city, including pedestrian sidewalks, lighting and efficient transport. To encourage an increased participation by women in public life, it was proposed to amend legislations and bylaws relating to private sector corporations, and impose a women's quota in leadership positions to ensure women's access to decision-making posts. Women's poor access to decision-making positions emerged as a priority in 11 governorates: Zarqa, Jerash, Karak, Tafleeh, Irbid, Ma'an, Aqaba, Madaba, Ajloun, Balqa and the eastern and southern parts of Amman. Participants in the private sector consultations proposed to establish an incentives programme to encourage the private sector to support women and take steps towards gender equality to help women access decision-making posts and create a conducive work environment.

In this context, participants in the Mafraq, Jerash, Karak, Tafleeh, Irbid, Ma'an, Aqaba, Madaba and Ajloun consultations spoke about the poor execution of decentralisation mechanisms that enhance local community participation in the needs-assessments, and about low participation of women in municipal, local and provincial councils; which create an obstacle in developing gender-sensitive plans.

## 2.2.4 Health

The Government of Jordan has given special attention to women's health through several national programmes and projects. Jordan has made tangible progress in health services and in raising the living standards of the population, including free of charge maternal and child health services and family planning to Jordanians and Syrians. The country has also come close to bridging the gender health gap (national health indicator score is 0.971<sup>40</sup>). Jordan's overall reproduction (birth) rate is 2.7 births per woman, and 98 percent of mothers enjoy pre-natal health care by specialized service providers. According to the WHO estimates (2015), maternal mortality rate (MMR) stood at 58 deaths per 100 thousand live births. This figure dropped to 29.8 deaths per 100 live births in the 2018 MMR National Report, while the proportion of women who got post-natal health care was 83 percent<sup>41</sup>. Forty-three per cent (43 percent) of women in Jordan suffer from anaemia; a common health problem<sup>42</sup>. Family planning and reproductive health programmes are a national health priority, with the use of modern family planning methods reaching 37 percent<sup>43</sup>.

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40 World Economic Forum's (WEF's). Report on Gender Gap Indicators, 2020.

41 Department of Statistics (DOS), 2019. Population and Family Health Survey (JPFHS), 2017-2018.

42 Ibid.

43 [https://github.com/sdsna/2019GlobalIndex/blob/master/country\\_profiles/Jordan\\_SDR\\_2019.pdf](https://github.com/sdsna/2019GlobalIndex/blob/master/country_profiles/Jordan_SDR_2019.pdf).



However, there has been a significant disparity in the health care services delivered in the various geographical regions. Women, in particular, face difficulty in accessing certain health services, especially those related to early detection of some types of cancer, and lack of medical services in rural areas. Reproductive health awareness among the youth has been limited, and so have the consultation and reproductive services available to women with disabilities. Women's capacity to take part in major household decisions related to their health and wellbeing, such as family planning and the use of contraceptives, have also been constrained. Jordan 2025 Vision indicates that most health care institutions in Jordan do not meet international accreditation standards. A poor health care infrastructure severely affects women and girls, further increasing their household chores that are linked with their traditional role, where they are expected to care for sick family members<sup>44</sup>. Moreover, women and girls face social challenges that restrict their chances of benefiting from reproductive and sexual health services, as well as pre-marital services, especially in remote areas, where such services are perceived as only relevant to married women. This is due to the absence of clear sexual health programmes, and to restricting these services to married women exclusively in public sector maternal and child health sections.

Participants in the consultations in Mafraq, Jerash, Karak, Tafileh, Irbid, Ma'an, Aqaba, Madaba, Ajloun and Balqa emphasised that gender-sensitive services are generally poor and hardly accessible, particularly with regard to poor transport in the governorates; some governorates have vast geographic areas, and the distance from the villages to the governorate's centre is long, hindering access to secondary and tertiary health services, such as specialized hospitals. Participants in Mafraq said health services on the governorate level are poor, in general, in terms of early detection of cancer. Participants in Zarqa, Tafileh and Aqaba indicated there is disparity in services among the various cities and districts, particularly in remote areas within individual governorates, and especially in relation to reproductive health and childbirth, in addition to inaccessible hospitals. Participants in Irbid said there is lack of awareness about sexual health and inaccessible relevant information from credible sources; such information is needed to enhance knowledge about sexual harassment of children. Participants in Ajloun said shortage in programmes targeted to qualify health service providers affects the level of health services delivered in the governorate.

## 2.2.5 Gender-Based Violence

Gender-Based Violence, in all its forms: physical, sexual and economic, has been a challenge facing the Jordanian society in general, and women and children in particular. Jordan has been suffering from having poor documentation of domestic violence cases, which are limited to those reported to and registered with formal institutions. The country also suffers from prevailing negative social norms that view domestic violence as a private affair. Other issues include availability of preventive, protective and treatment services, and the absence of a holistic outlook to gender-based violence, given that due consideration needs to be accorded to the power relationships in the different contexts of the public and private spaces.

Hence the urgent need for concrete efforts to support women's access to justice, and to increase coordination with, and introduce the relevant civil society organizations that deliver programmes and services or psychosocial counselling services to abused women. The requirements also include implementation of relevant national strategies and policies, and taking steps to change social attitudes that justify and condone violence. Needed also are actions to bring to light the issue of sexual harassment, which is a form of silent violence that females and children widely endure, within the family context and without. Raising women's and society's awareness of the need to report predators is also essential; this is the most important challenge that must be addressed. Other challenges include the absence and difficulty of data collection on cases of violence against women, which are only documented at security centres and at the Family Protection Department<sup>45</sup>. In November 2019, the Ministry of Social Development (MOSD) declared that it handled 4,527 women at risk of violence. The Population and Family Health Survey (2019) indicated that 21 percent of married women, aged 15-49, had been exposed to physical violence at least once since they turned 15 years<sup>46</sup>. Participants in Irbid spoke about the important role that schools and educational institutions play in the proper upbringing of children and teaching how to confront violence.

Child marriage rates (marriages below 18 years for males and females) remain relatively high among girls. The Statistics Yearbook for 2018 shows that 11.6 percent of girls were married at the age of 15-17 years<sup>47</sup>.

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44 Jordan 2025 Document: National Vision and Strategy, 2015.

45 Jordanian National Commission for Women (JNCW), Harassment Phenomenon in Jordan: Executive Summary, 2017.

46 Department of Statistics (DOS), 2019. Population and Family Health Survey (JPFHS), 2017-2018.

47 Department of Statistics (DOS), Statistics Yearbook, 2018.

Child marriage is associated with other social phenomena, such as divorce and domestic violence, as well as health complications due to early child pregnancy, Infant Mortality Rate (IMR), miscarriage, physical fatigue, anaemia, and premature birth. Teenage fertility rate currently stands at 23.3 births per 1000 married women (15-19 years<sup>48</sup>). Society relatively accepts child marriage, despite the fact that it is associated with increased violence against women and high divorce rates, in addition to its adverse effect on women's physical, health, and psychological conditions, as well as on socio-economic and educational wellbeing, in addition to the general health of the family and its members<sup>49</sup>. Participants in Mafraq and Madaba spoke about child marriage as a factor that increases inaccessibility to quality education, and aggravates the issue of school dropout among girls.

Despite the fact that the Penal Code criminalizes sterilization of women without pressing medical grounds, some practices continue to circumvent the law, where sterilization of women is performed on girls with intellectual disabilities. There are no documented data of such practice; however, this procedure is a form of violence against females with disabilities under the pretext of safeguarding them from rape. Some reports suggest that girls with visual disability are often exposed to harassment because they are unable to identify the perpetrator.

Female domestic workers are highly vulnerable to violence. Mechanisms of protection of this group should be further strengthened, albeit due credit needs to be given to the recent special shelter opened for these females and for the victims of human trafficking. Human trafficking protection mechanisms need to be revisited, in relation to the measure on "restricting the movement of the victims of human trafficking hosted in the protection and care shelters", as well as the low number of judicial persecutions against the predators<sup>50</sup>. It is worth noting that Mafraq is one of the most affected areas because of its proximity to a land crossing point, in relation to Syrian refugee families<sup>51</sup>.

The Mafraq, Zarqa, Jerash, Karak, Irbid, Aqaba, Madaba, Ajloun and Balqa consultations have revealed that GBV continues to be a key challenge for Jordanian society. Since violence is a universal phenomenon, and not particularly associated with a specific culture, faith or social class, it is necessary to find mechanisms to protect women and to document violence cases, as well as to empower women to protect their families against all forms of violence, and from the impact of societal violence and extremist ideologies. The family also has a key role in detecting the symptoms, and protecting male and female children against the adverse effects of drug abuse. Participants said there are insufficient shelters, and that there is laxity in efforts to reintegrate abused women and girls into society, in addition to poor accountability in relation to perpetrators of violent practices, which further aggravates this problem.

## 2.3 Priorities of Women in Jordan

National consultations have revealed an evident convergence between the analysis of the status of women in Jordan and the points identified by the participants in terms of women's priorities on the Kingdom's and the governorates' levels. The consultations included polls on the priorities at the Kingdom's level and suggested that women's poor access to decision-making positions in the executive, legislative, provincial, municipal and local councils as well as to the boards of government institutions and corporations *is considered a top priority*. The second priority was women's poor economic participation and its repercussions on poverty, unemployment, discriminatory wages, difficult access to the workplace, difficult acquisition of credit and ownership of SMEs, as well as work in the unorganised (informal) sector. Third among the priorities was violence against women in all its economic, social, political, digital, verbal, physical, psychological and domestic shapes and forms.

On the key priorities relating to the status of women in the governorates, these reflected, in their entirety, the unique particularities of each governorate. The first priority was poor or lack of access to, or inaccessible services, weak infrastructure, and lagging municipal role in the provision of services. Priority two was the insufficient economic participation by women, and its repercussions on poverty, unemployment, discrimination in wages, difficult access to the workplace, difficult acquisition of credit and ownership of SMEs, as well as work in the unorganized (informal) sector. Negative societal attitudes in addressing gender equality and the stereotyped role of women in society came third in the order of priorities, followed, in the fourth place, by

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48 [https://github.com/sdsna/2019GlobalIndex/blob/master/country\\_profiles/Jordan\\_SDR\\_2019.pdf](https://github.com/sdsna/2019GlobalIndex/blob/master/country_profiles/Jordan_SDR_2019.pdf)

49 Higher Population Council (HPC), Child Marriages in Jordan, 2017.

50 Report of the Special Rapporteur on human trafficking in persons, especially women and children, on her mission to Jordan, submitted to Human Rights Council, 2016.

51 Sixth National Report, the Hashemite Kingdom of Jordan, on the Convention on the Elimination of All Forms of Violence against Women (CEDAW), 2015.

poor institutional coordination in relation to women's programmes, duplication and uneven distribution of programmes and projects among the governorates and among the target groups.

It is noteworthy that the Jordan's National Progress Report on the Implementation of the Beijing +25 Declaration and Platform for Action identifies five priorities for the next five years, based on the assessment or national consultations that took place in 2018: i) Equality and no discrimination under the law, and access to justice; ii) Ending violence against women and girls; iii) Unpaid care and domestic work/family life-work balance (such as paid maternity or paternal leave, and care services; iv) Political participation and representation; and v) Last but not least, transforming negative social standards and stereotypes that are based on gender differences. All these issues were at the very core of the national consultations during the preparation of the 2020-2025 NSW.

### **3. The National Strategy for Women in Jordan 2020-2025**

#### **3.1 The Strategy's Philosophy and the Theory of Change**

The Jordanian National Commission for Women adopted the Theory of Change model in preparing and developing the National Strategy for Women in Jordan. The TOC is an integrated theory that helps identify the main problems, their causes and the way forward to reach the desired change. It tackles the various phases and levels of change and their interrelations, leading to the long-term impact that materialises in the NSW's vision: "A society free of discrimination and gender-based violence, where women and girls enjoy full human rights and equal opportunities towards inclusive and sustainable development."

The TOC is used because it can clearly articulate the plan towards change, the potential risks and the assumptions behind the goals in the course of the main phases of change. Moreover, the TOC has helped identify the roles in implementation, and in guiding the various institutions towards understanding their respective roles in the diverse phases of change, leading to fulfilling the NSW's vision. The outcomes of the TOC and development of its log frame have paved the way to drawing out action plans, and establishing a mechanism for monitoring and evaluation of the progress made towards the desired goals; the mechanism will also be used for assessing the change process to correct the course, and for updating the NSW during its implementation in phases, in the next five years.

The NSW addresses the major problem facing women in Jordan: women's and girls' poor ability to enjoy equal rights and opportunities, and to participate and lead in society as a result of discrimination and gender-based violence throughout their lives. The NSW sums up the underlying causes of this problem as a weak institutional framework capacity to draw up, implement and sustain policies, infrastructures and services that are gender-sensitive, or policies that support gender equality and the empowerment of women by bridging the gender gap. Other factors include the prevalent social norms, the negative stereotyped images that limit women's ability to enjoy their rights, ultimately leading to a widespread justification of all forms of violence against women. This is in addition to poor women's and girls' ability to enjoy their rights and opportunities, and failure to participate and lead in public and private life. Therefore, the NSW focuses on four main goals, workable during the next five years through several pillars: inclusion of women in the development process, and participation and leadership by women in the public and private spaces; a societal culture that supports equality, rejects all forms of GBV, and provides effective tools to address GBV; and an institutional framework to enhance accountability in formal institutions, alongside participatory gender-responsive mechanisms.

In this Strategy, gender-responsive policies, legislation, procedures, practices and services, access to modern ICT are all identified as crosscutting areas of work with the NSW's strategic goals and interventions. All these are important effective tools that lead to progress, enhance equality, end gender discrimination in all areas, and overcome challenges at all diverse levels.

The NSW development process was launched to confront the gender gap problem relating to discrimination and violence that women are exposed to in the different phases of their life, and in the public and private spaces. This situation limits women's effective participation in society and necessarily affects the prosperity of society at large. Such confrontation will be implemented through identifying both the factors that most affect and deepen the gender gap, and effectiveness of efforts to empower women in all other areas. Most professionals in this field share a consensus that the pressing issues are related to a male-dominated culture, built on unequal power relationships and women's position of inferiority. This directly affects society's outlook, where women's status is considered lower than that of men in terms of citizenship and eligibility.

The question that presents itself is: where do we start our efforts to change such negative attitudes? Change requires institutions that do not replicate their output through policies, legislations, and strategies. It also requires institutions that change the way they appropriate their financial allocations, while it does not require institutions that do not prioritise such problems, or even occasionally do not see them as problems in the first place. Hence, work had to proceed on two key pillars that form the enabling environment towards gender equality and women's empowerment. Any progress in these two directions would thereby lead to further efficiency, and better results from efforts towards women's empowerment and their engagement in the national development process. The first direction entails strengthening the role of formal institutions in bridging the gender gap and supporting gender equality, not only towards society, but also within their internal environment and mechanisms. This strengthened role is achieved through the adoption of mechanisms for, and tools of gender mainstreaming, gender-responsive budgets and building the capacity of the institutions to produce disaggregated data. Policy development will be built on a scientific methodology that feeds from facts and data on the gender gap, in the various areas, rather than from viewing the gender gap as a mere presumption that can be denied. The second direction, however, necessitates a change in the existing negative social attitudes that derive from gender discrimination, particularly among future generations. The change should begin with mainstreaming the principles of equality, justice and human rights in formal education tools and informal learning sources that can be presented (to students) through critical and analytical education methodologies; they are the principal elements in upgrading quality education in Jordan. Another contributing tool is the media, in all its forms, which can play a significant role in forming our public awareness, especially in light of the ICT revolution, which facilitated everybody's access to information and ideas that may occasionally be geared towards creating stereotyped images about certain groups of society.

The culture of institutions is an influential factor in its commitment to supporting gender equality and in considering gender equality a national priority; this institutional culture is also affected by prevalent social attitudes. Therefore, it is necessary to work in parallel to strengthen the role of informal institutions in society, including, for example, the family, extended family, religious authorities and local leaderships. These also play a significant, or even, a key role in shaping people's values and mindsets on what is socially acceptable or is a taboo. They can work towards supporting gender equality, and this, in turn, will influence the creation of a positive culture among formal institutions towards gender equality as a national priority. Hence, the focus of the NSW stems from the importance of strengthening the role of informal institutions towards gender equity and justice within the family to ensure its acceptance and support its fulfilment on the societal level.

The directions for action to implement the NSW may begin with focusing on institutions and negative societal attitudes; however, it is impossible to draw a line between the potential to ensure gender equality and the general political, social and political contexts, particularly in relation to the Kingdom's economic crisis. This crisis has reduced the already scarce job opportunities for both men and women, even if any progress were to be made on the front of ending discrimination against women in society in other areas. Women's economic empowerment, which leads to women's economic independence and the right to make decisions freely, is a key factor in women's social and political empowerment. Economic empowerment increases women's ownership of the tools to confront violence and discrimination, in and outside the family, and facilitates women's access to justice and basic services. It empowers women to advance in their careers and eventually assume decision-making posts. Therefore, the directions for action to implement the NSW can also begin with focusing on women's economic empowerment.

Hence, it can be argued that the structural complexity of the economic crisis will overshadow the potential effective participation and inclusion of women in the development process. However, since an increase in women's economic participation will undoubtedly result in growth in the gross domestic product (GDP), and in the prosperity and wellbeing of society, and will reduce the *per capita* dependency rate in society, an increase in women's economic empowerment becomes a critical component of the proposed solutions to overcome the economic crisis. The crisis has led to inadequacy of having only one breadwinner per family. Moreover, there is an opportunity to make use of the potential of women, and to restore/trigger investments in their education by translating it into increased participation in the labour market, where women's empowerment could be part of the solution to increasing society's productivity. Increased women's economic participation also plays a role in achieving the population opportunity, which demands increased investment in human development, specifically in education, vocational and technical training, governance, infrastructure and job opportunities. This effort helps mobilize the momentum of this important demographic transformation into an actual development opportunity.

Based on the aforementioned arguments, priorities and directions of action will be defined through the NSW's annual action plans in light of variables. The outcomes of the action plans will be reviewed annually based on the recommendations made in the monitoring and evaluation reports, and on the developments in the general contexts that have the biggest impact on gender equality and women's empowerment.

Based on the outcomes of the analysis conducted using the TOC, the main assumptions have been identified. Once realised, these assumptions will support the NSW's goals. However, if the key risks were to occur or if they remained (unovercome), there will be obstacles facing the implementation of the NSW, and these will not help attain the Strategy's goals. The key assumptions are:

### 3.1.1 The Assumptions

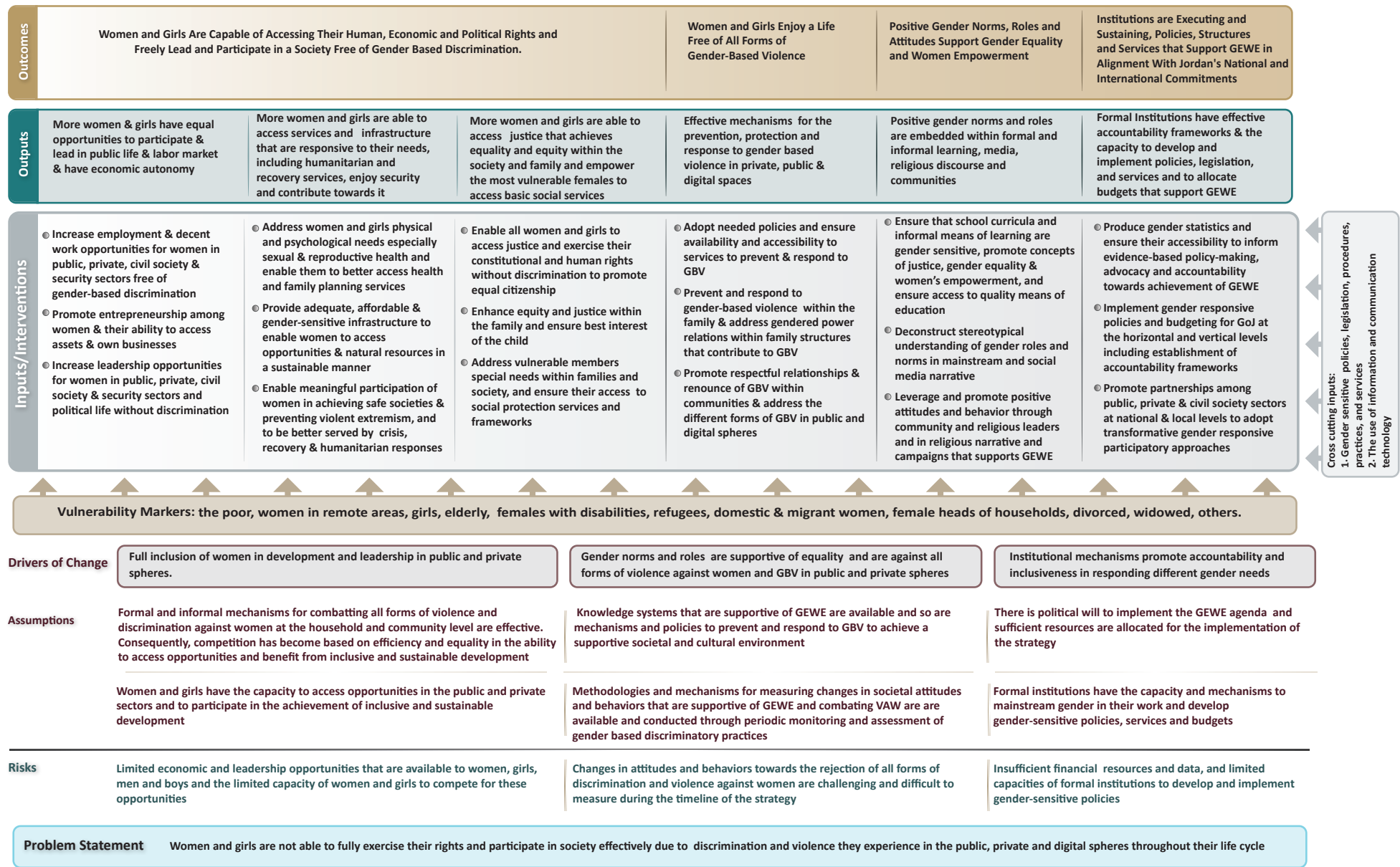
- Political will to implement the GEWE agenda and sufficient resources are allocated by all relevant entities for the implementation of the Strategy.
- Formal Institutions have the capacity and mechanisms to mainstream gender in their work and develop gender-responsive policies, services and budgets.
- Knowledge and educational systems supportive of GEWE are available and so are mechanisms and policies to prevent and respond to GBV to achieve a supportive social and cultural environment
- Methodologies and mechanisms for measuring changes and attitudes in societal attitudes and behaviours that are supportive of GEWE and combating AW are available, and conducted through periodic monitoring and assessment of gender-based discriminatory practices.
- Formal and informal mechanisms for combatting all forms of violence and discrimination against women at the household and community level are effective. Consequently, competition has become based on efficiency and equality in the ability to access opportunities and benefit from inclusive and sustainable development
- Women and girls have the capacity to access opportunities in the public and private sectors and to participate in the achievement of inclusive and sustainable development
- 

### 3.1.2 Risks and Challenges

- Insufficient financial resources and data, and limited capacities of formal institutions to develop and implement gender-sensitive policies;
- Changes in attitudes and behaviors towards the rejection of all forms of discrimination and violence against women are challenging and difficult to measure during the timeline of the strategy;
- Limited economic and leadership opportunities that are available to women, girls, men and boys and the limited capacity of women and girls to compete for these opportunities.



# A Society Free of All Forms of Gender-Based Violence and Discrimination in Which Women and Girls Realize their Full Human Rights and Have Equal Opportunities to Achieve Inclusive and Sustainable Development



Cross cutting inputs:  
 1. Gender sensitive policies, legislation, procedures, practices, and services  
 2. The use of information and communication technology

Figure 5: Theory of Change



## 3.2 NSW Strategic Goals

Affirming the importance of aligning the National Strategy for Women in Jordan (2020-2025) with national and international obligations, particularly international conventions and treaties related to women and ratified by Jordan; and

Ensuring efforts are complementary to achieve sustainable and inclusive development in a manner that aligns the NSW's log frame with sector plans and strategies;

The NSW has placed its focus on the importance of achieving the following goals:

1. Women and girls are able to exercise their economic, political and human rights and freely lead and participate in society free of gender-based discrimination;
2. Women and girls enjoy a life free of all forms of gender-based violence;
3. Positive gender norms, roles and attitudes support gender equality and women empowerment;
4. Institutions are executing and sustaining policies, structures and services that support GEWE in alignment with Jordan's national and international commitments.

It is also worth affirming that this Strategy is a road map that requires a longer timeframe than five years to be implemented in full. However, it is possible to start the implementation of the first steps and phases in the right direction, which would lead to realising certain phases of change that are necessary to realising the NSW's vision and goals in the next five years. During the five years, an annual assessment will be carried out to validate the steps taken to achieve the NSW's vision and goals, subject to updates when the need arises. It should be noted that this road map has been developed based on the outputs of the national and local consultations on the priorities. It is also based on national references as well as regional and international obligations concerning women.

### Strategic Goal 1 | Outcome 1

#### **Women and Girls Are Able to Exercise Their Economic, Political and Human Rights and Freely Lead and Participate in a Society Free of Gender-Based Discrimination**

In response to Jordan's national and international obligations towards the empowerment of women and enhancing their participation in the labour market, public life and leadership, this goal incorporates three outputs relating to: *more women are given* i) equal opportunities to participate and assume leadership positions in public life and the labour market, and to enjoy economic independence and freedom of decision; ii) access to infrastructure and basic services that meet their specific needs, including humanitarian services and enjoyment of, and contribution to security, iii) access to justice in a manner that achieves equality and equity among members of society and within the families (*the family being the foundation of society*), in addition to empowering the most vulnerable individual females to access basic social needs through a number of interventions and initiatives.

In the area of women's participation in the labour market, this is exemplified in reviewing and abolishing discriminatory legislations and formal and informal procedures related to women's employment to: ensure a family-friendly environment free of discrimination in all sectors; increase decent job opportunities for women in the various sectors; encourage and incentivize corporations to employ women and provide them with a conducive and enabling work environment in all areas, particularly unconventional jobs; enhance entrepreneurship for women; and increase women's ownership and accessibility to financial resources. This output also incorporates the initiatives related to women's participation in public life and leadership, including through increasing women's chances to access leadership positions in the public and private sectors, CSOs, as well as in the security and political sectors without discrimination, and in reviewing discriminatory legislation and procedures.

Emphasis has also been placed on the provision of technical, technological and financial support to women in leadership positions and networking in local communities, and on developing and implementing training programmes to build and develop women's leadership abilities. Targeting women, on the local and national levels, with awareness and capacity building programmes to enhance their knowledge of civil and political rights and to build women's capacity to participate in elections, has further been emphasised. Moreover, raising the knowledge and capacity of the key stakeholders, including the formal and informal bodies concerned with the election process, political parties, professional associations and societies, as well as

Government and security institutions have all been stressed. Such knowledge and capacity building will help stakeholders to take steps towards striking a gender balance in elected and appointed decision-making posts.

There is a variety of interventions and initiatives related to sexual and reproductive health under the output on access to infrastructure and gender sensitive basic services, including humanitarian and recovery services and the right to enjoy and contribute to security. Special attention has been given to this component due to its pivotal role in enhancing public health and healthy family relationships, in addition to its impact on reducing fertility rates, which ultimately benefits girls' and women's wellbeing, and expedites change in the population age structure to the benefit of the productive group in society. This component also includes a number of initiatives related to developing and implementing policies and legislative frameworks that support the family's health needs, sexual and reproductive health, and family planning issues. These initiatives are implemented through empowering women and girls, including women and girls with disabilities, to access high quality and affordable health services and programmes that meet the sexual and reproductive needs of women and girls. These services and programmes also serve to decrease the unmet needs that otherwise contribute to raising the number of unplanned births. Other initiatives include developing induction services, programmes and material on family planning methods. In the area of ensuring the appropriate infrastructure that meets the different gender needs, actions include guaranteeing access to mains power supply, renewable energy, clean and sustainable water, ICT, and a safe transportation system that satisfies women's movement and mobility needs, including those of women with disabilities and women in remote areas; such facilities will enable all women groups to consistently access economic opportunities and resources. Furthermore, this component also emphasises women's empowerment to meaningfully participate in building safe societies and reducing extremism and violence, as well as to: engage in the provision and improvement of post-crisis recovery services and humanitarian responses; increase women's and girls' opportunity to benefit from humanitarian and development efforts to ensure their active participation in society, towards a society free of violence and extremism; place emphasis and shed light on the most vulnerable females in the families and ensure their access to services and to various social protection measures, and to raise the knowledge and capacity of key stakeholders, including security institutions, CSOs, national as well as Government institutions to address women's security needs.

The third output on access to justice, in a manner that ensures equality and equity among members of society and within the families - *the family being the foundation of society* - and empowers the most vulnerable females, places emphasis on access to justice, including reviewing legislations to ensure equal citizenship in rights and duties. This output also focuses on women's and girls' entitlement to exercise their constitutional and human rights; on enforcement of the rule of law; on ensuring guidance, support and legal aid services to girls and women, including rural women, women with disabilities and women refugees; and on facilitating their safe and affordable access to these services. Additionally, this output emphasises review of legislation related to the families to ensure justice and equity to all members and to safeguard the best interests of the child; deliver general programmes and services to enhance healthy family relationships; raise knowledge and capacity of key stakeholders, including the parties concerned with law enforcement as well Government and national institutions to build gender-sensitive and gender-responsive methodologies. This output also gives due consideration to the special/specific needs of the most vulnerable females in society and in the families to ensure their access to social protection services, through the provision of social and basic livelihood needs to poor families, as well as to ensure that the most vulnerable non-Jordanian women living in Jordan, including migrants, domestic workers and the children of Jordanian women married to non-Jordanians have their needs addressed and their full human rights fulfilled.

## Strategic Goal 2 | Outcome 2

### **Women and Girls Enjoy A Life Free of All Forms of Gender-Based Violence**

This component includes one output meant to tackle the issue of having effective GBV prevention, protection and response mechanisms in the private, public and digital sectors and spaces, through a number of interventions and initiatives - targeting, for example, ensuring that policies are developed for, and high quality accessible and services are delivered to victims of violence. The output is also intended to ensure prevention and prohibition of GBV in the public sphere and the households; zero-tolerance for violence abusers; addressing the power relationships in the families that lead to violence; encouraging relationships on the basis of respect and rejection of GBV in society and addressing its various dimensions in the public and digital spaces.

The interventions are achieved through initiatives that primarily relate to reviewing legislations to amend



those that constitute violence against women; identifying and executing related instructions; and raising the capacity of the parties working on violence against women. The initiatives can also be implemented through binding ministries to undertake a gender-analysis of national strategies and implement recommendations in this regard; strengthening societal networks to enhance the social protection system; conducting community-based dialogue to reduce domestic violence; designing programmes and disseminating strategies on men's engagement; organizing popular awareness campaigns; raising the awareness of institutions active in confronting GBV, and conducting awareness campaigns through mainstream and social media.

### Strategic Goal 3 | Outcome 3

#### **Positive Gender Norms, Attitudes and Social Roles Support Gender Equality and The Empowerment of Women**

Strategic Goal 3 focuses on the need to reinforce positive gendered norms and roles, and mainstream such norms in formal and informal education, as well as in the media, religious narrative and society; this emphasis can be highlighted through ensuring that the content of school curricula and informal education *need to*: be sensitive to women's issues; enhance the principles of GEWE; challenge traditional beliefs on the stereotyped roles of men and women and prevalent social norms in the traditional and modern media narrative; and to enhance positive attitudes and behaviours through local community leaders, religious leaders, and other campaigns that support gender equality and women's empowerment.

The above-described exercises can be achieved, for example, through initiatives to review school curricula in all levels of school education with a gender lens; the objectives are *to undertake the following*: address the stereotypes and negative norms associated with the roles of women and men in society; build the capacity of male and female teachers' on gender-sensitive methodologies; and develop and strengthen initiatives and alliances that target boys and girls by using positive discourse on GEWE. *The initiatives can also be undertaken* through: launching awareness campaigns on the importance of women's civic participation that engage influential women role models; developing educational and induction material targeting the public and private sectors with a view to address the stereotyped images and the negative social norms on gender; and organising national mobilisation and advocacy campaigns through social media on the importance of ending negative social norms, roles and stereotyped images of men and women in relation to domestic work and unpaid care work. *Further objectives can also be realised* by reviewing forms of GBV, including women's image in public life and in the media; and enhancing the capacity of faith-based institutions and public opinion leaders in the local communities to confront negative religious interpretations, and to highlight positive historic, religious, cultural and pioneering role models of women. *Lastly, more objectives can be implemented with a view to* raising the capacity of media institutions and media professionals on gender-sensitive media coverage, and on ways to analyse and disseminate public information and issues related to discrimination against women to challenge women's stereotyped images; and to monitor media coverage of women's issues, and the nature of media and promotional material with the aim of analysing this content and making recommendations to address such stereotyped images.

### Strategic Goal 4 | Outcome 4

#### **Institutions are Executing and Sustaining, Policies, Structures and Services that Support GEWE in Alignment with Jordan's National and International Commitments**

This strategic goal comprises one key output related to having in place institutions that have the capacity to develop and sustain policies, structures and services that support gender justice, gender equality and women's empowerment. This output also addresses developing and facilitating access to gender statistics and data to support decision-making processes, advocacy and accountability on GEWE. It tackles implementing Government and national gender-responsive policies and budgets that include accountability frameworks; and providing resources and training opportunities to build the capacity of Government and national institutions, with a view to addressing challenges that hinder GEWE programmes. Moreover, the output enhances partnerships between the public and private sectors, and the CSOs on the national and local levels through adoption of a gender-responsive participatory approach.

The above-mentioned activities can be achieved through *initiatives directed to*: develop necessary systems and procedures to produce, disseminate and analyse gender-responsive data, disaggregated by gender; strengthen and build the capacity of the Department of Statistics (DoS) and its human resources professionals

on how to collect and analyse data on gender equality and women's empowerment; and to foster the capacity of DoS and all other ministries on how to collect data disaggregated by gender, and how to produce data on the SDGs related to gender equality and on NSW in Jordan. The *initiatives are also meant to*: build a special system to disseminate data on gender and raise the capacity of decision-makers and policy-makers at Government and national institutions on how to utilize such data in decision-making and policy-making. Moreover, the *purposes of such initiatives are to*: establish and execute a Government and national gender mainstreaming system, including the development of policies and action plans across Government institutions on the national and local levels; these policies and plans need to be gender-sensitive to the needs of males and females. *The initiatives are designed to* develop and implement a road map on developing institutional gender mainstreaming capacity; implement a national system to monitor financial appropriations earmarked towards gender equality and women's empowerment; and to strengthen the capacity of budget department as well as all budget units of ministries and formal institutions to prepare gender-responsive budgets. They *are also for*: development of a monitoring and evaluation system and assessment of national and international obligations concerning women, including mainstreaming women's issues in the standards of institutional excellence of Government and national institutions. The initiatives also include the development of induction material targeting all newly appointed public sector male and female employees and are intended to raising the capacity of public sector employees on how to undertake gender analysis; making data available and analysing the context to support policy development, initiative and programme designing on the local level; enhancing the capacity of public policy-makers in the Government, and parliamentarians on how to analyse national and international obligations matrix of gender equality and women's empowerment; and introducing amendments to relevant legislation.

This goal also stresses the importance of designing a communication plan aiming to disseminate the NSW goals and initiatives and enhance the capacity of the national mechanisms that are involved in gender equality and women's empowerment, as well as in social networks, and the CSOs engaged in women's issues; and to support research and cooperate with women's research centres to coordinate efforts and research priorities. The plan is also meant to build the capacity of women's organizations across the governorates on how to write project proposals, in addition to acquiring other technical and leadership skills; and to encourage private sector institutions and their representatives in the chambers of industry and commerce, business associations, professional associations and labour unions to adopt mainstreaming of women's issues through gender audits



# Strategic Goal # 1: Women and Girls are Able to Exercise Their Human, Economic and Political Rights to Freely Participate and Lead in a Society Free from Gender-Based Discrimination.

## Performance Indicators:

- Refined economic activity rate of women aged 15 years and over (statistics)
- Unemployment rate among women aged 15 years and above (statistics)
- % of women in the Legislature
- % of women in managerial positions
- % of women in the Judiciary
- % of women in the reproductive age (15-49 years) who have their needs for family planning satisfied with modern methods
- % of women in the population who live in households with access to basic services
- Indicators of access to public services that guarantee good health and decent living; water, electricity and sanitation
- % of the population living below the poverty line, disaggregated by sex and age

### Output 1.1

More women and girls have equal opportunities to participate and lead in public life and the labour market, and to enjoy economic independence in a manner that allows them to freely make their own financial decisions

#### Interventions

1.1.1 Increasing employment & decent work opportunities for women in public, private, civil society & security sectors free of gender based discrimination

1.1.2 Supporting entrepreneurship among women and building their capacity to acquire property and access financial resources to establish their own businesses

1.1.3 Increasing women's opportunities to reach leadership positions in the public, private and societal sectors, as well as in the security and military sectors and political life without discrimination

### Output 1.2

More women and girls are capable of accessing services and adequate basic infrastructure that meet their specific needs, including humanitarian and recovery services, and are enjoying and contributing to the attainment of security

#### Interventions

1.2.1 Addressing women's and girls' physical and psychological health needs, particularly those related to sexual and reproductive health, and empowering women and girls to better access health and family planning services

1.2.2 Providing adequate, affordable and gender-sensitive infrastructure to empower women to access opportunities and sustainable natural resources

1.2.3 Empowering women to effectively engage in the actualisation of safe societies, as well in preventing and reducing violent extremism, and improving the level of services to women during crises and disasters, whether in prevention, protection, recovery, or humanitarian responses

### Output 1.3

Women's and girls' ability to access justice, to ensure equality and equity among members of society and within the family, is enhanced, and having the most vulnerable female members, to access basic social needs, empowered

#### Interventions

1.3.1 Empowering all women and girls to access justice and to exercise their human and constitutional rights without discrimination to enhance equal citizenship in rights and duties

1.3.2 Enhancing justice and equity within the family and among its members, as well as guaranteeing the best interests of children

1.3.3 Addressing the needs of the most vulnerable females in society and within the family, and ensuring their access to social protection services, procedures and regulations



## Strategic Goal # 2: Women and Girls Enjoy a Life Free of All Forms of Gender-Based Violence

### Performance Indicators:

- The proportion of women and girls aged fifteen and above who have been exposed to physical, sexual or psychological violence by a current or former husband during the past twelve months, disaggregated by the form of violence and age
- The proportion of women and girls aged fifteen and above who have been exposed to gender-based violence by a person other than the husband during the past twelve months, disaggregated by age and the place of violence incident
- A strategy to fight violence against women, which includes mechanisms for prevention, protection, deterrence, validation, and compensation

### Output 2.1

Effective mechanisms for prevention, protection and response to gender-based violence in the public, private and digital spaces, are put in place

#### Interventions

2.1.1 Ensuring that policies and high-quality services are accessible and are in place to respond to, address and prevent the occurrence of gender-based violence incidences

2.1.2 Confronting and preventing gender-based violence within the family, and addressing the negative power-relations in the family that lead to GBV incidences

2.1.3 Enhancing the perception of respect-based relations that reject gender-based violence in societies, and addressing its different dimensions in the public and digital spaces



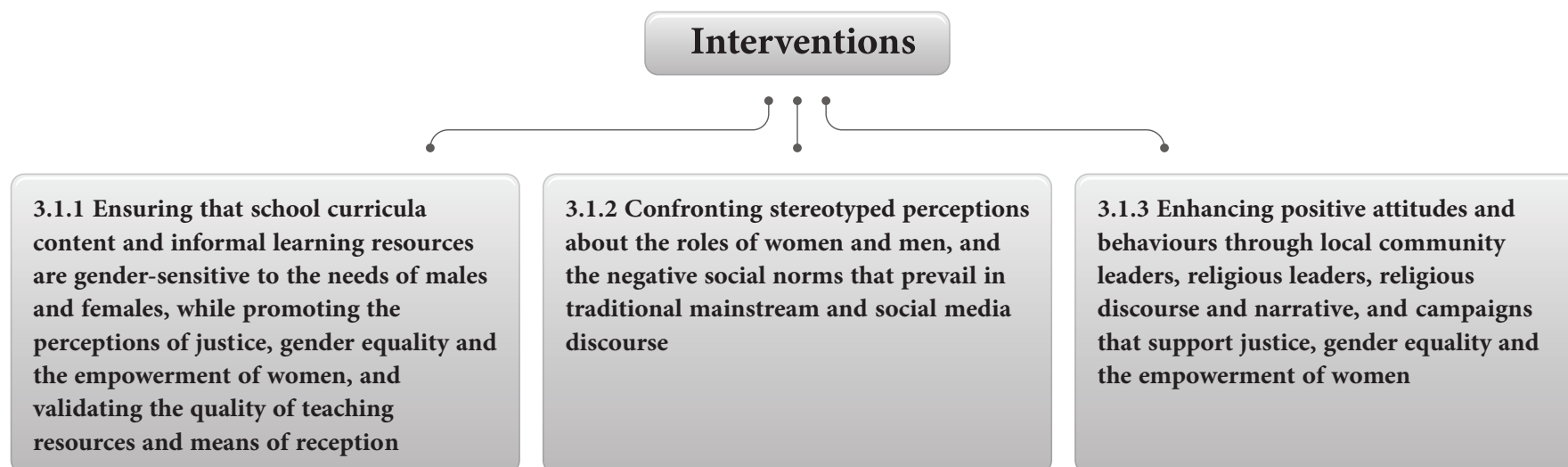
## Strategic goal # 3: Positive Gender Norms, Attitudes and Roles Support Gender Equality and Women Empowerment

### Performance Indicators:

- Proportion of women, girls, men and boys who assert their positive knowledge, behaviours and attitudes towards gender equality and the empowerment of women
- Number of complaints filed at the National Centre for Human Rights on cases of human rights violations, based on any of gender discrimination grounds prohibited under the international human rights law

### Output 3.1

Positive norms and social roles are embedded within formal education and informal learning resources, the media, religious discourse and micro-communities



## Strategic Goal # 4: Institutions are Executing and Sustaining Policies, Structures and Services that Support Justice and Gender Equality and Women's Empowerment in Alignment with Jordan's National and International Commitments

### Performance Indicators:

- A comprehensive statistical system in place that comprises information, statistics, and data, disaggregated by sex
- Mechanisms in place adopted by government institutions (vertically and horizontally) that ensure the development and execution of gender-responsive policies, legislation, services, plans and programmes;
- Systems in place for the allocation and monitoring of public funds earmarked to gender equality and the empowerment of women
- Monitoring and evaluation mechanisms for Jordan's adherence to the implementation of national and international commitments related to women
- Number of items implemented as part of the recommendations of the Committee on the Convention on the Elimination of all Forms of Discrimination against Women (CEDAW) and the recommendations related to women in the comprehensive periodic review on human rights

### Output 4.1

Formal Institutions have effective accountability frameworks & the capacity to develop and implement policies, legislation, services and budgets that support justice, gender equality and empowerment of women

#### Interventions

4.1.1 Developing statistics, producing gender-sensitive disaggregated data and facilitating access to such information to inform decision-making process with data, advocacy and accountability on the progress made on gender equality and the empowerment of women

4.1.2 Implementing government and national gender-sensitive and gender-responsive budgets on the vertical and horizontal levels that include accountability frameworks and mechanisms

4.1.3 Enhancing joint action among the public, private and social sectors, on the national and local levels, to adopt a gender-sensitive and gender-responsive participatory approach to the various needs of males and females

## 4. NSW's Success Factors

### 4.1 Building Active Partnerships

Achieving the NSW's goals relies on building and enhancing active partnerships between formal and informal entities, and is based on coordination and complementarity among the various sectors, and on operationalisation of all available resources towards gender equality and women's empowerment. The NSW provides an opportunity to consolidate a vision towards gender equality, through which the Executive and Legislative Branches of Government, CSOs and the private sector could possibly identify the aspects related to their respective mandates and functions. Then, stakeholders can network to implement initiatives and build on existing efforts which guarantees the best possible investment of resources and potentials. Both vertical and horizontal networking are crucial; that is to build partnerships and networks on the level of governorates and municipal and local councils, and execute activities in the local communities making use of their respective experience and knowledge of realities on all levels of implementation. A communication and media plan will enhance JNCW's efforts to promote and advocate for NSW with partners.



**The NSW's Success Factors**

### 4.2 Identification of Roles

To ensure the implementation of the NSW and to attain its goals, clear-cut roles for formal institutions need to be identified, and to have in place well-articulated accountability standards and mechanisms. Hence, the development of the action plans will be based on a participatory approach alongside a holistic vision and complementarity of roles; such a launching pad can ensure a national consensus to institutionalise a systematic action plan on the engagement of the concerned entities, Government and CSOs in the implementation of the NSW. Due consideration needs to be given to the possibility that the implementation plan of a stakeholder may include initiatives and programmes that address more than one goal; likewise, more than one implementer may share the implementation of the same initiative or programme.

### 4.3 Monitoring and Evaluation

Based on the log frame and the NSW's action plans, a monitoring and evaluation plan will be developed to ensure the attainment of the NSW's goals. This will be done through SMART (specific, measurable, achievable and time-bound) goals. Furthermore, the M&E framework will be designed through the same participatory approach to identify benchmark performance indicators on the progress towards fulfilling the NSW's goals, outcomes and outputs stated in the log frame. These performance metrics have been selected in a way that reflects the same indicators used in monitoring regional obligations (Cairo Women's Agenda), as well as the 2030 Agenda for Sustainable Development, in order to provide a consolidated framework on simultaneous monitoring of the implementation of the NSW and fulfilment of the international obligations. The M&E plan will identify the locally available indicators, and other indicators that need to be made available in the next years. This action is part of attaining NSW's Goal 4, and ensuring its implementation. The M&E framework will identify sources of validation of the indicators; assign the entities tasked with the provision of related data; identify the frequency of data provision based on the mechanism for collection and provision of data by the agencies in charge, with an emphasis on the need to invest in the provision of data on the most vulnerable groups, disaggregated by geographical distribution, age group and disability, among others.

The JNCW will assume the tasks of monitoring, evaluation and reporting on the NSW to the IMC, which in turn will guarantee the presence of a political will to implement the NSW; ensure coordination among the ministries to implement their action plans, and provide the necessary data for monitoring purposes. The proposed periodical plans will practically support decision-making and policy-making, and take stock of how the stakeholders are responsible for, and committed to the roles assigned to them.

## 4.4 Provision of Resources

To ensure the implementation of the NSW through the proposed implementation plan, a rough estimate of the cost of the National Strategy for Women in Jordan (2020-2025) has been determined. A cost template will be constructed to compute the detailed expenses of the action plans that will be developed. Based on the estimated costs, Government institutions will prepare budgets for the upcoming years, incorporating the proposed programmes and activities under their respective action plans. Institutions will work on providing the necessary human and financial resources to embark on implementing the NSW's programmes and initiatives to ensure implementation and realization of the impact sought, with emphasis on provision of national and international funding toward the NSW's implementation.

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# The National Strategy for Women in Jordan 2020-2025

## Technical Committees and Teams for Developing the National Strategy for Women in Jordan 2020-2025

The Inter-Ministerial Committee for Women Empowerment Chaired by His Excellency the Minister of Political and Parliamentary Affairs:

1. Minister of Foreign Affairs and Expatriates
2. Minister of Education
3. Minister of Tourism & Antiquities
4. Minister of State for Institutional Performance Development
5. Minister of State for Legal Affairs
6. Minister of Digital Economy and Entrepreneurship
7. Minister of Social Development
8. Minister of Planning and International Cooperation
9. Minister of Labour
10. Minister of Health
11. Minister of State for Media Affairs
12. President of the Legislation and Opinion Bureau
13. The General Government Coordinator for Human Rights
14. Secretary General of the Higher Population Council
15. Secretary General of the Jordanian National Commission for Women

## The Technical Team for Developing the National Strategy for Women in Jordan 2020-2025:

### 1. Technical Team of the Ministerial Committee for Women Empowerment:

1. Ministry of Planning and International Cooperation
2. Ministry Foreign Affairs and Expatriates
3. Ministry of Education
4. Ministry of Political and Parliamentary Affairs
5. Ministry of Higher Education and Scientific Research
6. Ministry of Labour
7. Ministry of Social Development
8. Ministry of Health
9. Ministry of Youth
10. Human Rights Unit - Prime Ministry
11. Ministry of Digital Economy and Entrepreneurship
12. Ministry of Tourism & Antiquities
13. Office of Minister of State for Legal Affairs
14. Office of Minister of State for Media Affairs



15. The Higher Population Council
16. The Department of Institutional Performance Development and Policies- Prime Ministry
17. The Legislation and Opinion Bureau
18. The Jordanian National Commission for Women

## **2. Sectoral Team for Gender Mainstreaming and Gender Equality headed by the Secretary General of the Jordanian National Commission for Women and the membership of representatives from the following entities:-**

1. Ministry of Planning and International Cooperation
2. Ministry of Health
3. Ministry of Labour
4. Ministry of Education
5. Ministry of Justice
6. Ministry of Social Development
7. Ministry of Political and Parliamentary Affairs
8. Ministry of Agriculture
9. Public Security Directorate/ The Family Protection Department
10. Department of Statistics
11. General Budget Department
12. The Department of Institutional Performance Development and Policies – Prime Ministry
13. The Higher Population Council
14. The National Council for Family Affairs
15. The Jordanian National Forum for Women
16. The Jordanian Women’s Union
17. Arab Women Organization of Jordan
18. Sisterhood is Global Institute Jordan
19. Partners - Jordan

### **General Supervision**

Dr. Salma Al Nims – Secretary General of the Jordanian National Commission for Women

### **Main Consultants**

Nuha Zaidah – Deputy Secretary General of the Jordanian National Commission for Women

Ms. Amal Haddadin – Legal Advisor of the Jordanian National Commission for Women

### **General Strategy Coordinator**

1. Dr. Ahmad Shoqran
2. **Coordination and Logistical Support Team**
3. Rawan Ma’aitah

4. Dania Hjoj
5. Dana Tarawneh
6. Diana Haddadin
7. Jane Omeish
8. Dema Arabyat
9. Ra'eda Fraihat
10. kristina Yarosh
11. Maali Naimat
12. Raya Ghobej
13. Lima Al Bawab

**14. Volunteers**

15. Aysar Khader
16. Mohammad Sobhi
17. Salam Al Nawafleh
18. Mohammad Al Hammoury
19. Samia Al Qaryouti
20. Shaker Al Dahamsheh

## **Design**

Namer Al Houh







