



# Gender & Trade Summary





## **INTRODUCTION**

### **Context of the country**

- **Socio-demographic data,**

The latest figures released by the Department of Statistics indicate that in 2016, Jordan's population reached 9.798 million, with a population growth rate of 2.4%. Also 34.3% of the population are under the age of 15; 62% are in the 15-64 age group; and 3.7% are over 65 years old. 90.3% of the population live in urban areas and 9.7% in rural areas. The median age of the population is 22.4 years. Males outnumber females in Jordan: the gender ratio is 112.5 men to 100 women.

- **Political, Judicial and Economic Systems,**

The Hashemite Kingdom of Jordan is a constitutional monarchy. The Jordanian Constitution provides that the system of government is parliamentary with a hereditary monarchy. The Nation is the source of all powers. The Legislative Power is vested in the National Assembly and the King. The Government is the supreme executive and administrative body of the Jordanian State. The Council of Ministers is entrusted with the responsibility of administering all affairs of the State, internal and external. It consists of the Prime Minister and a number of Ministers. The Prime Minister oversees the work of the Government, and chairs the Council of Ministers.

The Civil Service Bureau, the General Intelligence Directorate, the Supreme Judge Department, the Legislation and Opinion Bureau, and the Audit Bureau, all fall under the supervision of the Prime Minister. The Judicial Power is exercised by the different courts of law, and all judgments are given in accordance with the law and pronounced in the name of the King. Judges are independent, and in the exercise of their judicial functions, they are subject to no authority other than that of the law. Courts are divided into three categories: Civil Courts, Religious Courts, and Special Courts

### **Framework of the study**

Thus, the regional project in collaboration between CAWTAR and SIDA entitled « Empowering Women towards Gender Equality in the MENA Region through Gender Mainstreaming in Economic Policies and Trade Agreements» intends to produce data and information to present evidence that show a correlation between Gender and Trade to be used in advocacy, policy dialogue and planning for change towards gender equality.

The initial hypothesis of the study is that gender is partially mainstreamed in economic policies and trade. To test the hypothesis of the study, it was important to answer an important question: Why women are not able to enter commercial markets and are able to do business in Jordan.

The study comprises three parts. Part I is dedicated to highlight issues related to gender equality, human rights and development. It portrays main important indicators for gender, rights and development. It also highlights the legal and human rights including economic and social rights and presents policies / strategies and mechanisms at national in relation to gender equality and the economic empowerment of women. While, Part II is dedicated to the GAAA Gender and Trade, where it presents the findings of the survey at the organization, programmes and advocacy levels. Finally, Part III is dedicated to highlighting the achievements in relation to gender equality and economic empowerment of women with special focus on trade as well as highlighting the gaps that needs to be addressed and the way forward.

## PART I : GENDER EQUALITY, HUMAN RIGHTS & DEVELOPMENT

This part highlights the issues related to Gender Equality, Human Rights and Development, based on the available indicators and the analysis of legal and human rights, including economic rights, as well as the policies, strategies and mechanisms established at the national level in relation to Gender equality and women's economic empowerment.

### 1.1. Gender Indicators, Human rights and Development

**Table 1: Sex-Disaggregated Data  
Education, Health& RH, public participation**

Indicator	Female	Male	Sex-ratio
<b>Gender Inequality Index (2018)<sup>(8)</sup>, ranking 138 out of 149 countries</b>	(0.605)		
<b>Education</b>			
Literacy rate	10 %	3.5 %	-2.8
Primary level	49.2 %	50.3 %	1
Secondary level	55.4 %	44.6 %	-1.2
Tertiary level <sup>(2)</sup>	51.6 %	48.4 %	-1
<b>Health / Sexual &amp; Reproductive Health<sup>(3)</sup></b>			
Life expectancy at birth	62.4	62.4	1.04
Mortality, childbirth: age-standardized death	33		
Mortality, childbirth: age-standardized death	33		
<b>Political Participation / Participation In Governance<sup>(4)</sup></b>			
Life expectancy at birth	74.2	72.8	-1.4
maternal mortality ratio	19/ per 100 000 live births		
percentage of using contraceptives (women 15-49 years old)	61.2		
<b>Political Participation / Participation In Governance</b>			
Women Members of the parliament (#,%)	20 / 15.3%	110/ 84.7%	5.5
Women at ministerial positions <sup>(5)</sup> (# ,%)	7 / 24.1%	22/ 75.9%	3.1
Women in the judiciary (# or % if available)	180, 18.5%	790, 81.5%	4.4%

1. World Economic Forum. 2018 : [http:// reports.weforum.org/global-gender-gap-report-2018](http://reports.weforum.org/global-gender-gap-report-2018)
2. Statistics of Ministry of High Education 2015-2016
3. Statistical Yearbook 2016 / Department of Statistics
4. Idem
5. The formation of the government of Omar Razzaz June2018

Jordan ranks 138th out of 149 countries in the 2018 Global Gender Gap Index Report issued by the World Economic Forum. This low ranking is largely attributable to the poor economic participation of women, a fact confirmed by national indicators. Indeed, women's unemployment rate in Jordan amounts to 27.8%, the highest rate for years. Moreover, the presence of women in decision-making positions is still low: 8.7% in Chambers of Industry, 0.6% in Chambers of Commerce, 21% in trade unions, and 7% in senior management positions in the public sector.

## **I.2. Legal Rights and Human Rights**

- **Rights in Private and Public Spheres,**

Jordan has made progress in adopting legislative reforms to enhance the protection of women and guarantee their rights. In this regard, mention can be made of the Social Security Act (2014); the Maintenance Credit Fund System (2015); the Civil Service System (2013); the new Domestic Violence Protection Law (2017); the Shelter System for Women under Threat (2016); flexible working system in the public and private sectors (2017); the Economic Growth Plan 2018-2022; amendments to the Criminal Code (2017) repealing the article that allows the rapist to avoid a jail term if he marries the victim (article 308); banning the use of mitigating circumstances for individuals convicted of murdering women in the name of honor (article 98); and enhancing the legal protection of women with disabilities.

- **Economic Rights including Trade**

Women account for 43.2% of the number of employees in ministries and governmental institutions. The high unemployment rates among educated women holding BA degree or above is a significant indicator of the existence of a serious imbalance in providing the labor market with much needed specialties. A wage gap between men and women estimated at 9% in 2016; the average monthly wage for male employees is 507 dinars compared to 458 dinars for women.

A study published in 2016 by the Jordan Enterprise Development Corporation (JEDCO) indicated that the rate of women's early-stage entrepreneurial activity in Jordan is the lowest compared to neighboring Arab countries, with only 3.3% of women aged 18-64 years already engaged in, or having recently launched, a business activity.

Women's decision to engage in entrepreneurial activity is influenced by various factors, including the average per capita income, the unemployment rate, occupational benefits, and cultural considerations. For the most part, women's business activity is interrupted for reasons related to low profitability, family commitments, limited access to funding, and government measures and policies. The majority of women's entrepreneurial activities are concentrated in the service sector. Their share of exports is low, and they face a fierce competition in local markets. Most women's businesses are interrupted because of their non-profitability.



### **Country's position in relation to regional, international human rights conventions and related action plans such as Beijing Platform**

In 2006, Jordan ratified the International Covenant on Civil and Political Rights, the International Covenant on Economic, Social and Cultural Rights, and then the United Nations Convention on the Rights of the Child, published in the Official Gazette in 2006.

In August 2007, Jordan ratified and published the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) in the Official Gazette, considered as the main reference for women's rights, Gender equality, and non-discrimination. Jordan also submitted six reports to the Committee on the Elimination of All Forms of Discrimination Against Women.

## **I.3. Policies / Strategies and Mechanisms at National and / or Sectoral level**

The Jordanian Government has adopted a series of measures and policies to enhance women's economic participation. It has also established a flexible working system in the public and private sectors. Women's economic participation lies at the core of Jordan's Economic Growth Plan (2018-2022), the National Strategy for Jordanian Women (2013-2017), the National Strategy to Combat Violence against Women (2014-2017), the Media Strategy against Gender-Based Violence (2015), and the Gender and Climate Change Plan (2011).

## **I.4. Mechanisms for Gender Equality and Economic Empowerment**

The "Jordanian National Commission for Women" was created in 1992. Several civil society institutions concerned with women's rights were also established, including the "Jordanian Women Solidarity Institute", the "Jordanian Women's Union", the "Jordanian National Forum for Women", the "General Federation of Jordanian Women", the "Arab Women Organization of Jordan", "Jordan's Parliamentary Women's Caucus", Jordan Forum For Business & Professional Women and the "Humanitarian Forum for Women's Rights Society", in addition to many other private institutions, especially in local communities. These institutions are supporting a set of demands that are updated on a regular basis, and share in the implementation of national strategies for the advancement of women in all fields.

## PART II : GAAA GENDER & TRADE

This part addresses Gender Assessment, Audit and Analysis, on the basis of a Pilot Rapid Assessment (PRA) designed for actors concerned with the implementation of tools for audit and analysis of economic policies and trade agreements.

### II.1. Gender Indicators in the Economic and Trade Sectors

Table (1): Gender-disaggregated data / Economy and trade

Indicator	Female	Male	Sex-ratio
<b>Economic Participation</b>			
Participation in active labor force (Adjusted participation rate)	16.9	62.7	3.7*
Percentage of employees	12.3	52.8	4.3*
Employer	1.3	5.4	4.1
Self-employed <sup>(6)</sup>	1.8	9.3	7.5
Equal pay (average monthly wage in Jordanian Dinars)	458	507	0.9**
Access to Credit (Borrowers from commercial banks)	19.6	80.4	4.7**
<b>Trade - Other relevant sources / sectors (if any)</b>			
Commercial Register / Individual enterprises***	30227	265184	8.8
<b>Chambers of Commerce</b>			
Chamber of Commerce	0.6	99.4	165.6*
Chamber of Industry	8.7	91.3	10.5*
Employer organizations (women / men)	...	...	...
Trade-unions	34.1	65.9	1.9**
<b>Other sectors</b>			
Industry	6.3	10.4	4.1
Agriculture	0.6	2.2	1.6
Services (education, health, banking, telecommunications..)	68.5	40.1	-28.4
* Department of General Statistics 2017			
** Department of General Statistics 2016			
*** Commercial Registry of the Ministry of Industry, Trade and Supply.			

6. Department of General Statistics. Employment and Unemployment Survey - 2016.



Women's low economic participation is one of the economic and social challenges facing Jordan. In 2016, women's participation in the active labor force did not exceed 16.9%. Jordan has not yet been able to benefit from female outperformance in educational attainment. Female representation as employer or self-employed is still low, accounting for only 4% of female employment as a whole. Female beneficiaries of credit facilities granted by banks constitute no more than 19.6%. In Chambers of Commerce, women's representation is extremely low (0.6%), with the percentage slightly rising to 8.7% in Chambers of Industry.

From the legal and procedural standpoint, there is no gender discrimination as regards starting a business or registration in Chambers of Commerce and Industry. Jordan ranks 105th out of 190 countries on the 'Ease of doing business' Index, with the number of procedures needed to register a business standing at 7.5.

Chambers of Commerce in Jordan register businesses and different types of trading companies practicing commercial activities within the geographical boundaries of the Governorate where the business/company is located on the basis of the provisions of the Jordanian Chambers of Commerce Temporary Law No. 7 of the year 2003, as well as the Chambers of Commerce Bylaw No. 45 of the year 2009.

A 2016 study conducted by the Jordanian Enterprise Development Corporation (JEDCO) reveals that 76% of the overall entrepreneurial business activities of women are concentrated in the consumer-oriented services sector (retail trade, accommodation, restaurants, personal services, health, education, social services, and leisure services) and 17% in the manufacturing sector.

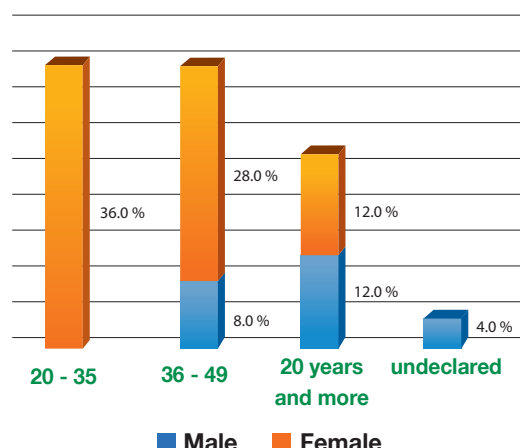
## **II.2. GAAA at the organizational level**

The Pilot Rapid Assessment –PRA– was a pilot exercise made in the framework of the Gender Assessment, audit and analysis/GAAA in the context of the project «Empowering Women towards Gender Equality in the MENA Region through Gender Mainstreaming in Economic Policies and Trade Agreements». As the first purpose of this pilot phase of the project aims production of data and information that can demonstrate the extent of the relationship between the social construction of Gender roles and relations, and the existing of Gender disparities, to be exploited in an advanced step in the promotion of gender equality in the area of economic empowerment, with focus on the trade sector. The PRA was used as an additional tool to fill the gaps identified during the process of review, auditing and analysis of collected indicators and information. This PRA was implemented through a field survey targeting key actors working in gender and women as well as economic fields and related domains in the six covered countries (Egypt, Lebanon, Jordan, Algeria, Morocco, and Tunisia).

Knowing that during the PRA implementation the mapping of all concerned organisations by Gender & Trade interventions was not yet completed, a small sample was randomly selected from the preliminary listed organizations without pretending any statistical representativeness in this pilot phase. Based on that, in addition testing the tool (questionnaire), the results of this PRA is to be considered as quantitative data/information which can help to better understand to which extent and how Gender and Human Rights are addressed-or not- in the planning, programming and implementation processes, as well as in institutional and individual practices within surveyed organizations. The PRA results are not considered as representative of the organizations and/or country's situation.

**Figure 1.1**

**Respondents distribution by age & sex**



**1. PRA main results in Jordan**

To better understand the extent to which the staff of the targeted organizations are aware of Gender-related concepts, and also the extent to which the Gender perspective is incorporated into the process of program planning/implementation in these organizations, the PRA questionnaire focuses on two levels: the programmatic level and the organizational level..

**a. Gender Equality on programmatic level**

Focus was laid in this part on the procedures and methods used in project design and development. Analysis of the collected data shows that over 70% of the respondents (48% of whom are women) assert that their organizations include Gender equality in their agenda, which is reflected through the incorporation of Gender equality goals into the program/project planning process that is usually conducted in a participatory manner. Moreover, 52% of the respondents (44% of whom are women) indicate that the needs identification process for programs/projects is based on analysis of the Gender roles/ responsibilities of the target groups. At the implementation level, 60% of the respondents (48% of whom are women) confirm that the executive plan of their organizations' projects/programs takes into consideration existing Gender roles/interests of both men and women, and includes activities designed to strengthen women's skills and capacities and to provide them with equal opportunities for access to services and training. 60% of the respondents (44% of whom are women) indicate that their organizations, keen on promoting Gender mainstreaming, have appointed staff to be in charge of Gender integration across all departments.

**Figure 2.1**

**Gender Staff have the necessary knowledge, skills and attitude to carry out their work**

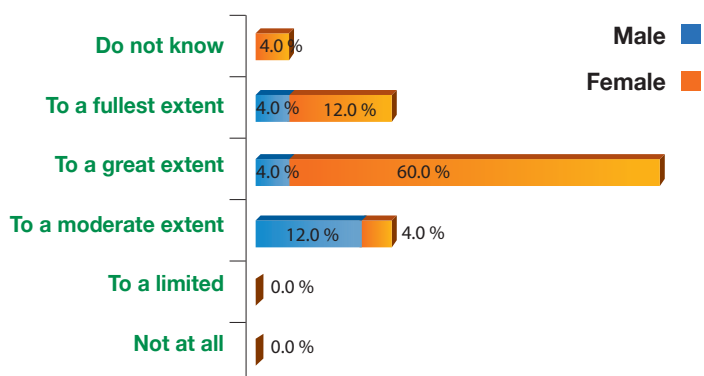


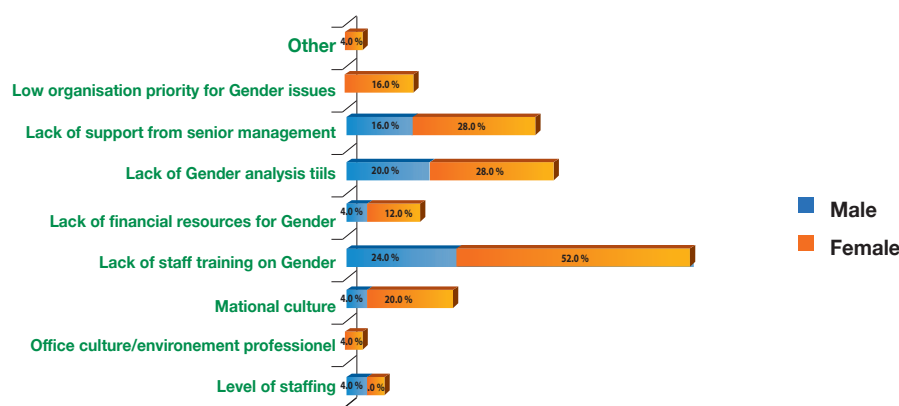
Figure 2.1 shows that 64% of the respondents (60% of whom are women) consider that the nominated Gender staff have, to a large extent, the needed knowledge, skills and attitudes to fulfill their work in terms of Gender awareness. In addition, 56% of the respondents (48% of whom are women) find that their organizations support the work of the Gender staff by providing the necessary training in Gender analysis and planning.

The PRA results also show that over 60% of the participating organizations collect gender-disaggregated data to be used in project/program monitoring and evaluation. However, only 32% of the respondents, all women, confirm that their organizations have sector-specific indicators that integrate the Gender perspective, and only 48% (38% of whom are women) assert that their organizations actually undertake the evaluation of the Gender impact of their programs/projects.

The weakness of the evaluation process is one of the shortcomings in the process of Gender-based analysis, and one of the main obstacles to full and effective Gender mainstreaming in the planning/ programming process. Figure 2.2 reveals other obstacles that organizations face in this process, including lack of financial resources allocated to Gender planning/programming, and lack of support from decision-makers.

**Figure 2.2**

**Obstacles to gender mainstreaming**



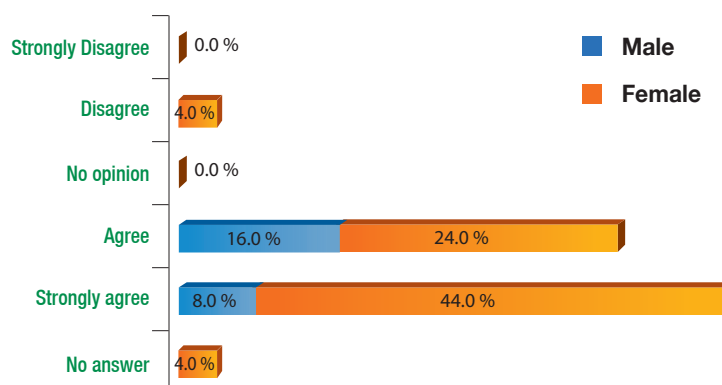
**b. Gender Equality on organisational level**

The second part of the PRA addresses the various mechanisms and working principles, adopted at the organizational level, which influence the programming process. It focuses on the factors related to the proper functioning of the targeted organization, including human and financial resources as well as the dominant culture within the organization.

In this regard, the PRA results show that 52% of respondent organizations have a written Gender policy that affirms a commitment to Gender Equity. However, only 32% of respondents, all women, indicate that this Gender policy has an operational plan that includes a clear allocation of responsibilities for men and women and a program for monitoring and evaluation. Moreover, while 48% of respondents (40% of whom are women) say that their organizations adopt proactive and executive strategies to recruit or promote women into senior management positions, 80% of the respondents (60% of whom are women) affirm that the number of women in decision-making and senior management positions has increased in recent years.

Other PRA results show that the surveyed organizations have adopted positive measures to incorporate the Gender perspective into human resources management policies: maternity and paternity leave policy, childcare and dependent care leave policy, promotion of participatory work, Gender training for the staff... etc. These policies have a positive impact in terms of Gender awareness, as shown in Figure 2.3, with 92% of the respondents (68% of whom are women) asserting that the (male and female) staff's level of expertise in Gender and Gender equality issues is gradually increasing.

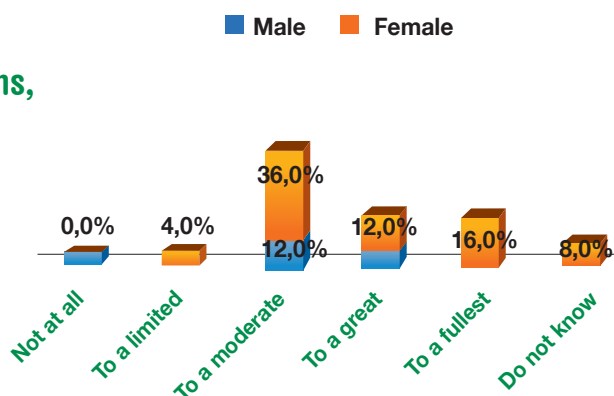
**Figure 2.3**  
**Gradual increase of Gender expertise among staff members**



On the other hand, over 60% of the respondents (55% of whom are women) assert that behavior within their organizations is consistent with the Gender perspective in terms of language used, jokes and comments, which has helped reduce Gender stereotyping (e.g. "those Gender-blind men", or "those feminists,") in communication between male and female staff members. Besides, 60% of the respondents (52% of whom are women) indicate that their organizations have adopted procedures to prevent and address sexual harassment, which, according to 96% of the respondents, has helped to improve the working environment within these organizations, especially for women.

Despite the Gender mainstreaming efforts and actions, the surveyed organizations find it difficult to provide the necessary financial resources to support their Gender work, as confirmed by respondents in Parts I and II of this report. Lack of financial resources has impacted on the organizations' ability to integrate the Gender perspective into their resource mobilization and (external) communication/information strategies, as shown in Figure 2.4.

**Figure 2.4**  
**Gender incorporatin in communications, fund-raising and media strategies**



### I.3. GAAA at the programmatic level

This section is devoted to the Gender Assessment, Audit and Analysis of a number of bilateral, regional and international agreements as well as plans, programs, policies, strategies directly or indirectly linked to trade and market access at the national, regional or international levels. The GAAA process uses various tools, and aims to identify the extent to which Gender and Human Rights principles are incorporated into these documents. Four tools are used :

- Tool 1 - Gender and Human Rights in Trade (GHRT) Quantitative Content Analysis
- Tool 2 - GHRT Qualitative Content Analysis
- Tool 3 - GHRT Continuum Guidelines
- Tool 4 - Fair Trade Principles Checklist

The four tools help to provide concrete evidence on the extent to which Gender and Human Rights are – or are not – mainstreamed in economic and trade agreements, legislations, rules and regulations, and projects/ programs. The analysis results will help to identify the optimum ways to address Gender gaps toward achieving Gender equality in enjoying legal and human rights as well as in benefiting from the fruits of economic and commercial development.

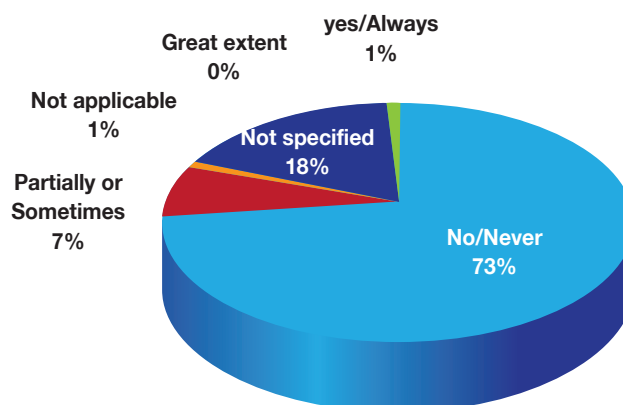
The survey team reviewed seven (7) bilateral, regional and international agreements that are directly/indirectly related to trade and market access at the national, regional or international levels. The agreements are :

- Arab Mediterranean Free Trade Agreement (Agadir) (Jordan, Egypt, Tunisia and Morocco);
- Jordan-Egypt Free Trade Agreement;
- Free Trade Agreement with EFTA States (Switzerland, Norway, Iceland and Liechtenstein),
- USA-Jordan Free Trade Agreement,
- EU-Jordan Association Agreement,
- Canada-Jordan Free Trade Agreement,
- Jordan-Turkey Free Trade Agreement.

These agreements have been assessed using the four aforementioned GHRT analysis tools. The GHRT Quantitative Content Analysis Tool was first used to identify the number of times Gender and Human Rights concepts and keywords are referred to in these documents. Analysis shows that 73% of the relevant keywords are not found in the text of the agreements, and if they exist (18%), they do not specifically identify Gender and Human Rights. In these agreements, 7% of the keywords are partially referred to, and 1% of the keywords (women) are clearly referred to.

**Chart 3.1**

#### Quantitative analysis of Conventions



The GHRT Qualitative Content Analysis Tool was then used to determine whether Gender and Human Rights are mainstreamed in all policy-making and program development processes : Gender-based situation analysis/assessment, use of Gender-disaggregated data, use of gender-sensitive language, availability of information on the rights of women/girls and Gender equality. The Tool also shows whether a Gender mainstreaming approach is used for program development, as well as the extent to which the agreement is expected to reduce Gender gaps, including specific steps and actions to address Gender-specific needs, or to have a positive impact in terms of Gender equity/equality. Moreover, the Tool helps to determine whether the agreement includes mechanisms to follow up the impact of Gender equality and enjoyment of rights for men, women, boys and girls.

The results of the GHRT Qualitative Content Analysis show that 51% of the paragraphs of trade agreements are not sensitive to Gender and Human Rights, 7% of the paragraphs are clearly and directly sensitive, and 7% are partially sensitive.

Analysis shows that there are almost no Gender- and Human Rights-sensitive paragraphs, more particularly in relation to Gender-based discrimination. With regard to participation and empowerment, there is no specific information. As for the steps and results expected from planning, program development, and budgeting, they do not apply to trade agreements.

An in-depth qualitative analysis of the agreements shows that “human rights” is clearly referred to in a number of agreements (such as the Jordan-EU Association Agreement, the USA-Jordan Free Trade Agreement, and the Jordan-Canada Free Trade Agreement). “Human rights” is usually referred to in the Preamble as one of the fundamental principles of the Agreement, or in the first articles governing the Agreement (principles of human rights, tolerance and peace; explicit reference to the Universal Declaration of Human Rights), or to promote adherence to internationally recognized labor rights and principles, by virtue of the ILO Declaration. However, it should be noted that in trade agreements, the preamble and its content are not considered as items of the agreement.

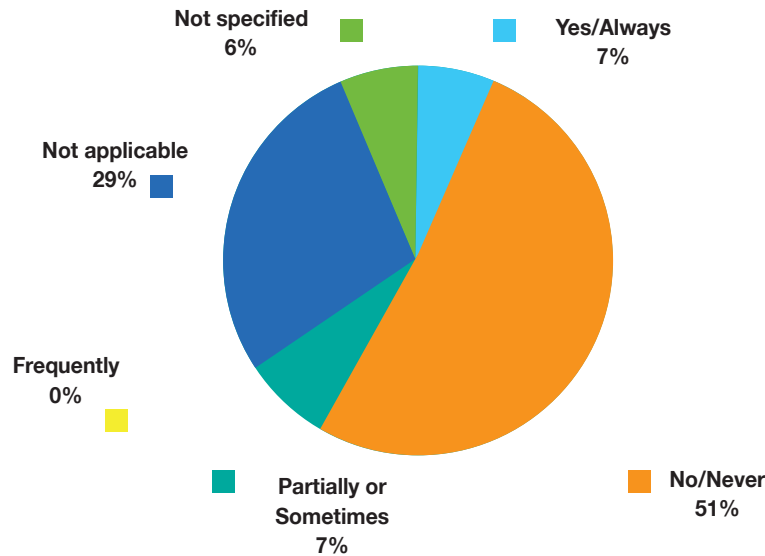
In the agreements, there is no mention of “women”, except in the Social and cultural part in the EU-Jordan Association Agreement which, in article 82 on “Social Cooperation Actions”, provides for the “promotion of the role of women in social and economic development, particularly through education and the media, in line with Jordanian policy in this area”, as well as for the “development and consolidation of Jordanian family planning and mother and child protection programmes”.

It should be taken into consideration that the Agreement includes separate chapters for commercial matters and others for social matters, which accounts for the existence of a detailed article on women. The partnership agreement (social chapter) has reinforced traditional roles, using Gender norms, roles and stereotypes that foster, even inadvertently, Gender inequality.

Discrimination is clear in the Jordan-Egypt Free Trade Agreement which explicitly refers, in article 13 (b), to “businessmen” (“Facilitating visits by businessmen to both countries.”).

## Chart 3.2

### Analysis of Gender-specific content and Human Rights in Trade



Analyzed under Tool 3 (GHRT Continuum Guidelines), it turns out that all the agreements are Gender-blind and fail to address Gender disparities. These agreements, however, cannot be considered as Gender-negative; they are rather Gender-neutral.

At the programmatic level, it can be said that the agreements are neither Gender-informed, nor Gender-responsive, nor Gender-transformative. They do not take Gender into consideration and fail to address the three dimensions related to analysis and consultation with regard to Gender issues. They do not seek to narrow Gender disparities by responding to Gender needs toward promoting Gender equality, nor do they involve any monitoring or assessment of Gender impacts.

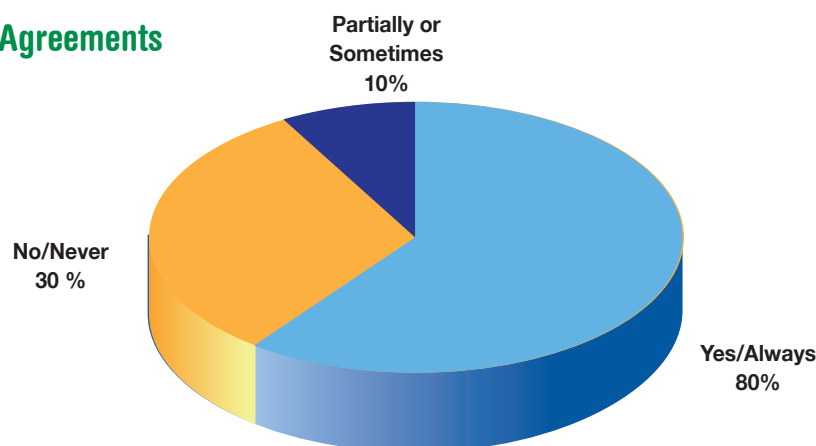
Tool 4 (Fair Trade Principles Checklist) was used to assess the extent to which the agreements reviewed and analyzed under Tools 1, 2 and 3 are aligned with the WFTO Fair Trade Principles. The World Fair Trade Organization (WFTO) has set out ten principles to be observed by fair trade organizations in their daily work. These principles are the following : 1. Creating Opportunities for Economically Disadvantaged Producers; 2. Transparency and Accountability; 3. Fair Trading Practices; 4. Payment of a Fair Price; 5. Ensuring no Child Labor and Forced Labor; 6. Commitment to Non Discrimination, Gender Equity and Freedom of Association; 7. Ensuring Good Working Conditions; 8. Providing Capacity Building; 9. Promoting Fair Trade; and 10. Respect for the Environment.

The agreements were assessed in light of the aforementioned principles to determine the extent to which they are Gender- and Human Rights-sensitive. Analysis shows that 60% of the agreements are aligned with one or more of the Fair Trade Principles. “Fair Trading Practices”, “Promoting Fair Trade”, and “Respect for the Environment” are clearly referred to as fundamental principles in all the agreements. Other principles are partially referred to in one or more of the agreements. As for Principle 6, the most relevant to our study, it covers more than one area and is not exclusively focused on Gender Equity. The agreements are only partially aligned with this principle, particularly in what concerns freedom of association.



**Figure 3.3**

**Trade Principles framework  
in the studied Agreements**



## Strategies, plans and programs at the national level

### Strategies

To examine national policies and strategies and determine the extent to which they are sensitive to Gender and human rights and are directly/indirectly associated with trade, two key national documents were assessed : the “Jordan National Vision and Strategy 2025”, and the “Executive Development Programme 2016-2018”. The assessment shows that 50% of the keywords related to Gender and Human Rights are recurrently referred to in the National Vision and Strategy, and 22% of the keywords are partially referred to in national policies and strategies. It was clear that the Jordanian National Commission for Women, the Gender Focal Points in the public sector, and women’s CSOs in Jordan have actively been involved in developing the 2025 Vision and the Executive Development Programme. In the methodology for the preparation of the National Programme (item 11), it was stated that : “Gender has been taken into account in all aspects of development. All draft strategies for sector-based development were submitted to the National Commission for Women, which in turn reviewed these drafts through experts provided to that end.»

By using Tool 2 (Qualitative Content Analysis), the development Programme document can be said to be highly Gender-sensitive at all stages of its preparation : providing Gender-disaggregated data, Gender sensitivity, and recognition of the Gender gap. The methodology used in the preparation of the Development Programme and the related strategies was based on Gender and Human Rights mainstreaming. Programs and budgets are actually designed to curb gender gaps and disparities. The document contains Gender-disaggregated indicators, and interventions are designed to directly produce achievements in terms of women’s human rights and Gender equality

It should be noted that the assessed national policies focus principally on women’s low economic participation, especially in light of the high unemployment rates which vary across regions. Among the issues considered of central importance to national policies are the following : increasing the number of self-employed women; promoting initiatives to enhance the competitiveness of SMEs and increasing women’s engagement in such

projects; supporting start-ups and designing Gender-sensitive training/upgrading programs; establishing training centers for women, especially in rural areas; promoting women’s empowerment in the civil service sector; providing an enabling working environment for women; promoting Gender institutionalization for a number of organizations; and addressing Gender-based violence.

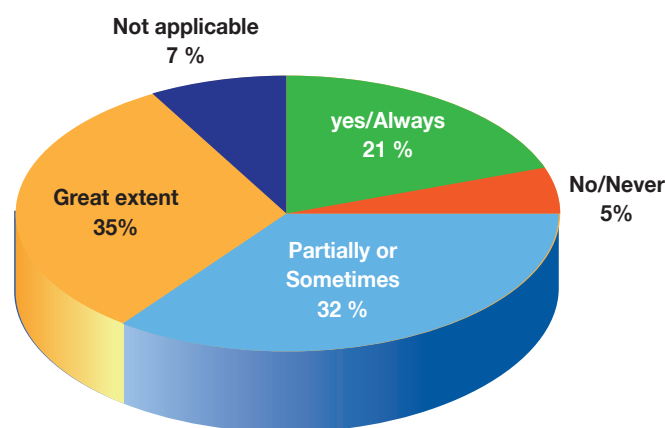
Analyzed using Tool 3, the Gender analytical framework in the “Vision 2025” and the “Development Programme” can be considered as Gender-sensitive in a number of vital sectors : education, health, labor, training and employment, and micro-projects. At the same time, other sectors, including trade, industry, energy, investment and competitiveness, are clearly Gender-neutral.

The same hold true for the programmatic framework. In fact, the programs take into account Gender issues, and seek to narrow Gender disparities by responding to Gender needs in order to achieve equality, and to monitor/evaluate the Gender impact. Programs are partially gender-responsive in terms of budget allocation and program/content development, which reflects an understanding of the reality of women’s and girls’ lives, and responds to strengths and challenges.

With reference to the Fair Trade Principles (Tool 4), assessment shows that 70% of policies and plans take into account the principles of fair trade, while 30% do so partially.

### Chart 3.4

#### Qualitative Analysis of the National Development Program



## **PART III : GENDER & TRADE : CONCLUSIONS & RECOMMENDATIONS**

This part summarizes the achievements made in relation to Gender equality, women's empowerment in general, and economic empowerment in particular, with special emphasis on trade. It also identifies the main obstacles and gaps that should be addressed in the short, and medium and long term..

### **III.1. Achievements :**

- **Human Rights and Legal Rights**

Jordan has shown strong commitments in the respect and implementation of key universal human rights and equality treaties and conventions. In regards to women rights in particular; it abides by all the international conventions and commitments on human and women's rights. It also seeks to eliminate all forms of discrimination against women, achieve the fifth goal of sustainable development 2030, and the goals of other development goals related to gender equality and the empowerment of all women and girls. A package of new legislations promoting women's rights has been adopted: Social Security Law (2014); Military Retirement Law (2015); Maintenance credit fund system (2015); civil service system (2015); Domestic Violence Protection Law (2017); the Shelter System for Women under Threat (2016); flexible working system in the public and private sectors (2017); the Economic Growth Plan 2018-2022; amendments to the Criminal Code (2017).

- **Programmatic and organizational level:**

The Development Programme and National Policies document is highly Gender-sensitive at all stages of its preparation: providing Gender-disaggregated data, gender sensitivity, and recognition of Gender gaps. Programs and the related budgets are designed to narrow Gender disparities. The adoption of a Gender policy document in the Ministry of Planning and International Cooperation, and the Gender-responsive budget programming in the General Budget Department, are additional factors that promote Gender equality.

### **III.2. The remaining gaps despite the achievements :**

Despite the major achievements claiming were implemented last few years in Jordan, nevertheless the figures and facts reveal the existence of a wide gap in terms of gender equity and equality in relation to human rights, legal rights, Programme level and at the organizational level that are highlighted in the following:

- **Legal Rights & Human Rights**

The Jordanian Constitution states that "Jordanians shall be equal before the law. There shall be no discrimination between them as regards to their rights and duties on grounds of race, language or religion".

However, a number of laws and legislations do not deal with women and men on an equal footing, the fact that hampers the achievement of true Gender equality. This can be noticed in various areas of economic and social life: working conditions; access to employment and the related retirement benefits; nationality; marriage and divorce..

- **Programmatic and organizational level:**

Though the Pilot Rapid Assessment covers a small number of organizations in Jordan, which cannot be considered as statistically representative at the national level, the responses collected and analyzed reveal interesting results at the programmatic and organizational levels. These results will help to undertake a comprehensive review of the assessment methodology, so that in the future assessment will cover a larger sample, with a deeper analysis of the research questions.

The PRA results show that the surveyed organizations, especially non-governmental organizations, adopt the principle of working toward Gender equality as one of their main tasks. Despite the various efforts made by these organizations to address gender disparities and enhance women's capacities, a number of difficulties and obstacles still persist. Foremost of these is the lack of Gender analysis tools that help organizations evaluate and improve their Gender performance. This is in addition to the lack of support for these organizations from decision-makers, which makes them unable to allocate the necessary financial resources to enhance their Gender performance.

### **III.3. Overall Conclusions**

There is no Gender discrimination in Jordan's legislations and development policies. Trade agreements are Gender-neutral. Discrimination takes place particularly at the level of practice, with the lack of an enabling environment for women. The gap widens in the absence of accountability, follow-up and evaluation. The PRA results could be more positive than the reality on the ground. Focus group discussions have, in fact, revealed the existence of a gap in Gender knowledge, as well as difficulties in accessing information within organizations.

Still, there are many successful elements that must be strengthened, such as the role of "King Abdullah II Award for Excellence" in integrating Gender in the Award criteria, and the role of the Jordanian National Commission for Women in impacting national policy-making and implementation. It is also worth highlighting the awareness of the majority of decision-makers as to the importance of Gender mainstreaming and women's participation in all sectors, but with somehow a lack of awareness of how to achieve this end and the tools needed. The prevailing societal culture and the difficult economic conditions remain the main challenges to Gender equality.

The complex interconnections between trade policy/rules on the one hand, and Gender equality issues, on the other hand, needs a much deeper understanding, in order to align the objective of an open, rule-based and multilateral trading system with the objective of Gender equality as a fundamental human

right. Government policies are needed to address market failures and promote Gender equality. In some instances, policymakers need to be aware of the implications that international trade as well as multilateral trade commitments/ negotiations may have in this regard.

Analysis of the potential effects of trade policy on Gender equality is indeed of great importance, as it makes policymakers aware of the potential Gender-related impacts. Trade negotiators should be provided with more information on sensitive sectors where trade liberalization should be expedited, delayed or cancelled, with a view to enhancing and/or protecting female employment and women-owned projects/businesses

### III.4. Recommendations by area / thematic

To eliminate gender gaps and discrimination in general there is several reforms that needs to be undertaken, namely:

#### Priority recommendations

GENDER EQUALITY, HUMAN RIGHTS & DEVELOPMENT		
Recommendations	Terms	Involved Actors/Institutions
Organize a media campaign to highlight the importance of Gender equality, human rights and development in society.	<b>SHORT TERM</b>	Jordanian National Commission for Women The media
Raise awareness of the impact of Gender and development, and the benefits of Gender equality at policy and program levels.		Jordanian National Commission for Women, Ministerial Committee on Women
Increase women's representation in decision-making positions.	<b>MEDIUM TERM</b>	Government, human rights organizations, and women's associations
Enhance women's financial autonomy by guaranteeing their inheritance and ownership rights.		Supreme Judicial Council, Land and Survey Directorate, Banks, NGOs, and the Media
Integrate Gender in the criteria of "King Abdullah II Award for Excellence".		Jordan National Commission for Women, King Abdullah II Center for Excellence
Assess the quality of activities carried out in Gender equality, human rights and development, and build indicators to monitor progress and challenges.	<b>LONG TERM</b>	Jordanian National Commission for Women, Civil Society Organizations, Ministerial Committee on Women
Promote policies, laws and regulations that protect women's access to resources, inheritance and anti-discrimination legislation.		Jordanian Parliament, Human Rights Activists, Jordanian National Commission for Women, NGOs, Ministerial Committee on Women, the Media,
Promote women's employment, support women's unpaid care work, and ensure access to basic social services for poor women.		
Raise awareness among children, especially males, of their significant role within the family, and the importance of men's reproductive role in promoting development and equity in society.		Educational institutions, NGOs, the media, key actors in culture and public opinion.

Gender and Trade		
Broaden awareness among businesswomen and women's committees within Chambers of Commerce and Trade Unions to increase their understanding of Gender and Trade.	<b>SHORT TERM</b>	Jordanian National Commission for Women, Jordanian Experts, Stakeholders
Organize a media campaign to highlight the importance of Gender and Trade		Jordanian National Commission for Women, the Media
Produce and provide economic statistics on trade and entrepreneurship, disaggregated by sex, age and economic sector.	<b>MEDIUM TERM</b>	Ministry of Planning and International Cooperation, Department of Statistics, International Organizations (World Economic Forum, World Bank)
Provide direct technical support to the Women's Committee in the Amman Chamber of Industry in reviewing plans, tasks and activities		Ministry of Industry and Trade, Securities Commission, Statistics Department, Chambers of Industry, Chambers of Commerce
Enhance women's economic entrepreneurial participation.		The Jordanian National Commission for Women, the Amman Chamber of Industry, members and businesswomen in Chambers of Industry and Commerce
Educate women about their economic rights, and provide training in entrepreneurship.		Banks, Civil Society Organizations, Ministry of Industry and Trade, Ministry of Labor
Hold discussions with the private sector; discuss proposals to allocate a share of goods and services procurements for businesswomen.		Jordanian National Commission for Women, Ministry of Industry, Trade and Supply, Businesswomen, women's NGOs, private sector, Chambers of Commerce
Facilitate women's access to credit on reasonable terms.		Banks, NGOs, businesswomen
To sensitize parties to trade agreements to the importance of the participation of industrial and commercial committees, including women's committees, in reviewing trade agreements.		Ministry of Industry and Trade, Central Bank, Chambers of Industry, Chambers of Commerce, Jordanian National Commission for Women
Promote coordination, cooperation and networking between governmental and non-governmental economic sectors, on the one hand, and the relevant women's institutions, on the other hand.	<b>LONG TERM</b>	Jordanian National Commission for Women, Civil Society Organizations, Relevant Governmental Agencies, Chambers of Industry, Chambers of Commerce
Grant attention to trade agreements dealing with both trade in services and trade in goods.		Ministry of Industry and Trade, Businesswomen, Businessmen, Private Sector
Incorporate business, finance and entrepreneurship into school and university curricula in an attractive way that is in tune with technological advances.		Ministry of Education, Educational Institutions: Schools and Universities.
Encourage society to accept the presence of women in the trade sector, and break the culture of shame.		Key actors in culture and public opinion