



**Evaluation of the National
Strategy for Women and
Situational Analysis of
Women's Rights and
Gender Equality in Jordan**

February 2019





Disclaimer:

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Abbreviations

ACHR	Arab Charter of Human Rights
CBO	Community-Based Organization
CEDAW	Convention on the Elimination of all Forms of Discrimination Against Women
CSO	Civil Society Organization
EDP	Executive Development Programmes
FGD	Focus Group Discussion
GEEW	Gender Equality and the Empowerment of Women
HPC	Higher Population Council,
GII	Gender Inequality Index
ICCPR	International Covenant on Civil and Political Rights
ICESCR	International Covenant on Economic, Social and Cultural Rights
IEC	Independent Elections Commission
IMC	Inter-Ministerial Committee
JNCW	Jordan National Commission for Women
JONAP	Jordanian National Action Plan
JRP	Jordan Response Plan
KII	Key Informant Interview
NCHR	National Centre for Human Rights
NSW	National Strategy for Women
SDG	Sustainable Development Goal
UNSCR	United Nations Security Council Resolution



Executive Summary

Introduction

With the aim to promote gender equality and women's empowerment, and in order to align its national legislation with its international and regional obligations, the Government of the Hashemite Kingdom of Jordan endorsed the National Strategy for Women (NSW) for the period 2013 – 2017. The Jordan National Commission for Women (JNCW), a semi-governmental body established in 1992, was tasked with the development of the NSW. Initially, the strategy was designed for the period 2012-2015. However, because it took longer than expected for the government to endorse the strategy, implementation took place during the period 2013-2017.

While the implementation period of the NSW has ended, Jordan's Global Gender Gap Ranking (135 out of 144 countries assessed) is still unsatisfactory. In addition, upcoming policy changes are likely to impact gender equality and the empowerment of women in Jordan. As such, there exists an urgent need for a new and revised NSW for the coming years. The new strategy should build on the lessons learned from the implementation of previous strategies and should take into account the changes in context that have taken place during the last NSW implementation period and align to other relevant national planning and reporting processes. Therefore, an evaluation of the NSW 2013-2017 was commissioned with support from UN Women and based on a request from JNCW as a precondition and to be able to inform the updating of the 2013-2017 National Women Strategy. The objectives of this evaluation include to:

- Assess the progress in the situation of women in Jordan during the operationalization of the 2013-2017 strategy;
- Evaluate the progress made by the Government of Jordan and its key partners on the implementation of the National Strategy for women; and
- Provide recommendations for the development and implementation of the future National Women's Strategy.

In January and February 2019, data collection for the evaluation took place. In total, 21 key informant interviews and 5 focus group discussions were conducted. In addition, a stakeholder workshop was held before the start of data collection in order to discuss some key questions related to the evaluation. In total, 38 participants from relevant governmental and non-governmental bodies participated in the stakeholder workshop.

National Strategy for Women

The NSW aims to work to maintaining the achievements made by women living in Jordan in terms of claiming their rights and further empowering them to do so. In addition, the strategy aims to eliminate any form of discrimination against women in the public sphere. To advance gender equality and the empowerment of women, three key axes were defined: (1) Social empowerment of women/human security and social protection, (2) Political empowerment of women and participation in public life, and (3) Economic empowerment of women.

Relevance

1. Were the priority areas of the strategy appropriate to address the needs of targeted beneficiaries?
 - The vast majority of the representatives of governorates' councils, local and municipalities' councils, media and CSOs that are directly involved in planning and implementation processes of local, regional or national strategies dealing with gender equality were unaware of the strategy or its content.
 - Stakeholders were in agreement that the strategy was relevant to their work, but lacked detail to effectively address the needs of the targeted beneficiaries. For example, the needs of refugee women were not included in the strategy because the refugee situation



- only emerged after the development of the strategy. Moreover, the needs of women with disabilities was mentioned in the strategy in a sub-goal, but this is not sufficient according to respondents.
- The strategy analyses/addresses gender equality from a national perspective, while women in rural and urban areas have different needs and priorities. While the strategy mentions that consultations were done with stakeholders in the governorates during the designing phase, respondents from outside of Amman felt excluded from the designing phase and said the strategy was mostly focused on women living in Amman.
2. Were these areas appropriate to address root causes of inequalities and the achievement of Gender Equality and the Empowerment of Women in Jordan?
 - Stakeholders generally agreed with the axes as presented in the strategy, but said their operationalization lacked detail to fully address the underlying causes of gender inequality in Jordan. In particular, none of the respondents interviewed had access to the action plan for the strategy because this action plan was neither published nor available for public.
 - The strategy primarily focused on women empowerment, while there was little attention for concepts such as “inclusion” and “integration”.
 3. Was the design of the strategy appropriate to the complexity of national structures, systems and decision-making processes in Jordan?
 - Stakeholders were under the impression that the strategy was directly pulled from international strategies that do not necessarily apply to the context in Jordan.
 - While the landscape in Jordan has changed significantly during the implementation of the strategy, the strategy was not updated to reflect these changes. For example the Decentralization Law No. 45 from 2015 brought about significant changes in decision making processes in Jordan, but the strategy was not updated to reflect this.
 4. How does the strategy reflect and align with other national strategic plans and normative frameworks such as the Jordan Response Plan (JRP) and the Executive Development Programmes (EDP), and Jordan’s international obligations and commitments in the field of women’s rights and gender equality specifically, the Beijing Platform, the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), 50-50 planet and the Sustainable Development Goals (SDGs)?
 - When the strategy was developed, it was designed for the years 2012-2015. Due to delays, however, the strategy was implemented in the period 2013-2017. As such, some of the commitments that Jordan has committed itself to were not yet in place at the time of designing the strategy. Nevertheless, the strategy was never updated to reflect these new commitments. Moreover, the strategy does not effectively links itself with commitments and policies that were already in place at the time of designing the strategy.
 5. To what extent have capacities of government actors influenced the achievements of the results?
 - The different ministries responsible for the implementation of the strategy do not have funds or human resources to take the lead on the implementation of the strategy.
 - Some stakeholders report that there are many strategies and national plans focused on women and that different governmental and non-governmental bodies all use different strategies and frameworks in their work.

Efficiency

1. Were the resources (financial, human, technical support, etc.) efficiently allocated to achieve the strategy’s results?
 - Ministries did not allocate funds or human resources to the implementation of the strategy. Only one government official interviewed for this evaluation knew about funds being spend towards the implementation of the strategy. As such, it cannot be determined whether funds and human resources were spent efficiently.
 - While the strategy contained an monitoring and evaluation framework with a large number of key performance indicators, those were not prioritized. In addition, these key



- performance indicators were not integrated in the governmental strategies and work plans. Accordingly the progress was not tracked.
- The strategy appeared to assume that donor funds would be managed with the strategy in mind, but this did not turn out to be the case.
 - The strategy did not describe the roles and responsibilities of stakeholders and entities responsible for the implementation of the strategy
 - No enforcement mechanisms to ensure stakeholders and entities involved in the implementation of the strategy would take their responsibility were in place.
2. Were there any constraints (e.g. political, cultural, practical, and bureaucratic) identified in the implementation of the different actions and what steps or remedial procedures were taken to overcome these challenges?
- There are a variety of cultural beliefs and ideas among conservative communities that hamper the efficient implementation of the strategy. These cultural beliefs and ideas, however, are not being addressed properly in the strategy.
 - Some key decision makers in powerful positions also hold beliefs that hinder the efficient implementation of the strategy.

Effectiveness

1. What has been the progress made towards achievement of the expected general and specific results included in the strategy?
 - Some achievements have been made during the implementation period of the strategy, but due to the lack of a prioritized monitoring and evaluation framework it is not possible to determine the role of the strategy within these achievements.
2. What were the key factors contributing to the achievement or non-achievement of the expected results of the strategy?
 - Key factors contributing to the achievement of the results of the strategy include the role of the and efforts made by the JNCW, the commitment of the government to fulfill its international commitments and the partnerships among civil society actors.
 - Key factors contributing to the non-achievement of the results of the strategy include that there are no responsible parties for the implementation of the strategy, that the strategy was not well disseminated among stakeholders, the absence of a prioritized monitoring framework, a lack of coordination between stakeholders, the lack of perceived involvement of some key stakeholders in the design of the strategy, and the lack of funds and human resources for the implementation of the strategy.
3. Did the strategy include effective action plans, monitoring mechanisms and indicators in place to measure progress towards results?
 - The strategy did not include a prioritized monitoring and evaluation framework and therefore progress towards the achievement of the indicators due to the implementation of the strategy cannot effectively be measured in a systematic and regular way with the involvement of stakeholders.
4. To what extent were relevant stakeholders included in the planning and designing of the strategy?
 - Although the strategy states that the strategy was developed through a participatory process, the stakeholders interviewed for this evaluation felt different about this and stated that not all relevant stakeholders had been included in the process and those who had been included often just attended one-off meetings.
5. Was the contribution of key stakeholders to support the achievement of the objectives of the strategy well-articulated?
 - The strategy does not clearly state who is responsible for which parts of the implementation and therefore ownership of the strategy is limited.
6. What would be the most country-specific approach for the efficient implementation of the NSW?
 - The strategy should clearly describe the role of different government ministries, the JNCW, IMC, and other actors (i.e. CSOs, private sector, academia, etc.) that are supposed to contribute to the implementation of the strategy. JNCW should be tasked with monitoring and coordination roles and providing technical support to implementation



by relevant ministries and government officials and ensuring it is moving towards achieving results. The IMC should have an overarching role in ensuring implementation and promoting political will.

Sustainability

1. How effectively has the strategy contributed to the establishment of effective partnerships and development of national capacities?
 - The JNCW has successfully contributed to the development of national capacities. However, a major pitfall here is that the government entities only marginally support the NSW and there newly gained capacities have thus not yet been used to achieve the objectives of the strategy
 - While some stakeholders said their institutional or organizational capabilities had improved over the last six years, they did not assign this to the NSW.
 - Stakeholders are motivated to continue their partnership with the JNCW under the next strategy.
2. To what extent have capacities of government actors influenced the achievements of the results?
 - The JNCW has successfully contributed to the development of national capacities, gender focal points within government have been established, and many ministries have moved forward with establishing women or gender divisions and directorates.
 - However, government entities only marginally support the NSW and there newly gained capacities have thus not yet been used to achieve the objectives of the strategy.
3. What is the likelihood that the benefits/positive outcomes would be maintained and sustained after the strategy expiration?
 - Since it is difficult to assign certain outcomes to the strategy, it is not possible to estimate the chance that the benefits/positive outcomes would be maintained and sustained after the strategy expiration?
4. What institutional mechanisms and processes have been created to support the implementation and sustainability of the strategy?
 - Mainstream gender in its policies, strategies and programs, supporting the transition of the government agenda to include gender mainstreaming, providing gender audit training, and capacity building of ministries' gender focal points, who are now capable to conduct gender audits and to provide gender-related insights.

Future Strategy

For the future strategy, all relevant stakeholders should be included in the process of designing the strategy. This starts with a mapping of all relevant stakeholders per governorate. For the most important stakeholders, it is recommended to have a workshop before the designing of the strategy in which all of them can provide their input. For stakeholders considered important, but not crucial, they can be asked to provide input over e-mail. Beneficiaries, moreover, should be asked about their needs through community sessions, which should take place in all governorates. In this phase, it is also important to communicate with stakeholders and entities about their responsibility in the implementation of the strategy. Where possible, stakeholders and entities should officially commit to their responsibilities.

After the input is collected, a draft strategy and supporting documents (budget, action plan, monitoring and evaluation framework, etc.) can be developed. This draft strategy and supporting documents should be presented through a workshop to all stakeholders considered most important for the implementation of the strategy. Stakeholders considered important, but not crucial, should be requested to provide input on the new draft strategy by e-mail. After revising the strategy, the JNCW can opt to do one more round of feedback if this is warranted.

When the strategy has been finalized, it should first be disseminated among all relevant stakeholders. In addition, the strategy and all supporting documents should be published online. If possible, a seminar with all crucial stakeholders should be held to present the strategy as well as the



responsibilities of the parties involved in the implementation. The strategy should also be disseminated through the media and other channels.

JNCW, being responsible for technical support to government and non-government on gender issues, should be tasked with monitoring and coordination roles and providing technical support to implementation by relevant ministries and government officials and ensuring it is moving towards achieving results. JNCW should lead technical efforts of all other key stakeholders from public, private, CSOs, etc. and support gender focal points in ministries to promote implementation within their institutions. The IMC on the other hand, as a political body, should have an overarching role in ensuring implementation and promoting political will. To ensure that the needs of all governorates in Jordan are taken into account, it is recommended for the JNCW to assign focal points in each of the different governorates. These focal points can coordinate, monitor and document the implementation of the strategy and function as communication focal points for the stakeholders included in the strategy.

During the implementation, the JNCW should work closely with the local councils in each of the governorates in Jordan. This is to further ensure that the strategy does not only work towards gender equality and women right's advancements in Amman, but equally works for women all over Jordan. The specific working relationship with the local councils, moreover, should also be clearly described within the strategy. This will ensure that local councils know what to expect and know that they can be held accountable for their role in the implementation of the strategy.

Recommendations

Relevance:

- Develop a plan for the effective dissemination of the strategy. At the very least, this should include a plan for dissemination of the strategy among key stakeholders in all governorates as well as a media strategy to ensure knowledge among the general population.
- Disseminate all relevant documents (strategy, action plan, budget, etc.) to the key stakeholders in order to assure the stakeholders have full knowledge of the strategy and its indicators to measure progress.
- Ensure that the future strategy captures more than just women empowerment, but also focuses on inclusion and integration. By doing this, the strategy looks at gender equality from a more all-encompassing framework.
- Include non-Jordanian women in the future strategy to ensure the strategy is inclusive and directly speaks to the needs of all women in Jordan.
- Include a strong analysis of gender equality issues per governorate in Jordan. This will ensure that stakeholders in the different governorates can adjust their implementation strategy to ensure that the most pressing needs in their governorate are fully addressed.
- Ensure the needs of disabled women are fully captured and addressed.
- Since the inclusion of men is paramount in order to advance women equality, a future strategy should aim to specify how men will provide support to achieve the goals and objectives.
- Design the future strategy so that it considers, reflects, and aligns with Jordan's international commitments and national strategic plans. In particular, decentralization processes, SDGs and JRP should be taken into account when designing the future strategy.
- Ensure that key stakeholders from all governorates are included in the process of designing the future strategy.
- The designing of the strategy should be a collaborative process over time. At least, stakeholders should be able to comment and provide input on the strategy two different times. The first time should be at the start of the designing phase and the second time should be after the draft strategy has been developed. If possible, one could opt to add a third meeting in here at the end of the designing phase for stakeholders to give their final comments.
- Community sessions should be held in order to involve the beneficiaries of the strategy, such as women in rural areas, youth, people with disabilities and refugee women, in the design of the strategy.



- Conduct an annual review of the future strategy. This review should again be done through a participatory process in which stakeholders from all governorates are included.
- Incorporate the strategic objectives of the NSW in government strategies and plans that are being developed during the implementation of the strategy.

Efficiency

- Disseminate all relevant documents (strategy, action plan, budget, etc.) to the key stakeholders in order to assure the stakeholders have full knowledge of the strategy and the funds needed to effectively implement the strategy.
- The future strategy should clarify who is responsible for allocating funds towards the implementation of the strategy. For this, the JNCW can make use of the same funding model as is being used for the JONAP.
- Develop a monitoring and evaluation plan which can be used at the governorate level to measure progress with regards to the achievement of the set objectives.
- Clarify the role of the JNCW and all other relevant stakeholders involved in the coordination or implementation of the strategy. Where possible, stakeholders should officially confirm their responsibility in the implementation of the strategy.
- Ministries should function as the main implementors of the strategy and other stakeholders (i.e. CSOs, private sector, etc.) should support those efforts.
- Responsibility should be based on the decision making structure in Jordan. Therefore, JNCW focal points should be appointed in each governorate. These focal points should communicate with the relevant stakeholders in their respective governorate as well as monitor and report on the progress of the implementation of the strategy.
- Ensure that the future strategy contains specific action points for each of the established axes on how to deal with the societal views and beliefs that counteract these achievement of those objectives. A particular important role in this regard should be assigned to CSOs at the governorate level.

Effectiveness

- The future strategy should clearly describe the role of different government ministries, the JNCW, IMC, and other actors (i.e. CSOs, private sector, academia, etc.) that are supposed to contribute to the implementation of the strategy
- JNCW should be tasked with monitoring and coordination roles and providing technical support to implementation by relevant ministries and government officials and ensuring it is moving towards achieving results. The IMC on the other hand, as a political body, should have an overarching role in ensuring implementation and promoting political will.
- The JNCW should work closely with governorates, municipalities, local councils and other stakeholders and take a leading role in the communication with these stakeholders and entities.
- The future strategy and its supporting documents (action plan, budget, etc.) should always be accessible online.
- The future strategy should contain a monitoring and evaluation plan that can be used at the governorate level.
- For the future strategy, the JNCW should clearly outline how stakeholders are being selected to participate in the designing of the strategy.
- JNCW should work closely with the different relevant ministries to gauge the level of support the future strategy can expect from these ministries. Additional activities may be needed to further ensure that a future strategy is seen as a key priority among ministries. Such activities may include workshops and seminars with officials from different ministries to discuss the strategy, its progress and the main challenges that hamper the achievement of its objectives.

Sustainability

- Ensure that the strategy is actively supported by different government ministries so that the newly gained capacities can be used specifically for the realization of that strategy.
- The JNCW should build and maintain relationships with all relevant stakeholders and entities involved in the implementation of the strategy. As part of this, communication channels between the JNCW and stakeholders should be developed and the JNCW should disseminate updates related



to the implementation of the strategy on a regular basis, but at least once a month. In addition, stakeholders should regularly be asked to provide input on the main challenges and lessons learned with regards to the implementation of the strategy.

- Ensure that positive legal changes are followed by community awareness raising activities to ensure that the effects of legal changes can sustain over time.



1. Introduction

With the aim to promote gender equality and women's empowerment, and in order to align its national legislation with its international and regional obligations, the Government of the Hashemite Kingdom of Jordan endorsed the National Strategy for Women (NSW) for the period 2013 – 2017. The purpose of the strategy is: *“to maintain the achievements made by the Jordanian women in accessing and acquiring resources and rights granted to them by the constitution and humanity, to work in a systematic methodological way to raise the status of women and handling her issues all over the kingdom, and to empower women and invest her capabilities in different aspects. It is also to eliminate all forms of discrimination against them in legislation, policies, plans, programs and national budgets in practice and application, besides grass-roots social culture supporting the women equity, empowering her, promoting programs and services submitted to her, making is easily accessible and of top quality. This in addition to induce positive tangible transformation in the status of women in order to achieve their effective equal participation with men in all political, economic, social and cultural life, and to achieve protection for them against poverty and violence by following the multi dimensional and multi specialities participatory aspect based on human rights, with participation of all concerned sectors, grass-root the rules of good governance, excellence and quality assurance in the performance of societies working for empowering women.”*

Vision NSW 2013-2017

“A Jordanian woman capable of performing her different roles and duties whether socially, legally, politically or economically; a woman who enjoys, abilities, knowledge, skills and equality in value, dignity and rights in a life void of all forms of discrimination and violence based on the gender; who effectively participates in all aspects of the Jordanian society including formulating policies and decision making, and who is an active force of sustainable development and progress of Jordan towards a democratic state, in a society dominated by justice, equality and equal opportunities between both genders.”

The Jordan National Commission for Women (JNCW), a semi-governmental body established in 1992, was tasked with the development of the NSW. For the development of the strategy, the JNCW reviewed the National Strategy for Jordanian Women 2006-2010. Initially, the strategy was designed for the period 2012-2015. However, because it took longer than expected for the government to endorse the strategy, implementation took place between 2013-2017. The strategy was developed based on relevant provisions in the Jordanian Constitution as well as international agreements Jordan has committed itself to. The design of the strategy followed a participatory approach, involving relevant stakeholders through studies, seminars and workshops.¹ In 2013, the Cabinet endorsed the strategy, which aimed to improve the civic, political, economic, social, educational, and health status of women in Jordan.

While the implementation period of the NSW has ended, Jordan's Global Gender Gap Ranking (135 out of 144 countries assessed) is still unsatisfactory. In addition, upcoming policy changes are likely to impact Gender Equality and the Empowerment of Women (GEEW) in Jordan. As such, there exists an urgent need for a new and revised NSW for the coming years. The new strategy should build on the lessons learned from the implementation of previous strategies and should take into account the changes in context that have taken place during the last NSW implementation period and align to other relevant national planning and reporting processes.

Based on the above, an evaluation of the NSW 2013-2017 was commissioned with support from UN Women and based on a request from JNCW as a precondition and to be able to inform the updating of the 2013-2017 National Women Strategy. The evaluation, which was requested by the JNCW with the support of UN Women, will measure the achievements of the strategy, determine barriers and boosters to the successful implementation of the strategy, and provide recommendations for the future strategy. In addition, it will also assess the current situation of women in Jordan. With the above in mind, the objectives of this evaluation are as follows:

¹ JNCW, “National Strategy for Women 2013-2017” (2012).



-
- Assess the progress in the situation of women in Jordan during the operationalization of the 2013-2017 strategy;
 - Evaluate the progress made by the Government of Jordan and its key partners on the implementation of the National Strategy for women; and
 - Provide recommendations for the development and implementation of the future National Women's Strategy.

The evaluation of the strategy will follow the OECD-DAC criteria, namely relevance, efficiency, effectiveness and sustainability. Under each of these evaluation parameters, specific questions were identified to guide the evaluation (See: Annex 1 for the Evaluation Matrix):

In January and February 2019, data collection for the evaluation took place. In total, 21 Key Informant Interviews (KIIs) and 5 Focus Group Discussions (FGDs) were conducted. In addition, a stakeholder workshop was held before the start of data collection in order to discuss some key questions related to the evaluation. In total, 38 participants from relevant governmental and non-governmental bodies participated in the stakeholder workshop.

This report provides an overview of the main findings.



2. National Strategy for Women

The NSW aims to work to maintaining the achievements made by women living in Jordan in terms of claiming their rights and further empowering them to do so. In addition, the strategy aims to eliminate any form of discrimination against women in the public sphere.² To advance gender equality and the empowerment of women, three key axes were defined: (1) Social empowerment of women/human security and social protection (See: Figure 1), (2) Political empowerment of women and participation in public life, and (3) Economic empowerment of women (See: Figure 2).

Figure 1. Domains under social empowerment/ human security and social protection ax

1. Women and education (Objective: Educated women with efficiency and special skills able to continue in learning to the extreme limit according to her interest, abilities and desires during all her age stages to achieve sustainable vocational growth to effectively participate in building society and achieving sustainable development)
2. Women and health (Objective: The Jordanian women enjoy health care in all her age phases, effectively and with high quality, according to international standards with its different types including preventive, therapeutic, rehabilitation, promotion of health programs and services provided, and to guarantee easy access thereto and to improve its quality)
3. Violence against women (Objective: A women that enjoys protection from violence based on gender, secure and stable in the family, at work and the community with effective contributions from all concerned sectors, taking into consideration that fighting violence against women is national participatory responsibility)
4. Environment and climate change (Objective: Jordanian women active and able to protect environment and develop its resources)
5. Women of basic needs and special challenges (Objective: National organizations capable to meet human rights for women especially senior and poor women (especially housewives) and handicapped women)

Figure 2. Objectives under political empowerment and economic empowerment axes

Political empowerment of women and participation in public life (Objective: Jordanian women effective and able in decision making positions and opportunity available and deliberate for her gradual access to representation rate of not less than 30% as a minimum in all policy making and decision making positions in different authorities and sectors and in different councils and elected and appointed agencies)
Economic empowerment of women (Objective: Equal and suitable economic opportunities to achieve greater participation for women in different national economic sectors, in policy making and in economic decision making)

In addition, the strategy focused on four cross-sectional axes (See: Figure 3). Together, these cross-sectional axes aim to achieve the following general objective: “Supportive environment for women

² NSW



empowerment, fighting discrimination based on social gender in various fields, participating in enhancing positive image about the women status and her various social roles through positive social culture, legislations observing the needs of the gender, media supporting the women's issue, and advanced governmental and non-governmental institutions working in participatory approach to enabling women to be effective in change operations and comprehensive sustainable development of her society."

Figure 3. NSW cross-sectional axes



In order to achieve each of the indicators stipulated in the strategy, the JNCW committed itself to forming mechanisms and strong, methodological and sustainable working relationships with partners in the following categories:

- Governmental institutions;
- Civil society organisations;
- Private sector; and
- International donor organisations (who are also the intended users of any future strategy).

With governmental institutions, JNCW planned partnerships that allowed for the translation of the strategy's objectives into clear work plans of institutions and executive government bodies, including effective monitoring mechanisms and policies. JNCW also tasked itself with forming and coordinating a national network of CSOs working on women's rights and gender equality to ensure quality programming and cooperation. JNCW, moreover, planned to encourage the private sector to increase their efforts towards gender equality and act as advocates of change and inclusion. Cooperation with international donor organisations, lastly, was planned to focus on attracting technical knowledge, add weight to the efforts towards gender equality and facilitate the cooperation between JNCW with CSOs and the national government.



3. Methodology

Forcier utilized a qualitative methodology, including a desk review, stakeholder workshop, KIIs, and FGDs. The variety of stakeholders included in this evaluation was intended to ensure a wide range of perspectives on the progress of the NSW. Additionally, this approach allowed the evaluation to consider the expectations and needs of a range of stakeholders for the development of a future strategy. The table below provides an outline of the evaluation methods used for this evaluation.

Table 1. Methodology

Method	Source/Respondents	Quantity
Desk Review	<ul style="list-style-type: none"> ▪ Relevant secondary literature on gender equality and women’s rights and governance of gender equality in Jordan, including: ▪ Legislative documents; ▪ Policies and strategies, including the National Strategy for Women 2013-2017 ▪ Status reports on the strategy’s implementation ▪ UN Common Country Assessment ▪ All other available JNCW project documents and reports 	N/A
Stakeholder Workshop	<ul style="list-style-type: none"> ▪ Relevant representatives of governmental and non-governmental bodies 	38 Total Attendees
Key Informant Interviews	<ul style="list-style-type: none"> ▪ UN Women staff (2) ▪ Jordanian National Commission for Women staff (3) ▪ Representatives of the international community (3) ▪ Jordanian government officials (4) ▪ Members of the parliament (3) ▪ Civil society organization representatives (4) ▪ Private sector representatives (1) ▪ Women in media and academics (1) 	21 Total KIIs
Focus Group Discussions	<ul style="list-style-type: none"> ▪ Representatives of regional and local government (Ministry of Planning in particular), municipalities and CSOs working on women’s rights and gender equality in four identified areas: north (1), south (1), central (3). 	5 Total FGDs

3.1 Desk Review

A comprehensive desk review was conducted by Forcier’s Team Leader and Senior National Gender Expert. The desk review informed the design of data collection tools and the writing of this report. The desk review focused on relevant secondary literature provided by UN women (See: Annex 3)

In addition, the Team Leader and Senior National Gender Expert assessed relevant legislation, including the Jordanian Constitution, laws and regulations, in order to identify areas of compliance and gaps (if any) with regards to Jordan’s gender equality commitments. This provided supporting information about the effectiveness of the strategy against the outlined indicators.

3.2 Sampling

Sampling for evaluation was conducted in close collaboration with UN Women, JNCW, and Forcier’s Senior National Gender Expert, to ensure that the appropriate respondents were targeted at the desired representativeness. Therefore, sampling was purposive (maximum variation for both the KIIs and FGD participants) as only a selection of key stakeholders involved in the implementation of the 2013-2017 National Strategy for Women were invited for interviews. The table below provides an overview of the stakeholders that were included in the evaluation.



Table 2. Stakeholders included in the evaluation

Main Stakeholder Groups	Specific Group	Relevance
Principle and Primary Duty Bearers	Jordanian Government Officials at national, governorate and local level	Jordanian government officials discussed government participation in implementing the strategy and identified opportunities to better engage government stakeholders. They also discussed progress made with regards to the strategy's objectives.
	Members of the Parliament	Members of the parliament discussed the opportunities and threats related to the implementation of gender strategies and the process of acquiring support with key decision makers for such a strategy. They also discussed progress made with regards to the strategy's objectives.
	Jordanian National Commission for Women Staff	Staff from JNCW discussed the relevance and effectiveness of the NSW and activities towards the implementation of the strategy. They also provided information on the linkages between stakeholders and opportunities for better implementation of the next strategy.
Rights Holders	Civil Society Organization Representatives	Civil society organizations provided information on the appropriateness of the previous strategy and opportunities to better engage stakeholders. They also discussed the capacity of the government to enact the strategy and country-specific approaches. Lastly, they discussed factors impacting women's rights and identified effective strategies for promoting women's rights in Jordan.
Secondary Duty Bearers and Rights Holders	Private Sector Representatives	Representatives of the private sector discussed how the NSW engaged with the private sector in the previous period and opportunities to increase and improve engagement with the private sector for the next strategy. They also discussed the current situation of women in the private sector and needs to be addressed in the next strategy.
	Women in Media and Academia	Women in media and academia discussed the needs of and barriers affecting women in their fields. They discussed opportunities to improve representation of women within the media and academic sector.
Experts and Consultants	UN Women Staff	UN Women staff discussed the efficiency and effectiveness of the implementation of the strategy and discussed opportunities to improve the sustainability of the strategy.
	International Community (USAID, Embassy of Canada, Swedish Fund for Development, GIZ)	The international community discussed the effectiveness of the implementation of the strategy and identified possible partnerships and best practices based on their knowledge of other projects aimed at gender equality and human rights implemented in Jordan

3.3 Qualitative Data Collection

Stakeholder Workshop: In order to increase participation in and ownership of the evaluation process, a stakeholder workshop was conducted. For this workshop, representatives of the government, civil society, and private sector were invited to discuss some key questions related to



the evaluation. In total, 38 participants from relevant governmental and non-governmental bodies participated in the stakeholder workshop. The results of the stakeholder meeting informed the design of data collection tools as well as the report writing.

Key Informant Interviews: KIIs are considered a crucial way to access a population of influential people who would otherwise not be captured. In analysis and report writing, this allows for the documentation of detailed experiences and sentiments that can only be gathered from open-ended questions. Forcier conducted 21 KIIs with stakeholders in the following categories: UN Women staff, JNCW staff, representatives of the international community, government officials, members of parliament, civil society representatives, private sector representatives, and women working in media or academics.

Focus Group Discussions: FGDs allow for nuanced and open-ended responses to difficult questions that elicit more information on attitudes, perceptions, and experiences that otherwise cannot be obtained by a structured survey. FGDs also allow for more detailed reports including in-depth explorations of respondents' views and experiences. In addition, the FGDs form a crucial part of the situational analysis, providing information on the current situation of women's civil, political, social, cultural, and economic rights in Jordan.

Forcier conducted five FGDs with six to eight respondents on average. Respondents were staff members from local or governorate governmental bodies, municipalities, media, and CSOs, who in their work, were directly involved in planning and implementation processes of local, regional or national strategies dealing with gender equality (and therefore, also a future strategy drafted by JNCW). Three FGDs were conducted outside of Amman and aimed to measure the implementation capacities of local and regional stakeholders. The FGDs included questions about women's rights and gender equality situation over the last four years as well as the respondent's expectations and needs for a future strategy.

Ethical Guidelines: The evaluation was conducted in compliance with the United Nations Evaluation Group ethical guidelines as well as the United Nations Evaluation Norms and Standards. All participants of the KIIs and FGDs were informed fully of their rights as an interviewee. Information that was provided included:

- The respondents' consent to take part in the data collection is completely voluntarily and refusing to take part in the interview will have no negative consequences;
- The respondent has the right to end the interview at any point with no reason given;
- The respondent has the right to refuse to answer any question they feel uncomfortable with; and
- All the information given by the respondent will be kept confidential so that their responses and identify cannot be linked together.

Quality Control: During data collection, data quality was ensured through a number of measures. Firstly, maximum participation of participants in FGDs was ensured through the employment of participatory projective techniques. Such techniques allow a deeper exploration of participants' knowledge and needs regarding the rights and status of women and gender-based violence. This ensured a greater sense of ownership of the evaluation process and consequently any associated future strategies. Secondly, KIIs were semi-structured thus allowing the researchers to ask follow-up questions and dig deeper into emerging topics that had not yet been included in the evaluation. Thirdly, during data collection the National Gender Expert and the Senior Evaluator took detailed field notes to document each interview conducted. These notes were submitted to the Team Leader at the end of each day of data collection and were reviewed regularly to ensure that the KIIs and FGDs were sufficiently comprehensive and conducted according to Forcier's standards for qualitative data collection.

3.4 Limitations

There are three key limitations to this evaluation:



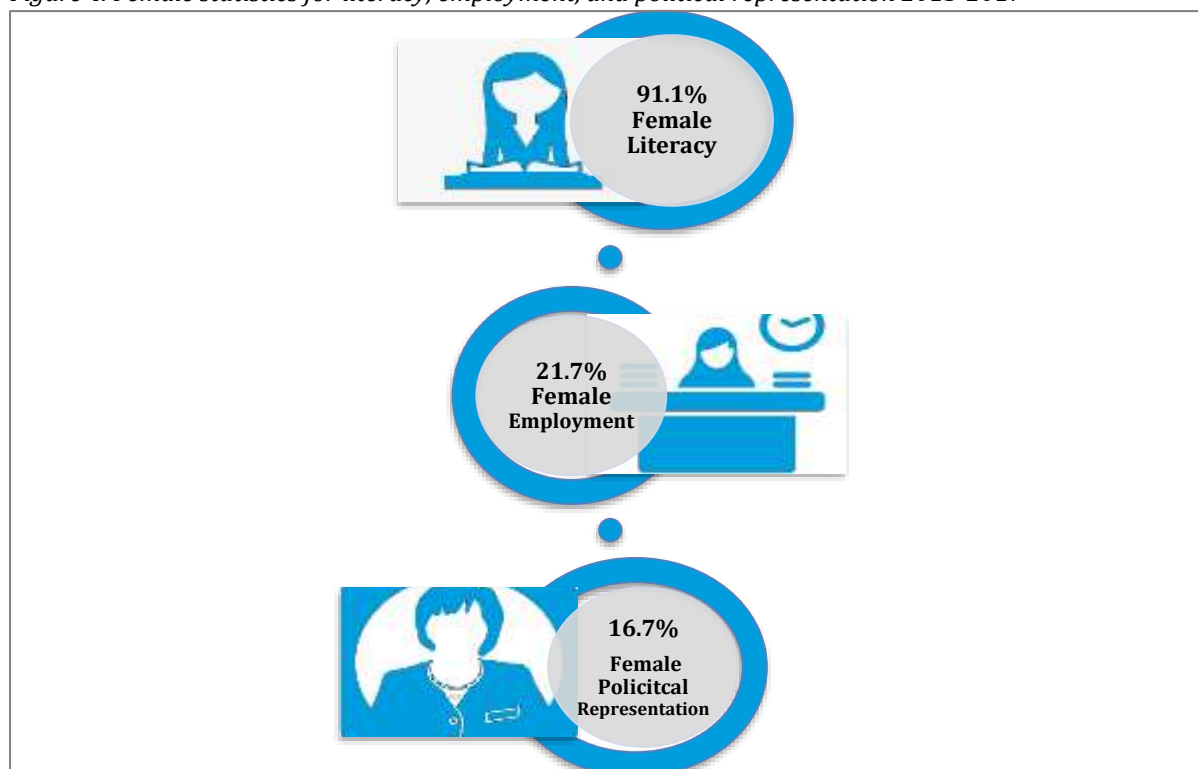
1. The scope of the evaluation does not allow for a detailed analysis of the institutional capacities of key organizations, government bodies or other stakeholders. As such, their capacity for the implementation of the previous strategy or future strategy cannot fully be determined. However, this will be mitigated by asking questions related to the capacity of institutions during KIIs and FGDs, triangulated with the data from the desk review;
2. The evaluation is limited by the reliance on secondary literature for the situation analysis. While this issue is mitigated by relying on studies with considerable and reliable data for each of the working areas, sometimes data was not completely relevant to the specific objectives or possibly missing for part of the implementation period of the NSW.
3. The evaluation is limited by the reliance on only qualitative data from KIIs and FGDs for the evaluation of the strategy. As such, there is a high reliance on to some degree subjective data from a small group of stakeholders.



4. Literature Review

The main objective of the literature review is to provide an overview of the current gender-equality and women's rights situation in Jordan. The review is split in two parts. The first part will focus on the legal and policy frameworks with respect to the promotion of gender equality in Jordan and has a specific focus on the period between 2013 and 2017. The second part will provide an overview of the advancements made towards gender equality and women empowerment for the three different areas of focus within the NSW.

Figure 4. Female statistics for literacy, employment, and political representation 2013-2017³



4.1 Legal Policy Overview

This chapter consists of two sections. The first section provides a summary of national laws related to gender equality in Jordan. The second section lays out Jordan's commitment to abide by international standards and conventions related to gender equality.

Constitution

The 1952 Constitution of the Hashemite Kingdom of Jordan outlines the rights and fundamental freedoms of persons in all areas of civil, political, economic, social and cultural life. More specifically, articles 5 to 23 in the second chapter of the constitution stipulates the rights afforded to all Jordanian citizens. Article 6(1) states that all Jordanians are equal before the law, and discrimination on the basis of race, language, or religion is prohibited.⁴ Additionally, Article 6(2) requires the government to ensure work, education, tranquility, and equal opportunity for all Jordanians "within the limits of its possibilities."⁵ While the constitution stipulates that these rights and freedoms apply to "every Jordanian", the omission of a reference to "gender" or "sex" can be used as the basis for discrimination. For example, while men can pass on their nationality to their children, women in

³ UNFPA, 2017, Jordan Scorecard on Gender-based violence, Available at:

<https://arabstates.unfpa.org/sites/default/files/pub-pdf/UNFPA%20-%20Jordan%20WEB.pdf>

⁴ Constitution of the Hashemite Kingdom of Jordan, 1 January 1952, available at:

<https://www.refworld.org/docid/3ae6b53310.html>

⁵ Constitution of the Hashemite Kingdom of Jordan, 1 January 1952, available at:

<https://www.refworld.org/docid/3ae6b53310.html>



Jordan cannot. As such, Jordanian women who marry someone from another nationality cannot pass their Jordanian nationality on. In the past years, a lot of advocacy works has been done by CSOs and the international community to add “gender” to Article 6 of the constitution, no changes have occurred so far. With regards to the “*equal opportunity for all Jordanians*”, it is important to highlight that this is largely dependent on the availability of funds within the government. Without these funds, the sentence “*within the limits of its possibilities*” is often used as a reason for the existence of inequality in opportunities.

International and Regional Standards

The articles related to gender equality in Jordan’s constitution are in line with universal human rights standards and with the fundamental freedoms set forth in established international instruments that Jordan has ratified. This includes, but is not limited to, the International Covenant on Civil and Political Rights (ICCPR), the International Covenant on Economic, Social and Cultural Rights (ICESCR), and the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW). Jordan signed the CEDAW in 1980 and ratified this instrument in 1992, with reservations to article 9(2) and article 16(1)(c), (d). In 1966, Jordan also ratified the Equal Remuneration Convention of 1951, which stipulates that men and women should be afforded equal remuneration for similar work. However, Jordanian men are paid more than their female counterparts, earning 41 percent and 28 percent more in the private sector and public sector, respectively.⁶ As such, women facing severe disadvantages compared to males in the labor market. Jordan also ratified the Discrimination (Employment and Occupation) Convention in 1963. However, women only comprise of 17.5% of the total labor force between 2013-2017, which is the lowest female labor force participation rate in a country not at war.⁷

Jordan has also demonstrated its commitment to women’s rights through regional efforts, including the Arab Charter of Human Rights (ACHR), which was ratified in 2008. The third article of the ACHR calls for state parties to adopt effective measures towards gender equality.⁸

4.2 Gender Equality

This section, gives a brief summary of existing national mechanisms to advance gender equality, which include the Inter-Ministerial Committee (IMC), JNCW, and gender focal points.

In 2015 the government established the IMC on women’s empowerment and gender equality to provide leadership, coordination and accountability for action across the government on achieving commitments related to women’s human rights within the Vision 2025 and other national priorities and planning documents. The IMC is responsible for political momentum on GEEW issues and coordinates with 1) the JNCW in its role as the technical gender equality mechanism of government, and 2) the network of gender equality working group and the government’s line gender focal points and other government institutions.

The JNCW was established in 1992 and reports to the Prime Minister’s Office. The mandate of JNCW includes policy and strategy development, legislative review, and advocacy on GEEW issues. JNCW sits as a member in the IMC and also coordinates the Gender Focal Point network.

The GFP has recently been formalized through the adoption by the civil service of standardized job descriptions. Approximately half of government ministries have a gender focal point as it is not

⁶ International Labour Organization, May 2013, Gender Pay Discrimination in Jordan: A Call for Change. Available at: https://www.ilo.org/global/about-the-ilo/newsroom/features/WCMS_213754/lang--en/index.htm

⁷ World Bank. 2018. *Hashemite Kingdom of Jordan – Understanding How Gender Norms in MNA Impact Female Employment Outcomes (English)*. Washington, D.C. : World Bank Group. <http://documents.worldbank.org/curated/en/859411541448063088/Hashemite-Kingdom-of-Jordan-Understanding-How-Gender-Norms-in-MNA-Impact-Female-Employment-Outcomes>. See also, World Bank Data, Labor force, female (% of total labor force) Available at: <https://data.worldbank.org/indicator/SL.TLF.TOTL.FE.ZS?locations=JO&view=chart> and

⁸ League of Arab States, Arab Charter on Human Rights, 15 September 1994, available at: <https://www.refworld.org/docid/3ae6b38540.html>



mandatory, however the positioning within the ministry of the GFP is not standardized. Coordination between the focal points, as well as coordination with IMC and JNCW remains weak.

Gender Advancements During 2013-2017

In the period between 2013 to 2017, the Jordanian people as well as the Jordanian government have shown their commitment to advance women's rights. On September 27, 2015, moreover, Jordan, along with the United Nations General Assembly, adopted the 2030 Agenda for Sustainable Development comprising of 17 cross-cutting goals, including goal 5 which states: *"to achieve gender equality and empower all women and girls"*. In line with this, the Government of Jordan announced its commitment to end the gender gap by 2030.⁹ In an official document presented to the Secretary General of the United Nations, the Permanent Mission of the Government of the Hashemite Kingdom of Jordan stated that it will further its efforts to ensure gender equality in political, economic, cultural and social spheres, and will work on the elimination of violence against women with special emphasis on marginalized groups of women and the most vulnerable women across Jordan.¹⁰

In its 2017 Voluntary National Review, furthermore, the government of Jordan stated that *"a resilient and prosperous Jordan requires sustaining peace and security, safeguarding development gains, addressing the increased pressures on resources, infrastructure and services across the country, and systematically working to reduce all forms of inequality, including geographic and gender-based disparities, while empowering women and youth"*.¹¹ Along with appointing the JNCW to the National Higher Committee for Sustainable Development, the Gender Equality Working Group was created and headed by JNCW order to assist in the monitoring of the implementation of Sustainable Development Goal (SDG) 5 (*"to achieve gender equality and empower all women and girls"*). Women rights, moreover, were included in the Comprehensive National Plan for Human Rights 2016-2025.¹² More specifically, the national plan aims *"to develop and adopt the policies that aim to enable women to enjoy all their rights"* in her family, at work, and in society by reviewing relevant women's rights legislations.

Despite all these efforts, in 2017, Jordan's score on the Gender Inequality Index (GII) was 0.460, ranking 108 out of 160 countries. This is a small improvement from its 2015 score of 0.478 and ranking of 111.¹³ The GII provides a measure of gender disparities in health, empowerment, and labor market participation of 160 countries. While Jordan has made efforts that show its commitment to women's empowerment, minor changes in its GII value indicate that more efforts are needed to effectively close the existing gender gaps. In specific, while Jordan scores well for educational attainment and health, Jordan's Gender Gap Indices for economic participation and political empowerment indicate that limited progress has been made to decrease inequalities in these areas (See: Table 3).¹⁴

⁹ UN Women, 2015, Jordan Steps it Up! for Gender Equality. Available at: <http://www.unwomen.org/~media/headquarters/attachments/initiatives/stepitup/commitments-speeches/jordan-stepitup-commitment-ar-en.pdf?v=1&d=20150924T174733>

¹⁰ UN Women, 2015, Jordan Steps it Up! for Gender Equality. Available at: <http://www.unwomen.org/~media/headquarters/attachments/initiatives/stepitup/commitments-speeches/jordan-stepitup-commitment-ar-en.pdf?v=1&d=20150924T174733>

¹¹ The Hashemite Kingdom of Jordan, 2017, Jordan's Way to Sustainable Development First National Voluntary review on the implementation of the 2030 Agenda. Available at: http://jo.one.un.org/uploaded/publications_book/1500544533.pdf

¹² Embassy of Jordan, Comprehensive National Plan for Human Rights For the Years 2016-2025. Available at: http://jordanembassy.or.id/_2file_obj/pdf/Comprehensive-National-Plan-for-Human-Rights.pdf

¹³ UNDP (2018), Human Development Indices and Indicators: 2018 Statistical Update, Briefing note for countries on the 2018 Statistical Update. Available at: http://hdr.undp.org/sites/all/themes/hdr_theme/country-notes/JOR.pdf; See also UNDP (2016), Human Development Report, Available at: http://hdr.undp.org/sites/default/files/2016_human_development_report.pdf

¹⁴ The Gender Gap Index ranks world economies according to the gender gap that exists between men and women across four key areas; Economic Participation and Opportunity, Educational Attainment, Health and Survival, and Political Participation.



Table 3. The Global Gender Gap scores of Jordan between 2013 and 2017¹⁵

Year	Overall Rank	Economic Participation	Educational Attainment	Health and Survival	Political Empowerment
2013	0.6093	0.41	0.99	0.97	0.61
	119 (out of 136)	128	68	90	117
2014	0.5968	0.36	0.99	0.97	0.73
	134 (out of 142)	140	74	127	119
2015	0.593	0.35	0.98	0.97	0.73
	140 (out of 145)	142	93	132	123
2016	0.603	0.38	0.99	0.97	0.73
	134 (out of 144)	138	64	131	123
2017	0.604	0.38	0.99	0.97	0.75
	135 (out of 144)	138	51	113	126

Legislative Amendments

Between 2013-2017, Jordan developed and put into force different legislation to advance the rights of its women. In 2014, for example, Social Security Law No. 1 came into force, which includes maternity insurance, making Jordan the first Middle Eastern country to provide cash maternity benefits.¹⁶ The Flexible Labor Law No. 22 of 2017, moreover, was published in the Official Gazette No. 5450 of 2017 on page 1924 on March 16. This law aimed to effectively increase women's economic participation by considering flexible work arrangements.¹⁷ The 2017 home-based business licensing legislation, furthermore, was enacted in order to contribute to women's economic empowerment and to start small businesses within their homes.¹⁸

A number of laws have also been amended. In April 2017, the civil law (No. 15/2017) was amended to stipulate the obligation of medical, social and educational service providers to report cases of domestic violence with the victim's approval and when the victim is incapable of doing so.¹⁹ Article 308 of the penal code, which denoted that rape was a punishable offence, but allowed rapists to avoid prosecution if they married their victims, was appealed by the senate in August 2017.²⁰ Lastly, article 98 of the same penal code, on reduced sentences for acts committed in a "rage caused by an unlawful or dangerous act on the part of the victim" has also been amended.²¹

Labor Market Participation

As reported by the World Bank, institutional, structural, legal and behavioral factors account for the low female labor force participation and high unemployment rate among females. These factors include low wages, unequal job growth opportunities, discriminatory hiring practices, lack of childcare facilities, and societal norms.²² For example, while article 23 of the constitution stipulates that "every worker shall receive wages commensurate with the quantity and quality of his work", there

¹⁵ Adapted from World Economic Forum Global Gender Gap Reports.

¹⁶ International Labour Organization Press Release, 2017, ILO and Jordan renew agreement to join forces to promote Decent Work. Available at: https://www.ilo.org/beirut/media-centre/news/WCMS_543668/lang--en/index.htm; See also <https://www.ssc.gov.jo/English/ElectronicLibrary/Pages/Releases.aspx?DocumentLibraryID=4a40b344-f169-4fca-8a05-2f2877c2dac6&DocumentID=da860519-c3c0-4ddc-8d1f-e0ceb5bdc12f>

¹⁷ Karak Castle Center for Consultations and Training in Cooperation with Friedrich Ebert Stiftung, 2018, Legal Review of the Flexible Work Regulation of 2017. Available at: https://www.fes-jordan.org/fileadmin/user_upload/general/Jordan_Topics/Flexible_Work_Regulation_Report_-_En.pdf

¹⁸ Home Based Business. Available at: <https://hbjordan.com/english/>

¹⁹ UN Women, 2018, UN Women Jordan Country Office Report to the Universal Periodic Review (Third Cycle) of Jordan by the Human Rights Council. Available at: <https://uprdoc.ohchr.org/uprweb/downloadfile.aspx?filename=5824&file=EnglishTranslation>

²⁰ Amnesty International, 2018, Amnesty International Report 2017/18, The State of the World's Human Rights. Available at: <https://www.amnesty.org/download/Documents/POL1067002018ENGLISH.PDF>

²¹ Amnesty International, 2018, Amnesty International Report 2017/18, The State of the World's Human Rights. Available at: <https://www.amnesty.org/download/Documents/POL1067002018ENGLISH.PDF>

²² World Bank. 2018. Hashemite Kingdom of Jordan – Understanding How Gender Norms in MNA Impact Female Employment Outcomes (English). Washington, D.C.: World Bank Group. <http://documents.worldbank.org/curated/en/859411541448063088/Hashemite-Kingdom-of-Jordan-Understanding-How-Gender-Norms-in-MNA-Impact-Female-Employment-Outcomes>



is no right to equal pay under the Labor Code No. 8 of 1996.²³ Moreover, the existence of social norms and beliefs hampers women's employment opportunities, even though many non-working women actually want to work.²⁴ For example, having younger children can pose a challenge for female labor force participation. Although, article 72 of the Labor Law states that an employer should provide daycare services if there are a minimum of twenty married females employed in the organization or company, few employers abide by this law.

According to a report from UN Women called 'Women Working: Jordanian and Syrian Refugee Women's Labour Force', a large proportion of women (76%) believe that they are faced with obstacles when trying to secure employment. This includes societal and structural obstacles, such as cultural and religious pressure, as well as the lack of suitable job opportunities that meet the qualifications of women. Nevertheless, the report states that: *"the majority of unemployed women, both Syrian and Jordanian, would like to work if they had the opportunity to do so. However, most women are currently not actively looking for work, suggesting a gap between aspiration – the wish to work – and reality, the ability to access employment"*.

Violence Against Women

According to a study, the majority of physical assault, domestic violence, banking issues, civil status and documentation, alimony and custody cases, and divorce cases are brought forward by females.²⁵ Most important, 100% of cases involving domestic violence were reported by women. Furthermore, a 2015 UN Women study revealed that Justice Security Personnel do not regard violence against women as a systemic issue and that they believe this matter was sufficiently addressed by the Government.²⁶ The study also highlighted the lack of access victims have to seek justice: only 1.5% of victims of physical abuse and 3.3% of victims of physical and sexual violence reported seeking help from the police.

Efforts have been made to address issues related to gender-based violence. In 2013, the Dar Al-Wafaq, established under the mandate of the Ministry of Social Development in 2009, was ordered to serve victims of violence.²⁷ Moreover, in February 2014, Jordan reaffirmed its commitment to end violence against women by joining the *"United to end Violence against Women"* initiative.²⁸ However, it does not appear that much follow-up on this initiative has taken place. Furthermore, during the implementation period of the NSW, the National Strategy to Combat Violence against Women (2013-2017), the 2015 Communication Strategy on Gender-based Violence, and the 2016 National Framework for Family Protection against Violence were launched.²⁹ Although, the Shelters for Endangered Women Bylaw No. 171/2016 was issued in December 2017, the law's implementation

²³ Labour Code, Law No. 8 of 1996. Dated 2nd March, 1996. Available at:

<https://www.ilo.org/dyn/natlex/docs/WEBTEXT/45676/65048/E96JOR01.htm>

²⁴ World Bank, 2018, Hashemite Kingdom of Jordan Understanding How Gender Norms in MNA Impact Female Employment Outcomes. Available at:

<http://documents.worldbank.org/curated/en/859411541448063088/pdf/ACS25170-PUBLIC-FULL-REPORT-Jordan-Social-Norms-June-1-2018-with-titlepg.pdf> In this study, 60% of the sample of women held this desire.

²⁵ WANA Institute, 2014, The Status of Legal Empowerment in Jordan: Evidence to support the post-2015 development agenda. Available at:

http://wanainstitute.org/sites/default/files/publications/StatusOfLegalEmpowermentInJordan_WANA_2014.pdf

²⁶ UN Women, 2015, Strengthening the Jordanian Justice Sector's Response to Cases of Violence against Women.

Available at: <http://www2.unwomen.org/-/media/field%20office%20jordan/attachments/publications/2016/2/unwomenstrengthening%20the%20jordanian%20justice%20sectors%20response%20to%20cases%20of%20vaw.pdf?la=en&vs=4139>

²⁷ CEDAW Shadow Report submitted by AWO-2016. Available at:

https://tbinternet.ohchr.org/Treaties/CEDAW/Shared%20Documents/JOR/INT_CEDAW_NGO_JOR_26477_E.pdf

²⁸ UN Committee on the Elimination of Discrimination Against Women (CEDAW), Consideration of reports submitted by States parties under article 18 of the Convention, Sixth periodic report of States parties due in 2016 : Jordan, 25 June 2015, CEDAW/C/JOR/6, available at: <https://www.refworld.org/docid/56e7c1d24.html>

²⁹ United Nations Committee on the Elimination of Discrimination Against Women (CEDAW), Concluding observations on the sixth periodic report of Jordan, 9 March 2017, CEDAW/C/JOR/CO/6, available at: <https://www.refworld.org/docid/596f495b4.html>



has yet to be formulated.³⁰ Additionally, the Law on Protection from Domestic Violence (No. 6) was amended in 2017, but there is no reference to gender-based violence.³¹ As such, it can be concluded that limited progress has been made to end violence against women.

Political Participation

To ensure political participation of women, a number of legislative changes have been made. For example, the quota provisions of the Parliamentary Elections Act (2016) and the revised Municipalities Act (2015) show proactive efforts to increase political participation of women.³² Under article 33 of the 2015 Municipalities Act, women are allocated 25% of seats in municipal councils.³³ Initially, JNCW and other actors aimed to ensure that 30% of the seats were allocated to women, which is in line with the goals set in the NSW, but this did not happen. Additionally, the 2015 Decentralization Law ensured that a total of 15% of seats were reserved for women in governorate councils.³⁴ On March 13, 2016, His Majesty King Abdullah II ratified the 2016 Electoral Law, which maintained the 2012 quota of 15 parliamentary seats for women out of a total of 130 seats, but raised the seats of the lower house from 10% to 11.5%.³⁵ It appears that these efforts have paid off: In the 2017 municipal elections, 18.4% of registered candidates were female compared to 16% candidates in the 2013 elections. In the judiciary, progress has also been made. While there were only 60 female judges in 2010, this number raised to 178 in 2016.³⁶ According to numbers from the Judicial Institute, the number had further increased to 214 in November 2018.

³⁰ Arab Women's Legal Network, 2018, Submission to the United Nations Universal Periodic Review of Jordan Third Cycle. Available at: <https://uprdoc.ohchr.org/uprweb/downloadfile.aspx?filename=5523&file=EnglishTranslation>

³¹ EuroMed Rights, 2018, Jordan Situation Report on Violence against Women. Available at: <https://euromedrights.org/wp-content/uploads/2018/03/Factsheet-VAW-Jordan-EN.pdf>

³² UN Committee on the Elimination of Discrimination Against Women (CEDAW), *Concluding observations on the sixth periodic report of Jordan*, 9 March 2017, CEDAW/C/JOR/CO/6, available at: <https://www.refworld.org/docid/596f495b4.html>

³³ Hashemite Kingdom of Jordan Amended Law on Municipalities 2015 Law No. 41 of 2015. Available at: <https://www.iec.jo/sites/default/files/2015%20Municipalities%20Law%20EN%202017-07-09.pdf>

³⁴ Hashemite Kingdom of Jordan Law on Decentralisation 2015 Law No. 49 of 2015. Available at: <https://www.iec.jo/sites/default/files/2015%20Decentralisation%20Law%20EN.pdf>

³⁵ Identity Center Position Paper – 2016 Electoral Law. Available at: http://haqqi.info/check_1.php?t=research_paper&f=IdentityCenterElectionLawPositionPaperfinal

³⁶ Jordan marks women's day with advancing struggle for gender equality Published on 7 March 2017 in the Jordan Times: <http://bit.ly/2mhC23T>



5. Evaluation Findings

5.1 Relevance

Figure 5. Main bottlenecks related to the relevance of the NSW according to respondents

1.1 Strategy not effectively disseminated within the media and among stakeholders relevant to gender equality
1.2 Not all relevant stakeholders were included in the design of the strategy, especially those located outside of Amman
1.3 Strategy is too general and lacks detail to fully address the underlying causes of gender inequality in Jordan
1.4 Strategy not tailored to the context in Jordan and was taken directly from international strategies
1.5 Strategy does not include a number of vulnerable groups, including refugees and the needs of women with disabilities were not sufficiently included in the strategy
1.6 Strategy lacks links with national frameworks, including the JRP and the EDP

Key Question:

Were the priority areas of the strategy appropriate to address the needs of the beneficiaries?

Key Findings:

1. The vast majority of the representatives of governorates' councils, local and municipalities' councils, media and CSOs that are directly involved in planning and implementation processes of local, regional or national strategies dealing with gender equality were unaware of the strategy or its content.
2. Stakeholders were in agreement that the strategy was relevant to their work, but lacked detail to effectively address the needs of the targeted beneficiaries. For example, the needs of refugee women were not included in the strategy because the refugee situation only emerged after the development of the strategy. Stakeholders were in agreement that the strategy was relevant to their work, but lacked detail to effectively address the needs of the targeted beneficiaries. For example, the needs of refugee women were not included in the strategy because the refugee situation only emerged after the development of the strategy. Moreover, the needs of women with disabilities was mentioned in the strategy in a sub-goal, but this is not sufficient according to respondents.
3. The strategy analyses/addresses gender equality from a national perspective, while women in rural and urban areas have different needs and priorities. While the strategy mentions that consultations were done with stakeholders in the governorates during the designing phase, respondents from outside of Amman felt excluded from the designing phase and said the strategy was mostly focused on women living in Amman.

Narrative:

To evaluate whether the strategy addressed the needs to the beneficiaries, FGD respondents were first asked how familiar they were with the strategy. Surprisingly, almost none of the respondents were aware of the strategy or its content, indicating that the strategy is not well-known among local governmental bodies, municipalities, media and CSOs that are directly involved in planning and



implementation processes of local, regional or national strategies dealing with gender equality. This finding is even more important considering that UN women and the JNCW were involved in the selection of respondents for this evaluation. Based on this, it was assumed that respondents would at least have limited awareness of the strategy.

The majority of FGD respondents from Irbid, Jerash, Mafraq, Amman, Madaba, Karak and Tafilah, however, had never heard of the strategy. Among those who did know about the strategy, no-one had read the strategy or could tell anything about the content of the strategy. Moreover, respondents from Aqaba and Ma'an governorates felt upset when they were told about the strategy. One respondent in this FGD said the following during the interview: *"you should first explain what you mean by 'strategy' and then ask us a question about something that we have no clue about."* Although only based on a limited number of FGDs, these findings clearly indicate that awareness of the strategy is limited among local governmental bodies, municipalities, media and CSOs that are directly involved in planning and implementation processes of local, regional or national strategies dealing with gender equality. For the future strategy, it is of paramount importance to develop a plan for the effective dissemination of the strategy. At the very least, this should include a plan for dissemination of the strategy among key stakeholders in all governorates as well as a media strategy to ensure knowledge among the general population. For the remainder of this chapter, moreover, only limited information from FGDs is included since the respondents in FGDs were unable to report on the content of the NSW and their input is therefore limited in usefulness.

Respondents who participated in KIIs, on the other hand, were more often aware of the strategy. Among government officials and CSO representatives, in particular, the NSW was perceived to be relevant and important to their work. One CSO representative stated: *"the strategy is at the core of my work and it speaks directly to women"*. An academic, moreover, states that *"the strategy is closely related to my work and thus functions as an important roadmap"*. Some other stakeholders also shared that the NSW was used as a reference in their work. Despite the fact that stakeholders were in agreement that the strategy was relevant to their work, they also reported that the strategy lacked detail to effectively address the needs of the targeted beneficiaries. Some of the areas in which the strategy lacked detail are discussed below:

- Firstly, the strategy does not take into account the current refugee crisis, which according to one government official has strongly impacted women and children throughout Jordan. Refugee women are also not mentioned in the strategy because the strategy was developed before the refugee situation emerged. In this regard, it should be noted that the Government of Jordan decided to exclude all non-Jordanian women from the strategy. This decision was taken by the government in order to have a separate track for refugees under the Jordan Response Plan.
- Secondly, the strategy focuses on issues that impact women all over Jordan, but does not differentiate between the issues women in rural areas may face compared to women in urban areas. Indeed, a large proportion of respondents interviewed through FGDs explained that they felt that the strategy was made for women in Amman only. While the strategy does not make any mention of such an intention, a future strategy would benefit from a strong analysis of gender equality issues per governorate in Jordan. This will ensure that stakeholders in the different governorates can adjust their implementation strategy to ensure that the most pressing needs in their governorate are fully addressed.
- Thirdly, while the strategy mentions the needs of disabled women as a sub-goal, it does not sufficiently address the needs of disabled women in Jordan, something that was confirmed by a staff from the JNCW. Considering that the needs of disabled women are likely different from those who are not disabled, a future strategy should place a stronger emphasis on this group.
- Fourthly, the strategy does not appear to include men in its efforts to advance gender equality and women's rights. Local representatives in Amman and Madaba shared that because of this, the implementation of the strategy was set to fail. Indeed, the inclusion of men is paramount in order to advance women equality and a future strategy should aim to specify how men will provide support to achieve the goals and objectives.



Key Question:

Were these areas appropriate to address root causes of inequalities and the achievement of GEEW in Jordan?

Key Findings:

4. Stakeholders generally agreed with the axes as presented in the strategy, but said their operationalization lacked detail to fully address the underlying causes of gender inequality in Jordan. In particular, none of the respondents interviewed had access to the action plan for the strategy because this action plan was neither published nor available for public.
5. The strategy primarily focused on women empowerment, while there was little attention for concepts such as “inclusion” and “integration”.

Narrative:

Stakeholders were in agreement that the strategy encompasses key priority areas in the form of axes. While these axes were perceived as useful, the same stakeholders were also in agreement that the NSW did not fully address the underlying causes of gender inequality in Jordan. The reason for this is that the strategy lacks detail and most of the objectives in the report are not very specific, which was a concern reported by the majority of stakeholders. However, it should be noted here that there is an action plan to support the implementation of the strategy. This action plan contains detailed indicators for each of the priority areas and contains goals per year. However, none of the stakeholders interviewed had ever seen the action plan. As such, they were unaware of the indicators and goals. JNCW staff, moreover, explained that the action plan was not disseminated among key stakeholder because it had been lost at some point. While document had been recovered at a later time, it had not been disseminated among stakeholders. For the future strategy, it is recommended to disseminate all relevant documents to the key stakeholders in order to assure the stakeholders have full knowledge of the strategy and its indicators to measure progress.

Some of the stakeholders also pointed out certain issues related to the strategy they perceived as most important to its relevance. It is important to keep in mind here that these statements were only made by one or two of the interviewed stakeholder and their reliability and validity is thus limited. Nevertheless, they do provide some interesting thoughts on how to move forward with the future strategy. For example, one CSO representative said that the strategy only aims to provide training to women. *“This is not sufficient when these women are living in a society that does not believe or is opposed to the application of a woman’s capacity.”* In addition, a few stakeholders reported that the conceptualization of political and economic empowerment was too limited and did not represent reality. In the opinion of one CSO representative, moreover, *“the NSW appropriately addressed the root cause of the challenges to women’s rights and gender equality, but only to a very limited extent”*. In other words, while the direction of the strategy is appreciated by stakeholders, there is agreement that the strategy is very general and lacks detail, which may in part be due to the fact that the action plan had not been disseminated among stakeholders. It is nevertheless recommended to ensure that the future strategy captures more than just women empowerment, but also focuses on inclusion and integration. By doing this, the strategy looks at gender equality from a more all-encompassing framework.

Key Question:

Was the design of the strategy appropriate to the complexity of national structures, systems and decision-making processes in Jordan?

Key Findings:

6. Stakeholders were under the impression that the strategy was directly pulled from international strategies that do not necessarily apply to the context in Jordan.
7. While the landscape in Jordan has changed significantly during the implementation of the strategy, the strategy was not updated to reflect these changes. For example the Decentralization Law No. 45 from 2015 brought about significant changes in decision making processes in Jordan, but the strategy was not updated to reflect this.



Narrative:

Most stakeholders believed that the design of the strategy was not appropriate to the complexity of national structures, systems, and decision-making processes in Jordan. Local representatives from Amman and Madaba, for example, stated that the strategy did not account for the nature of the Jordanian society because it directly drew from international strategies without adjusting those strategies to the local context. In line with this, a parliamentarian explains that the language used in the strategy is complex and not suitable for the Jordanian context. *“They use high-level language that is inapplicable in Jordan. The NSW is suitable for developed countries, but Jordan has its own characteristics, culture and needs. This has not been reflected in the strategy.”* Lastly, some stakeholders pointed out that the strategy did not appear to have been updated after the Decentralization Law from December 2015. As such, the strategy does not take decision making at the governorate level into account. While these are just the opinions of some of the stakeholders interviewed for this evaluation and the strategy supposedly was developed through the inclusions of stakeholders, this evaluation does find some key areas that highlight the need for a more tailored and detailed future strategy.

One of the main reasons why the strategy does not align with the complexity of national structures is that the strategy was not developed through a participatory process. While the strategy reports that a participatory process was used for the development of the strategy, almost all of the interviewed respondents disagree with this. While some stakeholders reported to have been involved in the design of the NSW, this was often through an one-off meeting without any follow-up. In addition, many relevant stakeholders were not involved in the process at all and therefore were unable to provide input, something that bothered a few of them. This was especially the case for stakeholders from governorates outside of Amman. Closely related to this, the strategy was not updated and reviewed periodically. While the landscape in Jordan has changed significantly during the implementation of the strategy, the strategy was not updated to reflect these changes. For example the Decentralization Law No. 45 from 2015 brought about significant changes in decision making processes in Jordan, but the strategy was not updated to reflect this.

While it is understood that not all relevant stakeholders can be involved in the designing and reviewing/updating of the strategy, it is important to ensure that key stakeholders from all governorates are included in these processes. In addition, the designing and reviewing of the strategy should be a collaborative process over time. At least, stakeholders should be able to comment and provide input on the strategy or revised two different times. The first time should be at the start of the designing/reviewing phase and the second time should be after the draft/revised strategy has been developed. If possible, one could opt to add a third meeting in here at the end of the designing/reviewing phase for stakeholders to give their final comments. In general, the closer stakeholders are involved in the designing/reviewing of the strategy, the more ownership one can expect among stakeholders. As such, the participatory process is not only important to ensure the strategy is tailored to the local context in Jordan, but can also play an important function in the effectiveness of the implementation. Lastly, it is important to include beneficiaries in the designing/reviewing of the strategy. For this, it is recommended to hold community sessions with different beneficiary groups, including women in rural areas, female youth, women with disabilities and refugee women, to ensure their perceptions and needs are sufficiently included in the strategy.

Key Question:

How does the strategy reflect and align with other national strategic plans and normative frameworks such as the Jordan Response Plan (JRP) and the Executive Development Programmes (EDP), and Jordan’s international obligations and commitments in the field of women’s rights and gender equality specifically, the Beijing Platform, the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), 50-50 planet and the Sustainable Development Goals (SDGs)?



Key Findings:

8. When the strategy was developed, it was designed for the years 2012-2015. Due to delays, however, the strategy was implemented in the period 2013-2017. As such, some of the commitments that Jordan has committed itself to were not yet in place at the time of designing the strategy. Nevertheless, the strategy was never updated to reflect these new commitments. Moreover, the strategy does not effectively links itself with commitments and policies that were already in place at the time of designing the strategy.

Narrative:

The strategy lacks consistency with other national strategic plans and normative frameworks such as the Jordan JRP and the EDP and Jordan's international obligations and commitments in the field of women's rights and gender equality specifically, the Beijing Platform, CEDAW, 50-50 planet and the SDGs. Although Jordan has made a number of national and international commitments in the field of women's rights and gender equality, many stakeholder shared the opinion that the NSW was not sufficiently linked and harmonized with the aforementioned policies. In this regard, it should be noted that the strategy was originally developed for the period 2012-2015. The JRP, 50/50 planet and the SDGs came into force after 2013, but the lack of a mid-term assessment or periodically review to update the strategy to be more in line with these new obligations and commitments did not take place. One government official says about this: *"the strategy used to be more relevant to the local context, but no adjustments were made and it became out-of-date"*. Indeed, it is recommended to do an annual review of the future strategy. This review should again be done through a participatory process in which stakeholders from all governorates are included.

Key Question:

To what extent have capacities of government actors influenced the achievements of the results?

Key Findings:

9. The different ministries responsible for the implementation of the strategy do not have funds or human resources to take the lead on the implementation of the strategy.
10. Some stakeholders report that there are many strategies and national plans focused on women and that different governmental and non-governmental bodies all use different strategies and frameworks in their work.

Narrative:

The strategy assumes that different ministries will be responsible for the implementation of the strategy. There are two essential problems with this assumption. Firstly, government officials spoken with during the KIIs all state that they have no budget for the implementation of the strategy and that no human resources have been allocated to the implementation of the strategy. Unless funds and human resources are allocated to the implementation of the strategy, it is unlikely that ministries will effectively lead the implementation of the strategy. Secondly, some stakeholders report that there are many strategies focused on women and that different governmental and non-governmental bodies all use different strategies and frameworks in their work. As such, even if the strategy had been designed in a fully participatory manner and had been updated annually, there would still be *"competition"* with other strategies and plans. During KIIs, some stakeholders were even confused which strategy was being discussed, often referred to the Jordanian National Action Plan (JONAP) for the Implementation of the United Nations Security Council Resolution (UNSCR) 1325 for 2017-2020. The JONAP includes four main outcomes including achieving active participation of women working in security, military and peacekeeping sectors and in the processes of peace-building and peace-making and in combating extremist ideologies and violent extremism, as well as providing gender-sensitive services, and recognizing the contributions and the role of women and youth in achieving security and peace. Along with discussions on the Syrian crisis, a national consultation process on the UNSCR 1325 addressed issues on gender-based violence, discriminatory legislation, and societal views.³⁷ Stakeholders were generally better aware of the

³⁷ JNCW & UN Women, 2016, A National Dialogue on UNSCR 1325, Women, Peace, and Security in Jordan: A Resolution in Action Synthesis Report. Available at: <http://www2.unwomen.org/>



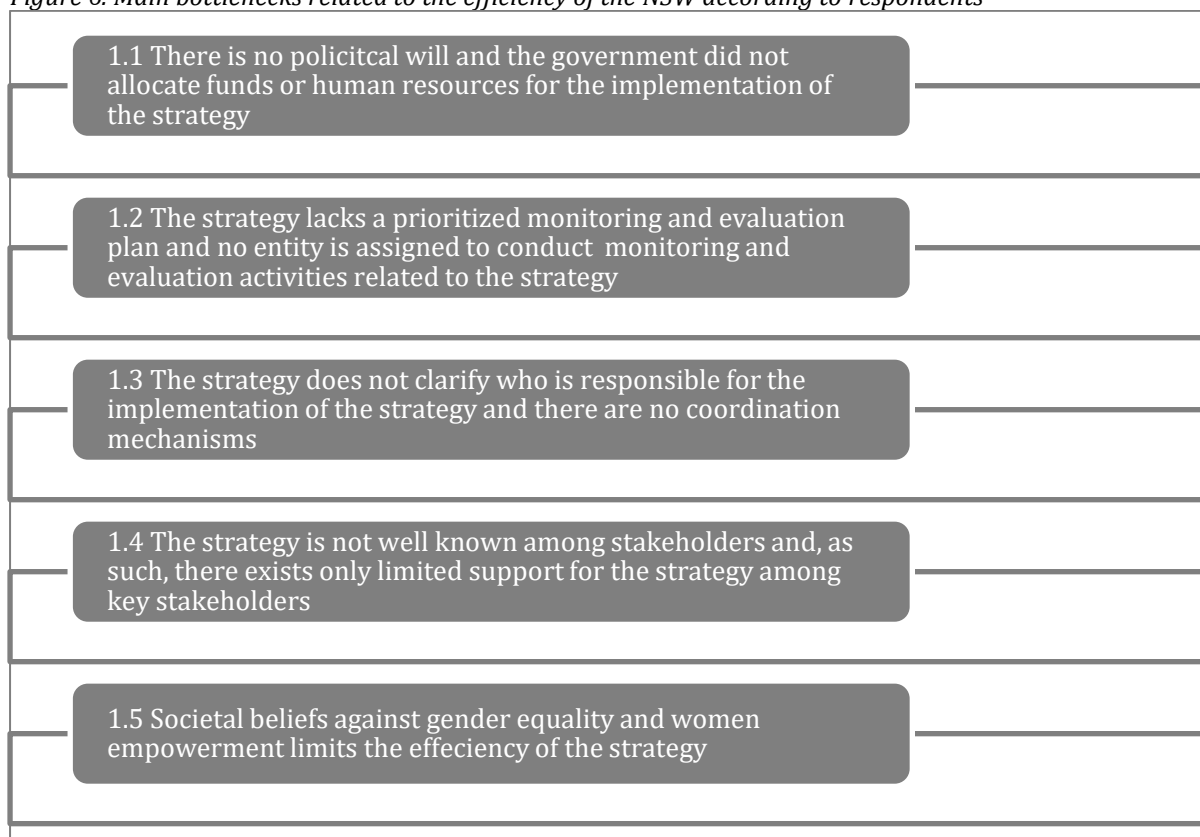
JONAP and also assessed the JONAP to be more relevant. Moving forward, it is important that the government clearly states what the leading strategy for women in Jordan is and to ensure that the NSW is in line with other relevant government strategies and plans. In addition, it is important to ensure the objectives of the strategy are also included in government plans and policies that are developed during the implementation period of the strategy.

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5.2 Efficiency

Figure 6. Main bottlenecks related to the efficiency of the NSW according to respondents



Key Question:

Were the resources (financial, human, technical support, etc.) efficiently allocated to achieve the strategy's results?

Key Findings:

1. Ministries did not allocate funds or human resources to the implementation of the strategy. Only one government official interviewed for this evaluation knew about funds being spent towards the implementation of the strategy. As such, it cannot be determined whether funds and human resources were spent efficiently.
2. While the strategy contained a monitoring and evaluation framework with a large number of key performance indicators, those were not prioritized. In addition, these key performance indicators were not integrated in the governmental strategies and work plans. Accordingly the progress was not tracked.
3. The strategy appeared to assume that donor funds would be managed with the strategy in mind, but this did not turn out to be the case.
4. The strategy did not describe the roles and responsibilities of stakeholders and entities responsible for the implementation of the strategy
5. No enforcement mechanisms to ensure stakeholders and entities involved in the implementation of the strategy would take their responsibility were in place.

Narrative:

Although the government did secure funds for the JNCW (1 million in 2016, according to the JNCW), there were no funds or human resources allocated within the different ministries to implement the NSW. None of the government officials interviewed for this evaluation, for example, said that their ministry made funds or human resources available for the implementation of the strategy. The reason for this, according to one government official, was that the strategy was not a key priority.



Other government officials mentioned that their ministry lacks funding overall, and that there is no space within their budget to allocate funds to the implementation of the NSW. It should be noted here, moreover, that multiple stakeholders report that the strategy does not contain a budget. As such, they are unaware what the cost are for the implementation of the strategy. However, there is a budget for the implementation of the strategy. This budget, however, was never disseminated among the stakeholders. Two JNSW staff report that this should be avoided in the future strategy. *“The strategy itself should set out the cost for implementation of the NSW.”*

Closely related to this, the future strategy should provide answers as to where funds should be derived from. During the implementation of this strategy, it appears that the assumption was made that the ministries would have funds and human resources for the implementation of the strategy. Similarly, the strategy appears to assume that donor funds would be managed with the strategy in mind. This does not appear to be the case, however. As such, it is important to also provide answers and guidance on how funds should be secured from donors and relevant ministries. For this, it could be helpful to make use of the same funding model as is being used for the JONAP.

Because of the general lack of funds and human resources, it is difficult to determine whether funds were spend efficiently. Only one of the interviewed respondents was able to comment on this since the other stakeholders were unaware of funds being spend for the implementation of the strategy. Nevertheless, it should be stated that this government official reported that funds could have been spent more efficiency, although he did not give specific examples of how this should be done.

To further assess whether funds and human resources were spent efficiently under the strategy, one would normally look at the monitoring and evaluation framework. While the strategy contained an monitoring and evaluation framework with a large number of key performance indicators, those were not prioritized. In addition, these key performance indicators were not integrated in the governmental strategies and work plans. Accordingly the progress was not tracked. As such, measuring whether funds and resources were used efficiently considering the progress made has become impossible. For the future strategy, it is recommended to develop a monitoring and evaluation plan which can be used at the governorate level to measure progress with regards to the achievement of the set objectives. Closely related to this, the strategy does not clarify the different roles of stakeholders in the implementation of the strategy and there are no enforcement mechanisms to ensure stakeholders will do their part in the implementation and this is evidence of the lack of political will. . Moving forward, it is important to clarify the role of the JNCW and all other relevant stakeholders involved in the coordination and implementation of the strategy. Where possible, stakeholders should officially confirm their responsibility in the implementation of the strategy. JNCW, being responsible for mainstreaming gender issues, should be tasked with monitoring and coordination roles of the implementation by relevant ministries and government authorities. JNCW should provide technical support to other key stakeholders from public, private, CSOs, etc. and coordinate and lead the gender focal points to support implementation within ministries. The IMC on the other hand, as a political body, should have an overarching role in promoting political will within government for implementation and financing.

For the future strategy, which again should be endorsed by the government and exist as a national document, it is of paramount importance to clarify which stakeholders and organizations/entities will take on what role in the implementation of the strategy. In general, ministries should function as the main implementors of the strategy and other stakeholders (i.e. CSOs, private sector, etc.) should support those efforts. Responsibility, furthermore, should be based on the decision making structure in Jordan. As such, it is recommended to have JNCW focal points in each governorate. These focal points should communicate with the relevant stakeholders in their respective governorate as well as monitor and report of the progress on the implementation of the strategy.

Key Question:

Were there any constraints (e.g. political, cultural, practical, and bureaucratic) identified in the implementation of the different actions and what steps or remedial procedures were taken to overcome these challenges?



Key Findings:

6. There are a variety of cultural beliefs and ideas among conservative communities that hamper the efficient implementation of the strategy. These cultural beliefs and ideas, however, are not being addressed properly in the strategy.
7. Some key decision makers in powerful positions also hold beliefs that hinder the efficient implementation of the strategy.

Narrative:

Aside from the challenges related to the strategy design, the efficient implementation of the NSW was further hindered as a result of societal and cultural beliefs. Representatives of the international community, for example, shared that people in powerful positions often do not hold positive views towards gender equality and women's rights. As such, they sometimes actively hamper advancements in these areas. Also among communities in general, however, there continue to exist beliefs that are contradicting to the objectives of the NSW. For example, one government official reported that while the quota system encourages political participation of women, perceptions held by communities still discourages women to take these opportunities and participate in politics. There are countless other ways in which communities beliefs affect the implementation of the strategy. The OECD Women's Political Participation in Jordan report from 2018, for example, states that *"the perception in Jordan that women and girls need guardianship and protection often translates into restrictions on their freedom of movement, social engagement and civic participation, particularly in rural areas. Women, as such, often remain on the side-lines, disinclined to engage in politics."* Moreover, the report states that *"women in Jordan have restricted access to productive financial resources and tend to have less financial means and independence compared to men. This is largely due to the remaining discriminatory provisions in matters of personal status which often limit their ability to participate in the workforce, make financial decisions, access finance and inherit."* The report continues to explain that there is a societal expectation for women to be the primary caretakers of children and family. Because of this, women may feel pressured to not undertake activities outside of the house. Finally, the report states that *"despite the increase in levels of higher education attainment among women in Jordan, the educational system often reinforces stereotypical gender roles inhibiting the capacities and opportunities of women. This phenomenon prompts women to occupy jobs that are considered "appropriate" according to traditional social standards which in turn can reinforce occupational segregation. Politics is often viewed as a male domain and is often perceived by women as connected to protests and conflict. Higher standards also seemed to be placed on women for them to be deemed eligible as candidates."*

While these cultural beliefs cannot be changed overnight, it is important to further elaborate on these beliefs in the future strategy, as they likely represent the most persistent challenge towards achieving gender equality and women's empowerment in Jordan. As such, it is recommended to ensure that the future strategy contains specific action points for each of the established axes on how to deal with the societal views and beliefs that counteract these achievement of those objectives. A particular important role in this regard should be assigned to CSOs at the governorate level.



5.3 Effectiveness

Figure 7. Main boosters related to the effectiveness of the NSW according to respondents

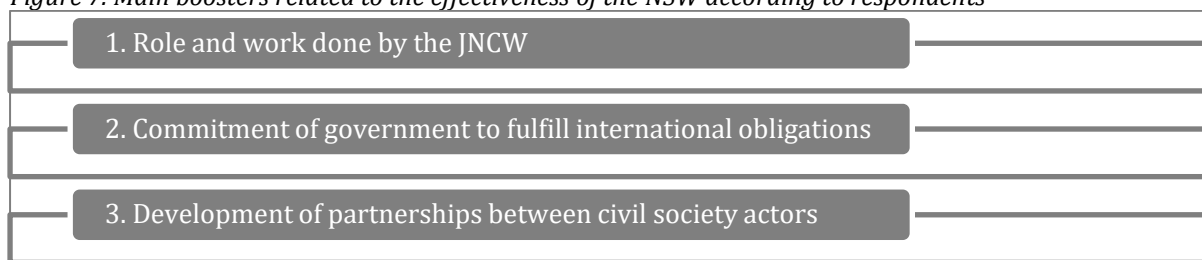


Figure 8. Main bottlenecks related to the effectiveness of the NSW according to respondents



Key Question:

What has been the progress made towards achievement of the expected general and specific results included in the strategy?

Key Findings:

1. Some achievements have been made during the implementation period of the strategy, but due to the lack of a prioritized monitoring and evaluation framework it is not possible to determine the role of the strategy within these achievements.

Narrative:

This section analyses the extent to which the objectives of the strategy have been achieved. During the implementing period of the NSW between 2013-2017, there has been some progress towards achievements of key objectives included in the strategy. In the words of one academic: *“in general, there has been remarkable progress.”* However, not all stakeholders agree with this assertion. One government official states: *“I have not seen any progress in any of the priority areas of the strategy. In my opinion, the status of women in Jordan is in constant decline.”* A CSO representative, moreover, states that, *“I cannot say whether the NSW has achieved anything because I was not involved in the implementation of this strategy. However, I can say that some progress has been made with regards to gender equality and women’s rights.”*

Results in the first area of focus under the NSW (social empowerment/human security and social protection) appears to have been moderate. One private sector staff reports about this: *“there is a change in the social dimension for women, but this change is not satisfactory. In my opinion, the divorce rate is very high and this is primarily due to early marriages. As such, we need to raise awareness among communities, but this has not been done or at least not effectively.”* A CSO representative, moreover, states that the social dimension for women has stabilized and that many CSOs and other entities are working on this dimension in particular. Overall, stakeholders regard the legislative



changes in this area as massive successes for the women in Jordan. Most important in this regard is the abolition of article 308 in the penal code, which denoted that rape was a punishable offence, but allowed rapists to avoid prosecution if they married their victims. However, most stakeholders are not convinced this change in the law has much to do with the NSW. Instead, they feel that the political will was there to change this law and it happened because of the efforts of many different entities, some of which are not involved in the implementation of the NSW. In the words of one JNCW staff, *“the strategy was guiding different entities work on gender equality.”* Other stakeholders do not think JNCW played a guiding role, however.

Achievements under the second area of focus (political empowerment of women and participation in public life) are perceived as most positive. For example, amendments in the Decentralization Law, and the Municipalities Law are among often named successes, even though the results achieved are not in line with the objectives set out in the strategy. Indeed, the municipality elections resulted in an increase in female representation at the local governance level. In general, most stakeholders note the increase in women’s political participation as a key achievement made despite the quota system being only a temporary measure. For a private sector representative, the progress made in the political sphere marks *“a beginning of equality”*. However, some local representatives believe that the women appointed to leadership positions do not have the qualifications to be in those positions. This indicates that although numbers and rates may be moving in the right direction, social and cultural beliefs do not necessarily support these changes. As for the social empowerment, moreover, the relationship between these achievements and the implementation of the NSW remains unclear and stakeholders are not convinced the NSW played a large role in this regard.

For the third area of focus (economic empowerment of women), the results are less convincing. Most stakeholders agree that progress under this pillar is limited or not existent. According to one CSO representative, *“the number of working women is decreasing even though women are educated and qualified to participate in the labor market. There has been little progress when it comes to supporting women economically, although some efforts have been made to provide safe transportation and nurseries.”* Another CSO representative provides a potential explanation for the limited results. *“The economy is driven by the entire world as well as the refugee crisis. As such, outside factors hamper the efforts made by organizations.”* Lastly, one academic states: *“the economic situation has been difficult in the entire world. As such, it is has been difficult to make progress. While stereotypes have been broken, this has not led to increased economic participation of women.”* However, there are some achievements. For example the amended labor draft law, which set out clear definitions on “wage discrimination” and “flexible work”, is expected to largely benefit women.

Despite the fact that the role of the NSW in the achievement of the result above cannot be determined, mostly due to the absence of a prioritized monitoring and evaluation framework, some stakeholders shared that they did indirectly contributed to the achievement of the objectives of the strategy. For example, one government official shared that he integrated the content of the NSW in government programs. As such, he felt like he had indirectly supported the implementation of the strategy. A representative of the international community shared that since the NSW lacked an action plan and because the objectives of the strategy are so general and compatible with the work of almost anyone who works on women’s issues, he indirectly contributed to the NSW. An academic, moreover, said that she implemented the strategy very broadly in her work. Other stakeholders believed that although they were not responsible for implementing the strategy the nature of their work supported the objectives of the strategy. Again, this highlights that the strategy in essence is being supported by the majority of stakeholders, but no guidance was given on how to actualize this support. As such, there is a lot of potential for a future strategy to lead to more results if the implementation of the strategy is better coordinated between stakeholders and entities.

Key Questions:

- What were the key factors contributing to the achievement or non-achievement of the expected results of the strategy?



- Did the strategy include effective action plans, monitoring mechanisms and indicators in place to measure progress towards results?
- To what extent were relevant stakeholders included in the planning and designing of the strategy?
- Was the contribution of key stakeholders to support the achievement of the objectives of the strategy well-articulated?

Key Findings:

2. Key factors contributing to the achievement of the results of the strategy include the role of the and efforts made by the JNCW, the commitment of the government to fulfill its international commitments and the partnerships among civil society actors.
3. Key factors contributing to the non-achievement of the results of the strategy include that there are no responsible parties for the implementation of the strategy, that the strategy was not well disseminated among stakeholders, the absence of a prioritized monitoring framework, a lack of coordination between stakeholders, the lack of perceived involvement of some key stakeholders in the design of the strategy, and the lack of funds and human resources for the implementation of the strategy.
4. The strategy did not include a prioritized monitoring and evaluation framework and therefore progress towards the achievement of the indicators due to the implementation of the strategy cannot effectively be measured in a systematic and regular way with the involvement of stakeholders.
5. Although the strategy states that the strategy was developed through a participatory process, the stakeholders interviewed for this evaluation felt different about this and stated that not all relevant stakeholders had been included in the process and those who had been included often just attended one-off meetings.
6. The strategy does not clearly state who is responsible for which parts of the implementation and therefore ownership of the strategy is limited

Narrative:

Despite the moderate achievements when it comes to achieving the objectives as set out in the NSW, the JNCW and other actors across Jordan have made a huge effort to advance women's rights and gender equality in Jordan, as reported by one UN Women staff. JNCW has, for example, contributed in the creation of gender teams in all ministries. Gender mainstreaming has, furthermore, been integrated in the planning and research work of some public entities. Overall, these activities were welcomed by stakeholders, but it appears that they were perceived as activities that were not effectively integrated into a comprehensive larger strategy that would lead to the achievement of the objectives as stated in the NSW.

Information gathered from KIIs, furthermore, illustrate that the factors that contributing to the non-achievement of objectives outweigh factors that contributed to the achievement of objectives. For the achievement of the objectives, the role of the and efforts made by the JNCW are often highlighted, as well as the commitment of the government to fulfill its international commitments. Some stakeholders also reported the partnerships among civil society as contributing to the achievement of the objectives.

However, a lot more factors were reported to contribute to the non-achievement of objectives. The first, and potentially one of the most important factors, is the absence of clear roles and responsibilities for actors assigned to implementing the NSW. The NSW, moreover, did not have a governance map and, accordingly, responsibilities were also not clear. Nonetheless, it was expressed that the implementation of the strategy is a shared responsibility of all relevant parties and the role of the JNCW would be a monitoring and coordinating one. This is, however, likely to result in failure as shared ownership without clarifying different responsibilities often leads to a lack of ownership, which also occurred during the implementation of this strategy. One could argue that this lack of ownership should not have occurred, considering that the government endorsed the strategy. However, the government officials spoken with for this evaluation did not consider the strategy to be a priority and did not feel responsible for its implementation.



A second factor is clearly highlighted by representatives of CSOs and local-level decision makers across all governorates Jordan. They reported to have little to no knowledge of the NSW and its content. Accordingly, it appears that NSW was not disseminated effectively through the media and among relevant actors. One government official consequently shared they “*didn’t feel responsible to implement the strategy*”, indicating that there was a lack of political will. Respondents from FGDs, moreover, even showed some disregard to the strategy as they have never heard of it. For those who did want to use the NSW, it was sometimes hard to access the document; some stakeholders reported it was not available online. In other words, the strategy was not widely available, had not effectively been disseminated through the media and was hard to access for those who wanted to make themselves familiar with its content. For the future strategy, it has already been recommended to develop a media and dissemination plan. Of paramount importance in this regard, however, is that the strategy and its supporting documents (action plan, budget, etc.) can always be accessed online.

The third factor relates to the absence of a prioritized monitoring or executive framework. In the opinion of one government official the strategy was only “*words on paper*” with no corresponding executive plan or mention of indicators. Other stakeholders reported similar sentiments and were also unaware of the existence of the monitoring and evaluation framework. Overall, the NSW was, according to stakeholders, not result-oriented lacking clearly defined indicators, benchmarks, and an action plan. As such, it is almost impossible to monitor progress of the NSW. The three factors above all-together resulted in a situation in which no-one felt responsible for the implementation of the strategy. It should be mentioned here, however, that there was an action plan with indicators and goals divided by year. However, due to the fact that this action plan had been lost for some time, it was not disseminated to stakeholders who therefore were unaware of the existence of this document.

The fourth and fifth factors relate to the involvement of stakeholders. Some stakeholders reported a lack of coordination among stakeholders, which may in part be due to the fact that the strategy does not clarify who is responsible for this. In addition, some reported that not all relevant stakeholders had been involved in the design and planning of the strategy. Although the NSW utilized a participatory framework, information gathered from KIIs does not support that this approach was inclusive of all relevant stakeholders, especially stakeholders outside of Amman. In this regard, it is unclear how stakeholders were identified for participation in the design and planning of the NSW. Only a very small number of stakeholders interviewed participated in the design of the NSW. Stakeholders, moreover, seemed under the impression that the selection of those involved in the design of the NSW was determined by whether or not this person had a personal relationship with the JNCW. While this has not been confirmed, sentiments like these could lead to rejection of the strategy among stakeholders. Because of that, it is recommended that the JNCW clearly outlines how stakeholders are being selected to participate in the designing of the strategy. In addition, the JNCW needs to take on a much larger coordinating role in the future strategy. As the coordinating party for the strategy, the JNCW should be responsible to establish and maintain communication with all parties involved in the implementation of the strategy.

The sixth factor that hampered the achievement of key objectives of the strategy relates to the lack of financial and human resources. The strategy also does not contain a budget or specify the human resources needed for the implementation of its activities and it is unclear who is responsible for the allocation of funds towards the implementation of the strategy. While a separate budget document does exist, this document has again not been shared with stakeholders. Moving forward, it is of paramount importance that the budget is being shared with all actors and entities involved in the implementation of the strategy. In addition, there should be a clear strategy for how funds will be obtained and how they will be managed.

The last factor that hampered the achievement of key objectives of the strategy is that only very limited support existed for the strategy. This in itself hinders the efficient implementation of the strategy. As stated before, the strategy is not a priority among ministries. In addition, various CSOs and other entities that could potentially provide direct or indirect support for its implementation were completely unaware of the existence of the strategy. One of the reasons that the strategy was



not well-known among key stakeholders is that the strategy was not disseminated effectively. For example, some stakeholders report that the soft copy of the NSW was inaccessible. Other stakeholders report that the NSW was not disseminated through the media or published online. As such, stakeholders that could take on a supporting role had issues accessing the strategy and consequently were unaware of the content of the strategy. For the future strategy, it is recommended to develop a communication strategy that outlines communication between the major stakeholders responsible for the implementation of the strategy. In addition, the JNCW should work closely with the different relevant ministries to gauge the level of support the future strategy can expect from these ministries. Additional activities may be needed to further ensure that a future strategy is seen as a key priority among ministries. Such activities may include workshops and seminars with officials from different ministries to discuss the strategy, its progress and the main challenges that hamper the achievement of its objectives.

Key Question:

What would be the most country-specific approach for the efficient implementation of the NSW?

Key Findings:

7. The strategy should clearly describe the role of different government ministries, the JNCW, IMC, and other actors (i.e. CSOs, private sector, academia, etc.) that are supposed to contribute to the implementation of the strategy. JNCW should be tasked with monitoring and coordination roles and providing technical support to implementation by relevant ministries and government officials and ensuring it is moving towards achieving results. The IMC should have an overarching role in ensuring implementation and promoting political will.

Narrative:

It is recommended that the future strategy should clearly describe the role of different government ministries, the JNCW, Inter-Ministerial Committee (IMC), and other actors (i.e. CSOs, private sector, academia, etc.) that are supposed to contribute to the implementation of the strategy. The IMC, which should have a large role in the future strategy, was established in 2015. The role of the IMC is to provide leadership, coordination and accountability for action across government on achieving commitments related to women's human rights within Jordan's Vision 2025 and other national priorities and planning documents. The IMC is at the ministerial level with a rotating chair and includes the membership of the Secretary General of the JNCW. The committee is headed by the minister of planning and international cooperation and comprises of the minister of political and parliamentary affairs, labor minister, state minister for institutional performance development, minister of education and minister of higher education and scientific research, state minister for legal affairs, minister of social development, minister of health, minister of culture and youth, the government coordinator for human rights and secretary general of the Jordanian National Commission for Women.

JNCW, being responsible for technical support to government and non-government on gender issues, should be tasked with monitoring and coordination roles and providing technical support to implementation by relevant ministries and government officials and ensuring it is moving towards achieving results. JNCW should lead technical efforts of all other key stakeholders from public, private, CSOs, etc. and support gender focal points in ministries to promote implementation within their institutions. The IMC on the other hand, as a political body, should have an overarching role in ensuring implementation and promoting political will. To ensure that the needs of all governorates in Jordan are taken into account, it is recommended for the JNCW to assign focal points in each of the different governorates. These focal points can coordinate, monitor and document the implementation of the strategy and function as communication focal points for the stakeholders included in the strategy.



5.4 Sustainability

Key Questions:

- How effectively has the strategy contributed to the establishment of effective partnerships and development of national capacities?
- To what extent have capacities of government actors influenced the achievements of the results?
- What institutional mechanisms and processes have been created to support the implementation and sustainability of the strategy?

Key Findings:

1. The JNCW has successfully contributed to the development of national capacities, gender focal points within government have been established, and many ministries have moved forward with establishing women or gender divisions and directorates.
2. However, government entities only marginally support the NSW and there newly gained capacities have thus not yet been used to achieve the objectives of the strategy.
3. The JNCW has successfully contributed to the development of national capacities. However, a major pitfall here is that the government entities only marginally support the NSW and there newly gained capacities have thus not yet been used to achieve the objectives of the strategy
4. While some stakeholders said their institutional or organizational capabilities had improved over the last six years, they did not assign this to the NSW.
5. Stakeholders are motivated to continue their partnership with the JNCW under the next strategy.
6. Mainstream gender in its policies, strategies and programs, supporting the transition of the government agenda to include gender mainstreaming, providing gender audit training, and capacity building of ministries' gender focal points, who are now capable to conduct gender audits and to provide gender-related insights.

Narrative:

During the 2013-2017 period, the JNCW has contributed to the development of national capacities in a variety of ways, including working closely with the government to mainstream gender in its policies, strategies and programs, supporting the transition of the government agenda to include gender mainstreaming, providing gender audit training, and capacity building of ministries' gender focal points, who are now capable to conduct gender audits and to provide gender-related insights. Overall, it can thus be concluded that the JNCW has successfully contributed to the development of national capacities. However, a major pitfall here is that the government entities only marginally support the NSW and there newly gained capacities have thus not yet been used to achieve the objectives of the strategy. For the future strategy, it is important to ensure that the strategy is actively supported by different government ministries so that the newly gained capacities can be used specifically for the realization of that strategy.

Similarly, some stakeholders said their institutional or organizational capabilities had improved over the last four years, but they did not assign this to the NSW. For the future strategy, however, most stakeholders are still eager to work with the JNCW and wish to be included in the entire process of the strategy, including in the design of the strategy. As for government entities, it is critical to ensure that support is created for the implementation of the future strategy in order to ensure that CSOs are effectively included in this implementation. In this regards, it is recommended for the JNCW to build and maintain relationships with all relevant stakeholders and entities involved in the implementation of the strategy. As part of this, communication channels between the JNCW and stakeholders should be developed and the JNCW should disseminate updates related to the implementation of the strategy on a regular basis, but at least once a month. In addition, stakeholders should regularly be asked to provide input on the main challenges and lessons learned with regards to the implementation of the strategy.

Key Question:

What is the likelihood that the benefits/positive outcomes would be maintained and sustained after the strategy expiration?



Key Findings:

7. Since it is difficult to assign certain outcomes to the strategy, it is not possible to estimate the chance that the benefits/positive outcomes would be maintained and sustained after the strategy expiration?

Although some improvements with regards to gender equality and women's rights have taken place in Jordan between 2013 and 2017, it is unclear to what degree these improvements can be ascribed to the implementation of the NSW. This is partly because there is no monitoring system in place and key performance indicators were not prioritized. As such, it becomes almost impossible to determine the sustainability of the strategy in itself. However, what can be said about the legal reforms that have taken place in this period is that those are likely to sustain over time. What should be taken into account for the future strategy, however, is that although changes may have taken place in the legal framework, this does not automatically translate into different opinions and views among the population in Jordan. As such, it is advisable to ensure that positive legal changes are followed by community awareness raising activities to ensure that the effects of legal changes can sustain over time.



6. Future Strategy

The advancement of gender equality and women's rights cannot be achieved without the commitment of all relevant stakeholders. In the evaluated strategy, some stakeholders were appropriately identified but others were not. In addition, they were not all included in the process of designing the strategy and they were not assigned roles and responsibilities for the implementation of the strategy.

For the future strategy, all relevant stakeholders should be included in the process of designing the strategy. This starts with a mapping of all relevant stakeholders per governorate. Once all stakeholders have been identified and ordered by importance (i.e. one group of stakeholders crucial for the implementation of the strategy and one group of stakeholders important, but not crucial for the implementation of the strategy), the JNCW should reach out to all these stakeholders to inform them that a new strategy will be developed and that their input is warranted. For the most important stakeholders, it is recommended to have a workshop before the designing of the strategy in which all of them can provide their input. For stakeholders considered important, but not crucial, they can be asked to provide input over e-mail. Beneficiaries, moreover, should be asked about their needs through community sessions, which should take place in all governorates. In this phase, it is also important to communicate with stakeholders and entities about their responsibility in the implementation of the strategy. Where possible, stakeholders and entities should officially commit to their responsibilities.

After the input is collected, a draft strategy and supporting documents (budget, action plan, monitoring and evaluation framework, etc.) can be developed. This draft strategy and supporting documents should be presented through a workshop to all stakeholders considered most important for the implementation of the strategy. Stakeholders considered important, but not crucial, should be requested to provide input on the new draft strategy by e-mail. After revising the strategy, the JNCW can opt to do one more round of feedback if this is warranted.

When the strategy has been finalized, it should first be disseminated among all relevant stakeholders. In addition, the strategy and all supporting documents should be published online. If possible, a seminar with all crucial stakeholders should be held to present the strategy as well as the responsibilities of the parties involved in the implementation. The strategy should also be disseminated through the media and other channels.

JNCW, being responsible for technical support to government and non-government on gender issues, should be tasked with monitoring and coordination roles and providing technical support to implementation by relevant ministries and government officials and ensuring it is moving towards achieving results. JNCW should lead technical efforts of all other key stakeholders from public, private, CSOs, etc. and support gender focal points in ministries to promote implementation within their institutions. The IMC on the other hand, as a political body, should have an overarching role in ensuring implementation and promoting political will. To ensure that the needs of all governorates in Jordan are taken into account, it is recommended for the JNCW to assign focal points in each of the different governorates. These focal points can coordinate, monitor and document the implementation of the strategy and function as communication focal points for the stakeholders included in the strategy. The main responsibilities of the focal points include:

- Establish and maintain effective communication lines with relevant stakeholders, including CSOs, academia, governorate council members, private sector and the branches of trade and professional unions;
- Provide technical assistance on gender mainstreaming to governorate council committees to be included in governorate plans and policies;
- Monitor and document issues related to the implementation of the strategy, including issues related to women's rights, gender equality and gender mainstreaming. Also important in this regard is to document challenges and needs for the effective implementation of the strategy;



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- Represent JNCW in meetings and workshops related to women's rights and gender equality at the governorate level;
 - Represent JNCW in governorate and local council meetings, if public;
 - Map stakeholders, projects, programs, and other initiatives related to women's rights and gender equality in the governorate; and
 - Coordinate research efforts, including needs assessment, baseline studies, and impact evaluations conducted by consultants and experts hired by the JNCW.

During the implementation, the JNCW should work closely with the local councils in each of the governorates in Jordan. This is to further ensure that the strategy does not only work towards gender equality and women right's advancements in Amman, but equally works for women all over Jordan. The specific working relationship with the local councils, moreover, should also be clearly described within the strategy. This will ensure that local councils know what to expect and know that they can be held accountable for their role in the implementation of the strategy.

The future strategy also needs to be in line with Jordan's national strategies and priorities. Although the government can play a role in ensuring the objectives of the future NSW are aligned with other national plans, programs, and strategies, the JNCW should assist in guiding this work through overseeing ministries. Furthermore, by working through governorates, municipalities and local councils, which should consistently update the JNCW about the needs of women in the geographical area they are responsible for, the JNCW can ensure that the strategy reflects the needs of women all over Jordan.

The private sector, public sector, and civil society each play an important role in the implementation of the upcoming strategy. The private sector should attempt to increase and encourage women's employment throughout the sector so as to assist in closing the gender gap. As for the media, it will play an important role in delivering accurate information to the people of Jordan. Academics, furthermore, have an important role in influencing discourse and raising awareness on women's rights and gender equality amongst Jordan's younger generations. Civil society actors, lastly, should advocate and provide awareness women's rights and gender equality on the ground. All these responsibilities should be clearly defined within the strategy and specific indicators should be set in order to monitor progress.



7. Conclusions

7.1 Relevance:

- While the NSW 2013-2017 and its objectives are highly relevant to the needs of women and the advancement of gender equality, the priority areas did not adequately address the needs of target beneficiaries or the root causes of gender inequality. Moreover, the strategy was not tailored to the Jordanian context, according to respondents.
- The strategy did not reflect and align with national strategic plans and normative frameworks such as the JRP and the EDP.
- The design of the strategy did not appropriately consider the complexity of national structures, systems and decision-making processes in Jordan.
- The strategy was not effectively disseminated among key actors and did not define responsible parties.

7.2 Efficiency

- Financial, human, and technical resources were not effectively allocated to achieve the objectives put forth in the NSW.
- The strategy did not clarify roles and responsibilities.
- The government did not allocate funds to implement the strategy.
- Limited support for the strategy among key stakeholders existed resulting in little commitment towards and ownership of the strategy.
- Societal and cultural beliefs, and misconceptions about gender equality and women's empowerment hinders the efficient implementation of the strategy.

7.3 Effectiveness

- In the period between 2013 and 2017, large progress has been made with regards to political participation of women, moderate progress has been made with regards to social empowerment of women, and little to no progress has been made with regards to economic empowerment of women.
- The main issue that hampered the effective implementation of the NSW was that the strategy does not assign roles and responsibilities to stakeholders.
- The strategy did not have a prioritized monitoring and evaluation framework and therefore progress for the achievement of the objectives cannot be measured.
- The NSW has not been designed through an inclusive participatory process and therefore awareness and support for the strategy is low.

7.4 Sustainability

- Considering that the effectiveness of the strategy cannot be determined due to the absence of a prioritized monitoring plan or indicators, it is impossible to determine the sustainability of the strategy.
- During the 2013-2017 period, the JNCW has contributed to the development of national capacities in a variety of ways.
- Legal changes are likely to sustain over time, but they do not necessarily mean a change in attitude or perception.



8. Recommendations

8.1 Relevance:

- Develop a plan for the effective dissemination of the strategy. At the very least, this should include a plan for dissemination of the strategy among key stakeholders in all governorates as well as a media strategy to ensure knowledge among the general population.
- Disseminate all relevant documents (strategy, action plan, budget, etc.) to the key stakeholders in order to assure the stakeholders have full knowledge of the strategy and its indicators to measure progress.
- Ensure that the future strategy captures more than just women empowerment, but also focuses on inclusion and integration. By doing this, the strategy looks at gender equality from a more all-encompassing framework.
- Include non-Jordanian women in the future strategy to ensure the strategy is inclusive and directly speaks to the needs of all women in Jordan.
- Include a strong analysis of gender equality issues per governorate in Jordan. This will ensure that stakeholders in the different governorates can adjust their implementation strategy to ensure that the most pressing needs in their governorate are fully addressed.
- Ensure the needs of disabled women are fully captured and addressed.
- Since the inclusion of men is paramount in order to advance women equality, a future strategy should aim to specify how men will provide support to achieve the goals and objectives.
- Design the future strategy so that it considers, reflects, and aligns with Jordan's international commitments and national strategic plans. In particular, decentralization processes, SDGs and JRP should be taken into account when designing the future strategy.
- Ensure that key stakeholders from all governorates are included in the process of designing the future strategy.
- The designing of the strategy should be a collaborative process over time. At least, stakeholders should be able to comment and provide input on the strategy two different times. The first time should be at the start of the designing phase and the second time should be after the draft strategy has been developed. If possible, one could opt to add a third meeting in here at the end of the designing phase for stakeholders to give their final comments.
- Community sessions should be held in order to involve the beneficiaries of the strategy, such as women in rural areas, youth, people with disabilities and refugee women, in the design of the strategy.
- Conduct an annual review of the future strategy. This review should again be done through a participatory process in which stakeholders from all governorates are included.
- Incorporate the strategic objectives of the NSW in government strategies and plans that are being developed during the implementation of the strategy.

8.2 Efficiency

- Disseminate all relevant documents (strategy, action plan, budget, etc.) to the key stakeholders in order to assure the stakeholders have full knowledge of the strategy and the funds needed to effectively implement the strategy.
- The future strategy should clarify who is responsible for allocating funds towards the implementation of the strategy. For this, the JNCW can make use of the same funding model as is being used for the JONAP.
- Develop a monitoring and evaluation plan which can be used at the governorate level to measure progress with regards to the achievement of the set objectives.
- Clarify the role of the JNCW and all other relevant stakeholders involved in the coordination or implementation of the strategy. Where possible, stakeholders should officially confirm their responsibility in the implementation of the strategy.
- Ministries should function as the main implementors of the strategy and other stakeholders (i.e. CSOs, private sector, etc.) should support those efforts.
- Responsibility should be based on the decision making structure in Jordan. Therefore, JNCW focal points should be appointed in each governorate. These focal points should communicate with the relevant stakeholders in their respective governorate as well as monitor and report on the progress of the implementation of the strategy.



- Ensure that the future strategy contains specific action points for each of the established axes on how to deal with the societal views and beliefs that counteract these achievement of those objectives. A particular important role in this regard should be assigned to CSOs at the governorate level.

8.3 Effectiveness

- The future strategy should clearly describe the role of different government ministries, the JNCW, IMC, and other actors (i.e. CSOs, private sector, academia, etc.) that are supposed to contribute to the implementation of the strategy
- JNCW should be tasked with monitoring and coordination roles and providing technical support to implementation by relevant ministries and government officials and ensuring it is moving towards achieving results. The IMC on the other hand, as a political body, should have an overarching role in ensuring implementation and promoting political will.
- The JNCW should work closely with governorates, municipalities, local councils and other stakeholders and take a leading role in the communication with these stakeholders and entities.
- The future strategy and its supporting documents (action plan, budget, etc.) should always be accessible online.
- The future strategy should contain a monitoring and evaluation plan that can be used at the governorate level.
- For the future strategy, the JNCW should clearly outline how stakeholders are being selected to participate in the designing of the strategy.
- JNCW should work closely with the different relevant ministries to gauge the level of support the future strategy can expect from these ministries. Additional activities may be needed to further ensure that a future strategy is seen as a key priority among ministries. Such activities may include workshops and seminars with officials from different ministries to discuss the strategy, its progress and the main challenges that hamper the achievement of its objectives.

8.4 Sustainability

- Ensure that the strategy is actively supported by different government ministries so that the newly gained capacities can be used specifically for the realization of that strategy.
- The JNCW should build and maintain relationships with all relevant stakeholders and entities involved in the implementation of the strategy. As part of this, communication channels between the JNCW and stakeholders should be developed and the JNCW should disseminate updates related to the implementation of the strategy on a regular basis, but at least once a month. In addition, stakeholders should regularly be asked to provide input on the main challenges and lessons learned with regards to the implementation of the strategy.
- Ensure that positive legal changes are followed by community awareness raising activities to ensure that the effects of legal changes can sustain over time.

Annex 1: Evaluation Matrix

Evaluation Parameters	Evaluation Questions	Indicators	Data Source	Assumptions
Relevance	Were the priority areas of the strategy appropriate to address the needs of targeted beneficiaries? Were these areas appropriate to address root causes of inequalities and the achievement of GEEW in Jordan?	<ul style="list-style-type: none"> Progress made with regards to the indicators and targets included in the Strategy Identified methods to address each of the root causes of inequality in Jordan 	Desk Review, KIIs with UN Women Staff, KIIs with JNCW staff, KIIs with CSO staff, KIIs with government officials	Information is available and stakeholders are willing and able to meet
	Was the design of the strategy appropriate to the complexity of national structures, systems and decision-making processes in Jordan?	<ul style="list-style-type: none"> Actions taken towards implementation of the Strategy Inclusion of gender in strategies of each of the government bodies Level of responsibility for the implementation of the Strategy expressed by duty bearers 	KIIs with UN Women Staff, KIIs with JNCW staff, KIIs with government officials	Stakeholders are willing and able to meet
	How does the strategy reflect and align with other national strategic plans and normative frameworks such as the JRP and the EDP and Jordan's international obligations and commitments in the field of women's rights and gender equality specifically, the Beijing Platform, CEDAW, 50-50 planet and the SDGs?	<ul style="list-style-type: none"> Overview of international commitments made by Jordan To what extent were beneficiaries of the Strategy part of its design and implementation National structures, systems and decision-making processes 	Desk Review , KIIs with UN Women Staff, KIIs with JNCW staff	Information is available and stakeholders are willing and able to meet
Effectiveness	What has been the progress made towards achievement of the expected general and specific results included in the strategy? What were the key factors contributing to the achievement or non-achievement of the expected results of the strategy?	<ul style="list-style-type: none"> Progress made with regards to the indicators and targets included in the Strategy Changes in the national context of the strategy Inclusion of gender in strategies of each of the government bodies 	KIIs with UN Women Staff, KIIs with JNCW staff, KIIs with CSO staff, KIIs with government officials, KIIs with Parliament Staff, FGDs with local government / municipality officials and local CSOs	Stakeholders are willing and able to meet
	To what extent have capacities of government actors influenced the achievements of the results?	<ul style="list-style-type: none"> Level of responsibility for the implementation of the Strategy expressed by duty bearers 	KIIs with UN Women Staff, KIIs with JNCW staff, KIIs with CSO staff, KIIs with government officials	Information is available and stakeholders are willing and able to meet
	Did the strategy include effective action plans, monitoring mechanisms	<ul style="list-style-type: none"> Number of assessments completed Stakeholders included in the design 	KIIs with UN Women Staff, KIIs with JNCW staff	Information is available and stakeholders are willing and able to

	and indicators in place to measure progress towards results?	of the strategy		meet
	To what extent were relevant stakeholders included in the planning and designing of the strategy?	<ul style="list-style-type: none"> ▪ Definition of the role of key stakeholders in the implementation of the strategy ▪ Alignment with other national policies, strategies and commitments 	KIIs with UN Women Staff, KIIs with JNCW staff, KIIs with CSO staff, KIIs with government officials, KIIs with Parliament Staff	Stakeholders are willing and able to meet
	Was the contribution of key stakeholders to support the achievement of the objectives of the strategy well-articulated?	<ul style="list-style-type: none"> ▪ Number of meetings held between JNCW and primary duty bearers ▪ Number of action plans (in each of the ministries) JNCW supported in drafting 	KIIs with UN Women Staff, KIIs with JNCW staff, KIIs with CSO staff, KIIs with government officials	Stakeholders are willing and able to meet
	What would be the most country specific approach for the efficient implementation of the NSW?	<ul style="list-style-type: none"> ▪ Overview of the network of international donors, key government stakeholders and civil society actors that JNCW coordinates with 	KIIs with JNCW staff, KIIs with CSO staff, KIIs with government officials, KIIs with Parliament Staff	Stakeholders are willing and able to meet
	To what extent has the Strategy been able to guide the work in Jordan towards gender equality?	<ul style="list-style-type: none"> ▪ Organizational structure of JNCW ▪ Integration and use of monitoring and reporting mechanisms on gender related outcomes in other ministries' strategies and action plans 	KIIs with JNCW staff, KIIs with CSO staff, KIIs with government officials, KIIs with Parliament Staff	Stakeholders are willing and able to meet
Efficiency	Were the resources (financial, human, technical support, etc.) effectively allocated to achieve the strategy's results?	<ul style="list-style-type: none"> ▪ Budget allocation to gender equality within each of the government bodies (in terms of staff hours, responsibilities given to gender focal points, budget etc.) ▪ Budget management and coordination of CSOs working on gender equality and women's 	KIIs with UN Women Staff, KIIs with JNCW staff, KIIs with government officials	Stakeholders are willing and able to meet

	Were there any constraints (e.g. political, cultural, practical, and bureaucratic) identified in the implementation of the different actions and what steps or remedial procedures were taken to overcome these challenges?	<ul style="list-style-type: none"> rights ▪ Coordination of received funding towards gender equality by and between international community and government ▪ Expenditure patterns of JNCW ▪ Level of commitment of stakeholders towards Strategy ▪ Challenges identified in JNCW reporting ▪ Amendments to the strategy made due to changes in the context 	KIIs with UN Women Staff, KIIs with JNCW staff, KIIs with government officials	Information is available and stakeholders are willing and able to meet
Sustainability	How effectively has the strategy contributed to the establishment of effective partnerships and development of national capacities?	<ul style="list-style-type: none"> ▪ Number of partnerships and areas of cooperation ▪ Assessment of national capacities ▪ Changes in legislation ▪ Strategic priorities of key duty bearers ▪ Existence of a network of cooperation between CSOs working on women's rights and gender equality ▪ National structures, systems and decision-making processes 	KIIs with JNCW staff, KIIs with CSO staff, KIIs with government officials, FGDs with local government/municipality officials and local CSOs	Stakeholders are willing and able to meet
	What is the likelihood that the outcomes would be maintained and sustained after the strategy expiration?		KIIs with CSO staff, KIIs with government officials, KIIs with Parliament Staff	Stakeholders are willing and able to meet

Annex 2: Qualitative Data Collection Tools

All interviews will start with the following text to acquire informed consent for conducting the interview:

“Good morning/afternoon/evening. My name is _____ and I work at Forcier Consulting. We are conducting this interview on behalf of JNCW, supported by UN Women, regarding the implementation of the 2013-2017 National Strategy for Women in Jordan. By participating in this evaluation you could greatly help us to understand how the implementation of the Strategy went. We will not discuss your responses with anyone and your name will not appear in connection to the information you give us. You do not have to answer any questions that you do not want to answer. No one will give you money or gifts to participate in this activity. However, your honest answers to these questions will inform future strategies and policies. We would greatly appreciate your participation in this interview which will last approximately 1 hour. I will also be voice recording the interview in order to capture all the information. This is for our use only and will not be shared. Are you willing to participate? (YES/NO)”

Stakeholder Meeting

In general, which factors affect (positively or negatively)

- (a) Public dialogue about Women's Rights and, as a separate topic, gender equality, and**
- (b) Active implementation of strategies/policies/laws in terms of gender equality.**

What, in your opinion, were the main obstacles limiting or preventing impact of the 2013-2017 Strategy?

For an upcoming Strategy for Gender Equality, which stakeholders should definitely be involved in the update, implementation and progress monitoring of the Strategy and what should their specific roles be?

1. Did you participate in drafting the strategy?

(YES / NO) Comments:

2. Were you invited to participate in reviewing the strategy during its implementation period?

(YES / NO) Comments:

3. Did you or your organization, entity receive any periodical or final report related to the implementation of the strategy?

(YES / NO) Comments:

4. Did you receive regular news and updates about the JNCW work progress?

(YES / NO) Comments:

5. Do you believe in the role of JNCW as the strategic platform for gender equality?

(YES / NO) Comments:

6. Do you see JNCW having more tangible impact in the future if continue working in the same direction?

(YES / NO) Comments:

7. Do you recommend to wide JNCW mandate than what having currently?

(YES / NO) Comments:

8. Is JNCW represented at filed/local level?

(YES / NO) Comments:

9. Do you see the JNCW's structure sufficient to meet its strategic goals as stipulated in the 2013-2017 strategy?

(YES / NO) Comments:

10. Do you think that JNCW succeed in implementing its strategy?

(YES / NO) Comments:

KII with UN Women Staff & JNCW

SECTION 1: Introduction		
	Questions	Answers
1.	Please tell me about your role within your organisation and how your work activities are connected with the implementation of the National Strategy for Women (NSW) by the Government of Jordan.	
2.	Please tell me what you know about the design phase of the NSW. <i>[Prompt: What can you tell me about the inclusion of relevant stakeholders in the planning and design of the strategy? Which particular groups of stakeholders were not involved? How closely involved would you say stakeholders were?]</i>	
3.	Please explain with what specific activities were planned under the strategy in order to achieve the strategy's objectives?	
4.	Please explain with whom, based on the NSW, you perceived the responsibility for implementation of the Strategy and its activities lay.	
5.	To what extent did the Strategy take vulnerable and hard to reach groups into consideration (in terms of gender and in terms of social group)?	
SECTION 2: Effectiveness		
	Questions	Answers
6.	Over the 2013-2017 period, what progress would you say the implementation of the NSW has made? <i>[Prompt: In what areas has the implementation of the Strategy not made any progress? Where there areas that worsened during this period? If so, which ones?]</i>	
7.	What were the key factors contributing to the achievement or non-achievement of the expected results of the NSW? <i>[Prompt: Kindly elaborate]</i>	
8.	Please describe how the implementation of the NSW was monitored: <ul style="list-style-type: none"> a. Was the strategy result-oriented, with indicators, benchmark, clearly defined responsible parties / bodies and was there an action plan in place to guide the implementation of the strategy? <i>[Prompt: In your opinion, were these specific enough / did they provide sufficient practical guidance?]</i> b. What kind of monitoring mechanisms were in place and how appropriate do you think they were for their purpose? <i>[Prompt: For each of these mechanisms, was it clear who was ultimately responsible?]</i> c. (to the best of your knowledge) How closely was progress monitored in practice? 	
SECTION 2: Efficiency		
	Questions	Answers
9.	Were the resources (financial, human, and material) allocated strategically to achieve the NSW's results? <i>[Prompt: Kindly elaborate on each of these resources]</i>	a. Financial: b. Human: c. Material:
10.	To the best of your knowledge, which constraints were identified	

	<p>during the implementation (e.g. political, practical, financial, bureaucratic, etc.)? For each of them, (1) what was done to overcome these constraints, and (2) how would you rate the level of effort that was put into overcoming these constraints? <i>[Prompt: Kindly elaborate on each constraint]</i></p>	
SECTION 3: Sustainability		
	<i>Questions</i>	<i>Answers</i>
11.	What can you tell me about the effect the 2013-2017 NSW has had on the establishment of effective partnerships between UN Women, JNCW, CSOs, the Government, media, academia, the private sector, etc.?	
12.	How has the 2013-2017 NSW affected the development of national capacities in each of the above mentioned groups?	<p>a. JNCW: b. CSOs: c. Media: d. Academia: e. Private Sector: f. Government:</p>
13.	<p>What is the likelihood that the benefits from the 2013-2017 NSW will be sustained and support future strategies to promote gender equality and women's rights? <i>[Prompt: Kindly explain your answer]</i></p>	
SECTION 4: Final Remarks		
	<i>Questions</i>	<i>Answers</i>
14.	Please name one best practice and one lessons learnt, based on the implementation of the 2013-2017 NSW.	<p>Best Practice: Lesson Learnt:</p>
15.	Given the current context in Jordan, what would be your key recommendation for the implementation of the 2020-2025 implementation of the NSW?	
16.	Is there anything else you would like to share?	

KII with Jordanian Government Officials & Members of the Parliament

SECTION 1: Introduction & Relevance		
	<i>Questions</i>	<i>Answers</i>
1.	Please tell me about your position and how you were involved in the design, planning and / or implementation of the National Strategy for Women by the Government (NSW).	
2.	<p>In what ways would you say the NSW reflects and aligned with other national strategic plans and normative frameworks such as the JPR and the EDP? <i>[Prompt: what about Jordan's international commitments in the field of women's rights and gender equality? Think of the Beijing Platform, CEDAW and the SDGs.]</i></p>	
3.	In your opinion, was the strategy appropriate to the complexity of national structures, systems and decision-making processes in Jordan?	
4.	To what extent do you think the NSW is relevant to your work? Please explain your answer.	
SECTION 2: Effectiveness		
	<i>Questions</i>	<i>Answers</i>
5.	Please explain to what extent you think the NSW was effective in achieving its objectives? What do you think the reason was for this (absence of) success?	

6.	If not mentioned in the previous question, to what extent do you feel you were personally responsible to support the implementation of the NSW?	
7.	At any stage, were you actively involved in the implementation or monitoring of the implementation of the NSW? If so, how?	
SECTION 2: Efficiency		
	<i>Questions</i>	<i>Answers</i>
8.	Did you personally, or any one working with you allocate any resources towards gender or women's rights in direct relation to the NSW? Please explain why or why not	
SECTION 3: Sustainability		
	<i>Questions</i>	<i>Answers</i>
9.	In the past four years, has your relationship with JNCW grown stronger? If so, how?	
10.	Have your and your team's capacity to implement the Strategy improved during 2013-2017. If so, how?	
11.	What would you say is the likelihood that the benefits from the 2013-2017 NSW will be sustained and support future strategies to promote gender equality and women's empowerment? [Prompt: Kindly explain your answer]	
12.	For a future strategy, who do you think should be the key stakeholders involved in the design and implementation of the strategy? Please also explain the exact roles each of these stakeholders should have.	
SECTION 4: Final Remarks		
	<i>Questions</i>	<i>Answers</i>
14.	Given the current context in Jordan, what would be your key recommendation for the implementation of the 2020-2025 implementation of the NSW?	
15.	Is there anything else you would like to share?	

KII with Representatives of the International Community

SECTION 1: Introduction & Relevance		
	<i>Questions</i>	<i>Answers</i>
1.	Please tell me about your work activities are connected with the implementation of the National Strategy for Women by the Government (NSW) of Jordan.	
2.	Please tell me what you know about the design phase of the NSW. [Prompt: What can you tell me about the inclusion of relevant stakeholders in the planning and design of the strategy? Which particular groups of stakeholders were not involved? How closely involved would you say stakeholders were?]	
3.	To what extent do you consider the design of the NSW successful in terms of addressing the underlying causes of gender inequality?	
4.	In your opinion, was the strategy appropriate to the complexity of national structures, systems and decision-making processes in Jordan?	
SECTION 2: Effectiveness		
	<i>Questions</i>	<i>Answers</i>
5.	Please explain to what extent you think the NSW was effective in achieving its objectives? What do you think the reason was for this (absence of) success?	
6.	At any stage, were you actively involved in the implementation or monitoring of the implementation of the NSW? If so, how?	
7.	What can you tell me about the level of acceptance of the NSW and	

	involvement in the implementation of the NSW by key stakeholders?	
SECTION 2: Efficiency		
	<i>Questions</i>	<i>Answers</i>
8.	What can you tell me about the coordination and management of funding towards projects or initiatives that support gender equality and / or women's rights?	
9.	Based on your experience, what are the main constraints faced by actors promoting gender equality or women's rights? To what extent are actors able to overcome these issues?	
SECTION 3: Sustainability		
	<i>Questions</i>	<i>Answers</i>
11.	What can you tell me about the effect the 2013-2017 NSW has had on the establishment of effective partnerships between UN Women, JNCW, CSOs, the Government, media, academia, the private sector, etc.?	
12.	How has the 2013-2017 NSW affected the development of national capacities in each of the above mentioned groups?	a. JNCW / yourself: b. CSOs: c. Media: d. Academia: e. Private Sector: f. Government:
12.	For a future strategy, who do you think should be the key stakeholders involved in the design and implementation of the strategy? Please also explain the exact roles each of these stakeholders should have.	
SECTION 4: Final Remarks		
	<i>Questions</i>	<i>Answers</i>
15.	Given the current context in Jordan, what would be your key recommendation for the implementation of the 2020-2025 implementation of the NSW?	
16.	Is there anything else you would like to share?	

KII with Civil Society Organization Representatives

SECTION 1: Introduction & Relevance		
	<i>Questions</i>	<i>Answers</i>
1.	Please tell me about your position and how you were involved in the design, planning and / or implementation of the National Strategy for Women by the Government (NSW).	
2.	Do you think the priority areas (Researcher brings brief summary for reference to the interview) in the NSW are appropriate to address these root causes of challenges regarding women's rights and gender equality? <i>[Kindly explain your answer.]</i>	
3.	In your opinion, was the strategy appropriate to the complexity of national structures, systems and decision-making processes in Jordan?	
4.	To what extent do you think the NSW is relevant to your work? Please explain your answer.	
SECTION 2: Effectiveness		
	<i>Questions</i>	<i>Answers</i>
6.	Over the 2013-2017 period, what progress would you say the implementation of the NSW has made?	

	<i>[Prompt: In what areas has the implementation of the Strategy not made any progress? Where there areas that, in fact, worsened during this period? If so, which ones?]</i>	
7.	What were the key factors contributing to the achievement or non-achievement of the expected results of the NSW? <i>[Prompt: Kindly elaborate. To what extent did the capacities of government actors influence the achievement or non-achievements of the NSW? What could have been done to prevent this?]</i>	
7.	At any stage, were you actively involved in the implementation or monitoring of the implementation of the NSW? If so, how?	
SECTION 2: Efficiency		
	<i>Questions</i>	<i>Answers</i>
8.	What can you tell me about the coordination between Civil Society Organizations towards gender equality and women's rights?	
9.	In your opinion, how well was the role in supporting the achievement of the NSW of each stakeholder articulated? <i>[Prompt: Specifically explain what the articulated role of organizations such as your own was. According to you, how could this have been done better?]</i>	
SECTION 3: Sustainability		
	<i>Questions</i>	<i>Answers</i>
10.	In the past four years, has your relationship with JNCW grown stronger? If so, how?	
11.	Have your and your team's capacity to implement the Strategy improved during 2013-2017. If so, how?	
12.	What would you say is the likelihood that the benefits from the 2013-2017 NSW will be sustained and support future strategies to promote gender equality and women's empowerment? <i>[Prompt: Kindly explain your answer]</i>	
13.	For a future strategy, who do you think should be the key stakeholders involved in the design and implementation of the strategy? Please also explain the exact roles each of these stakeholders should have.	
SECTION 4: Final Remarks		
	<i>Questions</i>	<i>Answers</i>
14.	Given the current context in Jordan, what would be your key recommendation for the implementation of the 2020-2025 implementation of the NSW?	
15.	Is there anything else you would like to share?	

KII with Private Sector, Media and Academia Representatives

SECTION 1: Introduction & Relevance		
	<i>Questions</i>	<i>Answers</i>
1.	Please tell me about the work that you do?	
2.	To what extent do you consider the design of the NSW successful in terms of addressing the underlying causes of gender inequality?	
3.	To what extent do you think the NSW is relevant to your work?	
4.	At any stage, were you actively involved in the implementation or monitoring of the implementation of the NSW? If so, how?	
5.	What can you tell me about the level of acceptance of the NSW and involvement in the implementation of the NSW by key stakeholders?	
SECTION 2: Effectiveness		
	<i>Questions</i>	<i>Answers</i>
6.	Looking at the overview of priorities of the NSW, in which of the priority areas would you say you notice the most progress in? In which none? Is there a priority area that in fact deteriorated over the	

	past years?	
7.	What can you tell me about the work your team has done to advance the objectives set out in the NSW?	
8.	Are you aware of any specific roles that the private sector, the media or academia was meant to play in the implementation of the NSW? If so, please explain.	
SECTION 3: Sustainability		
	<i>Questions</i>	<i>Answers</i>
9.	Can you tell me a little bit about the relationship you have with JNCW and how this relationship changed between 2013 and 2017?	
10.	To what extent do you personally feel obliged to contribute to gender equality and women's rights through your work?	
11.	For a future strategy, who do you think should be the key stakeholders involved in the design and implementation of the strategy? Please also explain the exact roles each of these stakeholders should have.	
SECTION 4: Final Remarks		
	<i>Questions</i>	<i>Answers</i>
12.	Given the current context in Jordan, what would be your key recommendation for the implementation of the 2020-2025 implementation of the NSW, especially to the benefit of women working or aspiring to work in the private sector?	
13.	Is there anything else you would like to share?	

FGD with Representatives of CSOs and Local-level Decision Makers

SECTION 1: Introduction & Relevance		
	<i>Questions</i>	<i>Answers</i>
1.	Please tell me about the work that you do?	
2.	How familiar are you with the NSW? (the researcher either has one of the respondents explain the contents of the NSW and fills in gaps, or the researcher explains the NSW)	
3.	To what extent do you think the NSW is relevant to your work?	
4.	What can you tell me about the sort of work you do that relates to gender equality and women's rights?	
SECTION 2: Effectiveness		
	<i>Questions</i>	<i>Answers</i>
5.	Looking at the overview of priorities of the NSW, in which of the priority areas would you say you notice the most progress in? In which none? Is there a priority area that in fact deteriorated over the past years?	
6.	Who do you think is responsible to ensuring gender equality and women's rights?	
7.	Do you think you personally have a role to play in advancing gender equality and women's rights?	
SECTION 3: Sustainability		
	<i>Questions</i>	<i>Answers</i>
8.	Can you tell me about any networks in your area of organisations, persons or other actors that work on gender equality and women's rights? What do you think of them?	
10.	For a future strategy, who do you think should be the key stakeholders involved in the design and implementation of the strategy? Please also explain the exact roles each of these stakeholders should have.	
SECTION 4: Final Remarks		
	<i>Questions</i>	<i>Answers</i>

11.	Given the current context in Jordan, what would be your key recommendation for the implementation of the 2020-2025 implementation of the NSW?	
12.	Is there anything else you would like to share?	

Annex 3: List of Literature Provided by UN Women

- 2013-2017 National Strategy for Women
- 2018-2021 Jordanian National Action Plan for advancing the implementation of UN Security Council resolution 1325 on Women
- Jordan Response Plan
- Jordan Vision 2025
- National Executive Development Programme Tool
- Peace and Security (UNSCR 1325)
- National Strategy for human rights
- National Strategy for Human Resource Development
- Governorates Development Program
- Jordan National periodic reports to CEDAW committee
- Sectoral Strategies of different government departments
- Jordan Shadow NGO reports
- UN committee review Jordan reports on women's rights
- UN Common Country Assessments

Annex 4: List of Stakeholders Interviewed

Stakeholder(s)	Type of Interview
UN Women	KII
UN Women	KII
Jordanian National Commission for Women	KII
Jordanian National Commission for Women	KII
Jordanian National Commission for Women	KII
International community – Takamol (USAID)	KII
International community – Takamol (USAID)	KII
International community - GIZ	KII
Government - Member of parliament	KII
Government - Member of parliament	KII
Government - Senator	KII
Government – Ministry of Planning and International Cooperation	KII
Government - Ministry of Labour	KII
Government - Ministry of Labour	KII
Government - Ministry of Social Development	KII
Woman in Academics	KII
CSO Representative - Union of Women	KII
CSO Representative - Arab Womens Association	KII
CSO Representative – Al Theraya Studies Centre	KII
CSO Representative - Karak Castle Organization	KII
Private sector - Hotel	KII
CSOs and local decision makers in Karak and Tafilah	FGD
CSOs and local decision makers in Irbid, Jerash and Mafraq	FGD
CSOs and local decision makers in Amman and Madaba	FGD
CSOs and local decision makers in Aqaba	FGD
CSOs and local decision makers in Ajloun, Zarqa, East Amman, Mafraq and Balqaa	FGD

Annex 5: Biography of Key Members Research Team

Sarah Nijholt (Technical Advisor)

Ms. Nijholt is Forcier's Director for the Middle East and North Africa unit. Ms. Nijholt develops research methodologies, qualitative and quantitative tools, and sampling designs for projects conducted in the region. Additionally, she provides quality controls on all data and analysis, as well as ensuring high quality deliverables are submitted to each client. With five years of research experience in logistically complex environments, Ms. Nijholt has experience designing quantitative and qualitative research tools and conducting analysis related to gender inequality and women empowerment, and has worked extensively on evaluations related to vulnerable and conflict-affected populations. To date, Ms. Nijholt has contributed to more than 50 research initiatives with Forcier. Prior to joining Forcier, Ms. Nijholt spent three years in Cambodia working in various capacities for Action Pour Les Enfants, leading research projects on child protection and contributing to the development of community-led protection initiatives and networks. Ms. Nijholt has an LL.M. in Forensics, Criminology and Administration of Justice from Maastricht University, as well as a B.Sc. in Sociology from the University of Groningen. She is a native Dutch speaker and is fluent in English.

Rama Erekat (Senior National Gender Expert)

Ms. Erekat has more than fourteen years of experience with programming targeting gender and women's empowerment in Jordan. She has conducted numerous evaluations for projects on women's social, civic, and economic rights with clients including ILO and the European Commission. With the Foundation for the Future, Ms. Erekat led a baseline study to assess the opportunities for the development of a network of local women's associations and fostering partnerships between women's CBOs and government entities. With the Legal Aid Association, Ms. Erekat studied trends in criminal justice in Jordan and drafted a booklet on women's rights according to the Status Law. She has also conducted numerous trainings on gender mainstreaming, gender equality, and women's rights with international and national NGOs targeting government officials, youth, and women's CBOs. Ms. Erekat has become a recognized expert in the legal, social, and economic rights of women in Jordan and has contributed to robust analysis of policies and social structures impacting women's access to their rights. Ms. Erekat holds an M.A. in Human Rights and Human Development from the University of Jordan, an M.A. in Public Administration from the Ecole Nationale d'Administration de Rabat, and a B.Sc. in Law from Mu'tah University.

Etta van Sprang (Team Leader)

Ms. van Sprang is Forcier's Research Manager in the Middle East and North Africa. In this role, she oversees research projects undertaken in countries throughout the region, providing technical assistance on research methods, project design, and analytical experience to our clients. She is responsible for the design, implementation, and supervision of research projects, including the analysis and production of high-quality deliverables. Prior to joining Forcier, Ms. van Sprang coordinated education projects for Palestinian refugees in Lebanon. Ms. van Sprang holds a Bachelor's degree in History from the University of Amsterdam. She is a native speaker of Dutch, is fluent in English and German, and speaks intermediate Arabic.

Abby El Shafei (Team Leader)

Ms. Shafei is a Research Officer in Forcier's MENA unit. As a Research Officer, Ms. El Shafei is responsible for conducting analysis and report writing, as well as overseeing teams in the field, developing research tools, and conducting quality control for all on-going data collection. She regularly conducts trainings on data collection methods and survey tools for teams in Sudan and across the Middle East. Prior to joining Forcier, Ms. El Shafei assisted research conducted by UN DESA/DPADM on the application of the Sustainable Development Goals. Ms. El Shafei holds an M.A. in International Human Rights Law from the American University in Cairo, as well as a B.Sc. in Psychology from Stony Brook University. She is a native speaker of English and is proficient in Arabic.

Farah Saif (Senior Evaluator)

Ms. Saif has worked as an Programme Assistant Trainee in Jordan. In this role, she conducted and assisted with focus group discussions and key information interviews. In addition, she worked as a Gender Diversity Management Trainee in Jordan. In this role, she worked with partner organizations and the private sector to further develop gender diversity programme activities as well as policies related to gender equality in the work environment. Ms. Saif holds an B.A. in Financial Economics from the Hashemite University. She is fluent in Arabic and English.

Forcier Consulting

Forcier is a development research firm that operates in challenging post-conflict environments. Established in 2011 in South Sudan, Forcier has invested in developing methodologies and approaches to research that are contextually appropriate and feasible, whilst adhering to international standards for social science research and utilizing the latest data collection technology available. Our core services include population and social science research, project evaluations, market assessments for livelihoods and vocational trainings, private sector and market research for feasibility studies, strategic planning and representation, and training and capacity building workshops.



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