

UNCT- Jordan Performance Indicators for Gender Equality

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Introduction

This report aims at assisting UNCT – Jordan in assessing its effectiveness in gender mainstreaming as a country team. It is important to note that, the report is not based on a comprehensive assessment of UNCT work in Jordan as suggested by the UNCT Performance Indicators for Gender Equality Users' Guide for two main reasons: first, because the TOR for the assignment was not comprehensive but rather carried out within a larger scope assignment and second, due to lack of access to all needed information and documents.

1. Methodology

The report findings are based on interviews carried out during September – October 2011, the observation of the CA/UNDAF (2013 – 2017) formulation process (July 2011 – February 2012) and the review of documents made available to the consultant through the UNCT (Refer to Annex 2 for list of documents and interviews). No updating of information was carried out in the consequent finalisation process of the report. Thus, the report findings remain reference to the status of UNCT till February 2012. Several constraints were faced during this assignment: first, the consultant was not able to interview the JNCW, Secretary General or a representative of UNDP-Jordan, both considered a key contributors to this assignment; and second, limited documents were made available for review, missing information include, RC Annual Report, UNCT budget allocations, agenda and minutes of Head of Agency meetings, UNDAF (2008 – 2012) Mid Term Review, detailed lists of attendance to the various workshops carried out during the roll out of the CA/UNDAF (2013 – 2017) and only two documents on Joint Programmes were received.

2. Findings

Nonetheless, one of the main strengths of the UNCT is that it has been consistently contributing to building a better sex-disaggregated data base. The process for developing the upcoming UNDAF (2013 – 2017) reflected a more conscious understanding for mainstreaming gender in joint programming and has a clearer monitoring and evaluation framework using sex-disaggregated data. UNWomen made a conscious effort to lobby for the gender agenda during the process, through hiring a gender expert to represent UNWomen in the meetings and some of the working groups and provided the prime consultants with the draft Gender Equality Assessment report for Jordan to support the Country Assessment indepth analysis of women and gender issues in Jordan. While this created some gender positive energy within the process, time limitations, over focus on other priorities and government influence still led to limited responsiveness to the advice, comments and information provided during the process. Thus, the upcoming UNDAF (2013 – 2017) fell short of adopting an outcome designated for achieving gender equality and women empowerment. This might lead to a repetition of the situation in the current UNDAF, where the gender mainstreaming within the UNCT working groups resulted in weakening it. During the current UNDAF cycle (2008 – 2012) gender Mainstreaming cannot be described as the flagship of UNCT in Jordan. While much effort is being done at Agency level, the UNCT assessment results reflected that UN work in Jordan is identified through efforts and initiatives on education, youth and children. Currently there is no driving force or leadership for working collectively towards gender equality and women's empowerment, advocating for it with the government or including the civil society and CBOs in the process. While the current UNDAF (2008 – 2012) is weak in joint programming and planning for gender equality and women empowerment, more effort is being carried out on the ground but cannot be reflected due to the weakness of the monitoring and evaluation framework of the UNDAF.

Many reasons have led to the weakening of gender mainstreaming within UNCT Jordan. The lack of a Gender Theme Focus Group is one of them. However, this is due to the lack of sufficient capacity and expertise in the different agencies to contribute to the team. The gender focal points lacked the knowledge and the expertise and are not at high level within the organisation structure to be able to contribute to any significant changes within the UNCT. The organisational changes which took place in the past four years in UNWomen have also contributed to weakening its presence and contribution to UNCT efforts in gender mainstreaming. The expertise and focus within UNWomen presence in Jordan is dedicated to its regional office, while the Jordan Country office remains limited in its capacity to play an advisory role on gender mainstreaming within the UNCT. The Resident Coordinator office is also limited in its financial and human resources, which is contributing to a lack of leadership in gender mainstreaming within UNCT. Currently, there is no budget allocation for capacity building or gender mainstreaming activities. Without an organised effort by heads of agencies, lead by the RC office and advised by the gender expertise of UNWomen, to develop joint initiatives for gender equality and women empowerment, UNCT would not be able to secure funding from donors, despite its availability. The UNCT remains limited by its aspirations when it comes to gender equality and women empowerment by the government's reluctance and resistance in getting on board, which sometimes argues that there is an "over-focus" on women and girls by the UN. This after effects of the "Arab Spring" and the pressure on the government for economic and political reform seems to have negatively affected the commitment of the government to gender equality as a national priority. Lastly, the UNCT does not report collectively on its achievements except as part of the UNDAF and the Mid Term Review, which does not necessarily require specific focus on progress in gender mainstreaming and gender equality.

Dimension	Average score
1 Planning	3
2 Programming	3
3 Partnerships	2
4 Policies and capacities	1
5 Decision-making	3
6 Budgeting	2
7 Monitoring and evaluation	2
8 Quality control and accountability	3

3. Follow-up¹ - Recommendations

The role of the Resident Coordinator office is vital to leading the collective UNCT effort in gender mainstreaming of its work and in advocating with the government on gender equality as a main vehicle for achieving sustainable and effective development. The RC office can play a major role in raising voice of UNCT to promote issues of gender equality and women empowerment.

¹ This section does not follow the suggested format by the UNCT Performance Indicator Users' Guide. This is because the assignment was not designed to follow the suggested implementation and roll out. However, based on the interviews carried out during this assignment, this section provides recommendations which would initiate dialogue between the UNCT to develop a follow up towards improving UNCT performance in Gender Equality and Women Empowerment in Jordan.

Several recommendations are suggested to mobilise and energise the process based on discussions with UN agency representative for the purpose of this report:

1. The development of an action plan for responding to the different limitations that were faced in the past and documented in this report in the aim of enhancing UNCT role in promoting gender equality and women empowerment. The action plan should establish tasks with time frame and clear assignment of responsibility and to be regularly reviewed by UNCT.

2. The establishment of a UNCT Gender Task Force: UNWomen is currently leading the process of establishing an inter-agency Gender Task Force (GTF) by the UNCT system aiming to meet the standards for gender equality and women's empowerment set out in the Beijing Platform for Action (BPFA), the Convention on Elimination of All Discrimination against Women (CEDAW) and the Millennium Development Goals (MDGs). The GTF will work on expanding partnerships and strengthening performance through consultation with the Government of Jordan, the international community and the Jordan and international NGOs. GTF will also explore opportunities for partnering with local networks and women institutions and related entities.

The ultimate GTF goal is to advise the RC and UNCT in supporting the Government of Jordan towards achieving the gender equality and women's empowerment. It focuses on facilitating the understanding of gender issues in Jordan, existing challenges, and potential opportunities and priorities areas and will advocate for gender mainstreaming in all sectors.

In order to achieve the objectives of the GTF, members of the Task Force will collaborate in activities such as analytical research, capacity-building and advocacy, individually and jointly with other institutions.

The GTF will be responsible for the implementation of the Action Plan for Promoting Gender Equality and Women Empowerment within the UNCT.

3. The Gender Task Force members should represent all member agencies at decision making level.

4. The UNCT should engage in a dialogue on how to ensure the strengthening of Gender Mainstreaming within the upcoming UNDAF and developing joint programmes that specifically target Gender Equality and Women Empowerment in the context of the UNDAF (2013 -2017).

5. The mobilisation of resources to fund specific activities and programmes for the Promotion of Gender Equality and Women Empowerment and ear marking those funds in reporting mechanisms. A revision of the RC office budget allocations and reporting format from a gender perspective should provide an opportunity for bringing back the focus on gender issues within the UNCT.

6. UNCT, through the Gender Task Force, should work with the Monitoring and Evaluation Theme Group on ensuring the use of sex-disaggregated data and using gender sensitive indicators.

Jordan UNCT Performance Indicators for Gender Equality and Women's Empowerment

Rating

5 = exceeds minimum standards
 4 = meets minimum standards
 3 = Needs improvement
 2 = Inadequate
 1 = Missing
 0 = not applicable

Dimensions	Definition	Rating Include reviewer comments and evidence base
1. PLANNING (CA/UNDAFs)² – Note: This section refers to the planning process for the upcoming UNDAF for the cycle 2013 – 2017		
1.a - Adequate UNCT review of country context related to gender equality and women's empowerment Source: UNDG Guidance³	<p>Exceeds minimum standards</p> <ul style="list-style-type: none"> Includes an in-depth evidence-based analysis of the ways in which gender inequality is reproduced, including the influence of gender relations, roles, status, inequalities and discrimination in legislation and policies, access to and control of resources. The analysis notes links to national legal frameworks, relevant to the promotion of gender equality and women's empowerment, and specific measures for follow up to CEDAW reports and CEDAW Committee concluding comments. All data is sex-disaggregated, or there is a specific reason noted for not disaggregating by sex. Critical capacity gaps are identified in the area of the promotion of gender equality. <p>Meets minimum standards</p> <ul style="list-style-type: none"> 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. <p>Needs improvement Any two of the above three areas (under <i>Meets</i></p>	<p>Score 3 (Needs Improvement) The Country Assessment provides a good descriptive overview of relative legislations such as CEDAW, areas of gender inequality and role of cultural values and social conditioning in creating gender roles and stereotyping. It also provides sex-disaggregated data whenever possible. However, there is no critical discussion of national legal frameworks and CEDAW Committee concluding comments which highlight critical areas where the government is still lagging in terms of eliminating all forms of discrimination against women. Also there is no sufficient causal analysis of identified gender inequality areas or in-depth analysis of ways in which gender inequality is reproduced or how gender issues are articulated within the identified priority areas. The report also does not identify critical gaps in the area of the promotion of gender equality.</p>

² 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.

³ Key source documents are provided as an Annex to the Users' Guide.

Dimensions	Definition	Rating Include reviewer comments and evidence base
	<p><i>minimum standards</i>) are met.</p> <p>Inadequate Any one of the above three areas (under <i>Meets minimum standards</i>) is met.</p> <p>Missing Not applicable</p>	
<p>1.b - Gender equality and women's empowerment in UNDAF outcomes</p> <p>Source: UNDG Guidance</p>	<p>Exceeds minimum standard More than one outcome clearly articulates how gender equality and women's empowerment will be promoted.</p> <p>Meets minimum standard One outcome clearly articulates how gender equality will be promoted.</p> <p>Needs improvement One outcome includes reference to gender, but does not clearly articulate how gender equality will be promoted.</p> <p>Inadequate Gender equality or women's empowerment are given 'token' or minimal attention.</p> <p>Missing Not applicable</p>	<p>Score 3 (Needs improvement) The UNDAF has 5 outcomes around four priority areas: systemic reform, social equity, youth and the environment. None of the outcomes clearly articulate how gender equality will be promoted. The outcomes on systemic reform and preserving the environment do not have any reference to gender. The two outcomes on ensuring social equity by nature of their focus would be dealing with issues of gender equality. However, they are more inclined to dealing with women as a vulnerable group. The outcome on investing in the young people refers to inclusive participation of the youth but does not specifically refer to gender.</p>
<p>1.c - Gender equality and women's empowerment in UNDAF outputs</p> <p>Source: UNDG Guidance</p>	<p>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.</p> <p>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.</p> <p>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.</p> <p>Inadequate Outputs refer to gender equality or women in passing, but with no logical connection to changes in gender equality.</p> <p>Missing</p>	<p>Score 3 (Needs improvement) Between the 5 outcomes, there are 26 outputs in the UNDAF. There are only five outputs that clearly spell out reference to gender equality or that would lead to changes for right holders and duty bearers. There are another 6 outputs that refer to inclusive or equitable results but do not spell out gender as a criteria of such inclusiveness, participation or equity.</p>

Dimensions	Definition	Rating Include reviewer comments and evidence base
	Not applicable	
1.d - Indicators to track UNDAF results are gender-sensitive Source: UNDG Guidance	Exceeds minimum standard At least one indicator at outcome level, and one half of indicators at output level, are gender sensitive, and will adequately track progress towards gender equality results. Meets minimum standard At least one indicator at outcome level, and between one third and one half of indicators at output level, are gender sensitive, and will adequately track progress towards gender equality results. Needs improvement No gender-sensitive indicators at outcome level, and less than one third of indicators at output level are gender sensitive. Inadequate Token reference to gender equality or women in indicators. Missing Not applicable	Score 3 (Needs improvement) There are 4 indicators to track results that are gender sensitive: two under the systemic reform and two under the social equity. However, the number of output indicators that are gender sensitive fall short of the minimum standard. Between the 5 outcomes, only 18 indicators out of 105 are gender sensitive. So while having more than one indicator at the outcome level puts the score at 4 (Meets minimum standard) the shortage of indicators at the output level undermines this aspect and lowers the score to 3 (Needs improvement)
1.e - Baselines are gender-sensitive Source: UNDG Guidance	Meets minimum standard⁴ 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	Score 0 (Not applicable) Baselines have not all been set; it is planned that they will be set by 2013.
2. PROGRAMMING – Note: This section refers to joint programming carried out during the current UNDAF for the cycle 2008 – 2012		
2.a – Gender perspectives are adequately reflected in joint programming⁵ Source: ECOSOC 1997, 2004, 2005, 2006, TCPR 2007,	Exceeds minimum standard <ul style="list-style-type: none"> Promoting gender equality and women's empowerment is reflected in long-term programming consistent with the opportunities and challenges identified in the UNCT's background analysis of gender inequality and women's rights situation (e.g., in CCA/UNDAs, MDG report, etc.). UNCT joint initiative(s) (e.g., advocacy and other initiatives) in support of gender equality and women's 	Score 2 (Inadequate) It is argued by some of the interviewees that there is no joint programming in general during the current UNDAF on gender issues. While evidence shows the presence of some joint programmes aiming at contributing to gender equality

⁴ It is not possible to exceed the minimum standard in this case, because the indicator refers to an absolute value (all data).

⁵ For background information and guidance on joint programming and joint programmes, see <http://www.undg.org/index.cfm?P=237>

Dimensions	Definition	Rating Include reviewer comments and evidence base
World Summit Outcome 2005	<p>empowerment exist.</p> <p>Meets minimum standard</p> <ul style="list-style-type: none"> • 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. <p>Needs improvement Meets either one of the two areas above (under <i>Meets minimum standard</i>).</p> <p>Inadequate Token reference to gender equality in programming.</p> <p>Missing Not applicable</p>	<p>and women empowerment (see parag 2.b below), these remain joint programmes that are agency driven. Complete lack of joint programming for gender equality and women empowerment is an expected result of the UNDAF (2008 – 2012) document which lacked a strong commitment to addressing gender equalities and woman rights issues</p>
<p>2.b – Joint programmes</p> <p>Source: UNDG Guidance</p>	<p>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.</p> <p>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.</p> <p>Needs improvement Joint Programme on promoting gender equality and women's empowerment being formulated, and limited mainstreaming in other Joint Programmes.</p> <p>Inadequate No Joint Programme on promoting gender equality and women's empowerment being formulated, and limited attention to gender in Joint Programmes</p> <p>Missing Not applicable</p>	<p>Score 4 (Meets minimum standards) The documents of two joint programmes were made available to the consultant: "Support for a Family Violence Tracking System" and "Adaptation to Climate Change to Sustain Jordan's MDG Achievements". While the first program is addressing an issue directly targeting gender inequality – Gender-based Violence, the later mentions adopting a gender sensitive approach in devising the programme. However, the Mid Term Review report of the programme states that while gender is mentioned briefly in the programme document it is not clear how gender is addressed throughout the implementation and is not included in the monitoring template. There is not sufficient joint programming to address the identified gender equalities and woman rights issues in Jordan.</p>
2.c - UNCT support for national priorities related to gender equality and women's	<p>Exceeds minimum standard UNDAF budgetary allocations support implementation of national gender equality legal frameworks, including: - National Plan of Action (National Strategy for Women in Jordan) on Gender Equality and Women's</p>	<p>Score 3 (Needs Improvement) While individual agencies are supporting National efforts on gender equality and women empowerment, such as the</p>

Dimensions	Definition	Rating Include reviewer comments and evidence base
empowerment Source: TCPR 2007	<p>Empowerment.</p> <ul style="list-style-type: none"> - 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. <p>Meets minimum standard Meets any three of the above.</p> <p>Needs improvement Meets any two of the above.</p> <p>Inadequate Meets one of the above.</p> <p>Missing Not applicable</p>	<p>development of the new National Strategy for Women in Jordan or the development of a system to monitor the implementation of the CEDAW committee recommendations, the country team does not engage in joint discussion on supporting the National Strategy for Women or on Gender Equality and/or Women Empowerment. The current UNDAF (2008 – 2012) is not being implemented through joint programming. Generally speaking the mandate of the specific agency dictates the attention given to gender within their work, but according to interviews it is not the National Strategy for Jordanian Women that is guiding their work. Each agency responded to the UNDAF through their respective programmes and projects, but did not necessarily aim at working as ONE. This approach was revised and dealt with in the process of developing the upcoming UNDAF for the period 2013 – 2017 aiming at working jointly with respective partners to achieve its outcomes and outputs. However, the UNCT worked together on producing the 2011 Jordan UNCT CEDAW Shadow report.</p>
2.d - UNCT support to gender mainstreaming in programme based approaches Source: TCPR 2007	<p>Exceeds minimum standard</p> <ul style="list-style-type: none"> • 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. <p>Meets minimum standard Meets any two of the above.</p> <p>Needs improvement Meets any one of the above.</p>	<p>Score 3 (Needs improvement)</p> <p>No joint programming in the current UNDAF to support gender mainstreaming in programme based approaches. Needless to say individual agencies are responding individually to those needs through their programmes (e.g. UNWomen capacity building on gender-responsive budgeting). According to interviews, there is not enough collective work on capacity development to government ministries for suggested gender-related issues.</p>

Dimensions	Definition	Rating Include reviewer comments and evidence base
	<p>Inadequate Token attention to gender mainstreaming in programme based approaches.</p> <p>Missing Not applicable</p>	
<p>2.e - UNCT support to gender mainstreaming in aid effectiveness processes</p> <p>Source: TCPR 2007</p>	<p>Exceeds minimum standard</p> <ul style="list-style-type: none"> 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. <p>Meets minimum standard Meets any two of the above.</p> <p>Needs improvement Meets one of the above.</p> <p>Inadequate Token attention to gender mainstreaming in aid effectiveness processes.</p> <p>Missing Not applicable</p>	<p>Score 3 (Needs improvement) No joint programming in the current UNDAF to support gender mainstreaming in aid effectiveness processes. Individual agencies are responding individually to those needs through their programmes, with very limited influence.</p>
3. PARTNERSHIPS		
<p>3.a - Involvement of National Machineries for Women / Gender Equality and women's departments at the sub-national level⁶</p> <p>Source: UNDG Guidance</p>	<p>Exceeds minimum standard Women's machinery/department participates fully in:</p> <ul style="list-style-type: none"> 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. <p>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.</p> <ul style="list-style-type: none"> Role of women's machinery in supporting achievement of UNDAF outcomes clearly defined. 	<p>Score 3 (Needs improvement) The Jordanian National Committee for Women (JNCW) and the National Council for Family Affairs (NCFA) were invited to the Strategic Prioritisation Retreat for the upcoming UNDAF. JNCW was invited to consultations about CA/UNDAF planning process. The Secretary General of JNCW was interviewed extensively for the development of the CA and the consultant was provided with all relevant reports produced by JNCW on women status in Jordan. However, most of those</p>

⁶ To be completed once during the CCA/UNDAF process.

Dimensions	Definition	Rating Include reviewer comments and evidence base
	<p>Meets minimum standard</p> <ul style="list-style-type: none"> • Women's machinery/department participates fully in CCA/UNDAF consultations. • Role of women's machinery/department in supporting achievement of UNDAF outcomes clearly defined. <p>Needs improvement</p> <ul style="list-style-type: none"> • Women's machinery/department participates fully in one of the above (under <i>Meets minimum standard</i>). <p>Inadequate Token participation by women's machinery/department.</p> <p>Missing Not applicable</p>	<p>reports were in Arabic and the consultant could not fully benefit from the information provided in them. On the other hand, while the JNCW was invited to all consultations during the CA/UNDAF planning, they did not fully participate in all the working groups developing the UNDAF outcomes, outputs and indicators. The JNCW was consulted as all the other government partners through sending them the drafts of the UNDAF but their input was not necessarily taken into consideration. Nonetheless, JNCW is identified as an implementing partner in the relevant outputs of the upcoming UNDAF 2013 – 2017. Gender divisions in other relevant government organisations such as MOPIC or DOS were not involved in the process.</p>
<p>3.b - Involvement of women's NGOs and networks⁷</p> <p>Source: UNDG Guidance</p>	<p>Exceeds minimum standard Women's NGOs and networks participate fully in:</p> <ul style="list-style-type: none"> • Consultations around CCA/UNDAF planning (e.g. the prioritization retreat). • Development of UNDAF outcomes, outputs and indicators. • Monitoring and evaluation of UNDAF results. <p>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.</p> <ul style="list-style-type: none"> • Role of women's NGOs and networks in supporting achievement of UNDAF outcomes clearly defined. <p>Meets minimum standard</p> <ul style="list-style-type: none"> • 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. <p>Needs improvement</p> <ul style="list-style-type: none"> • Women's NGOs and networks participate fully in one of the above (under <i>Meets minimum standard</i>) 	<p>Score 1 (Missing) According to participation lists received from the Resident's Office no Women's NGOs or networks were involved in any part of the CCA/UNDAF process. But according to the Resident Coordinator, work with the NGOs is agency specific. In fact, based on one interview, more effort is put in ensuring the participation of the JNCW than other NGOs.</p>

⁷ To be completed once during the CCA/UNDAF process.

Dimensions	Definition	Rating Include reviewer comments and evidence base
	Inadequate Token participation by women's NGOs and networks. Missing Not applicable	
3.c - Women from excluded groups included as programme partners and beneficiaries in key UNCT initiatives Source: UNDG Guidance	Exceeds minimum standard <ul style="list-style-type: none"> • 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 <ul style="list-style-type: none"> • Women from excluded groups clearly identified in UNCT country level analysis. • Women from excluded groups are participants and beneficiaries in key UNCT activities, e.g. in UNDAF outcomes and outputs. Needs improvement Meets one of the above (under <i>Meets minimum standard</i>). Inadequate Token involvement of women from excluded groups. Missing Not applicable	Score 3 (Needs Improvement) The CA/UNDAF 2012 refers to women marginalised groups as important focus within the different priority areas. The CA author carried out one focus group with women from marginalised groups, but it did not provide sufficient information on them. The CA notes the lack of sufficient information and data on vulnerable and marginalised groups, "This Assessment would have benefited further from the availability of further solid updated well analyzed information and age and gender disaggregated data on some issues, particularly on the situation of marginalized and vulnerable groups such as those living with disabilities, and their access to opportunities" (CA, 2011, p.82 – 3). This has been referred to in one current Joint programme: "Adaptation to Climate Change to Sustain Jordan's MDG Achievements", in building the capacity of vulnerable groups to adapt to climate change; and is reflected in one outcome in the upcoming UNDAF 2013 – 2017 under priority 2: Ensuring Social Protection. Nonetheless, while women from vulnerable groups are not participants and beneficiaries in key UNCT activities, such as UNDAF outcomes and outputs.
4. UNCT CAPACITIES		
4.a - Multi-stakeholder Gender Theme Group is effective	Exceeds minimum standard <ul style="list-style-type: none"> • Gender Theme Group adequately resourced, and resourced equally to other Theme Groups. • All key stakeholders participate (e.g. national 	Score 0 (Not applicable) There is no Multi-stakeholder Gender Theme Group – Because the current UNDAF has no specific Gender Outcome, the UNCT

Dimensions	Definition	Rating Include reviewer comments and evidence base
<p>Source: TCPR 2007</p>	<p>partners, Bretton Woods institutions, regional banks, civil society, trades unions, employer organizations, the private sector, donors, and international NGOs).</p> <ul style="list-style-type: none"> • 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. <p>Meets minimum standard</p> <ul style="list-style-type: none"> • 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. <p>Needs improvement Meets any two of the above (under <i>Meets minimum standard</i>).</p> <p>Inadequate Meets any one of the above (under <i>Meets minimum standard</i>).</p> <p>Missing Not applicable</p>	<p>decided not to have Gender Theme Group and aimed at mainstreaming gender within the different working groups. This is also because some of the UN agencies believed that there was not enough technical representation on the previous Theme Group which has weakened it and they cannot provide the needed expertise required for such a group as the Gender Focal Points lack expertise. Based on this experience, there is a general consensus that the gender mainstreaming approach within the working groups is weakening the effectiveness of attention to gender. One interviewee also argued that there is no point in having a Gender Theme Group if there was no strong leadership for the group. All interviewed heads of Agencies in Jordan believe that UNWomen should have an advisory role within UNCT which is currently missing.</p>
<p>4.b - Capacity assessment and development of UNCTs in gender equality and women's empowerment programming</p> <p>Source: ECOSOC 2006</p>	<p>Exceeds minimum standard</p> <ul style="list-style-type: none"> • Resident Coordinator systematically promotes, monitors and reports on capacity assessment and development activities related to gender equality and women's empowerment. • Regular review of capacity of UNCT to undertake gender mainstreaming (e.g. once every one or two years). • The impact of the gender component of existing training programmes regularly reviewed, and revised based on the review. • Training on gender mainstreaming takes place for all UNCT staff (one day every six months for new staff for first year, minimum of one day of training once every year after this). • Gender specialists and gender focal points receive specific training (minimum four days of training a year on gender equality and women's empowerment programming). <p>Meets minimum standard</p> <ul style="list-style-type: none"> • 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 	<p>Score 2 (Inadequate) No systematic effort by UNCT to carry capacity assessment and development in gender equality and women's empowerment programming. In his Annual report to the Secretary General, the Resident Coordinator reports on gender promotion and progress in one paragraph. However there is no regular review of capacity of the UNCT to under take gender mainstreaming. There is not regular training taking place for UNCT staff. However, training on gender is provided in the context of the UNDAF process to ensure its mainstreaming during the planning process.</p>

Dimensions	Definition	Rating Include reviewer comments and evidence base
	<p>years).</p> <ul style="list-style-type: none"> • 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). <p>Needs improvement Any two of the above (under <i>Meets minimum standard</i>) are met.</p> <p>Inadequate Token attention to capacity development of UNCTs in gender mainstreaming.</p> <p>Missing Not applicable</p>	
<p>4.c - Gender expert roster with national, regional and international expertise used by UNCT members⁸</p> <p>Source: ECOSOC 2006</p>	<p>Exceeds minimum standard</p> <ul style="list-style-type: none"> • Gender expert roster exists, is regularly updated and includes national, regional and international experts. • Experts participate in key UNCT activities (e.g. UNDAF planning, development of Joint Programmes on gender equality and women's empowerment). • Roster used on a regular basis by UN agencies (dependent on size of UN country programme). <p>Meets minimum standard</p> <ul style="list-style-type: none"> • Gender expert roster exists. • Roster used on a regular basis by some UN agencies (dependent on size of UN country programme). <p>Needs improvement Roster in place but not updated or utilised.</p> <p>Inadequate No roster exists.</p> <p>Missing Not applicable</p>	<p>Score 1 (Missing) No information regarding the Gender expert roster was provided to the reviewer. However according to one interviewee, there is no real updated gender expert roster made, regularly updated that is available for the UNCT.</p> <p>However a gender expert was recruited by UNWomen to participate in key UNCT activities in 2011, that is the development of the CA and the planning process of the UNDAF- (see Dimension 1). Also some agencies do have people with experience and knowledge on gender issues, rather than experts, who participated in the CA/UNDAF work process. The Country Assessment thus provided sufficient description of the gender equality and women status in Jordan, albeit lacking in causal analysis and the UNDAF Result Matrix included outcomes and outputs that aimed at promoting gender equality and women empowerment with specific indicators for their measurement, albeit not to the extent to be</p>

⁸The roster can be maintained at national or regional levels.

Dimensions	Definition	Rating Include reviewer comments and evidence base
		considered meeting the minimum standard.
5. DECISION-MAKING		
5.a - Gender Theme Group coordinator is part of UNCT Heads of Agency group Source: TCPR 2007	Yes/No	No
5.b - UNCT Heads of Agency meetings regularly take up gender equality programming and support issues Source: TCPR 2007	<p>Exceeds minimum standard</p> <ul style="list-style-type: none"> Gender equality programming and support issues included in 75% of Heads of Agency meetings. Decisions related to gender equality programming and support issues are followed through. <p>Meets minimum standard</p> <ul style="list-style-type: none"> 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. <p>Needs improvement Heads of Agency meetings occasionally include gender equality programming on their agenda.</p> <p>Inadequate Token attention to gender equality programming and support issues.</p> <p>Missing Not applicable</p>	<p>Score 3 (Needs Improvement) Based on carried out interviews, gender equality programming and support issues are occasionally included in Heads of Agency meetings, which is actually quite rare and only when there is a specific need called by the Headquarter or a specific Agency called for it. According to one interview, gender has not come up during head of agencies meeting in the 12 months prior to the interview except when preparing the CEDAW shadow report. Almost all interviewees argued that UNWomen should take the lead role in following on decisions related to gender equality programming and support issues.</p>
6. BUDGETING		
6.a - UNCT Gender responsive budgeting system instituted Source: ECOSOC 2005	<p>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.</p> <p>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.</p> <p>Needs improvement Discussions ongoing concerning the need to implement a budgeting system to track UNCT expenditures for gender equality programming.</p> <p>Inadequate The issue of implementing a budgeting system to track</p>	<p>Score 1 (Missing) The UNCT budget system was not made accessible to the consultant, but based on interviews Gender Responsive Budgeting has not yet been under consideration by UNCT</p>

Dimensions	Definition	Rating Include reviewer comments and evidence base
	<p>UNCT expenditures for gender equality programming has been raised, but a decision was taken not to proceed with this.</p> <p>Missing Not applicable</p>	
<p>6.b - Specific budgets allocated to stimulate stronger programming on gender equality and women's empowerment</p> <p>Source: ECOSOC 2005</p>	<p>Exceeds minimum standard Specific budgets to strengthen UNCT support for gender equality and women's empowerment located for:</p> <ul style="list-style-type: none"> • 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.). <p>Meets minimum standard Specific budgets allocated for any four of the above.</p> <p>Needs improvement Specific budgets allocated for any three of the above.</p> <p>Inadequate Specific budget allocated for one or two of the above.</p> <p>Missing Not applicable</p>	<p>Score 2 (Inadequate) Individual agencies have carried out different activities that contributed to strengthening UNCT support for gender equality and women empowerment (E.g. UNFPA facilitating and funding the process of Jordan's 5th Official CEDAW report, UNWOMEN hiring an expert to promote the mainstreaming of gender in the CCA/UNDAF process. However, those efforts remained sporadic and without lead from the RC office and did not result in stimulating a process at the national level.</p>
7. MONITORING AND EVALUATION		
<p>7.a - Monitoring and evaluation includes adequate attention to gender mainstreaming and the promotion of gender equality and women's empowerment</p> <p>Source: UNDG Guidance</p>	<p>Exceeds minimum standard</p> <ul style="list-style-type: none"> • A dedicated gender equality evaluation is carried out once during the UNDAF period. • Gender audit undertaken once during UNDAF period. • The UNDAF Monitoring and Evaluation Framework measures gender-related outcome and output expected results. • Data for gender-sensitive indicators in the UNDAF Results Matrix is gathered as planned. • All monitoring and evaluation data is sex-disaggregated, or there is a specific reason noted for not disaggregating by sex. • The UNDAF Annual Review reports on the main gender-related expected results. • Resident Coordinator reporting covers the main gender-related expected results. • Gaps against planned results are rectified at an early stage. <p>Meets minimum standard</p>	<p>Score 2 (Inadequate) There has never been a gender equality evaluation or a gender audit carried out during the current UNDAF cycle. Moreover, the UNDAF Monitoring and Evaluation does not include adequate attention to gender mainstreaming and the promotion of gender equality and women's empowerment. This is due to a general lack of a monitoring and evaluation framework for the current UNDAF as there were no indicators in the Result Matrix and to the evaporation of attention to gender as we move from outcome to output. However the working group on the UNDAF Annual Review report suggest remedial action on</p>

Dimensions	Definition	Rating Include reviewer comments and evidence base
	<ul style="list-style-type: none"> • 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. <p>Needs improvement Any four of the above (under <i>Meets minimum standard</i>) are achieved.</p> <p>Inadequate Less than four of the above (under <i>Meets minimum standard</i>) are achieved.</p> <p>Missing Not applicable</p>	<p>gender relevant issues, but it is not clear how effective those actions have been. It is worth mentioning that the upcoming UNDAF for the cycle 2013 – 2017 has sought to deal with those issues through developing a clear Result Matrix with some gender outputs and indicators (See Dimension 1 scoring and notes). On the other hand, the reporting format on budget and gender marker for the resident coordinator is not sufficient to monitor UNCT's progress in promoting gender equality and women's empowerment as it is only a box to tick.</p>
8. QUALITY CONTROL AND ACCOUNTABILITY		
<p>8.a - CCA/UNDAF quality control⁹</p> <p>Source: UNDG Guidance</p>	<p>Exceeds minimum standards</p> <ul style="list-style-type: none"> • 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. <p>Meets minimum standard</p> <ul style="list-style-type: none"> • 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. 	<p>Score 3 (needs improvement)</p> <p>UNWomen hired a Gender Expert to advise on all aspects of the CCA/UNDAF preparation. However, the relevant assessment on gender equality was not sufficiently responded to in revising the CA or the UNDAF. Also Readers' Group comments refer specifically to gender equality and empowerment. However, there is no evidence of sufficient changes based on the Readers' Group Comments regarding gender issue.</p>

⁹ To be completed once during the CCA/UNDAF process.

Dimensions	Definition	Rating Include reviewer comments and evidence base
	<p>Needs improvement Meets only one or two of the above (under <i>Meets minimum standard</i>).</p> <p>Inadequate Token attention to gender equality during review and quality control exercises.</p> <p>Missing Not applicable</p>	

Annex I:

List of reviewed documents

Bellamy, J., 2010, 'Mid Term Evaluation of the MDG-F "Adaptation to Climate Change to Sustain Jordan's MDG Achievements"', (Draft)

UNDP, 2008, "Adaptation to Climate Change to Sustain Jordan's MDG Achievements", Project Document

UNICEF, 2010, "Support for a Family Violence Tracking System", Project Document

UNRC Office, 2012, United Nations Development Assistance Framework – Jordan (2013 – 2017) (Draft)

UNRC Office, 2007, United Nations Development Assistance Framework - Jordan (2008 – 2012)

List of Interviews in alphabetical order

Mr. **Abu Jamous**, Bashir, United Nations Entity for Gender Equality and Women Empowerment (UNWoman), National Coordinator.

Mrs. **Al-Nuaimi**, Maha, United Nations Entity for Gender Equality and Women Empowerment (UNWoman), Deputy Regional Director.

Dr. **Al-Yousfi**, Ahmad Basel, World Health Organisation (WHO), WHO Acting Representative in Jordan.

Ms. **Gray**, Rachel, United Nations Refugee and Works Agency, Gender Focal Point.

Ms. **Hamad**, Majd, Ministry of Planning and International Cooperation, Head of Gender Division.

Ms. **Hyde**, Dominique, United Nations Children Fund (UNICEF), UNICEF Representative in Jordan.

Mrs. **Idris**, Muna, United Nations Population Fund (UNFPA), UNFPA Assistant Representative in Jordan.

Mr. **Jamal**, Arafat, United Nations High Commission for Refugees (UNHCR), Deputy Representative in Jordan.

Ms. **Kranzlin**, Irene, United Nations Refugee and Works Agency, Senior Programme Officer

Dr. **Naffa**, Sana, World Health Organisation (WHO)

Mr. **Stevens**, Luc, United Nations, Resident Coordinator.