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Gender Scorecard Narrative Report

United Nations Country Team (UNCT) Jordan

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Table of Contents

I. Background.....	1
II. Methodology	3
Jordan Context.....	4
III. Findings.....	5
Strong Areas – Approaches Minimum Standards and Exceeds Global Average.....	5
Average Areas - Below Minimum Standards, but in line with Global Averages	6
Weak Areas - Far From Minimum Standards and Global Averages.....	8
IV. Recommendations.....	10
#1 Formulate a Visible and Coordinated UNCT Stand on Gender Equality	10
#2 Establish and Empower an Interagency Gender Theme Group (GTG)	12
#3 Prioritize GM in Joint Programs (JPs)	14
#4 Develop UN Capacity to Foster GE/WE	16
#5 Implement UNCT GRB Tracking Mechanism	17
#6 Improve Next UNDAF/UNAF Design to Deliver GE Results	17
Recommendations Recap by Budget and Scorecard Dimension Area.....	18
Annex A – Scorecard Results.....	21
Annex B – Overview of Minimum Gender Standards.....	39
Annex C – Gender Action Plan in UNDAF	41
Annex D – Persons Consulted	43
Annex E - Resources	44

I. Background

The “UNCT Performance Indicators for Gender Equality and Women’s Empowerment” (Gender Scorecard) is a globally standardized rapid assessment of the effectiveness of UN country level gender mainstreaming processes. Designed by the UN Development Group (UNDG), the Gender Scorecard enables the United Nations Country Team (UNCT)¹ to assess how well gender has been mainstreamed throughout the United Nations Development Assistance Framework (UNDAF) cycle. The tool is designed to foster adherence to minimum standards for gender equality processes set by the UNDG. The Scorecard focuses on the performance of the UN development system as a whole, rather than the achievements of any one agency. By focusing on gender mainstreaming processes at the highest level, the tool highlights the growing importance of UN interagency collaboration and coordination to achieve common goals at the country level.

The key objectives of the exercise, as outlined in the “United Nations Country Team (UNCT) Performance Indicators for Gender Equality Users’ Guide” (2008) and as carried out in Jordan, are to:

- Assist the UN to assess the status of gender mainstreaming performance against minimum standards and to stimulate constructive dialogue within the team about the status of support processes for gender equality and women’s empowerment;
- Identify successes and good practices toward fostering gender equality;
- Highlight shortcomings and challenges with high-level processes; and
- Make recommendations to a more comprehensive mainstreaming approach within the UN country team.

The Scorecard exercise was conducted in Jordan in December 2014 toward the end of the second year of the 2013-2017 UNDAF cycle. The UNDAF drew on the 2011 Comprehensive Analysis (CA), which engaged UN and partner agencies in Jordan in a consultative participatory process to identify and analyze development challenges, as well as an assessment of UN comparative advantage in Jordan. The UNDAF in Jordan has undergone two revisions since its inception in response to the changing development context in the country.

The influx of Syrian refugees to Jordan from 2012 on necessitated rapid changes to the scope and focus of the UN and development partner operations in Jordan. Country programs had to adjust rapidly to operational demands, as a large-scale humanitarian response was initiated. The UNDAF was revised in July 2014 to reflect the changing social and political context in Jordan, and to align UN operations

¹ UNCT refers to the entire UN system in Jordan. The UNCT heads of agencies group is referred to as the UNCT HOA.

with the Government National Resilience Plan (Office of the Resident and Humanitarian Coordinator 2014). The UNDAF was again in the process of adjustment at the end of 2014 to reflect the merging of the humanitarian and development arms of the UN, and to align to the Jordan Response Plan (JRP) for recovery and resilience. The revised UNDAF was renamed the United Nations Assistance Framework (UNAF) to more accurately reflect its scope and the inclusion of the humanitarian component. The UNAF was still in draft form at the time of the Scorecard exercise, so the Scorecard assessment reports against the UNDAF that was revised in July 2014.² The timing of the Scorecard assessment was designed to provide inputs into the coordination mechanisms around the UNAF, which was expected to be finalized in early 2015.

Jordan's 2013-2017 UNDAF outlined UN development initiatives in four priority areas: 1) enhancing systemic reform; 2) ensuring social equity; 3) investing in young people; and 4) preserving the environment. Gender issues were addressed in the UNDAF via a mainstreaming strategy that identified gender equality as a guiding principle and cross-cutting goal in line with UNDG guidance on country programming principles.³

² Only some of the Scorecard indicators are tied directly to the UNDAF (most notably those under the planning dimension); others assess different aspects of gender mainstreaming processes. The four priority areas of the UNDAF remain in the UNAF, so the assessment provides valid insights into the new framework as well. The Scorecard methodology requires the implementer to make an assessment of the reality at the time of the exercise; it cannot be based on plans or intentions that may or may not eventuate. The decision to report against the 2014 version of the UNDAF was made during early discussions between UN Women, the RCO and the gender specialist.

³ Gender equality is one of five UN Country Programming Principles, together with human rights, environmental sustainability, results based management and capacity development). See http://www.undg.org/content/programming_reference_guide_%28undaf%29/un_country_programming_principles

II. Methodology

The UNCT Gender Scorecard measures gender mainstreaming in UN common programming processes across eight dimension areas that encompass 22 indicators to present a holistic measure of gender mainstreaming processes. The eight dimensions center on planning, programming, partnerships, UN capacities, decision-making, budgeting, monitoring and evaluation, and accountability. The method evaluates processes, rather than results, based on the logic that the UN system is solely accountable for its processes, while results depend on the collective effort of numerous actors and external variables that are beyond the power of any individual entity to control. Refer to Annex A for complete list of indicators.

An international gender specialist worked over a five-day period in December 2014 to complete the participatory data-gathering component of the exercise with facilitation support from UN Women. The consultant utilized primary and secondary data to inform the assessment. Following a review of key background documents, the consultant facilitated interviews and informational feedback discussions to engage key players to critically assess the status of UN gender mainstreaming processes in line with Scorecard indicators, and discuss recommendation areas. Participating stakeholders included key representatives from the UN, government agencies, CSO, and donors.⁴

The research methodology enabled the consultant to view UNCT gender mainstreaming processes through the eyes of various players, thereby combining both insider and outsider perspectives in the assessment. The consultant assigned a numerical ranking between zero and five to each indicator in accordance with the criteria prescribed by the scorecard. Average scores for each dimension were calculated by combining indicator scores and dividing by the total number of indicators within each dimension area. Full details on ranking, evidence and explanations by indicator area are included in Annex A.

Initial findings and preliminary recommendations were presented for informal feedback and discussion to stakeholders during the course of the information-gathering component in Amman. An early debriefing session was held with UN Women prior to finalizing the draft narrative report. Discussions around recommendations and preliminary findings were designed to help tailor recommendations to the specific context, and to ensure broader consensus on institutional strengths and weaknesses, and how to move forward.

⁴ See Annex D for full list of stakeholders consulted. See Annex E for a full list of secondary resources.

Jordan Context

As a standardized assessment tool, the Scorecard methodology does not take into account the operating environment in the scoring. However, it remains important to position the findings within the broader country context over the period of time prior to the Scorecard exercise where pressing humanitarian demands took priority over development demands.⁵ The UN and government systems in Jordan had only recently stabilized at the time of the Scorecard assessment to allow for a more balanced focus on resilience and recovery in line with the Jordanian Government strategy, and this impacted findings.

Despite some strains in the working relations between UN agencies in Jordan revealed during interviews, agencies generally displayed a willingness and ability to work together. Experiences with JPs and other joint formulation processes, while particularly demanding in recent years, have contributed to improved intra-agency communication and collaboration. Although Government and CSO partner agencies still generally perceive the UN in Jordan as individual agencies, the country team has moved decisively toward stronger integration with joint communications, advocacy and programming.

Efforts have been made throughout the evaluation to take into account and make note of the influence of the humanitarian demands on the development agenda so that the status of GM can be understood within broader systems challenges. While not affecting the scores, the context has been considered in the explanation of the score in the 'comments' included in Annex A, and efforts have been made in the 'findings' section to explain circumstances that influenced outcomes. The context was also carefully considered in the design of the recommendations, and recommendation ideas were discussed openly with key informants throughout the exercise for feedback and tailoring.

⁵ A Senior Gender Advisor had been working for more than one year in Jordan to improve gender responsiveness of humanitarian activities including the creation and development of a network of GFPs in refugee sectors. The advisor is hosted by UNHCR, and reports to the IATF and HCT. While some actors within the 'development' sphere may have been positively impacted, the scope of work of this initiative has been squarely within the humanitarian sector.

III. Findings

The findings presented below reflect the average score in each dimension. Scores were based on a zero-to-five rating system, with five representing the highest rating and zero representing the lowest. The universal target for all dimensions is four or above. A rating of four is defined as ‘meets minimum standards’. Some dimensions have as many as five indicators, so average scores may conceal variability within dimensions. All average scores have been rounded to the nearest one-tenth. Refer to Annex A for full explanation and rating of each indicator.

The results reveal that the UNCT in Jordan approaches minimum standards and exceeds the global average for gender mainstreaming processes in the areas of programming and partnerships. The team scored below the minimum standards, but on par with global results, in planning, M&E and quality control and accountability. The weakest three dimension areas scored low against both minimum standards and global averages: UNCT capacities, budgeting, and decision-making.

UN Jordan Scorecard Results⁶

Scorecard Dimension	Jordan Score	Global Average
1 Planning	3	3.3
2 Programming	3.9	3.7
3 Partnerships	3.5	3
4 UNCT Capacities	1.8	3
5 Decision-making	2.5	3.4
6 Budgeting	2	2.5
7 Monitoring and Evaluation	3	2.8
8 Quality Control and Accountability	3	2.7

A synopsis of key findings by dimension is highlighted below, starting with areas that scored more strongly and followed by areas that received a weaker score.

Strong Areas – Approaches Minimum Standards and Exceeds Global Average

⁶ Jordan’s results are presented alongside average global results for comparison purposes. Average global results are from analysis of first 20 countries to undertake the Scorecard exercise (UNDG Task Team on Gender Equality and the Empowerment of Women 2012). Comparison reveals strong performance in two dimension areas, average performance against global results in three areas, and below average performance in three dimension areas.

Programming. The UNCT scored a 3.9, just shy of the minimum standards level, on programming due in large part to the existence multiple gender-targeted joint programs that address a range of gender issues.⁷ UN Women has been very actively engaged in joint program formation, and efforts have also been made to address gender inequality in joint programs across UNDAF outcome areas. The draft procedures for the “Interagency Project Approval Committee” include a gender ‘screen’ to help formally systematize GM in JPs. The UNCT worked collectively to undertake joint advocacy and awareness-raising initiatives around key issues, most notably Gender Based Violence (GBV). High scores were also earned for coordinated support for gender mainstreaming in the development of the national poverty strategy, NRP and JRP as well as GRB in key ministries. There remains room for improvement in this dimension for gender mainstreaming in counterpart ministries and in donor coordination mechanisms.

Partnerships. The 3.5 score in the partnerships dimension reflects UNCT performance across the three indicator areas that measure UNCT relations with the national gender machinery, women’s/gender CSO and marginalized women. The women’s machinery (Jordan National Commission on Women - JNCW) was involved in the planning processes for the 2013-2017 UNDAF, although their role in supporting the achievement of outcomes is not clearly defined. Consultations held with JNCW revealed a desire for more active and strategic engagement with the UNCT beyond one or two agencies in order to better fulfill their mandate. Women/gender CSOs were engaged in UNDAF consultations, and they serve as implementing partners in some aspects of elaboration, though there was a strong belief that the UNCT was not working deeply or broadly enough with a diverse range of CSOs. There was a plea for the UN to play a stronger role to do more to bring government and CSO to the same table to address gender equality issues in Jordan. CSOs still struggle to see the UN as a cohesive unit, though note that joint advocacy events have helped this perception. Marginalized women are identified in the CA analysis and UNDAF targeting, though they are inferred in some outputs, rather than explicitly identified. They tend to be perceived and engaged as beneficiaries, more than as participants, in UNCT activities.

Average Areas - Below Minimum Standards, but in line with Global Averages

Planning. The average score of 3 is close to the global average of 3.3, but lower than the minimum standard of 4. The planning dimension, as laid out in the Scorecard, puts a fine lens to the UNDAF, setting clear minimum standards for gender mainstreaming in outcomes, outputs, indicators and results. See Annex B for an overview. Jordan’s UNDAF does not meet criteria for gender sensitivity at the outcome level because gender equality is not explicitly referenced in any of the

⁷ For example, promoting women and girls’ health, empowering rural women, addressing sexual and gender-based violence, planning and implementation for Beijing+20, and CEDAW reporting.

outcome statements⁸, although three of the four priority areas elaborate on gender issues in the prose description. Only 17 percent of outputs are framed in a gender sensitive manner⁹, falling short of the minimum standard of at least one-third of outputs articulating tangible improvements to gender equality. Despite failing to explicitly articulate gender equality targeting, some outputs convey a vision of broad-based equality with references to human rights and vulnerable groups.

The minimum standard set forth in the Scorecard for indicators requires one-third to one-half of indicators to be gender sensitive and able to track progress towards gender equality results. The 2013-2017 UNDAF exceeded the standard, with gender sensitivity in 64 percent of output level indicators (28 out of a total of 44 eligible indicators).¹⁰ At 54 percent, the baselines, however, fell short of the minimum standard of 100 percent baseline data disaggregated by sex (or gender sensitive) or there is a specific reason noted for lack of gender sensitivity. While gender sensitivity of baselines was reasonable (e.g. percent of health centers that have referral system for GBV victims), sex disaggregation (as an important measure of gender sensitivity) was almost completely absent from the framework.

Monitoring and Evaluation. The monitoring and evaluation dimension earned a 3, which signifies a need for improvement that is shared by many UNCTs as per global Scorecard results. The score was influenced to a degree by the fact that UN Jordan did not have an inter-agency M&E group functioning over the UNDAF design or implementation period. The gender-specific issues with the UNDAF framework are, therefore, embedded in larger M&E issues that the UNCT must ultimately address. The UNDAF results framework did not meet minimum standards at the outcome and output level. UNDAF indicators, however, are in line with Scorecard standards, but baselines are not. The 2013 annual review of the UNDAF faced problems with reporting in general, and baseline and target data was generally not reported per the results framework. Instead, the consultant reported against outputs in prose, offering general indications of progress underway in indicator areas. To the extent that data was reported in the 2013 annual review (and data was only gathered against approximately half of the indicators as laid out in the results framework), gender-specific results were visible, though by no means comprehensive. The lack of sex disaggregated data was glaring. The annual review did include a separate section in the body of the document on gender as a cross-cutting theme. The 2013 RCAR does report against gender-related expected results.

⁸ Minimum standards require at least one outcome to articulate the promotion of gender equality.

⁹ Four out of 23 outputs make reference to gender equality.

¹⁰ The indicator and baseline analysis was calculated based on figures that excluded all data that was not conducive to gender sensitivity or sex disaggregation (e.g. hectares of agricultural land, percent of health facilities, number of policies). This excluded 69 indicators from a total of 113, leaving 44 qualifying indicators. All outcomes except #4 (investing in young people) included gender sensitive indicators at the outcome level. Twenty-one of the 39 qualifying baselines were gender sensitive (54 percent of total eligible baselines), but very few were sex-disaggregated.

Quality Control and Accountability. Quality control and accountability earned a slightly hazy score of 3 due in part to incomplete information on the processes that were undertaken to mainstream gender during the design phase of the 2013-2017 UNDAF. Efforts were made to provide in-house and external technical expertise to theme groups during the design phase, but the details on the quality reviews were not available, so it was not clear the extent to which those mechanisms helped guide the country team to mainstream gender. Based on the assessment of the final product, quality review processes were insufficient with respect to gender mainstreaming in the CA and UNDAF.

Weak Areas - Far From Minimum Standards and Global Averages

UNCT Capacities. With a score of 1.8, UNCT capacities to mainstream gender emerged as an area requiring attention. The score was lowered by the absence of a Gender Theme Group. A GTG was established at the start of the 2013-2017 UNDAF, but it was not deemed readily effective, and meetings were halted as attention turned to the humanitarian crisis.¹¹ While UN Women and other UN Agencies have worked hard to ensure gender expertise is available in key groups and initiatives, the lack of a forum to share information and contribute to broader structures limited the ability of GFPs in UN agencies to build their capacities and make an impact collectively. The absence of a GTG also lowered scores in other dimension areas, including the 'decision-making' dimension. The low score in the 'UNCT capacities' dimension area was further impacted by the absence of sufficient mechanisms to develop system-wide capacities for gender mainstreaming. The UN Jordan does not have a central gender expert's roster, although agencies were able to access gender expertise as needed through other formal and informal means.

Decision-making. The score of 2.5 is significantly below both the minimum standard and the global average. The score is negatively impacted by the absence of the Gender Theme Group¹², which leaves no formal avenue of communication on gender equality issues between the UNCT HOA group and GFP practitioners. A review of UNCT HOA meeting minutes over the past year (2014) revealed that gender programming was mentioned in approximately half of the meetings, showing a reasonable degree of high-level discourse despite this constraint. The head of UN Women usually brought up gender issues in the UNCT HOA meetings.

Budgeting. The score of 2 in this dimension reflects broader constraints within the UN Resident Coordinators Office (RCO) to capture system-wide budgetary data for planning and monitoring purposes. The RCO was not able to report outcome-level

¹¹ Issues with the GTG identified during the Scorecard interviews included low levels of seniority of appointed staff and lack of consistent involvement of members.

¹² The previous existence of the GTG in UNCT Jordan is not reflected in the indicator scoring, as the scoring must take into account the systems as they exist at the time of the assessment.

budget data in the 2013 RCAR due to difficulties in obtaining data from agencies. This situation has been further complicated in Jordan by the Syrian refugee crisis, which has made tracking against UNDAF outcomes more difficult, as organizations engage in both development and humanitarian work, and the line between the two often is not distinct. A growing number of individual agencies have instituted the gender marker system, but the UNCT has yet to consider either the means or analytical applicability of tracking gender equality expenditures at the highest level.

IV. Recommendations

The recommendations for the UN Jordan were designed to address weak areas within the eight Scorecard dimensions in order to meet minimum standards established by the undg. The recommendations take into consideration the complexity of the UN machinery whereby each agency has a particular culture that is driven by the mission and vision of the institution, and shaped by the people who comprise the organization at a given point in time. At the same time, the UNCT has a collective obligation to coordinate its efforts in line with the vision laid out in UNDAF. By working collectively, agencies can increase both the scope and quality of their programming, thereby more effectively working with partner agencies to reach targets and build gender equality within broader human rights based approaches.

#1 Formulate a Visible and Coordinated UNCT Stand on Gender Equality

Primary Dimension Target: #1 Planning; #5 Decision-Making; #8 Accountability and cuts across all dimensions

Global composite indexes on gender inequality reveal Jordan to be among the worst countries in the world for gender inequality. Jordan ranked 134 out of 142 countries according to the latest World Economic Forum's Gender Gap Index, and 130 out of 187 countries for UNDP's Gender Development Index.¹³ Composite indicators show slight declines in levels of equality in health and education; low but improving levels of equality in political empowerment; and low and declining equality in economic participation (WEF 2014 data comparison 2006-2014).

Despite the severity of the levels of inequality, and the evidence of deterioration, there remains within the UN a lack of focused cohesion as a group on gender equality priorities. While there are committed and vocal individuals within the system, there is a lack of collective vision and a sense of urgency within the UNCT Jordan to address gender equality comprehensively.¹⁴ This persists despite the

¹³ The WEF Gender Gap Index compares gender differences in economic participation and opportunity, educational attainment, health and survival and political attainment (WEF 2014). UNDP's Gender Development Index compares differences in Human Development Indicators (life expectancy, schooling, GNI) for males and females. Jordan ranked 77th out of 187 countries on the HDI scale, but only 130 out of 187 countries on the GDI scale (UNDP 2014). See sites for more detailed breakdowns.

¹⁴ The observed situation is likely influenced by the protracted humanitarian crisis, which has been an enormous stress on the system and the actors within the system. Agencies have had to make rapid adjustments to their scopes of work, and actors have had to engage in numerous coordinating bodies and mechanisms, leading to a sense of fatigue, and a resistance to additional coordinating mechanisms.

active role that UN Women and other agencies¹⁵ have played on many fronts to engage agencies in joint programming, and to mainstream gender in key processes.

The RC should take the lead on garnering high-level agreement across agencies on the significance and urgency of GE issues in Jordan. To this end, a short UNCT Jordan vision statement and gender strategy should be developed to carry through the end of the current UNDAF/UNAF cycle.¹⁶ Elements may include:

- Define UN position and bring this definition to the forefront of communication and programming at the highest level across agencies (disseminate talking points on key issues and UN response for consistency in communication).
- Elevate the profile of gender concerns in broad-based advocacy especially in the field of economy and politics.¹⁷
- Build government capacities for GM by engaging government GFPs in counterpart agencies in all UN agency project formulation and elaboration exercises in coordination with JNCW.¹⁸
- Prioritize joint action to address, in particular, women's economic empowerment in light of growing severity and significance of gap (e.g. flagship joint program, advocacy).
- Enhance donor coordination on gender by co-leading with JNCW regular gender donor working group within broader aid effectiveness improvements¹⁹ while working as a country team to encourage gender mainstreaming in other working groups and initiatives²⁰.
- Formally commit to other relevant Scorecard recommendation areas as noted below.
- Commit to support and enable GTG mechanism as well as GM in all outcome groups for UNAF elaboration (see Recommendation #2).

¹⁵ UNICEF has taken a strong position in Jordan to engage stakeholders on gender equality by providing technical training, working on joint projects to promote gender equality, and providing gender expertise within diverse working groups.

¹⁶ A consultant may be hired to facilitate this process, but it may also be done in-house. It should be kept clear and simple, maximum of 2-3 pages. The purpose is to clarify the vision and the strategic areas of targeting and coordinated interventions for the second half of the UNDAF/UNAF. This is an immediate measure to bridge the UNCT to the next UNDAF/UNAF, which should have the gender vision more comprehensively and visibly incorporated (see Recommendation #6).

¹⁷ Successful efforts for coordinated advocacy, communication and programming around Gender Based Violence (GBV) offer models that can be expanded to address other issue areas.

¹⁸ JNCW is mandated with coordinating and building government capacity for GM. The UNCT can raise the profile of GFPs and build their capacity simply by insisting on their involvement in all regular activities. This simple move will serve multiple purposes: demonstrate UN commitment to gender equality; build line agency capacity for GM via building GFP capacities; improve GM in projects by drawing on expertise of capacitated GFPs. This initiative would also mutually support initiatives under the 'Takamol' Gender Program to build government capacity for GM, which includes capacity development for Government gender units and GFPs.

¹⁹ As per system recommended in "Aid Coordination and Effectiveness in Jordan: Assessment, Framework and Plan of Action" (2013a).

²⁰ As per the commitment by UN Women to provide technical support for gender mainstreaming in the Host Community Support Platform (United Nations Jordan 2013b)

The capacity should be developed from within the RCO to facilitate the coordination of gender mainstreaming in UNCT activities in Jordan in line with the vision and strategy laid out above. Improved capacity within the RCO for GM would support and reinforce the efforts by UN Women to provide coordination and technical expertise for key processes. To this end, the RCO should ensure that a high-level coordination specialist²¹ is appointed GFP for the RCO; this person should participate as a member of the GTG (see Recommendation #2). Gender mainstreaming should be included in this person's TOR, and capacity should be built (e.g. gender training in learning plan) to support GM processes at highest level.²² An alternative approach, and one that may best be considered in support of the next UNDAF/UNAF, is to recruit a senior gender expert at P4 or 5 level to guide UNCT GM processes working in close collaboration with UN Women, (akin to the GenCap model employed under the IATF and HCT). This model has been successful in other country teams, but would require additional resources to implement.

Timing:	Immediate.
Responsibility:	RC to facilitate with support from UNW and GTG.
Cost:	10,000 for strategy development if consultant employed. Costs can be allocated under discretionary funds for GTG (if approved).

#2 Establish and Empower an Interagency Gender Theme Group (GTG)

Primary Dimension Target: #4 UNCT Capacities; #5 Decision-Making and cuts across all dimensions

UN Jordan did not have a Gender Theme Group (GTG) at the time of the Scorecard exercise. In the absence of a GTG, UN Women and other lead agencies have worked in creative and opportunistic ways to coordinate activities typically run through a GTG including joint advocacy and mainstreaming in key policy documents. Despite diligence and some strong successes, the Scorecard exercise revealed weaknesses within the system for gender coordination that could be improved with a well-functioning GTG.²³ There was a recognized need and strong desire expressed by agency GFPs for a forum to share information, build capacities and improve coordination.

²¹ The RCO was in the process of hiring and reconfiguring during the exercise; target should be decided in light of new staffing arrangements.

²² Gender is not the only cross-cutting issue that requires focus within the RCO. Capacity needs and mechanisms around other issues and principles should be considered and incorporated as needed.

²³ Evidence emerged during the interviews that GFPs within the UN system were not aware of the existence of GFP experts in other agencies, nor of the GM work done by other agencies, resulting in lost opportunities for information sharing and synergistic programming; government GFPs lacked information on UN priorities and projects that may have been relevant to their work areas in the absence of a forum for information-sharing.

The UNCT Jordan should establish a Gender Theme Group in line with best practices globally and to address weaknesses identified during the Scorecard exercise. This recommendation is made with full understanding of the resistance within the UN system to additional coordinating mechanisms. If the group functions well, it will improve system efficiency for gender equality programming by reducing ad-hoc requests for inputs and reducing piece-meal transaction time. A GTG is warranted due to the severity of gender inequality in Jordan and the signs of increasing gender gaps. Furthermore the lack of a specific gender outcome in both the UNDAF and the UNAF leads to insufficient coordinated focus on this critical cross cutting issue.²⁴

The GTG should draw on the model developed under the humanitarian sector to leverage off of the strengths of the emergency-focused gender focal point network, and to further ensure linkages between resilience and refugee programs and limit the risk of creating an increased burden on agency gender focal points. In addition to the GTG, the UNCT should continue to ensure that one member of each UNAF outcome group has sector-specific gender expertise, and understands and is able to meet responsibilities as gender experts within the group.²⁵

The following framework for the GTG is recommended:

1. The GTG to be led by the head of UN Women in line with minimum standards.
2. The GTG to be co-led by another agency on a two-year rotational basis, maintaining UN Women as lead agency.
3. Meetings to be held every two months and as needed.
4. Establish group TOR and work plan, incorporating relevant Scorecard recommendations. Ensure that UN Women is not lead agency for more than 50 percent of activities on work plan.
5. Membership to include GFP from all UN Agencies and from RCO. Appointed GTG members to have a single alternate to attend meetings when needed. Alternates to be included in communication loop by GTG member as needed.
6. Establish mechanism to expand group membership to donors, government and CSO counterparts for greater transparency and participation of all players in GE initiatives under UNAF elaboration.²⁶
7. Systematize group communication pathways:

²⁴ Other important cross-cutting issues, such as youth and environment, have outcome areas, thereby strengthening interagency focus.

²⁵ This approach has already been undertaken in Jordan in lieu of the GTG, but this recommendation suggests that this practice remains in addition to the GTG, so that the two may mutually reinforce each other. Outcome focus group activities were put on hold at the time of the Scorecard exercise while the new UNAF was finalized. The configuration and operationalization of focus groups under UNAF was yet to be decided, so recommendations are designed loosely to allow for tailoring to fit the coordination model selected by the UNCT for UNAF elaboration.

²⁶ Structural mechanism for this to be decided by GTG in consideration of the wider mechanisms selected for UNAF coordination and to avoid duplication.

- Standing agenda item for gender and other guiding principles/cross-cutting themes at HOA meetings
- GTG members to informally brief HOA and others as needed within agencies (flexible approach - short bullets in email; verbal, etc.)

Funding Option A

As a group with broad responsibilities for facilitating the UN to improve gender equality results, the GTG should be enabled with core discretionary funds from all UN Agencies to improve work efficiency. This may not take the place of intermittent requests from agencies for large initiatives, but will give the group flexibility to act quickly on small seed activities and timely inputs without expending time and resources to engage in extended negotiation processes. Committing of core funds from each agency represents a buy-in at the highest level, and an indication that the UN collectively is serious about fostering gender equality in Jordan. Agencies should demand results from their investment of core resources, and hold the GTG accountable. Pilot this approach for one year, and UNCT HOA evaluate internally whether there is value-added. Benefits to this model include:

- reduction in piecemeal transaction time and costs for small initiatives;
- enabling wider GM initiatives (e.g. targeted capacity development, external expertise for key initiatives, joint advocacy/communication, process-oriented tools development);
- increased flexibility for GTG to act quickly on seed activities and strategic inputs;
- increased accountability and system-wide ownership for GE programming.

Funding Option B

GTG proceeds without discretionary funds. Funds needed would be requested from agencies for each coordinated action. GTG would follow the same leadership and membership model as per above, but the TOR would include a narrower scope of work and less ability to act quickly on capacity development, joint advocacy and other opportunities as they arise. More time will be required to gather resources as needed.

Timing:	2015 for pilot.
Responsibility:	RCO and UNCT HOAs to oversee; GTG to implement.
Cost:	Option A: approximately USD 50,000/year, (USD 1-2000 from small and non-resident agencies; 3-5000 from larger agencies). Option B: no initial costs.

#3 Prioritize GM in Joint Programs (JPs)

Primary Dimension Targets: #2 Programming; #4 UNCT Capacities

JPs offer rich opportunities for synergistic programming that allow agencies to contribute to a larger goal by working in their specialty area in coordination with

partner agencies. Joint programming can address women's equality/gender equality issues by involving a broad base of stakeholders, and more holistically targeting root causes of gender inequality. As one of the primary conduits for enabling the UN to deliver collaboratively, all JPs should serve as model programs for effective gender mainstreaming and targeting, and should play a central role in building capacities and realizing GE results across agencies through comprehensive and visible gender mainstreaming.

JPs tend to best mainstream a gender perspective when at least one partner agency has strong, sector-specific gender expertise. JPs that involve a combination of agencies with stronger and weaker levels of gender expertise offer a means of improving consistency across agencies for GM in programming via hands-on collaboration. There are already in place in Jordan a number of gender-focused JPs that offer opportunities for stakeholders to increase their awareness and skills around gender issues through joint planning, implementation, monitoring and evaluations.

Despite some concerns about complicating and slowing down delivery, interviews revealed a willingness within the country team to engage in JPs, and a recognition that agencies were better able to focus energy on JP development in the context of expanded resilience programming, as the refugee situation has stabilized. As more JPs are developed under the UNAF, UN Jordan should have in place a clear procedure to operationalize gender mainstreaming in all JPs, not just gender-focused JPs. Efforts are already underway to use the IPAC to screen for gender sensitivity during the approval process, and this is an important step. The planning and design stage, however, is arguably the most important juncture for mainstreaming gender, and the UNCT should ensure that GM efforts start at the design stage forward to operationalize GE/WE commitments in all JPs. Suggested steps:

1. Align gender mainstreaming standards for JPs in Jordan to minimum UNDAF standards as laid out in the gender scorecard (see Annex B).²⁷
2. Ensure at least one member of the JP design team from among participating agencies has sector-specific gender expertise and is provided with tools and guidelines to ensure GM in the program.²⁸

²⁷ The draft IPAC checklist already includes relevant checks for gender mainstreaming. The Scorecard minimum standards offer clearer guidance for the design process to focus on expected levels of GM in outcomes, outputs, indicators, etc.

²⁸ Joint programming planning guidelines only note the need for gender mainstreaming, but do not provide clear guidance. Scorecard minimum standards (as outlined in Annex B) should help guide JPs during design. Further tools may be drawn from existing agency guidelines, and/or may be adapted and tailored from other UN resources including "Resource Guide for Gender Theme Groups" (2005) that includes planning tools and checklists. See also "Joint Evaluation of Joint Programs on Gender Equality in the UN System" (2013).

3. Ensure at least one member of the IPAC committee has sector-specific gender expertise, and can assess critically against IPAC checklist. Gender expertise may be held by UN and/or external IPAC members.
4. Ensure that annual reviews of JPs mandate thorough assessment of gender-specific results so that adjustments may be made along the way as needed.

Timing: Timing is dictated by the wider JP planning process; steps are integrated into wider systems.

Responsibility: RCO and UNCT to oversee²⁹, joint teams for each JP to operationalize; GTG to provide technical support.

Resources: In-house; no additional resources.

#4 Develop UN Capacity to Foster GE/WE

Primary Dimension Target: #4 UNCT Capacities and cuts across all dimensions

Capacity development is an on-going need within the UN system due to high staff turnover rates, new systems and changing national and international standards. A concerted effort is required to broaden country level skills for gender mainstreaming by facilitating training opportunities at the country team level where appropriate. The establishment of the GTG will help build GFP capacities through improved information and hands-on practice.

The GTG can help identify and coordinate further capacity development initiatives within the UN system in line with needs and opportunities. Targets for training should be strategically geared toward groups that have system-wide responsibilities for coordinating and facilitating key mainstreaming initiatives. For example, the Scorecard assessment revealed a need to improve sex-disaggregation and gender sensitivity in monitoring of results within UNAF M&E systems, so focus groups or others with responsibility for M&E against outcome areas should be prioritized for capacity development.³⁰ Efforts should be made to target smaller institutions and weak programmatic areas. Precise targets and content of training should be decided in a consultative fashion, and may require formal or informal needs assessment. The Scorecard standards recommend 1-2 training 'events' per year on an on-going basis.

Gender training must be understood as a necessary but insufficient condition for gender mainstreaming, and as part of a wider on-going capacity development process that includes hands-on skills development and increasing individual and agency-specific ownership and accountability for GM processes. In addition to

²⁹ This would typically be the responsibility of the deputy's group to oversee. Responsibility should lie with the deputy's group if/when operational.

³⁰ UN Jordan did not have an inter-agency M&E group functioning at the time of the exercise.

‘training,’ there are numerous strategies within these recommendations to build staff capacities by fostering hands-on skills development through engagement in gender-sensitive planning and programming processes (e.g. through engagement with GM processes in JP planning and through GTG involvement).

Timing: 2015 and on-going.
Responsibility: GTG to facilitate with support from UNW.
Cost: 10-20,000/year. Partial costs are included under discretionary funds for GTG; additional costs may need to be input by agencies.

#5 Implement UNCT GRB Tracking Mechanism

Primary Dimension Target: #6 Budgets and #7 M&E

Gender Responsive Budgets (GRBs) are an increasingly important monitoring and advocacy tool for national governments and for the UN system. A growing number of individual UN Agencies have institutionalized mechanisms for GRB (gender markers) within organizational operations that will allow for agency-level tracking of gender-related expenditures. While the UN has yet to institute a means of gender sensitive higher-level tracking of UNCT expenditures, the RCO can compile the data from those agencies that have a GRB system to offer an indicative picture of system-wide gender programming expenditures. This data can be tracked annually and included in RC annual reports as a monitoring mechanism to ensure that adequate funding is dedicated to gender-responsive programming.

Timing: 2015 on.
Responsibility: RCO with support from UNCT HOA.
Cost: In-house; no additional costs.

#6 Improve Next UNDAF/UNAF Design to Deliver GE Results

Primary Dimension Targets: #1 Planning; #7 M&E; #8 Quality Control and Accountability

The Scorecard exercise revealed weaknesses in the UNDAF/UNAF that do not enable it to serve as an ideal guiding framework for gender equality programming. The next UNDAF design stage, which should begin in 2016, offers UNCT Jordan an important opportunity to learn from identified strengths and weaknesses with gender mainstreaming in the current UNDAF, and to move forward decisively for stronger gender results in the next cycle. This includes a need for improved gender sensitivity and systematic sex disaggregation in the results framework and M&E processes. Better mainstreaming in the next UNDAF design requires full commitment of key stakeholders to a step-by-step approach to gender integration at strategic stages as outlined below:

1. Form temporary UNDAF gender task force (UGTF) to oversee process. UGTF will be comprised of 3-4 key members of the GTG.
2. Visibly and comprehensively integrate gender into the UNDAF roadmap with oversight from the GTG (see Annex C for sample model);
3. Mainstream gender visibly in mid-term review or complimentary assessment;
4. Advocate for one outcome area to focus on GE, with mainstreaming in others.
5. Ensure in-house and external sectoral specialists with gender expertise sit on each outcome group and have clear guidelines for GM in UNDAF including M&E standards (see Annex B for standards);
6. Build capacities of GFPs, key M&E specialists within the system and other strategic players to expand technical skills for mainstreaming gender and other themes in UNDAF indicators and baselines;³¹
7. Build gender into screening processes in early draft stages (screening to be done by UGTF);

Timing: 2016+ - the timing for each step is dictated by the larger UNDAF planning process as laid out in the roadmap.

Responsibility: RCO to oversee; UNDAF/UNAF Internal Planning Committee to operationalize; GTG to provide technical support.

Resources: In-house resources.

Recommendations Recap by Budget and Scorecard Dimension Area

The recommendations are designed to impact across dimensions covered by the Scorecard. The inter-connected nature of the eight dimensions means that improvements to gender mainstreaming in one process area are likely to impact on other areas in a synergistic fashion, as highlighted in the below table. Dimension numbers correspond to those laid out in the Scorecard: 1-Planning; 2-Programming; 3-Partnerships; 4-UNCT Capacities; 5-Decision-Making; 6-Budgeting; 7-M and E; 8-Quality Control and Accountability

Recommendation	Scorecard Dimension							
	1	2	3	4	5	6	7	8
#1 Coordinated Stand on GE	✓	✓	✓	✓	✓	✓	✓	✓
#2 Establish and Empower GTG	✓	✓	✓	✓	✓	✓	✓	✓
#3 Prioritize GM in Joint Programs		✓		✓				
#4 Develop UNCT Capacity	✓	✓	✓	✓	✓	✓	✓	✓

³¹ Capacity development may include a one-day workshop on gender sensitive indicators that simple includes tools provision tailored to Jordan.

#5 Implement UNCT GRB		✓	✓
#6 Improve next UNDAF/UNAF	✓	✓	✓

The cost to implement the recommendations is low, as most of the actions can be done in-house without additional financial resources. More than financial resources, the recommendations require time commitments and follow-through of responsible actors to fully engender systems within the UN team in Jordan.

Recommendation	Cost (USD)
#1 Formulate Coordinated Stand on GE	(10,000) ³²
#2 Establish and Empower GTG	50,000
#3 Prioritize GM in Joint Programs	-
#4 Develop UN Capacity	(10-20,000) ³³
#5 Implement UNCT GRB	-
#6 Apply Lessons to next UNDAF/UNAF	-

³² Actual costs will depend whether consultant is hired to formulate strategy or it is done in-house. Costs may come from GTG funds if funded GTG model is selected.

³³ Partial costs may come from GTG resources if agencies contribute core funds. Further funds may be required depending on scale of targeted interventions.

Annex A – Scorecard Results

UNCT Performance Indicators for Gender Equality and Women's Empowerment

Jordan UNCT– December 2014

Rating

5 = exceeds minimum standards

4 = meets minimum standards

3 = Needs improvement

2 = Inadequate

1 = Missing

0 = not applicable

Dimensions	Definition	Rating
1. PLANNING (CCA/UNDAFs)³⁴		

³⁴ To be completed once during the CCA/UNDAF period. Countries that don't have a CCA/UNDAF, including conflict/post conflict/crisis countries, should apply these indicators and standards to any other common country planning and programming that the UNCT agrees on. This process will be reviewed on an ongoing basis by the Development Operations Coordination Office.

Dimensions	Definition	Rating
1.a - Adequate UNCT review of country context related to gender equality and women's empowerment Source: UNDG Guidance	Exceeds minimum standards - Includes an in-depth evidence-based analysis of the ways in which gender inequality is reproduced, including the influence of gender relations, roles, status, inequalities and discrimination in legislation and policies, access to and control of resources. - The analysis notes links to national legal frameworks, relevant to the promotion of gender equality and women's empowerment, and specific measures for follow up to CEDAW reports and CEDAW Committee concluding comments. - All data is sex-disaggregated, or there is a specific reason noted for not disaggregating by sex. - Critical capacity gaps are identified in the area of the promotion of gender equality. Meets minimum standards - Includes an analysis of the ways in which gender inequality is reproduced, including the influence of gender relations, roles, status, inequalities and discrimination in access to and control of resources. - The analysis notes links to national legal framework relevant to the promotion of gender equality and women's empowerment, and includes reference to CEDAW reports and concluding comments. - All data is sex-disaggregated, or there is a specific reason noted for not disaggregating by sex. Needs improvement Any two of the above three areas (under <i>Meets minimum standards</i>) are met. Inadequate Any one of the above three areas (under <i>Meets minimum standards</i>) is met. Missing Not applicable	Rating: 3 – needs improvement Evidence: Secondary data review (2013-2017 UNDAF; Comprehensive Analysis 2011) Comments: The Comprehensive Analysis (CA) integrates gender analysis in the body of the document, though there are inconsistencies between sectors in depth and visibility of gender issues. The analysis notes linkages to CEDAW and other legal frameworks. Data is generally not disaggregated in the CA, although disaggregated data is generally available in Jordan. A gender specialist was employed by UN Women during the development of the CA and UNDAF to help oversee GM and provide expertise.
1.b - Gender	Exceeds minimum standard	

Dimensions	Definition	Rating
equality and women's empowerment in UNDAF outcomes Source: UNDG Guidance	More than one outcome clearly articulates how gender equality and women's empowerment will be promoted. Meets minimum standard One outcome clearly articulates how gender equality will be promoted. Needs improvement One outcome includes reference to gender, but does not clearly articulate how gender equality will be promoted. Inadequate Gender equality or women's empowerment are given 'token' or minimal attention. Missing Not applicable	Rating: 2 – inadequate Evidence: 2013-2017 UNDAF Comments: The explicit promotion of gender equality is not clear in any of the five UNDAF outcome statements (within four priority areas), although the outcomes put forth an inclusive vision of development with a focus on participation, equity and inclusivity. Gender issues are noted minimally in the prose elaboration in three of the priority areas, and completely absent in priority area #1. Women's machinery and/or women-focused CSO are listed as partners in two priority areas, but absent in the other two. All four priority areas note links to MDG3.
1.c - Gender equality and women's empowerment in UNDAF outputs Source: UNDG Guidance	Exceeds minimum standard At least one half of outputs clearly articulate tangible changes for rights holders and duty bearers which will lead to improvements in progress toward gender equality and women's empowerment. Meets minimum standard Between one third and one half of outputs clearly articulate tangible changes for rights holders and duty bearers which will lead to improved gender equality. Needs improvement Less than one third of outputs clearly articulate tangible changes for rights holders and duty bearers which will lead to improved gender equality. Inadequate Outputs refer to gender equality or women in passing, but with no logical connection to changes in gender equality.	Rating: 3 – needs improvement Evidence: 2013-2017 UNDAF Comments: 4 out of 23 outputs (17 percent) articulate gender equality. This falls short of the minimum standard of at least 33 percent. Some outputs imply a holistic approach with references to human rights and inclusivity, but lack clear articulation of improved gender equality.

Dimensions	Definition	Rating
	Missing Not applicable	
1.d - Indicators to track UNDAF results are gender-sensitive Source: UNDG Guidance	Exceeds minimum standard At least one indicator at outcome level, and one half of indicators at output level, are gender sensitive, and will adequately track progress towards gender equality results. Meets minimum standard At least one indicator at outcome level, and between one third and one half of indicators at output level, are gender sensitive, and will adequately track progress towards gender equality results. Needs improvement No gender-sensitive indicators at outcome level, and less than one third of indicators at output level are gender sensitive. Inadequate Token reference to gender equality or women in indicators. Missing Not applicable	Rating: 5 – exceeds minimum standard Evidence: 2013-2017 UNDAF Comments: Four out of 5 outcomes have gender sensitive indicators at the outcome level. Only outcome #5 (preserving the environment) lacks outcome-level gender sensitive indicators. After excluding those indicators that were not amenable to gender sensitivity (69 out of 113 total indicators), more than half of the remaining 44 indicators were gender sensitive as written in the results framework. Twenty-eight of the 44 (64 percent) qualifying indicators were gender sensitive. This far exceeds the minimum standard.
1.e - Baselines are gender-sensitive Source: UNDG Guidance	Meets minimum standard ³⁵ All data is sex-disaggregated, or there is a specific reason noted for not disaggregating by sex. Needs improvement Some data is sex-disaggregated but sex-disaggregation is not systematic. Inadequate	Rating: 2 – inadequate Evidence: 2013-2017 UNDAF Comments: Sex disaggregation is not the only measure of gender sensitivity, so analysis also includes gender sensitive indicators (e.g. number of gender sensitive policies, percent pregnant women)

³⁵ It is not possible to exceed the minimum standard in this case, because the indicator refers to an absolute value (all data).

Dimensions	Definition	Rating
	There is token sex-disaggregation of data. Missing Not applicable	as well as sex-disaggregated data. Excluding baseline data that was not conducive to gender mainstreaming (e.g. number of legislation drafted, number of hectares of farmland, number of institutions), 54% of baselines are gender sensitive or sex disaggregated (21 out of 39 qualifying baselines). However, it is notable that only two baselines out of a total of 113 indicators are actually disaggregated by sex, and these two are women-only statistics. While some indicators note the intent to disaggregate, the baselines and targets are not disaggregated in the results framework, raising concerns about follow-through.
2. PROGRAMMING		
2.a - Gender perspectives are adequately reflected in joint programming Source: ECOSOC 1997, 2004, 2005, 2006, TCPR 2007, World Summit Outcome 2005	Exceeds minimum standard - Promoting gender equality and women's empowerment is reflected in long-term programming consistent with the opportunities and challenges identified in the UNCT's background analysis of gender inequality and women's rights situation (e.g., in CCA/UNDAFs, MDG report, etc.). - UNCT joint initiative(s) (e.g., advocacy and other initiatives) in support of gender equality and women's empowerment exist. Meets minimum standard - There are detailed, practical and adequately funded programmes addressing the problems and challenges identified in the background analysis of gender inequality and women's rights situation. - UNCT joint initiative(s) in support of gender equality exist. Needs improvement Meets either one of the two areas above (under <i>Meets minimum standard</i>). Inadequate	Rating: 3.5 between 'meets minimum standards' and 'needs improvement' Evidence: UN agency interviews; women's machinery interview; cso interview; secondary data Comments: UNCT joint initiatives include coordinated support for national women's day, the 16 days of activism against GBV, CEDAW reporting, Beijing +20. This earned a full tick. There are some good programs in place addressing GE issues, including joint programs, but focus and funding for GE programming in the development arm of the UN is not commiserate with the severity of the problems in Jordan, so this earned only a half-tick.

Dimensions	Definition	Rating
	Token reference to gender equality in programming. Missing Not applicable	
2.b – Joint programmes Source: UNDG Guidance	Exceeds minimum standard Key national gender equality and women’s empowerment priorities are being addressed through a Joint Programme on gender equality, and through mainstreaming gender equality into other Joint Programmes. Meets minimum standard A Joint Programme on promoting gender equality and women’s empowerment is in place, and work is in progress to mainstream gender into other Joint Programmes. Needs improvement Joint Programme on promoting gender equality and women’s empowerment being formulated, and limited mainstreaming in other Joint Programmes. Inadequate No Joint Programme on promoting gender equality and women’s empowerment being formulated, and limited attention to gender in Joint Programmes Missing Not applicable	Rating: 4 – meets minimum standards Evidence: UN agency interviews, RCO interview, women’s machinery interview; secondary data, joint program documents, donor and cso interviews Comments: There are a number of JPs on GEWE, and UN Women is very actively engaged in JP formulation and coordinated delivery in gender-focused programs. There are efforts underway to systematize JP formulation and apply country standards, and gender screens have been built into the IPAC (Interagency Project Approval Committee) approval process for JPs, though the IPAC was still in draft form at the time of the Scorecard exercise.

Dimensions	Definition	Rating
2.c - UNCT support for national priorities related to gender equality and women's empowerment Source: TCPR 2007	Exceeds minimum standard UNDAF budgetary allocations support implementation of national gender equality legal frameworks, including: - National Plan of Action on Gender Equality and Women's Empowerment. - implementation of CEDAW, and follow-up to CEDAW Committee concluding comments. - collection and analysis of sex-disaggregated data at the national level. - gender mainstreaming in ministries other than the women's machinery. Meets minimum standard Meets any three of the above. Needs improvement Meets any two of the above. Inadequate Meets one of the above. Missing Not applicable	Rating: 3 – needs improvement Evidence: gov agency interviews, women's machinery interview; un agency interviews; secondary data Comments: JP on CEDAW under the social equity UNDAF priority area. Focus in JP and other programs on violence and tracking systems has generated new national data around GBV. Analysis of data at national level utilized in CEDAW and BJ+20 reporting efforts. There is a national women's strategy, but no national action plan on GEWE. Some efforts have been made to support mainstreaming in ministries through training, advisory support and technical advice around key initiatives such as GBV and GRB. There has not been a concerted effort to build capacity for GM in ministries, however, and this emerged as a significant weakness in government systems.
2.d - UNCT support to gender mainstreaming in programme based approaches Source: TCPR 2007	Exceeds minimum standard • Capacity development provided to relevant government ministries for mainstreaming gender in Poverty Reduction Strategy Papers or equivalent. • Capacity development provided to relevant government ministries for mainstreaming gender in General Budget Support programming. • Capacity development provided to relevant government ministries for mainstreaming gender in Sector Wide Approaches and/or National Development Plans. Meets minimum standard Meets any two of the above.	Rating: 5 – exceeds minimum standards Evidence: gov agency interviews, women's machinery interview; UN agency interviews; secondary data Comments: Joint support do develop national poverty strategy with gender sensitivity under priority area #2 of UNDAF; focused effort by UNW with the government and UNCT to ensure that gender expertise included on JRP task forces to systematically

Dimensions	Definition	Rating
	Needs improvement Meets any one of the above. Inadequate Token attention to gender mainstreaming in programme based approaches. Missing Not applicable	improve gender responsiveness of JRP. Capacity development to key government ministries for GRB.
2.e - UNCT support to gender mainstreaming in aid effectiveness processes Source: TCPR 2007	Exceeds minimum standard - Gender-responsive budgeting (GRB) is promoted in the Ministry of Finance and other key ministries. - UNCT takes lead role in strengthening the Government's ability to coordinate donor support to promote gender equality. - UNCT supports monitoring and evaluation of gender mainstreaming in National Development Plans, Poverty Reduction Strategy Papers or equivalent, General Budget Support programming, and Sector Wide Approaches. Meets minimum standard Meets any two of the above. Needs improvement Meets one of the above. Inadequate Token attention to gender mainstreaming in aid effectiveness processes. Missing Not applicable	Rating: 4 – meets minimum standards Evidence: gov agency interviews, women's machinery interview; donor interviews, RCO interview, secondary data Comments: GRB has been promoted in MOPIC and other key ministries. UNDP and RC have coordinated technical support to MOPIC to improve aid effectiveness and strengthen coordination through the Host Community Support Platform, with UN Women offering technical support for GM. Gender donor meetings have not been held in Jordan for some years per the recollection of key informants. Support has been provided to promote UN and government gender expertise on JRP task forces to assist with all aspects of GM including in M&E.
3. PARTNERSHIPS		
3.a - Involvement	Exceeds minimum standard	

Dimensions	Definition	Rating
of National Machineries for Women / Gender Equality and women's departments at the sub-national level³⁶ Source: UNDG Guidance	Women's machinery/department participates fully in: • Consultations about CCA/UNDAF planning (e.g. the prioritization retreat). • Development of UNDAF outcomes, outputs and indicators. • As key informants/stakeholders in the monitoring and evaluation of UNDAF results. Full participation means that the women's machinery/department is present at meetings, is involved in decision-making, and that recommendations made are followed-up and there is involvement at the implementation level. • Role of women's machinery in supporting achievement of UNDAF outcomes clearly defined. Meets minimum standard • Women's machinery/department participates fully in CCA/UNDAF consultations. • Role of women's machinery/department in supporting achievement of UNDAF outcomes clearly defined. Needs improvement • Women's machinery/department participates fully in one of the above (under <i>Meets minimum standard</i>). Inadequate Token participation by women's machinery/department. Missing Not applicable	Rating: 3.5 –between 'meets minimum standards' and 'needs improvement' Evidence: women's machinery interview, un agency interviews, secondary data Comments: The women's machinery (JNCW) was invited and involved during the development of the 2013-2017 UNDAF. While they are present in UNDAF consultations, there are capacity issues within the institution that need to be improved for optimum involvement. The role of JNCW in supporting the achievement of UNDAF outcomes is not clearly defined, although they are noted as an implementing partner in priority area #1 and they are engaged in some initiatives including the consultations on the post-2015 development agenda, which garnered high participation rates of women in social media and local events. The Steering Committee for the UNDAF is co-chaired by MOPIC and the RCO. It is not yet clear who is on the executive committee. Generally, JNCW engages with UNW, rather than the UNCT and UN agencies more broadly, and there is a felt need within the agency for broader engagement.

³⁶ To be completed once during the CCA/UNDAF process.

Dimensions	Definition	Rating
3.b - Involvement of women's NGOs and networks³⁷ Source: UNDG Guidance	Exceeds minimum standard Women's NGOs and networks participate fully in: • Consultations around CCA/UNDAF planning (e.g. the prioritization retreat). • Development of UNDAF outcomes, outputs and indicators. • Monitoring and evaluation of UNDAF results. Full participation means that women NGOs and network representatives are present at meetings, involved in decision-making, that recommendations made are followed-up, and that they are also involved at the implementation level. • Role of women's NGOs and networks in supporting achievement of UNDAF outcomes clearly defined. Meets minimum standard • Women's NGOs and networks participate fully in CCA/UNDAF consultations. • Role of women's NGOs and networks in supporting achievement of UNDAF outcomes clearly defined. Needs improvement • Women's NGOs and networks participate fully in one of the above (under <i>Meets minimum standard</i>) Inadequate Token participation by women's NGOs and networks. Missing Not applicable	Rating: 3.5 –between 'meets minimum standards' and 'needs improvement' Evidence: CSO interview, women's machinery interview, un agency interviews, donor interviews, secondary data Comments: Representatives from women's NGOs and networks were involved in the consultations for the 2013-2017 UNDAF. They are identified as key IPs in priority area #2. While agencies do engage gender CSOs in UNDAF elaboration under individual and joint programs as well as in advocacy events, there was considerable feedback during the Scorecard exercise that the UNCT is perceived to stay with its traditional gender-focused CSO partners, and does not engage broadly or deeply with CSO, thereby missing engagement of key partners. There was an identified need for the UN to play a stronger role in opening up communications and collaboration between government and cso. CSO tends to engage with individual agencies, and do not necessarily perceive the UN as an integrated team, although joint advocacy events were noted as a step forward in UN coordination.
3.c - Women from	Exceeds minimum standard	

³⁷ To be completed once during the CCA/UNDAF process.

Dimensions	Definition	Rating
excluded groups included as programme partners and beneficiaries in key UNCT initiatives Source: UNDG Guidance	• Women from excluded groups and their capacities and livelihoods strategies, clearly identified in UNCT country level analysis. • UNCT proactively involves women from excluded groups in planning, implementation, decision-making, and monitoring and evaluation. • Women from excluded groups are participants and beneficiaries in key UNCT initiatives, e.g. in UNDAF outcomes and outputs. Meets minimum standard • Women from excluded groups clearly identified in UNCT country level analysis. • Women from excluded groups are participants and beneficiaries in key UNCT activities, e.g. in UNDAF outcomes and outputs. Needs improvement Meets one of the above (under <i>Meets minimum standard</i>). Inadequate Token involvement of women from excluded groups. Missing Not applicable	Rating: 3.5 – between ‘meets minimum standard’ and ‘needs improvement’ Evidence: UN agency interviews; CSO interview; secondary data Comments: Women from excluded groups are identified in the CA. They are targeted in some 2013-17 UNDAF outputs, but as beneficiaries, more than participants. Targeting is inferred in some outputs via general inclusionary terms without clearer articulation about gender specificities. Excluded women are not involved in higher-level processes (planning, decision-making, etc.)
4. UNCT CAPACITIES		
4.a - Multi-stakeholder Gender Theme Group is effective Source: TCPR 2007	Exceeds minimum standard • Gender Theme Group adequately resourced, and resourced equally to other Theme Groups. • All key stakeholders participate (e.g. national partners, Bretton Woods institutions, regional banks, civil society, trades unions, employer organizations, the private sector, donors, and international NGOs). • Gender Theme Group recommendations taken into account in preparation of CCA/UNDAF. • Gender Theme Group has a clear terms of reference with membership of staff at decision making levels and clear	Rating: 1 – inadequate Evidence: UN agency interviews, RCO interview, secondary data Comments: The GTG ceased to be operational about two years before the scorecard exercise. The decision to halt meetings was based on an internal informal assessment that meetings were poorly attended,

Dimensions	Definition	Rating
	accountability as a group. Meets minimum standard - Gender Theme Group adequately resourced. - Gender Theme Group recommendations taken into account in preparation of CCA/UNDAF. - Gender Theme Group has a clear terms of reference. Needs improvement Meets any two of the above (under <i>Meets minimum standard</i>). Inadequate Meets any one of the above (under <i>Meets minimum standard</i>). Missing Not applicable	attendees were junior, and impact of the group was negligible. UN Women has effectively managed coordinated support for gender mainstreaming in key initiatives, but sustainable system wide mainstreaming requires better coordination across agencies to best utilize sector-specific expertise and build capacities more broadly. Opportunities for synergistic programming were also lost without a platform for information-sharing and strategizing. There was a felt need and desire from GFPs in agencies consulted during the exercise to re-establish this mechanism to improve their effectiveness.
4.b - Capacity assessment and development of UNCTs in gender equality and women's empowerment programming Source: ECOSOC 2006	Exceeds minimum standard - Resident Coordinator systematically promotes, monitors and reports on capacity assessment and development activities related to gender equality and women's empowerment. - Regular review of capacity of UNCT to undertake gender mainstreaming (e.g. once every one or two years). - The impact of the gender component of existing training programmes regularly reviewed, and revised based on the review. - Training on gender mainstreaming takes place for all UNCT staff (one day every six months for new staff for first year, minimum of one day of training once every year after this). - Gender specialists and gender focal points receive specific training (minimum four days of training a year on gender equality and women's empowerment programming). Meets minimum standard - Resident Coordinator systematically promotes, monitors and reports on capacity development activities related to gender equality and	Rating: 2 – inadequate Evidence: UN agency interviews, RCO interview, secondary data Comments: There is currently no mechanism to monitor staff capacities for GM at the UNCT level. It was perceived that UNDAF outcome focus groups were responsible for addressing weaknesses in cross-cutting areas, but this was not something that focus groups had given attention. Groups were 'frozen' at the time of the Scorecard exercise, awaiting reconfiguration and direction in line with the new UNAF. There is no formal induction process for UN staff in Jordan beyond agency-specific norms. Some agencies provide gender training for staff (including

Dimensions	Definition	Rating
	women's empowerment • Regular review of capacity of UNCT to undertake gender mainstreaming (e.g. once every two or three years). • Training on gender mainstreaming takes place for all UNCT staff (one day every six months for new staff for first year, minimum of one day of training once every two years after this). • Gender specialists and gender focal points receive specific training (minimum two days of training a year on gender equality and women's empowerment programming). Needs improvement Any two of the above (under <i>Meets minimum standard</i>) are met. Inadequate Token attention to capacity development of UNCTs in gender mainstreaming. Missing Not applicable	GFPs) when opportunities arise; some require mandatory basic gender training with on-line courses. Other agencies offer little or nothing to build staff capacities for GM. The result is variable levels of skills and knowledge within and between agencies, and no mechanism to build skills as a country team.
4.c - Gender expert roster with national, regional and international expertise used by UNCT members³⁸ Source: ECOSOC 2006	Exceeds minimum standard • Gender expert roster exists, is regularly updated and includes national, regional and international experts. • Experts participate in key UNCT activities (e.g. UNDAF planning, development of Joint Programmes on gender equality and women's empowerment). • Roster used on a regular basis by UN agencies (dependent on size of UN country programme). Meets minimum standard • Gender expert roster exists. • Roster used on a regular basis by some UN agencies (dependent on	Rating: 2.5 – between 'needs improvement' and 'inadequate' Evidence: UN agency interviews Comments: A central gender experts roster does not exist at country level, but there is an IASC GenCap roster, and some agencies have their own rosters at regional or global levels that enable searches for gender-specific expertise. When needed, agencies may also ask other agencies, especially UN Women,

³⁸The roster can be maintained at national or regional levels.

Dimensions	Definition	Rating
	size of UN country programme). Needs improvement Roster in place but not updated or utilised. Inadequate No roster exists. Missing Not applicable	for recommendations. Agencies also utilize standard recruitment methods such as job advertisements and referrals from national networks to find gender experts.
5. DECISION-MAKING		
5.a - Gender Theme Group coordinator is part of UNCT Heads of Agency group Source: TCPR 2007	Yes/No	Rating: 1 – missing Comments: There was no GTG in Jordan at the time of the Scorecard exercise.
5.b - UNCT Heads of Agency meetings regularly take up gender equality programming and support issues Source: TCPR 2007	Exceeds minimum standard - Gender equality programming and support issues included in 75% of Heads of Agency meetings. - Decisions related to gender equality programming and support issues are followed through. Meets minimum standard - Gender equality programming and support issues are included in 50% of Heads of Agency meetings. - Decisions related to gender equality programming and support issues are followed through. Needs improvement Heads of Agency meetings occasionally include gender equality programming on their agenda. Inadequate	Rating: 4 – meets minimum standards Evidence: secondary data (review of HOA meeting minutes), un agency interviews Comments: Review of meeting minutes over the past year revealed that gender issues were raised in approximately 50% of the meetings, and there was no identifiable problem with follow-through. Items were most commonly raised by UN Women, and related to gender-specific joint programs as well as gender as a cross-cutting issue in broader activities and initiatives (such as GM in the JPR and the Scorecard).

Dimensions	Definition	Rating
	Token attention to gender equality programming and support issues. Missing Not applicable	
6. BUDGETING		
6.a - UNCT Gender responsive budgeting system instituted Source: ECOSOC 2005	Exceeds minimum standard The UNCT has implemented a budgeting system which tracks UNCT expenditures for gender equality programming, as a means of ensuring adequate resource allocation for promoting gender equality. Meets minimum standard The UNCT has clear plans for implementing a budgeting system to track UNCT expenditures for gender equality programming, with timelines for completion of the plan noted. Needs improvement Discussions ongoing concerning the need to implement a budgeting system to track UNCT expenditures for gender equality programming. Inadequate The issue of implementing a budgeting system to track UNCT expenditures for gender equality programming has been raised, but a decision was taken not to proceed with this. Missing Not applicable	Rating: 1 – missing Evidence: RCO interview, UN agency interviews Comments: The issue of implementing a system to track UN wide expenditures for GE programming had not yet been considered. A growing number of agencies utilize the gender marker system, but many still do not. GRB tracking issues must be understood within larger budget tracking issues against the UNDAF at the UNCT level. The issue in Jordan has been further complicated by the humanitarian refugee crisis, and the RC was not able to gather budget data against outcome areas for the 2013 RCAR, much less consider greater levels of specificity.
6.b - Specific budgets allocated to stimulate stronger programming on gender equality and women's empowerment	Exceeds minimum standard Specific budgets to strengthen UNCT support for gender equality and women's empowerment located for: • Capacity development and training of UNCT members. • Gender equality pilot projects. • Support to national women's machinery. • Support to women's NGOs and networks. • Maintenance of experts' roster.	Rating: 3 – needs improvement Evidence: women's machinery interview; UN agency interviews; CSO interview Comments: There are a number of pilot project initiatives under joint gender-focused programs. GM

Dimensions	Definition	Rating
Source: ECOSOC 2005	Gender mainstreaming in CCA/ UNDAF exercises (e.g. for the preparation of background documentation, gender analysis capacity building, technical resource persons, etc.). Meets minimum standard Specific budgets allocated for any four of the above. Needs improvement Specific budgets allocated for any three of the above. Inadequate Specific budget allocated for one or two of the above. Missing Not applicable	in CA/UNDAF was supported by a gender specialist consultant, funded by UN Women. There has been support to the women's machinery, but this has not been at the country team level. Support for gender-focused CSO has been program-based, including JPs. There are no specific funds for UNCT capacity development in GEWE. There are no funds for an experts' roster.
7. MONITORING AND EVALUATION		
7.a - Monitoring and evaluation includes adequate attention to gender mainstreaming and the promotion of gender equality and women's empowerment Source: UNDG Guidance	Exceeds minimum standard - A dedicated gender equality evaluation is carried out once during the UNDAF period. - Gender audit undertaken once during UNDAF period. - The UNDAF Monitoring and Evaluation Framework measures gender-related outcome and output expected results. - Data for gender-sensitive indicators in the UNDAF Results Matrix is gathered as planned. - All monitoring and evaluation data is sex-disaggregated, or there is a specific reason noted for not disaggregating by sex. - The UNDAF Annual Review reports on the main gender-related expected results. - Resident Coordinator reporting covers the main gender-related expected results. - Gaps against planned results are rectified at an early stage. Meets minimum standard - The UNDAF Monitoring and Evaluation Framework measures	Rating: 3 – needs improvement Evidence: secondary data, RCO interview Comments: There was no inter-agency M&E group functioning in Jordan at the time of the exercise. The UNDAF results framework does not meet minimum standards at the outcome and output level, but the indicators are in line with Scorecard standards (though the baselines are not). The 2013 annual review of the UNDAF faced problems with reporting in general, and reported against outputs in prose, rather than sticking to indicators as laid out in the UNDAF results framework. Gender-specific results were reported against visibly (though not completely), and there was also a separate section on

Dimensions	Definition	Rating
	gender-related outcome and output expected results. • Data for gender-sensitive indicators in the UNDAF Results Matrix is gathered as planned. • All monitoring and evaluation data is sex-disaggregated, or there is a specific reason noted for not disaggregating by sex. • The UNDAF/CAP Annual Review reports on the main gender-related expected results. • Resident Coordinator reporting covers the main gender-related expected results. Needs improvement Any four of the above (under <i>Meets minimum standard</i>) are achieved. Inadequate Less than four of the above (under <i>Meets minimum standard</i>) are achieved. Missing Not applicable	gender as a cross-cutting theme. The lack of actual disaggregation of data (as noted against Scorecard indicator 1e) remains a significant issue in the annual review, and is glaringly absent. The RCAR reporting in 2013 did cover gender issues, most explicitly in the annex.
8. QUALITY CONTROL AND ACCOUNTABILITY		
8.a - CCA/UNDAF quality control³⁹ Source: UNDG Guidance	Exceeds minimum standards • Gender experts involved in all aspects of CCA/UNDAF preparation. • Readers' Group comments refer specifically to gender equality and empowerment of women. • Evidence of changes based on Readers' Group comments concerning gender equality and empowerment of women. • Relevant assessment on gender equality and empowerment of women from the CCA quality review template taken into account in revising the CCA/. • Relevant assessment on gender equality and empowerment of	Rating: 3 – needs improvement Evidence: RCO interview; UN agency interviews; secondary data Comments: A gender specialist national consultant was engaged by UN Women to provide inputs into the CA and the UNDAF, and efforts were made to include those with gender expertise on sectoral groups.

³⁹ To be completed once during the CCA/UNDAF process.

Dimensions	Definition	Rating
	women from the UNDAF quality review template taken into account in revising the UNDAF. Meets minimum standard • Gender experts involved in all aspects of CCA/UNDAF preparation. • Relevant assessment on gender equality and empowerment of women from the CCA quality review template taken into account in revising the CCA. • Relevant assessment on gender equality and empowerment of women from the UNDAF quality review template taken into account in revising the UNDAF. Needs improvement Meets only one or two of the above (under <i>Meets minimum standard</i>). Inadequate Token attention to gender equality during review and quality control exercises. Missing Not applicable	Templates and/or PSG reviews were not able to be located or provided for the Scorecard assessment, so it is not evident the extent to which GEWE recommendations were taken into account.

Annex B – Overview of Minimum Gender Standards

UNCT Gender Scorecard CA/UNDAF Minimum Standards – At A Glance

No.	UNDAF Element	Minimum Standards
<i>Planning Dimension⁴⁰</i>		
1.	Country Context / Situation Analysis	• includes analysis of gender inequality including gender relations, roles, status and discrimination in access to and control of resources • analysis notes links to national legal frameworks for GE/WE and includes reference to CEDAW and other relevant reports • all data is sex-disaggregated or there is a reason noted for not disaggregating
2.	UNDAF Outcomes	• one outcome clearly articulates how gender equality will be promoted
3.	UNDAF Outputs	• between one-third and one-half of outputs clearly articulate tangible changes for rights holders and duty bearers which will lead to improved gender equality
4.	Results Indicators	• at least one indicator at outcome level, and between one-third and one-half of indicators at output level are gender sensitive and will adequately track progress toward gender equality results
5.	Baselines	• all data is sex-disaggregated or there is a specific reason noted for not disaggregating
<i>Programming Dimension</i>		
6.	Joint Programs	• a joint program on GE/WE is in place and gender is mainstreamed into other JPs
7.	Budget Allocations ⁴¹	UNDAF budget supports implementation of <u>at least</u>

⁴⁰ Minimum planning standards are further supported as best practice based on a study commissioned by the undg task Team on Gender Equality reviewing 26 UNDAFs globally (Rao, Aruna. 2010. “Strengthening Gender Equality in United Nations Development Frameworks.”) The study found that reliable gender equality results can be achieved when UNDAFs include gender equality as one of the key outcome areas with indicators to measure progress. Sector-specific gender equality results are best achieved when gender equality outputs and indicators are clearly articulated within the respective outcome areas of the UNDAF.

⁴¹ Rao’s (2010) assessment found that few UNDAFs specify the amount of resources allocated to gender equality outcomes either as a separate area of work or as part of achieving other UNDAF outcomes. When this is done, it indicates a transparent commitment of the UNDAF and makes possible better tracking of resources for gender equality over time.

		<u>three</u> of below: • National Plan of Action on GE/WE • implementation and follow-up on CEDAW • collection/analysis of national sex-disaggregated data • gender mainstreaming in ministries other than women's machinery
<i>Partnership Dimension</i>		
8.	Women's Machinery	• women's machinery participates fully in UNDAF consultation • role of women's machinery in supporting achievement of UNDAF outcomes clearly defined
9.	Women's NGO/CSO	• women's NGOs participate fully in UNDAF consultations • role of women's NGOs in supporting achievement of UNDAF outcomes clearly defined
10.	Excluded Women	• women from excluded groups clearly identified in country level analysis • women from excluded groups are participants and beneficiaries in UNDAF outcomes and outputs
<i>Quality Control and Accountability Dimension</i>		
11.	Quality Control	• gender experts involved in all aspects of UNDAF preparation (e.g. theme group, national machinery, cso) • assessment on GE/WE from UNDAF quality review template taken into account in revising the UNDAF

Annex C – Gender Action Plan in UNDAF

Sample Action Plan for Gender Mainstreaming in UNDAF Roadmap

Sample is from a plan developed with East Timor UNCT, which may serve as a model. Actions have been developed based on inputs put forth by the Gender Theme Group in “Gender Scorecard and UNDAF Gender Mainstreaming Training Workshop” 3 May 2013, Dili, East Timor (Andrea Lee Esser, facilitator).

Item	Action	Key Responsibility (Participants)	Timeframe/Links to Step in Roadmap (v. 7)
1	Create an UNDAF gender task force comprised of 3-4 GTG members to oversee key inputs for GM in UNDAF and to guide implementation of GM plan.	GTG with RCO support	By June 2013
2	Ensure that “Gender Scorecard” assessment of GM in the current UNDAF is shared with key players engaged in UNDAF review.	GTG to share with M&E Steering Committee, UNDAF Data Collection Working Group and UNDAF Steering Committee	Steps 5, 7 and 11 in roadmap
3	Ensure that CEDAW reports and recommendations are considered along with MDGs in UNDAF design and highlighted in background narrative.	GTG to advocate via Internal Planning Committee	Steps 7 and 14
4	Ensure that sex-disaggregated and gender sensitive data is prioritized by Data Collection Working Groups. Appoint one member to each Data Collection Working Group that has sector-specific expertise combined with gender awareness/expertise.	Internal Planning Committee working with GTG and M&E Steering Committee	Step 7
5	Involve women’s machinery, members of government gender working group, and gender CSOs outside of the mainstream in consultations.	GTG to advocate via Internal Planning Committee	Steps 10 and 25
6	Include women’s machinery on UNDAF Steering Committee	GTG to advocate with RCO	Step 11
7	Make sure that at least one member of the Internal Planning Committee is highly gender sensitive.	GTG to advocate via RCO.	Unclear when committee is appointed

8	Consider thoroughly case for gender equality as an outcome area in new UNDAF. Ensure GM in all outcome areas (refer to minimum standards set by scorecard).	GTG task force to advocate via RCO.	Step 14 Prioritization Workshop
9	Ensure that at least one person working in each outcome area for results matrix and M&E framework can conduct gender analysis and mainstreaming for sector(s).	RCO to direct Internal Planning Committee	Steps 15 and 20
10	Ensure country-level screening of draft reports in early stages for GM.	GTG UNDAF task force with facilitation by Internal Planning Committee	Preliminary screen at steps 15 and 20; second screen at steps 21 and 24
11	Confirm that QSA at regional level includes dedicated gender expertise on team.	RCO and Internal Planning Committee (GTG to advocate)	Steps 16 and 22
12	Incorporate all above approved steps from GM Action Plan for UNDAF into roadmap.	RCO via Internal Planning Committee (GTG to advocate)	Incorporate into v. 8 of roadmap as soon as approved.

Annex D – Persons Consulted

List of Persons Consulted for Gender Scorecard - Jordan

Name	Organization
<i>Internal Stakeholders - United Nations</i>	
Maaïke van Adrichem	Child Protection Specialist & GFP, UNICEF
Marta Garbarino	UN Coordination & Civil Society Affairs, UNW
Giuseppe Belsito	Representative, UN Women
Amani Hammad	Head of Governance & GFP, UNDP
Michael Schaadt	Strategic Planner, RCHCO
Miranda Shami	Gender Focal Point, WHO
Bertrand Blanc	Gender Focal Point, UNHCR
Andrea Berloff	Representative, FAO
Constantine Farina	Representative, UNESCO
Emily Bruser	GFP, UNESCO
Merrin Waterhouse	Senior Gender Advisor, IATF
<i>External Stakeholders – Government, CSO and Donors</i>	
Majd Hammad	Head of Gender Division, Ministry of Planning and International Cooperation
Boshra Bentareef	Senior Researcher, Ministry of Planning and International Cooperation
Dr. Muna Al-Rfou	Gender Unit, Ministry of Social Development
Marwa Alarabiyat	Gender Unit, Ministry of Social Development
Nermeen Murad	Chief of Party, USAID, Takamol Gender Program
Layla Naffa Hamarneh	Director of Projects, Arab Women Organization
Patricia Pettinger	GFP, European Union

Annex E - Resources

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