Gender Scorecard

United Nations Country Team (UNCT)
State of Palestine

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I. Background

The "UNCT Performance Indicators for Gender Equality and Women's Empowerment" (Gender Scorecard) is a globally standardized rapid assessment 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 conducted in the State of Palestine[2], are to:

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

The Scorecard field exercise was conducted in Palestine in November 2014 toward the end of the first year of the 2014-2016 UNDAF cycle. The 2014-2016 UNDAF was the first UNDAF ever drafted in Palestine. The UNDAF drew on the 2012 Comprehensive Analysis (CA), which engaged UN and partner agencies in oPt in a consultative participatory process to identify and analyze development challenges, as well as an assessment of UN comparative advantage in the State of Palestine. The UNDAF outlined UN agencies development initiatives in six priority outcome areas: 1) economic empowerment, livelihoods, food security and decent work; 2) governance, rule of law, justice and human rights; 3) education; 4) health; 5) social protection; and 6) urban development, natural resource management and

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[1] UNCT refers to the entire UN system in oPt in this document. The UNCT heads of agencies group is referred to as the UNCT HOA.

[2] In accordance with the Secretary-General's report on the "Status of Palestine in the United Nations" (A/67/738), released on 8 March 2013, "State of Palestine" is now used in United Nations documents, notwithstanding the use in parallel of the term, "occupied Palestinian territory". Both terms are used interchangeably in this document.

infrastructure. Gender issues were addressed in the UNDAF via a mainstreaming strategy that identified gender equality as a cross cutting goal.

II. Methodology

The Gender Scorecard methodology measures gender mainstreaming in UN common programming processes across eight dimensions. 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.

The Scorecard works within eight dimension areas that encompass 22 indicators to present a holistic measure of gender mainstreaming processes. The eight dimension areas are planning, programming, partnerships, UNCT capacities, decision-making, budgeting, monitoring and evaluation, and accountability.

An international gender specialist worked over a ten-day period in November 2014 to complete the participatory data-gathering component of the exercise with facilitation support from UN Women as the head of the Gender Task Force (GTF). The consultant utilized primary and secondary data to inform the assessment. Following a review of key background documents, the consultant facilitated interviews, focus groups and informational feedback sessions to engage key players to critically assess the status of UN gender mainstreaming processes, and discuss recommendation areas. Participating stakeholders included key representatives from the UN, government agencies, CSO, and donors.[3]

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 feedback and discussion to representatives from key stakeholders including a participatory feedback session with the Gender Task Force. 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.

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[3] See Annex E for full list of stakeholders consulted.

III. Findings

The findings presented below reflect the average score in each dimension. Scores were based on a 0-5 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 a full explanation and rating of each indicator.

The results reveal that the UNCT State of Palestine approaches or meets the minimum standards for gender mainstreaming processes in the areas of planning, programming and quality control and accountability. The team scored below the minimum standards, but on par with global results in partnerships and monitoring and evaluation. The weakest three areas scored low against the minimum standards as well as the global averages: UNCT capacities, budgeting, and decision-making. 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 – Meets or Approaches Minimum Standards

Planning. The average score of 3.7 is very close to the minimum standard of 4, and higher than the global average of 3.3. The score is largely reflective of rigorous efforts of key players to mainstream gender throughout the Comprehensive Analysis and UNDAF planning processes. The score reflects sound analysis of the country context related to gender equality and women's empowerment in the Comprehensive Analysis (CA)[4], although many of the gender-specific details highlighted in the CA were obscured in the 'main findings' recap of the CA contained in the UNDAF.

The oPt UNDAF met minimum standards for gender sensitivity at the outcome level that require at least one outcome to articulate the promotion of gender equality. While only one of the six outcomes references gender equality explicitly (outcome #5 social protection), five of the six outcomes include prose elaboration in the body of the UNDAF on plans for fostering gender equality. Fourteen percent of outputs are framed in a gender sensitive manner[5], falling short of the minimum standard of at least one-third of outputs articulating tangible improvements to gender equality.

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[4] The CA includes a gender annex. Rather than existing as a stand-alone extra (as often happens with gender annexes), much of the information from the annex is incorporated into the body of the CA in the true spirit of gender mainstreaming. While there are inconsistencies across sectors, with some displaying higher levels of gender mainstreaming than others, the document overall pays good attention to areas of gender inequality in oPt.

[5] Four out of 28 outputs make reference to gender equality.

However, while failing to explicitly articulate gender equality targeting, many of the outputs implicitly convey a vision of broad-based equality with references to human rights, equitable access and vulnerable groups.

The minimum standard set in the Scorecard for indicators requires that one-third to one-half of indicators should be gender sensitive and able to track progress towards gender equality results. The 2014-2016 oPt UNDAF exceeded the standard, with gender sensitivity in 73 percent of output level indicators (38 out of a total of 52 eligible indicators).[6] At 71 percent, the baselines, however, fell a little short of the minimum standard that requires 100 percent baseline data to be either disaggregated by sex or footnoted with an explanation for lack of gender sensitivity.

Programming. The 3.5 score in programing approaches minimum standards and is in line with global results. The score reflects the existence of gender-focused Joint Programmes (JPs) as well as sound results with gender mainstreaming in other JP concepts despite a lack of systematized processes.[7] The UNCT has worked under the GTF to undertake joint communication and advocacy around key issues including Gender Based Violence (GBV). Partial credit was earned for efforts to support gender mainstreaming in aid effectiveness, national priorities and program-based approaches, but initiatives need to move beyond the domain of UN Women to the broader UNCT for full credit and maximum impact.

Quality Control and Accountability. Quality control and accountability earned a strong score of 4, meeting minimum standards, and scoring significantly above global averages. This was attributed to the careful and comprehensive involvement of internal and external gender experts throughout the CA and UNDAF preparation. Government and UN gender experts were involved across thematic groups as well as via the GTF to provide inputs from the CA through to the development of the UNDAF results matrix. Peer Support Group (PSG) comments included GEWE issues, and gender-specific inputs by UN Women in response to PSG comments were taken into account in shaping the UNDAF. While there was not always agreement between key players, there is ample evidence to show that GEWE issues were taken into account in revising and finalizing the document, and the results of this are evident in the strong scores earned in both the 'planning' and 'quality control and accountability' dimensions.

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[6] 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. share of agricultural sector in national budget, percent of health facilities, number of policies). This excluded 83 indicators from a total of 135, leaving 52 qualifying indicators. All outcomes except #6 (urban development, natural resource management and infrastructure) included 1-2 gender sensitive indicators at the outcome level. Thirty-seven of the 52 baselines were gender sensitive or sex-disaggregated (71 percent of total eligible baselines).

[7] More than three quarters of the JP concepts put forth in the 'Gulf Fund' proposals were gender sensitive, and several were gender focused.

Partnerships.   The 2.8 score in the partnerships dimension reflects UNCT performance across the three indicator areas that measure relations with the national gender machinery, women's/gender CSO and marginalized women.   The Ministry of Women's Affairs (MOWA) was fully engaged in the planning processes for the 2014-2016 UNDAF, although their actual role in supporting the achievement of outcomes is not clearly defined.   It is not certain who will comprise the "Government UNDAF Committee" to guide UNDAF elaboration, as the committee was not formed at the time of the scorecard exercise.   Consultations held with MOWA revealed a felt disconnect at the time of the scorecard between MOWA and the UNDAF.[8] While women/gender CSOs were engaged to a lesser degree in UNDAF consultations, their role in UNDAF elaboration remains unclear, and those consulted for the exercise displayed a lack of understanding of the UNDAF despite efforts to address this gap with the formulation of a Gender Theme Group to provide space for deeper CSO engagement in UNDAF processes.   Representatives from women's CSOs consulted during the Scorecard exercise did not perceive the UNCT as a cohesive unit.   Their   understanding   of   the   UN   was   based   on   their   relationships   with individual agencies, and issues with duplication and competition were observed. Marginalized women are identified in the CA analysis and 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.

Monitoring and Evaluation.   The monitoring and evaluation dimension earned a 2.5, which is consistent with global results, but below minimum standards.   The M&E group, as a whole, does not perceive gender mainstreaming to fall within its mandate, and this is reflected in the absence of gender responsibilities in the group TOR.   Scoring against this dimension area was complicated by the fact that some of the processes that are ranked against in the indicator framework have not yet been undertaken in oPt due to the early stage of elaboration of the first UNDAF cycle in the State of Palestine.   Progress on reporting against the UNDAF was made even more   challenging   by   the   Israeli   Operation   "Protective   Edge"   in   Gaza   during July/August-2014,   which   required   a   refocusing   of   UN   attention   to   address immediate needs.   The UNDAF results framework remained untested at the time of the Scorecard, so it was not clear the extent to which disaggregated data would be collected as planned.   Partial credit was given, therefore, based on plans to gather gender sensitive data against the results based framework and to ensure the annual review incorporates gender-related results.   Resident Coordinator reporting does include   gender-specific   activities   in   the   annual   workplan,   but   does   not   highlight gender in the annual report cover letter that outlines key issues.[9]

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[8] This disconnect could be bridged by an actively functioning GTG, as per GTF plans, but the GTG has yet to be fully formed. Refer to Recommendation #2.
[9] Based on a review of the 2013 Annual Report.

UNCT Capacities. With a score of 2.3, UNCT capacities to mainstream gender emerged as an area requiring attention. The score reflects, to some degree, the early stage of development for all of the theme groups and cross-cutting groups in the State of Palestine, where groups are in a stage of identity-formation during the first year of implementation of the first UNDAF. This dimension also considers the effectiveness of the Gender Task Force (GTF). The GTF scored high for having a clear TOR and for working effectively throughout the UNDAF preparation to mainstream gender, but there remain issues with consistency in leadership and participation in the group, and an over-reliance on UN Women as lead agency. GTF effectiveness is also limited by a lack of financial resources. The score in this dimension area further reflects the absence of sufficient mechanisms to develop system-wide capacities for gender mainstreaming, although notable efforts have been made on an ad-hoc basis to develop skills and offer targeted training. The UN oPt 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.

Budgeting. The score of 1.5 in this dimension reflects constraints within the UN system globally to institute mechanisms to capture gender-specific budgetary data at a broad level for planning and monitoring purposes. This situation is particularly complicated in the Palestinian context by the hazy distinction between humanitarian and development interventions, which means that the broader humanitarian work of some UN agencies is not captured within the development frame of the UNDAF. While a growing number of individual agencies have instituted the gender marker system, the UNCT has yet to consider either the means or analytical applicability of tracking gender equality expenditures at the highest level. Stronger tracking via gender responsive budgets (GRB) would serve as a powerful monitoring and an advocacy tool for ensuring significant investment in gender equality programming (see Recommendation #6).

Decision-making. The score of 2.5 is far below both the minimum standard and the global average. The score is negatively impacted by the fact that the Coordinator of the GTF is not a part of the UNCT HOA group, and therefore is not best positioned to make the necessary linkages at the highest levels of decision-making according to the criteria set forth in the Scorecard based on best international practice.[10] A review of UNCT HOA meeting minutes over the past 18 months (mid-2013 to late-

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[10] See Annex A, Indicator 5a. The indicator requires a polarized 'yes' or 'no' rating as to whether the head of the GTF is member of the HOA group. In many countries, the head of UN Women serves as the head of the gender thematic group. While UN Women oPt worked to bridge this gap by maintaining strong dialogue between the head of UN Women and the GTF Coordinator, and by inviting the GTF Coordinator to UNCT HOA meetings on an ad hoc basis, the team scored a '1' against this indicator as per the Scorecard methodology.

2014) revealed that gender programming was mentioned in approximately half of the meetings, showing a reasonable degree of high-level discourse.

UN State of Palestine Scorecard Results[11]

Scorecard Dimension	oPt Score	Global Average
1 Planning	3.7	3.3
2 Programming	3.5	3.7
3 Partnerships	2.8	3
4 UNCT Capacities	2.3	3
5 Decision-making	2.5	3.4
6 Budgeting	1.5	2.5
7 Monitoring and Evaluation	2.5	2.8
8 Quality Control and Accountability	4	2.7

IV. State of Palestine Context

The operational environment in the oPt is complex and challenging. Opportunities for gender sensitive programming must be carved out within a human development context that includes military occupation, territorial fragmentation, political differences and mistrust, restrictions in movement, and limited access to and control over resources. The implementation of the first UNDAF in the oPt is an important step forward for the UN to work collectively toward human development and security in the oPt. It offers a critical means to foster more cohesive and comprehensive efforts toward gender equality within the mandate of individual agencies and the broader collective UN system, and it is therefore important that gender goals and target remain central in elaboration.

There is reasonably solid ownership within the UN oPt of gender equality as a guiding principle within the broader human rights framework, though there are significant differences in the interpretation of what is required to realize gender equality results. While some agencies/individuals retain a one-dimensional understanding of gender that leans toward a beneficiary approach to women, others display a growing understanding that gender equality requires systemic change to address root causes of inequality. Like most country teams, UN oPt must contend with uneven commitment to gender equality amongst counterparts, funding

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[11] oPt 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 three dimension areas, average performance against global results in two areas, and below average performance in three dimension areas.

limitations, capacity development challenges and, more than most, competing issues in the form of conflict and crisis.

Working relations between UN agencies are not always strong or collaborative in the State of Palestine. This seems to be influenced in part by historical differences in the scope of work and entry timeframe for different agencies along with overlapping agendas that have yet to be worked through satisfactorily. Experiences on JPs have not necessarily led to greater cohesiveness. Some past JPs essentially ran as separate agency programs joined under one umbrella, rather than fostering collaboration and creative programming. Government and CSO counterpart agencies do not yet see the UN as a cooperative system, though the country team has clearly taken steps forward on this front with the design of the UNDAF, formation of thematic and cross-cutting groups, and collaborative efforts to develop concept ideas for joint programs[12].

The UNCT oPt benefits from on-going gender mainstreaming systems developed by member agencies. Many agencies have taken great strides over the last decade to design comprehensive gender strategies, and improve technical support and oversight. There is an increasing availability of tools and guidelines from headquarters and regional offices for many agencies, and stronger accountability systems in place for GM. The establishment of UN Women as a full-fledged agency, and the formation of the GTF in the UN oPt are well positioned to help guide higher level GM processes.

Though challenging, the Palestinian context offers opportunities for making progress toward gender equality programming. Enabling elements or possible entry points identified by stakeholders during the Scorecard exercise include:

- Government pursuit of statehood agenda
  - Human rights instruments
  - Government capacity development needs
  - Common legal framework
- Better national mechanisms for GM – CSNGS, gender units
- Gender mainstreamed in key government and line agency policies
- Some donor support and/or mandate for gender mainstreaming

Implementing the Gender Scorecard in the State of Palestine

The Gender Scorecard is a standardized tool that utilizes fixed indicators at the national level for global comparison. Assessment criteria must be applied in the

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[12] The process of designing the project concepts for the 'Gulf Fund', most of which were joint programs, was deemed 'difficult' by many, but ultimately valuable, because it helped agencies to better understand potential areas of collaboration and cooperation.

same systematic way in each country for validity and consistency in cross-country comparisons. The methodology does not include any means to adjust for the influence of the operating environment in the scoring.

The operational environment in the State of Palestine is dynamic, and uniquely challenging, as noted above. In the first year of UNDAF implementation, the UNCT's focus shifted sharply to meet the humanitarian demands stemming from the Israeli military Operation "Protective Edge" in Gaza in July and August of 2014. The situation had only recently stabilized at the time of the Scorecard assessment, and intensive efforts were underway for recovery and reconstruction in Gaza. The status of UNCT operations for gender mainstreaming, therefore, should be understood within the broader development context and the strains put on the UN system over this time period. As one respondent noted aptly during a focus group discussion, "you (outsiders, consultants) want to tick a box like this is a normal situation, but this is not a normal situation."[13]

Efforts have been made throughout the assessment to take into account and make note of the influence of the Palestinian context on operating systems so that the status of gender mainstreaming can be understood within broader systems challenges. While not affecting the scores, the context is well 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.

V. Recommendations

The recommendations for the UN oPt 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 country context and the UN machinery whereby each agency has a particular culture that is driven by the mandate 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 the UNDAF. By working collectively toward gender equality, agencies can increase both the scope and quality of their programming, thereby more effectively working with partner agencies to reach targets and foster deeper equality within broader human rights based approaches.

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[13] Paraphrased sentiment of an external stakeholder during a focus group discussion.

#1 Design a Vision Statement for the State of Palestine UN System on Gender

Primary Dimension Target: #2 Programming; #5 Decision-Making; #8 Accountability and cuts across all dimensions

The Scorecard exercise revealed considerable strengths and innovative initiatives within the UNCT to foster gender equality. Despite good support in general for gender equality as evidenced by the high level of engagement with the Scorecard exercise, a lack of strong cohesion as a UNCT group on key issues is evident. Issues with cohesion and group identification are not limited to the gender sphere, but more generally noted for other groups within the UNCT. This is largely influenced by the 'newness' of groups and structures under the first UNDAF. The assessment took place during a period of growth and adjustment for the UN system in the State of Palestine, and the recommendations reflect that reality.

While the decision to treat gender as a cross-cutting issue in the UNDAF without a specific pillar is justifiable and the logic is laid out in the UNDAF itself, the lack of a gender-specific priority area leaves a gap in focus for the UN country team. This gap translates into a lack of a clear position for the UNCT on gender equality priorities, and it presents a real risk of a 'gender is everywhere but it is nowhere' scenario playing out.

The UNCT should draft a short vision statement on gender priorities within the UN system to mitigate this risk and encourage greater cohesion and focus. The purpose of the statement is to clarify the vision and strategic priorities for the UNCT on gender equality. The vision statement should be no more than one page.[14] It is not meant to be a comprehensive strategy, though it may be developed into a strategy if warranted to complement the second oPt UNDAF if a similar framework is employed.[15]

The UN oPt gender vision statement should be drafted in-house by the GTF for endorsement and dissemination by the UNCT HOA. Benefits to a vision statement:

- Define UN position on GE and bring this definition to the forefront of communication and programming at the highest level across agencies (gives shape to talking points on key issues and UN response for consistency in communication).
- Customize general gender commitments to local context, and foster common UNCT ownership.
- Elevate the profile of gender concerns in broad-based advocacy especially on priority issues.

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[14] See http://www.aflcio.org/About/Exec-Council/EC-Statements/Statement-on-Commitment-to-Gender-Equality for a succinct sample.

[15] A number of UNCTs globally, including Kyrgyzstan and Vietnam, have utilized a UNCT Gender Mainstreaming Strategy to help guide and focus efforts.

- Prioritize joint action to address critical issues (e.g. flagship joint program, advocacy).
- Establish clear commitment to support and enable GM mechanisms including GTF (see Recommendation #2).

Timing: Immediate.
Responsibility: GTF to draft; UNCT HOA to endorse.
Cost: In-house. No additional resources.

#2 Empower the Gender Task Force for Coordinated Delivery on GM

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

The GTF, like all of the thematic and cross-cutting groups in the oPt, is in an early stage of formation and identity-building. Led by UN Women, the GTF has done an admirable job to mainstream gender as a cross-cutting theme in the 2014-2016 UNDAF. It has a clear TOR and workplan for 2014, and has achieved most of the planned activities.[16] Despite successes, the Scorecard exercise revealed a number of issues within GTF operations that limited the effectiveness of the group. The dominance of UN Women as the head of the group is a strong plus due to the mandate and technical expertise of UN Women. At the same time, this model has led to lack of clarity within the group as to distinctions between UN Women and GTF actions, and overdependence on UN Women to drive group activities. There have also been issues within the group with lack of consistency at the levels of leadership and membership/participation, which have created challenges for group continuity and cohesiveness. The GTF works hard and holds itself accountable to meet its responsibilities, but it is not necessarily held accountable by higher authorities in any systematic way.

The GTG (sub-group of the GTF that involves government and CSOs under UNDAF framework) is well conceptualized to encourage communication, collaboration and joint ownership of national gender priorities under the UNDAF. A well-functioning GTG can improve transparency and openness between diverse actors from the UN, government and CSO. Unfortunately, the launch of the GTG coincided with the Gaza crisis in the summer of 2014, and the group has yet to properly establish itself in a coherent and consultative way, so this requires attention and further consultation with stakeholders.

The following items are recommended to improve GTF and GTG effectiveness:

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[16] A considered decision was taken by the GTF to work at the policy level (advisory), rather than an operational level (activity-based), and this has influenced the workplan and the direction of group activities. While there may have been consensus on this decision, there was also dissent, and the group would benefit from re-visiting this decision as they assess achievements against the 2014 workplan, and design the 2015 workplan.

1. The GTF to be led by the head of UN Women in line with minimum standards.
2. The GTF 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.[17]
4. Appointed GTF members to have a single alternate to attend meetings when needed. Alternates to be included in communication loop by GTF member as needed.
5. Deepen means of sharing 'model' initiatives through GTF by simplifying formats and expectations; revamp and reinforce means of information sharing within group of innovative initiatives, including options for group feedback on agency-specific technical documents.
6. Expand and systematize upward communication
   o Add standing agenda item for gender, youth and disability on HOA meetings
   o GTF members to informally brief HOA and others as needed within agencies (flexible approach - short bullets in email; verbal, etc.)
7. Simplify 2015 workplan format and diversify responsibility for lead agency (aim for no more than 50% UNW as lead). Review decisions on policy/activity focus in context of new workplan. Incorporate relevant Scorecard recommendations into workplan.
8. Establish the GTG (government and CSO) with greater transparency and full participation of all players on the development and validation of the TOR.

As a group with broad responsibilities for facilitating the UN to improve gender equality results, the gender task force should be enabled with core discretionary funds from all UN Agencies to improve work efficiency. This will 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. Agencies should demand results from their investment of core resources, and hold the GTF accountable. This model may be piloted for 1-2 years and evaluated for efficacy and possible scale up or back. 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);

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[17] The group has trialed monthly meetings, and quarterly meetings. Monthly meetings are too frequent, but quarterly meetings may be too infrequent for continuity.

- increased flexibility for GTF to act quickly on small seed activities and strategic inputs;
- increased program accountability and system-wide ownership.

Timing: 2015 for pilot.
Responsibility: RCO and UNCT HOAs to oversee; GTF to implement.
Cost: Approximately USD 30,000/year, (USD 1000 from small and non-resident agencies; 2000 from larger agencies).

#3 Prioritize GM in Joint Programs (JPs)

Primary Dimension Targets: #2 Programming; #3 Partnerships; #4 UN Capacities

JPs offer rich opportunities for synergistic programming that allow agencies to contribute to a larger goal by working in their niche 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.   JPs offer numerous opportunities for stakeholders to increase their awareness and skills around gender issues through joint planning, implementation, monitoring and evaluations.

JPs tend to best mainstream a gender perspective when UN Women or another agency with sector-specific gender expertise is involved, however this is not a prerequisite. 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. As one of the primary conduits for enabling the UN to deliver collaboratively, JPs should play a central role in building capacities and realizing GE results across agencies if gender is mainstreamed effectively.

At the time of the Scorecard exercise, there were few operational JPs, though there were many ideas and plans for joint projects that lacked funding. As more JPs are developed under the UNDAF[18], UN oPt should have in place a clear procedure to operationalize gender mainstreaming in JPs. The recent experience of UNDP and UN Women collaborating in the 'Rule of Law' JP can serve as a model for the ability of a gender focus within a JP to help leverage additional resources collectively. The planning and design stage is arguably the most important juncture for mainstreaming gender due to the strong potential for positive flow-on effects of

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[18] Interviews with HOAs and other key players during the scorecard exercise revealed that JPs enter into an arena of skepticism within UN oPt that seems to stem from past experiences, concerns about added workloads, limited financial resources, concerns about slowing down and complicating representation, delivery, etc. Willingness to collaborate on JPs in oPt is also influenced by on-going humanitarian demands that often take precedence over longer-term development needs typically tackled by JPs.

effective mainstreaming. The UNCT should focus its GM efforts on JPs from design forward to operationalize GE/WE commitments in a unified way. Suggested steps:

1. Align gender mainstreaming standards for JPs to minimum UNDAF standards as laid out in the gender scorecard (see Annex B). Build standards for GM into template for JP development.
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.[19]
3. Establish an internal screening process of early drafts to be adjusted for GM and other cross-cutting areas. Internal screening process should involve representatives from the GTF and other cross-cutting teams as well as the M&E Group.[20]
4. Establish a procedure for JP joint monitoring missions at the level of the program committee that includes sensitivity to gender and other cross-cutting themes. See Annex C for sample joint monitoring mission report.
5. 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: UNSCO and UNCT HOA to oversee[21], joint teams for each JP to operationalize; GTF, other cross-cutting groups, and M&E team to provide technical support.

Resources: In-house; no additional resources.

In addition to mainstreaming in all JPs, the UN oPt should draw on the lessons learned from the MDG-F and the smaller follow-up SDG gender program to be alert to the possibility of establishing a more comprehensive gender joint program when the funding opportunity arises. A broad-based gender JP aligned to the UNDAF and the gender vision of the UNCT is in line with UNDG minimum standards as laid out in the Scorecard. A single, consolidated gender program fosters better partnerships via closer collaboration between the UN and development partners for more concerted engagement on the achievement of national and global gender equality commitments. It facilitates hands-on capacity development of all stakeholders by

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[19] Tools may also be adapted and tailored from existing UN resources including "Resource Guide for Gender Theme Groups" (2005) that includes UNDAF/CCA planning tools and checklists.

[20] This may be done within a broader interagency joint project approval process as instituted in some country teams.

[21] This would typically be the responsibility of the deputy's group to oversee, but the deputy's group was not operational at the time of the Scorecard exercise. Responsibility should lie with the deputy's group when operational.

drawing on the knowledge, skills and comparative advantages of each in designing integrated approaches to reduce gender inequalities.

#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 ensuring regular training opportunities at the country team level where appropriate. Initiatives have already been taken to mainstream gender in staff induction processes, though this requires further follow-through to fully activate. Consultations during the Scorecard exercise revealed some innovate approaches within agencies to conduct comprehensive gender assessments and targeted training as well as to improve women's advancement in leadership that may be suitable for adaptation and replication[22].

Capacity development initiatives within the UN system should be coordinated through the GTF with committed core agency funds.[23] Targets for training should be strategically geared toward groups that have system-wide responsibilities for coordinating and facilitating key mainstreaming initiatives. Training should be linked to procedural changes in GM processes within the UN team. Efforts should be made to comprehensively target smaller institutions and field-based staff as well as weak programmatic areas. Precise targets and content of training should be decided in a consultative fashion.

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 '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 UNDAF and JP planning).

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

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[22] For example, UNRWA has taken an innovative approach to improve rates of female staff movement into management positions drawing on the "Lean In" women's leadership model. WFP has taken comprehensive steps to assess and improve staff capacity for gender responsive work.
[23] The GTF has already targeted the need for GFPs to continue to build skills as per 2014 workplan, but lacks resources for execution. This recommendation expands capacity development beyond the GTF to wider team training needs.

#5 Engender UNCT Monitoring & Evaluating Processes

Primary Dimension Targets: #7 M & E; #4 UNCT Capacities

The M&E group (MEG) in oPt has good representation across agencies and strong leadership. The group is comprised of the best experts within the UNCT on M&E. Collectively, they have a vast wealth of technical skills and knowledge that should be utilized to improve M&E for broad-based activities under the UNDAF and JPs. The MEG has a clear TOR, but the TOR does not include gender mainstreaming as a core function, and the group does not identify this as their role. Individuals within the group may have variable levels of technical skills and knowledge on GM in M&E frameworks. The group as a whole would benefit from tailored tools and training to help oversee joint M&E processes for gender sensitivity.

The MEG TOR furthermore does not include any oversight function for M&E frameworks in JPs. Systematizing MEG inputs into JP monitoring frameworks can help to ensure that JPs increasingly move toward integrated programs, not joint parallel projects, while ensuring integration of key cross-cutting and other priority issues. Working closely with the GTF and other thematic and cross-cutting groups, MEG is well positioned to help guide GM and improve the overall quality of M&E processes in JPs and the UNDAF.

- Adjust M&E group TORs to include technical support for gender mainstreaming and other cross-cutting themes in relevant monitoring frameworks (e.g. UNDAF and JPs);
- Build capacities of M&E group to include technical oversight for mainstreaming of gender and other key themes in UNDAF and other frameworks with a one-day workshop on gender sensitive indicators that includes tools provision tailored to the oPt context. Workshop should be mandatory for all M&E members;
- Develop a system for ensuring representatives with sector-specific knowledge from the MEG are included in JP design teams and that the MEG provides a review of JP M&E frameworks for quality control (including gender and other cross-cutting themes);
- Develop a joint monitoring mission template for all JPs, and ensure gender and other relevant key indicator fields are mainstreamed (see Annex C for model);
- Conduct an in-house assessment of the quality of data collected after the first year review of the UNDAF with attention paid to commitments made to disaggregated data (gender, age, geographic, etc.); make recommendations as needed to improve next round of data collection.

Timing: 2015 on.
Responsibility: UNSCO and UNCT HOA to coordinate; MEG to operationalize with support provided by GTF and other key groups.

Cost: 2,500 USD for tools development and one-day workshop

#6 Develop UNCT GRB Tracking

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 within organizational operations that will allow for agency-level tracking of gender-related expenditures. While the UN has yet to institute a means of 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: UNSCO with support from UNCT HOA.
Cost: In-house; no additional costs.

#7 Apply Lessons Learned in Next UNDAF

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

The development of the first UNDAF in Palestine was a comprehensive, participatory process that resulted in an overarching framework with six outcome areas and 'five' cross cutting themes including gender equality. Efforts were made to mainstream gender in all aspects of the design process including the results framework. Engendering the UNDAF process in the State of Palestine brought forth some strong results and good practices along with some lessons learned based on the scorecard assessment and accompanying case study analysis (Annex D)

Strengths that should be replicated and reinforced:

- Gender training targeting key actors tailored specifically to the Palestinian context during the planning stage.
- Comprehensive process to mainstream gender involve broad base of internal and external stakeholders.
- Gender issues highlighted in gender annex and body of CA.
- Excellent results with gender targeting in indicators in results framework.
- Strong results with disaggregation and gender sensitivity of baseline data.

Actions to improve next UNDAF[24]:

- Include UN Women and other agencies with cross-cutting responsibilities for UNCT on UNDAF Steering Committee;
- Ensure up-front agreement within Committee to target minimum standards for GM as detailed in Annex B (and other cross-cutting issues) in UNDAF design;
- Enable effective inclusion of the GTG from the planning process forward (the GTG was not established at the planning stage of the first UNDAF);
- Ensure Committee fully engages cross-cutting groups that are not directly tied to outcome areas in all processes.

Timing: 2016 on – start of planning phase for next UNDAF.
Responsibility: UNSCO and UNDAF Steering Committee.
Cost: In-house; no additional costs.

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[24] Actions to improve current UNDAF elaboration are included in other recommendations.

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 Design a Vision Statement	✓	✓	✓	✓	✓	✓	✓	✓
#2 Empower GTF	✓	✓	✓	✓	✓	✓	✓	✓
#3 Prioritize GM in Joint Programs		✓	✓	✓				
#4 Develop UN Capacity	✓	✓	✓	✓	✓	✓	✓	✓
#5 Engender M&E Processes				✓			✓	
#6 Implement UNCT GRB						✓	✓	
#7 Apply Lessons to next UNDAF	✓				✓		✓	

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

Recommendation	Cost (USD)
#1 Establish Gender Identity	-
#2 Empower GTF	30,000
#3 Prioritize GM in Joint Programs	-
#4 Develop UN Capacity	(10,000)[25]
#5 Engender M&E	2,500
#6 Implement UNCT GRB	-
#7 Apply Lessons to next UNDAF	-

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[25] Partial costs may come from GTF resources if agencies contribute core funds. Further funds may be required depending on scale of targeted interventions.

UNCT Performance Indicators for
Gender Equality and Women's Empowerment

State of Palestine UNCT– November 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)[26]		
1.a - Adequate UNCT review of country context related to gender equality and women's empowerment Source: UNDG	**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	**Rating**: 3 – needs improvement **Evidence**: Secondary data review (2014-2016 UNDAF; Comprehensive Analysis 2012) **Comments**: The Comprehensive Analysis (CA)

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[26] 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
Guidance	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 *Meets minimum standards*) are met. **Inadequate** Any one of the above three areas (under *Meets minimum standards*) is met. **Missing** **Not applicable**	includes good integration of gender analysis in the body of the document, though some sections are stronger than others. There is also a good overview of key gender issues in Annex E of the CA. However, much of the gender analysis is lost in the UNDAF section on main findings of the CA. Gender is mentioned only in passing under 'economic development and livelihoods' and 'social development and services'. It is missing entirely from 'governance, rule of law, justice, security and human rights' and infrastructure, urbanisation and environment'. Status of CEDAW is noted in CA. Disaggregated data is strongly present in some sections of the CA, but not in others. Reasons for variation are not noted.
1.b - Gender equality and women's empowerment in UNDAF outcomes **Source: UNDG**	**Exceeds minimum standard** 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**	**Rating**: 4 – meets minimum standard **Evidence**: 2014-2016 UNDAF **Comments**: One of the six UNDAF outcome areas (social protection) explicitly identifies the promotion

Dimensions	Definition	Rating
Guidance	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**	of gender equality. The other five outcomes are ostensibly gender blind as written, although they imply an inclusive vision of development. With the exception of outcome 1 (economic empowerment, livelihoods, food security and decent work), the prose elaboration of the objectives for the other five outcomes include some articulation of how gender equality will be promoted.
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. **Missing** **Not applicable**	**Rating**: 3 – needs improvement **Evidence**: 2014-2016 UNDAF **Comments**: 4 out of 28 outputs (14 percent) clearly articulate gender equality. This falls short of the minimum standard of at least 33 percent. Other outputs imply a holistic approach with references to human rights, equitable access, vulnerable groups and inclusivity, but lack clear articulation of improved gender equality.
1.d - Indicators to track UNDAF results are gender-sensitive	**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.	**Rating**: 5 – exceeds minimum standard **Evidence**: 2014-2016 UNDAF

Dimensions	Definition	Rating
Source: UNDG Guidance	**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**	**Comments**: Five out of 6 outcomes have 1-2 gender sensitive indicators at the outcome level. Only outcome #6 (urban development, natural resource management and infrastructure) lacks outcome-level gender sensitive indicators. After excluding those indicators that were not amenable to gender sensitivity (83 out of 135 total indicators), almost three-quarters (38 out of 52) of the remaining indicators were gender sensitive. This far exceeds the minimum standard.
1.e - Baselines are gender-sensitive **Source: UNDG Guidance**	**Meets minimum standard[27]** 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** There is token sex-disaggregation of data. **Missing** **Not applicable**	**Rating**: 3.5 – between 'meets minimum standards' and 'needs improvement' **Evidence**: 2014-2016 UNDAF **Comments**: Excluding baseline data that was not conducive to gender mainstreaming (e.g. percent forest cover, number of institutions), 51% of baselines are gender sensitive or sex disaggregated (37 out of 73 qualifying baselines).
2. PROGRAMMING		
2.a - Gender perspectives are adequately	**Exceeds minimum standard** • Promoting gender equality and women's empowerment is reflected in long-term programming consistent with the opportunities and	**Rating**: 3.5 between 'meets minimum standards' and 'needs improvement'

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[27] 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
reflected in joint programming **Source: ECOSOC 1997, 2004, 2005, 2006, TCPR 2007, World Summit Outcome 2005**	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 *Meets minimum standard*). **Inadequate** Token reference to gender equality in programming. **Missing** **Not applicable**	**Evidence**: GTF workshop; HOA interviews; RCO interview; women's machinery interviews; secondary data **Comments**: A half-tick was awarded for having adequately funded programs to address the challenges. There are some excellent programs and there are coordinated efforts to secure more funding, but programs do not meet the challenges fully. This must be understood in the context of an overall lack of funding for development initiatives in favor of humanitarian-focused interventions. UNCT joint initiatives on GE include support for the 16 days of activism against VAW; joint statements on UN days GTF/UNSCO via liason with Communications Group
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**	**Rating**: 4 meets minimum standards **Evidence**: GTF workshop, HOA interviews, women's machinery interview; secondary data, joint program documents, donor interviews **Comments**: The MDG-TF program on GEWE closed in 2013, and funding had been secured for a smaller follow-up SDG program. A large 'Rule of Law' JP involving UNDP and UNW was also operational. Despite lack of gender guidance on the formulation

Dimensions	Definition	Rating
	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**	template, 78% of JP concepts put forth under the "Gulf Fund" initiative to secure donor funding were gender sensitive, and this was not dependent on the involvement of UNW.
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**: GTF workshop, women's machinery interview; HOA interviews; secondary data **Comments**: Collection and analysis of sex-disaggregated data has not been identified as a weak area in oPt, and sound gender analysis was undertaken under CA processes. Some efforts have been made by agencies to support mainstreaming in partner ministries through advisory support and technical advice, but this is not coordinated. UNW, rather than the UNCT, is active in supporting the national women's machinery for CEDAW reporting, CSNGS and building capacities of GFPs in ministries, so half-ticks were awarded for these four items.
2.d - UNCT support	**Exceeds minimum standard**	

Dimensions	Definition	Rating
to gender mainstreaming in programme based approaches **Source: TCPR 2007**	• 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. **Needs improvement** Meets any one of the above. **Inadequate** Token attention to gender mainstreaming in programme based approaches. **Missing** **Not applicable**	**Rating**: 3.5 between 'needs improvement' and 'meets minimum standard' **Evidence**: GTF workshop, women's machinery interview; HOA interviews; secondary data **Comments**: UNW has been active in all of these indicators areas, however, activities have not been coordinated to extend beyond individual agency inputs to the broader UNCT, therefore half ticks were awarded against the three criteria.
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**	**Rating**: 3.5 between 'needs improvement' and 'meets minimum standards' **Evidence**: GTF workshop, women's machinery interview; donor interviews **Comments**: GRB has been promoted in key ministries by UNW. The UNCT has not taken a lead role in strengthening Gov ability to coordinate gender donor support but the UN has been involved in the informal gender donor working group. MOWA has begun work to gender sensitize processes under the LACS

Dimensions	Definition	Rating
	Meets one of the above. **Inadequate** Token attention to gender mainstreaming in aid effectiveness processes. **Missing** **Not applicable**	framework with technical support provided by UNW. While there is good activity in this sphere, it is UNW, not the UNCT, so partial credit is awarded.
3. PARTNERSHIPS		
3.a - Involvement of National Machineries for Women / Gender Equality and women's departments at the sub-national level[28] **Source: UNDG Guidance**	**Exceeds minimum standard** 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.	**Rating**: 3 – needs improvement **Evidence**: women's machinery interview, RCO interviews, secondary data **Comments**: The Ministry of Women's Affairs (MOWA) was involved during the development of the 2014-2016 UNDAF. The role of MOWA in supporting the achievement of UNDAF outcomes is not clearly defined, however. A 'Government UNDAF Committee' is planned to guide the UNDAF elaboration, but this committee was not active at the time of the scorecard evaluation, and it was not known which agencies would be represented on the committee.

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[28] To be completed once during the CCA/UNDAF process.

Dimensions	Definition	Rating
	Needs improvement • Women's machinery/department participates fully in one of the above (under *Meets minimum standard*). **Inadequate** Token participation by women's machinery/department. **Missing** **Not applicable**	
3.b - Involvement of women's NGOs and networks[29] **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.	**Rating**: 2 – inadequate **Evidence**: CSO workshop, HOA interviews, secondary data **Comments**: Women's NGOs were not fully involved in the planning process for the 2010-2014 UNDAF. Consultations held during the exercise revealed limited CSO engagement with or even awareness of the UNDAF. CSOs were involved in identifying development challenges for the CA, but not in the strategic prioritization workshop for the UNDAF nor the launch. Despite efforts to establish engagement between women's CSO and the UNDAF via the vehicle of the GTG, the GTG was not fully established at the time of the exercise and women CSOs consulted during the exercise did not feel they had a role to play in UNDAF achievement. Though they had some involvement with joint programs, they engage with

[29] To be completed once during the CCA/UNDAF process.

Dimensions	Definition	Rating
	Needs improvement • Women's NGOs and networks participate fully in one of the above (under *Meets minimum standard*) **Inadequate** Token participation by women's NGOs and networks. **Missing** **Not applicable**	individual agencies, and do not perceive the UN as an integrated team, noting issues with coordination and transparency. This issue with limited engagement of women's CSO is embedded in wider issues of limited engagement of all CSOs in UNDAF processes.
3.c - Women from excluded groups included as programme partners and beneficiaries in key UNCT initiatives **Source: UNDG Guidance**	**Exceeds minimum standard** • 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 *Meets minimum standard*). **Inadequate** Token involvement of women from excluded groups. **Missing** **Not applicable**	**Rating**: 3.5 – between 'meets minimum standard' and 'needs improvement' **Evidence**: HOA interviews, women's machinery interview; CSO interview; secondary data **Comments**: Women from excluded groups are identified in the CA and in the 2014-16 UNDAF outputs to an extent. They are involved as beneficiaries, rather than participants. Targeting is inferred in some outputs as 'marginalized' or 'most vulnerable' without clearer articulation. They were not involved in higher-level processes (planning, decision-making, etc.)
4. UNCT CAPACITIES		
4.a - Multi-	**Exceeds minimum standard**	

Dimensions	Definition	Rating
stakeholder Gender Theme Group is effective **Source: TCPR 2007**	• 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 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 *Meets minimum standard*). **Inadequate** Meets any one of the above (under *Meets minimum standard*). **Missing** **Not applicable**	**Rating**: 3 – needs improvement **Evidence**: GTF workshop; HOA interviews, RCO interview, secondary data **Comments**: The GTF worked effectively to mainstream gender throughout the UNDAF formulation process. Recommendations were taken into account, though not always accepted, in line with broader decisions around cross-cutting themes. The GTF has a clear TOR, but lacks adequate resources to work most effectively. Resource issues include human (limitations in time of many members and inconsistency in participation and agency representation) as well as lack of financial resources.
4.b - Capacity assessment and development of UNCTs in gender equality and women's empowerment	**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	**Rating**: 2 – inadequate **Evidence**: GTG workshop, HOA interviews, RC interview **Comments**: There is currently no mechanism to

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Dimensions	Definition	Rating
programming **Source: ECOSOC 2006**	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 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 *Meets minimum standard*) are met. **Inadequate** Token attention to capacity development of UNCTs in gender mainstreaming. **Missing** **Not applicable**	monitor staff capacities for GM at the UNCT level. Efforts were made to develop a module to include GM introduction in the staff induction process but this module was not included in the agenda for the induction. UN Women, ITC and ILO organized a workshop for GTF members and key players in the UNDAF design process on mainstreaming gender in UNDAF programming in 2012. Some agencies provide gender training for staff 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.
4.c - Gender expert roster with national, regional and international	**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	**Rating**: 2 – inadequate **Evidence**: HOA interviews

Dimensions	Definition	Rating
expertise used by UNCT members[30] **Source: ECOSOC 2006**	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 size of UN country programme). **Needs improvement** Roster in place but not updated or utilised. **Inadequate** No roster exists. **Missing** **Not applicable**	**Comments**: A central gender experts roster does not exist at country level. Some agencies have their own rosters at regional or global levels that may allow for a 'gender' search. Agencies may also ask other agencies, especially UN Women, for recommendations. Agencies were also able to find suitable experts through job advertisements and national networks.
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**: The GTF has been headed by various technical staff from UN Women since its inception. There has been a high turnover of coordinators due to changes in contracts and staffing. UN Women Programme Analyst in Gaza, who is not a member of the UNCT HOA group, currently coordinates the GTF.
5.b - UNCT Heads of Agency meetings regularly take up	**Exceeds minimum standard** • Gender equality programming and support issues included in 75% of Heads of Agency meetings.	**Rating**: 4 – meets minimum standards

[30]The roster can be maintained at national or regional levels.

Dimensions	Definition	Rating
gender equality programming and support issues **Source: TCPR 2007**	• 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** Token attention to gender equality programming and support issues. **Missing** **Not applicable**	**Evidence**: secondary data (review of HOA meeting minutes), RCO interview, HOA interviews **Comments**: Review of meeting minutes over the past 18 months revealed that gender issues were raised in approximately 50% of the meetings. Items were most commonly raised by UN Women, and related to gender as a cross-cutting issue in broader activities as well as to upcoming initiatives (such as the scorecard).
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**	**Rating**: 1 – missing **Evidence**: RC interview, HOA 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 lie within larger budget tracking issues against the UNDAF at the UNCT level. The issue in Palestine is especially complicated as the UNDAF does not represent the full range of activities for agencies, due to the 'grey' line between humanitarian and development aid in UN

Dimensions	Definition	Rating
	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**	programming in oPt.
6.b - Specific budgets allocated to stimulate stronger programming on gender equality and women's empowerment **Source: ECOSOC 2005**	**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. • 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**	**Rating**: 2 – inadequate **Evidence**: GTG workshop; women's machinery interview; HOA interviews; CSO interview **Comments**: There are some initiatives under joint programs (Rule of Law and SDG) to support the women's machinery and for gender equality pilots. GM in CA/UNDAF and capacity development for GTG members were handled by UN Women budgets working with the GTG. There are no funds for an experts' roster or for women's NGOs networks.
7. MONITORING AND EVALUATION		
7.a - Monitoring and evaluation includes adequate attention to gender	**Exceeds minimum standard** • A dedicated gender equality evaluation is carried out once during the UNDAF period. • Gender audit undertaken once during UNDAF period.	**Rating**: 2.5 – between 'inadequate' and 'needs improvement'

Dimensions	Definition	Rating
mainstreaming and the promotion of gender equality and women's empowerment **Source: UNDG Guidance**	• 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 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 *Meets minimum standard*) are achieved. **Inadequate** Less than four of the above (under *Meets minimum standard*) are achieved. **Missing** **Not applicable**	**Evidence**: M&E group member interviews; secondary data, RC interview **Comments**: The score on this dimension is tentative because some of the processes have not yet been undertaken. Therefore, half ticks were awarded in some criteria based on plans. The UNDAF results framework does adequately measure gender-related results (full tick), but the data for the matrix has yet to be collected (half tick), as the UNDAF was only approaching its first year of implementation at the time of the scorecard exercise. The first annual review had also not been initiated, but plans included gender assessment as a cross cutting theme (half tick). RC reporting in 2013 did not note gender results in the cover letter, but did include gender in the workplan (half tick). This is consistent with reporting guidelines that mandate gender inclusion in the workplan template, but do not explicitly require it in the cover letter.
8. QUALITY CONTROL AND ACCOUNTABILITY		

Dimensions	Definition	Rating
8.a - CCA/UNDAF quality control[31] **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 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 *Meets minimum standard*). **Inadequate** Token attention to gender equality during review and quality control exercises. **Missing** **Not applicable**	**Rating:** 4 – meets minimum standards **Evidence**: RC interview; HOA interviews; secondary data **Comments**: Internal and external gender experts were involved in the CA and UNDAF preparation. The CA included an annex on gender, and key elements of the annex were incorporated throughout the CA. Gender inputs from the PSG and GTF were considered and taken into account during UNDAF preparation, though comments and changes were not always accepted or universally agreed upon. Final decisions were made by committees and key decision-makers.

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[31] To be completed once during the CCA/UNDAF process.

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

No.	UNDAF Element	Minimum Standards
Planning Dimension[32]		
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 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
Programming Dimension		
6.	Joint Programs	• a joint program on GE/WE is in place and gender is mainstreamed into other JPs
7.	Budget Allocations[33]	UNDAF budget supports implementation of <u>at least three</u> of below: • National Plan of Action on GE/WE • implementation and follow-up on CEDAW

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[32] 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.

[33] 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.

		• collection/analysis of national sex-disaggregated data • gender mainstreaming in ministries other than women's machinery
Partnership Dimension		
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
Quality Control and Accountability Dimension		
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 – Joint Mission Monitoring Template

Joint Monitoring Visit[34]

Programme Title:

JM Visit Details
JEM Visit Dates: Districts

About the Joint Programme (short description)

_____

_____

_____

_____

_____

_____

_____

_____

[34] Adapted from model designed by UNCT Uganda M&E Group.

Project/Activity Monitored	Achievements and Good Practices	Challenges and Emerging Issues	Lessons and Way Forward
UN Agency: _____ Project/Activity: _____ _____ Implementing Partner/s: _____ _____ Direct Beneficiaries (F/M): _____ _____ District: _____ Theme/Thematic Area/s: _____ _____ Expected Results/Purpose of the Project /Activity:	Guide Questions: What are the major achievements of the project/activity? **Effectiveness:** Has the project/ activity been effective in fulfilling its purpose? How? **Relevance:** Does the project/ activity address an immediate and/or long-term need of the direct beneficiaries? How? Differences for males/females? **Sustainability/ownership:** Does the project/activity involve the government and/or community? Is it being "owned" by either one? What is the level of awareness, participation and acceptance about the project/activity? Differences for males/females? **Results:** How has the project/	Guide Questions: **Challenges:** Were there any obstacles / challenges in implementing the project/activity? What are these and who were involved? F/M? Did it affect the implementation? How? Were these resolved? How? Is this a one-time challenge or is it expected to recur? Will this challenge also present itself in other areas for a similar project/activity? Emerging Issues: Are there new issues that emerged during the implementation of the project? Did the issue affect the implementation? How?	Guide Questions: What are the lessons learned? **Achievements:** How are you going to build upon the achievements? How are you going to ensure effectiveness of the project/ activity? How would you going ensure/ maintain relevance of the project/ activity? How would you ensure/strengthen government/ community ownership of the project? Note gender issues. How would you ensure that the project/activity will be continued even after programme implementation? How would you ensure that the positive effects continue and the negative effects are minimized or stopped?

Project/Activity Monitored	Achievements and Good Practices	Challenges and Emerging Issues	Lessons and Way Forward
_____ _____ _____ _____ _____ _____	activity affected the direct beneficiaries – positively and/or negatively? Differences for males/females? **Synergy:** Was there participation by other UN agencies? Is there a possible means of coordinated intervention for UN agencies to participate in this project? **Other Development Actors:** Are there other development actors that are doing similar intervention with the same beneficiaries?	Is this being addressed? By whom and how? Is this a one-time issue, a more long-term issue or a recurring issue over time? Will this issue also present itself in other districts for similar project/ activity?	Are you going to pursue synergistic intervention with other UN agencies? How and when are you going to start? Will this be in the same programme? Who is going to fund this? **Challenges:** How will you address and/or resolve the challenges? **Emerging Issues:** How do you ensure that recurring issues are addressed? What is the level of intervention needed from the UN ?
Second activity... same format as above	Same guide questions	Same guide questions	Same guide questions
Third activity... same format as above	Same guide questions	Same guide questions	Same guide questions

Annex D – UNDAF oPt Gender Case Study

Background and Purpose

The first United Nations Development Assistance Framework (UNDAF) for the State of Palestine puts forth the strategy of the United Nations (UN) to address priority development needs in the oPt. The UNDAF drew on the 2012 Comprehensive Analysis (CA), which engaged UN and partner agencies in a consultative participatory process to identify and analyze development challenges, as well as an assessment of UN comparative advantage in the State of Palestine.

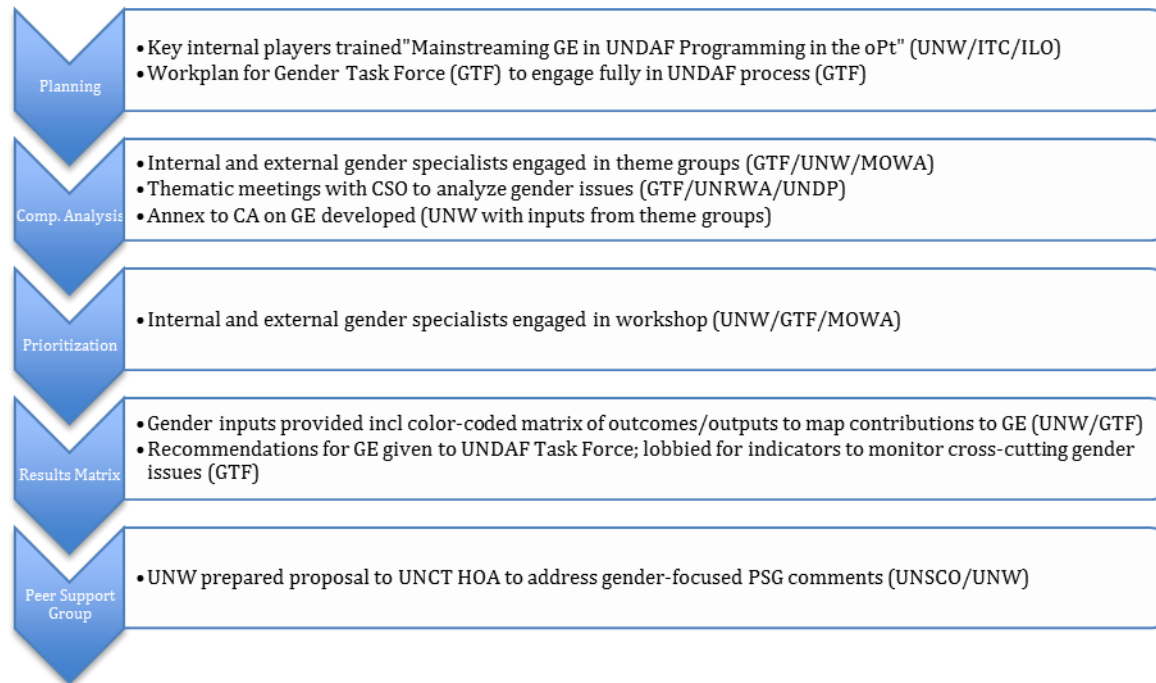Timeline State of Palestine First UNDAF Formulation

The UNDAF outlined UN agencies development initiatives in six priority outcome areas: 1) economic empowerment, livelihoods, food security and decent work; 2) governance, rule of law, justice and human rights; 3) education; 4) health; 5) social protection; and 6) urban development, natural resource management and infrastructure. Gender issues were addressed in the UNDAF via a mainstreaming strategy that identified gender equality as a cross cutting goal.

This case study is included as an annex to the Gender Scorecard assessment undertaken in the State of Palestine in November 2014. It is designed to offer a more in-depth look at the extent to which efforts to address gender equality and women's empowerment were successfully mainstreamed in the UNDAF formulation process. This study goes beyond reporting on the status of gender mainstreaming processes against Scorecard minimum standards to understanding the intricacies involved in facilitating gender mainstreaming processes in a real and imperfect environment with an eye toward applying lessons learned to subsequent UNDAF exercises.

The Gender Mainstreaming Process

Considerable investments were made to engender processes at each stage of the UNDAF development involving broad participation of gender specialists. While UN Women played the pivotal role, strategic initiatives were put in place to expand responsibility for gender analysis and mainstreaming to a wider group of stakeholders within and beyond the UN system as outlined below.

Steps Taken to Engender the State of Palestine UNDAF (2014-2016)

Planning	• Key internal players trained"Mainstreaming GE in UNDAF Programming in the oPt" (UNW/ITC/ILO) • Workplan for Gender Task Force (GTF) to engage fully in UNDAF process (GTF)
Comp. Analysis	• Internal and external gender specialists engaged in theme groups (GTF/UNW/MOWA) • Thematic meetings with CSO to analyze gender issues (GTF/UNRWA/UNDP) • Annex to CA on GE developed (UNW with inputs from theme groups)
Prioritization	• Internal and external gender specialists engaged in workshop (UNW/GTF/MOWA)
Results Matrix	• Gender inputs provided incl color-coded matrix of outcomes/outputs to map contributions to GE (UNW/GTF) • Recommendations for GE given to UNDAF Task Force; lobbied for indicators to monitor cross-cutting gender issues (GTF)
Peer Support Group	• UNW prepared proposal to UNCT HOA to address gender-focused PSG comments (UNSCO/UNW)

The Results

The Scorecard assessment includes indicators that relate directly to the UNDAF in three dimension areas: planning, partnerships and quality control and accountability. Minimum standards are laid out for each indicator. Results from the Scorecard assessment related directly to the CA (2012) and UNDAF (2014-2016) for the State of Palestine were uneven. Minimum standards were met against some indicators in some dimensions, but not against others, as detailed below.

Planning Dimension

The planning dimension includes five indicators.[35] UN oPt met the minimum standards in two of the indicators, but fell short in three as detailed below.

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[35] 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.

UN oPt Performance Against Minimum Standards – Planning Dimension

Indicator	Minimum Standards	UN oPt Performance
Adequate review of GEWE in country context – did not meet minimum standards		
1a	• Includes analysis of gender inequality in 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 reports • All data is sex-disaggregated or there is a reason noted for not disaggregating	• CA includes gender annex and integration of gender analysis in body of the document, though some sections are stronger than others. Gender analysis is largely lost in the UNDAF section on 'main findings', and missing entirely from two of the six outcome area backgrounds. • Status of CEDAW is noted in CA. • Disaggregated data is present in some sections, but not in others. Reasons for variation are not noted.
GEWE in UNDAF Outcomes – met minimum standards		
1b	• One outcome clearly articulates how gender equality will be promoted	• One of the six UNDAF outcome areas (social protection) explicitly identifies the promotion of gender equality. The other five outcomes are gender blind as framed, although imply an inclusive vision of development. The prose elaboration of the objectives for five of the six outcomes includes some articulation of how GE will be promoted.
GEWE in UNDAF Outputs – did not meet minimum standards		
1c	• 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	• Four out of 28 outputs (14 percent) clearly articulate gender equality. Other outputs imply a holistic approach with references to human rights, equitable access, vulnerable groups and inclusivity, but lack clear articulation of improved gender equality.
Indicators to Track UNDAF Results are Gender-Sensitive – exceeded minimum standards		
1d	• At least one indicator at outcome level, and between one-third and one-half of indicators at output level are gender sensitive	• Five out of 6 outcomes have 1-2 gender sensitive indicators at outcome level. • After excluding indicators not conducive to gender sensitivity (83 out of 135 total indicators), almost three-quarters of remaining indicators (38 out of 52) were gender sensitive.
Baselines are Gender Sensitive – did not meet minimum standards		
1e	• All data is sex-disaggregated or there is a specific reason noted for not disaggregating	• Excluding baseline data not conducive to gender mainstreaming (e.g. percent forest cover, number of institutions), 51% of baselines are gender sensitive or sex disaggregated (37 out of 73 qualifying

		baselines).

Partnership Dimension

The partnership dimension looks at the engagement of women's machinery, women's CSO and excluded women in UNDAF design and elaboration. The UNCT oPt performed well, but fell just short of minimum standards in engagement of women's machinery (MOWA) and excluded women. Engagement with women/gender CSO fell short of minimum standards.

UN oPt Performance Against Minimum Standards – Partnership Dimension

Indicator	Minimum Standards	UN oPt Performance
Involvement of National Machinery for Women – did not meet minimum standards		
3a	• Women's machinery participates fully in CA/UNDAF consultations • Role of women's machinery in supporting achievement of UNDAF outcomes clearly defined	• MOWA was fully involved in CA and development of the UNDAF including work on thematic groups and prioritization. • The role of MOWA in supporting the achievement of UNDAF outcomes is not clearly defined. Planned mechanism for engagement via Gender Theme Group (GTG) has not been fully established.
Involvement of Women's NGOs and Networks– did not meet minimum standards		
3b	• Women's CSO participates fully in CA/UNDAF consultations • Role of women's CSO in supporting achievement of UNDAF outcomes clearly defined	• Two thematic meetings held with women's CSO during CA to analyze gender. Women's NGOs minimally involved in UNDAF planning, and not in prioritization or launch. Limited CSO understanding of or engagement with UNDAF. • Mechanism for UNDAF engagement via GTG not operating effectively. Role of women CSOs in supporting UNDAF achievement is not clear.
Women from Excluded Group as Partners & Beneficiaries – did not meet minimum standards		
3c	• Women from excluded groups clearly identified in UNCT country level analysis • Women from excluded groups are participants and beneficiaries in key UNCT outcomes and outputs	• Women from excluded groups are identified in CA and UNDAF outputs to an extent. Targeting is inferred in some outputs (e.g. marginalized, vulnerable) without clearer articulation. • Excluded women are involved as beneficiaries, rather than participants. No involvement in higher-level processes (planning, decision-making, etc.).

Successes and shortcomings highlighted above are embedded within wider UNCT in UNDAF processes whereby government agencies were more engaged in UNDAF development than CSO. This may be attributed in part to the groundbreaking effort to design the first UNDAF

within a complex context that may have led to an initial prioritization of government over non-government actors. Though efforts were made to create a forum to engage external gender actors in UNDAF elaboration via the GTG, the group was still in a nascent stage at the time of the assessment, and this contributed to weaknesses in partner engagement that missed the minimum standard mark. GTG formation was further complicated by the lack of a gender-specific outcome in the UNDAF, leading to difficulties in group definition.

Quality Control and Accountability Dimension

The UNCT oPt met minimum standards for quality control and accountability. Minimum standards require gender expert involvement in all aspects of UNDAF preparation, and this was well accomplished as per the outline provided in the "Steps Taken to Engender the State of Palestine UNDAF". Minimum standards also require that assessment on GEWE quality reviews are taken into account in revising the UNDAF. Peer Support Group feedback was provided to thematic groups, but not cross-cutting groups for initial response. This oversight was amended by requesting UN Women to make recommendations against GEWE PSG inputs. Though not ideal, this and other evidence shows that gender inputs from internal and external experts were considered and taken into account during UNDAF revisions, although recommendations were not always accepted or universally agreed upon. Final decisions lay with the UNDAF Steering Committee and the RC.

The Lessons Learned

A look into the process of engendering the UNDAF oPt shows areas of strengths that serve as a model for good practice. The case study also reveals some weaker areas that should be addressed in subsequent processes to lead to stronger outcomes.

Strengths and Good Practice:

- Gender training targeting key actors tailored specifically to the Palestinian context during the planning stage was a strategic investment of resources; good model of cost-sharing between agencies and UN Women.
- Process to mainstream gender was thorough and comprehensive, and expanded beyond UN Women to other key stakeholders.
- Key gender issues highlighted in gender annex of CA and included in the body of the document.
- Successes with gender targeting in indicators were notable, and exceeded minimum standards with careful attention paid to gender sensitivity and disaggregation; good model.
- Disaggregation and gender sensitivity of baseline data was also very strong despite falling short of stringent minimum standards.

Opportunities for Improvement:

Many of the weaknesses identified in the assessment were not specific to gender, but embedded in wider processes. As this was the first UNDAF for the State of Palestine, it was a learning experience for all, and some elements of the methodology were developed in-progress, making strategic engendering difficult. As an agency with a mandate for providing

technical support to gender mainstreaming across the UNCT, UN Women should be a member of the UNDAF Steering Committee for subsequent UNDAFs. This also applies to other agencies with lead responsibilities for cross-cutting themes.

Minimum standards for gender mainstreaming as laid out in the Scorecard are not incorporated into UNDG guidance documents for country teams (e.g. "How to Prepare an UNDAF" 2010), and this disconnect leads to a lack of in-built guidance on gender standards in UNDAF design. This ultimately requires redress at the highest levels for consistency and coherence. In the short term, the UNDAF Steering Committee should ensure that gender targets for the next UNDAF are aligned to minimum standards. This applies to other cross-cutting themes and guiding principles.

> *Lessons to Apply to Next UNDAF*
>
> 1. UN Women to be on UNDAF Steering Committee.
> 2. UNDAF Steering Committee to agree to target minimum standards for gender mainstreaming.

There is an inherent tension between high-level direction for brevity and focus in UNDAFs against the requirements for cross-cutting elements to be visible and clearly articulated. The UNCT oPt drafting process resulted in a winnowing down of outcomes, outputs and verbiage in general that made gender mainstreaming less visible with each edit. This tension must be addressed with clearer guidance at the highest levels. At the country level, an agreement to meet minimum standards during the planning phase is recommended.

As a cross-cutting group, the GTF was not involved in all stages of the process at the same level as an outcome group. In particular, the GTF was overlooked in the Peer Support Group feedback mechanism, though UN Women remained involved. The GTF and other cross-cutting groups should be fully engaged at the same level as outcome groups in future UNDAFs. This requires commitment from UNSCO and the steering committee to oversee communication and feedback flow. The leadership model of the GTF should be adjusted as per Scorecard recommendations, with the head of UN Women leading and another UN agency as co-lead to improve lines of communication and to expand ownership of GM within the UNCT.

The lack of a gender-specific priority area in the UNDAF leaves a gap in focus by not giving the UNCT oPt an identity on gender issues. The UNCT should draft a short vision (one page) statement on gender priorities within the UN system to mitigate this risk and encourage greater cohesion and focus. The purpose is to clarify the vision and strategic priorities for the UNCT on gender equality.

Issues identified with a lack of full engagement of women/gender CSO in UNDAF processes are located within a broader issue with full CSO engagement, as noted above. The next UNDAF requires a more focused effort to involve CSO in analysis, prioritization and elaboration. Experiences working with gender CSO on the first UNDAF revealed the need to invest more time to guide the CSO to understand the UNDAF applicability and to formulate inputs. The GTG, in principle, is a very good approach to engaging CSO and government partners in UNDAF elaboration, but it requires more focused attention to establish and meaningfully engage stakeholders.

The results framework is a strong component of the UNDAF, with sex disaggregation and gender sensitivity well integrated. It had yet to be tested as a monitoring tool in the State of

Palestine at the time of the assessment, so it was not clear if monitoring will be able to adequately report against indicators as planned. UNSCO and the M&E Group should ensure that the annual and mid-term reviews look critically at reporting results and capacities for gender and other cross-cutting themes to ensure sensitivity and address any shortcomings with technical support.

Name	Organization

Internal Stakeholders (UN System)

Frode Mauring	Special Representative, UNDP
Matilda Svensson	Special Assistant to the Special Representative, UNDP
Inas Margiah	Program Coordinator and HoA a.i., UNW
Alaeddin Ayesh	M&E Associate, UN Women
Mahmoud Ataya	Program Specialist, UNW
James Rawley	Resident Coordinator, UN
Loris Elqura	Coordination Specialist, RCO
Rasha Abu Shanab	M&E Officer, UNFPA
Felipe Sanchez	Director, UNRWA Operations West Bank
Meg Audette	Field Program Support Officer, UNRWA
Laura Turner	Head of Program Support Unit, WFP
Tasneem Atatrah	Advocacy and Health Promotion Officer, WHO
Ciro Fiorillo	Head of Office, FAO
Mounir Kleibo	Head of Office, ILO
Anders Thomsen	Representative, UNFPA
Ziad M. Yaish	Assistant Representative, UNFPA
M. Ramesh Rajasingham	Head of Office, OCHA
Maria Jose Torres Macho	Deputy Head of Office, OCHA

<u>Gender Task Force Members</u>

Mohammad Lafi	WHO
Walaa Ammar	WHO
Tasneem Atatrah	WHO
Rasha El-Shurafa	ILO
Ann Pedersan	UNDP
Majd Meltaji	UNESCO
Mira Ansari	FAO
Intissar Eshtayah	FAO
Solrun Maria Olafsd	UNICEF
Sahar Natsheh	WFP
Ahmad El-Atrash	UN-Habitat
Inas Sesalin	WFP
Heba Zayyan	UN Women

External Stakeholders (development partners from government, cso, donors)

Javier Goizueta	Coordinator General, Cooperacion Espanola
Olga Gibert Baus	Head of Social Division, Office of the EU Representative
Benito Marin Herrero	Program Officer, Office of the EU Representative

Jamal Abu Ramadan	Women Unit, MOSA
Buthaina Tayyem	Women Unit, MOSA
Nawal Tamimi	Director of Women Unit, MOSA
Nouhad Abu Ghazaleh	Director General, MOE
Tahseen Yaseen	Gender Unit, MOE
Dr. Khulood Al-Sayed	Director of Women Unit, MOH
Suna Nasser	Women Unit, MOJ
Nisreen Omar	Director of Gender Mainstreaming Unit, MOWA
Fatima Radaydeh	Director of Gender Unit, MOWA
Ismael Hammad	Legal Advisor, MOWA
Amin Assi	Acting Director for Planning, MOWA
Said Awadallah	Program Manager, AWCSW
Layali Zahran	Project Coordinator, WATC
Soraida Hussien	Director General, WATC
Rehab Sundooqa	Director of Social Development Unit, Juzoor for Social Health Development
Maha Abu-Dayeh	Director General, WCLAC
Lily Feidy	Executive Director, Miftah

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