FINAL REPORT
USAID/JORDAN GENDER ANALYSIS AND ASSESSMENT

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This report was prepared by the MSI gender analysis and assessment team, including Patricia T. Morris, Ph.D., Team Leader and Senior Gender Expert; Afaf Almala, Senior Gender Expert; Nermeen Murad Garlick, Senior National Gender Expert; Nada Heyari, National Gender Expert; Brendan Carchidi, Data Visualization Specialist; and Razan Ya'coub Farrah, USAID Program Development Specialist.

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FINAL REPORT

USAID/Jordan Gender Analysis and Assessment

Contracted under GS00Q14OADU138-7200AA18M00014

Governance Integration for Stabilization and Resilience in MENA

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CONTENTS

ACKNOWLEDGMENTS I

ACRONYMS V

EXECUTIVE SUMMARY VIII
- PURPOSE VIII
- CONTEXT AND BACKGROUND VIII
- FIELD RESEARCH METHODS VIII
- FINDINGS AND RECOMMENDATIONS IX
- RESOURCES FOR GENDER PLANNING AND GENDER INTEGRATION X
- SUMMARY XI

ملخص تنفيذي XII
- **الهدف** XII
- **الأُطر والمعلومات الأساسية** XII
- **أساليب البحث الميداني** XII
- **النتائج والتوصيات** XII
- **النتائج الرئيسية لتحليل النوع الاجتماعي** XIII
- **التوصيات الرئيسية الناتجة عن تحليل النوع الاجتماعي** XIII
- **النتائج الرئيسية لتقييم النوع الاجتماعي** XIV
- **التوصيات الرئيسية الناتجة عن تقييم النوع الاجتماعي** XIV
- **مصادر التخطيط وإدماج النوع الاجتماعي** XIV
- **الخلاصة** XIV

REPORT PURPOSE I
- GENDER ANALYSIS I
- GENDER ASSESSMENT I
- REPORT AUDIENCE I

CONTEXT AND BACKGROUND I

CRITICAL RESEARCH FACTORS 3

FIELD RESEARCH METHODOLOGY AND LIMITATIONS 4
- FIELD RESEARCH METHODS 4
- FIELD RESEARCH SAMPLING STRATEGY 4
- LIMITATIONS 5

GENDER ANALYSIS 6
- INTRODUCTION 6
- FIVE DOMAINS OF GENDER ANALYSIS AND CAPABILITIES 6
- GENDER ISSUES, KNOWLEDGE, AND CAPACITY TO ADVOCATE FOR EQUALITY 21
- CONCLUSION: OPPORTUNITIES AND A WAY FORWARD 21
- RECOMMENDATIONS FOR USAID 24

GENDER ASSESSMENT 31
- INTRODUCTION 31
- GENDER CONSTRAINTS AND OPPORTUNITIES 31
- USAID/JORDAN ORGANIZATIONAL CHANGE FOR GENDER EQUALITY 40
- NEW APPROACHES TO GENDER INTEGRATION 45
- RECOMMENDATIONS FOR USAID 48

ANNEX A: SCOPE OF WORK 52
- BACKGROUND 52
- MISSION GENDER ANALYSIS AND GENDER ASSESSMENT 52
- GENDER ANALYSIS: 53
- GENDER ASSESSMENT 55

ANALYSIS AND ASSESSMENT METHODOLOGY 56
MAIN AUDIENCES 58
PERIOD OF PERFORMANCE AND LEVEL OF EFFORT 58
DELIVERABLES 59
RESEARCH TEAM 62
STRUCTURE OF FINAL GENDER ANALYSIS AND ASSESSMENT REPORT 64

ANNEX B: METHODOLOGY AND LIMITATIONS 65
FIELD RESEARCH METHODS 65
FIELD RESEARCH SAMPLING STRATEGY 65
LIMITATIONS 65
GENDER ANALYSIS METHODOLOGY 66
GENDER ANALYSIS LIMITATIONS 66
GENDER ASSESSMENT METHODOLOGY 66
GENDER ASSESSMENT LIMITATIONS 67

ANNEX C: RESEARCH QUESTIONS 68
GENDER ANALYSIS RESEARCH QUESTIONS 68
GENDER ASSESSMENT RESEARCH QUESTIONS 69

ANNEX D: REFERENCE LIST OF IP DOCUMENTS 71
USAID INTERNAL REPORTS 71
GENDER 71
DEMOCRACY, HUMAN RIGHTS, AND GOVERNANCE 71
ESSENTIAL PUBLIC SERVICES 73
ECONOMIC DEVELOPMENT AND ENERGY 74
EDUCATION 75

ANNEX E: REFERENCES 77

ANNEX F: PERSONS CONTACTED 82

ANNEX G: GENDER DATABASES 92

ANNEX H: GENDER STATISTICS 96
POPULATION AND GENERAL DEMOGRAPHICS 96
ECONOMIC PARTICIPATION 99
HEALTH 106
EDUCATION 107
POLITICAL PARTICIPATION 109
GENDER-BASED VIOLENCE 110

ANNEX I: OPPORTUNITIES AND SUCCESSFUL PRACTICES FOR GENDER INTEGRATION 113
CAPACITY BUILDING AND ADVANCEMENT ON THE JOURNEY TO SELF-RELIANCE 113
ECONOMIC AND WORKFORCE DEVELOPMENT 113
DEMOCRACY AND GOVERNANCE 114
WATER RESOURCES AND WASTEWATER MANAGEMENT 116
HEALTH CARE 117
EDUCATION 118
INFRASTRUCTURE PLANNING, OPERATION, AND MAINTENANCE 119
REFUGEE POPULATIONS IN HOST COMMUNITIES 120
COMMUNITY COHESION AND RESILIENCE RELATED TO REFUGEE CRISIS 120
DISADVANTAGED WOMEN, ESPECIALLY YOUTH AND PERSONS WITH DISABILITY 120

CONCLUSION 121

RECOMMENDATIONS 121
EFFECTIVE STRATEGIES FOR ADDRESSING GENDER-BASED VIOLENCE 122
CONCLUSION 125
RECOMMENDATIONS 125

LIST OF DOCUMENTS IMPLEMENTING PARTNERS REVIEWED 126
ANNEX J: RECOMMENDED INDICATORS FOR MEASURING GENDER EQUALITY OUTCOMES 127
THE RELEVANCE OF THE CAPABILITY APPROACH FOR USAID'S GENDER EQUALITY OBJECTIVE ... 127
THE CAPABILITY APPROACH 127

ACRONYMS

ADS	Automated Directive Systems
AIDS	Acquired Immune Deficiency Syndrome
ARDD	Arab Renaissance for Democracy and Development
CBO	Community-Based Organization
CDCS	Country Development Cooperation Strategy
CEPPS	Consortium for Elections and Political Processes Strengthening
CITIES	Cities Implementing Transparent, Innovative, and Effective Solutions
CofP	Community of Practice
CSO	Civil Society Organization
CSW	Commission on the Status of Women
DO	Development Objective
DOS	Department of Statistics
DRG	Democracy, Human Rights, and Governance
ECOSOC	Economic and Social Council
EFE	Education for Employment
ESCB	Energy Sector Capacity Building
EXO	Executive Office
FGD	Focus Group Discussion
FPD	Family Protection Department
GBV	Gender-Based Violence
GDP	Gross Domestic Product
GISR MENA	Governance Integration for Stabilization and Resilience in Middle East and North Africa
GOJ	Government of Jordan
HIV	Human Immunodeficiency Virus
INGO	International Nongovernmental Organization
IP	Implementing Partner
JNCW	Jordan National Commission for Women
JOD	Jordanian Dinar
JOHUD	Jordanian Hashemite Fund for Human Development
JWI	Jordan Water Infrastructure
JWU	Jordanian Women's Union
KII	Key Informant Interview

LGBTQ	Lesbian, Gay, Bisexual, Transgender, Transsexual, Queer
M&E	Monitoring and Evaluation
MESC	Management Engineering Services Contract, NRW (Non-Revenue Water) Miyahuna
MGF	Mashreq Gender Facility
MOPPA	Ministry of Parliamentary and Political Affairs
MOSD	Ministry of Social Development
MP	Member of Parliament
MSI	Management Systems International
NCFA	National Council for Family Affairs
NDI	National Democratic Institute
NGO	Nongovernmental Organization
NRP	National Resilience Plan
OECD	Organization for Economic Co-Operation and Development
PIRS	Performance Indicators Reference Sheet
PSL	Personal Status Law
ROLP	Rule of Law Program
SDO	Special Development Objective
SIGI	Sisterhood Is Global Institute
SME	Small or Medium-Size Enterprise
SOW	Scope of Work
TEA	Training for Employment Activity
TVTA	Technical Vocational Training Academy
UN	United Nations
UNDP	United Nations Development Program
UNESCO	United Nations Educational, Scientific, and Cultural Organization
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commission for Refugees
UNICEF	United Nations International Children's Emergency Fund
UNRWA	United Nations Work and Relief Agency
USAID	United States Agency for International Development
USG	United States Government
VAW	Violence Against Women
WEF	Women's Empowerment Framework
WHO	World Health Organization

WIT	Water Innovations Technologies Project
WMI	Water Management Initiative

EXECUTIVE SUMMARY

PURPOSE

USAID/Jordan is preparing to develop a new Country Development Cooperation Strategy (CDCS) for 2020–2025. To inform the new CDCS and future programming, USAID/Jordan commissioned Management Systems International (MSI) to contract a team of gender experts (the MSI Gender Team) to conduct a gender analysis and a gender assessment. This report documents the analysis and assessment findings and recommendations.

CONTEXT AND BACKGROUND

The Government of Jordan (GOJ) is facing many economic challenges: reinvigorating its economy in an unstable external environment, chronic high unemployment and underemployment rates, budget and current account deficits and government debt, an unprecedented refugee influx, disrupted trade routes and lower investments and tourism inflows, and persistent regional instability and reduced external assistance. To stimulate inclusive job-creating growth, boost productivity, and improve household welfare, Jordan must create conditions for greater competitiveness and private sector investment.

But can Jordan overcome its economic challenges without addressing gender equality? Both national and global evidence suggest that focusing on gender equality is not only the right but also the smart thing to do. Jordan has some of the lowest indicators in the world on labor force participation, productivity, and gender equality due to chronically low female labor force participation rates, which represent a high cost to the Jordanian economy and a missed opportunity cost that negatively impacts the gross domestic product and results in a loss of return on public spending on education. Simultaneously, the lack of trust and collaborative strategizing between government and civil society hinders progress on women's rights and gender equality.

Perceived corruption, limited commitment at the Ministerial level, and weak governance also hinder women's ascension into leadership positions in government, further reducing government support and capacity for advancing gender equality. Institutional weaknesses and the eroding relevance of some civil society organizations (CSOs) are also resulting in limited capacity for impactful advocacy for gender equality.

USAID can use its influence to holistically address the institutional challenges and constraints that hinder gender equality. Informants interviewed for this assessment believed that USAID should promote interventions to support gender equality—either directly through diplomacy or indirectly through its implementing partners (IPs) and their national counterparts and subgrantees. This approach will need support from a dedicated USAID team with the primary task of following up on, coordinating, and communicating USAID's strategy and progress across the USAID gender community of practice with the government, civil society, donors, and citizens.

FIELD RESEARCH METHODS

The MSI Gender Team applied a mixed-methods approach for field research, which was based on earlier document review and situational analysis provided in an inception report. The field research included semi-structured key informant interviews, group meetings, and secondary data analysis of project information and relevant statistics. Given the extensive research on gender issues in Jordan, the fieldwork was designed to confirm the gaps identified in the document review and solicit actionable, context-specific

recommendations that address identified gaps and highlight effective practices relevant for gender integration, with a focus on governance and inclusive economic development. Limitations to the field research include the reduced number of planned interviews due to the extended Eid holiday and the unavailability of key government officials for interviews.

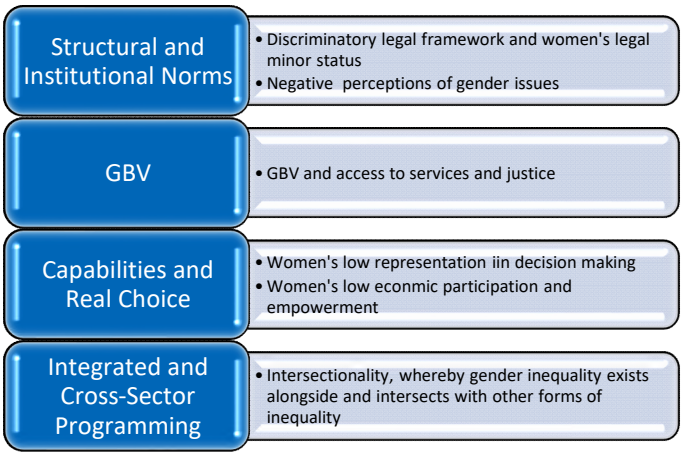
FINDINGS AND RECOMMENDATIONS

Field research findings confirmed the four programming gaps identified in the inception report as follows:

- Limited focus on structural and institutional norms (e.g., legal system, gender roles and beliefs).
- Low integration of sexual and gender-based violence (GBV).
- Lack of focus on capabilities and real choice indicators in program design, monitoring, and evaluation.
- Insufficient integrated programming and cross-sector linkages.

KEY GENDER ANALYSIS FINDINGS

The gender analysis found seven gender issues related to the above programming gaps: discriminatory legal framework and women's legal minor status; gender-based violence (GBV) and limited access to services and justice; lack of enabling environment and mechanisms; negative perceptions of gender issues; women's low representation in decision making; women's low economic empowerment and participation; and, intersectionality of gender inequality with other forms of inequality.



KEY GENDER ANALYSIS RECOMMENDATIONS

Recommendations also identify key stakeholders that USAID should support in addressing the above gender issues, including the GOJ, the Jordan National Commission for Women, other government agencies and donor organizations, and key CSOs. Detailed recommendations can be found in the body of the gender analysis, including the following:

Discriminatory legal framework and women's legal minor status. USAID and other donors should support constitutional reform to prohibit discrimination, draft an Equality Act, change the Nationality Law, harmonize family and civil legislation, establish a family court, and promote women's political participation.

GBV and limited access to services and justice. USAID and other donors should support criminalization of GBV and establishment of one-stop GBV centers, promote protection mechanisms for vulnerable groups, review national GBV reporting and processing procedures, and support awareness-raising campaigns that challenge traditional beliefs on gender.

Lack of enabling environment and mechanisms. USAID and other donors should support creation and monitoring of an enabling environment for women and other underrepresented groups at work, in other public spaces, and in political activity, and support media programs that challenge gender stereotypes.

Negative perceptions of gender issues. USAID and other donors should invest in developing gender awareness and expertise through government, civil society groups, higher education institutions, the media, and continuing research, including addressing notions of masculinity and the role of men in society and the family that reinforce negative gender ideologies.

Women's low representation in decision making. USAID and other donors should support legal reforms on freedom of speech and civil rights, engage both male and female politicians on gender equality issues, support programs to strengthen leadership skills for improved political and private sector engagement among women and other underrepresented groups, and support comprehensive reform of the political and electoral systems.

Women's low economic empowerment and participation. USAID and other donors should help improve working conditions in the agriculture, industrial, and hospitality sectors, remove work restrictions on refugees and migrants, eliminate the gender pay gap and ensure women's representation in leaderships positions in the public and private sectors, and promote vocational training, skills development, and safe access to the workplace.

Intersectionality of gender inequality with other forms of inequality. USAID and other donors should support equal access to services and justice for rural women, refugees, migrant workers, and persons with disabilities and help raise public awareness of the integral role gender equality plays in the realization of social justice and countering discrimination in the economy, education, health care, and justice systems.

KEY GENDER ASSESSMENT FINDINGS

The gender assessment found seven gender issues related to gender integration policy and practices: the impact of traditional gender roles and beliefs on program outcomes; the impact of inconsistent government capacity and buy-in on gender issues; IP staff's varying technical capacity for gender integration; the lack of gender equality objectives in IP programs; the lack of integrated and cross-sector programming; the lack of robust gender indicators to measure IP program impact; and, the need to strengthen USAID oversight and accountability systems for effective gender integration.

KEY GENDER ASSESSMENT RECOMMENDATIONS

Recommendations include advice in three key areas: gender strategy and gender team, contractual and accountability systems, and IP and government partner gender integration capacity and capability. Detailed recommendations can be found in the body of the gender assessment, including the following:

Gender strategy and gender team. USAID should include a development objective on gender equality in the Mission's 2020–2025 CDCS and the Mission should assign full-time staff for this objective.

Contractual and accountability systems. USAID should expand and deepen its requirements, oversight, and communication on gender integration and integrated programming at all project stages and levels and should include measures that track transformations in gender relations and the dynamics of participation and real choice capabilities.

IP and government partner gender integration capacity and capability. USAID should increase its requirements, guidance, capacity building, and evaluation of IP project-specific gender indicators.

RESOURCES FOR GENDER PLANNING AND GENDER INTEGRATION

This report also includes a set of annexes with additional resources to support USAID/Jordan's gender planning for the CDCS and gender integration in programming, including USAID toolkits on integrating GBV prevention and response in key development sectors. The annexes also provide key current gender

statistics, databases, and recommended indicators for reference in planning the integration of gender equality objectives in the new CDCS.

SUMMARY

USAID/Jordan has had substantial programming success on advancing gender equality in Jordan, but much work remains. USAID has the best comparative advantage to accompany Jordan on its journey to equitable and inclusive self-reliance. This report's findings and recommendations provide multiple examples, strategies, and resources for the Mission to include in its 2020–2025 CDCS and to adapt into its structure, processes, and procedures to maintain the momentum and realize the outcomes envisioned in the USAID's Gender Equality and Female Empowerment Policy.

ملخص تنفيذي

الهدف

تعمل الوكالة الأمريكية للتنمية الدولية في الأردن على إعداد استراتيجية التعاون التنموي الجديدة للسنوات 2020 - 2025 (المشار اليها في هذا التقرير او لاحقاً "بالإستراتيجية"). ومن أجل إعداد الاستراتيجية الجديدة وتصميم برامجها المستقبلية قامت الوكالة الأمريكية للتنمية الدولية في الأردن بتكليف الشركة الدولية للنظم الإدارية (MSI) للتعاقد مع فريق من الخبراء المتخصصين في موضوعات النوع الاجتماعي (المشار اليهم لاحقاً بـ "فريق الخبراء") لإجراء تحليل وتقييم النوع الاجتماعي. يوضّح التقرير هذا نتائج وتوصيات التحليل والتقييم.

الأُطر والمعلومات الأساسية

تُواجه حكومة المملكة الأردنية الهاشمية العديد من التحديات الاقتصادية وأبرزها تنشيط الاقتصاد المحاط ببيئة خارجية غير مستقرة وارتفاع معدلات البطالة بصورة مزمنة وانخفاض معدل فرص العمل مع وجود عجز مالي مرتفع في الموازنة العامة ومديونية حكومية مرتفعة. بالإضافة إلى تدفق أعداد غير مسبوقة من اللاجئين وتعطل أسواق التجارة الخارجية وتقلص الاستثمارات وتراجع أعداد السياح وعدم استقرار الأوضاع الإقليمية وانخفاض كبير في المساعدات الخارجية. ومن أجل تحفيز نمو اقتصادي شامل مبني على خلق فرص عمل وزيادة الإنتاجية وتحسين مستويات المعيشة يجب على الأردن خلق الظروف الملائمة لتحقيق المزيد من التنافسية واستقطاب الاستثمارات في القطاع الخاص.

لكن يبقى السؤال: هل يستطيع الأردن تجاوز تحدياته الاقتصادية دون معالجة قضايا المساواة بين الجنسين؟ تشير الأدلة على المستويين الوطني والعالمي إلى أن التركيز على المساواة بين الجنسين لا يعد فقط امرا مهما وانما من المجدي فهمه ومعالجته. يعد الأردن أحد الدول التي تتدني فيها المؤشرات في مجالات مشاركة القوى العاملة والإنتاجية والمساواة بين الجنسين عالميا. وذلك بسبب استمرار انخفاض معدلات مشاركة الإناث في سوق العمل وبالتالي تشكّل كلفة عالية على الاقتصاد الوطني، وتعتبر فرصة ضائعة تؤثر سلباً على الناتج المحلي الإجمالي والتي بدورها تؤدي الى خسارة العائد من الإنفاق الحكومي على التعليم. وفي الوقت ذاته، فإن انعدام الثقة وغياب التعاون ما بين الحكومة والمجتمع المدني يعيق التقدم في مجالات حقوق المرأة والمساواة بين الجنسين.

ثمة أمور أخرى تعيق وصول المرأة إلى الوظائف القيادية الحكومية مثل تصور وجود حالات من الفساد ومحدودية الالتزام على المستوى الوزاري وضعف الحاكمية والتي تقلص من الدعم والإمكانات الحكومية للتقدم في موضوعات المساواة بين الجنسين. كما أن الضعف المؤسسي وعدم فاعلية بعض مؤسسات المجتمع المدني أدى إلى إحداث قدرات محدودة للتأييد المؤثر في قضايا المساواة بين الجنسين.

تستطيع الوكالة الأمريكية للتنمية الدولية استخدام تأثيرها وجهودها للتعامل بشكل شامل مع هذه التحديات والمعيقات المؤسسية لمواجهة موضوع المساواة بين الجنسين. يعتقد الأشخاص الذين تمت مقابلتهم لهذا الغرض أنه يجب على الوكالة الأمريكية للتنمية الدولية أن تعزز من البرامج التي تدعم موضوعات المساواة بين الجنسين سواءً بشكل مباشر من خلال الدبلوماسية أو بشكل غير مباشر من خلال شركائها التنفيذيين ونظرائهم من المجتمع المحلي ومتلقّيي المنح. إن هذا النهج يتطلب دعماً من فريق مختص من الوكالة الأمريكية للتنمية الدولية بحيث يتم تكليّفه بمتابعة وتنسيق ونقل استراتيجية الوكالة الأمريكية للتنمية الدولية لدى الجهات التي تتعامل معها في الحكومة والمجتمع المدني والجهات المانحة والمواطنين.

أساليب البحث الميداني

قام فريق الخبراء لدى الشركة الدولية للنُظم الإدارية (MSI) بتطبيق نهج قائم على طرق متنوعة في البحث الميداني والتي تستند إلى مراجعة المستندات السابقة وتحليل الوضع الوارد في التقرير الأولي. وشمل البحث الميداني إجراء عدد من المقابلات مع أشخاص رئيسيين وعقد الاجتماعات مع المجموعات البؤرية وتحليل البيانات والمعلومات من المشاريع والإحصاءات ذات العلاقة. ونظراً لتواجد عدد كبير من البحوث التي أجريت على قضايا النوع الاجتماعي في الأردن، تم تصميم سياق العمل الميداني لدراسة الفجوات التي تمت الاشارة إليها في المستندات السابقة والتي من الممكن اتخاذ اجراءات بشأنها وتقديم توصيات محددة لمعالجتها وتسليط الضوء على ممارسات فعالة تتعلق بدمج النوع الاجتماعي، مع التركيز على الحاكمية والتنمية الاقتصادية الشاملة. تشمل مُقيّدات البحث الميداني قلة عدد المقابلات التي أجريت وذلك بسبب طول فترة عطلة العيد وعدم توافر كبار المسؤولين الحكوميين لإجراء المقابلات معهم.

النتائج والتوصيات

أكدت نتائج البحث الميداني على الثغرات البرامجية الأربع التي توصل إليها التقرير الأولي وهي كما يلي:

- ضعف التركيز على المعايير الهيكلية والمؤسسية (مثل النظام القانوني وأدوار ومعتقدات النوع الاجتماعي).
- ضعف الدمج بين العنف الجنسي والعنف المبني على النوع الاجتماعي.

- عدم التركيز على القدرات ومؤشرات الاختيار الحقيقي في تصميم ومراقبة وتقييم البرنامج.
- عدم كفاية البرامج المتداخلة بين مختلف القطاعات والربط ما بينها.

النتائج الرئيسية لتحليل النوع الاجتماعي

أظهر تحليل النوع الاجتماعي وجود سبع قضايا نوع اجتماعي ذات صلة بالثغرات البرامجية المذكورة أعلاه وهي: 1) الإطار القانوني القائم على التمييز، 2) الوضع القانوني للمرأة كقاصر، 3) العنف المبني على النوع الاجتماعي، 4) محدودية الوصول الى الخدمات واللجوء إلى العدالة، 5) عدم وجود البيئة الملائمة للتمكين، 6) الانطباعات السلبية حول قضايا النوع الاجتماعي، 7) ضعف تمثيل المرأة في مواقع صنع القرار، 8) ضعف التمكين الاقتصادي والمشاركة الاقتصادية للمرأة، 9) تداخل موضوعات عدم المساواة بين الجنسين مع أشكال أخرى من عدم المساواة.

التوصيات الرئيسية الناتجة عن تحليل النوع الاجتماعي

حددت توصيات التقرير أهم أصحاب العلاقة الذي ينبغي على الوكالة الأمريكية للتنمية الدولية توجيه الدعم لهم في التعامل مع قضايا النوع الاجتماعي، ومن ضمنهم الحكومة الأردنية واللجنة الوطنية الاردنية لشؤون المرأة والمؤسسات الحكومية الأخرى والجهات الدولية المانحة بالاضافة الى منظمات المجتمع المدني الرئيسية.

تفاصيل التوصيات موجودة ضمن تقرير تحليل النوع الاجتماعي وتشمل ما يلي:

الإطار القانوني القائم على التمييز والوضع القانوني للمرأة كقاصر: يجب على الوكالة الأمريكية للتنمية الدولية والجهات المانحة الأخرى دعم الإصلاحات الدستورية للحد من التمييز وإعداد مشروع قانون المساواة وتعديل قانون الجنسية ومواءمة تشريعات الأسرة مع القانون المدني واستحداث محاكم للبحث في الأمور الأسرية "محكمة الأسرة" وتشجيع المشاركة السياسية للمرأة.

العنف المبني على النوع الاجتماعي ومحدودية الوصول الى الخدمات واللجوء إلى العدالة: يجب على الوكالة الأمريكية للتنمية الدولية والجهات المانحة الأخرى دعم تجريم العنف المبني على النوع الاجتماعي وتأسيس مراكز للتعامل مع قضايا العنف المبني على النوع الاجتماعي وتعزيز آليات حماية الفئات الضعيفة ومراجعة التقارير الوطنية وإجراءات التعامل مع قضايا العنف المبني على النوع الاجتماعي ودعم حملات زيادة الوعي لمواجهة الأفكار التقليدية حول قضايا النوع الاجتماعي.

عدم وجود البيئة والالية المناسبة: يجب على الوكالة الأمريكية للتنمية الدولية والجهات المانحة الأخرى دعم إيجاد بيئة تساعد على تمكين المرأة والفئات الأقل تمثيلاً في أماكن العمل والأماكن العامة الأخرى وفي النشاط السياسي ودعم البرامج الإعلامية التي تتصدى للصور النمطية حول قضايا النوع الاجتماعي.

الانطباعات السلبية حول قضايا النوع الاجتماعي: يجب على الوكالة الأمريكية للتنمية الدولية والجهات المانحة الأخرى الاستثمار في زيادة الوعي والخبرات المتعلقة بالنوع الاجتماعي داخل المؤسسات الحكومية ومنظمات المجتمع المدني ومؤسسات التعليم العالي والإعلام بما فيها التعامل مع مظاهر الذكورة ودور الرجل في المجتمع والأسرة التي تعزز الانطباعات السلبية حول النوع الاجتماعي.

التمثيل الضعيف للمرأة في مواقع صنع القرار: يجب على الوكالة الأمريكية للتنمية الدولية والجهات المانحة الأخرى العمل على دعم الإصلاحات القانونية حول حرية التعبير والحقوق المدنية وإشراك السياسيين من الرجال والنساء في بحث قضايا المساواة بين الجنسين ودعم برامج تعزيز المهارات القيادية لتحسين مشاركة النساء، خاصة من المجتمعات الأقل تمثيلاً، في السياسية والقطاع الخاص ودعم الإصلاحات الشاملة للنظم السياسية و قوانين الانتخاب .

ضعف التمكين الاقتصادي والمشاركة الاقتصادية للمرأة: يجب على الوكالة الأمريكية للتنمية الدولية والجهات المانحة الأخرى المساعدة في تحسين ظروف العمل في قطاعات الزراعة والصناعة والفندقة وإزالة قيود العمل أمام العاملات واللاجئات والمهاجرات. بالإضافة إلى

خفض فارق الأجر بين الجنسين وضمان تمثيل النساء في المواقع القيادية في القطاعين العام والخاص وتشجيع التدريب المهني وتطوير المهارات والوصول الآمن إلى موقع العمل.

تداخل موضوعات عدم المساواة بين الجنسين مع أشكال أخرى من عدم المساواة: يجب على الوكالة الأمريكية للتنمية الدولية والجهات المانحة الأخرى دعم الوصول المتكافئ إلى الخدمات والعدالة للنساء في الريف والعاملات واللاجئات والمهاجرات و ذوي الاحتياجات الخاصة والمساعدة في نشر الوعي حول الدور التكاملي للمساواة بين الجنسين في الاقتصاد والتعليم والرعاية الصحية ونظم العدالة.

النتائج الرئيسية لتقييم النوع الاجتماعي

بينت نتائج تقييم النوع الاجتماعي وجود سبع قضايا نوع اجتماعي ذات صلة بسياسات وممارسات تكامل النوع الاجتماعي وهي: أثر الأدوار والمعتقدات التقليدية للنوع الاجتماعي على نتائج البرنامج وأثر عدم اتساق القدرات الحكومية وعدم تقبل قضايا النوع الاجتماعي وتفاوت مهارات وخبرات النوع الاجتماعي لدى موظفي الجهات المنفذة وضعف أو قلة وجود أهداف المساواة بين الجنسين في برامج الجهات المنفذة وضعف البرامج المتكاملة والمشتركة ما بين القطاعات وعدم وجود مؤشرات النوع الاجتماعي المؤثرة لقياس أثر برامج الجهات الشريكة المنفذة والحاجة لتعزيز نظم الوكالة الأمريكية للتنمية الدولية للمراقبة والمساءلة من أجل تكامل فعال للنوع الاجتماعي.

التوصيات الرئيسية الناتجة عن تقييم النوع الاجتماعي

تشمل التوصيات تقديم المشورة إلى الوكالة الأمريكية للتنمية الدولية في الأردن في ثلاثة مجالات هي: استراتيجية وفريق النوع الاجتماعي وأنظمة التعاقد والمسائلة والقدرات والإمكانات في موضوع تكامل النوع الاجتماعي لدى الجهات الشريكة والحكومية المنفذة.

تفاصيل التوصيات موجودة ضمن تقرير تقييم النوع الاجتماعي وتشمل ما يلي:

استراتيجية وفريق النوع الاجتماعي: يجب على الوكالة الأمريكية للتنمية الدولية تضمين الهدف التنموي للمساواة بين الجنسين في إستراتيجية التعاون التنموي للسنوات 2020 - 2025 وتكليف موظفين دائمين مسؤولين عن تحقيق هذا الهدف.

أنظمة التعاقد والمساءلة: يجب على الوكالة الأمريكية للتنمية الدولية زيادة المتطلبات اللازمة والتوسع في نطاق إشرافها وتواصلها في نطاق تكامل النوع الاجتماعي وتكامل البرامج خلال كافة مراحل المشروع والعمل على تضمين أدوات لتتبع التطور في علاقات النوع الاجتماعي ومتابعة ديناميكيات المشاركة وقدرات المرأة الفعلية على الاختيار.

القدرات والإمكانات في مجال تكامل النوع الاجتماعي لدى الجهات الشريكة والحكومية المنفذة: يجب على الوكالة الأمريكية للتنمية الدولية زيادة المتطلبات والتوجيه وبناء القدرات وتقييم المؤشرات الخاصة بالنوع الاجتماعي لدى الجهات المنفذة للمشروع.

مصادر التخطيط وإدماج النوع الاجتماعي

يتضمن هذا التقرير مجموعة من الملاحق والمصادر الإضافية الداعمة لخطة الوكالة الأمريكية للتنمية الدولية في الأردن للنوع الاجتماعي والاستراتيجية التعاون التنموي وإدماج النوع الاجتماعي، بما فيها حزمة أدوات إدماج منع العنف المبني على النوع الاجتماعي والتعامل معه في القطاعات التنموية الرئيسية. كما تعرض الملاحق مجموعة من الإحصاءات الحديثة للنوع الاجتماعي وقواعد البيانات ومؤشرات للاسترشاد بها في وضع خطط إدماج أهداف المساواة بين الجنسين في الاستراتيجية الجديدة.

الخلاصة

حققت الوكالة الأمريكية للتنمية الدولية الأردن نجاحاً رئيسياً في وضع الخطط والبرامج لتحسين حالة النوع الاجتماعي في الأردن، إنما لا يزال طريق العمل طويلاً. تتمتع الوكالة الأمريكية للتنمية الدولية بالميزة التنافسية الفضلى لمرافقة الأردن في رحلته لتحقيق الاعتماد على الذات. تعرض نتائج التقرير وتوصياته مجموعة من النماذج والإستراتيجيات والموارد أمام الوكالة لشمولها في إستراتيجيتها للأعوام 2020 - 2025 وتعديل الهيكلية والعمليات والإجراءات وبالتالي تحقيق النتائج المنشودة في سياسة الوكالة الأمريكية للتنمية الدولية للمساواة بين الجنسين وتمكين المرأة.

REPORT PURPOSE

USAID/Jordan is preparing to develop a new Country Development Cooperation Strategy (CDCS) for 2020–2025. To inform the new CDCS and future programming, USAID/Jordan commissioned Management Systems International (MSI) to contract a team of gender experts (the MSI Gender Team) to conduct a gender analysis and gender assessment. This report documents the analysis and assessment findings and recommendations.

GENDER ANALYSIS

This analysis identifies gender disparities in households, communities, and the nation and the impact of gender norms, power relations, and legal systems on gender issues in Jordan. Using the framework of USAID's five domains of gender equality—laws, policies, regulations, and institutional practices; gender ideologies, norms, and beliefs; gender roles, responsibilities, and time use; access to and control over assets and resources; and patterns of power and decision making—the analysis addresses three research areas of interest to USAID: gender issues, opportunities for gender integration, and program targets and locations. The analysis identifies differences between the status of men and women; their differential access to assets, resources, opportunities, and services; the influence of gender norms on paid employment, unpaid work, and gender-based violence (GBV); the influence of gender norms on leadership roles and decision making; constraints on empowering women and girls; and differential impacts of national laws and policies on men and women.

GENDER ASSESSMENT

The gender assessment reviews the programs of the Jordan Mission and its implementing partners (IPs) and their ability to monitor and respond to gender issues in four research areas of interest to USAID—gender constraints and opportunities, organizational change for gender equality, successful practices for gender integration, and new approaches for gender integration—and makes recommendations for how to build on strengths and address current challenges.

REPORT AUDIENCE

The primary audience for this report is USAID staff engaged in developing the USAID/Jordan CDCS. USAID/Jordan's Gender Team will also find the report useful as they work on gender integration tasks and activities. Contract and program management staff at the Mission may find the information and recommendations useful to their oversight of IP proposals and program implementation and reporting.

CONTEXT AND BACKGROUND

One of Jordan's major challenges is to reinvigorate its economy in an unstable external environment. Regional turmoil and the global economic slowdown contributed to slower growth from 2010 to 2017, hurting export-oriented sectors, construction/real estate, and tourism. Other contributors to economic weakness include chronic high unemployment and underemployment rates, budget and current account deficits, and government debt. Adverse regional developments, including the Syria and Iraq crises, remain the largest recent shock affecting Jordan, reflected in an unprecedented refugee influx (more than 80 percent of whom live in Jordan's urban areas), disrupted trade routes, and lower investments and tourism inflows (particularly as a result of economic slowdown in the Gulf Cooperating Countries). Persistent regional instability and reduced external assistance continue to put pressure on Jordan. To stimulate inclusive job-

creating growth, boost productivity, and improve household welfare, Jordan must create conditions for greater competitiveness and private sector investment. Pushing forward with an agenda of economic growth and prosperity, however, while also introducing higher taxes and stricter conditions on public spending, is further complicated by the challenge of satisfying the growing numbers of financially strapped and politically constrained citizens who periodically take to the streets in protest, threatening the country's internal stability.

But can Jordan overcome its economic challenges without addressing gender equality? Both national and global evidence suggest that focusing on gender equality is not only the right but also the smart thing to do. Jordan has some of the lowest indicators in the world on labor force participation, productivity, and gender equality due to chronically low female labor force participation rates, which represent a high cost to the Jordanian economy and a missed opportunity cost that negatively impacts the gross domestic product (GDP) and results in a loss of return on public spending on education. An International Labour Organization study estimated that Jordan's gender gap in labor force participation yields a 21 percent loss in the GDP, which is valued at $8 billion based on 2014 figures.[1] Women's absence from the labor market also impacts household poverty by increasing dependency ratios (the ratios of dependents to working-age people).

> *We know that long-term, sustainable development will only be possible when women and men enjoy equal opportunity to rise to their potential. But today, women and girls continue to face disadvantages in every sector in which we work, and in other cases, boys are falling behind. With this policy, we can ensure our values and commitments are reflected in durable, meaningful results for all.*
>
> *— Former USAID Administrator Rajiv Shah*

Prospects for male and female youth also highlight why addressing gender equality must be part of the solution for Jordan's future and its path to self-sufficiency. Constituting 70 percent of Jordan's population, youth can become key engines for economic and social progress, but close to one-third of young people in Jordan are classified as not in employment, education, or training (NEET). The NEET rate among young women is triple that of young men (43.8 percent vs. 14.5 percent). And as the lack of trust between civil society and government is growing, youth civic engagement is limited. Only 2.7 percent of youth are members of a charitable society and only 2.3 percent belong to a youth, cultural, or sports organization.[2]

Civil society, informants believe, is losing faith that the government is committed to taking practical steps to achieve reform on gender priorities or personal and democratic freedoms in general. They point to the limited number of serious opportunities provided by the government to collaborate and strategize with civil society to move forward in tangible steps towards reform. This has resulted in what informants believe is an increasingly "adversarial relationship" between the two oftentimes impacting citizens' rights and welfare even beyond women's rights and gender issues. Informants were unanimous in framing this situation within the larger regional political context and its "demands on Jordan" contributing to the overall tense relationship between government and civil society on issues of democracy, political expression and activism. On issues of gender in particular, the limited space for pursuing personal freedoms against the backdrop of the government's political strategy to maintain positive relationships

[1] Zafiris Tzannatos, *Effects of Gender Inequality in Employment and Pay in Jordan, Lebanon, and the Occupied Palestinian Territory: Three Questions Answered* (ILO, 2016),18; *Jordan Times* (January 17, 2019).
[2] OECD, *Youth Wellbeing Policy Review in Jordan* (OECD, 2018).

with influential political parties seen as integral to the country's continued stability has in turn bolstered the power of conservative and religious groups and tribes over individuals, according to informants.

In addition, perceived corruption and weak governance hinder women's ascension into leadership positions in government, further reducing government support and capacity for advancing gender equality. A range of research finds correlations between women's participation in government and lower corruption levels, which in turn enable greater female participation and leadership.[3] Given the patriarchal, tribal, and nepotistic contexts supporting men's socioeconomic advantage and access to leadership positions and decision making, women and society stand to benefit from clearer pathways to leadership that bypass non-transparent practices of appointment and access to knowledge, influential networks, and opportunity. Frequent turnover in leadership positions in government ministries, along with varying levels of support for the gender equality agenda, add to the constraints on government political commitment to gender equality institutionally, legislatively, and in delivery of services.

Institutional weaknesses and therefore limited capacity for effective and impactful advocacy of civil society organizations (CSOs), as well as limited government capacity and commitment, are also hindering progress toward gender equality. Technical and financial challenges are eroding CSOs' relevance and effectiveness and limiting their ability to collaborate. Informants expressed concern over the lack of collaboration and coalition building among women-focused CSOs and the implications this has for forward momentum on Jordan's gender equality agenda.

USAID can use its influence to holistically address the institutional challenges and constraints that hinder gender equality through their reinforcement of traditional gender norms. Informants believed that USAID should promote interventions to support gender equality—either directly through diplomacy or indirectly through its IPs and their national counterparts and subgrantees. This approach will need support from a dedicated USAID team with the primary task of following up, coordinating, and communicating USAID's strategy and progress across the USAID gender community of practice (CofP) with the government, civil society, donors, and citizens.

CRITICAL RESEARCH FACTORS

Four gender programming gaps identified through a desk review for the inception report determined the critical factors for this study's field research. Understanding these factors through the lens of a gender analysis and assessment will help USAID/Jordan develop a strategic plan and a set of guidelines and programs to promote gender equality and female empowerment. The four research factors are as follows:

- **Structural and institutional norms** of family; tribe; traditional beliefs; and political, educational, and legal systems constrain the enabling environment for gender equality.
- **Sexual and gender-based violence (SGBV**) transforms what should be safe spaces—home, school, the workplace—into places of perpetual fear of violence, often with impunity. SGBV

[3] See Transparency International, "Gender Equality and Corruption; What Are the Linkages," Policy Brief 1 (Transparency International, 2014) and references cited therein. https://www.transparency.org/whatwedo/publication/policy_position_01_2014_gender_equality_and_corruption_what_are_the_linkage

facilitates social exclusion and comes with high costs for survivors, their families and communities, the workplace, and the civic space.

- **Real choice indicators**, the five steps people go through in exercising real choice, include the existence of (alternative) opportunities, knowledge of opportunities, freedom to access opportunities, freedom of choice, and the ability to act on a choice to achieve the capability. (See Annex J for a detailed discussion on real choice indicators.)
- **Integrated programming and cross-sector linkages** occur when elements of two or more development approaches combine in one project design to address key contributors to poverty and underdevelopment. Cross-sector linkages often take place at the community level, where they can generate transformational development.

The gender analysis and assessment address these factors by identifying strategies and successful practices for promoting expression of real choice that can mitigate the disabling effects of structural and institutional norms and SGBV and effectively combine cross-sector initiatives for integrated programming.

As USAID/Jordan develops its 2020–2025 CDCS, it has an opportunity to design and support approaches beyond individual capacity building. Strategically integrating institutional and individual transformation initiatives can help move Jordanian communities from persistent gender inequality to enduring gender equality.

FIELD RESEARCH METHODOLOGY AND LIMITATIONS

FIELD RESEARCH METHODS

The MSI Gender Team applied a mixed-methods approach for field research, which was based on earlier document review and situational analysis provided in an inception report. The field research included semi-structured key informant interviews (KIIs), group meetings, and secondary data analysis of project information and relevant statistics. Given the extensive research on gender issues in Jordan, the fieldwork was designed to confirm the programming gaps identified in the document review and solicit context-specific recommendations that address identified gaps and highlight effective practices relevant to USAID's planned areas of focus. (See Annex B for more detailed information on methodology and limitations.)

FIELD RESEARCH SAMPLING STRATEGY

The field research occurred between July 18 and August 28, 2019. Group meetings with civil society groups outside Amman took place in Irbid, Karak, and Mafraq to get a sense of gender constraints and opportunities in relation to the five USAID domains of gender analysis and to contextualize gender relations outside Amman. Additional group meetings and KIIs in Amman were held with Mission staff, IP staff, and government and civil society representatives. Table 1 details the scope of the information and data collected to inform the field research.

TABLE I. SCOPE OF FIELD RESEARCH DATA COLLECTION

Information and Data Collection Method	Scope
Key informant interviews	56 representatives from civil society, government, and IPs
Group meetings	10 group meetings (number of participants in parentheses): • Three in Karak (10), Irbid (10), and Mafraq (8) with civil society groups • Two implementing partner (IP) monitoring and evaluation staff: Group 1 (19) and Group 2 (9) • One IP gender focal points (9) • One donor group (13) • Two USAID/Jordan contracting officer's representatives (CORs) and agreement officer's representatives (AORs); Group 1 (4) and Group 2 (16) • One USAID/Jordan Gender Team (3)
IP program document reviews	115 documents, including work plans, annual and quarterly reports, gender strategies, and monitoring and evaluation

LIMITATIONS

The MSI Gender Team experienced three field research challenges that indicate limitations to the analysis and assessment. First, the team could not secure host group meetings for 10 days during the extended Eid period, as many key informants were unavailable. The long Eid period also did not allow enough time to conduct the seven CSO group meetings outside Amman as proposed in the field research work plan. Second, many key government officials—most notably those from agencies overseeing women's and youth affairs—were unavailable for interviews. Although a broader reach, particularly including more government officials' input, would have been ideal, the field research findings both confirmed the factors identified in the inception report and displayed a high level of consistency. Third, the extent and depth of USAID's programming across multiple sectors could not all be fully researched and analyzed for the assessment within the limited time frame. For this reason, the researchers, after consultation with USAID, focused more on democracy and governance as well as economic development.

GENDER ANALYSIS

INTRODUCTION

Realizing gender equality in Jordan is a challenge. Women have reduced legal rights in comparison with their male counterparts, especially in terms of the absence of a provision in the constitution to safeguard women's equal status (article 6), severely restricted residency and citizenship rights for their children and, most importantly, the continued treatment of women as legal minors under the Personal Status law leaving women and girls under the legal guardianship of their male guardians on matters of marriage, divorce, alimony and financial guardianship of their children. The labor law also does not treat men and women as equals impeding women's substantial economic participation. Also, although girls can access education and have higher completion rates than boys, they do not reap the same employment benefits upon graduation. Female labor force participation rates have been low and stagnant for years; female business ownership rates are also low. Institutions such as family, religious organizations, and civil society that shape the context of life in Jordan often reinforce and normalize restrictions on women's and girls' ability to be safe from violence and to make decisions about their own lives. The challenges to achieving equality are also heightened for males and females from marginalized groups, including youth, refugees, and persons with disabilities.

FIVE DOMAINS OF GENDER ANALYSIS AND CAPABILITIES

LAWS, POLICIES, REGULATIONS, AND INSTITUTIONAL PRACTICES

OPPORTUNITIES FOR EQUAL REPRESENTATION IN THE LAW

Although informants noted progress in the legal domain, they also said much more work remains. For example, informants pointed to recent legal and policy reforms, including amendments to the penal code—particularly the annulment of Article 308, which allowed a rapist to escape punishment by marrying his victim; reforms to the Personal Status Law (PSL); amendments to the Family Violence Law; and the criminalization of sexual violence in labor law. Nonetheless, several informants described gender equality reforms as "half-done," saying they were "relatively accommodating conservative views," "unstable and unpredictable," and "do not reflect a holistic vision of change."

For example, although Jordan raised the legal age of marriage to 18 for both men and women in 1999, a loophole remained that allowed girls and boys younger than 18 to marry in exceptional circumstances. But "exceptional circumstances" was never defined, so the practice of early marriage continued, affecting mostly girls. Based on Department of Statistics (2018) figures, there were 8,226 registered marriages of girls ages 15–17 in 2018, compared with 284 marriages of boys under the age of 18.[4] Furthermore, informants shared examples of exceptional circumstances being accepted to conduct the marriage of girls younger than 15, particularly among Syrian refugee girls. The 1999 reform paved the way for serious abuses of girls' rights; according to the Population and Family Health Survey (2018), 14 percent of women surveyed were married before age 18 and 2 percent before age 15.[5] In 2018, debate around this loophole began with people demanding a prohibition on all justifications for conducting early marriage of girls.

[4] Department of Statistics, "Marriage and Divorce Statistics, 2018." Available at: http://www.dos.gov.jo/dos_home_a/main/vitality/Marriage_and_Divorce/2018/Marriages3.pdf; http://www.dos.gov.jo/dos_home_a/main/vitality/Marriage_and_Divorce/2018/Marriages4.pdf

[5] Department of Statistics, "Population and Family Health Survey, 2018." Available at: http://www.dos.gov.jo/dos_home_e/main/linked-html/DHS2017_en.pdf, p. 63

However, the most recent changes preserve this discriminatory practice in the law, allowing exceptional circumstances at age 16. A common response among informants in this study was that "based on this change, marriage at the age of 16 for girls will become the norm rather than the exception."

Also, informants pointed out that women's legal status as minors significantly hinders gender equality. PSL guardianship and custodianship provisions undermine women's legal position and their right to full legal personhood. Women under the age of 30 are legally viewed as needing a male guardian's protection and guidance. In addition, male guardianship can extend beyond age 30 if a woman is deemed untrustworthy or capable of doing harm to herself, but the law only vaguely defines women's interests concerning male guardianship. The same philosophy that views women as dependents in family law is clearly applied across other areas of civil law, where women are perceived as half-class/minor citizens and hence cannot pass nationality to their children and husbands. Article 9 of the Nationality Law stipulates, "The children of a Jordanian man shall be Jordanian wherever they are born." Article 8 states, "A foreign woman who marries a Jordanian national may acquire Jordanian nationality if she so wishes by making a written statement to that effect."[6] Given the connections between discriminatory provisions in civil and Sharia law, making changes to one area but not the other will not promote gender equality.

The legal framework's protectionist nature toward women and failure to acknowledge discriminatory practices also impede gender equality. As one informant explained:

> *Some laws are perplexing; they are neutral but at the same time discriminatory. For example, some aspects of the labor laws are neutral, and by being so they are discriminatory because neutrality does not address challenges beyond the law, nor acknowledge the historical and systematic discrimination against women or practices of GBV. At the same time, the labor laws have a protectionist nature, limiting the type of work women can do and specifying limits on working hours, but lack regulations and procedures to encourage the promotion and training of women and monitoring mechanisms to eradicate discriminatory practices.*

EQUAL LAWS AND DISCRIMINATORY PRACTICES

Informants pointed out that discrimination against women persists even after laws change. For example, a 2007 amendment to the Passport Law stipulated that women no longer required permission from a guardian or husband to obtain a passport. However, several women activists shared experiences of being asked to have their father or husband present when having their passports issued or renewed, even after this change to the law. Similarly, when a woman acts as a witness at a bank for land or property sales, her testimony carries only half the weight of a man's testimony—a practice that has no basis in civil law but is somehow considered valid based on PSL provisions.

REGULATIONS AND INSTITUTIONAL BARRIERS: ACCESS AND CHOICE

Although all gender analysis informants emphasized that no laws prevent women's access to justice, politics, resources, education, or health, they noted a lack of effective mechanisms to ensure women's equal access to opportunities. Focus group informants and interviewees also acknowledged that the interdependence of civil law, Sharia law, and tribal customary practices limits women's access to opportunities and hinders the realization of gender equality in political and economic participation.

DECISION-MAKING PROCESSES AND TRIBAL INFLUENCE

Another issue informants raised relates to tribal authority over decision-making processes and resources. For example, women cannot nominate themselves to municipality councils or stand for parliamentary

[6] http://moi.gov.jo/EchoBusV3.0/SystemAssets/PDFs/AR/Laws/lawNew/قانون%20الجنسية.pdf

elections without their tribe's permission. Although men's decisions are also not entirely free, they can more easily challenge their tribe's decision by standing for election in another location or, as is typically the case, have the resources to fund their campaigns. Women are less likely to stand for election outside their hometown or have the resources to self-fund a campaign. The electoral laws and quota system were both criticized for empowering tribes and allowing them to control an individual's choice in standing for election and fully participating in political processes. As one informant stated:

> *The current election laws and quota system continue to exclude qualified men and women from decision-making processes. The one-man, one-vote system allows the election of one person, which entails a collective decision by the tribe to nominate one candidate, and thus any candidate that challenges the collective will of the tribe will fail to succeed. The quota, on the other hand, added another layer of discrimination against women and contributed to limiting access to decision-making processes for those women who belong to tribes. It also serves [the] tribe's interests rather than the national interests.*

The election laws and quota system are seen by informants as insufficiently empowering mechanisms for all citizens regardless of their origin, geographic location, religious ethnicity and gender.[7] The current distribution of quota seats for women is perceived to be primarily skewed in favor of tribal areas, according to informants, and has restricted the ability of women to engage in politics; rather, the law has been used by smaller tribes and families in those areas to forge an otherwise impossible pathway to parliament through the quota seats,

ACCESS TO JUSTICE

Weak enforcement of gender equality laws substantially impedes women's equal access to justice. Many informants shared experiences of how customary tribal law prevails over civil and Sharia laws. For example, women in rural areas do not report violence due to family ties with the police, and judges are often discouraged from registering divorces with the court. In all three focus groups—in north, south, and middle Jordan—participants gave the example of women being asked to have their fathers present during divorce cases, even though this is not a legal requirement. This practice derives from judges' perception that they must ensure that no tribal conflict will result from a woman's decision to divorce, particularly if she belongs to a tribe. This discriminatory practice is also an extension of a male guardian's control over a woman's agency and her decision to divorce. Although such practices are also reported in Amman and other cities, they are more commonly practiced in tribal communities and rural areas.

Unequal access to legal representation also impedes justice. Women often lack resources, so without family support, they are likely unable to pay for legal proceedings. Also, LGBTQ community members are often refused legal representation. One informant explained that even when lawyers or legal advocates are sympathetic toward LGBTQ individuals, they are often too fearful of the potential repercussions of representing their cases or providing any semblance of explicit support, sometimes fearing for their own personal safety. Access to legal representation also remains a challenge for women with disabilities, women in rural areas, and refugee women.

[7] Jordan's election law has consistently been criticized for selectively empowering less populated tribal areas over more diverse, heavily populated and politicized cities in order to ensure continued political stability-based on providing an advantage to influential tribes, which are seen as the backbone of the political system.

KNOWLEDGE, ALTERNATIVES, AND REAL CHOICE CAPABILITIES

For women to make real choices, they must know their rights, have access to opportunities, and be able to overcome institutional barriers. Awareness of laws and policies that women can use to build their capacities is limited. Most informants noted that "women's knowledge of their rights remains a challenge." For example, informants who work in support services and legal aid programs indicated that women who live in rural areas, have a lower education level, are unemployed, or are refugees are less likely to seek legal assistance and support than employed and highly educated women are. Further, organizations providing support to women have limited capacity and outreach and operate mostly in Amman and other big cities.

GENDER-BASED VIOLENCE

Recent changes to the Family Violence Law are incomplete and have not incorporated the demands of nongovernmental organizations (NGOs). Issued in 2008 and amended in 2017, the law drew many critiques from informants, including that it is more concerned with family reconciliation than with protecting survivors and punishing perpetrators; that no regulations beyond this law exist for judges to refer to or be bound by; and that the law only narrowly defines "family" and its members, withholding protection from others in the same household, such as domestic workers. Apart from sexual violence provisions in the labor laws, which informants criticized for not providing adequate protection for women in cases of sexual abuse by coworkers, no other laws criminalize GBV in public spaces.

Also, the law does not provide protection for vulnerable groups. For example, although Jordan is one of the biggest refugee host countries, no laws protect refugees and migrant women. Additionally, a study on persons with disabilities in Jordan found that women with disabilities are more vulnerable and stigmatized than their male counterparts and that refugee women with disabilities are more likely than others to suffer GBV in their displaced communities.[8] And children with disabilities are three to four times more likely to be abused than children without disabilities.[9]

Moreover, harmful discriminatory practices against women who report GBV or try to escape violence continue. For example, a recent study by Amnesty International revealed that unmarried women detained for "absence" under the so-called protective custody of the state are normally "taken by police to do a 'virginity test.'" Amnesty International described the harmful practice as follows: "This is an invasive examination performed under the unscientific belief that it can determine if the woman has had vaginal intercourse and violates the prohibition on torture and other ill treatment under international law."[10] In addition, episiotomy rates in Jordan far exceed the norm (estimated at 41 percent) and are not evidence-based,[11] amounting to institutionalized violence against women.

[8] S. Jalal and S. Gabel, "Physical Disability, Gender, and Marriage in Jordanian Society," *Review of Disability Studies* 10, nos. 1 & 2 (2014). http://www.rdsjournal.org/index.php/journal/article/view/33/126

[9] UNICEF (ed.), *Children with Disabilities: The State of the World's Children 2013* (New York: UNICEF Institute of Development Studies, 2018).

[10] Amnesty International, "Imprisoned Women, Stolen Children: Policing Sex, Marriage, and Pregnancy in Jordan," *Amnesty International* (2019). Available at: https://www.amnesty.org/download/Documents/MDE16083120 19ENGLISH.PDF

[11] S.A.A.A. Hussein, H. G. Dahlen, M. Duff, V. Schmied, "The Barriers and Facilitators to Evidence-Based Episiotomy Practices in Jordan," *Women and Birth* 29, no. 4 (2016): 321–329.

> *Only one in five women (19 percent) who have experienced any physical or spousal sexual violence have sought help to stop the violence. Two-thirds have never sought help or told anyone about the violence; 67 percent have neither sought help nor told anyone about the violence. The most common source for help was their own family (77 percent). It is uncommon for women who have experienced physical or sexual violence to seek help from service providers such as doctors/medical personnel, lawyers, and the police; 3 percent or less of women suffering such violence have ever sought help from any of these sources.*
>
> — *Population and Family Health Survey, p. 257*

Access to support services for GBV survivors is still limited to the Family Protection Department (FPD), a few hotlines, and NGO social and legal support services concentrated mostly in Amman. Four shelters operate in the country. The Jordanian Women's Union (JWU) runs one, the Women's Guest House, and the Ministry of Social Development (MOSD) manages the other three: Reconciliation House, Dar Amneh, and the Shelter for Women Survivors of Trafficking. Accessing government shelters entails referral through the FPD and includes reporting GBV to the FPD. However, women are generally hesitant to report GBV to the police, preferring to find other solutions. When women do not formally report violence, the task of protecting GBV survivors falls on the shoulders of the JWU shelter. The Dar Amneh shelter for women at risk of extreme forms of GBV has accommodated around 60 women since its opening,[12] but according to informants, women at risk of family violence continue to be referred by the administrative governors, who misuse their power under the Crime Protection Law to imprison women GBV survivors for their protection. The police also continue to act at the request of male family members (usually guardians) to return women who are reported "absent" from the family home.

No protection measures or mechanisms are in place to protect women with disabilities, homeless women, or women with mental health issues from GBV. These women are mostly referred to MOSD rehabilitation programs, prison, or mental hospitals. A study on the current situation of persons with disabilities in Jordan concluded that "GBV services are limited and awareness of them is low. Where services do exist, they may be unequal and exploitative. The wives of men with disabilities were reported as particularly affected by GBV. Men and boys with intellectual disabilities are also at elevated risk of sexual violence."[13] LGBTQ community members are also less likely to report GBV. However, in addition to acting at the request of male family members, police themselves have been reported by a handful of informants to specifically target LGBTQ—especially transgender—community members. LGBTQ community members, particularly those who are women or presenting as women, are thus particularly vulnerable when reporting GBV or seeking GBV support services.

Several GBV specialists indicated in interviews that refugee and migrant women are also highly unlikely to report GBV and are often discouraged from reporting, as it may lead to deportation or revictimization such as sexual harassment and violence by police officers. Population and Family Health Survey figures show that Syrian refugee women are less likely to tell anyone about an experience of violence; only 10 percent do so.[14] Refugee women living with HIV cannot access health and other services due to the

[12] http://petra.gov.jo/Include/InnerPage.jsp?ID=37807&lang=ar&name=local_news
[13] Institute of Development Studies, "The Current Situation of Persons with Disabilities in Jordan" (Institute of Development Studies, 2018). Available at: https://assets.publishing.service.gov.uk/media/5bb22804ed915d258ed26e2c/Persons_with_disabilities_in_Jordan.pdf: 36.
[14] Department of Statistics, "Population and Family Health Survey, 2018." Available at: http://www.dos.gov.jo/dos_home_e/main/linked-html/DHS2017_en.pdf, p. 264

requirement that they undergo a medical examination, including HIV testing, to obtain a residence permit. When a refugee tests positive, the testing facility reports the result to the National AIDS Program and the Ministry of Interior, and the latter initiates deportation. Organizations working with HIV survivors shared several stories of Syrian refugee women who tested positive and were deported. Thus, testing positive forces refugees to make themselves invisible in the country, barring them from health care, support services, and basic rights and often exposing refugee and migrant women HIV survivors to extreme forms of exploitation and violence.

CULTURAL NORMS AND BELIEFS

What it means to be a "good Jordanian man" or "good Jordanian woman" and what is expected from both as "good" citizens are based on gender norms and values. Social attitudes and societal values define women's and men's capabilities in a way that denies women the ability to establish themselves outside the private, domestic domain, whether as respected politicians, highly skilled workers, or capable decision makers at varying levels. Although women can, albeit in limited numbers, now access decision-making processes and perform roles that men traditionally dominated, the general perception of women as dependents limits their opportunity to be taken seriously.

Women's characterization as less physically and mentally capable than men and as "weak," "emotional creatures," "beautiful and soft," and "guided by heart rather than mind" is commonly used to subordinate them. Women challenging this perception are often marginalized, alienated, or bullied. Informants gave several examples to show how women's attempts at challenging gender norms are systematically undermined. At the level of political representation, not only do sexist language and bullying practices against women members of Parliament (MPs) go unpunished, but male MPs who publicly bully women are praised and celebrated by some public figures and journalists. Two female journalists spoke about how they report stories, particularly those related to gender issues, by trying to accommodate rather than challenge general attitudes because their fathers received calls asking them to "contain their daughters." Hence, abuses against women in decision making are part and parcel of society's control mechanisms that limit women's voices and prohibit their defiance of gender norms.

Informants also noted social perceptions that women need protection. Young women's freedom of movement and choices are more likely to be restricted than older and married women's freedoms are, due to the perception that young women are "immature," "unwise," and in constant need of male protection and guidance. This attitude exposes young women to GBV and discriminatory practices. For example, early and forced marriages are commonly practiced, particularly in rural areas and refugee camps, as a solution for the protection of young women. Informants also noted that single, separated, and divorced women are more vulnerable to GBV. Population and Family Heath Survey findings confirm this fact:

> *Formerly married women (divorced/separated or widowed women) are more than twice as likely as currently married women to have experienced physical violence since the age of 15 (19 percent for married women and 45 percent for divorced, separated, and widowed).*

Societal values place the husband in the position of providing the necessary protection for his wife; thus, the absence of a husband is assumed to make a woman more vulnerable because "a woman cannot protect herself." Single and divorced/widowed or separated women who have a higher level of education and financial means can be less restricted than those without jobs and education. Some informants indicated

that societal views of divorced women are changing in urban areas and among the middle and upper classes, but they are still strongly stigmatized in rural and lower-class areas.[15]

Gender values and norms of masculinity and femininity operate alongside other societal values, such as *sanad* (meaning "support"), a belief system that establishes one of the most important social values for women and men, but differently for each. A man's *sanad* is his tribe, money, and profession, whereas a woman's *sanad* is her man—a husband, father, or brother. A woman without a *sanad* is at increased risk of GBV and vulnerable to other discriminatory practices. However, a woman with a powerful male *sanad*, in terms of tribal affiliation, connections, and wealth, can access more resources and rights than those affiliated with a weak/poor *sanad*. Many informants stated that the male support system deters women from reporting GBV, asking for their share of an inheritance, or making decisions against their families' will. This is because the loss of *sanad* can mean the loss of social protection. As one informant said:

> *In the absence of a comprehensive framework that protects women from GBV and discriminatory practices, women will continue to not only "accept" but also defend this system, as it is the only protection mechanism that is available to them.*

Media and art play a significant role in reinforcing gender norms and dismissing differences. Newspaper articles, media advertisements, and Arab and Jordanian dramas and movies are full of stereotypical images of men and women, contributing to the reproduction of masculinity and femininity norms as well as legitimizing GBV practices. Sexual harassment, sexist language, and racism continue to be normalized and reproduced in the media, and they go unpunished. Moreover, women's media presence is low. For example, it is uncommon for women to appear as guests on TV programs, and they are interviewed only on issues related to women's rights. One informant noted, "It is vital to show women as experts in politics, economics, engineering, medicine, etc., rather than only bringing women occasionally to speak about women's issues."[16]

Some informants also linked gender norms and values to the changing nature of Jordanian society, particularly the transition from production to consumption. This issue was especially present in the north. Informants gave several examples of women who were more active in agricultural activities being decision makers for their family's finances. Although women still constitute a large percentage of agricultural workers, the changing perception of agricultural work as low-skilled, alongside the lack of rights and protections, and its typically low income all contribute to the perception of women's agricultural work as valueless. In the same vein, informants gave examples of changing gender and social norms in professions such as nursing, which had been perceived as low-skilled work until the government invested in female education, scholarships, and job opportunities with good income. Informants stressed that norms are changeable, not static; however, change requires political will and a shift in society's beliefs pertaining to what it means to be a man or a woman, based on the normative notions of femininity and masculinity.

CULTURAL NORMS AND GBV

Although the number of women reporting GBV is rising, informants acknowledged that cultural norms still deter women from reporting GBV, particularly when male blood relatives commit this violence: "It is

[15] Department of Statistics, "Population and Family Health Survey, 2018." Available at: http://www.dos.gov.jo/dos_home_e/main/linked-html/DHS2017_en.pdf, p. 257

[16] For more about gender representation in the media in Jordan, see UNESCO, "Gender Portrayal in the Jordanian Media Content" (UNESCO, 2018). http://www.unesco.org/new/fileadmin/MULTIMEDIA/FIELD/Amman/pdf/Gender_in_Media_EN_25062018.pdf (accessed September 3, 2019).

still shameful to report brothers and fathers' acts of GBV, while it is relatively more acceptable to report husbands' abuse, unless husbands are cousins." Stigma and negative cultural beliefs also contribute to exposing certain women to GBV; for example, women with disabilities in Jordan, particularly those with mental disabilities, are more vulnerable to abuse due to social stigma.[17]

PROGRAMS RELATED TO CULTURAL NORMS

Cultural norms and beliefs are infrequent targets of programs and campaigns, particularly the notions of masculinity and femininity that define gender roles, responsibilities, and values. As one informant stated, "we are hesitant to tackle this area as it requires long-term work, well-planned strategies, and constant activities." Also, informants noted the continuing lack of skills and knowledge around challenging cultural beliefs regarding gender. One area of concern for informants is that some gender activities reinforce gender beliefs rather than challenge them because so few activists are equipped with the knowledge necessary for change. One informant stated, "Some activists on gender issues do not quite understand gender issues and hence contribute to supporting existing gender norms."

GENDER ROLES, RESPONSIBILITIES, AND TIME USE

Throughout history, Jordanian women have played a fundamental role in household economies, politics, and community work, but women's roles outside the private domain have been limited and largely invisible. Gender roles still assign most domestic tasks to women, impeding their chances to work, study, participate in community activities, and enjoy leisure time. On the other hand, the general perception of men's role in the domestic setting is to "help women," as it is not viewed as an integral duty of a father or husband. As one informant stated, "It is very common to hear working women, and often activists on gender issues, stating that their husbands help them do domestic work." This view persists because perceptual change did not accompany changes in gender roles at work, meaning men and women still see their roles within patriarchal norms. Accordingly, as demonstrated elsewhere, a shift in gender roles for women does not automatically translate into changes in perceptions and norms.[18]

Some gender norms around job choice are more likely to be applied to Jordanian women than non-Jordanian women. Informants shared that jobs such as those in bars, restaurants, night clubs, factories, and the hospitality and tourism sectors are viewed as more acceptable for migrant women. This attitude stems from the assumption that the protection of femininity norms applies only to Jordanian women, who are regarded as having a higher status than migrants. This attitude both deprives Jordanian women of a wide range of work options and reveals contradictory gender norms. For example, the requirement to perform "decent" work tasks does not apply to certain groups of women, such as Bedouin, black, and poor women who work in the agricultural or industrial sectors and are exposed to different types of violence. These women's social status releases them from gender roles and to a large extent normalizes exploitation and GBV.

TIME USE, GENDER ROLES, AND CAPABILITIES

The double burden of work and household responsibilities often leads to women leaving the labor force. This burden intensifies when women have additional responsibilities, such as being active in the community, belonging to political parties, or doing NGO work. In interviews and focus groups, informants expressed that the main reason women disengage from the workforce or politics is having children, as long work hours make it difficult for women to meet both work and household responsibilities. These circumstances

[17] Institute of Development Studies, "The Current Situation of Persons with Disabilities in Jordan."
[18] Afaf Jabiri, *Gendered Politics and Law in Jordan: Guardianship over Women* (Palgrave, 2016).

push women to consider some capabilities and choices more valuable than others. For example, a capability like political empowerment becomes compromised, as it begins to feel burdensome rather than empowering. Therefore, political capabilities, when achieved without changes to gender roles at the family level, place women in the difficult position of either choosing between capabilities or undertaking the burden and responsibility of both.

ACCESS TO AND CONTROL OVER ASSETS AND RESOURCES

The "London Initiative 2019: Jordan: Growth and Opportunity" document identifies five sectors for reform to achieve Jordan's inclusive growth: tourism, technology, entrepreneurship, logistics and infrastructure, and high-skilled professional services. This document is believed to guide the government's five-year agenda. However, it mentions women only once: "increased opportunities for women and young people." The document does not mention gender inequality as a primary challenge to inclusive growth.[19] This disregard implies that the initiative's reforms will be "short-sighted," in the words of one participant.

Gender analysis informants also stressed the relationship between women's low economic participation and the country's overall economic situation. Informants showed great concern for the "unstable economy" and "economic uncertainties." Many informants linked the current economic "crisis" to political uncertainties in the region and Jordan's geopolitics, as a country in the heart of the region and long central to its politics. Women will be affected most by economic and political uncertainties in Jordan, as in other similar contexts. Hence, informants believed that the percentage of working women will fall in the absence of concrete measures. Department of Statistics data confirm a steady decline in women's economic activity rate. Women's economic activity was 17.3 percent in 2017, 15.4 percent in 2018,[20] and 14.3 percent in the second quarter of 2019.[21]

OVERCONCENTRATION OF WOMEN IN SPECIFIC SERVICE SECTORS

Women's labor force participation remains one of the lowest in the region and among middle-income countries. Informants believed that women are required to have higher skills and education to obtain decent jobs. Although women perform various types of jobs, they are still overly concentrated in sectors perceived as safe; "fitting women's needs;" and conforming to social norms, such as education, care, and health sectors (40.9 percent of employed women work in education, 15.2 percent in health and social work, and 14.2 percent in public administration and defense industries).[22] In addition, although women account for about half of the health workforce in Jordan, they are underrepresented in medical and senior/line management positions.[23]

Women benefit far less from the creation of jobs that require vocational training and skills with no alternative arrangements or flexible working hours; in 2017, women held fewer than half the jobs created

[19] Available at https://jordankmportal.com/resources/jordan-growth-and-opportunity-strategy-london-2019
[20] Department of Statistics, "Jordan in Figures" (DOS, 2018). Available at: http://dosweb.dos.gov.jo/DataBank/JordanInFigures/2018.pdf
[21] Department of Statistics, "Unemployment" (DOS, 2019). Available at: http://dos.gov.jo/dos_home_a/main/archive/unemp/2019/Emp_Q2_2019.pdf
[22] Department of Statistics, "Women's Statistics: Economic Activity" (DOS, 2018). http://www.dos.gov.jo/dos_home_a/main/population/woman/2018/status4/10.pdf?newurl=status4&newurl0=%2F10.pdf&newur11=0
[23] Human Resources for Health 2030, "The Barriers and Enablers of Women's Career Progression to Management Positions in Jordan's Health Sector" (Amman, Jordan: USAID Human Resources for Health in 2030, 2018). https://jordankmportal.com/resources/download?id=barriers-and-enablers-of-womens-career-progression-to-management-positions-in-jordans-health-sector

that year (16,468 women's jobs compared with 37,501 men's jobs).[24] However, informants challenged the reasoning that women's absence from certain occupations is merely a cultural issue; rather, they suggested an array of factors that contribute to depriving women of a variety of job choices: unsafe work conditions, insufficient training opportunities, a lack of policies to encourage and qualify women for jobs, and the absence of awareness-raising campaigns challenging the perception of certain jobs as suited only to men. Some of these examples relate to the societal acceptance of women plumbers or taxi drivers or women from rural areas working in the industrial cities in Amman, Irbid, and Karak. Therefore, reforms are needed around women's job choices and skills; access to decent jobs and safe work environments; continuity of work; business ownership, land, and finances; and control over their resources and income.

PRIVATE SECTOR, GENDER PAY GAP, AND DISCRIMINATORY PRACTICES

In Jordan, 49 percent of employed women work in the private sector,[25] constituting 13.6 percent of the national workforce, compared with 86 percent for men.[26] The gender pay gap in the private sector is substantial—on average, men earn 41 percent more than women do.[27] Gaps also remain in access to training and capacity-building opportunities. As one informant said, "Since women and men are perceived differently, they are treated differently, even if it means that women and men benefit differentially to the disadvantage of women." For example, in jobs such as engineering and journalism, women are deprived of fieldwork assignments and the privileges and experience that come with such assignments. It is assumed not only that men can perform fieldwork better than women can but also that women will be vulnerable to sexual harassment in such an environment. This is another example of the assumption that women need protection, which is not seen as discrimination but used to justify women's exclusion and deny them opportunities to gain skills, experience, and training. This is in addition to job insecurity in the private sector, lack of effective mechanisms to monitor the private sector's practices related to women's employment, deceitful contracts with salaries below the minimum wage, and long working hours. All of these factors undermine women's capability to perform their jobs equally. As a result, informants noted, women are more likely to stay out of the labor force or leave at an early age.

RURAL WOMEN'S ACCESS TO JOBS

Informants in rural areas stressed the challenges they face related to the system of *wasta* (connection). Women's opportunities are more limited in systems where *wasta* is institutionalized. Several informants stated that tribes normally use connections to secure jobs and opportunities for male members more than they do for women. One participant stated, "After I'd spent three years searching for a job, I asked our tribal leader to find me something. He answered, 'There are not many opportunities out there and hence priorities are given to men.'" Therefore, men with connections have more access to job opportunities. Another issue for women in rural areas is the overconcentration of resources and job opportunities in Amman and, to a lesser extent, in other big cities. This deters women who live outside the capital from working more than it does men, as men can travel and are expected to financially support their families by any means, whereas women are restricted to areas that either are well served by transportation or offer secure and safe accommodation. Some informants expected that decentralization would bring more local job opportunities.

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[24] Department of Statistics, "Jobs Creation Survey for 2017" (DOS, 2018). Available at: http://www.dos.gov.jo/dos_home_a/main/population/gender/eco/2017/10.pdf

[25] Ibid.

[26] Business Reform Environment Facility, "Assessment of Business Environment Reform in Jordan" (Business Reform Environment Facility, 2017). Available at: https://assets.publishing.service.gov.uk/media/5c768b09ed915d354f6406b8/BERF-Jordan-BER-Assessment-December-2017.pdf . (accessed September 7, 2019). P.31

[27] ILO, "Jordan's Private Sector Pay Gap" (ILO, 2018). Available at: https://www.ilo.org/global/about-the-ilo/newsroom/features/WCMS_213754/lang--en/index.htm.

EXPLOITATION IN THE INFORMAL SECTOR

It is estimated that almost half of employed Jordanians work in the informal sector. With the government's decision to limit employment within the already bulging public sector, men and women are now much more likely to seek work in the informal sector. Women, who continue to balance their family roles and careers with the need to earn money, find that informal work offers suitable and more flexible conditions. However, such work may also pose some insecurities for women, as 61.6 percent of informal sector employees do not have social security, demonstrating the importance of legally formalizing flexible working arrangements, including part-time work, home- based businesses and flexible working hours across all sectors.[28] The lack of sufficient legal provision and protection for work that currently falls under the umbrella of the informal work sector, including secretarial work, care economy and per diem workers (whether Jordanian or otherwise) has meant that they also fall foul of current labor protection provisions. In farming, for example, although the data show women's economic participation below that of men's, rural women's contribution and role in economic growth is invisible, as they work mostly in the informal agricultural sector and constitute only 0.7 percent of formal employment in agriculture. Informants from the north and south revealed that women farmers in the Jordan Valley are paid one-half Jordanian dinar (JOD) per hour (equivalent to USD $0.75). To make ends meet, women work double shifts, from 5 a.m. until 5 p.m., and sometimes more. Women work on farms in very hot weather and with no water supply. Informants noted that not all women survive such harsh conditions; one said, "Some die under the heat and some when they are transported in old, crowded, small trucks."

Informants also suggested that agriculture is not the only sector that can create jobs for people in the Jordan Valley, as tourism and hospitality also have potential to offer more decent jobs in the area. However, most people in the Jordan Valley do not have the skills required to work in these sectors, such as a good level of literacy, basic command of foreign languages, and vocational training and skills. Hence, men perform the lowest-skilled jobs in these sectors, and migrants perform the skilled labor. In addition, the low salaries of skilled jobs in Jordan Valley's hospitality sector and the minimal financial return neither encourage Jordanian men and women from other parts of the country to move or travel for these jobs nor motivate local people to gain the required skills.

ACCESS TO ECONOMIC RESOURCES AND FREEDOM OF CHOICE AND MOBILITY

A small minority of women own land, houses, and apartments or can access bank loans. Department of Statistics 2018 data show that only 16.6 percent of women own land, compared with 48.8 percent of men, and women own only 10.3 percent of land areas, compared with 68 percent for men. In 2017 women owned 23.7 percent of apartments.[29] The perception that women have no need to own resources devalues women's economic capability; sometimes women may even be shamed for owning more than their husband does. Thus, it is common practice for a woman to pay for an apartment but register it as either "jointly owned" or under her husband's name. It is also more difficult for women to access bank loans than it is for men. Women draw 19.6 percent of bank loans, amounting to 16 percent of total loans from commercial banks, whereas men account for 80.4 percent of all borrowers, amounting to a total

[28] Martha Chen and Jenna Harvey, "Informal Employment in MENA Region" (WIEGO Network, 2017). Available at: https://www.wiego.org/sites/default/files/resources/files/Informal-Economy-Arab-Countries-2017.pdf. (Accessed on 5 September).

[29] Department of Statistics, "Women's Statistics: Economic Activity."

loan value of 83 percent.[30] Banks' conditions for granting personal loans are tight, and loans will not be granted without a monthly salary or fixed income. In many cases, property ownership, full sponsorship, and a statement of accounts are required to guarantee a loan, and monthly payments cannot exceed 40 percent of the borrower's income. Women must not only meet these requirements but also deal with the common discriminatory practice of banks requesting they take joint loans with their husband, even when the woman meets all requirements and her husband does not.

Access to resources is also tied to freedom of mobility, as choices of work, education, and even health care are determined based on the availability and safety of public transport, which is not consistent across the country and often not available for women. Recent studies show that many women in Jordan have experienced sexual harassment on public transport.[31] The study on "Gender and Transportation" shows that 80.5 percent of women surveyed report that bad public transportation is a key reason they leave work.[32]

OCCUPATIONAL RESTRICTIONS AND CLOSED SECTORS FOR REFUGEES

The Ministry of Labor issued regulations for sectors and occupations closed to migrants and refugees to protect Jordanian employment.[33] Refugees and migrants are limited to working in agriculture, construction, and manufacturing. Some of these new regulations—for example, permits are no longer linked to a single sponsoring employer, which allows refugees to find jobs "in sectors where occupations are seasonal or of limited duration"—have set harsh occupational restrictions and narrowed employment opportunities for refugees, especially women refugees.[34] Women have obtained only 4 percent of permits issued by the Jordanian government to Syrians,[35] despite representing more than 49 percent of Jordan's registered refugee population and, in many cases, providing for their families. Refugee women, most informants stated, face challenges accessing employment. Informants also suggested that although 200,000 jobs were supposed to be created for Syrian refugees under the Jordan Compact, the lack of clear information on job opportunities, restrictions on occupations, limited access to opportunities, and the complicated process of obtaining a work permit make it harder for refugee women to secure decent jobs.[36] In addition, issues such as fear of workplace exploitation, sexual harassment, and barriers to accessing the justice system all push refugee women to prefer home businesses over engaging in the formal or informal workforce. It is common for Syrian and Palestinian refugee women in the camps to sell their food or handiworks. Nonetheless, the Jordanian government in 2017 passed legislation making it difficult for refugee women to register home-based businesses.

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[30] Department of Statistics, "Gender Statistics: Economic Empowerment" (DOS, 2018). Available at: http://www.dos.gov.jo/dos_home_a/main/population/gender/eco/2017/10.pdf.

[31] See, for example, the study of the National Committee for Women, "Sexual Harassment in Jordan" (National Committee for Women, 2018).

[32] Sahar Alaloul et al., "Gender in Public Transportation: A Perspective of Women Users of Public Transportation" (SADAQA, 2018).

[33] ILO, "Decent Work Country Program" (ILO, 2018). Available at: https://www.ilo.org/wcmsp5/groups/public/---arabstates/---ro-beirut/documents/genericdocument/wcms_656566.pdf.

[34] Ibid.

[35] Refugees International, "Out of Reach: Legal Work Still Inaccessible to Refugees in Jordan" (Refugees International, 2018). available at: https://reliefweb.int/sites/reliefweb.int/files/resources/Jordan%2BReport%2B2018%2B-%2B9.10.2018%2B-%2B647%2Bpm.pdf. (accessed September 5, 2019).

[36] International Rescue Committee, "Solving the Refugee Employment Problem in Jordan: A Survey of Syrian Refugees" (International Rescue Committee, 2018). Available at: https://www.rescue.org/sites/default/files/document/1527/irc-syrianrefugeeemployment-72dpi-041117.pdf. (Accessed September 7, 2019).

HOME-BASED BUSINESSES: ALTERNATIVES OR ENFORCING GENDER ROLES?

Few women own businesses; only 1.6 percent of female employers who own a business have registered their businesses with regular employees, compared with 6.8 percent of male employers, and 3.6 percent of female-owned businesses are registered without regular employees.[37] Thus, many informants welcomed the 2017 reform of the home-based business regulations, which opened the door to registering home-based businesses in all municipalities. (Before 2017, it was not possible to license a home-based business in some governorates.) This change has the potential to enable more women to legally work from home, meet their families' needs, have flexible working hours, save the cost of childcare, and have access to alternative work options. However, informants also provided examples of problems with this route—for example, the licensing of home-based businesses led municipality inspectors in some areas to issue orders of demolition for parts of houses they thought were built illegitimately—and such experiences deter women from using the new legislation out of fear of losing their homes or simply adding more obstacles to their lives. This is in addition to the significant obstacles to registering home-based businesses to start, such as compulsory social insurance (at JOD 40, based on the minimum wage of JOD 220), which some informants said makes it nearly impossible for poor women to register. There are also other issues such as increased fees and taxes, as well as social pressures by male family members not to register for fear of coming under the municipality's scrutiny or losing benefits, such as government assistance. Furthermore, some informants were critical of home-based businesses in general, believing that encouraging women to work from home only reinforces gender stereotypes that tie women's work to the home. These informants suggested that regulations should offer a clear definition and scope of home-based businesses as startup projects but not ones managed from home indefinitely.

Microloans are the second available alternative for women to access resources and contribute to family income. Data show that women constitute 78.9 percent of borrowers from microfinance institutions (MFIs).[38] In some governorates, such as Aqaba, Balqa, Maan, and Tafialh, at least 80 percent of women borrow from MFIs.[39] During fieldwork for this analysis, this issue dominated discussions around women's economic opportunities, and many informants questioned the effectiveness of microloans in improving women's economic capacity. Informants said they believed that the results of microloan programs have been the opposite of what was intended and potentially added another layer of women's exploitation. For example, such programs have created the category of *algharemat* (female debtors), women who fail to pay back loans and are subsequently prosecuted and imprisoned.

Many informants stated that microloans have become "big business" rather than an empowerment tool for women; one noted: "Companies and organizations offering microloans are only concerned with profit; they have not considered the possible impact on women if their projects fail." In addition, training and capacity-building programs on microloans do not fully qualify women or build their skills enough to enable them to own and run a business. Private companies managing microloans are criticized for giving their employees a percentage of each loan without a monitoring system in place, as this has encouraged employees to prioritize increasing profits over applying the microloan criteria. One informant stated, "Out of the 200 projects given to women last year, only two were successful." The main reason for this failure is that most of these women's families pressured them into taking loans, or the women were even deceived into it, instead of their applying with a business idea. Indeed, informants explained that "women

[37] Department of Statistics, "Employment and Unemployment Survey, 2017" (DOS, 2018). Available at: http://www.dos.gov.jo/dos_home_a/main/population/gender/eco/2017/10.pdf. (Accessed September 8, 2019).
[38] ICT International Report, 2019. Available at: http://factjo.com/news.aspx?Id=75563#.XW-Wexr6flY.facebook.
[39] Department of Statistics, "Gender Statistics: Economic Empowerment" (DOS, 2016). Available at: http://www.dos.gov.jo/dos_home_a/main/population/gender/eco/2016/10.pdf.

take loans to pay for their kids' school or university fees, some take loans to build an extra room, to pay their husbands' debts, or to cover their sons' wedding expenses." Some informants also mentioned instances of women being beaten or emotionally abused if they refuse to take out a microloan to cover their husbands' expenses. Hence, in situations where clear criteria and well-defined regulations and capacity-building programs were lacking, microloans have contributed to exposing women to different forms of GBV.

GENDER-BASED VIOLENCE AND CONTROL OVER RESOURCES

Women's control over their income and lack of autonomous decision making also discourage them from staying in the labor market, seeking jobs, or registering a business. Many informants suggested that women are less likely to control their earnings or have their own savings. This denial of resources is one of the most prevalent forms of GBV that informants mentioned—one that goes largely unaddressed due to an absence of reporting mechanisms. The confiscation of credit and debit cards, a very common practice whereby husbands, fathers, and sometimes brothers can withdraw a woman's entire salary directly from an automated teller machine, is an example of denial of resources. One informant stated, "There are working women who have never even touched their salaries."

Lack of access to and control over their income results in women devaluing their jobs and seeing work as a burden, thus leading to less job productivity and attempts to leave their jobs or seek early retirement. Another type of deprivation of resources is the denial of inheritance, another common practice tied to gender norms. Informants mentioned two justifications for this: a norm dictating that women do not need to own land, as they are already taken care of, and the belief that land should stay in women's paternal families and tribes. Both justifications are tied to the idea of women as dependents of their male relatives and husbands; guardianship over them moves from male relatives to husbands, so they are not independent and cannot make free decisions about what they own. As a consequence, owning resources does not result in women having the capacity to escape GBV or make free choices.

SEXUAL VIOLENCE AND WOMEN'S LOW ECONOMIC PARTICIPATION

The Jordanian Women's Union study "Sexual Violence and the Low Economic Participation of Women in Jordan," which shows the relationship between sexual violence in public spaces and women leaving the labor market, notes that approximately 10 percent of women drop out as a direct result of sexual violence or fear of it. The study also shows that sexual violence is a main contributor to women's lower participation in the labor market, as 72 percent of former working women surveyed held, but relinquished, a job where they were subjected to sexual violence.[40] A lack of protection and reporting mechanisms in the workplace pushes women to leave work, so that sexual violence has a direct cost not only for women and their families but also for the public and private sectors, as a high dropout rate means losing skilled workers and higher costs to train new staff.

PATTERNS OF POWER AND DECISION MAKING

LOW REPRESENTATION IN POLITICAL PROCESSES

Political participation is not new to Jordanian women, who have a long history of activism and mobilization in various political processes. Many interviewees acknowledged that women participate in community, local, and national political processes but are most active in community and charitable work. However, women's lack of influence in decision-making processes affecting both their private and public lives remains a challenge.

[40] Afaf Jabiri, "Sexual Violence and Women's Economic Participation: Executive Summary" (Jordanian Women's Union, 2019), unpublished study, main published findings available at: https://alghad.com/83-9-الجنس-اللفظي-للتحرش-يتعرضن-النساء-من/

Few women have access to positions of power and decision-making processes, affecting their capabilities, actions, and choice to engage in political processes. Many informants related women's low participation in decision-making processes to institutional barriers and gender ideologies and norms. Recent Department of Statistics data demonstrate that women represent only a sliver (1.2 percent) of legislators, senior officials, and managers.[41] Women's representation in the Cabinet varies from one year to the next but has never exceeded 15 percent. Women's representation is 20 percent at the diplomatic level, and these are mostly clustered in lower-level positions, as women account for only 11 percent of ambassadors. Women represent 34 percent of professional union membership but make up only 8 percent of professional union boards. Women represent 12 percent of MPs in both the upper and lower houses of Parliament.[42]

PARTICIPATION IN POLITICAL PARTIES

Women account for 35.5 percent of membership in political parties, compared with 64.5 percent for men.[43] Informants spoke of the challenges to women's participation in political parties, including that the vast majority of women are absent from and not interested in political party work. In addition, active women members face challenges such as inconvenient meeting times, which are often at night. Women informants expressed how difficult it is for them to attend meetings and activities at late hours. As a result, most women become disengaged and less involved in politics. Political party leadership positions are all male dominated and women's presence, as one informant noted, is "secondary." Female politicians also lack support from political party leadership, male politicians, and family members.

FAMILY AND TRIBAL RELATIONS

Women's mobility and engagement in political activities remain family issues that are often discussed and decided based on family and tribal interests rather than on women's choices. Women's positions within the family and tribe are key to understanding how they practice agency and exercise free choice within the overall power structure and hierarchical institutions that are governed by gender ideologies, norms, and practices. Many informants shared that they had withdrawn their own nominations to parliamentary or municipal elections due to pressure from their tribes, which normally favor male members.

FREEDOM OF ASSOCIATION

Although women's access to community, charitable, and nonprofit organizations has grown, NGO laws and regulations pose serious impediments to women's community work. Many informants complained about the government process for approving donor funding to organizations which they said sometimes allows for subjective decision-making, especially for causes on controversial issues like women's empowerment/gender equality. NGO access to funds has also been perceived to be impacted by geographic priorities and tribal or socio-economic influence.

GENDER-BASED VIOLENCE AND GENDER POWER RELATIONS

Gender analysis informants suggested that male acceptance of GBV in the private domain contributes to incidents of GBV in the public domain. For example, the mistreatment and violence that women are subjected to in Parliament, political parties, and other decision-making spaces are tied to norms that legitimize violence against women in the domestic sphere; as one informant put it, "When male MPs justify

[41] Department of Statistics, "Percentage Distribution of Jordanian Females Aged 15 Years and Above" (DOS, 2018). Available at: http://www.dos.gov.jo/dos_home_a/main/population/woman/2018/status5/10.pdf?newurl=status5&newurl0=%2F10.pdf&newurl1=0 (Accessed September 9, 2019).

[42] Department of Statistics Newsletter (DOS, 2018). Available at: http://dosweb.dos.gov.jo/jordanian-womens-report-on-the-occasion-of-the-international-womens-day-statistical-perspective/

[43] Ibid.

discrimination and family violence against women, they cannot deal with female MPs on an equal basis. They think female MPs are generally inferior, not equal colleagues." Informants thus identified GBV as a barrier to women's greater political participation, pointing to various incidents of verbal violence against female MPs. Informants also observed that NGOs and civil society groups do not provide adequate support for female politicians and MPs and that groups specializing in gender issues and capacity building should develop partnerships and coalitions in support of women politicians.

GENDER ISSUES, KNOWLEDGE, AND CAPACITY TO ADVOCATE FOR EQUALITY

Informants made observations about the challenges and constraints that civil society faces in developing a coherent vision of change. Narrow understanding of gender issues leads to a lack of integrated programming, adequate organizational activities, and support for political participation, impeding progress toward equality.

Understandings of the construct of gender and its related issues differ, as do assessments of its usefulness in advocating for women's rights and social change. Only a small number of informants could even define gender, and the multidimensional nature of gender equality is often neglected. Most organizations think of gender only in terms of increasing the number of women participants in their program activities. Some informants felt that gender, as a term, is a complicated and unclear concept. Often used interchangeably to signify "women," the Arabic translation of the term, *al naw'a al ejtima'ai*, does not reflect the conceptual meaning of gender and hence adds another layer of complexity. Some organizations therefore prefer not to use the term, as they find it difficult to explain to their constituencies.

Integrated programming is absent, and there is a disconnection, sometimes within the same organization, between programs aimed at raising women's awareness and those aimed at policy and legal reform. In addition, a narrow understanding of empowerment underscores many programs, as they focus on simply increasing women's numbers or take a comparative approach, such as political participation in the election or economic participation through microfinance projects. Issues that affect women at the macro level are commonly ignored.

Political participation is defined in terms of voting, nominating, and representation in decision-making processes; other community organizing activities and the role of women as citizens are not commonly addressed. No priority is given to issues related to the lack of organized support for women MPs and activists; the lack of organized pressure and lobbying groups in Parliament; and young women's involvement in politics through political parties, student committees, and activities.

Activities related to gender issues—particularly activities implemented by human rights organizations—are largely donor-oriented and donor-driven projects. Many organizations implement occasional actions (e.g., during the 16 Days Campaign against GBV) rather than having a vision for change and sustainable programming, which results in weak coalitions and coordination among NGOs. Additionally, activities focused on women who are young, single, living with HIV, farmers, or migrants or specialized programs addressing refugee women and their issues are largely absent from organizations' overall strategies.

CONCLUSION: OPPORTUNITIES AND A WAY FORWARD

In a context of widespread gender inequality and discriminatory practices, Jordanian women's exercise of their rights, agency, and free choice is complex. Accordingly, reforms and improvements in the five USAID domains for gender analysis require first identifying the main challenges, institutional impediments, gender

ideologies, and political and social structures that shape women's real choices and influence their decision making before their capabilities can be fully realized.

The main legal and institutional constraint to gender equality is the differential definition of men's and women's capabilities—the law recognizes men as full legal subjects and women as dependents. Thus, women have limited opportunities to realize their potential in political representation, family formation, decision making, mobility, access to resources, job opportunities, education, bodily integrity, and a life free of violence. This analysis shows the need for legal equality in matters such as citizenship, nationality, guardianship, and rights within marriage and family relationships.

Informants' primary solutions involved issuing a gender equality act; including gender equality in the Constitution; and reforming the PSL, particularly provisions related to male guardianship. Informants felt the first two suggestions are achievable with political will and a governmental commitment to gender equality but that reforming the PSL will require a more comprehensive and transformative approach and strategies that address both legal discriminatory practices and gender norms and beliefs. Some informants suggested the importance of developing civil laws that manage family affairs based on gender equality. This is not impossible, but it will require sustained efforts that the current funding environment, such as project-oriented agendas of foreign funding, does not allow. Achieving transformative change will also require a long NGO commitment as well as a political will. Informants also suggested that tackling cultural and religious issues requires women's meaningful participation in project design and implementation, as only the women concerned can truly evaluate the options, assess risks, and determine the support needed.

Analysis findings also demonstrate the need to consider discriminatory practices of tribes and other cultural institutions alongside the legal system that restrict women's access to rights or limit women's choices in engaging with political processes. Gender inequality also intersects with other inequalities, indicating the need to advance equal opportunities and justice for all Jordanians, including refugees, migrant workers, persons with disabilities, and individuals from both rural and urban and both eastern and western regions. Recognizing the intersections of multiple forms and means of discrimination is necessary; without such recognition, reforms will be incomplete.

This analysis noted that gender norms are more likely to limit women's access to opportunities and lead to disadvantageous choices for women experiencing economic hardship or unsafe work conditions or who lack safe transport. Hence, improving health, education, and overall infrastructure can enhance women's access to services, their rights, and justice. The analysis also suggested that inclusive growth will not occur as long as men continue to have more and better skills, access to decent work, business and land ownership, finances, and political participation than women do.

Although educational attainment is relatively high in Jordan, the education system plays a strong role in shaping gender norms and can either reinforce deeply rooted gender roles, biases, and stereotypes or serve to change them. Aspects of education that influence gender issues include the gendered character of school curricula, women's study choices at university, and the gendered social norms and expectations that make it more difficult for women to pursue advanced or vocational studies in areas perceived as men's domain.

Overall, women's political participation and representation in decision-making processes remain limited, as women still constitute a small portion of those involved in such processes at all levels. Jordan's efforts to increase participation must include not only issuing laws and special measures but also targeting the root causes of low representation. The broader context of tribal and state policies must be addressed, as

this is the only way issues related to tribal domination over municipal and parliamentary elections, gender disparities in the appointment of Cabinet and senate members, and the inadequate representation of women in political parties and trade union leadership positions can be addressed. Not only must temporary special measures in the form of enabling conditions take place at the level of elected bodies; special and temporary measures must also be implemented in the contexts of employment, education, financial services, politics, and all other spheres of life to assist women in overcoming historical barriers and those arising from male domination of the system. This can enhance women's representation at all levels.

The realization of gender equality requires both legislative and institutional reforms, as well as a recognition that transforming social perceptions and attitudes that devalue women's roles; eliminating violence and discriminatory practices; and addressing GBV, control mechanisms, power relations, and access to resources are all interdependent. Effective empowerment policies and strategies are required in justice, education, health, politics, decision making, family, mobility, and economy. Without a holistic approach that effectively works to abolish all types of discrimination and GBV, progress in only one of these domains will not overcome stagnation in other domains and is unlikely to contribute to women's overall empowerment and gender equality.

Capabilities and Challenges/Unmet Needs: The gender analysis reveals the intertwining relationships between laws; institutional barriers; and gender norms, power, and roles, as well as the unmet needs in eight capabilities: legal personality, political participation, knowledge and education, bodily integrity and a life free of GBV, economic participation and equal access to resources, mobility, and family formation and decision making (Table 2).

TABLE 2. CAPABILITIES AND CHALLENGES/UNMET NEEDS

CAPABILITY	CHALLENGES/UNMET NEEDS
Legal personality: being able to make autonomous decisions and having equal access to rights	Men and women are not constitutionally guaranteed equal status as citizens under the law Women are treated as minors in the guardianship laws and half or second-class citizens in the nationality law. Discriminatory practices based on the subordinate roles of women continue to limit access to justice, which is conditioned by male members' consent/unequal treatment of women based on class, tribe, refugee status, and sexual orientation in the judicial system. Men and women are not guaranteed equality under labor laws, thereby impeding women's economic empowerment.
Political participation: being able to participate in and have an equal share of influence on political decision-making processes	Electoral system limits the capability of both men and women to freely access and participate in elections as both candidates and voters. Quotas have not been effective in changing masculine views and stereotypes pertaining to the capability of women and hence have not yet offered alternatives for women to engage fully in political processes. Masculine views and culture continue to dominate the political sphere and limit women's opportunities, access, and thus women's real choices. Choices of voting and nomination continue to be a tribal issue determined based on tribes' interests.
Knowledge and education: being able to access education and use and produce knowledge	The gender gap in education increases in the south of Jordan—e.g., in Ma'an. Women's illiteracy rate is 17%, compared with 7.6% for men. This limits opportunities and access to opportunities for women based on their geographical location. Women have much less access to alternative forms of education than do men. Classroom dynamics, a gendered curriculum, and stereotypes within education continue to determine the type of knowledge that men and women acquire.

CAPABILITY	CHALLENGES/UNMET NEEDS
Health and well-being	Health services are not equally distributed. South and North Jordan, and particularly remote areas, lack adequate reproductive health services.
Bodily integrity and a life free of GBV: being protected from all types of GBV	GBV is not defined and clearly criminalized in the law, which limits women's choices to escape GBV. Judicial gender stereotyping undermines women's reporting of violence and access to justice. No mechanisms exist to ensure equal access to justice and services, particularly for disadvantaged groups such as refugee women, women with disabilities, HIV survivors, and LGBTQ community members.
Economic participation and equal rights and access to resources: being able to work in the labor market, to choose the type of work, and have control over resources	Equality provisions do not exist in the labor law. Discriminatory practices persist, such as the gender pay gap and the lack of mechanisms to protect women from exploitation and sexual harassment in the workplace. No special measures are taken to encourage women to choose the type of job that suits their qualifications and aspirations and ensure they have access to suitable opportunities. Restrictions on the employment of women in certain jobs and during night-time work hours emphasize a different capacity of women from that of men. Inability to control resources and deprivation of economic resources are not defined as forms of GBV.
Mobility: being able to be mobile and to move between geographical locations without fear	Women's mobility is still restricted. A written permission from guardians to obtain a passport is still required. Male guardians have the right to prevent women from traveling and determine her place of residence, education, and work options. The unavailability of safe and convenient transport is one of the reasons for women to drop out of the labor market; also, women have been exposed to sexual harassment in public transportation.
Family formation and decision making: being able to exercise autonomy in matters related to marriage, divorce, and children	Women's roles and responsibilities within the family are defined by social gender norms and by law. Decisions over the choice of marriage, divorce, and custodianship of children are still determined as family and, in some cases, tribal issues. Women's choices of education, work, and engagement with community work and activism are less valued than care and domestic work responsibilities.

RECOMMENDATIONS FOR USAID

GENDER ISSUE: DISCRIMINATORY LEGAL FRAMEWORK AND WOMEN'S LEGAL MINOR STATUS

- Support the GOJ and civil society initiatives to reform the Constitution by clearly stipulating gender equality, with revisions to include prohibition of all types of indirect and direct gender discrimination, including discrimination against vulnerable groups such as refugees and persons with disabilities. Potential actions include the following:
    - Work with the Ministry of Parliamentary and Political Affairs (MOPPA) and NGOs registered with the Ministry to build awareness and buy-in among political parties and parliamentary blocks and key influencers and the Senate.
    - Work with the Jordanian National Commission for Women (JNCW) and associated CSOs to raise awareness of the impact of relevant legislation (nationality, residency, equal pay, access to finance, etc.) on the lived realities of women in Jordan.
    - Support a mapping of all legislation and procedures impacting women's economic participation, whether as employees, business owners, or individual service providers, to identify gender bias points and present economic justification for a constitutional amendment that moves away from its current exclusionist or protectionist framework towards a more inclusive political and economic approach that recognizes all citizens as equals who are entitled to equal opportunity regardless of sex.

    - Support media messaging and social dialogue to build support among communities for constitutional change to treat women as equal citizens, including messaging from key religious and national figures.
    - Study the possibilities and pathways for engaging the Constitutional Court to address the Constitution's bias through strategic litigation. Engage influential CSOs (Sisterhood is Global Institute [SIGI], Mizan, Arab Renaissance for Democracy and Development [ARDD]) or a coalition of CSOs such as Himam.
- Support the government, the judiciary, CSOs, and national bodies such as JNCW to advocate for and support the draft of a Gender Equality Act to holistically establish equality as a core principle of the legal framework, with a monitoring mechanism to ensure its implementation. Potential actions include the following:

    - Support the Opinion and Legislation Bureau to engage with experts from other Muslim majority countries where a Gender Equality Act was adopted to build knowledge and capacity on drafting such an Act. Engage with judges, legal experts, reform activists, and JNCW to support the initiative.
    - Engage the Parliament/Senate Women's Caucus to build knowledge, capacity, and support for the Act.
- Assist government and civil society initiatives to support reform to the Nationality Law to ensure that Jordanian women have the right to pass their nationality to their husbands and children and be on an equal footing with men. Potential actions include the following:

    - Support implementation of *mazaya* (benefits assigned to families of Jordanian women married to non-Jordanians) and monitor implementation and compliance to identify key strategic justifications for change to the Nationality Law based on a study of these families' lived reality. This initiative can be implemented through a grant to an influential CSO to collaborate with the Ministry of Interior, Ministry of Health, Ministry of Education, and Ministry of Labor, as well as any other stakeholders.
    - Support community-level advocacy and messaging on *mazaya* for blended families' issues to increase understanding of the socioeconomic impact on these families and the benefits for social and political cohesion and to neutralize negative political narrative stoking fears of a demographic threat.
    - Support civil society collaboration with political parties to include residency/nationality demands in their political platforms.
- Provide technical and financial support, in a coordinated effort with other donors, to civil society and the GOJ (or the Ministry of Justice) to harmonize family and civil legislation and clearly prohibit discriminatory legal provisions and practices. Potential actions include the following:

    - Support an influential CSO (e.g., Arab Women's Legal Network) to host dialogue sessions between civil and Sharia judges (female and male) to identify areas of compatibility between the two legal streams on family affairs.
    - Support the adaptation of administrative and financial processes within the Sharia courts to minimize subjectivity, encourage uniform rulings, and allow Sharia administrators and judges to experience the structural processes introduced in civil courts.
- Support CSO advocacy efforts with the GOJ (or the Ministry of Justice) for the establishment of a civil family court that upholds and protects equal rights and justice for women and men. Possible actions include the following:

- Build knowledge and understanding of a family court's mandate among women activists, lawyers, judges, and professionals in protection services.
- Work with the MOSD, Opinion and Legislation Bureau, Judicial Council, civil society, and parliamentary champions of gender equality to discuss and draft legislation that would establish a family court.

- Support JNCW's drafting and implementation of a strategy and action plan to promote women's political participation in all elected bodies (parliamentary, municipal, union, chamber of commerce, and industry levels) and to oversee the enforcement of rule of law at the ministerial level. Possible actions include the following:

  - Work with JNCW to unpack the priorities set out in its strategy for political empowerment for 2020–2024 into initiatives that could be implemented by civil society through grants.
  - Support advocacy efforts for the introduction of significant and impactful quotas in all elected bodies and appointed political and legal committees. Consider influential CSOs with experience in such initiatives—for example, Al Quds, which advocated for one seat in each district for women parliamentarians in the last elections, and Al Hayat, which is monitoring Parliament from a gender lens.
  - Build civil society capacity to monitor the performance of elected bodies in holding government and other stakeholders accountable for supporting women's political participation.
  - Work with Parliament to introduce strict measures against political GBV and intimidation of female representatives and politicians.

GENDER ISSUE: GENDER-BASED VIOLENCE AND LIMITED ACCESS TO JUSTICE AND SERVICES

- Invest more in behavior change modification programming through the media, art, and drama at the national, regional, and program levels through integrated and cross-sector programming to raise awareness, contribute to a national discussion, and change mindsets on gender equality as well as address traditional beliefs, roles and responsibilities that perpetuate gender inequality and SGBV.

  Possible actions include the following:

  - Develop messages to reframe women's positive roles and contribution in the public and private space to increase her socioeconomic value and build up her citizenship portfolio—for example, in the private space as mother, wife, sister, or daughter with responsibility for family budgeting, water conservation, environmental protection, social cohesion with extended family and community, conflict resolution, and emotional support and in the public space as financial contributor, professional expert, work colleague, fellow student, community mobilizer, and political activist.
  - Address the misconception that conservative dress codes and staying within the private space are credible solutions to sexual harassment. Collaborate with key influencers, including religious personalities, tribal leaders, and youth leaders (both male and female) to champion these messages.
  - Focus messaging on young men and boys to promote respectful interaction between them and women and take away any misconceived notions of male heroism embedded in notions of sexual harassment. Also focus messaging on young girls to promote self-esteem and professional, respectful, and healthy interaction with young men.

- Provide technical and financial support to the GOJ—represented by the Ministry of Justice, FPD, JNCW, and NCFA—to revise and enact laws that clearly define and criminalize all types of GBV. Possible actions include the following:
    - Support relevant stakeholders to hold open and continuous dialogue to upgrade legislative interpretations of GBV and develop relevant implementation protocols, including with MOSD, AWLN, FPD, and the National Council for Family Affairs (NCFA).
    - Support relevant stakeholders to prepare a legislative framework to create a family court to deal with domestic violence.
    - Support dialogue with professional associations, labor unions, chambers, and CSOs working on labor rights to discuss/lobby private sector commitment to prohibiting and penalizing workplace sexual harassment.
    - Support one-stop GBV centers and edutainment approaches and apply GBV integration strategies from the USAID Toolkit on Integrating GBV in Economic Growth Projects and other sectors.
    - Invest in capacity building for legal, health, and social protection public institutions, including legal, technical, and administrative staff (judges, lawyers, police, health care professionals, and social protection officers attached to MOSD) who are collectively responsible for implementing and complying with new legislation to turn policy into practice.
    - Support CSOs; international NGOs (INGOs); and national bodies such as the Higher Council for Persons with Disabilities, National Commission for Human Rights, the Ministry of Labor, NCFA, and JNCW to adopt, monitor, and support the applicability of global protection standards and mechanisms for more vulnerable groups such as persons with disabilities, refugees, and migrant workers.
    - Provide support for the GOJ (FPD, Ministry of Justice, and JNCW) to review current GBV reporting procedures and establish an enabling legal environment that encourages women to report GBV and safely access the legal system (e.g., special courtrooms; well-trained judges, police officers, and prosecutors; and alternative forms of punishment).
    - USAID and donor organizations should support civil society initiatives to hold awareness-raising campaigns to challenge gendered knowledge and show the cost of GBV for women, society, and the economy using evidence-based information and research.

GENDER ISSUE: LACK OF ENABLING ENVIRONMENT AND MECHANISMS

- Support the GOJ to develop and implement support mechanisms and actions to create an enabling environment for women at work and in other public spaces to challenge gender norms and normative protection perceptions (e.g., safe and affordable transportation could enhance women's access to jobs, education, and mobility).
- Support JNCW and CSOs to work with MOPPA and Parliament on institutionalizing mechanisms to monitor the use of sexist language, discriminatory practices, and normative attitudes and perceptions of women in political activity by senior officials, political parties, and parliamentarians, including the establishment of a clear complaint process. Support civil society to form pressure groups that monitor politicians and MP performance and attitudes, highlight gender equality issues, and support female politicians and MPs).
- Invest in supporting media programs (radio, newspapers, and TV) that challenge negative gender stereotypes and introduce values of personal choice.

- Invest in and support CSO establishment of mechanisms/programs to monitor the media in relation to gender equality, discriminatory practices, and attitudes.
- Support the GOJ to create an enabling environment for youth, particularly young women, to engage and be active in political parties, student committees, community work, and trade unions by lifting barriers to political activity in universities and encouraging forums for youth expression and action on priority issues in partnership with established CSOs.

GENDER ISSUE: NEGATIVE PERCEPTIONS OF GENDER ISSUES

- Invest in developing gender expertise and gender knowledge among the government, NGOs, and other civil society groups through continued support of gender audits, gender budgeting, gender communications strategies, and capacity-building initiatives promoting practical approaches to integrating gender into their work.
- Invest in drama and theater initiatives that challenge stereotypes and discrimination, especially for families in rural communities and youth (both male and female) in schools and universities.
- Build the capacity of media organizations, including social media, to understand implied and explicit gender bias and their role in addressing gender priorities sensitively and professionally. And support civil society action and advocacy initiatives to document and discredit ("name and shame") media programs and drama series that contribute to negative perceptions of women and reinforce negative gender ideologies.
- Support existing gender and women's studies programs/centers in universities as well as emerging programs that focus on producing research in this sector, including research on men, masculinity, and gender priorities of both females and males. Support the technical expansion of these programs to integrate gender into multidisciplinary programming with other academic institutions or schools—for example, gender and economics, gender and politics, gender and the environment, and gender and literature.
- Invest in and support health and community centers to promote men's role in reproductive and family health, build men's knowledge and acceptance of responsibilities as caregivers and real partners in childrearing and domestic work, and encourage men to speak about these roles publicly.
- Invest in civil society initiatives that emphasize women's role in and contribution to the economy and the missed opportunity for the country's economic growth presented by women's economic marginalization. Support evidence-based advocacy campaigns focused on these issues.
- Support research to identify structural and societal impediments facing refugees and persons with disabilities in accessing education, health care, and the justice system.

GENDER ISSUE: WOMEN'S LOW REPRESENTATION IN DECISION-MAKING PROCESSES

- Support CSO advocacy for legal reforms related to citizens' freedom of speech and civil rights that aim to enhance women's engagement and access to decision-making processes, including freedom of organization and association and increasing the ratio of male-to-female quotas on ballot papers for all elections to ensure significant and impactful representation of women in political decision making.
- Support civil society's capacity to monitor the GOJ's commitment to legal reform and its associated implementation processes and policies by experienced sector experts in, for example, education, labor, and political and economic empowerment to measure progress in and highlight impediments to implementation.

- Support CSOs to adopt an approach of "the personal is political" to address linkages between women's power in family decision making and political processes, as well as how empowering women politicians and MPs may enhance other women's positions and status in public and private domains.
- Support CSOs to develop transformative leadership initiatives to engage women and men politicians and those in positions of power on gender equality issues.
- Support initiatives and programs that strengthen women's leadership and capacity in building circles of outreach and influence to support women's public role. This capacity building should focus on empowering emerging women leaders in negotiation, building alliances, and understanding the politics of wielding real influence in various decision-making processes.
- Support CSO advocacy of the GOJ to increase women's participation on corporate boards and in trade union leadership, management, and academic institution boards. Continue to monitor and report on these women's performance to build support for and understanding of their leadership role and impact.
- Support civil society to work with the GOJ, including MOPPA and the Independent Elections Commission to facilitate women politicians' ascension to positions of political authority through a revisionist focus on the entire political structure and system to identify opportunities and impediments—either through elections or, at a more strategic level, by reforming relevant legislation, policies, and (formal and informal) practices accordingly.
- Support CSO initiatives that strategically target empowerment of young women and less represented groups such as persons with disabilities to engage in politics and other decision-making positions in business, trade, or politics.

GENDER ISSUE: WOMEN'S LOW ECONOMIC EMPOWERMENT AND PARTICIPATION

- Support Prime Ministry's Public Sector Reform Unit and JNCW to respond to the findings of the internal gender audits of key ministries and public sector organizations and develop an internal scorecard to monitor for gender bias in appointments, promotions, and access to training opportunities within the public sector for both male and female employees. Results should be discussed and addressed by the Inter-ministerial Committee for Women's Empowerment to integrate policies across the multiple ministries.
- Support an evaluation/assessment of the current status of women's participation in the establishment and management of micro- and entrepreneurship programs to identify key opportunities and impediments in the economy or in gender-specific conditions.
- Support the GOJ and local municipal councils to upgrade and enhance intercity and rural-urban public transportation networks to help facilitate the movement of both men and women to work and trade opportunities and increase protection safeguards for boys/girls and women.
- Support universities, community colleges, vocational training centers, and the GOJ (through the Ministries of Labor and Education) to identify and invest in practical market-responsive vocational education and training to help young people—both male and female—develop skills that meet market demands.
- Work with the Ministries of Labor, Agriculture, Environment, Trade and Industry, Tourism, and Municipalities in partnership with local government officials and community-based organizations (CBOs) to improve working conditions in the agricultural, industrial, and hospitality sectors to ensure financial security and stability for both men and women; safeguard the rights of agricultural workers under the provisions of the labor law; and address the gendered societal attitudes to Jordanians (especially women) in these jobs and within these sectors.

- Work with the Ministry of Labor, Judicial Council, other national bodies, and relevant CSOs to eliminate gender pay gaps in the private and public sectors through implementation and monitoring mechanisms that ensure equal pay for equal work under the protection of the law.
- USAID and donors should work with the GOJ and national and civil society organizations to promote vocational training for women and girls and encourage them to take nontraditional jobs, such as those in technology, and step up efforts to provide girls with career training in non-traditional career paths and continue USAID's support of programs that promote non-stereotypical vocational training that meets market demands.
- Work with the GOJ and support civil society advocacy initiatives to remove restrictions on working hours and the choice of professions seen as available and suitable for Jordanian women, as well as review current restrictions on refugees and migrants, allow skilled refugee women to more actively engage in the labor force, and eliminate workplace exploitation.

GENDER ISSUE: INTERSECTIONALITY OF GENDER INEQUALITY WITH OTHER FORMS OF INEQUALITY

- USAID should support civil society advocacy initiatives that aim to raise awareness and address gender equality and empowerment as an integral part of and a condition for the realization of social justice for all Jordanians.
- USAID should support the GOJ to decentralize public services and provide opportunities on an equal basis for people across the country, including women in rural areas and persons with disabilities, to enjoy and access more rights and opportunities.
- Donors should support civil society advocacy initiatives, supported by national bodies such as JNCW, to remove job restrictions for both Jordanian and refugee women in order to expand their work options.
- USAID and donors should work with the GOJ and civil society to reform labor laws to clearly define and criminalize discriminatory practices and work exploitation against refugees, migrant workers, and persons with disabilities.

GENDER ASSESSMENT

INTRODUCTION

Gender integration will reduce gender disparities and encourage equitable participation only if it takes root at all levels in international development organizations tasked with advancing gender equality and social inclusion outcomes. Across the Middle East, worrisome indicators abound on the lack of parity between men and women in terms of agency, opportunity for employability, and access to financial resources and assets, which the World Bank described as the pillars of female empowerment. Jordan ranks among the 10 worst performers globally in this regard. Influential political, economic, and social agents and prevalent gender norms and beliefs, as outlined in the above gender analysis, substantially impede gender equality efforts.

This assessment reviews programs of the Jordan Mission and its IPs and their ability to monitor and respond to gender issues in four research areas of interest to USAID—gender constraints and opportunities, organizational change for gender equality, opportunities and successful practices for gender integration, and new approaches for gender integration—and makes recommendations for how to build on strengths and address current challenges.

GENDER CONSTRAINTS AND OPPORTUNITIES

USAID/Jordan has been using its comparative advantage to advance gender equality and female empowerment—and thereby peace and stability—by overcoming constraints at both government and civil society levels and through private sector engagement.

SPECIAL DEVELOPMENT OBJECTIVE 4 AND THE LINK BETWEEN STABILITY AND GENDER EQUALITY

USAID/Jordan responded to the 2012 Gender Equality and Female Empowerment Policy by introducing Special Development Objective 4 (SDO4) into its 2013–2019 CDCS. Under SDO4, a dedicated program (USAID Takamol) was funded to strengthen gender integration requirements for all USAID programming and help to achieve gender equality and female empowerment.

In those seven years, the Mission has established a solid foundation that demonstrates its commitment and political will, especially in engaging government and civil society partners to integrate gender equality at all levels of policymaking. That work has produced important results and fostered and encouraged gender champions among youth and women, as well as some men, with whom the Mission can continue to collaborate. It has also unearthed challenges, constraints, and opportunities for institutionalizing gender equality and equitable participation principles.

In group meetings, government officials, civil society actors, gender specialists, donors, and researchers unanimously agreed that SDO4 demonstrates USAID's attention to its leadership role in addressing equitable participation as a key component of Jordan's stability and prosperity. It also showcases political will and commitment to achieving that objective and leverages USAID's comparative advantage to bring together unlikely partners from government and other powerful political and socioeconomic agents to support positive change. Informants emphasized the necessity of sustaining this commitment—through a dedicated development objective in the new CDCS—and reaffirming equality's centrality to the country's journey to political and economic self-reliance and to stability and peace.

Several informants pointed to this link between stability, peace, and gender equality, especially in the context of Jordan's comprehensive National Action Plan to advance the implementation of UN Security Council Resolution 1325 on Women, Peace, and Security (UNSCR 1325). Informants pointed to what they believe is women leaders' higher commitment to peace and stability through a greater focus on negotiation and conflict resolution. Informants also said that women's participation in all ranks of the security sector raises the military's capacity to address the needs of women in conflict situations and builds its understanding of risks to females in both refugee and host communities and the importance of increasing cohesion between families from both groups. Promoting and building the capacity of women as community leaders, informants believe, also contributes to efforts to prevent radicalization and build community cohesion to counter violent extremism. Female community leaders, informants believe, are sensitive to community concerns and will more easily notice emerging threats through interaction with other women who may have become radicalized or whose children/husbands are considering joining violent extremist groups or adopting their ideologies.

CONSTRAINTS TO GENDER EQUALITY

USAID/Jordan has been working to address constraints to gender equality presented by structural and institutional norms of family; tribe; traditional beliefs; and political, educational, and legal systems.

A consistent theme emerging from interviews and group meetings was that pathways to political, economic, and social leadership for both men and women, as well as youth, remain challenging and unclear. Chiseling away at entrenched political, economic, and social/cultural/religious constraints requires clear will, intentionality, strategic planning, and effective coordination and collaboration among USAID and its partners, including government, civil society, and donors. Programming across the multiple funding sectors will need to consider and address political sensitivities, cultural challenges, distorted religious narrative, security, a culture of non-competitiveness and entitlement, and geographic and ethnic disparities on top of and parallel with specific gender constraints. Informants also cite the lack of clear merit-based pathways to political leadership. For example, currently the most coveted political position is that of a Cabinet minister, yet the pathway to that role is dependent on origin, tribe, family, political money, and luck, not political activism or elections. The pathway to economic and financial success is not uniformly dependent on merit, academic success, or performance but more often based on family and tribal relationships and *wasta* (nepotism) or corruption.

These structural impediments to leadership impact women and youth more significantly than they do men, although the latter also suffer if they do not come from influential families, tribes, or moneyed classes. Informants believe that USAID programming should consider the existing political or economic pathways and the most strategic partnerships and actions required to alter those pathways so that they are transparent and merit-based and then, holistically, through a coordinated and integrated agenda that crosscuts all of its programs to redress the anomalies. Informants believe that women and youth stand to benefit most from institutionalized improvements that would promote and reward good citizenship.

GOVERNMENT CONSTRAINTS AND OPPORTUNITIES

Despite programming aimed at engaging the government to address gender equality issues—for example, in leadership training through USAID Takamol and the USAID Rule of Law Program (ROLP) or in gender-sensitive budgeting initiatives through fiscal reform—evidence points to limited political will and organic commitment by government stakeholders and institutions. Informants point to an absence of true championship of gender issues in government and an aversion to tackling the real root causes of gender

inequality for fear of inviting criticism from traditionalists. They suggested a two-tier approach that requires not only focused USAID programming with government but also political diplomacy from USAID leadership through other available mechanisms and routes.

Informants suggest an emphasis on programming that establishes clear mechanisms for equity within government functions, such as gender-responsive budgeting requirements at every ministry with training to support budget employees and build their capacity. Informants also recommend training municipal employees on home-based businesses and building transparent mechanisms for registration, as well as promotional awareness programming to educate on the opportunities that these businesses bring to both men and women and encourage nontraditional ideas for this type of business. Informants agreed that USAID programming should stay committed to the issue beyond achieving legislative or policy reform to ensure continued commitment and adequate impactful implementation. Informants said that USAID should follow up after legal reforms or other policy breakthroughs to monitor implementation. This follow-up may include knowledge and awareness training for all parties involved in implementation.

Equally important, informants said USAID walks a fine line between directly interfering with "sensitive" political and cultural or religious issues and pushing a true gender equality reform agenda. Yet donors believe that USAID is best placed to push the government on the more controversial issues of PSL amendments and GBV protection legislation and services, leveraging its special relationship with the kingdom, ease of access to senior officials, and diplomatic relations. Donors pointed to USAID's success in pushing political reforms on elections and political parties as an example of its comparative advantage.

> *If you are in a council and you are the minority, you are immediately defined by the politics of minority. The politics of implicit bias. The majority take the superior position or supremacy. Women in this council don't feel empowered because being there, in a reduced status, adds to their emotional, social and mental labor and increases their burden.*
>
> *—Senior Academic and Gender Specialist*

Informants also saw the current system of quotas for women as both a constraint and an opportunity. Quotas are now in place for national, decentralization, and municipal elections. Yet informants believe that the current ratios in provisions (ranging from 15 percent to 25 percent) and the government practice of adding a few women to official committees indicate "tokenism" rather than a serious equitable engagement or commitment to advancing women to leadership positions. To bring results, they say, more sectors should adopt this quota approach with more substantial ratios—nearing 40 to 60 percent levels—to ensure that women don't remain disadvantaged and burdened by their "minority status."

Informants noted that government officials' limited capacity to understand, accept, and promote gender equality and expand opportunities for women—internally as public sector employees or as target beneficiaries of services—is a key constraint requiring intervention in recruitment and promotion. Programming—such as the gender audits of public sector institutions conducted by USAID Takamol—needs to be expanded to include more government partners and should issue policy recommendations such as routine gender audits with appropriate allocation of budgets and resources. Activities with the Institute of Public Administration, already targeted by the ROLP, could help build public sector employees' capacity on equitable participation principles and methods, coupled with training on practical steps to monitor and respond to cases of inequity. Informants noted that USAID's current support of public sector

reform efforts, also through the ROLP, could expand to create mechanisms for an institutional focus on equity principles.

All informants interviewed for this assessment contextualized gender issues in Jordan today within the general country-level challenge of lack of trust in government. They also linked that lack of trust to what they saw as a "trickle-down effect" to people's trust in the integrity of civil society, gender activists, labor unions, political parties, elected officials, and in some cases even judges and security forces. Informants recognized that government has largely ignored or dismissed the role of civil society and representative bodies in decision-making processes, creating an adversarial relationship—or, at best, contributing to a silo approach—between the government and organized lobby or advocacy institutions. This situation, informants believe, has been detrimental to citizens' rights and welfare and, more importantly, has fed into a public mood of fear and aversion to active participation.

Organizations representing women's rights, already weakened by biased cultural norms and public perceptions, suffer from a double bias: their relationship with the government and with its institutions. Informants pointed to a role for USAID programs in this regard. Recommendations to address the lack of trust focused on actively building dialogue, negotiations, and collaboration opportunities, which could lead to building avenues of increased trust. Programming across all sectors needs to actively require collaboration and equal input/status for government and civil society on gender priorities. This approach, they expect, will help increase government's commitment to the role of organized, elected, and advocacy bodies; reduce tensions; and build trust pathways that could contribute to better decision-making processes within those sectors, ultimately contributing to better collaboration on gender priorities.

The "justice journey" for women has been highlighted as a critical area for USAID programming with the government. Building on positive collaboration between ROLP, Civic Initiatives Support Program (CIS) grants to support the development of protection protocols, and Takamol's activities with the justice sector, USAID is well-positioned to support efforts that review the justice journey for women and girls in Jordan. This review should start with tribal and Sharia laws and attitudes of local community officials and police and proceed all the way to courts and protection services focusing on capacity and mindset of both professionals and administrators. The concept of family and its legal structures increases the burden on both men and women and encourages stereotyping within traditional roles. Programming to address these critical legal and cultural constraints (PSL, family courts) requires long-term planning and sensitivity to cultural ebbs and flows.

Current ROLP programming has significantly improved conditions for citizens in civil courts, but all family matters are within the remit of Sharia courts; therefore, creating safe and friendly spaces for women seeking justice in these courts is urgent. Apart from advocacy to improve women's rights under the PSL, informants believe that USAID can focus on court processes and procedures that could immediately improve conditions for women seeking justice. Informants pointed out that USAID could prioritize the establishment of a family court, repeating the Agency's success in establishing a juvenile court.

A key entry point for USAID on commitment and policies for gender equality would be to work with and elevate the strategic significance, and therefore the political clout, of the Inter-ministerial Committee for Women's Affairs. This committee, many informants revealed, is not as elevated as other inter-ministerial committees; ministers themselves rarely attend. It is at risk of being downgraded further and attached to MOSD and therefore labeled as a "protection and aid mechanism for female victims and their underage dependents" rather than a strategic requirement for the country's economic growth and prosperity.

Leveraging USAID diplomacy and utilizing strategic opportunities to communicate USAID's progress and activities to the inter-ministerial committee's high-level members would underscore the political and financial regard that USAID has for its mandate and allow those cabinet ministers to better understand and support USAID's political investment on gender issues within the sectors they govern.

CIVIL SOCIETY CONSTRAINTS AND OPPORTUNITIES

Limitations to a sustainable and empowered civil society include inadequate financial resources, lack of skilled and committed human resources, and restrictions on activism and advocacy. Civil society, which some informants said is the second-largest employment sector of both men and women after the public sector, also suffers from alienation and the dismissal of its role by government and other power bases.

Apart from security concerns and considerations, civil society informants say that the biggest challenge is inadequate financial resources and pressure from donors to become self-sustainable when the conditions for building sustainability, including access to government resources or business acumen, are not easily available in a rentier state such as Jordan, where such privilege is associated with political payback.

Informants take this general malaise in civil society a step further for CSOs working on women's issues. They note long-term, security-imposed restrictions on some women groups' political activities, as well as what they see as a conflict of interest over financial resources and representation and roles between civil society and JNCW. In addition, competition among women group leaders over funding for their respective organizations' programs, led to weakness and ineffectiveness among women leaders. Some informants have called it a "crisis of leadership, as women movements moved from being activists to fundraisers."

USAID's investment in JNCW over the past five years through USAID Takamol has gone a long way toward redirecting JNCW's mandate from program implementation, seen as competing for funds with civil society actors, to policy-level advocacy and strategy making, therefore opening the space for CSOs to take their natural role and build a more positive and collaborative relationship with JNCW. Some informants cited as a priority the continued investment in building JNCW's role as a national machinery and advocating with the government to officially recognize this role through a bylaw. They also highlighted the need to ensure JNCW's legal, organizational, and financial independence from its traditional umbrella under the Jordanian Hashemite Fund for Human Development. In parallel, informants pointed to the need for USAID to take a multilayer approach to civil society, especially to those representing women's rights, as part of any further civil society programming.

At the national level, informants from medium-size and larger national CSOs, who saw themselves as traditional USAID partners, have stressed the importance of maintaining USAID's financial and technical support. They want elevated emphasis on building their capacity and organizational/financial structures to become large NGOs that are similar in size, mandate, and impact to INGOs now operating in Jordan and with an eye to supporting "localization." Examples are Al Hayat-RASED, SIGI, and ARDD, which all highlighted that despite receiving USAID support to conduct large-scale government or Parliament monitoring and support services, they face sustainability challenges and cannot be expected to "fend for themselves" when funding dries up. Some pointed to USAID's reporting and monitoring and evaluation (M&E) requirements and the insufficient resources allocated to recruit the long-term human resources to deliver on those requirements. They say that this funding instability is taking their focus away from advocacy issues that require long-term commitment, such as the women's rights agenda.

At the community level, most informants highlighted the benefits of direct funding to CBOs for both women's and youth programming and to build the capacity of emerging leaders. Some informants pointed

to the strong activity of emerging leaders at the community level as an indicator of USAID programming success, through the National Democratic Institute, USAID Takamol, CIS, the International Republican Institute, and the Jordan Local Enterprise Support Project most notably, but said the challenge now will be to translate that community-level social activism into national-level political activism and engagement, especially for women who remain subject to tighter tribal and familial controls in rural areas. Informants said civil society programming should focus on building the capacity and leadership skills of women and youth community activists to become national-level advocates or political participants.

Informants, specifically those from civil society, spoke of a sometimes difficult relationship between government and civil society, including a lack of recognition of the positive implications that could come with more serious investment in building a more engaged and collaborative relationship with civil society. It was suggested that any future USAID civil society programming focus a significant part of its strategic planning on building complementary and mutually beneficial relationships with government. They also recommended that promoting that relationship also feeds into a triangular relationship with donors—in this case, USAID. The proposed triangle of negotiated and coordinated relationships and consultations will benefit and support primarily pathways for advocacy on women's rights and reduce entrenched concerns on the part of government. It will also maximize the benefit from donors and reduce duplication of funding and programming.

To encourage partnership and collaboration rather than competitiveness and confrontation, informants brought up the relationship between men and women and the focus on women as part of the gender equality equation. Current programming, they point out, often encourages adversarial relationships between men and women rather than facilitating dialogue and collaboration between them. Programming should build bridges of trust and dependency between men and women at the family, community, civil society, political party, and parliamentary levels. Examples of positive programming include building the women's caucus members' relationships with male MPs and government ministers and, at the municipal level, through the Cities Implementing Transparent, Innovative, and Effective Solutions (CITIES) program.

> *You work on strategic partnerships between women and men and try to make this the modality in society. We need to build men's agency as partners with women and grow the agency of partnership between them.*
>
> *—Civil Society Activist*

Some youth informants felt that programming focused on women is "leaving men behind." Young men exhibited feelings of isolation, anger, and frustration toward women-focused programming and especially job creation programs and health programs that target natal and prenatal health but not health services for men. Programming could consider health and education as well as skills services targeting young men. This approach would require integrated programming between IPs such as Youth Power and a health or education program.

Youth, according to almost all informants, are an underprivileged, underutilized, and voiceless demographic. Elders still vie for authority over youth and positions of political and economic authority. Security restrictions on young men and women, whether for political activity (harassment for membership of political parties, university restrictions) or social freedom (men banned from shopping malls, young girls facing restrictions on movement), are undermining their avenues for social and political expression as well as their social and economic mobility. Globally, younger generations are showing preference for local and community activism over national activism.

Youth Power programming has undertaken gender training for young men and women. At the next level, programming should focus on creating avenues for intra-community advocacy that allow both young women and young men to converse and collaborate on gender priorities that impact their daily lives with local officials, tribal elders, business owners, and private sector investors in their areas. Creating these opportunities for collaboration on community decision making will increase youth's social value and pave paths to leadership and recognition based on meritocracy.

A more complex and challenging constraint to USAID's work on gender equality is what many informants pointed to as confusion and lack of awareness about or buy-in to what are considered Western definitions. Informants have said the concepts around gender currently being bandied around in Jordan are not "homegrown" or do not come from a "cultural affinity." In Jordan, some informants maintained, there needs to be a focus on the binarism of gender and that it needs to be conceptually, linguistically, and culturally appropriated. Some have said that although they believe in the global definitions of gender, many women perceive these "expanded gender definitions" as a burden and a distraction from the critical bread-and-butter priorities of women's lived reality in Jordan. If this perception stems from lack of knowledge or limited capacity, it is nevertheless a concern that has caused the "less knowledgeable" among CSOs to hesitate to identify as gender activists. USAID programming in Jordan has been sensitive to the cultural pushback on discussing gender identities; however, some human rights informants have advised an indirect introduction of inclusion and tolerance through entertainment and media activities. Some informants have advised USAID civil society programming to facilitate conversations around a contextualized definition of gender equality to build buy-in and support.

PRIVATE SECTOR ENGAGEMENT

Informants pointed to what they saw as features of the current economic environment in general, such as private sector incentives and employees' attitudes about work, that must inform programming for private sector engagement and employment opportunities for women. Informants identified the following needs:

- Liberalizing the economy without also building a care economy that provides for children and the elderly (roles traditionally assigned to women) will adversely impact women's economic participation levels when women are called on to step up to the caregiving role. Donors, including USAID, should program to mitigate the impact of a liberalized economy.
- Building the capacity, values, and skill base of individuals to meet an acceptable standard of a professional employee for both sexes is a priority and should become the focus of government and donors in school curricula, civic education, vocational training, and professional job training and higher education.
- Men and women in rural and urban populations and in all layers of employment would benefit from an improved business environment, better working conditions, increased opportunities, and a stronger economy.
- No "culture of shame" exists in decent work for women. Apart from the growing reality that economic need is trumping social restrictions, safe working conditions and rewarding employment will attract and keep employees, including female employees.

The two levels of private sector enterprise in Jordan—large corporations and small and medium-size enterprises (SMEs)—present different conditions for programming opportunities.

LARGE CORPORATIONS: PROFIT VERSUS RESPONSIBILITY

Corporate companies' primary concern will be maintaining their businesses' profitability and integrity. They will therefore incorporate diversity policies within their management or staffing structures or make decisions to invest in acts of social responsibility or philanthropy only if they are convinced that they would not have a negative impact on their businesses. Programming for large corporations would therefore need to build greater awareness among its corporate owners of the business case for including women in management and decision-making tiers of their staffing. They will also need to focus on institutionalizing and incentivizing social responsibility to communities, population groups, talented individuals, or SMEs, through tax deductions or marketing promotions, so that they can excel within their sector. USAID should therefore work with the business associations and CSOs to build awareness of the positive impact that including women in their management structures can have, as well as review their policies to encourage diversity and remove any existing logistical impediments. In parallel, USAID would encourage the government to facilitate incentives for philanthropic action and work with these companies to identify community priorities and urgent needs of population groups, especially women. Informants criticized some companies' efforts as "elitist and pandering to royal NGOs" rather than addressing real needs directly. USAID could introduce these corporations to global experiences where strategic philanthropy and social responsibility are pillars of corporate performance, reflected in the management organizational chart and budget.

Informants also suggested that corporations may be interested in initiatives that encourage mentorship programs to SMEs and emerging business leaders to build their capacity to run self-sustaining businesses. This should target established SMEs operated by women and youth, both male and female. It could also support innovation and entrepreneurship through subcontract awards to small businesses with conditions on quality and professional management and delivery. USAID could provide technical support to both.

A critical programming component would be to encourage institutional, legal, and national responsibility through chambers, professional unions, and business owner societies to employees. Although this may appear at first to contradict the interests of private business, informants believe USAID may be able to facilitate constructive dialogue and planning sessions between business owners (through their chambers) and sector employees. USAID programs could also facilitate dialogue/collaboration and planning to build bridges of trust between large corporations, SMEs, professional unions, independent unions, business owner societies, and employee advocacy groups from civil society and the government to tackle key impediments and opportunities impacting women's economic participation, business growth, and job creation.

Other programmatic ideas that informants put forward included encouraging large companies to adopt human resource policies that promote intolerance of nepotism, corruption, sexism, or misogyny with enforceable steps to deal with any violations through recognized processes, national representative bodies, and courts.

Some informants highlighted the global trend to adopt a "corporate diplomacy" approach, which evaluates a business's viability not only by its business plan but also by its relationships with stakeholders such as local leaders, power brokers, and government. Under this scenario, USAID could facilitate and encourage corporate diplomacy discussions to bring community, business owners, and government together to encourage investment in areas with strong tribal presence and where traditionally investment was challenged by local pressures and what informants have described as an "entitlement mentality."

SMALL AND MEDIUM-SIZE ENTERPRISES: SUSTAINABILITY, PROFIT, ETHICS, INCLUSION, AND GROWTH

Encouraging private sector engagement of SMEs will require another level of programming from USAID. Most informants said the real challenge is not the establishment of micro women-owned businesses through small grants or funds but building those micro businesses' capacity and business plans to grow into medium-size enterprises that can employ multi professional teams (accountants, designers, marketers, etc.), both male and female, and sustain themselves. Under the wider umbrella of building a more sustainable, professional and ethical business, USAID programming could include training on business ethics to set safety standards and positive working conditions for all employees regardless of sex or ethnicity.

Informants warned against incentivizing SMEs by paying them to employ women, as it encourages reliance on donor funding and limits employers' commitment to training and building female employees' capacity, rendering such employment a cosmetic procedure only. Although microfinance has provided a respite for women seeking funding for small projects, informants said they believed that, overall, it also proved problematic and largely ineffective in raising women from poverty to productivity. To reposition micro-funding within its declared objectives, USAID programs working on micro-funds should research root causes for the weak impact of those loans and then design programs to address them.

Informants encouraged dialogue and planning among businesses, government, and civil society. USAID programs working on SMEs could create opportunities to discuss the legal and administrative impediments to success for businesses and adopt recommendations that are within their remit for funding or technical support. Programs could also support civil society efforts to organize and advocate for improved business and investment conditions. Informants noted that civil society's contribution to this area has been weak and that in fact few CSOs had received recognition for their advocacy to support private sector investment, especially microenterprises and SMEs. Civil society has also been largely absent from advocacy work to support female small business owners and their employees, who tend to be mostly women.

Another recommendation was to support a qualitative study into the real attitudes of Jordanians toward work in the private sector and along rural/urban, class, and other established demographic factors, rather than simply accepting IP/national partners' perceptions of impediments to women's economic participation (which may be contoured by national gender norms and beliefs). Results of the proposed study can refocus the USAID Mission's narrative to those identified impediments and resist feeding into conventional wisdom, which may have oversimplified women's employment and entrepreneurial impediments into cultural norms and infrastructure challenges, such as transport or childcare provision.

Finally, many informants pointed to the need to ensure that at all levels of dialogue, interaction, and intervention, USAID insists on quantifiable and effective representation of female leaders to avoid tokenism and symbolic representation and actively require IPs to seek nontraditional, yet unrecognized, successful role models.

USAID/JORDAN COMPARATIVE ADVANTAGE ON GENDER ISSUES

USAID is the largest donor in Jordan. With its financial clout, the Agency also has considerable political leverage as a long-term, key strategic partner and guarantor of Jordan's stability. Under that umbrella, USAID has multiple tools and avenues to leverage its privileged status with Jordan, including strong diplomatic relations and USAID programs implemented by internationally relevant, strategic, and technically savvy contractors and subgrantees. USAID also has considerable leverage through personal relations with key influencers in government, Parliament, political parties, and businesses at both national

and community levels. USAID also has leverage on the agenda of donors in the country and, more specifically, that of Western and regional funders/donors.

Even though this special relationship between the United States and Jordan also means that the United States understands Jordan's concerns over its internal security—dampening serious efforts to push forward with a fully representative democracy, for example—informants believe that USAID can still advance concerns on gender issues. USAID, informants understand, treads a thin line between helping Jordan's development and interfering with its internal affairs on culturally sensitive issues such as the PSL.

On gender issues, however, all interviewees, including donors, pointed to USAID's comparative advantage and the need to use that advantage to lean on Jordan's government to improve conditions for women and youth, specifically on:

- Legal and judicial frameworks and conditions to address GBV and issues that fall under the remit of Sharia courts (PSL), as both are critical to providing the most basic legal protection to women.
- Expanding allowances for equitable demographic representation in the election laws of mixed urban areas in Amman and Zarqa, and specifically more representation for women from those areas to bring more experienced activists and politically savvy female candidates to Parliament.
- Helping develop ways to build trust between the government and citizens, as represented by political parties, professional associations, labor unions, and independent unions, as well as civil society at large.
- Government capacity building for expanding the social protection net to mitigate the negative consequences of liberalizing the economy.

CONCLUSIONS

USAID has already made positive headway in raising awareness of the centrality of gender equality to Jordan's long-term prosperity and stability. USAID will need to continue that role and improve its delivery to become more strategic and integrated while addressing the structural impediments to achieving equitable participation. The current political, economic, and social constraints facing the country challenge all Jordanians but doubly impact women and youth. The government does not recognize civil society's role in national decision-making processes and the relationship between government and civil society is "charged," further complicating advocacy for women's rights. Quotas for women, both official and unofficial, must be significant enough to ensure that women have comparative clout within the councils/committees they serve on. Pathways to political and economic leadership are unclear; therefore, programming to empower women and youth will have to clarify these pathways to ensure that both groups find their voice and have a place at the decision-making table.

USAID/JORDAN ORGANIZATIONAL CHANGE FOR GENDER EQUALITY

Over the past seven years, USAID has promoted gender equality and female empowerment within the USAID/Jordan Mission and among its strategic implementers and counterparts. It has also strategically programmed to change mindsets and create action plans, at both the policy and community levels, to achieve gender equality and launch more women into leadership roles across multiple sectors. To that end, USAID has pushed through programming requirements on integrating gender into work plans and

performance indicators measuring impact. With the dual focus on policy (including government, Parliament, and national CSOs) and on community engagement and social dialogue (with CBOs, youth, and local government and representatives), USAID has also reached a wide spectrum of partners and beneficiaries. This approach has pushed the agenda of gender equality forward at heightened speed and across a wide platform, both geographic and demographic. This ensured that the government responded to the requirement to show measurable commitment to equality principles and increased the number of community-level gender champions, especially through initiatives targeting CBOs through small grants such as those run under Souk Takamol and among university youth through the Ana Usharek initiative by the National Democratic Institute.

In parallel, funding a dedicated gender program (USAID Takamol) has provided greater focus and dedicated training that has shown benefits across the USAID portfolio and among the national strategic counterparts who formed the USAID Gender CofP. This program also increased government engagement on gender policy issues and improved the national machinery on women's empowerment, JNCW, to push and advocate for an improved policy and legal framework for women. Takamol's work in communities and with networks of CBOs, women leaders, youth leaders, and men considerably increased community-level knowledge and awareness of gender priorities and built a network of champions that is now collaborating across governorates and ages.

One of the most important results of USAID's focus on gender, some informants said, is a wider understanding of gender's centrality to all matters of life in Jordan and its impact on various layers of the population in differing ways. Understanding is growing among community activists that job creation for young women and men, school bullying of boys, low attainment in Tawjihi (Jordan's General Secondary Education Certificate Examination), GBV, and early marriage are all gender issues. The greatest mindset change, according to informants working with USAID programs, is that the resistance to any proposed gender programming has diminished as beneficiaries have come to understand that gender is not only about fighting AIDS or supporting what they believe is immoral behavior.

Informants were eager to deliver the message that USAID must ensure continuity of its commitment to gender equality at an elevated level to ensure higher integration within programmatic work plans of individual IPs and even showcase more collaboration across IP activities. Informants said that programming until now has treated gender mostly as an added activity line targeting women. This approach diminishes the impact of the Mission's declared gender integration strategy across the full program. They add that collaborating across programs is critical to most gender initiatives' success. Currently, each program has identified gender activities with implementation that is either direct or through a grant or subcontract. Because achieving tangible change on a gender priority is a complex undertaking that needs multiple interventions, it would be advantageous to identify collaboration entry points across programs.

Informants also noted that many gender strategies of programs or studies are conducted through a subgrant or contract. Informants proposed that it would be advantageous to implement those directly, engaging program team members, especially managers, to increase buy-in.

GENDER INTEGRATION AT USAID/JORDAN

The USAID/Jordan Mission is a leading "poster child" for the Agency's work on gender equality and social inclusion. USAID's interlinked policies and strategies to reduce gender inequality and promote female

empowerment provide guidance on pursuing more effective, evidence-based investments in gender equality. These policies and strategies include:

- The Gender Equality and Female Empowerment Policy.
- The U.S. National Action Plan on Women, Peace, and Security.
- The U.S. Strategy to Prevent and Respond to Gender-Based Violence Globally.
- The USAID Vision for Ending Child Marriage and Meeting the Needs of Married Children.
- The USAID Counter–Trafficking in Persons Policy.

The Jordan Mission SDO4 aimed to enhance gender equality outcomes by both supporting and complementing the other development objectives through stand-alone results and by integrating female empowerment and gender equality into the other development objectives. Though meetings with USAID staff have addressed the issue of stand-alone programming versus gender integration, the 2013–2019 CDCS clearly presented the two approaches as complementary and designed the SDO to work on both fronts.

Gender Stand-Alone Programming Versus Gender Integration

Gender integration is key to all programming, whether specifically targeted to achieve gender equality or not. It is critical to identify the root causes of gender inequalities and take appropriate measures to address those causes.

Stand-alone gender programming and gender integration are not mutually exclusive, but complementary. For example, aid can (and should) integrate gender equality in a maternal health project even though it focuses on women's health.

Adding just one or two activities related to gender equality in a program does not achieve gender integration. Rather, gender must be considered across all activities included in the program.

Adapted from "Engendering Transformational Change: Save the Children Gender Equality Program Guidance and Toolkit" (2014) online at https://www.savethechildren.ca/wp-content/uploads/2016/03/gender_equality_program_toolkit_2014.pdf

To support this work, a Mission team for gender equality (the Gender Team) was established that comprises a team leader and office representatives from the entire Mission. The team leader serves as the Mission's gender advisor and point of contact on gender equality and oversees integration of gender equality and female empowerment objectives across Mission portfolios, strategies, programs, and activities. The team leader also serves as the key interlocutor between the Mission and USAID/Washington and coordinates efforts to obtain support and guidance related to compliance with the USAID Gender Policy. Office representatives on the Gender Team support the crosscutting work through information exchange to their "home" office; provide technical advice on gender integration lessons, priorities, and protocols for their office initiatives; attend gender trainings, seminars, and events; and report on gender-related activities across the Mission. Moreover, the Gender Team is responsible for reviewing and facilitating approval of documents that require wider Mission review, including Project Activity Documents (PADs), PAD amendments, and concept papers. Final official approval of documents remains with the DO team leads and others as required.

A key finding of the gender assessment field research was that the Gender Team's structure differs from that of other Mission office teams. For example, no Gender Team members work full-time in support of the SDO. In fact, team members function more like gender focal points—point persons on gender

integration—in addition to their assigned full-time tasks and responsibilities. Consequently, office representative Gender Team members often contribute additional time and effort to support gender integration activities beyond their regular tasks. Also, although the current team leader has significant longevity/seniority in the Mission, few office representatives are mid- or senior level. By contrast, other sector teams (Education; Democracy, Human Rights, and Governance; Water and Environment; Population and Family Health; and Economic Development and Energy) tend to have a director, several program or technical officers, and office assistants.

Informants rated USAID's performance in promoting gender equality in its programming highly, with many strongly agreeing that the SDO has enhanced the profile of gender equality work and that USAID's gender programs, particularly Takamol, have produced important results. Informants external to USAID noted, however, that the Mission could and should showcase its work more purposefully. Internal informants also suggested that Mission leadership and senior management support should cover a wider range of Mission activities, including high-level visits, institutional outreach efforts, and Mission-level reporting. Some informants felt that even with the continuing challenges to gender equality in the country, USAID/Jordan has a good story to tell about its gender integration efforts and outcomes and that the Mission should document and share that story as extensively as it can.

Another key finding was the absence of gender equality objectives in IP project designs and gender activities in project implementation. This led the MSI Gender Team to explore how the Mission's procurement requirements and contractual and accountability systems can be leveraged to support the SDO. Group meetings with contract and program staff identified the following challenges:

- Limited requirements for gender integration in program/project designs ensuring that gender equality objectives are incorporated from the start in planning and development.
- Insufficient accountability for IPs on gender equality objectives and programming.
- Gender outcomes defined and measured as the number of female participants and beneficiaries or women in leadership, and an insufficient requirement for the use of qualitative gender indicators to measure impact of initiatives at the family and community levels.
- Few Chiefs of Party and other program key personnel with a background in and experience with gender programming and gender integration in program/project activities.

The MSI Gender Team also identified two key opportunities for enhancing gender integration in the Mission's contractual and accountability systems. First, the Mission is piloting a formalized, cross-sector work planning initiative based on success in Kenya and Somalia and based on informal work planning within its health portfolio. The goal is to coordinate project implementation for maximum additive and reinforcing effect, akin to integrated programming where interventions from various sectors combine in one program for enhanced program results. Evidence-based integrated programs have effectively promoted gender equality and women's empowerment in many developing countries. Cross-sector work planning is a key entry point for gender integration in the Mission's sector programs. Second, the Mission plans to increase the scoring points for gender program design in IP responses to requests for proposals. The elevation of points for gender program design in proposals indicates the Mission's prioritization of gender integration in its future program portfolio. These two promising activities should be supported at the highest levels and fused into the Mission's standard operating procedures.

GENDER INTEGRATION AMONG USAID/JORDAN IMPLEMENTATION PARTNERS

Field research with IP program, monitoring, and evaluation staff and gender focal points revealed an inconsistent pattern of gender integration. As pointed out in the previous section, the key finding was the lack of gender objectives in project design and project activities in work plans and implementation. Another important finding was the low level of IP staff awareness of Agency gender and social inclusion policies and strategies to guide their work. Some IP staff mentioned the need for technical capacity for gender integration and inclusive development programming. Some suggested that this has been done and could continue through the Takamol program, whereas others were unaware of the program and its capacity-building services. A review of documents from 20 IPs highlighted some gender integration issues, as few IPs afford their programs the benefits of a holistic gender integration strategy (Table 3).

TABLE 3. IP GENDER INTEGRATION STRATEGY

Gender Analysis, Gender Strategy, or Gender Action Plan	M&E Indicators	Gender Staff	Gender Component	Gender in Work Plans and Reports
12 (60%)	7 (35%)	5 (25%)	5 (25%)	9 (45%)

Similarly, a review of 20 IP program documents also highlighted the inconsistency in IPs' gender integration strategies. The review found that few programs incorporated a focus on USAID's policies and strategies on gender and social inclusion. Only five programs (25 percent) mentioned one or more policies (usually just one). No programs included program activities related to the gender and social inclusion policies. Only two programs included indicators related to the policies, and five (25 percent) had a gender specialist or staff person responsible for gender integration. Group meetings with IP staff uncovered the following constraints to gender integration:

- Limited to no gender objectives in project designs and gender activities in project implementation, including a lack of focus on legal, cultural, and GBV issues.
- Limited integrated or cross-sector linkages in project design and implementation.
- Focus on women or a women's component with limited to no focus on gender relations.
- Transformations in gender relations not tracked or captured, including the process of achieving capabilities.
- Limited sharing of program lessons and success.
- Limited staff awareness of USAID gender and social inclusion policies.
- Low technical capacity for gender integration and inclusive development programming.

CONCLUSIONS

Gender integration in the USAID/Jordan Mission is on the right track with the SDO, Mission Gender Team, and new planned accountability initiatives. The Mission can build on these pieces to take its gender equality objective to the next level. IPs' gender integration strategies are inconsistent and less systematic than the Mission approach; they can benefit from capacity building as well as targeted oversight and

accountability from the Mission. See Annex I for more detailed information and discussion on opportunities and successful practices for gender integration.

NEW APPROACHES TO GENDER INTEGRATION

POSSIBLE IMPACTS OF USAID APPROACHES

In selecting beneficiaries, informants pointed out, programs must address—and consider the varying program impacts on—both men and women in multiple age groups. Men must be engaged in multiple roles, including as direct beneficiaries of services, partners to women, citizens with complex needs themselves, and champions. Current gender programming is largely blind to the male component of the gender equation. Adding the layer of youth, programs appear to place less emphasis on the male/female equation and often miss the activities' impact on those two separate multilayered groups.

Programming appeared to focus on changing women's capabilities as individuals. This focus has often increased the burden on women to convince people around them that they aspire to and have a right to expanded freedoms, roles, and responsibilities. Programs must focus also on the individual and institutional agents that can neutralize the "blocker" influence family and community can have on women's realization of their rights.

The complex rural versus urban divide requires further investigation and unpacking to measure its varied impact on gender equality efforts. USAID's strategy has been to expand and increase outreach, which has shown results in geographic outreach, but demographic challenges persist.

Programming for women must also recognize the complexity of women's status in Jordan and program for them accordingly. Women with economic ability (not the abject poor) but diminished social and economic empowerment may be in urgent need of awareness and behavior change intervention. Meanwhile, programming for the poorest, for whom economic need may more clearly supersede social norms, would necessarily focus on job creation and building their capacity in employability skills.

Communicating about USAID's gender equality programming outcomes, experiences, and knowledge—gathered by USAID from its multiple implementers—to the government and other donors is a priority and will build knowledge, awareness, and commitment.

HOW GBV MIGHT CONTRIBUTE TO OR HINDER ACHIEVEMENT OF PROPOSED DEVELOPMENT OUTCOMES IN THE NEW CDCS

Although the repeal of Article 308 was a major success, as indicated elsewhere in this report, the breadth and depth of GBV has yet to be tackled. One reason for the limited response to GBV issues in Jordan is the conventional wisdom that the only GBV issue in the country is domestic violence. In interviews, informants noted a denial that GBV is present in the public sphere. Consequently, issues such as sexual harassment in the workplace; violence against women, including rape and bullying; intimidation and stigmatization, including political violence against women MPs; and sexual trafficking and other forms of GBV are rarely acknowledged and mostly hidden from the national conversation on gender issues. A second reason informants identified for the limited response to GBV is that prevailing gender norms and beliefs normalize and rationalize GBV practices and buttress a culture of impunity, as described in the gender analysis above, along with the notion that domestic violence in particular should be addressed

within the household or tribe, not in or through the public sphere through police, courts, or social services.

These two factors suggest at least three possible responses to USAID programming on GBV that may hinder program outcomes. First, a greater spotlight on GBV—particularly on sexual harassment in the workplace—may, while raising public awareness, also lead to a larger number of families/guardians restricting women under their charge from labor force participation. A second possible response, related to a solution for addressing domestic violence, is a growth in the incarceration of women survivors of domestic violence for their protection. This practice, as discussed above, revictimizes and traumatizes survivors under the guise of assistance and support. A third possible response is increased denial of GBV in the public psyche, which can dampen government and civil society response to GBV. To reduce the risk of these possible responses that could hinder progress in GBV prevention and response, USAID will need to build strong partnership with key stakeholders—government, NGOs, leading women's rights and human rights organizations, universities, and research institutions—to enhance political will for addressing GBV issues. USAID will also need to facilitate the development of strategic, creative, proven program strategies to ensure effective program results.

SECTORS, GEOGRAPHIC REGIONS, AND DEMOGRAPHICS REQUIRING MORE ATTENTION ON GENDER ISSUES

USAID programming in Jordan has good outreach across sectors and geographic regions, so "failing" would be a strong word to describe gaps in outreach. However, current programming emphasis leans toward rural populations that have a strong tribal presence with what appears to be a more geographic than demographic outreach. Although high-level events take place in Amman to gain visibility with central government, a substantial section of the beneficiaries invited to attend or participate are from rural areas. With the introduction of CITIES, more geographic outreach is visible to government officials outside Amman. Perhaps also as a byproduct of the election laws, which favor tribal areas, USAID's engagement with elected officials also appears to favor those areas in programming and activities. Therefore, informants suggest, residents of poor urban areas with high concentrations of Jordanians of Palestinian origin, whether or not they are affiliated with refugee camps, are less visible among beneficiaries. However, gender priorities in those poor and overpopulated areas—for example, East Amman, Zarqa, and Ruseifeh, Baqaa Camp—are alarming, some informants say, especially with the prevalence of GBV in multiple forms. This impacts boys as well as women, in addition to being linked to high drug use among men and youth. A study on the specific gender challenges of these areas is needed to ascertain whether USAID programming on gender should consider the specificity of demographic needs.

Informants said that USAID should also look at social cohesion on a wider scale than the current prevalent reference to the relationships between host communities and Syrian refugees. Instead, it should build a culture of acceptance of all refugees and guest/resident populations: Palestinians; Iraqis; Sudanese; Yemeni; and others, including migrant workers. Women from non-Jordanian origins or carrying other nationalities, according to informants, are placed in a lower rank than that of Jordanian women; therefore, verbal or other abuse of these women is considered more acceptable. Jordanian women married to non-Jordanians also suffer bias and isolation—not only legally but also in communities that frown on their choice of husbands.

Direct activities with men are less visible across the board. Programming has so far focused on encouraging men to champion female relatives or colleagues, rather than addressing their gender priorities directly.

Many informants noted this gap, saying that emphasis on women's empowerment, especially during these difficult economic times, has alienated young men who are also struggling to find a voice and social and economic standing. Recommended programming to increase men's access to health services and provide for men's health and health education in government clinics is also critical, as the current emphasis is on women's health.

Another gap identified was among the more economically able women in main cities who hold professional jobs as teachers, social workers, and public sector employees. Informants worry that the influence of these women on their families and their networks may be substantial, but their knowledge, attitudes, and perceptions of gender equality and female empowerment may be overly influenced by tradition and conservative religious interpretations. A study of these women's attitudes and perceptions is necessary to identify whether USAID programming should target them.

USAID programming also does not target single women, whether widowed, divorced, or without male *sanad*, such as families of expatriate men, migrant or refugee women, and women whose husbands or male guardians have deserted them. These women are the most disadvantaged economically and financially (most have no authority over family assets), legally (under the PSL), and socially, and many live at the mercy of distant male relatives who deny them basic freedoms. USAID programming is necessary to address these women's legal status so that they can run their lives as full citizens and not remain legal minors.

Informants have identified women working in agriculture as the most exploited women in Jordan. Many of these women are pulled out of school to work on farms as seasonal labor, with boys receiving preference to continue their education. Informants say many of these women enter relationships with male farm laborers from countries such as Egypt or Bangladesh, and many marry and conceive only to fall victim to laws that deny benefits to children of Jordanian women who marry non-Jordanians. Women working in agriculture are mostly present in the Jordan Valley, which informants have identified as a geographic area that USAID programs have not targeted sufficiently, although its multiple challenges include GBV, poverty, low standards of education, and lack of economic opportunity.

The sector that informants regularly and consistently point to is media and entertainment as a tool for behavior, attitude, and perception change toward women; challenging traditional role assignments; and mainstreaming positive messaging about women and gender equality. Almost all informants highlighted the role of media in sometimes ridiculing women leaders and undermining women's achievements in general. Informants suggested that the entertainment industry's role in slowly and indirectly challenging current stereotypes and attitudes is one of the most effective tools available for programming designed to transform negative gender norms and beliefs.

Finally, although most informants resisted the notion that women's low economic participation is influenced primarily by inefficient and unsafe public transportation, they nevertheless insisted that investing in the transportation infrastructure will not only contribute to the economy as a whole but will also contribute to women's economic participation and facilitate daily movement of people from their communities into the nearest main city, therefore halting a social phenomenon where men leave their families in the villages and move to the city for work. When that happens, women are left behind in the rural areas with primary responsibility to care for children and elders and therefore not as able to go to work.

CONCLUSIONS

The gender assessment found seven gender issues related to gender integration policy and practices: the disabling impact of gender roles and beliefs on program outcomes; the constraining impact of inconsistent government capacity and buy-in on gender issues; IP staff's varying technical capacity for gender integration; the lack of gender equality objectives in IP programs; the lack of integrated and cross-sector programming, particularly for attitude and behavior change and for addressing GBV; lack of robust gender indicators that measure IP program impact; and the need to strengthen USAID oversight and accountability systems for effective gender integration.

RECOMMENDATIONS FOR USAID

Recommendations are in four areas: gender strategy and gender team, contractual and accountability systems, IP and government partner gender integration capacity and capability, and GBV.

USAID/JORDAN GENDER STRATEGY AND GENDER TEAM

- Include a DO on gender equality in the Mission's 2020–2025 CDCS.
- The Mission should assign full-time staff for the gender equality DO. The Gender Team should include:
  - A director/manager/team leader.
  - Two senior gender specialists (one for governance and economic growth sectors and one for public service delivery sectors, including GBV services).
  - One administrative staff member.

Investing in high-caliber gender specialists within the Mission is crucial. These specialists would be in a prime position to contractually ensure that IPs in various sectors are investing in the capacity of their technical experts to integrate gender in an intentional and meaningful way and to capture progress through more qualitative substantive indicators.

USAID CONTRACTUAL AND ACCOUNTABILITY SYSTEMS

- To ensure IP compliance with agency gender equality and social inclusion policies, USAID should require an explicit articulation of gender integration in program design or a gender objective for proposals responding to RFPs and RFAs and enhance its oversight of IP implementation of program gender strategy, gender-focused program activities, indicators, and outcomes. Current plans to increase score points for gender integration in proposals and plans for cross-sector work planning should be implemented and expanded.
- Conduct strategic oversight to ensure substantive gender integration in IP implementation of their program gender strategy, gender-focused program activities, indicators, and outcomes.
- Implement and expand its plans for cross-sector work planning.
- Establish a collaboration requirement, including indicators for measurement and reporting. Collaboration indicators may include completion of a collaboration strategic plan or work plan that articulates the purpose and goals as well as roles and responsibilities, a collaboration budget, and measures for identified accomplishments and predefined success.

- Require adoption of gender equality and social inclusion policies/principles for all partners: institutional, private sector, and CSOs.

- Require verifiable and demonstrable experience in gender integration for Chiefs of Party and other key personnel in proposals.

- Increase documentation of gender success stories and use its diplomatic channels among donors, government, civil society, and the private sector to promote and communicate its progress, experiences, and successes/challenges on gender integration to showcase its investment and political will.

USAID IMPLEMENTING AND GOVERNMENT PARTNERS

GENERAL RECOMMENDATIONS

- Through Takamol or a Takamol-like program, provide gender capacity building similar to the guidance IPs received on M&E templates. Overall, it would be useful to have more technical support from future programs like the Monitoring and Evaluation Support Project and Takamol, with the bulk of support at the beginning of the project to enable IPs to plan and design and include relevant gender program activities and indicators.
- Expand the demographic outreach of its programming to include men, young men, and boys, as well as Jordanians of multiple origins and refugees/guests to gauge and address their specific gender needs and priorities.
- Track gender equality impact and program outcomes by including measures of the dynamics of participation and real choice capabilities, in addition to current indicators that measure the number of women engaged in and benefiting from programs. (See Annex J for an index of real choice capabilities, measures of gender relations at the family and community levels, and methodologies for qualitative data.)
- Offer customized training for each project on how to develop qualitative indicators and methods to collect the data.
- Require more substantive qualitative indicators from IPs, which would allow projects to tell more of the story behind the numbers, help IPs create new ways to capture qualitative change (including causal paths to inclusive economic empowerment), and allow IP staff to capture and share their pride and passion in their work and the resulting project impact.
- Provide more guidance to IPs on sector- and project-specific indicators on gender.
- Measuring gender equality over time is difficult due to the short duration of projects; therefore, it would be useful for USAID to provide a mechanism to measure impact after the life of a project.
- Diplomatically engage and communicate with other donors, government stakeholders, and influential individuals/organizations on its gender programming, strategies, and impact to raise the profile of gender and showcase the success of its programming.

RECOMMENDATIONS FOR GOVERNMENT CAPACITY BUILDING

- Encourage the GOJ, through diplomatic channels, to make the highest political commitment to gender equality at the constitutional level and highlight the link between equity and citizenship.
- Continue capacity-building work with the GOJ through a focus on enforcement of gender-sensitive laws and regulations and equitable delivery of quality public services.
- Collaborate with the GOJ to support women leaders within the military and in communities to collaborate on peace and security priorities, including risks of radicalization and threats to social cohesion.

- Review with the GOJ the current pathways to economic and political leadership for both men and women and identify legal and structural impediments that can be tackled through joint initiatives.
- Invest time and resources to support the existing national machineries for gender integration in Jordan, the Inter-ministerial Committee for Women's Affairs, and JNCW to maximize their impact and support their efforts to advocate and integrate positive gender policies.
- Support gender and social inclusion assessments for GOJ ministries and agencies as a follow-on to gender audits conducted with these agencies.
- Expand gender budgeting capacity building to all Ministries and within Parliament.
- Expand support for women's leadership in government by engaging men to build their support for women's leadership and inclusion in decision making.
- Support programming to build partnerships between government and civil society, including women's and youth groups and organizations.
- Work with the Public Sector Reform unit and the Institute of Public Administration to require training on gender integration for all public sector employees with supervisory or leadership duties.
- Expand investment in re-engineering and automating legal services to include services for female citizens, especially on family affairs.

INCLUSIVE ECONOMIC DEVELOPMENT

- Support programs that promote local change makers who encourage and mentor women and youth in employment and entrepreneurship.
- Support programs that engage chambers, professional organizations, business owner societies, and professional unions in enhancing inclusive business-enabling environments and women-friendly workplaces and industries.
- Promote and support municipalities and local government efforts to attract industries and companies to less developed regions (south, rural locations, etc.) of Jordan.
- Fund studies and data collection on the root causes of women's low economic participation and the status of single women in Jordan, including divorced, widowed, and deserted women, and other cases of families headed by women.

DEMOCRACY, GOVERNANCE, AND CITIZEN ENGAGEMENT

- Expand youth programming on building female and male youth leadership.
- Support media and art campaigns as key components of democracy and governance programming to increase awareness and transformation of beliefs and attitudes about women's roles, participation, and leadership.
- Promote cross-generational dialogue on gender roles and relations.
- Continue to support voter education and civic education programming, including a focus on gender equality, in schools and communities
- Support programs that recruit male champions for promoting increases in gender equality in politics and women's political participation. USAID should also increase focus on masculinity and men as an integral part of the gender equality formula.
- Support programming focused on preventing and responding to political violence against women.
- Build NGO institutional and organizational capacity to increase accountability within CSOs and throughout their programs and work.
- Strengthen civil society focus on economic empowerment, workforce, and employment challenges for women, youth, and other vulnerable groups.
- Study the gender challenges of poor and overpopulated areas associated with Jordanians of Palestinian origin—for example, East Amman, Zarqa, and Ruseifeh, Baqaa Camp—to ascertain

whether USAID programming on gender should consider the specificity of their demographic needs.

- Build a culture of acceptance of all refugees and guest/resident populations.
- Consider and program for the needs of women with non-Jordanian origins or carrying other nationalities, including foreign women married to Jordanian men, who are placed in a lower rank than that of Jordanian women both legally and socially.

INTEGRATED AND CROSS-SECTOR PROGRAMMING ON GENDER-BASED VIOLENCE (GBV)

- Expand the understanding of GBV beyond health projects and traditional forms of GBV, such as early marriage and physical abuse.
- Increase focus on prevention and recovery from GBV and engage CSOs and relevant government entities in providing services through "one stop shop" centers providing safe support to victims.
- Support CSOs in engaging victims in programs that increase knowledge and awareness of these cases among the population and their impact on families and communities.
- Support GBV awareness including that which hinders meaningful women's participation in politics and the economy, including intimidation, threats, psychological abuse (in person and online), and physical and sexual assault, often described to women as "the cost of doing politics."
- Require relevant programs to explicitly refer to violence against women in politics as GBV to assign intentionality and impact the design, the nature of interventions, and their implementation, but it would also allow for measuring the impact of these interventions in combating wider forms of GBV.
- Please see Annex I for further GBV recommendations.

ANNEX A: SCOPE OF WORK

USAID/Jordan

Revised Scope of Work (SOW) for the

Gender Analysis and Assessment for the 2020-2025 Country Development Cooperation Strategy (CDCS)

May 28, 2019

Final

BACKGROUND

USAID/Jordan is preparing to develop a new Country Development Cooperation Strategy (CDCS) for 2020-2025. The current CDCS is valid from 2013-2019. To inform the new CDCS and future programming, USAID/Jordan intends to conduct a gender analysis and assessment as follows:

- A Mission Gender Analysis to provide a framework and baseline for effective integration of gender concerns in its programs. This responds to USAID gender requirements and complies with ADS 201.3.2.9 and ADS 205 that require that Strategic Plans reflect attention to gender concerns.
- A Gender Assessment to assess the Mission's attention to gender in current programming (through a desk review of program documents and interviews with select implementing partners). The results of the gender assessment will help prepare the gender analysis and its recommendations.

MISSION GENDER ANALYSIS[44] AND GENDER ASSESSMENT[45]

The research team will prepare a gender analysis and assessment report. In alignment with ADS 205, the gender analysis portion of the report will provide a country-wide analysis of gender roles and constraints (including gender-based violence). The purpose of the gender analysis is to inform USAID/Jordan's strategic planning and program implementation. It will identify the key gender inequalities, issues, and constraints and make recommendations on how USAID/Jordan can achieve greater gender and social integration in its CDCS, projects, and activities. The analysis will help the mission identify, understand, and explain the gender gaps between men and women. It should look at differences related to geography,

[44] **Gender Analysis:** An analytic, social science tool that is used to identify, understand, and explain gaps between males and females that exist in households, communities, and countries and the relevance of gender norms and power relations in a specific context. Such analysis typically involves examining differences in the status of women and men and their differential access to assets, resources, opportunities, and services; the influence of gender roles and norms on the division of time between paid employment, unpaid work (including subsistence production and care for family members), and volunteer activities; the influence of gender roles and norms on leadership roles and decision-making; constraints, opportunities, and entry points for narrowing gender gaps and empowering females; and potential differential impacts of development policies and programs on males and females, including unintended or negative consequences.

[45] **Gender Assessment:** A review, from a gender perspective, of an organization's programs and its ability to monitor and respond to gender issues in both technical programming and institutional policies and practices. A gender assessment is a flexible tool, based on the needs of a Mission, and may also include a gender analysis at the country level. If a gender analysis is included in a gender assessment, this meets the ADS requirements. Findings from a gender assessment may be used, for example, to inform a country strategic plan or a DO and/or develop a Mission Gender Plan of Action or a Mission Order on gender.

socioeconomic backgrounds, and age. In addition to sex disaggregation, the analysis should to the extent practical and possible (as this information may or may not be available) disaggregate population by age: children, youth (10-29), and adults[46], as they relate to the technical areas identified below and, more specifically, those areas highlighted during initial consultation discussions with USAID/Jordan. It is also used to identify the relevance of gender norms and power relations in a specific context (e.g., country, geographic, cultural, institutional, economic, etc.). Of equal importance, the analysis will include concrete recommendations on ways to mitigate gender inequality that can be integrated into USAID/Jordan's Development Objectives (DOs), Intermediate Results (IRs) and sub-IRs, performance monitoring and indicators (to the extent that these have been developed), evaluation plans, and solicitations. Recommendations in the final report should clearly articulate the language/text from the analysis that should be included in the CDCS and Results Framework.

GENDER ANALYSIS:

Per ADS 205.3.3., the gender analysis must provide descriptive statistics[47] on men and women (education, health, community participation, political participation, economic activity and earning, time use, violence, etc.) and will also provide country and sector-level quantitative and qualitative data on the key gender gaps in each of the domains described in section 205.3.2:

- Laws, Policies, Regulations, and Institutional Practices
- Cultural Norms and Beliefs
- Gender Roles, Responsibilities, and Time Use
- Access to and Control over Assets and Resources
- Patterns of Power and Decision-making.

These data will focus on the country level and on specific sectors where Mission resources are likely to be concentrated. At this level, the analysis should, to the extent possible, also provide information about groups of women or men that are particularly disadvantaged or that have strong unmet needs for empowerment (e.g., women from marginalized ethnic groups, women with disabilities, and so forth). It would also be useful to include, to the extent possible, anecdotal data of needs that are currently lacking empirical data for Mission consideration to pursue collecting relevant data in the future. to All data and statistics will be disaggregated where possible and useful to the analysis by age group and demographics (e.g., economically active population, Jordanians and non-Jordanians, family composition (with/without children), economic activity, wealth index, etc.) for the purposes of comparing gender issues within those groups and among non-group members. Where data do not exist about particular population sub-sets

[46] The analysis must disaggregate by demographic group in order to be able to identify youth. USAID Youth in Development Policy defines youth in the cohort of 10-29 years. On the other hand the UN, for statistical consistency across regions, defines 'youth', as those persons between the ages of 15 and 24 years, without prejudice to other definitions by Member States. For the sake of these analyses and assessments, USAID/Jordan will look at three distinctions under the youth category based on the mission's programming: Youth I: 10-17 years of age, Youth II: 18-24, and Youth III: 25-29 in order to program better distinct actions related to education, training, workforce development, economic participation, and political engagement.

[47] ADS 205.3.2. Descriptive Statistics in Gender Analysis: Gathering statistics on women and men is a core element of carrying out a gender analysis. As much as possible, these statistics should not treat men and women as monolithic categories but should reflect the intersection of sex with other characteristics such as age, marital status, income, ethnicity, race, disability status, geographic location, sexual orientation and gender identity, or other socially relevant category as appropriate, in: Education, Health, Political participation, Economic activity and earnings, Time use, Violence, and other relevant domains. It is important to understand the intersecting identities a person has in order to capture the extent to which they may or may not experience heightened marginalization or exclusion in society. Statistics disaggregated by sex should be collected and reported separately in two different categories (male or female) or fashioned into ratios or absolute or relative gaps to show the status of females relative to males. Indicators pertaining to either males or females only should also be included, for instance, those measuring progress toward women's participation and leadership.

and the team feels that such data would be useful given the recommendation it chooses to make, the team may recommend that USAID consider investing in or partnering with other interested entities to fill the gap.

It is expected that additional analyses may be needed for key sectors as the activities progress and the team should identify these for future investigation by USAID.

Key lines of inquiry for the analysis include the following (all of which should cover the relevant domains listed in ADS section 205.3.2:

1. To the extent possible to determine, what are the current gaps between men and women that belong to the following groups (listed below) in terms of gender analysis key domains[48], and provide recommendations on how the USAID/Jordan programs can help close gender gaps found in the areas and sectors where USAID/Jordan works:
    a. **Primary:** Youth, women with low socioeconomic background, urban and rural inhabitants
    b. **Secondary:** People with disabilities, victims of gender-based violence[49], victims of human trafficking, sexual minorities, and Jordanians and non-Jordanians
2. What are the key issues and constraints to equitable political and socio-economic participation and access to economic, political, and social opportunities of men and women in Jordan, with an emphasis on the priorities listed below (#3)?
3. What are the opportunities for integration of gender across the following themes:
    a. Capacity building and advancement on the Journey to Self-Reliance, especially government institutions commitment, planning, implementation, and budgeting capacities
    b. Economic development, workforce development and job readiness, micro, small and medium enterprise development, employment, fiscal reform
    c. Democracy, political participation, citizen engagement, human rights, freedom of speech, governance, rule of law
    d. Water resources and wastewater management, including environmental protection
    e. Family health and population growth, maternal and child mortality, nutrition, access to and quality of health services, health financing and systems strengthening
    f. Learning outcomes, learning environment, school violence, teaching profession
    g. Infrastructure planning, operation and maintenance (especially related to school and health infrastructure)
    h. Refugee populations (especially Syrians) in host communities
    i. Community cohesion and resilience related to refugee crisis
4. What are the areas of opportunity for USAID's activities within priority sectors to help Jordan overcome those constraints? In particular, what are some of the opportunities for disadvantaged women, especially youth?
5. How does the divide, if any, between west Amman (capital) on the one hand and east Amman and outside of Amman on the other differentially affect men, women (provide information disaggregated by ethnicity and age)?
6. What is the legal and policy framework to support gender mainstreaming, including gender-sensitive policies both at the central and local level? (This can be done through a spot check of how municipalities where USAID works are incorporating these issues)

[48] Laws, Policies, Regulations, and Institutional Practices; Cultural Norms and Beliefs; Gender Roles, Responsibilities, and Time Use; Access to and Control over Assets and Resources; Patterns of Power and Decision-making.

[49] Include information, to the extent possible, on repeated GBV (e.g. domestic violence) and one-off GBV (e.g. sexual violence in public spaces)

7. To the extent possible to determine for such an under-reported phenomenon, what might be the effects and costs of gender-based violence (for different populations, but also within the context of each priority sector listed above in #3)?[50]

GENDER ASSESSMENT

The gender assessment portion of the report will supplement the gender analysis to assess USAID's attention to gender sensitivity and gender integration in current USAID/Jordan strategic planning frameworks and projects/activities. The final assessment and analysis report should include recommendations for better addressing the gender gaps in the sectors on which USAID plans to focus under the new CDCS.

The 2013 – 2019 USAID/Jordan CDCS includes a Special Development Objective (SDO) "Gender Equality and Female Empowerment Enhanced." The premise of this SDO is that female empowerment and gender equality will be enhanced as changes in discriminatory social norms and practices at the individual and community level are promoted. These changes are accompanied by reinforcing policy and institutional reforms as well as strengthened advocacy efforts. All of these are solidified by expanding access to female-centered services. The SDO works across the Mission's three DOs to strengthen their integration of gender equality issues. In addition, USAID/Jordan has a stand-alone activity, USAID Takamol, to raise awareness and facilitate dialogue to build grassroots momentum, while building the capacity of key institutional players at the national level (like Jordanian National Commission for Women (JNCW) and GOJ ministries). Finally, the Mission requires implementing partners to integrate in their annual work plans gender-related interventions informed by gender analyses, and report on gender-sensitive indicators.

In 2017, USAID/Jordan conducted an evaluation of its Gender Equality and Female Empowerment Special Development Objective. The evaluation mainly assessed the effectiveness of the gender team structure in integrating gender across the Mission. The evaluation concluded that creating a gender-focused Special DO elevated the importance and visibility of gender, both within USAID and with the Government of Jordan (GOJ). However, the broad goal of the DO led to a lack of a clear, overarching strategic focus. The evaluation also determined that there was good internal capacity building and training of team members, but the lack of full-time dedicated gender experts, with gender team representatives from technical offices wearing multiple hats, weakened the capacity of the Mission to effectively mainstream gender into its portfolio. As a result of the evaluation, the Gender Team refocused its goals to advancing women's leadership in the public sector and supporting the Mission's interventions related to women's economic and political empowerment. The Gender Team membership was also restructured to include only representatives from technical offices, and commitment was obtained from their supervisors to empower them to focus on gender issues.

Evaluations of activities across the Mission's portfolio also included specific questions on effectiveness of the interventions in integrating gender considerations and closing development gaps between men and women. While the extent of achievements varied from one activity to the other, in general the evaluations found that there are increasingly concerted efforts within activities to address gender gaps, and that political will and perceptions and norms play a critical part in achieving these successes.

The assessment recommendations will concentrate on how USAID can operationalize gender and social inclusion within the forthcoming CDCS Results Framework, future Project Appraisal Documents, and implementing partner strategies for gender and social inclusion. It will identify possible entry-points for

[50] Banyan Global conduct such research from 2015-2017 and produced a report on The Cost of GBV in the MENA region and has a section on Jordan. A copy of the internal report will be made available to the research team.

incorporation of gender and other considerations in carryover activities and potential new programs. Special attention will be paid to direct collaboration with the GOJ through partner government systems (PGS) and partnerships with the private sector. While Jordan scores well on technical capacities under the Journey to Self-Reliance roadmap, it is below average on the commitment arena. Therefore, the Assessment needs to include recommendations for how the Mission can improve tangible commitment to gender equity.

The research team will work with Mission Gender Team to explore options for how best to achieve gender equality goals under the forthcoming CDCS. They will also work with the monitoring and evaluation (M&E) focal points to propose CDCS gender indicators and an M&E framework, and as appropriate, to incorporate the Agency's eight gender key issue indicators into the framework, should this framework exist at the time of the study. The research questions for the assessment include the following:

1. To the extent that the Mission has developed proposed strategic approaches to address gender equality and on gender-based relations, what might be the possible impacts of these different approaches, taking into consideration ethnicity, age, and rural/urban residence, as well as other key variables in the different technical and geographic areas of intervention to the extent possible?
2. What are the gender-based constraints and opportunities for equitable participation, including for GOJ and civil society, in planned and existing USAID/Jordan programs?
3. What opportunities exist to enhance gender equity through planned or proposed USAID's overall Private Sector Engagement in Jordan?
4. Are their successful examples of gender equality and female empowerment, especially related to women's political and economic participation for addressing gender-based violence (prevention, detection and recovery) through USAID's work that might be relevant to Jordan? What lessons learned and best practices can be discerned from other relevant Missions on adopting standalone programs and DOs on gender equality vs. integrating and mainstreaming within technical DOs?
5. What are successful examples of gender equality, female empowerment, and addressing gender-based violence (prevention, detection and recovery) through the work of GOJ, civil society and other donors?
6. How might GBV contribute to or hinder the achievement of proposed development outcomes in the new CDCS?
7. What are the gender issues or challenges for which USAID/Jordan possesses a comparative advantage, taking into consideration the strategies and interventions of other major donors in the country?
8. In which sectors, geographic regions, demographics, etc. is USAID/Jordan failing to address gender issues? Why?
9. What is the institutional context supporting gender mainstreaming in the mission (policy, staffing, capacity building, practices and workflow)? And to the extent possible among key implementing partners (staffing, incentives, structures, policies, processes)?

ANALYSIS AND ASSESSMENT METHODOLOGY

The gender analysis will comprise a combination of primary and secondary data collection. It will begin with an extensive desk research that will review and analyze secondary data, including, but not limited to: relevant national policies, laws, and regulations; sectoral analyses in the research and grey literature conducted by national government entities, USAID, other donors or international organizations, civil society, universities and think tanks; national and regional statistical databases; regional or global comparators that have made significant strides on gender equality, especially as related to women's economic and political participation; and, any literature relevant to the sectors and the region. The literature review will be focused at the macro and sectoral level to identify the gender and social inclusion

inequalities or obstacles to female empowerment related to the mission's overall priority focus areas. Relevant statistical indicators will be selected and updated, focused on the sectors and regions prioritized by USAID. USAID/Jordan will create a Google Drive Folder to provide all the reports that are not found on the internet (i.e., PAD gender analyses, as well as other relevant reports and information).

Primary data collection will include semi-structured interviews and group meetings with USAID staff, implementing partners, government counterparts, the UN System, national NGOs, key civil society stakeholders, and program beneficiaries as feasible.

For the gender assessment, the team will rely on a desk review of USAID project documents, such as Cooperative Agreements/Contracts; work plans; monitoring, evaluation, and learning plans; quarterly and annual reports; evaluations; gender and social inclusion strategies for the activities; as well as semi-structured interviews with key informants and groups to gather additional information where secondary data are lacking. Efficiencies will be promoted by interviewing the same groups for both the gender analysis and gender assessment.

For the gender analysis and assessment, the research team will consider the following:

1. Comprehensive review and analysis of pertinent literature and documents. Relevant materials might include, but not be limited to:
    a. Jordan National Strategy for Women 2013-2017
    b. 2018 Jordan Country Report on Human Rights Practices
    c. OECD's Social Institutions and Gender Index report on Jordan
    d. Studies and assessments concerning gender conducted by donors, international bodies, NGOs, national governments, regional organizations, and the academic community
    e. National statistics on women from the Department of Statistics and the UNDP Human Development Index Reports
    f. GOJ Renaissance Plan 2019 – 2020
    g. Jordan Economic Growth Plan 2018 – 2022
    h. Turning the Corner: Jordan's Path to Growth (World Bank 5-Year Reform Matrix)
    i. Jordan Economic and Social Council's State of the Country Report
    j. Recent literature that addresses gender issues in specific sectors and areas of strategic interest for the Mission

2. USAID/Washington documents including, but not limited to:
    a. The Automated Directives System (ADS) 201 and 205, and the 2012 Gender Equality and Female Empowerment Policy
    b. U.S. Strategy to Prevent and Respond to Gender-based Violence
    c. U.S. Strategy to Empower Adolescent Girls
    d. Counter-Trafficking in Persons Policy
    e. USAID's Youth in Development Policy
    f. USAID Disability Policy Paper
    g. Advancing Disability-Inclusive Development
    h. USAID Policy on Diversity in the Workforce, Equal Employment Opportunity and Non-Discrimination
    i. Private Sector Engagement Policy
    j. Journey to Self-Reliance Country Roadmap
    k. Joint Strategic Plan 2018 – 2022
    l. USAID Policy Framework
    m. Joint Regional Strategy: Middle East and North Africa
    n. Women, Peace and Security Strategy (coming soon)

3. USAID/Jordan, such as, but not limited to:
    a. The Mission's 2013-2019 CDCS, 2012 Gender Analysis, results frameworks for the DOs
    b. Gender DO Evaluation and Takamol Performance Evaluation
    c. Phase I slide deck for 2020-2024 CDCS
    d. Synthesis of Analytics for CDCS & J2SR Analysis
    e. Gender reporting under the annual Performance Plans and Reports
    f. Performance evaluations (available at Jordan Knowledge Management Portal)
    g. PAD Gender analyses for USAID-funded implementing mechanisms
    h. Gender and social inclusion strategies developed by implementing partners

4. Meetings and discussions with USAID/Jordan and implementing partners' staff involved in developing the Mission program. These will include:
    a. Entry briefings with the Gender Team Leader, the USAID and U.S. Embassy gender working groups, the Program Office, and the Front Office
    b. Meetings with DO teams and implementing partners on specific sectors and areas of interest, to jointly identify possible links to inclusive development issues in each DO and come up with recommendations to adequately consider these issues in the draft CDCS; to identify possible entry points for the incorporation of gender and inclusive development considerations into ongoing and future activities taking into consideration the current context of Jordan, and to recommend how inclusive development considerations can be adequately treated in the Mission draft CDCS.
    c. A PowerPoint presentation of preliminary findings and recommendations of the Gender Analysis and Assessment to USAID (the Gender Team, technical offices and Program Office) and Embassy (gender working group).
    d. A PowerPoint presentation of preliminary findings and recommendations to the USAID Front Office.
    e. An exit briefing with the Gender Team Leader and Program Office.
    f. A PowerPoint presentation of final report findings and recommendations to the USAID Front Office and senior management team.
    g. External presentation of findings and recommendations in a public event, likely with a GOJ (working-level) partner like JNCW, USAID implementing partners, and other donors.

5. Interviews with select key expert stakeholders, beneficiaries and other community members involved in current and proposed programs, including local gender expert resource groups; group discussions; and site visits to selected program activities, as time permits, to ask beneficiaries about problems, successes, and possibilities for improving attention to gender in USAID activities. To the extent possible, a representative from each technical team of USAID/Jordan will accompany the team during relevant interviews, group discussions, and site visits.

MAIN AUDIENCES

The main audience of the analysis and assessment is USAID staff, the GOJ, and USAID implementing partners; they will particularly help the Program Office and DO Teams in the preparation of mainstreaming gender in the CDCS 2020-2024 and project and/or activity design work.

PERIOD OF PERFORMANCE AND LEVEL OF EFFORT

The period of performance for the gender analysis and assessment is estimated from June 10, 2019 –

November 14, 2019[51]. The estimated schedule for delivery of this task is provided in Section 6, Deliverables.

Note that this Task Order includes a five-day work week while in the United States and six-day work week while in Jordan; therefore, salaries are calculated on that basis.

We are anticipating 97 days of LOE for the Team Leader, 86 days of LOE for a Senior Gender Expert, and 65 days (combined) for the two National Gender Experts. In addition, a junior data expert will have 15 days of LOE.

Logistics support for the field research, translation/interpretation, editing and graphic design for the report are the responsibility of the contractor and will be added to the LOE.

DELIVERABLES

The schedule of deliverables reflects the level of effort and does not include the time that would take USAID to review and approve them.

The timeline would be applied in a strict fashion and would be explicitly stated as part of the contract.

The research team must submit the following deliverables, which are associated to the schedule of payments as shown at the end of this section:

Deliverable 1: **Inception Report (IR) and Work Plan**. The IR is key since its contents will provide a detailed description of how the gender analysis and gender assessment will be carried out from beginning to end. It must include a detailed methodology for the Gender Assessment and Analysis, detailed activities for the operationalization of the desk review and potential primary data collection, including proposed localities and timeline for both fieldwork and the entire work, and annexes to include any other relevant material. The research team is expected to conduct comprehensive desk research in preparation for the assessment, based on which it will identify remaining gaps that necessitate additional field work for primary data collection or validation of secondary data.

The IR is expected to have benefited from (a) a review of all statistical databases identifying availability of information; (b) a review of all the provided literature, including additional secondary information retrieved by the research team; (c) the initial/ kick-off meeting (or conference call); and (d) any other preparatory work before desk review and data processing. The IR must be clear and coherent and should note any gaps that the desk review could not address or that require more input from USAID/Jordan. The Work Plan will include a proposed schedule of desk review activities and fieldwork, the timeline for data processing and analysis and drafting of the final report, and any other relevant information regarding the assessment.

The inception report should be regarded as a living document; adjustments can be made in accordance with learning and in consultation with the USAID mission.

Deliverable 2: Products include: a) **a PowerPoint presentation of preliminary findings** and recommendations of the Gender Analysis and Assessment to USAID (the Gender Team, technical offices and Program Office) and Embassy (gender working group); b)

[51] Note that June 5-6, July 4, August 11-12, September 1, October 13, and November 11, 2019 are holidays.

a PowerPoint presentation of **preliminary findings and recommendations to the USAID Front Office**; c) a an exit briefing with the Gender Team Leader and Program Office; d) **a populated index of the final report** outlining the Gender Analysis and Assessment in the final format agreed upon in the IR as adjusted in discussions with the Mission, including the main ideas in each section which reflect, in the most accurate way, the content of the final report (findings, conclusions, and recommendations); d) exit briefings with the Gender Team Leader and Program Office.

Deliverable 3: **Draft of the Gender Analysis and Assessment report**. It is important that any adjustments to the report index/outline (see Deliverable 2) that are recommended and approved or requested by USAID are adhered to in writing the draft report. The draft of the final report will include tables and graphs, a table of contents and acronyms, and appendices (unless the latter are extensive). The report must not exceed 50 pages in length (without including the executive summary, appendices, lists of key informants, etc.). Submitted separately will be any databases in an Excel sheet in electronic format.

Deliverable 4: Products include: **a) final Gender Analysis and Assessment report**; b) a **PowerPoint presentation of final report findings and recommendations to the USAID Front Office and senior management team**; and, **c) external presentation of final report findings and recommendations in a public event, likely with a GOJ (working-level) partner like JNCW, USAID implementing partners, and other donors**.

The final report will be in English, with the Executive Summary provided in both English and Arabic. The structure of the final report is provided in Annex I of this SOW. The team must also submit all documents collected as part of this task in a Google Drive. This will include, data records in Excel in electronic format and any other data collection instruments used. In case of semi-structured interviews, transcription files of key informants must be provided.

Deliverable timetable and payment schemes

Stages		Deliverables	Due date	% of total contract
Preparation*	**1**	Contractor prepares and submits an **Inception Report (IR**) and **Work Plan** for the Gender Analysis and Assessment, which includes a detailed methodology (Databases for statistical analysis, secondary data to be used in desk review and domain and gender issues framework, and, if applicable, selection and profiles of key informants, instruments to be used, and identified risks and mitigation actions). Contractor conducts a **comprehensive review of existing literature** and organizes resources to inform data gaps for information to be collected and/or validated during field work.	June 12 – July 12, 2019 (IR and Work Plan to be submitted on July 12, 2019)	30
		USAID reviews IR and Work Plan and provides feedback.	July 14 – 18, 2019	
		Contractor finalizes IR and Work Plan based on USAID feedback, and travels to Jordan.	July 19 – 24, 2019	
Data Processing/ field work	**2**	**Meetings, expert interviews, and site visits to fill gaps in inception report. IR adjusted as needed in consultation with the Mission.** At the end of field work, Contractor **presents preliminary findings** and recommendations to: 1) USAID/Jordan and Embassy Jordan staff, and 2) USAID Front Office. Contractor conducts **exit briefings** with the Gender Team Leader and Program Office. Contractor submits **populated table of contents of final report**: Gender Analysis and Assessment, List of interviewees with contact information where interviewees are willing to share these data.	July 25 – August 26, 2019	35

Stages		Deliverables	Due date	% of total contract
Draft Report*	**3**	Contractor submits **draft Gender Analysis and Assessment report**, including recommendations.	September 23, 2019	20
		USAID reviews draft Gender Analysis and Assessment Report and provides consolidated feedback on report in one document.	September 24-29/30, 2019	
Final Report	**4**	Contractor completes edits on draft Gender Analysis and Assessment Report based on USAID feedback and submits **final report**.*	October 14, 2019	15
		USAID provides final comments, if any.*	October 23, 2019	
		Contractor incorporates comments and submits final report to USAID.*	November 1, 2019	
		Contractor **presents final report findings and recommendations internally** to the USAID Front Office and senior management team	November 4-14, 2019	
		Contractor **presents final report findings and recommendations externally** in a public event, likely with a GOJ (working-level) partner like JNCW, USAID implementing partners, and other donors.	(exact dates TBD)	

* This phase can be done remotely from the U.S.

RESEARCH TEAM

The contractor must propose the number of consultants (both international and national) to perform the gender analysis and gender assessment. It is required that at least one of the consultants have contacts in Jordan who can facilitate meetings with experts. The Team Leader, who will also be in charge of the gender analysis and gender assessment, and the local consultant(s) will complement each other with expertise in the different sectors in which USAID/Jordan works. The contractor is responsible for all logistical support.

A member of the USAID/Jordan gender team will join the analysis and assessment team as a full member of the team (i.e. conducting desk research, field work, and drafting of the report) to the extent possible. The Mission's Gender Team Leader will join the analysis and assessment team in their field work to the

extent possible.

The gender analysis and assessment team include:

Team Leader:

- S/he must have at least 15 years of experience in gender analysis in the development areas relevant to USAID/Jordan's work.
- S/he must have a master's degree in sociology, anthropology, gender studies, international development, or a relevant social science field.
- S/he must have excellent speaking and writing skills in English and be familiar with the Jordanian context and development work in the region. Some knowledge of Arabic is preferred.

The Team Leader must have leadership skills, and must be able to lead meetings, coordinate and gather different points of view of members of the team, draft initial documents with conclusions and recommendations, and prepare the report and presentations. The Team Leader must be familiar with public policies addressing gender and social inclusion gaps, gender-based violence, youth, disability, and gender agendas and programs of the main development agencies in Jordan, particularly of USAID. S/he must have experience in the drafting and implementation of qualitative research instruments and possess working computer skills, particularly in Word and Excel.

The Team Leader must also draft the final report and the presentation of conclusions and recommendations for USAID´s team and implementers.

Senior Gender Expert:

- S/he must have at least ten years of experience in gender analysis and assessments –including gender-based violence – in the development areas relevant to USAID/Jordan's work.
- S/he must have formal studies in gender and/or social inclusion and a minimum of a master's degree in sociology, anthropology, gender studies, international development, or relevant social science field.
- Excellent speaking and writing English and Arabic language skills are required. This expert must be familiar with public policies addressing gender and social inclusion gaps, gender-based violence, youth, disability, and gender agendas and programs of the main development agencies in Jordan.
- S/he must have experience in the drafting and implementation of qualitative research instruments and possess working computer skills, particularly in Word and Excel.

National Gender Expert Consultant (x2):

- S/he must have at least five years of experience working in development, research and/or evaluations, preferably in the gender analysis area, in fields relevant to USAID/Jordan's work.
- A Bachelor of Arts (master's degree is highly desirable) or equivalent in related social field is required.
- S/he must have contacts within academia, think tanks, government institutions and NGOs in order to be able to set up the expert interviews and group discussions.

Data/Visualization Specialist

- Expertise handling, analyzing and working with databases
- Expertise in turning data and findings into visualizations
- BA in a related field
- 3 years of experience

- English fluency, Arabic reading preferred

STRUCTURE OF FINAL GENDER ANALYSIS AND ASSESSMENT REPORT

The final Gender Analysis and Assessment report will be in English. It should include the following sections:

Executive summary (4 pages): Synthesizes main findings, recommendations, and lessons learned. Does not include new information not available in the report. This must be a stand-alone document. *[An Arabic version of the Executive Summary is required]*.

Purpose (1 page): Clearly specifies the purpose of the analysis/assessment, the use of findings, the decisions for which evidence is being provided, and audiences of the report. The analysis/assessment topics of interest are articulated to the purpose; questions regarding lessons learned are included in this section.

Context and Background (4-5 pages): This section summarizes the sector/themes under assessment in regard to the main problem addressed, as well as a description of the target population, geographic area, economic, social, historic and cultural context.

Methodology and limitations (a few summary paragraphs of no more than one page plus a fuller description in an annex): This section includes a summary description of the methodology and instruments used in the analysis/assessment. An annex will include a detailed description of both, plus the instruments themselves. Both will allow the reader to estimate the degree of credibility and objectivity in the data gathered and in the analysis performed. In case of primary data collection, instruments and sampling criteria must be explained. Here, a summary table must be included which presents the following: instruments used, types of key informants, information gathered, and limitations or observations encountered during data collection. Similarly, limitations regarding secondary data analysis should be disclosed.

Findings, conclusions, and recommendations (up to 38 pages): This is the main section of the report. Findings will be clearly supported by multiple evidence sources referenced in footnotes/endnotes, increasing its credibility. To the extent possible, evidence will be presented by using graphs and tables, and any other form that facilitates the readers' understanding of the text. Recommendations must be concise, specific, practical, and relevant supporting decision-making and the achievement of results on behalf of key stakeholders (including USAID), as appropriate. Given the number of priority sectors and themes (i.e., with a strong emphasis on women's political and economic participation) and the mission's interest in several sub-populations, it may be useful to prepare short appendices that elaborate further, particularly where additional information is needed to provide the underpinning for recommendations.

Appendices: Will include: a) SOW of the analysis/assessment, b) methodology/description of the design and methods used, c) copies of the instruments used (if applicable), d) sources used for statistical and desk review analysis (primary and secondary), e) relevant outputs of data processing and analyses; f) sector-specific elaborations on findings and recommendation as they are needed and, g) other appendices as deemed useful by the assessment team.

The report must also include the separate submission of electronic database files with corresponding complete technical description and acronyms explained.

ANNEX B: METHODOLOGY AND LIMITATIONS

FIELD RESEARCH METHODS

The MSI Gender Team applied a mixed-methods approach for field research, which was based on earlier document review and situational analysis provided in an inception report. The field research included semi-structured key informant interviews (KIIs), group meetings, and secondary data analysis of project information and relevant statistics. Given the extensive research on gender issues in Jordan, the fieldwork was designed to confirm the factors identified in the document review and solicit context-specific recommendations that address identified gaps and challenges and highlight effective practices relevant to USAID's planned areas of focus.

FIELD RESEARCH SAMPLING STRATEGY

The field research occurred between July 18 and August 28, 2019. Group meetings with civil society groups outside Amman took place in Irbid, Karak, and Mafraq to get a sense of gender constraints and opportunities in relation to the five USAID domains of gender analysis and to contextualize gender relations outside Amman. Additional group meetings and KIIs in Amman were held with Mission staff, IP staff, and government and civil society representatives. Table 1 details the scope of the information and data collected to inform the field research.

TABLE 1. SCOPE OF FIELD RESEARCH DATA COLLECTION

Information and Data Collection Method	Scope
Key informant interviews	56 representatives from civil society, government, and IPs
Group meetings	10 group meetings (number of participants in parentheses): • Three in Karak (10), Irbid (10), and Mafraq (8) with civil society groups • Two implementing partner (IP) monitoring and evaluation staff: Group 1 (19) and Group 2 (9) • One IP gender focal points (9) • One donor group (13) • Two USAID/Jordan contracting officer's representatives (CORs) and agreement officer's representatives (AORs); Group 1 (4) and Group 2 (16) • One USAID/Jordan Gender Team (3)
IP program document reviews	115 documents, including work plans, annual and quarterly reports, gender strategies, and monitoring and evaluation

LIMITATIONS

The MSI Gender Team experienced three field research challenges that indicate limitations to the analysis and assessment. First, the team could not secure host group meetings for 10 days during the extended Eid period, as many key informants were unavailable. The long Eid period also did not allow enough time to conduct the seven CSO group meetings outside Amman as proposed in the field research work plan. Second, many key government officials—most notably those from agencies overseeing women's and youth affairs—were unavailable for interviews. Although a broader reach, particularly including more government officials' input, would have been ideal, the field research findings both confirmed the factors

identified in the inception report and displayed a high level of consistency. Third, the extent and depth of USAID's programming across multiple sectors could not all be fully researched and analyzed for the assessment within the limited time frame. For this reason, the researchers, after consultation with USAID, focused more on democracy and governance as well as economic development.

GENDER ANALYSIS METHODOLOGY

Gender analysis field research qualitative methods comprised interviews, focus group discussions (FGDs), and additional desk literature review. Questions during the FGDs and interviews centered on three gender programming gaps identified in the inception report:

- Institutional gender inequality.
- Choices/empowerment.
- Gender-based violence (GBV).

The research team conducted 35 in-depth, semi-structured interviews and three FGDs between July 18 and August 14, 2019. Interviews and FGDs took place in Amman, Zarqa, Mafraq, Karak, and Irbid. Key informants for interviews included CSO representatives, gender experts, and activists working in the East and West of Amman, as well as rural and urban areas in middle, north, and south of Jordan, representing various groups of youth; persons with disabilities; migrants and refugees; people with HIV; GBV survivors; artists and media representatives; and the lesbian, gay, bisexual, transgender, and questioning (LGBTQ) community to ensure that the analysis addresses diverse views and perceptions. The interviews also considered the views of women in decision-making positions, parliamentarians, and members of municipal councils and decentralization, and the Senate.

FGDs included 8 to 12 participants covering all areas of the gender analysis. The FGDs took place in Irbid, Mafraq, and Kara and lasted for two and a half hours. (See Annex C for FGD and interview protocols.)

GENDER ANALYSIS LIMITATIONS

The gender analysis largely covers the views of CSOs, including nongovernmental organizations (NGOs) and royal-supported NGOs, as well as activists and gender experts, but only a few representatives of government directorates and departments took part in the FGDs. To incorporate representatives of governmental departments, the gender analysis considered issues raised in the interviews with governmental departments and representatives that the gender assessment team conducted. Moreover, the team reviewed and analyzed various official reports addressing gender and related issues. The preliminary gender analysis methodology encompassed seven FGDs, but due to logistical issues and time limits, only three FGDs took place. Nonetheless, the FGDs included representatives of the target groups of the analysis and accounted for the geographical division of the middle, north, and south parts of the country, as well as rural and urban settings.

GENDER ASSESSMENT METHODOLOGY

During the field research for the gender assessment, qualitative methods included interviews, FGDs, and an additional desk review of USAID IP documents. Questions in interviews and FGDs centered on gender programming gaps identified in the inception report and institutional policies, systems, and processes for gender integration and social inclusion.

The assessment team conducted 28 in-depth semi-structured interviews and seven FGDs in Amman between July 31 and August 28, 2019. Key informants for interviews included CSO representatives, international donor organizations, government agencies, USAID IP staff, and USAID representatives. Group meetings ranged in size from 3 to 15, lasted between 60 and 90 minutes, and covered issues related to institutional gender policies and strategies; gender integration in program design; implementation and evaluation; constraints and opportunities for gender integration; and recommendations for future focus, funding, and programming. (See Annex C for FGD and interview protocols.)

GENDER ASSESSMENT LIMITATIONS

The gender assessment focused mostly on USAID and IP policies, systems, and processes. As mentioned previously, only a few representatives of government ministries were available to participate in interviews. Given the gender assessment's internal focus on USAID and IP performance on gender integration, the perspective of a small number of government informants to provide an outsider view of USAID/IP gender integration—though helpful—is not imperative.

ANNEX C: RESEARCH QUESTIONS

GENDER ANALYSIS RESEARCH QUESTIONS

As outlined in the scope of work (SOW) for the assignment, USAID/Jordan is seeking a gender analysis that will identify, understand, and explain gaps between men and women that exist in households, communities, and the nation, as well as the relevance of gender norms and power relations in Jordan. The Mission is also interested in receiving a report the includes an examination of differences in the status of women and men and their differential access to assets, resources, opportunities, and services; the influence of gender roles and norms on the division of time between paid employment, unpaid work (including subsistence production and care for family members), and volunteer activities; the influence of gender roles and norms on leadership roles and decision making; constraints, opportunities, and entry points for narrowing gender gaps and empowering women and girls; and potential differential impacts of development policies and programs on men and women, including unintended or negative consequences. Findings from the gender analysis will be used to inform USAID's Jordan CDCS.

The research questions USAID/Jordan has identified for the gender analysis address three areas: Program Targets and Locations, Gender Issues, and Opportunities for Gender Integration. The questions under each focus area are as follows:

1. **Program Targets**
    a. To the extent possible to determine, what are the current gaps between men and women that belong to the following groups (listed below) in terms of gender analysis key domains in the areas and sectors where USAID/Jordan works:
        i. Primary: Youth, women with low socioeconomic background, urban and rural inhabitants
        ii. Secondary: People with disabilities, victims of gender-based violence, victims of human trafficking, sexual minorities, and Jordanians and non-Jordanians
    b. How does the divide, if any, between west Amman (capital) on the one hand, and east Amman and outside of Amman on the other, differentially affect men and women (provide information disaggregated by ethnicity and age)?
2. **Gender Issues**
    a. What are the key issues and constraints to equitable political and socioeconomic participation and access to economic, political, and social opportunities of men and women in Jordan, with an emphasis on the priorities listed below (#3a)?
    b. What is the legal and policy framework to support gender mainstreaming, including gender-sensitive policies both at the central and local level?
    c. To the extent possible to determine for such an underreported phenomenon, what might be the effects and costs of gender-based violence (for different populations, but also within the context of each priority sector listed below (#3a)?
3. **Opportunities for Gender Integration**
    a. What are the opportunities for integration of gender across the following themes?
        i. Capacity building and advancement on the Journey to Self-Reliance, especially government institutions commitment, planning, implementation, and budgeting capacities;
        ii. Economic development, workforce development and job readiness, micro, small and medium enterprise development, employment, fiscal reform;

iii. Democracy, political participation, citizen engagement, human rights, freedom of speech, governance, rule of law;
iv. Water resources and wastewater management, including environmental protection;
v. Family health and population growth, maternal and child mortality, nutrition, access to and quality of health services, health financing and systems strengthening;
vi. Learning outcomes, learning environment, school violence, teaching profession;
vii. Infrastructure planning, operation and maintenance (especially related to school and health infrastructure);
viii. Refugee populations (especially Syrians) in host communities; and
ix. Community cohesion and resilience related to refugee crisis.

b. What are the areas of opportunity for USAID's activities within priority sectors to help Jordan overcome those constraints? What are some of the opportunities for disadvantaged women, especially youth?

GENDER ASSESSMENT RESEARCH QUESTIONS

USAID/Jordan, in accordance with the SOW for the assignment, is seeking a gender assessment that will review, from a gender equality perspective, the Jordan Mission's and its implementing partners' (IPs) programs and their ability to respond to and monitor gender issues in both technical programming and institutional policies and practices. USAID views a gender assessment as a flexible process, based on the needs of a Mission. In this case, the Mission requires a gender assessment that is framed by the gender analysis described above. Findings from the gender assessment will also be used to inform USAID's Jordan CDCS.

The research questions identified by the Jordan Mission for the gender assessment address four areas: Gender Constraints and Opportunities, Organizational Change for Gender Equality, Successful Practices for Gender Integration, and New Approaches for Gender Integration. The questions under each area include:

1. Gender Constraints and Opportunities

a. What are the gender-based constraints and opportunities for equitable participation, including for GOJ and civil society, in planned and existing USAID/Jordan programs?
b. What opportunities exist to enhance gender equity through planned or proposed USAID's overall Private Sector Engagement in Jordan?
c. What are the gender issues or challenges for which USAID/Jordan possesses a comparative advantage, taking into consideration the strategies and interventions of other major donors in the country?

2. Organizational Change for Gender Equality

a. What is the institutional context supporting gender mainstreaming in the Mission (policy, staffing, capacity building, practices, and workflow)? And to the extent possible among key implementing partners (staffing, incentives, structures, policies, processes)?

3. Successful Practices for Gender Integration

a. Are their successful examples of gender equality and female empowerment, especially related to women's political and economic participation for addressing gender-based violence (prevention, detection, and recovery) through USAID's work that might be

relevant to Jordan? What lessons learned and best practices can be discerned from other relevant Missions on adopting standalone programs and DOs on gender equality vs. integrating and mainstreaming within technical DOs?

b. What are successful examples of gender equality, female empowerment, and addressing gender-based violence (prevention, detection, and recovery) through the work of GOJ, civil society, and other donors?

4. New Approaches for Gender Integration

a. To the extent that the Mission has developed proposed strategic approaches to address gender equality and on gender-based relations, what might be the possible impacts of these different approaches, taking into consideration ethnicity, age, and rural/urban residence, as well as other key variables in the different technical and geographic areas of intervention to the extent possible?

b. How might GBV contribute to or hinder the achievement of proposed development outcomes in the new CDCS?

c. In which sectors, geographic regions, demographics, etc. is USAID/Jordan failing to address gender issues? Why?

ANNEX D: REFERENCE LIST OF IP DOCUMENTS

USAID INTERNAL REPORTS

- USAID/ Jordan. *Appendix 4-Development Objective 4 Performance Indicator Reference Sheet (PIRS).* 2018.
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- Chemonics International Inc. *Jordan Cities Implementing Transparent, Innovative, and Effective Solutions (CITIES): Year 1 Work Plan.* 2017.
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- FHI 360. *USAID Civic Initiatives Support Program (CIS): Joint Grants Evaluation Final Data Analysis Report*. May 2018.
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Youth

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- Global Communities. *USAID YOUTHPOWER Gender Workplan 2019-2020-2021*.
- Mercy Corps. *WIT Gender and Youth Assessment. November* 2018.
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ANNEX F: PERSONS CONTACTED

Table 1. Key Informant Interviews

Name	Position	Organization
1. Amneh Zoubi	President	Jordan Women Union
2. Noor El Emam	Lawyer	Lawyer
3. Hadeel Abu Soufeh	Disability Rights	Activities at Disability Rights
4. Mohammad Al Shibili	Manager	Milad Center for Development
5. Samar Muhareb	President	ARDD Legal Aid
6. Salah Hourani	Manager	Jordanian Commission for Development Culture (JCDC)
7. Suhair Toubasi	Judge	Appeals Court
8. Nadia Ismail	Manager	Khreibet ElSouq Ladies Charitable Society
9. Ekbal Hamad	Director of Women Empowerment and Gender Program	JOUHD
10. Mohammad Zoubi	Director of the Community Development Program	Noor Al Hussien Foundation
11. Isra Mahadeen	Director	Karak Castel for Consultation & Training
12. Hala Ahed	Lawyer	Jordan Women Union
13. Kawthar Khalafat	Zarqa	Family Guidance and Awareness Center (FGAC)
14. Abeer Abu Salieh	Zarqa/Manager	Khawal Bint Al Zwar Society
15. Hussein Dahamsheh	Manager	Abna Waten Association for Social Development
16. Musa Shtiwi	Director	Center for Strategic Studies
17. Musa Brizat	President	National Center for Human Rights (NCHR)
18. Mohammad Maqdadi	Secretor General Of the National Council for Family Affairs	National Council for Family Affairs

Name	Position	Organization
19. Ahmad Awad	Manager	Phenix center
20. Faris Brizat	Chairman	Nama Research
21. Joud Sajdi	Head of Research Department	Information & Research Center (IRCKHF)
22. Ali Hayat	COP	MSI
23. Abla Abo Albah	Secretary General of the Jordanian Democratic party	Jordanian Democratic party
24. Salma Nimis	Secretary General of Women Affairs Committee	Higher Population Council
25. Rania Sarayrah	Journalist	Al Ghad Newspaper
26. Yusef Mansur	Chief Executive officer	Envision Consulting Group
27. Asma Khader	President	Sisterhood Is Global Institute (SIGI)
28. Amy Anderson	Gender Focal Point	LENS
29. Ayman Halaseh	Technical and Policy Lead	Takamol
30. Reem Abdul Hadi	Community of Practice Initiative	Takamol
31. Raja Hiyari	Gender Focal Point	Rule of Law
32. Nisreen Haj Ahmad	Director	AHEL
33. Samah Marmash	Manager	Arab Women's Legal Network (AWLN)
34. Abla Amawi	Secretary General of the Higher Population Council	Higher Population Council
35. Nidal Mansour	Executive President	Center for Development Freedom of Journalist
36. Rabee Ajarmeh	Director General of the Institute of Public Administration	Institute of Public Administration
37. Bushra Hattab	Acting General Manager	ADAMA
38. Abdalla Hanatalah	Director	Forearms of Change Center
39. Ataf Al Rodan	Director of Radio Al Balad	Radio Al Balad

Name	Position	Organization
40. Zenab Khalil	Program Manager	ARDD Legal AID
41. Mays Abdalla	International Relations Coordinator	Center for Defending Freedom Journalist-CDFG
42. Mayser Ismael	Women's Guest House Director	Jordanian Women's Union
43. Mohammed Offehasat	Lawyer	JWU/Hotline
44. Intisar Majeed	Lawyer/Baqa'a Camp Branch	JWU/Legal and Social Support Program for Women
45. Mukaram Owdeh	Director of Anti-Trafficking Coalition	JWU
46. Sawsan Ghariabeh	Founder/Co-Director	Transparency International Jordan
47. Sawsan Al-Majali	Former Senator	Senator, Health
48. Ruba Al-Zoubi		Royal Scientific Society
49. Isra' Zoubi	Doctor and GBV Focal Point	Prince Faisal Hospital
50. Khaldoun Younis		Public Health Insurance Commission
51. Reem Joulani	Coordinator/Gender	Hussien Cancer Center
52. Ali Soub	Director	Princess Basma Center
53. Tareq Shatnawi		Johud
54. Mazen Abo Qamar	Gender Trainer	Nawafith Society for Training
55. LGBTQ Organization		
56. LGBTQ Organization		
57. LGBTQ Organization		
58. Dauad Kuttab	Director of Radio Al Balad	Radio Al Balad
59. Talar Karakishian	Project Management Specialist	USAID
60. George Karaa	Former Gender Team Leader	USAID
61. Kenana Amin	Program Development Specialist	USAID

Table 2. Group Meetings

Group: Civil Society Organizations

Name	Position	Organization
1. Haniya Bayayda	Association Manager	Madyan Ladies Society
2. Yousra Boustanji	Association Manager	Women's Organization
3. Maan Shamaylah	Association Manager	Al Shahamah Organization
4. Sabah Nawayseh	Association Manager	Women's Organization
5. Fatima Jaarah		Governor
6. Nadara Rawashadeh	Association Manager	Aai Organization
7. Naamah Athameen	Association Manager	Al Amal Women's Society Organization
8. Laila Jarajreh	Association Manager	Jordan Candles Society
9. Anwar Doumor	Member of Municipal Council	Municipal Council
10. Ali Soub	Director	Princess Basma Center

Group: Civil Society Organizations

Name	Position	Organization
1. Mariam Malkawi	Association Manager	Al Mansorah Organization
2. Ehab Bishtawi	Director	Damj Company for Enabling Communities
3. Jihan Nasrawi	Manager	Jordan Society
4. Kateba Abd Mahdi	Member of Society	Tubna Society
5. Abdallah Bani Issa	Society Manager	Tubna
6. Tareq Shatnawi		Johud
7. Dina Rashdan	Manager	Nawafith Society for Training
8. Dina Abd Al Rahman	Member of Society	Al Shaik Hussien Organization/Al AGhouar
9. Nisreen Douji	Manager	Al Khamal Society

Name	Position	Organization
10. Mazen Abo Qamar	Gender Trainer	Nawafith Society for Training

Group: Civil Society Organizations

Name	Position	Organization
1. Maysam Husban	Manager	Injaz Society
2. Ghaleb Abu Namous	Manager	Al Harameen Al Sharefeen Society
3.Adnan Shdefat	Manager	Al Mafraq Society for Disability
4. Fowza Zoubed	Manager	Arabian Women Society
5. Hayel Oumosh	Manager	Good Land Society
6.Aisha Hilal	Manager	Thaghret Al Goub Society
7.Eman Al Zoubon	Member of Society	Good Land Society
8. Dalal Badareen	Manager	Mais Al Reem Society

Group: Donor Meeting

Name	Position	Organization
1.Oliver Sluckt		Sit Watan Ponlflio
2.Eva Fijan	Dutch Ministry of Foreign Affairs	NL Embassy
3.Yorosh		JNCW
4.Huda Ayesh	Director of Women's Empowerment Project	JNCW
5.Raeda Nimrat	National Program Officer	Swiss Embassy
6.Razan Ishaqat	Department of Development	German Embassy
7.Digh Nan		JNCW
8.Adam Kotkin		US Embassy
9.Albin Persson	Election Department	UNDP

Name	Position	Organization
10.Lisette Aibechtser	Election Department	UNDP
11.Barbra Engalelstoft	Program Manager Human Rights/Gender Focal Point	EU Delegation
12.Mena Muneb	Inter	EU Delegation
13.Amal El ATIFI	Development Section	Canadian Embassy

Group: USAID IP Staff

Name	Position	Organization
1.Razan Qousoss	M&E Senior Officer	NDI
2.Jonas Cekuolis	COP	NDI
3.Amani Al Khatib	Grant Manager	Rule of Law
4.Ayman Halaseh	Technical and Policy Lead	Takamol
5.Reem Abdel- Hadi	M&E Advisor	Takamol
6.Fadwa Abdul Qader	Gender Focal Point	Youth Power
7.Mohammad Al Lahham	M&E Manager	IRI
8.Jake Jones	RCD	IRI
9.Raja Hiyari	Gender Focal Point	Rule of Law

Group: USAID IP M&E Staff

Name	Position	Organization
1.Lina Al Assi	M&E Manager	Global Communities
2.Janan Al Ababneh	M&E Officer	EFE
3.Gabrial Pinces	M&E Manager	Chemonics-HQ
4.Zaid Kashour	M&E Specialist	Cities
5.Shadi Tanash	M&E Manager	Cities
6.Moh'd Qaryouti	M&E Director	Cities

Name	Position	Organization
7.Mohammad Lahham	M&E Manager	IRI
8.Abeer Kakish	DCOP	BEST
9.Manal Shahrari	S.M&E Manager	ROLP
10.Najla Enkababian	Operation Finance Officer	ESCB
11.Razan Qoussous	M&E Senior Officer	NDI
12.Ali Al Omari	Program Manager	NDI
13.Ahmad Aqel	COP	ATA
14.Rafael Hellwig	M&E Advisor	LENS
15.Reem Abdel Hadi	M&E Advisor	Takamol
16.Anna uasmanderian	M&E Specialist	USAID/PRO

Group: USAID IP M&E for Education and Water

Name	Position	Organization
1.Farouq Hamad	Senior M&E Manager	RAMP
2.Neveen Abdulgani	Engineer & Project Manager	Jordan Water
3. Richard Minkwitz	COP	Jordan Water
4.Abeer Al Taher	M&E Manager	ESMP
5.Shaden Al Hindawi	Senior Capacity Building Specialist	ESMP
6.Lama Abdel Qader	Performance Specialist	ESMP
7.Shireen Abu Dahoud	Project Director	LEIIP
8.Ranya Abu Sharar	Communication Lead	HFG
9.Tahani Ayoub	M&E/KM Specialist	HFG
10.Hafez Abu Rashidea		BASHIR
11.Lina Qawasmi	M&E Specialist	ABHS
12.Lana Khoury	Technical Specialist for M&E	JCAP

Name	Position	Organization
13.Rand Milhem	M&E Specialist	USAID
14.Maram Barqawi	Sr. Performance Monitoring and Evaluation Specialist	WMI
15.Mahdi Mansour	M&E Manager	Youth Power
16.Ahmad Abdelgawad	Senior M&E Specialist	RAMP
17.Juman Yousef	M&E Coordinator	RAMP
18.Dania Husseini	M&E Manager	WIT
19.Ahlam Al Sharif	Project Manager	CISLE

Group: USAID IP Gender Focal Points

Name	Position	Organization
1.Liza Fayyad	Gender Focal Point	BEST
2.Nisreen Bitar	Gender Focal Point	Health Service Delivery
3.Ban Karaki	Gender Focal Point	ROLP
4.Arwa Al Najdawi	Gender Focal Point	FRPFM
5.Fadwa Saleh	Gender Focal Point	Youth Power
6.Raja Hiyari	Gender Focal Point	ROLP
7.Amy Anderson	Gender Focal Point	LENS
8.Rand Al Hindawi	Gender Focal Point	CITIES
9.Suliman Hawatmeh	Gender Focal Point	USAID Schools

Group: USAID AOR, COR, and Contract Staff

Name	Position	Organization
1.Nour Habjoke	Project Management	USAID
2.Tariq Al Sakeq	Financial Analysis	USAID
3.Charlee Doom	FSO	USAID

Name	Position	Organization
4.Luma Abu Seif	Program Officer	USAID
5.Ramzi Sabella	EDE	USAID
6.Ruba Abu Hussein	EDE	USAID
7.Sahera Qandahe	A&A Assistant	USAID
8. Gerald Smith	A&A Assistant	USAID
9. Suha Baggili	A&A Assistant	USAID
10.Diana Khoury	A&A Assistant	USAID
11.Nahil Khoury	A&A Assistant	USAID
12.Miatimi Ashkouri	S/CO	USAID
13.Rawia Istanbuli	A&A Specialist	USAID
14.Katier Larson	Development Assistant	USAID
15.Ahmad Al Sharari	A&A Specialist	USAID
16.Gawith Pattersan	CO	USAID
17.Ardree Sordu	A&A Specialist	USAID
18.Beatreice Diah	A&A Specialist	USAID
19.Reine Joubran	A&A Specialist	USAID
20.Jamie Damingvez	CO/AO	USAID

Group Meeting: USAID Gender Team Staff

Name	Position	Organization
1.Talar Karakishian	Project Management Specialist	USAID
2. Haneen Alrasheed	Project Management Specialist	USAID
3.Kenana Amin	Program Development Specialist	USAID
4. Keisha Herbert	Program Officer	USAID
5. Maisa AlKhateeb	Project Management Specialist	USAID

Group Meeting: US Embassy Gender Working Group

Name	Position	Organization
1.Talar Karakishian	Project Management Specialist	USAID
2.Haneen Alrasheed	Project Management Specialist	USAID
3. Kenana Amin	Program Development Specialist	USAID
4. Giacomo Hijazin	Refugee Program Specialist	US Embassy
5. Adam Kotkin	Political Section (POL)	US Embassy
6. Susan Szmania	PD Community Engagement Officer	US Embassy
7. Yasmeen Asfour	POL Analyst	US Embassy

ANNEX G: GENDER DATABASES

This annex presents databases and indicators on gender equality in Jordan. Large bodies of data from both international and national sources describe women's economic participation, education, health, and sometimes (mostly physical and/or sexual) GBV or refugee status. Limited data are available on women's political participation, civic engagement, freedom of speech, mobility and access to transportation, and gender differences in environmental impact. Although some of the collected qualitative data seeks to close some of these gaps in knowledge, the majority of databases with gender-sensitive data specific to Jordan still do not reflect large segments of these domains.

The table below presents information on international databases that are regularly maintained. The second table provides a listing of indicators collected at the national level on an annual or semi-regular basis by the Government of Jordan (GOJ). These statistics typically offer data disaggregated by age, sex, governorate, and locale in Jordan; however, nationally collected data should be used cautiously as some datasets may not be the most accurate.

Name	Entity	Type	Link
Gender Statistics	Department of Statistics, Gender Statistics Division	National	http://jorinfo.dos.gov.jo/
Jordanian Women Statistics	Department of Statistics, Gender Statistics Division	National	http://jorinfo.dos.gov.jo/
Women's Economic Empowerment and Equality	U.S. Agency for International Development	International	https://idea.usaid.gov/women-e3
Gender Gap Index	World Economic Forum	International	https://www.weforum.org/reports/the-global-gender-gap-report-2018
Social Institutions and Gender Index	Organization for Economic Co-Operation and Development	International	https://www.genderindex.org/

Name	Entity	Type	Link
Gender Inequality Index	UN Development Program	International	http://hdr.undp.org/en/composite/GII
ILOStat	International Labor Organization	International	https://ilostat.ilo.org/
Global Database on Violence Against Women	UN Women	International	https://evaw-global-database.unwomen.org/en
Global Gender Equality Constitutional Database	UN Women	International	https://constitutions.unwomen.org/en
Syria Regional Refugee Response	UN High Commissioner for Refugees	International	https://data2.unhcr.org/en/situations/syria

The indicators collected below are submitted (typically) to the Department of Statistics on an annual basis. However, some ministries fail to report on an annual basis; therefore, the year with the latest data provided is marked below.

Government[52] of Jordan (GOJ) National Gender Indicators

Indicator	Entity	Frequency	Latest Year
Maternal mortality rate	Ministry of Health	Annual	2008
Fertility rate	Ministry of Health	Annual	2018
Literacy rate	Ministry of Health	Annual	2018
Employment rate	Ministry of Labor	Monthly	2019
Employment seeking rate	Ministry of Labor	Monthly	2019
Economic participation rate	Ministry of Labor	Annual	2018

[52] All statistics collected by each of the listed ministries are submitted to the Department of Statistics. The sources and links are listed throughout the Annex below.

Indicator	Entity	Frequency	Latest Year
Assessment of gender gap in economic empowerment	Ministry of Labor	Annual	2018
Distribution of students	Ministry of Education	Annual	2017/2018
Distribution of teachers	Ministry of Education	Annual	2017/2018
Enrollment	Ministry of Education	Annual	2017/2018
Marital status	Department of Statistics	Annual	2018
Marital status and education level	Department of Statistics	Annual	2018
Education level	Department of Statistics	Annual	2018
Economic activity	Department of Statistics	Annual	2018
Occupation	Department of Statistics	Annual	2018
Economic activity status	Department of Statistics	Annual	2018
Economic activity versus education level	Department of Statistics	Annual	2018
Economic activity versus marital status	Department of Statistics	Annual	2018
Distribution of internet usage	Department of Statistics	Annual 2010-2015	2015
Politics and government officials	Department of Statistics	Annual 2010-2015	2015
Distribution of lawyers	Department of Statistics	Annual	2018
Distribution of judges	Department of Statistics	Annual	2018
Average annual household income	Department of Statistics	N/A	2013
Average annual household expenditures	Department of Statistics	N/A	2013
STEM education Enrollment	Department of Statistics	Annual 2009-2015	2015

Indicator	Entity	Frequency	Latest Year
Higher education enrollment	Department of Statistics	Annual 2008-2015	2015
Secondary degree enrollment	Department of Statistics	Annual 2009-2015	2015
Distribution of graduates from engineering, communication, computer programs	Department of Statistics	Annual 2009-2015	2015
Life expectancy	Department of Statistics	Annual 2008-2015	2015
Distribution of health professionals	Department of Statistics	Annual 2008-2015	2015
Education	Department of Statistics	Annual	2018
Economic indicators	Department of Statistics	Annual	2017
Employment by sector	Department of Statistics	Annual	2017
Economic empowerment	Department of Statistics	Annual	2017
Civil servant/employees	All Ministries and GOJ Agencies	Annual	2018

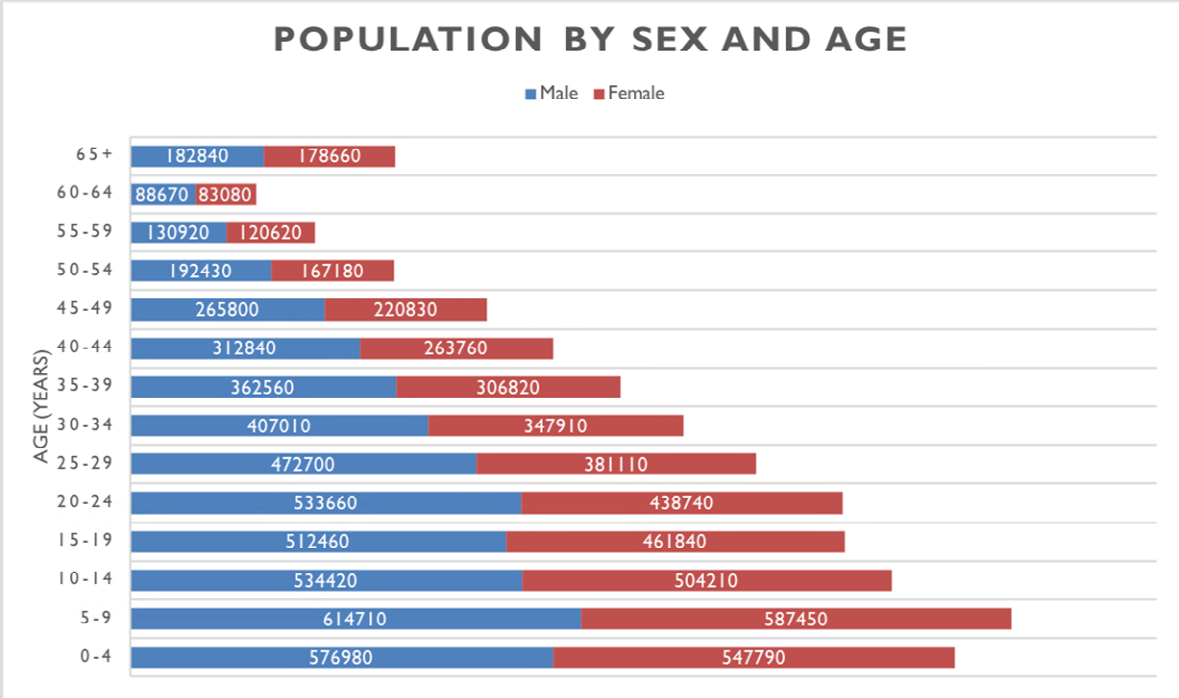
ANNEX H: GENDER STATISTICS

This annex presents data referenced in the gender analysis. In accordance with the gender analysis requirements, the annex is divided into six sections, including the five domains of economic participation, health, education, political participation, and GBV. A brief paragraph at the beginning of each section provides an overview of the presented data, identifying any shortcomings and/or gaps, as well as trends, whenever relevant.

The majority of data presented are extracted from the Department of Statistics (DOS), the primary agency within the Government of Jordan (GOJ) responsible for data collection and analysis. However, these data are not all-inclusive. Large segments of the data collected by the DOS are not disaggregated. Certain categories of disaggregation (e.g., ethnicity and race) are irrelevant, when considering the GOJ recognition of Jordanian society as mostly heterogenous.[53] In other instances, there is a lack of data disaggregated by age. For instance, most data samples collected by the DOS are listed as including individuals over the age of 15, and only a minority of samples provide data disaggregated by specific age groups. The data therefore are limited in scope, illuminating only selective aspects of gender equality in Jordan.

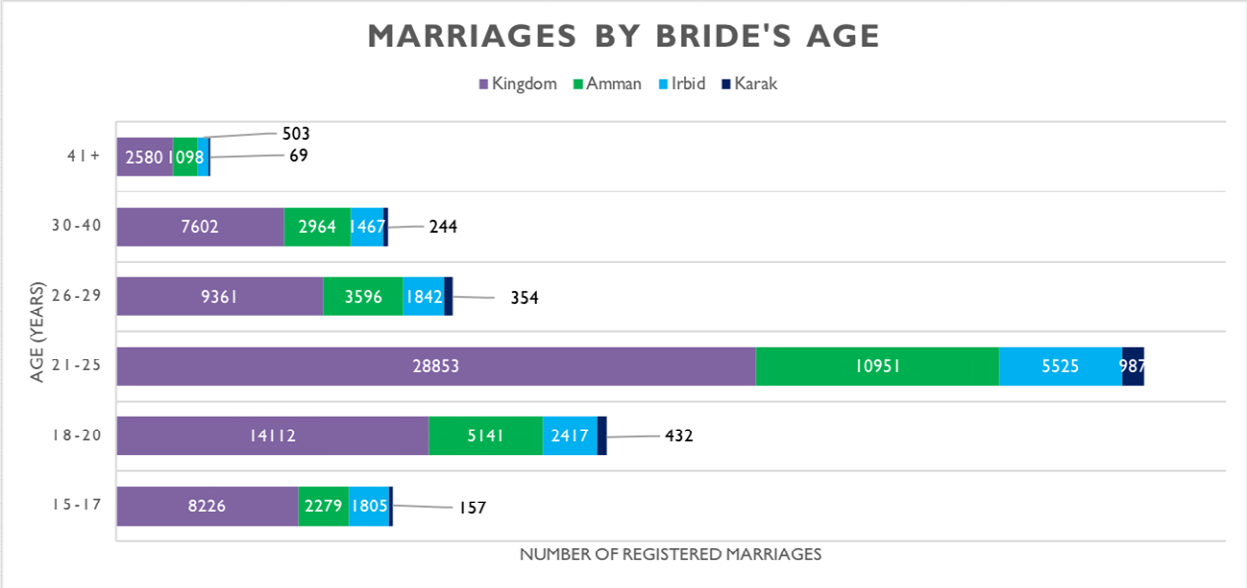
POPULATION AND GENERAL DEMOGRAPHICS

The data below present an overview of Jordan's demographics, as well as basic information on women and marriage.

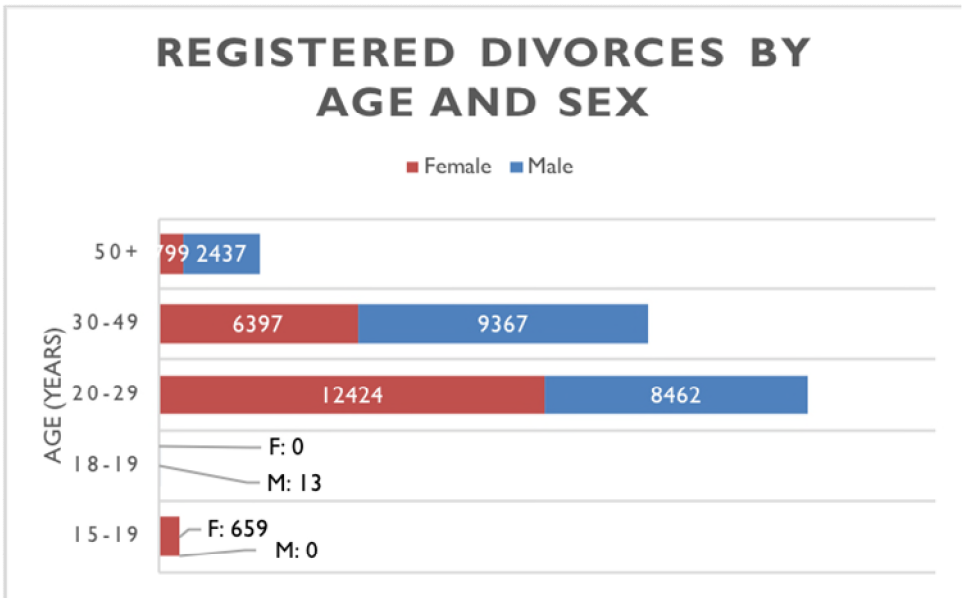


"Population by Sex and Age," Department of Statistics, 2016, http://dosweb.dos.gov.jo/population/population-2/

[53] This is not to convey that there is no racial nor ethnic diversity throughout Jordanian society. In fact, it is quite the opposite, especially considering the waves of migration that have introduced an array of ethnic communities into Jordan. However, race/ethnicity is not formally recognized by the DOS as a viable means of disaggregation within its datasets. For this reason, the data present in the present analysis adhere to a mostly racially/ethnically heterogeneous framework.



"Marriage and Divorce," Department of Statistics, 2018, http://dosweb.dos.gov.jo/population/marriage-and-divorce/



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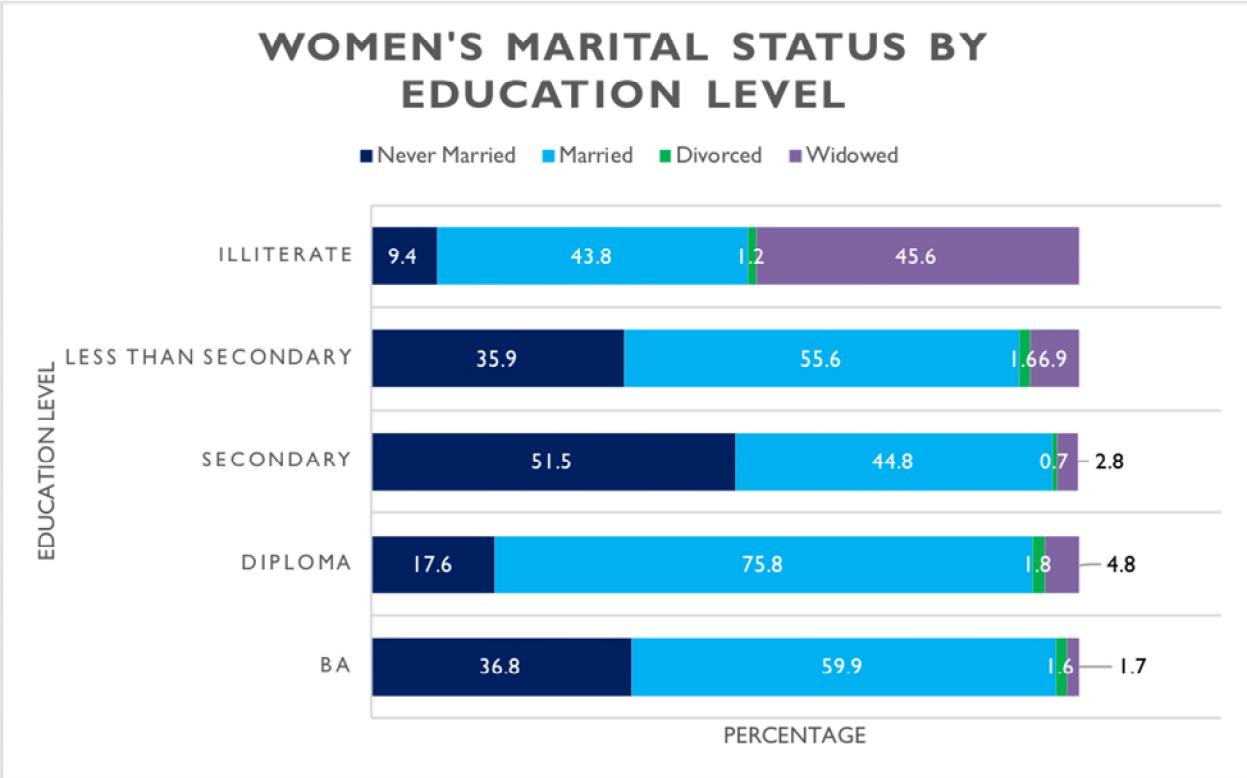
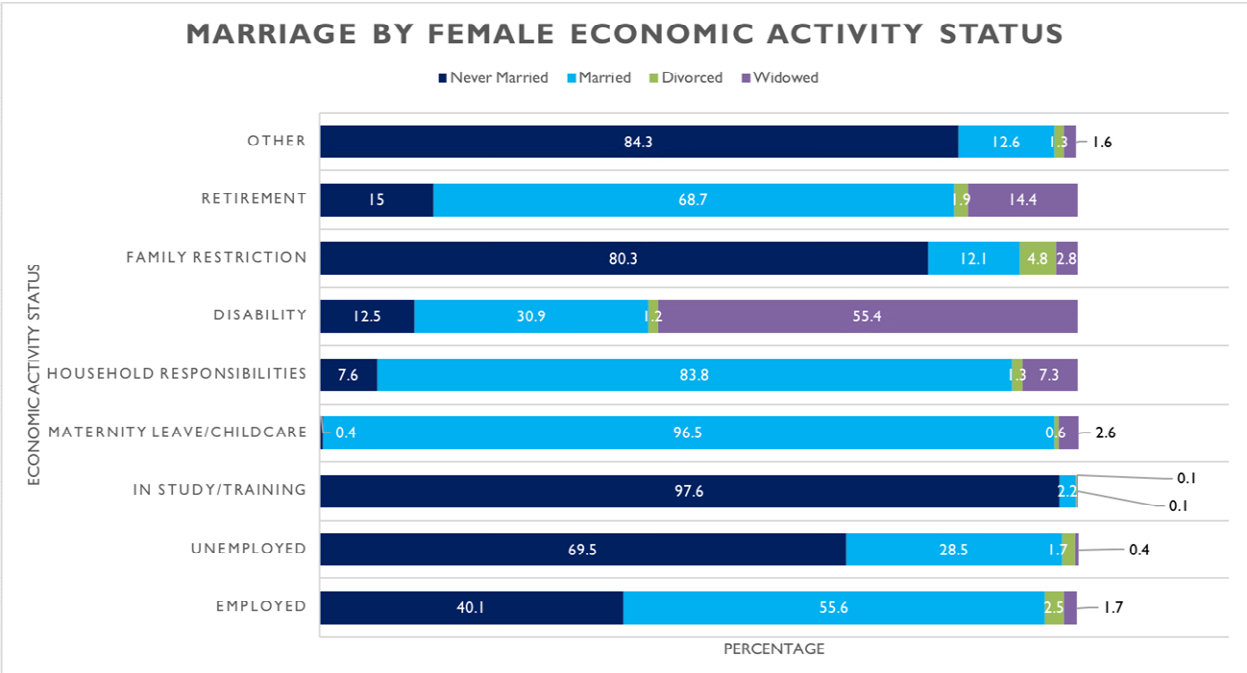


"Marriage and Divorce," Department of Statistics, 2018, http://dosweb.dos.gov.jo/population/marriage-and-divorce/

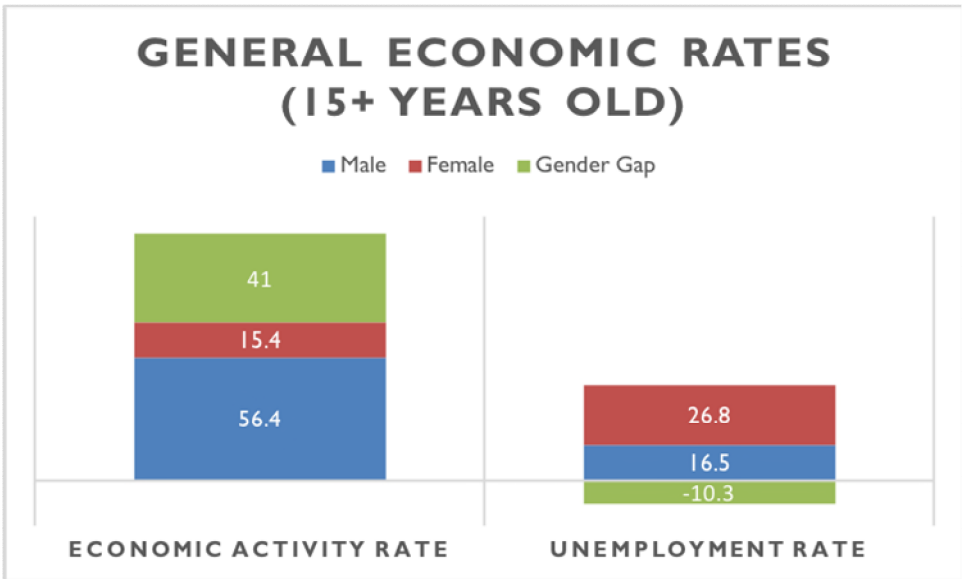


"Marriage and Divorce," Department of Statistics, 2018, http://dosweb.dos.gov.jo/population/marriage and-divorce/

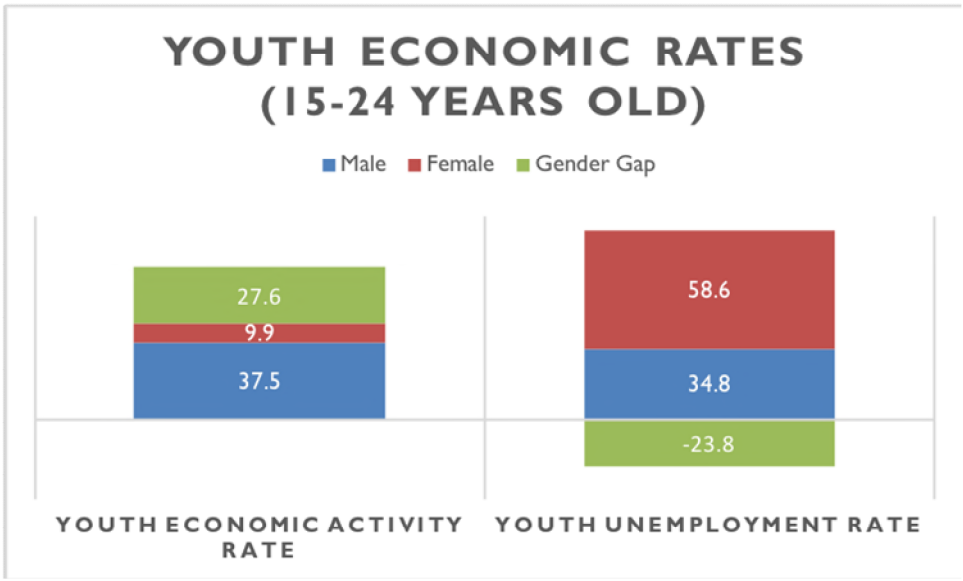
* For the purpose of this table, family restriction as an economic activity means that a female is not working because her family will not allow her to work.

ECONOMIC PARTICIPATION

The first two graphs below demonstrate that youth are particularly vulnerable in acquiring sustainable employment. Young women are doubly vulnerable, as is shown by the gender gap of -23.8 in youth unemployment rates. The quarterly unemployment rate from the third quarter of fiscal year 2018 attests that the average male unemployment rate is 16.7, and the female 27.23—nearly twice that of the male unemployment rate.



"Economics," Department of Statistics, 2018, http://dosweb.dos.gov.jo/population/woman-statistics/



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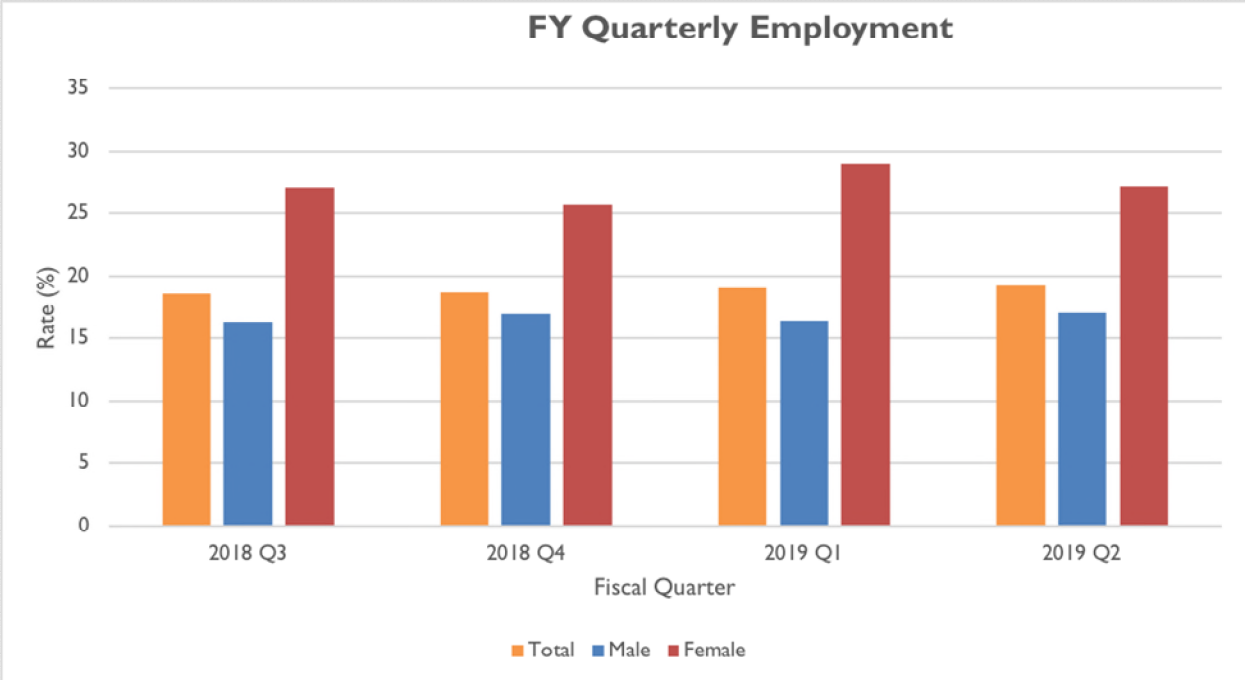
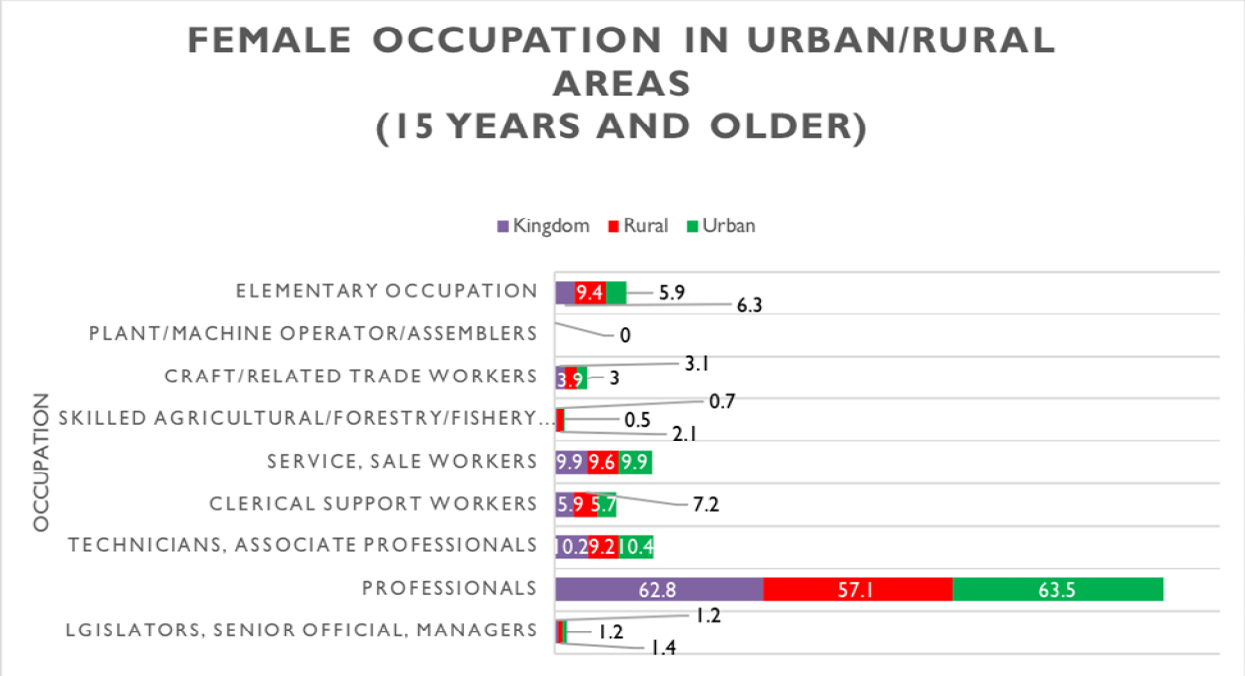


"Press Release," Department of Statistics, 2019, http://dos.gov.jo/dos_home_a/main/archive/unemp/2019/Emp_Q2_2019.pdf.[54]



"Economics," Department of Statistics, 2018, http://dosweb.dos.gov.jo/population/woman-statistics/

[54] The graph refers to datasets within the Jordanian fiscal year.

Employed Population by Employment Status (15 years and older)			
Employment Status	**Male**	**Female**	**Gender Gap**
Paid employee	82.7	95.9	-13.2
Public sector	45.6	51.7	-6.1
Private sector	53.7	45.8	7.9
IGO	0.7	2.4	-1.7
Household work	0	0.1	-0.1
Employer with employees	5.4	1.2	4.2
Self-employed	10.1	2.3	7.8
Paid trainee	0.1	0.1	0
Contributing family worker	1.8	0.5	1.3

"Economics," Department of Statistics, 2018, http://dosweb.dos.gov.jo/population/woman-statistics/[55]

[55] No definition exists for "contributing family worker."

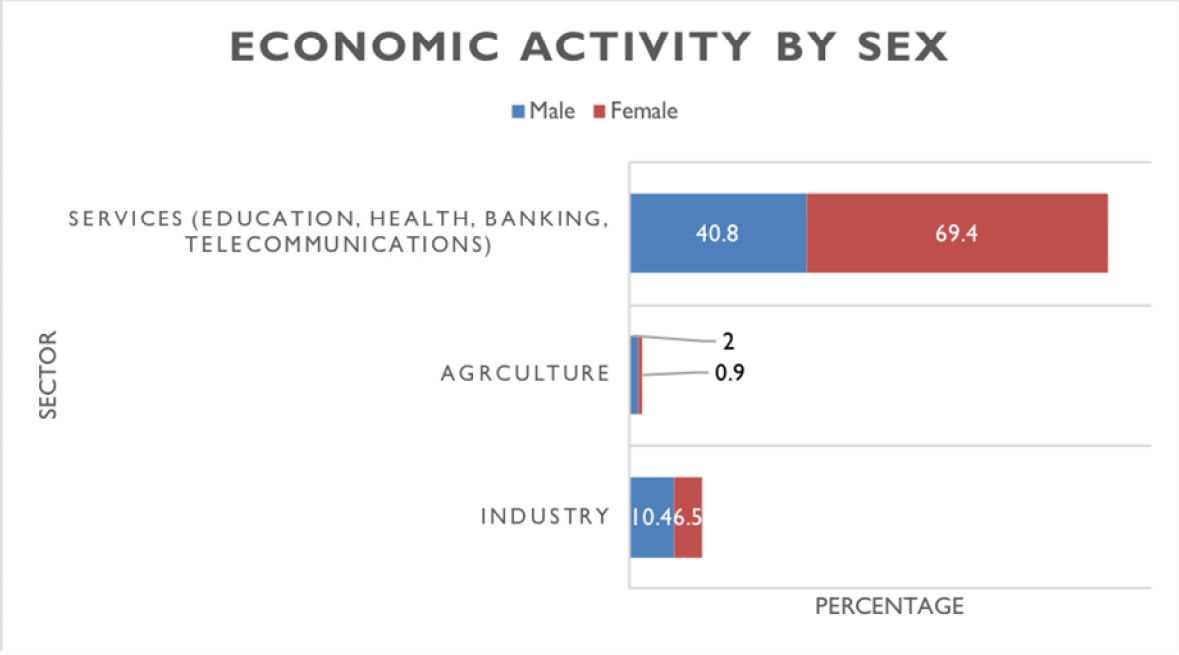
Economic Empowerment			
Indicator	**Male**	**Female**	**Gender Gap**
Owning lands	48	17	31
Owning apartments	58.6	24.1	34.5
Persons receiving loans (micro-fund)	31.9	68.1	-36.3
Persons receiving loans from commercial banks	79.7	20.3	59.4
Total value of loans from commercial banks	81.5	18.5	63.1
Deposits	65.6	34.4	31.3
Owners of securities (Shares)	55.7	44.3	11.4
Jordanian employees by social security insurance	71.4	28.6	42.8

Source: "Economics," Department of Statistics, 2018, http://dosweb.dos.gov.jo/population/woman-statistics/

Female Economic Activity (15 years and older)			
Indicator	**Kingdom**	**Rural**	**Urban**
Agriculture, forestry, and fishing	0.9	2.3	0.7
Mining and quarrying	0.1	0.1	0.1
Manufacturing	6.5	5.4	6.6
Electricity, gas, steam, and air conditioning supply	0.3	0.2	0.3
Water supply, sewage, waste management and remediation activities	0	0	0
Construction	0.4	0.4	0.4
Wholesale and retail trade, repair of motor vehicles and motorcycles	6.5	4	6.8
Transportation and storage	1.1	1	1.2
Accommodation and food service activities	0.6	0.3	0.6
Information and communication	1.6	0.4	1.8
Financial and insurance activities	3	0.6	3.3
Real estate activities	0.3	0	0.3
Professional, scientific, and technical activities	3	0.9	3.3
Administrative and support services activities	1	1	1
Public administration and defense, compulsory social security	14.2	20	13.5
Education	41.5	46.8	40.9

Female Economic Activity (15 years and older)			
Indicator	**Kingdom**	**Rural**	**Urban**
Human health and social work activities	15.2	14.8	15.3
Arts, entertainment, and recreation	0.4	0.2	0.4
Other service activities	1.9	1	2
Activities of households as employers, undifferentiated goods and services-producing activities of households or own use	0.2	0.1	0.2
Activities of extraterritorial organizations and bodies	1.2	0.4	1.3

"Economics," Department of Statistics, 2018, http://dosweb.dos.gov.jo/population/woman-statistics/



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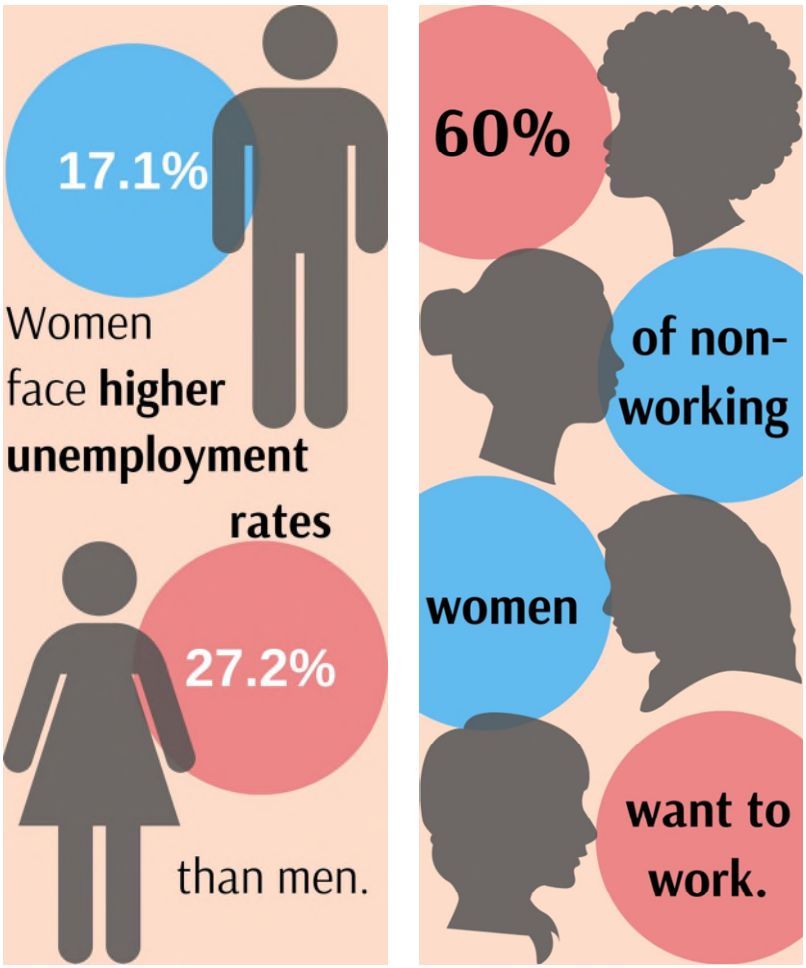


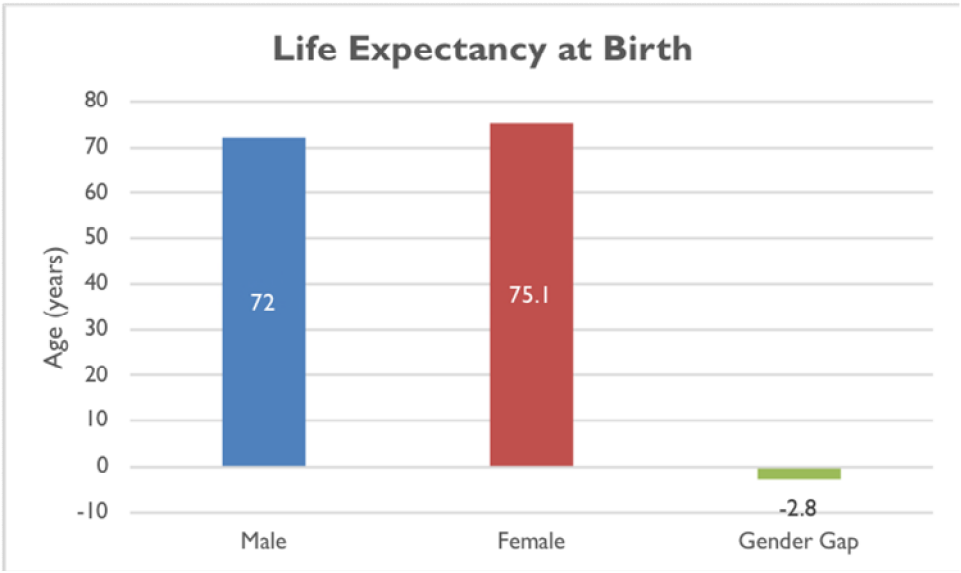
For source of data in infograph on left, see Department of Statistics, "Press Release" (DOS, 2019). http://dos.gov.jo/dos_home_a/main/archive/unemp/2019/Emp_Q2_2019.pdf.

For source of data in infograph on right, see World Bank, "Understanding How Gender Norms in MNA Impact Female Employment Outcomes: Jordan" (World Bank, 2018). http://documents.worldbank.org/curated/en/859411541448063088/pdf/ACS25170-PUBLIC-FULL-REPORT-Jordan-Social-Norms-June-1-2018-with-titlepg.pdf.

"Jordan's Private Sector Pay Gap," ILO, 2018, https://www.ilo.org/global/about-the-ilo/newsroom/features/WCMS_213754/lang--en/index.htm

HEALTH

The graph demonstrates that the average life expectancy at birth for women is significantly higher than that of men. Jordan remains no exception to global trends.



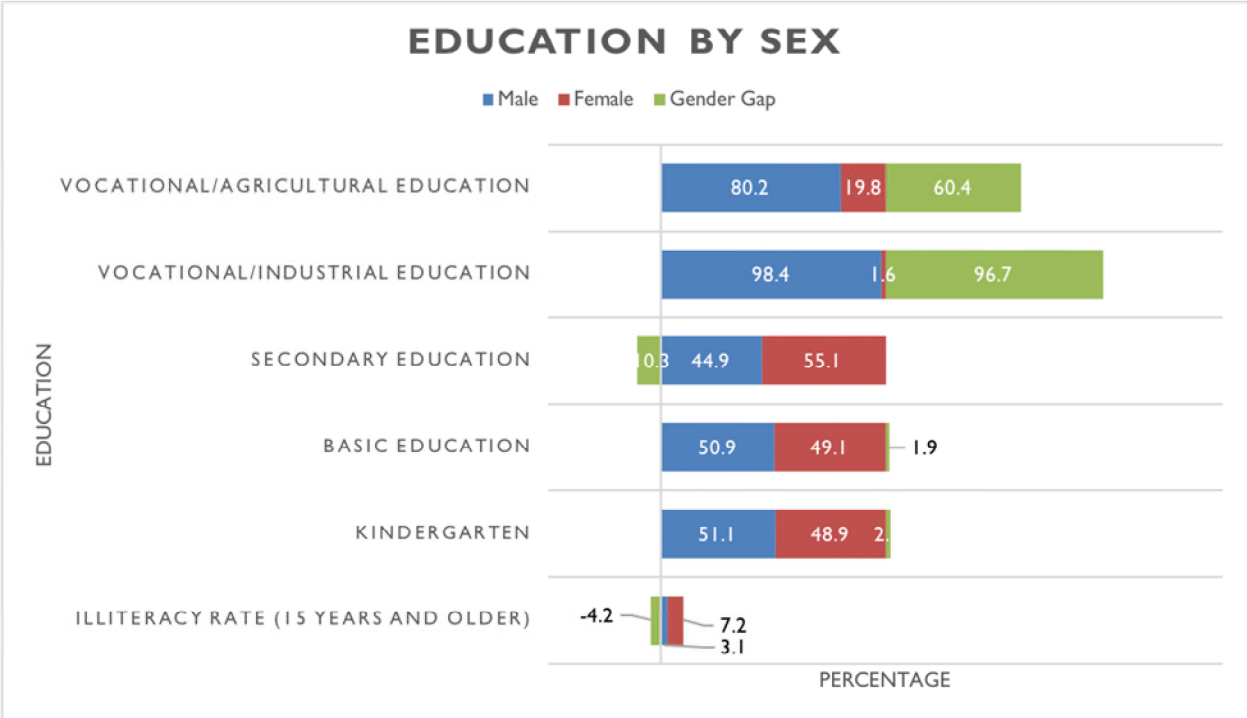
"Health," Department of Statistics, 2018, http://dosweb.dos.gov.jo/population/woman-statistics/

General Health Statistics	
Indicator	**Value**
Infant mortality rate (per 1000 live births)	17
Under 5 mortality rate (per 1000 live births)	19
Women using family planning methods (15–49)	51.8
Births attended by skilled health staff	99.7
Fertility rate	2.7
Adolescent fertility rate	5.2
Hospital beds per 100,000 persons	143
Doctors per 1,000 persons	1.8
Medical facilities per 100,000 persons	6
Mother and child health care centers per 100,000 persons	5
Children immunized against measles (12–23 months)	87.9

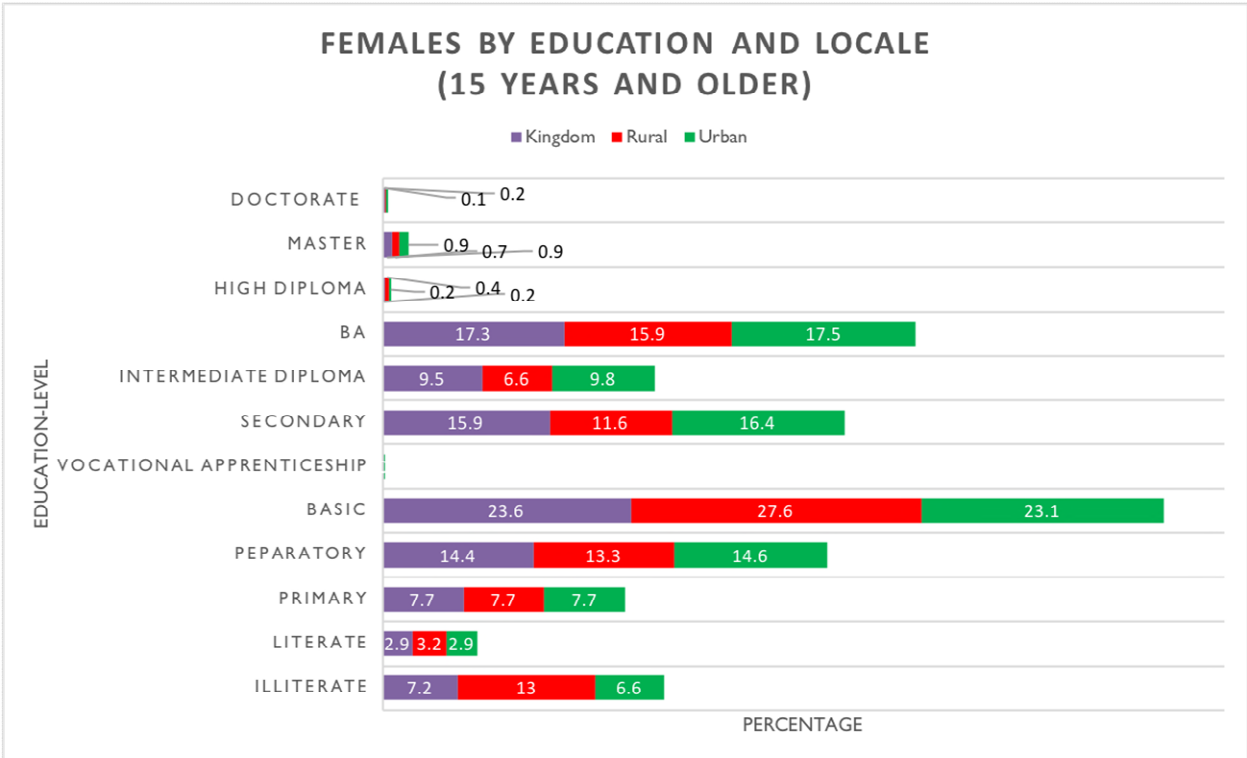
"Health," Department of Statistics, 2018, http://dosweb.dos.gov.jo/population/woman-statistics/

EDUCATION

There is nearly gender parity within kindergarten and basic education. In secondary education, girls and women outnumber their male classmates; this is also true and amplified in most university contexts. The largest gaps exist within both vocational industrial and vocational agricultural education, wherein the gender gap is 96.7 and 60.4, respectively. The graphs show the lack of public services, including education, in some rural areas. The significant differences between the percentage of women from urban areas receiving education and of women from more rural areas points directly to questions of accessibility and education.



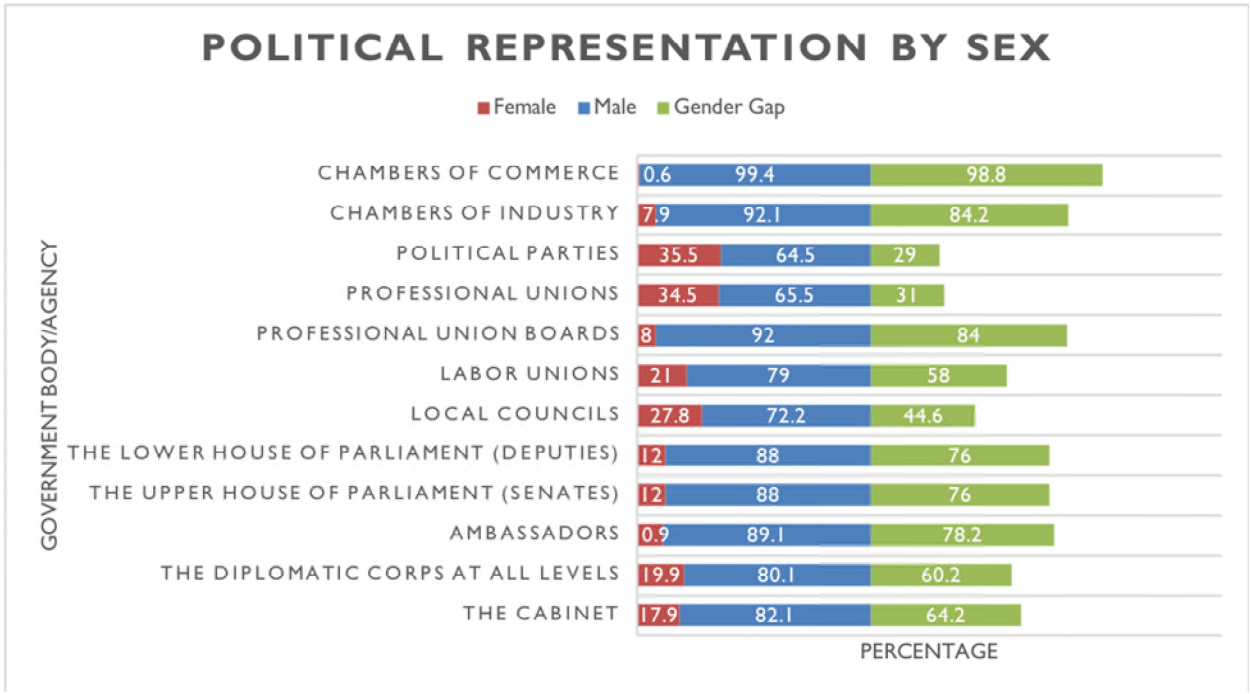
"Education," Department of Statistics, 2018, http://dosweb.dos.gov.jo/population/woman-statistics/



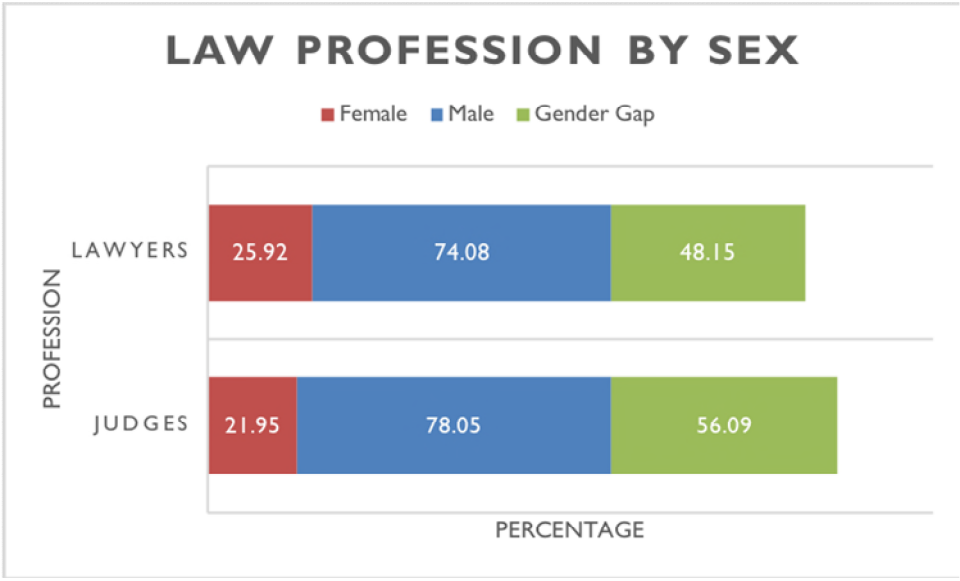
"Education," Department of Statistics, 2018, http://dosweb.dos.gov.jo/population/woman-statistics/

POLITICAL PARTICIPATION

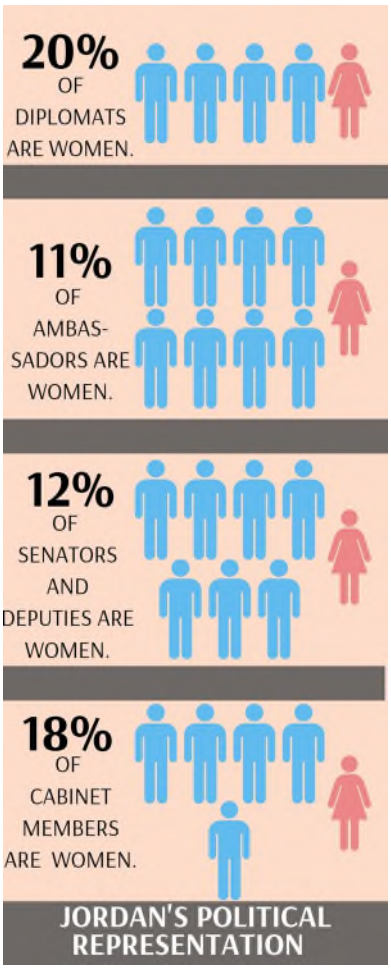
Limited to no data offer insights into the civic engagement of women in Jordanian institutions (e.g., voting in parliamentarian or local council elections), as well as dynamics surrounding free speech and the media. The data that exist simply outline the number of women that work at various levels of the GOJ.



"Politics," Department of Statistics, 2015, http://dosweb.dos.gov.jo/population/woman-statistics/



"Law," Department of Statistics, 2018, http://dosweb.dos.gov.jo/population/woman-statistics/

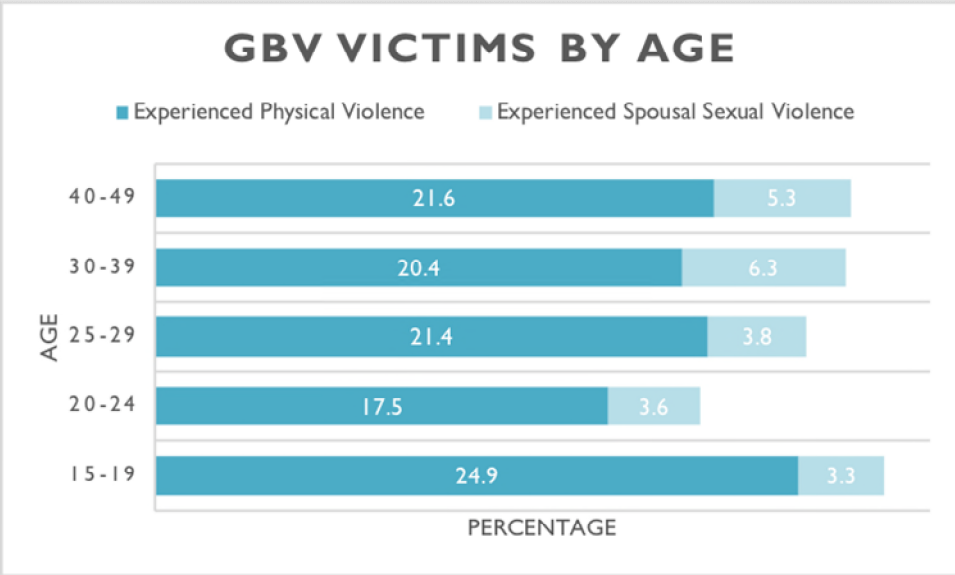


"Politics," Department of Statistics, 2015, http://dosweb.dos.gov.jo/population/woman-statistics/

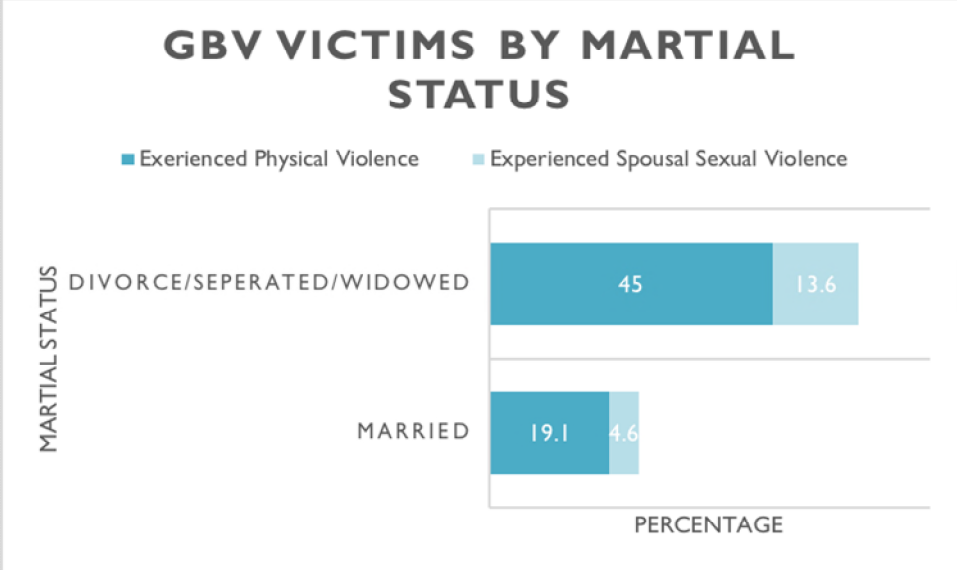
GENDER-BASED VIOLENCE

Limited publicly accessible data exist surrounding GBV, especially including sexual and physical GBV. The data below are extracted from the *Jordan Population and Family Health Survey, 2017–2018*, in which a subsample of 6,952 women between the ages of 15 and 49 were asked questions on GBV. However, the data are specific to spousal physical, sexual, and emotional/verbal violence and thus leave gaps on GBV committed by non-spouses. The survey defines physical spousal violence as any physical act committed by a woman's spouse. Spousal sexual violence is defined as marital rape or sexual (penetrative) intercourse without consent, further limiting insights into nonconsensual sexual acts that may not be penetrative, yet still best resemble sexual GBV.[56]

[56] See "Chapter 14: Domestic Violence" in Jordan Population and Family Health Survey, 2017–2018, Department of Statistics, 2018.



"Jordan Population and Family Health Survey, 2017–2018," Department of Statistics, 2018.[57]



"Jordan Population and Family Health Survey, 2017–2018," Department of Statistics, 2018.

[57] Although qualitative evidence collected during the gender analysis and assessment clearly demonstrates that GBV victims are not limited to females, the survey cited above operates strictly in a framework that defines GBV victims as female. Future considerations should be made to broaden the scope of GBV to include males, especially including those in the LGBTQ community.

"Jordan Population and Family Health Survey, 2017–2018," Department of Statistics, 2018.

ANNEX I: OPPORTUNITIES AND SUCCESSFUL PRACTICES FOR GENDER INTEGRATION

CAPACITY BUILDING AND ADVANCEMENT ON THE JOURNEY TO SELF-RELIANCE

More meaningful gender integration, part of the government's commitment to inclusive development, will help Jordan move forward on its journey to self-reliance. To advance this integration, the environment for women's economic participation must be improved by, for example, providing women with job skills and ensuring access to efficient and safe transportation, work environments governed by equal opportunity and anti-harassment policies, flexible working hours, and childcare for working mothers.

Improving legislation and practice of civil liberties, such as the Personal Status Law (PSL) and freedom of speech, are key to advancing inclusive development and ensuring a more equitable and stable society of men, women, youth, refugees, and persons with disabilities.

The current climate presents a unique window for substantive change in how government institutions function. The journey to self-reliance requires, among other things, capitalizing on available human resources and assets by ensuring that positive change champions are in strategic positions within the government. Qualified and experienced women are abundant in various government institutions and would be well suited for such positions. There is growing recognition within some senior echelons of government that the low economic participation level of women in Jordan is negatively impacting the country's development. But there needs to be concerted efforts to change entrenched habits and informal cultures within the public and private sectors in order to include women and allow them to contribute to the country's transformation and development process.

ECONOMIC AND WORKFORCE DEVELOPMENT

USAID's track record on gender integration should expand in the next Country Development Cooperation Strategy (CDCS). This holds especially true given that, as has been noted in the gender analysis, the state of economic hardship facing Jordan affects women more than men, with low female labor force participation and business ownership rates. Women's access to the job market is further reduced by lack of safe transport and unsafe, unaccommodating work conditions. Facilitating women's mobility and choice of work would at minimum require safer, more reliable public transportation.

Building on already successful projects, such as the Local Enterprise Support Project (LENS), is of great value. For example, as part of their Women's Economic Affairs program, they funded the Al Nashmeyah Arms for Maintenance Center (NAM)—the first in Jordan to offer women vocational training in plumbing and maintenance services—established in 2018 by a female certified plumbing trainer who is a USAID LENS grantee. A follow-on initiative to USAID LENS could focus on institutionalizing good governance practices within SMEs and other micro-businesses, especially in transparency, accountability, and equal opportunity to avoid nepotism, corruption, and gender-based discrimination. It would also be important to create women-friendly work environments (through clear HR processes), including flexible working hours, an option to work from home, and encouraging male employees to take paternity leave, as well as providing childcare and transport solutions that facilitate women's access to employment.

Microenterprises and SMEs that LENS has created to date could benefit from follow-on interventions, including mentoring or capacity building on business ethics and professionalism in business deals, with the inclusion of minorities, women, and persons with disabilities. Businesses led by women should receive special attention in building their capacity (when necessary) to advocate with decision makers for a more favorable business environment.

Other training/education efforts for employment projects have much to learn and apply in terms of gender integration, as the prevailing trend limits women's participation to traditional sectors. For example, the Technical Vocational Training Academy (TVTA), one of the implementers of the Training for Employment Activity (TEA), focuses on training women to become active in traditionally female sectors, such as beauty salons. Furthermore, training/education for employment projects have yet to conduct an in-depth examination of the communities they target to gain an unbiased understanding of women's needs and fears around economic participation. This will require relinquishing previous assumptions, such as that women do not want to work away from home or that women want safer transportation to the workplace, as assumptions expressed by the Education for Employment (EFE), another implementer of TEA, and allowing new approaches to targeting and engaging women in the interventions. It is important to contractually require implementers to rely on local community input to explicitly verify or refute previously acquired knowledge on social barriers to women's economic participation.

Both the TVTA and the EFE recommend that members question and challenge previously held assumptions about why women are not more active in the labor market. Legal restrictions on women's work, such as restrictions on hours and type of work; limitations or bias in policies toward women seeking funding for business investment, including requirements for having a male guarantor and proof of ownership of property; and all other laws impacted by her "reduced legal personhood" as mentioned in the gender analysis, contribute to the low participation of women. The World Bank's 2019 global ranking for women's ability to be economically active placed Jordan 8th from the bottom out of 133 countries.

Other assumptions about why women are not more active in the labor market, as voiced by members of both teams, include that women prefer to work from home. Even if women say that they prefer to work from home, it is crucial to explore the context surrounding such statements, as it may reveal issues that can be addressed to expand women's real choices. This can be done by reaching out to women and men one-on-one to understand fears and resistance and collectively find a way to challenge social norms and attitudes that act as barriers to women's economic participation. USAID-funded projects should be expected to raise the bar for sectors in which women become economically active for projects to be deemed successful in empowering women economically. It would also be beneficial to invest in vocational training programs in hospitality and industrial sectors and improve working conditions in the agricultural, industrial, and hospitality sectors by giving value to jobs performed in these sectors and ensuring financial security and stability for male and female workers.

One aspect that requires careful attention and intervention in all IP projects related to economic empowerment is the issue of economic abuse of women. It is crucial that women have access to employment but are also empowered to control the financial compensation they receive for their participation in the job market. This is a clear example of the extent to which women are free to exercise choice with their finances.

DEMOCRACY AND GOVERNANCE

Achieving a stable and prosperous Jordan is not possible without explicitly tackling restrictions on political and civic freedom and rights. The most recent teachers' strike and the government's subsequent disregard for teachers' right to peaceful demonstration has been a forceful reminder of the long journey ahead for civil liberties for Jordanian men and women, particularly for women, who suffer more from the restrictions on freedom of speech and civil rights. This is because women enjoy less access to power and decision-making processes and decisions overall. Without improvements on those levels, the balance of power remains unchanged, as does the male-dominated nature of the political space, compromising the effectiveness and the perceived credibility of efforts to integrate gender equality on any level.

Women's political participation in Jordan is restricted and limited and requires additional efforts and intervention on behalf of IPs. Women cannot nominate themselves to municipality councils or stand for parliamentary elections without their tribe's permission; they are also less likely to stand for election outside their hometown or have the resources to self-fund a campaign. Projects under the Consortium for Elections and Political Processes Strengthening (CEPPS), such as the National Democratic Institute (NDI) and the International Republican Institute (IRI), need to pay more attention to both the election laws and quota system that are disempowering citizens, especially women. They need to focus more directly through their interventions with citizens and MPs on the election law's challenges and how the law and its interpretation and implementation could be improved to serve Jordan's pathway to stability and development through fairer representation of women and men, urban and rural representatives, and youth. Students within the NDI Ana Usharek network and participants in IRI's Women Empower activities all present a valuable avenue for building their knowledge on political reform issues such as the election law and the environment surrounding women's political participation and building their capacity to advocate for such issues, which Jordan direly needs. Ideally, IPs would also initiate transformative leadership initiatives to engage women and men politicians and those in positions of power with gender equality issues, as well as initiatives that empower women to negotiate, build allies, and influence various decision-making processes.

Although IPs such as NDI and IRI have displayed a relatively solid understanding of integrating gender, they could benefit from devising more qualitative indicators that allow them to more intentionally strive toward and capture women's paths to leadership in a way that surpasses success stories, as well as broadening the scope of high-quality quantitative data on poverty and on single women or women without *sanad* (guardian).

One way to capture the substantive change experienced and demonstrated by women in these projects is to promote them as role models and influencers in their communities. This is relevant for both CITIES and Youth Power, as their outreach into local communities gives them the perfect opportunity to capture success stories of women and men who have become local change makers and mobilized their communities in empowering women and girls.

USAID's ROLP is encouraged to take a step further in empowering female judges. It would be important to focus on the GBV that female judges face in the courtroom, mainly in the form of disrespect from male lawyers and judges. This could include working with female and male lawyers and judges to address the issue and exploring other areas of GBV that female judges are bound to experience at the hands of both lawyers and their male peer judges. Working toward a gender-sensitive and equitable working environment for females in the judiciary can be an objective for future programming.

Furthermore, for IPs such as ROLP to contribute to achieving gender equality, they must address some of the core issues of gender inequality, such as the PSL's guardianship and custodianship provisions, which undermine women's legal position and their right to full legal personhood. As mentioned in the gender analysis, for example, women under the age of 30 are legally viewed as requiring a male guardian's protection and guidance, with this male guardianship to be extended beyond age 30 if a woman is deemed untrustworthy or capable of doing harm to herself. The same philosophy views women as dependents in family law and thus unable to pass nationality to their children and husbands.

Another area to be tackled is the disempowering legal environment for reporting GBV and enabling women to access the legal system safely. Rural areas are generally characterized by close family ties across various professions, including police and judges. Therefore, in such areas women are highly unlikely to report violence. In the rare cases where women decide to request divorce, they are asked to have their fathers with them—not a legal requirement but rather an example of discriminatory institutional practices.

Women also suffer from limited access to legal representation, especially because of a lack of resources should they decide to proceed without their family and tribe's support.

WATER RESOURCES AND WASTEWATER MANAGEMENT

Jordan has one of the lowest levels of water availability per capita in the world, and its population is expected to double by 2047. Amid ever louder global calls for climate protection, now is the time to step up on both water resources and environmental protection interventions.

USAID's assistance to Jordan includes conserving water and reducing water losses, as well as improving water infrastructure. As the water sector is one of the most challenging for gender integration, it is crucial to build IP capacity to identify, understand, and program for the gender dimensions of interventions. One way this could be done is by bringing gender and technical specialists together to craft creative solutions.

The Government of Jordan's water sector receives the largest amount of donor funding from USAID. USAID has done an excellent job in including gender considerations in its water programs. Within Jordan, the population is more than 50 percent female, and according to USAID, females are the main users and managers of water at the household level, ensuring that this precious resource is used efficiently.

The Water Management Initiative Project worked with the Ministry of Water and Irrigation (MWI) and the Water Authority of Jordan (WAJ) to draft the Ministry's Gender Policy. This Gender Policy serves as a framework for MWI and other stakeholders on gender integration in water sector policies, programs, actions, and investments. It supports stakeholders on actions and approaches that incorporate the diverse needs and concerns of women and men and thereby lead to equitable access, use, and management of water resources. The Gender Policy represents the official commitment by MWI, WAJ, the Jordan Valley Authority, and water utilities and partners to integrate gender equality into their activities and regulatory framework at all levels of society and within their own organizations and is considered a guideline for the work of MWI, utilities, and partners. The Jordan Water Infrastructure project mandate is to cover all architect and engineering infrastructure development tasks planned by USAID, in cooperation with MWI/WAJ, water companies, municipalities, and the Ministry of Environment. While in the initial stages of the program implementation they had nothing to report on gender, they are now including gender considerations in MWI/WAJ staff capacity development interventions, as well as feasibility assessment and environmental scoping efforts for new infrastructure designs.

USAID's Management Engineering Services Contract (MESC) on non-revenue water, which is assisting Miyahuna (a water utility in Amman), has a gender action plan and a gender gap analysis targeting crucial issues related to capabilities and access for women, both as part of the Miyahuna company itself and as end users of the service Miyahuna provides. The findings in the gender gap analysis final report provide rich opportunities for integrating gender into Miyahuna in an intentional, systematic manner. The findings include a lack of women in top management levels of the Miyahuna: "The CEO is unaware if there are plans to include women on the Board, and the company does not have a strategy or plan for gender equity, nor one for increasing women's participation or promotion into leadership levels." Overall, women constitute only 10 percent of the overall workforce in Miyahuna. Although Miyahuna seems to offer equal opportunity for capacity building between men and women, it holds trainings after 4 p.m., putting most women at a disadvantage as it is more difficult for them to stay away from home during that time. One other finding that could offer an avenue for gender integration is the fieldwork conducted by Miyahuna. Fewer women are willing to go to the field for several reasons, including the fact that transportation to the field is through rented cars alongside male colleagues, which is deemed inappropriate for some women and their families; lack of suitable designated female toilets in the field; and high potential for returning to the office after official office hours.

For all projects, more can be done to further gender integration in future programming, which must go beyond providing employment opportunities for women. The following general questions can guide gender integration in water projects:

- Is there adequate gender expertise within the project or program team? Any gender experts must have in-country and sector experience as well as experience in practical implementation of gender strategies, participation, and monitoring and evaluation. Is there sufficient capacity within institutions in terms of skills and access to information on gender?
- Have there been measures to ensure women's equal participation in the planning and ongoing management of the water project or program?
- Are both men and women involved in construction, operation, and maintenance? Are economic and employment advantages distributed equitably?
- Is the national institution responsible for gender equality involved in the implementation of water policies and programs?
- Are there accountability mechanisms in place to ensure policymakers, water agencies, and other actors deliver on gender equality objectives?
- How are gender roles (such as not being seen to speak up in public, or taking responsibility for water collection) enforced in the target communities? How might this affect different groups' use of water or their ability to participate in any water interventions?
- What roles and responsibilities do women and men have in domestic and productive water use, such as collection, transport, storing, and managing water?
    - What is the general household division of labor?
    - What are the patterns of time use regarding water and other work for different family members?

The following additional questions could further facilitate USAID interventions in the water sector:

- Is conducting a gender analysis included in the logical framework for water projects and programs?
- Have gender relations been included as part of the project or program's risk analysis matrix, log frame, milestones, and monitoring and evaluation systems?
- Have budget implications for the implementation of gender equality objectives been anticipated?
- Is gender equality included as a project outcome?

HEALTH CARE

Some IPs have made baseline information on gender in health available. For example, the Health Finance and Governance (HFG) Activity has explored the discrimination women face in public health insurance laws and regulations, and Human Resources for Health 2030 Activity conducted research to help understand barriers and enablers of women's career progression to management positions in Jordan's health sector. It is crucial to ensure that the HFG Activity is included in the gender training under the Gender Community of Practice initiative under Takamol to enable IPs to improve their capacity to design meaningful interventions based on these findings, perhaps a lobbying campaign with the Ministry of Health on improving married women's status with public health services, and on paving the way for qualified women to be employed at leadership positions in public health industries. The Mission could perhaps also provide more concrete guidance through agreement officer representatives and contracting officer representatives on the level of knowledge and capacity required by IP staff to integrate gender in more meaningful ways.

One of the major issues deserving attention in this sector is GBV. Currently, support services for GBV survivors is limited to the FPD, a few hotlines and NGO social and legal support services (concentrated

mostly in Amman), and four shelters throughout the country. Generally, women try to find alternatives to reporting GBV. A crucial aspect that requires intervention is the misuse of power by administrative governors who imprison female GBV survivors under the pretext of protecting them. Female GBV survivors are also often returned to their families at the request of male family members. And for vulnerable women (women with disabilities or homeless women), there is a complete lack of protection mechanisms—these women are often referred to Ministry of Social Development rehabilitation programs, prison, or mental hospitals.

The health sector needs to expand to include interventions aimed at providing accessible, safe, and non-bureaucratic spaces, processes, and mechanisms for GBV prevention and response, with the option of full anonymity for survivors/victims and their families. One-stop centers might be an option, but the mandatory reporting requirement in Jordan for GBV survivors deters many women from accessing a GBV center and leads them to go to NGOs for support as NGOs are not officially linked to the system. For this reason, the FPD also tries to arrange for reconciliation in cases of GBV because otherwise the incident would have to be officially reported.

Addressing Gender-Based Violence Through USAID's Health Programs: A Guide for Health Sector Program Officers

The Guide is intended to help USAID program officers integrate GBV activities into their health sector portfolio during project design, implementation, and evaluation. The guide focuses on what the health sector can do, keeping in mind that preventing and responding to GBV requires a multisectoral approach. For each type of health program—from community mobilization to health policy—the guide explores reasons these programs should address GBV and how to support GBV activities based on what is known about promising approaches from literature reviews, the opinions of leading experts, and feedback from USAID and cooperating agency staff.

Another issue requiring examination is most men's apparent reluctance to access health care, which has ramifications for family health. One way to address this issue would be through a project that engages men in understanding the barriers they face in seeking health care and a subsequent project that would address these barriers from a gender perspective. Another option would be to focus more on preventative overall health (such as smoking cessation), which could be carried out by health-related NGOs or even retail pharmacies, improving men's health without burdening the public health sector. This avenue would create an excellent opportunity for the private sector (e.g., pharmacies and private labs) to offer testing and intervention to men in non-health environments.

Gender can be further integrated in the health sector by broadening the range of health services for unmarried women. The MSI Gender Team learned in meetings with IPs that reproductive health services are offered mainly to married mothers. (Unmarried women in this context refers to women who head families—widows, divorcees, deserted wives, females whose husbands are working abroad). When reproductive health services are restricted to married women, GBV services tend to be left out. The absence of reproductive health and GBV services to a wide group of unmarried women and the absence of GBV services for married women increases the number of health conditions that may be left unchecked. Given the conventional denial of the existence of GBV, it is crucial for this deliberate oversight to be explicitly addressed in future programming. A useful source for program design for health programs is USAID's "Addressing Gender-Based Violence Through USAID's Health Programs: A Guide for Health Sector Program Officers."

EDUCATION

Although girls in Jordan can access the benefits of education and hold higher completion rates than boys, they do not reap the same employment benefits upon graduation. Various elements put girls at such a

disadvantage upon graduation; these must be examined further, clearly identified, and adequately addressed.

Integrating gender in school curricula and training teaching staff on gender messaging can directly influence ingrained gender stereotypes, challenging traditional gender roles and perceptions (e.g., including depicting Arab female role models). Such changes would require strategic lobbying and collaboration with the Ministry of Education (MOE), keeping in mind the MOE's conservative nature and resistance to change. USAID is in a unique position to take the lead on this.

Another opportunity for gender integration is to work on counseling interventions with boys and girls to facilitate their understanding of available career choices and enable them to make more informed and perhaps nontraditional career choices. It is also possible to help create a positive learning environment and combat school violence by paying more attention to gender integration in schools in ways that promote the well-being of students and teachers by creating safe spaces for boys and girls, and male and female teachers, both in a physical sense (safe outdoor areas, suitable lavatory facilities for both sexes) as well as the psychological (providing qualified social workers who are sensitive to gender issues and can support both students and faculty). Sensitizing teachers to gender issues and challenging misconceptions of "what boys are like" and "what girls are like" are also crucial to complement other aspects of gender integration (curricula and infrastructure) and help alleviate some of the violence experienced in schools, especially among boys and male teachers. Also relevant is integrating GBV prevention and response into the education sector; USAID has a specific toolkit for this developed to support implementation of the U.S. Strategy to Prevent and Respond to Gender-Based Violence Globally: "Beyond Access: Toolkit for Integrating Gender-Based Violence Prevention and Response into Education Projects."

Beyond Access: Toolkit for Integrating Gender-Based Violence Prevention and Response into Education Projects

The Toolkit provides:

- *The United States government definition of GBV and USAID's definition of school-related GBV.*
- *Explanation for why integrating GBV prevention and response improves education outcomes, and the evidence on the prevalence of GBV in the education sector.*
- *Guiding principles to ensure the well-being of those at risk for, and survivors of, GBV.*
- *Illustrative GBV prevention and response activities by the USAID Education Strategy Goals.*
- *Guidance on how to integrate GBV prevention and response throughout the USAID Program Cycle to be able to monitor, evaluate, learn, and adapt education projects and activities accordingly, including illustrative indicators for measuring GBV prevention and response for each of the USAID Education Strategy goals.*

INFRASTRUCTURE PLANNING, OPERATION, AND MAINTENANCE

Infrastructure projects must be gender sensitive and attend to accessibility in cost, location, and design. Men and women are often mistakenly assumed to benefit equally from new infrastructure and the same infrastructure. But they have different requirements, concerns, and experiences with, for example, attending school and visiting health centers/institutions. These requirements, concerns, and experiences will also vary among age groups, geographic locations, and socioeconomic backgrounds. Some useful questions to consider include "What location considerations must be taken into account to increase the likelihood of women being able to access health centers without being accompanied by a male relative?" and "What factors related to current health infrastructure examples deter men from accessing health

centers?" All such differences need careful examination, including an understanding of the ramifications of those differences for infrastructure planning and their accurate translation into design and inputs. Only then can school and health infrastructure projects contribute to gender equality and integration.

REFUGEE POPULATIONS IN HOST COMMUNITIES

Gender discrimination and other gender-related violations are magnified in situations of displacement; thus, the discrimination, for example, that women and girls normally face is compounded in instances of displacement. Hence, all refugee response sectors must pay special attention to gender integration issues. Women and girls in this community face disproportionate discrimination in access to humanitarian services, including health, education, and livelihoods, as well as an increased risk of sexual violence and GBV. As with programming that is not refugee-related, it is crucial to interpret and analyze the needs, risks, and capacities of women, men, girls, and boys to shape the design of appropriate activities.

Refugees and migrants in Jordan are limited to working in agriculture, construction, and manufacturing, with female refugees bound by these restrictions as well (regardless of their education and skill levels) and exposed to exploitation in the workplace. Furthermore, Syrian women refugees have obtained only 4 percent of permits issued by the Jordanian government to Syrians.

Female refugees and migrants are even less likely than other women to report GBV. They fear not only deportation but also revictimization in the form of sexual harassment by law enforcers. Young female refugees and migrants living in host communities are more likely to fall victim to other forms of GBV such as early marriage.

In light of the lack of special protection mechanisms for such vulnerable groups, these violations continue to grow. Furthermore, it is the responsibility of development organizations such as USAID to systematically integrate refugee women and their issues into their overall strategies and refrain from being limited to seasonal activities or specialized refugee programming.

COMMUNITY COHESION AND RESILIENCE RELATED TO REFUGEE CRISIS

Community cohesion is a common issue of concern in host communities; this is compounded when host communities struggle with existing pressure on infrastructure, economic hardship, and lack of political freedoms. One key area for streamlining gender integration into community cohesion efforts is through collaboration between the USAID Program Office and the Bureau of Population, Refugees, and Migration to facilitate complementing and exchanging experiences on gender integration across both levels.

Understanding men's and women's unique experiences and positions and how to integrate them so they influence any intervention in any field is key to effective and meaningful gender integration.

DISADVANTAGED WOMEN, ESPECIALLY YOUTH AND PERSONS WITH DISABILITY

Through its Democracy, Human Rights, and Governance (DRG) portfolio of projects, USAID has suitable avenues to help Jordan's development in its governance structures. This is especially true in legal and judicial frameworks and conditions to address GBV and issues that fall under the remit of Sharia courts (such as the PSL) in favor of allowing disadvantaged women to exercise more of their basic rights. Also, within the DRG portfolio, through CEPPS initiatives, lies the opportunity to actively promote and work toward amending the election law in a way that addresses inequitable demographic and socioeconomic representation and includes greater representation for women, including women from underprivileged areas. Through the ROLP, USAID can initiate a strategy to expand the social protection net through the involvement of all parties concerned, especially marginalized groups such as poor women and persons with disability. It can also actively support the Higher Council for Persons with Disabilities in their mandate

to improve and safeguard the rights of persons with disabilities in Jordan, keeping in mind that women with disabilities face compounded discrimination and thus require greater attention. Projects targeting civil society would be well positioned to take on the task of mindfully integrating gender and empowering disadvantaged populations into its mandate and serve as an example of how these considerations can be integrated regardless of the theme being addressed. Economic hardship, corruption, and political restrictions all contribute to the ever-growing trust gap between the government and citizens, especially those who are disadvantaged, feel disempowered and have no voice or agency. Addressing the issues above can contribute to bridging that gap.

CONCLUSION

Meetings with IPs and literature/document review related to their projects have clearly demonstrated the interest of IPs in integrating gender equality into their projects. However, they have also clearly demonstrated several limitations, including a lack of holistic understanding of gender as the relationships between men and women, the power dynamics at play, and the implications of those dynamics for women's reality and therefore for project design. Limitations also stem from the lack of technical capacity and experience in examining, understanding, and adequately reflecting gender implications in their project cycle. This results in somewhat superficial involvement of women captured through purely quantitative indicators, with no substantive change in women's empowerment.

RECOMMENDATIONS

An overall recommendation is for USAID to invest more systematically and consistently in IPs' knowledge and understanding of gender integration in their respective projects. This could occur through a project such as Takamol with direct oversight from gender specialists within the Mission. Pairing gender expertise with thematic/technical specialists for various themes would be an effective way to pilot gender integration across all sectors, albeit to varying degrees, depending on availability of resources and competing priorities. IPs also require guidance on how to create additional indicators that allow them to capture and measure any substantive change in gender issues in their projects.

Although it is important to create an enabling environment for women at work and other public spaces (for example, safe and affordable transportation could enhance women's access to jobs, education, and mobility) to challenge gender norms and normative protection perceptions, it is equally important to challenge the widespread rhetoric and assumptions on cultural and traditional constraints on women's entry and participation in the economy. The current socioeconomic situation in Jordan provides an opportunity to engage more women in the workforce. It is also time to contractually require implementers to rely on local community input to explicitly verify or refute knowledge on social barriers to women's economic participation and for implementers to submit documentation of input gathered from those communities. Women's and men's fear and concerns must be heard and understood, not assumed. It would be beneficial to revise overall contractual requirements and language in a manner that clearly stipulates specific and appropriate staffing expertise by IP staff and the ability to model equity principles in their own organizational practices and transmit those principles to their partners and subcontractors.

The importance of meaningful community engagement holds true for any effort at integrating gender, as it is not possible to derive gender implications for any project without first taking time and effort to ask the right questions of the right people. Only then can activities be designed to reflect identified gender implications effectively.

Effectively integrating gender equality within technical development objectives (DOs) should be the Jordan Mission's strategic goal. However, a specialized DO on gender and further technical assistance for IPs to gain a solid understanding of how to operationally integrate gender across the various sector projects will

serve as a necessary stepping stone until the ultimate goal of integrating gender within technical DOs can be achieved.

EFFECTIVE STRATEGIES FOR ADDRESSING GENDER-BASED VIOLENCE

USAID projects explicitly referring to and addressing GBV seem to be prevalent in health projects, covering "traditional" forms of GBV (such as early marriage and physical abuse) and focusing on recovery, with some effort toward prevention. That said, GBV services in Jordan, such as those supported by USAID through the Family Guidance and Awareness Center – Housewives Society in Zarka and the Tafileh Women Charitable Society, could benefit further from the experiences of successful USAID one-stop shop models for addressing GBV in other countries, especially with regard to providing a safe, supportive, and private environment for victims accessing such services. Successful USAID-funded examples are many, including in Zambia, where in 2018 USAID officially handed over the Kafue Anti-Gender-Based Violence One-Stop Center (OSC) to Zambia's Ministry of Health; this handover symbolized the official transfer of all 16 OSCs established under the USAID Stamping Out and Preventing Gender-Based Violence (STOP GBV) project. Another example is in Benin, where three OSCs have been established by the Government of Benin with USAID financial and advocacy support. Although there is still a tendency to keep GBV crimes hidden, it is hoped that these OSCs will encourage more survivors to come forward, thereby reducing the stigma preventing women from speaking out.

> *As part of our **#NotTheCost initiative to stop violence against women in politics,** NDI has created an incident report form to collect examples and testimonies of this violence in order to highlight its global prevalence.*
>
> *This information will be passed by NDI to the Office of the UN Special Rapporteur on Violence Against Women and Girls, so that it can be used to raise awareness and build the case for more global action.*

USAID projects on women's political and economic empowerment would benefit from a greater GBV perspective, allowing interventions to directly address broader, more subtle, and less traditional forms of GBV that hinder women's meaningful participation in politics and in the economy. In politics, examples from other locations include intimidation, threats, psychological abuse (in person and online), and physical and sexual assault, often described to women as "the cost of doing politics." See #NotTheCost campaign and Tweets That Chill (online violence against women in politics) by NDI. Therefore, interventions on women's political empowerment in Jordan must also address the often invisible violence against women candidates or voters by pressuring them into abiding by tribal decisions on running for office and on the candidates they vote for. In Jordan, it is also crucial for projects working on women's political empowerment to examine and address how election procedures might disenfranchise women candidates, for example.

In Kenya and Mali, USAID supported training programs that invited local women leaders to inform participants about gender-based barriers and develop gender-integrated electoral monitoring checklists. In Kenya, local election monitors used short messaging service to inform authorities of violence and other malpractices targeting women. USAID's Women in Power project, which provides valuable insight into combating violence against women in politics, addresses violence against not only women in politics (such as candidates and voters) but also women in leadership positions. It has developed a new tool, The Diamond Leadership Model and the Women's Power Score, which seeks to advance the measurement of women's political leadership. It provides a much-needed, broader measure of women's leadership and political empowerment.

THE DIAMOND LEADERSHIP MODEL (DLM): *Cross-national research on women's political power overwhelmingly focuses on women's representation in national legislatures and executive ministries. This model captures women's political leadership in a broader way. It spans three levels of leadership (high, mid, and low) and four government sectors (legislative, executive, judicial, and security) using a weighted design. We then collect data on DLM indicators for low-, lower-middle-, and upper-middle-income countries around the world.*

This research demonstrates the feasibility of collecting consistent and comparable data on women's leadership in three of the four sectors; only security sector data proved especially difficult to find.

Results from the pilot study suggest that women's representation across sectors is often highly uneven, but we do not find evidence that women are concentrated in the least prestigious positions. Of the nine indicators with good coverage, women are best represented among appellate judges and worst among party leaders and mayors. The DLM also relates weakly to measures of gender equality across countries, suggesting that researchers and advocates are missing out on important variation in women's political leadership.

Tweets That Chill: *Analyzing Online Violence Against Women in Politics Report of case study research in Indonesia, Colombia, and Kenya. Far too often, violence against women in politics, in all its manifestations, creates a "chilling effect" that drives politically active women offline and, in some cases, out of the political realm entirely.*

In response to this growing challenge, NDI undertook this unique study to explore the effect of gender-based violence as expressed toward college-age, politically active women on Twitter in three countries—Indonesia, Colombia, and Kenya. This first-of-its-kind study should serve as a tribute to women activists everywhere who are struggling to express their political views online.

Explicitly referring to violence against women in politics as GBV would assign intentionality, which would impact design, the nature of interventions, and their implementation, but it would also allow for measuring the impact of these interventions in combating wider forms of GBV. Moreover, additional long-term strategic election projects are needed to empower women politically, and the multiple platforms available through decentralized governance in Jordan provide a crucial avenue for such continued sustained programming.

Projects fostering women's economic participation, like those addressing political participation, do not explicitly mention GBV. This suggests failure to identify certain barriers to women's economic participation—such as access to and control of resources or salary—as GBV in the form of economic abuse. It further suggests lack of intentionality to combat GBV through these economic empowerment projects. Beyond providing training and employment opportunities for women, the issues of girls' and women's access to sustainable and autonomous sources of income is of utmost importance. An interesting initiative is the spring initiative in parts of Africa and Asia, which aims to deliver "technical and financial support to early-stage enterprises developing life-enhancing products and services that enable girls to safely learn, earn, and save." Another example comes from Pakistan (Energy Sector Internship Program), where economic empowerment was viewed in a holistic manner. The program placed university graduates (male and female) in public and private sector organizations offering on-the-job experience in a traditionally male-dominated field. Merely opening this sector to female participation was not the only intervention; a daycare center opened in one of the companies, enabling women to keep their children in a safe

GBV Toolkits:

Economic Growth: Toolkit for Integrating Gender-Based Violence Prevention and Response into Economic Growth Projects (September 2014)

Education: Beyond Access: Integrating Gender-Based Violence Prevention and Response into Education Projects (June 2015)

Health: Addressing Gender-Based Violence through USAID's Health Programs: A Guide For Health Sector Program Officers, 2nd edition (2008)

Monitoring and Evaluation: Toolkit for Monitoring and Evaluating Gender-Based Violence Interventions Along the Relief to Development Continuum (May 2014)

Rule of Law: Equal Rights, Equal Access: Toolkit for Addressing Gender-Based Violence through Rule of Law Projects (September 2014)

Energy & Infrastructure: Building a Safer World: Integrating Gender-based Violence Prevention & Response into Energy and Infrastructure Projects (August 2015)

Forthcoming: ***Child and Early Forced Marriage Toolkit:***

Child and Early Forced Marriage Toolkit: This toolkit will enable people to understand how to address child, early, and forced marriage through USAID's development efforts. The toolkit will also help individuals effectively integrate state-of-the-art approaches to child, early, and forced marriage prevention and response into their activities.

Energy Sector Internship Program: *SUPPORTING WOMEN IN THE ENERGY SECTOR - USAID launched the second phase of its Energy Sector Internship Program in April 2015 for university graduates (including female graduates), placing them in public and private sector organizations that offered on-the-job experience and opportunities for advancement in a traditionally male-dominated field. Female participation increased across all training under USAID's Energy Policy Program.*

The Power *Distribution Program established a day care center in the Multan Electric Power Company—giving women a safe place to keep their children while on duty—and conducted gender equity training sessions for senior management. USAID also conducted briefings in all power distribution companies on the Sexual Harassment Act of Pakistan, addressing a key barrier to women's participation in the sector.*

environment at their place of work. Another approach was to conduct gender trainings for senior management, especially on sexual harassment—a key barrier to women's participation in the sector.

Finally, USAID possesses a toolkit for integrating GBV prevention and response into economic growth projects, which should be effectively circulated with IPs working in this sector. Overall, USAID possesses a multitude of resources and GBV toolkits on how to integrate GBV into USAID project cycles, as well as how to integrate it into specific sectors. USAID/ Jordan should ensure that these resources are being circulated and understood among implementers.

Women's Economic Empowerment and Gender-Based Violence Prevention, Detection, and Recovery Work by Local Actors

The Mashreq Gender Facility (MGF) is a technical assistance and funding program for regional and country-level initiatives on women's economic empowerment, although in its early days, it succeeded in creating an influential network of donors, government bodies and CSOs to focus on women's economic empowerment. The World Bank, the International Finance Corporation (IFC), and the Government of Canada have already come together to support MGF's efforts to enhance women's economic empowerment as a catalyst for more inclusive, sustainable, and peaceful societies, where economic growth benefits all.

The network has support from the JNCW which presented its Women's Economic Empowerment Action Plan and committed to implementing it from 2019 to 2024, defining its target to increase women's labor force participation to 24 percent by 2025. It aims to achieve this outcome through two intermediate outcomes:

- An enabling environment with increased capacity for stakeholders to address constraints for women's economic participation strengthened.
- Women's access to economic opportunities improved.

Toolkit for Integrating GBV Prevention and Response into Economic Growth Projects

This toolkit offers background and practical guidance to USAID staff on how to address GBV in economic growth and trade (hereafter "economic growth") projects across the program cycle.

The toolkit covers four overarching themes:
1. *How and why economic growth projects can play a critical role in addressing GBV.*
2. *How GBV can affect and undermine the outcomes of economic growth projects.*
3. *Different contexts to consider when integrating GBV prevention and response into economic growth projects.*
4. *Practical ideas and strategies for integrating GBV prevention and response into economic growth projects.*

There are five sections in the toolkit:
1. *Toolkit purpose, audience, and structure.*
2. *GBV definition, prevalence, and global statistics.*
3. *How to integrate GBV prevention and response into USAID's program cycle.*
4. *How to integrate GBV prevention and response into economic growth projects.*
5. *Conclusion and Appendix.*

Efforts by the National Council for Family Affairs (NCFA) to create a family protection framework are commendable. NCFA has worked to create a cross-sectoral alliance to provide protection and ensure that its protocols are streamlined across government, judiciary, health, education bodies, and civil society actors. The National Framework for the Protection of Families from Violence and the Strategy to Protect Against Violence guide their work. They have conducted a situation analysis of protection institutions and identified gaps that include moving from policies to implementation to ensure quality and delivery of services and raise NCFA's monitoring capacity. Another gap is in case management, where the institutions that deal with cases lack needed capacity to ensure systemization and close monitoring. NCFA have also come up with operational recommendations on how to seek support and cooperation from other entities in filling those gaps.

CONCLUSION

Although USAID female empowerment and gender integration efforts that address GBV through economic and political participation projects are plentiful, and the Agency indeed encourages the integration of GBV prevention and response into programming for several sectors, the assessment team has not found this to be the case in the projects that have been reviewed, as none seem to explicitly mention or describe these as GBV projects. They are therefore not designed or implemented with a GBV lens. It follows that integrating gender into IP projects has, to a large extent, been about adding a women's component and increasing women's participation in an existing activity as an afterthought.

RECOMMENDATIONS

- USAID projects on women's political and economic empowerment would benefit from a greater GBV perspective, allowing interventions to directly address broader, more subtle, and less traditional forms of GBV that hinder women's meaningful participation in politics and in the economy.

- Explicitly referring to violence against women in politics as GBV would indicate such a perspective. This would impact design, nature of interventions, and their implementation, and would allow for measuring the impact of these interventions in combating wider forms of GBV.

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ANNEX J: RECOMMENDED INDICATORS FOR MEASURING GENDER EQUALITY OUTCOMES

This annex presents recommended indicators that can be used to measure women's and girls' capabilities to determine life outcomes, one of the three key objectives in USAID's Gender Equality and Female Empowerment Policy. The recommended indicators focus on employment and leadership and can be adapted for other thematic areas. In addition to these recommended indicators for capabilities, the annex includes recommended indicators at the individual, household relationship, and community levels. These indicators focus on the extent to which program interventions transform perceptions of gender norms and beliefs in support of gender equality.

THE RELEVANCE OF THE CAPABILITY APPROACH FOR USAID'S GENDER EQUALITY OBJECTIVE

Although USAID and USAID/Jordan have gender policies and guidelines and the Jordan Mission has a special development objective (SDO) for gender equality, gender integration is practiced in less than 50 percent of the current Mission portfolio of projects. About a quarter of the projects have completed either a gender analysis and/or a corresponding gender action plan and/or a written gender strategy. Yet these projects rarely, if ever, measure the extent to which program participants—women and men—have real choices, including the freedom to choose from alternatives and expand their capabilities. Expanded capabilities is one of three outcomes enshrined in the USAID Gender Equality and Female Empowerment Policy: "Increase capability of women and girls to realize their rights, determine their life outcomes, and influence decision making in households, communities, and societies." This capability outcome is central to the Agency's efforts to promote gender equality around the world.

THE CAPABILITY APPROACH

Amartya Sen's capability approach suggests that achieving egalitarian societies requires a shift in focus from utilities to capabilities.[58] For Sen, the objective is to assess what people can actually be and do, what he calls "the capability to function as determinant of well-being."[59] The analysis of "being and doing," or functioning, requires an assessment of progress through the capabilities of persons embedded in that concrete reality.[60] For Sen, development is "the expansion of an individual's capabilities," and thus the capability set chosen to evaluate progress must represent a person's freedom to realize various functioning combinations.[61] Freedom of choice is central to the process of development, as Sen suggests, for two distinct reasons: evaluative and effectiveness: "The evaluative reason posits that an assessment of progress has to be done primarily in terms of whether the freedoms of people [men and women] have been enhanced," and "the effectiveness reason purports that achievement of development is thoroughly dependent on the free agency of people"—male and female.[62]

[58] Amartya Sen, *Development as Freedom* (Oxford: Oxford University Press, 1999), 5; Amartya Sen, "Capability and Well-Being,'" in *The Quality of Life*, ed. Martha Nussbaum and Amartya Sen (Oxford: Clarendon Press, 1993), 30–53.
[59] Amartya Sen, "Development as Capability Expansion," in *Readings in Human Development,* ed. S. Fukuda-Parr et al. (New Delhi: Oxford University Press, 2003), 54.
[60] Amartya Sen, "Maximization and the Act of Choice," *Econometrica* 65, no. 4 (1997): 745–779.
[61] Amartya Sen, "Development as Capability Expansion," 48.
[62] Amartya Sen, *Development as Freedom,* 8.

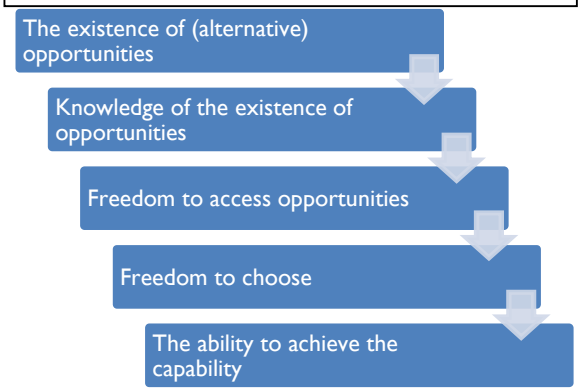
The capability approach's core tenet is assessing development programs along the lines of "achieved equality" based on what Sen calls the "personal characteristics" of individuals as human agents. Sen argues that assessments that focus solely on means and utilities are insufficient; assessments that do not take into consideration what particular people—such as refugees, persons with disabilities, or people from ethnic minority groups—can do cannot answer questions about freedom, the authentic essence of development. Thus, the capability approach employs an intersectional analysis, where the interplay among gender, class, race, ethnicity, ability, and refugee status are central to analyzing real opportunities and the achievement of equality. In this regard, it is important not only to look at real opportunities in terms of equality of results but also to assess whether people can freely choose among several genuine options—options that, in the end, can contribute to the realization of equality in men's and women's lived reality. Naila Kabeer expanded the analysis of alternatives in the capability approach by pinpointing specific methods of analyzing real choices through the availability of alternatives.[63] She suggests that a gender analysis should consider:[64]

- Availability of alternatives in terms of the freedom to choose and the ability to choose differently.
- Alternatives must not only exist; they must be seen and known.

EXPRESSIONS OF REAL CHOICE

Thus, analysis of opportunities, which are valuable only if achieved,[65] assesses five expressions of real choice: 1) the existence of opportunities; 2) knowledge of the existence of opportunities; 3) the freedom to access opportunities; 4) the freedom to choose; and 5) the ability to achieve capability. These five expressions of real choice include the interrelated dimension of women's empowerment, which is defined as "the ability to make choices" and the "processes by which individuals will have the ability to make choices." Hence, these five expressions provide a comprehensive analysis of empowerment's interrelated dimensions: agency, resources, and achievements. Agency "represents the processes by which choices are made and put into effect," resources are "the medium through which agency is exercised," and achievements refer to the "outcomes of agency."

Figure 1. Steps in the Expression of Real Choice



RECOMMENDED CAPABILITY INDICATORS FOR LABOR FORCE PARTICIPATION AND LEADERSHIP/DECISION MAKING

Using self-reported survey responses from program participants, pre- and post-program intervention can identify where individuals are before and after the program intervention and indicate the extent to which participants can achieve the capability. The questions may be reported separately or combined into an index or composite measure (Table 1).

[63] Naila Kabeer, "Gender Equality and Women's Empowerment: A Critical Analysis of the Third Millennium Goal," *Gender and Development* 13, no. 1 (2005).
[64] Ibid, 14.
[65] Amartya Sen, "Development as Capability Expansion," 49.

TABLE 1. INDICATORS OF REAL CHOICE PHASES FOR LABOR FORCE PARTICIPATION AND LEADERSHIP/DECISION MAKING

REAL CHOICE PHASE	SURVEY STATEMENT Labor Force Participation	SURVEY STATEMENT Leadership/Decision Making	RESPONSE CATEGORIES
1. Existence of Alternative Opportunities	There are different job opportunities available to me.	There are different leadership opportunities available to me.	Strongly Agree. Agree, Neither Agree nor Disagree, Disagree, Strongly Disagree
2. Knowledge of Existence of Opportunities	I know of different job opportunities that I can take advantage of.	I know of different leadership opportunities that I can take advantage of.	Strongly Agree. Agree, Neither Agree nor Disagree, Disagree, Strongly Disagree
3. Freedom to Access Opportunities	I have the right to take advantage of job opportunities I am interested in.	I have the right to take advantage of leadership opportunities I am interested in.	Strongly Agree. Agree, Neither Agree nor Disagree, Disagree, Strongly Disagree
4. Freedom to Choose Opportunity	No one stands in the way of my decision to choose to work.	No one stands in the way of my decision to choose to become a leader.	Strongly Agree. Agree, Neither Agree nor Disagree, Disagree, Strongly Disagree
5. Achievement of Capability	I am working in a job I chose.	I am in a leadership position I chose.	Strongly Agree. Agree, Neither Agree nor Disagree, Disagree, Strongly Disagree

RECOMMENDED INDICATORS FOR MEASURING INDIVIDUAL AND SOCIAL CHANGE IN SUPPORT OF GENDER EQUALITY

Capturing program contributions to individual and social changes that lead to enhanced gender equality requires measuring change at three levels: the individual level, the household relationship level, and the community/societal level. These measures are comparative through a baseline or control group; highlight increases or decreases in outcomes; and indicate transformation or persistence in beliefs, attitudes, or values related to gender equality (Tables 2 and 3).

TABLE 2. INDICATORS FOR MEASURING GENDER EQUALITY AT THE INDIVIDUAL LEVEL

MEASURES	EXAMPLES OF INDICATORS
Measuring changes in one's assets and earnings or changes in individual livelihood choices/practices or decision-making status.	Indicated by changes in women's employment rates, time allocation, marriage and fertility rates, or leadership roles relative to a baseline or control group.
Measuring changes in knowledge or awareness. This may be around greater awareness of fertility or knowledge of the harmful consequences of female genital mutilation/cutting.	Indicated by evidence gathered through self-reporting or may involve testing of new knowledge.
Measuring individual behavioral change in several areas, including sexual and reproductive health and HIV prevention, treatment, care, and support; fatherhood; gender-based violence; maternal, newborn, and child health; support for equal education for girls and boys, women's employment, and leadership.	Indicators include a decrease in incidence of gender-based violence, including psychological abuse, physical violence, and sexual violence; a decrease in controlling behavior by an intimate partner; an increase in one's communication about sexual behavior; an increase in education parity; disaggregated employment patterns; or increase in disaggregated leadership ratios.
Measuring changes to an individual's attitudes, values, beliefs, and expectations about gender roles, gender relations, and gender equality.	Indicators include responses to survey items—for example: • Violence between a man and a woman is not a private affair. • Women never deserve to be beaten. • A man is strong or a protector. • Men approve of long-term methods of family planning.

TABLE 3. INDICATORS FOR MEASURING GENDER EQUALITY AT THE HOUSEHOLD RELATIONSHIP AND SOCIETAL LEVELS

MEASURES	EXAMPLES OF INDICATORS
HOUSEHOLD RELATIONSHIP LEVEL	
Measuring changes in household relationships.	Indicators of changing household relationships may include: • A decrease in incidence of family conflict (i.e., incidents of arguments or physical or sexual conflict). • An increase in spousal/family communication. • An increase in joint decision making among partners. • More equitable treatment of children.
COMMUNITY/SOCIETAL RELATIONSHIP LEVEL	
Measuring changes in relationship dynamics beyond the household.	Indicators include: • Increased support (emotional, instrumental, or general) among community members. • Expansion of social networks. • Increased rate of participation in community organizations. • Increased incidence of social groups or community action.
Measuring changes in societal attitudes.	Indicators include regional or national survey response to items such as: • My community agrees that domestic violence is a serious problem. • My community agrees that sexual violence against women is a serious problem.

RECOMMENDED QUALITATIVE METHODS FOR MEASURING GENDER EQUALITY

Five additional qualitative methods are useful in measuring program-related change in support of gender equality:

- In-depth interviews
- Focus group discussions
- Case studies
- Most significant change methodology
- Contribution analysis

Links to good sources on the design and implementation of these methods are listed below:

In-depth Interviews	• http://www2.pathfinder.org/site/DocServer/m_e_tool_series_indepth_interviews.pdf • https://methods.sagepub.com/book/collecting-qualitative-data/i510.xml
Focus Groups	• https://pdfs.semanticscholar.org/6895/650998233a7bb52efcdaa39b0e42d2102f3c.pdf • http://www.mmgconnect.com/projects/userfiles/File/FocusGroupBrief.pdf
Case Studies	• http://www2.pathfinder.org/site/DocServer/m_e_tool_series_case_study.pdf • https://onlinelibrary.wiley.com/doi/pdf/10.1002/9781119171386.ch8
Most Significant Change	• https://www.odi.org/sites/odi.org.uk/files/odi-assets/publications-opinion-files/6383.pdf • https://www.adb.org/sites/default/files/publication/27613/most-significant-change.pdf
Contribution Analysis	• https://www.betterevaluation.org/sites/default/files/ILAC_Brief16_Contribution_Analysis.pdf • https://usaidlearninglab.org/sites/default/files/resource/files/mod17_ausaid_fiji_case_article.pdf