



Jordan Review of

Gender Equality and the Empowerment of Women and Girls in Humanitarian Action



Final Summary Report
April 2021

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ABBREVIATIONS AND ACRONYMS

CNA	Coordinated Needs Assessment
CVA	Comprehensive Vulnerability Assessment
FGD	Focus Group Discussion
FHH	Female-headed households
FTS	Financial Tracking System
GAM	Gender with Age Marker
GBV	Gender-Based Violence
GEM	Gender Equality Marker
GEWE	Gender Equality and Women's Empowerment
GEEWG	Gender Equality and the Empowerment of Women and Girls
GiHA	Gender in Humanitarian Action
GoJ	Government of Jordan
GTHA	Gender Transformative Humanitarian Action
HNO	Humanitarian Needs Overview
HPF	Humanitarian Partners Forum
HRP	Humanitarian Response Plan
IASC	Interagency Standing Committee
INGO	International non-Governmental Organisation
ISWG	Inter-sector Working Group
JHF	Jordan Humanitarian Fund
JRP	Jordan Response Plan
JIF	Jordan INGO Forum
JONAF	Jordan National NGO Forum
JORISS	Jordan Response Information System for the Syria Crisis
KII	Key Informant Interview
LGBTQI	Lesbian, Gay, Bisexual, Transgender, Queer and Intersex
MOM	Minutes of Meeting
NGO	Non-Governmental Organisation
OCHA	UN Office for the Coordination of Humanitarian Affairs
SADD	Sex and Age Disaggregated Data
SADDD	Sex, Age and Disability Disaggregated Data
SGBV	Sexual and Gender-Based Violence
SGFPN	Sector Gender Focal Points Network
SOGIESC	Sexual Orientation, Gender Identity and Expression and Sexual Characteristics
SOP	Standard Operating Procedure
SRAD	Syrian Refugee Affairs Directorate
SRH	Sexual and Reproductive Health
TOR	Terms of Reference
UNCT	UN Country Team
UNDP	UN Development Programme
UNFPA	UN Population Fund
UNHCR	UN High Commissioner for Refugees
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
VAF	Vulnerability Assessment Framework
WFP	World Food Programme
WHO	World Health Organisation
WHS	World Humanitarian Summit

INTRODUCTION

A significant number of Commitments to Action made at the World Humanitarian Summit⁽¹⁾ and the subsequent Agenda for Humanity focus on the core responsibility to leave no one behind, under which there is a specific commitment to “achieving real change so that the needs of women and girls are systematically met and their roles as decision-makers and leaders are vigorously promoted.”

Despite numerous international commitments to gender equality and empowerment of women and girls (GEEWG) in humanitarian action, persistent gaps remain. Key among these are (i) lack of accountability for and systematic follow-up on gender-related commitments; (ii) gaps in data and understanding of the gendered impacts of crises; (iii) barriers hindering women’s participation and leadership in crisis response; (iv) Lack of targeted investment in women’s empowerment, livelihoods and resilience.

In Jordan, discussions among key stakeholders, including at the Humanitarian Partners Forum (HPF) Retreat in 2018, have led humanitarian and bilateral partners to recognise that it would be beneficial to take stock of the gender-responsiveness of the humanitarian systems and structures in Jordan if it is to achieve the Commitments to Action on gender in humanitarian action (GiHA) made at the WHS and the commitments in line with the IASC GEEWG Policy (2017).

In June 2019 the HPF endorsed the ToRs for a review of gender in humanitarian action in Jordan to provide best practices, lessons learned and recommendations on how all partners can strengthen its capacities to deliver on the WHS and the IASC GEEWG Policy (2017) commitments.

To implement the review, the HPF convened a Reference Group to provide overall strategic guidance and facilitate access to tools, data, resources and key informants, validate findings, and provide inputs to recommendations. The Reference Group – co-chaired by UNHCR and UN Women and consisting of HPF Advisory Group members, a representative of MOPIC, a representative of women’s organisations active in the humanitarian response – met at each milestone to review outputs and provide feedback. A Task Team of technical experts was formed, led by UN Women’s Gender in Humanitarian Action Advisor and comprised of technical experts from UNFPA, UNDP, WFP, WHO and the Jordan INGO Forum (JIF). Members of the Task Team provided technical advice and inputs to the review process throughout 2020.

Their work consisted of finalising the methodology for the desk review and key informant interviews, data collection for the desk review and, in collaboration with UN Women, analysing the data, drafting the outputs and presenting the findings to the Reference Group. The Task Team also contributed to the review of the final findings, recommendations and suggested actions for further application.

1 - World Humanitarian Summit

https://www.agendaforhumanity.org/sites/default/files/resources/2017/Jul/WHS_commitment_to_Action_8September2016.pdf P. - 16



“ The review examines the extent to which humanitarian programmes have integrated gender considerations in analysis, design, implementation, monitoring, evaluation and learning, as well as in the allocation of financial resources.

Photo: UN Women/ Christopher Herwig

SCOPE AND OBJECTIVE

This exercise has been carried out predominantly with respect to women and girls, who globally constitute the largest vulnerable/marginalised group. This includes a specific focus on women and girls who face multiple forms of discrimination and vulnerability due to intersecting identities including based on diverse sexual orientation, gender identity and expressions, and sexual characteristics (SOGIESC), ethnicity, race, religion, citizenship status, refugee status, marital status, age, disability, socio-economic and education status, geographical location, profession, and more. Despite the overall focus on women and girls, it also recognises gendered vulnerabilities against men and boys, especially those of diverse gender identities, sexual orientations and characteristics, to whom many of the key findings and recommendations can be applied to enhance inclusion and address gender-specific needs in the humanitarian response. The desk review also examined the level of accountability to IASC Policy on Gender by reviewing roles and responsibilities on gender within the humanitarian architecture. The exercise covers the years from 2016 to 2019 and the refugee component of the humanitarian response plans in Jordan.

The scope of the review covers actors; systems; structures; and expertise in Jordan on humanitarian action. The research looked at UN agencies, bilateral partners, INGOS, NNGOs and the Jordanian government. This includes aspects related to the HPF, the Refugee ISWG, SGFPN, Sectors, the Jordanian government's response, JIF, national NGOs and their consortiums, donor coordination forums, UN agencies, and others.

The objective of the review is to provide lessons learned and recommendations to strengthen gender mainstreaming in the humanitarian response in Jordan. It is particularly timely given how several key issues are likely to evolve over the coming years, including a potential redesign, from a gender perspective, of the government's humanitarian-resilience-development response., planning and conditions for returns.

This objective includes concretely addressing issues related to:

- 1 - Accountability for gender in humanitarian action;
- 2 - Availability and use of sex-, age- and disability-disaggregated data, gender statistics and evidence in analysis and implementation;
- 3 - Meaningful participation of women in leadership and decision-making in the humanitarian response;
- 4 - Targeted investments in promoting gender equality and women's empowerment.

METHODOLOGY

The methodology of the review is underpinned by the framework of international humanitarian standards, including the core commitments of the World Humanitarian Summit⁽²⁾, the Aide-Memoire on Gender Mainstreaming in the Grand Bargain⁽³⁾, the Inter-Agency Standing Committee (IASC) Policy on Gender Equality and the Empowerment of Women and Girls (GEEWG) in Humanitarian Action⁽⁴⁾, the guidelines provided by the IASC Gender Handbook (2018)⁽⁵⁾ and the newly adopted IASC Accountability Framework for the Policy on GEEWG.⁽⁶⁾

A mixed methodological approach has been used to inform this exercise, including a background study to identify best practices from other contexts relevant to Jordan; a desk review of relevant reports, data sheets, surveys, dashboards and reporting tools collected from across the humanitarian architecture in Jordan; and a series of key informant interviews and a focus group discussion.

The Desk Review and Key Informant Interviews were carried out against an indicator framework and criteria adapted from the IASC Gender Policy Accountability Framework (2017) and the IASC Gender Handbook (2018), which have been selected as key reference documents to inform this exercise. There is also a reference to the Gender with Age Marker (GAM) and its Gender Equality Measures (GEMs) which have been incorporated by the refugee sectors in 2019, rolled-out in Jordan in December 2018 by the SGFPN. Furthermore, reference is made to the UNHCR Age, Gender and Diversity principles being applied by refugee sectors. The indicator framework has been structured on the above-mentioned tools and is also aligned with the log frames of the Accountability Framework approved by the IASC principals and designed to monitor and report on the IASC Gender Policy. The full indicator framework can be found in Annex 1.

The Desk Review covers the refugee component of Jordan humanitarian response plans from 2016 to 2019, because Sector Gender Analyses were only available from 2016 onwards. The Desk Review phase included an assessment of, inter alia, the following documents, tools and data resources: Sector Gender Analysis; Sector Plans; successive iterations of the Jordan Response Plan; Sector Dashboards; Factsheets; Financial Tracking System (FTS); Services Advisor; Vulnerability Assessment Framework (VAF); Age Gender Diversity Mainstreaming Participatory Assessment (AGDM PA); Sector performance surveys; IASC Gender Marker in previous years' calls for proposals (JHF OCHA and UNHCR); roll-out process of Gender and Age Marker; Sector Performance Surveys; TORs of relevant coordination mechanisms; TORs of relevant staff; minutes of meetings; capacity development documents, etc.

2- https://www.agendaforhumanity.org/sites/default/files/resources/2017/Jul/WOMEN_AND%20GIRLS-CATALYSING_ACTION_TO_ACHIEVE_GENDER_EQUALITY_0.pdf

3- <https://reliefweb.int/report/world/informal-friends-gender-group-grand-bargain-aide-memoire-gender-mainstreaming-grand>

4- https://interagencystandingcommittee.org/system/files/iasc-revised_gender_policy_final_endorsed_12.27.2017_3.pdf

5- https://interagencystandingcommittee.org/system/files/2018-iasc_gender_handbook_for_humanitarian_action_eng_0.pdf

6- https://interagencystandingcommittee.org/system/files/iasc_accountability_framework_with_adjusted_self_assessment_0.pdf

The Key Informant Interviews (KII) phase included interviews, inter alia, with the following stakeholders based on an interview guide developed against the indicator and criteria framework: HPF Co-Chairs; the Jordan INGO Forum (JIF) Chair; Donors; INGOs; National NGOs; UN agencies; Sector and sub-sector chairs and co-chairs; UNHCR Camp Managers; SGFPN; Inter-Sector Coordinator; women's organisations; MOPIC; SRAD; JNCW; Local government actors in Mafrq, Irbid, Zarqa; Syrian refugees.

Validation phase included final consultations with the following stakeholder groups: JIF, JONAF, Donor group, Inter-sector working group, sector and sub-sector chairs and co-chairs, SGFPN, the GiHA review reference group and task team.

SUMMARY OF KEY FINDINGS

The first section of the desk review specifically analysed the level of integration of gender analysis and sex- and age-disaggregated data (SADD) in sector plans and explores whether gender mainstreaming and targeted actions for Gender Equality and the Empowerment of Women and Girls (GEEWG) are reflected in the Jordan Response Plans (JRPs). The review assessed monitoring and evaluation mechanisms through a gender lens along with an analysis of the allocation of financial resources for gender-targeted programmes and their tracking.

In terms of program analysis, design and implementation, the desk review revealed that in the 2016-2018 Jordan Response Plan (JRP) each sector's situation and analysis sections reflected some sex-disaggregated data and gender analysis. While SADD for sectors is available on the ActivityInfo platform (since 2013), SADD was considered inadequately integrated in the JRP in all sectors. Yet certain gender considerations were consistently reflected throughout the sectors. However, references to capacities and opportunities for GEEWG were missing. Unlike in previous JRPs, in the 2018-2020 and 2019 JRPs a section dedicated to crosscutting issues—such as gender—is missing. Some sectors included brief references to the sector gender analysis conducted in 2016 and 2017. However, overall the review reveals that gender analysis and SADD were inconsistently integrated resulting in insufficient and uneven gender mainstreaming and targeted actions for GEEWG. While gender-responsive monitoring and evaluation mechanisms are in place, the desk review indicates that not all data collection mechanisms incorporate a gender perspective; for instance, SADD are sporadically incorporated in data collection, monitoring and evaluation tools. In addition, the Gender Equality Measures (GEMs) of the GAM have not been incorporated into the monitoring system.

In terms of financial resources, the desk review indicates difficulties in extrapolating data for the tracking of funding for gender-targeted programmes in the Jordan Financial Tracking system (JFT) and the Jordan Response Information System for the Syria Crisis (JORISS) for the refugee component. In addition, humanitarian partners have not established a financial target for program allocation for GEEWG.

The second section of the desk review looked at roles and responsibilities within the humanitarian architecture for gender mainstreaming to assess humanitarian partners' commitment to championing gender equality and accountability as per IASC Gender Policy. The analysis of available documents showed an expressed commitment to gender among humanitarian partners; however, it also detected a number of different approaches in terms of reflecting gender in strategies and action plans, TORs and regular meetings as a topic of discussion. The integration of gender-related issues varies considerably from sector to sector and from year to year. A strong indicator of commitment to the implementation of the IASC Gender Policy is the establishment of an inter-agency/inter-sectoral gender working group. Created in 2013, the Refugee

Sector Gender Focal Point Network (SGFPN) had its Terms of Reference (TOR) updated in 2021 based on the preliminary findings of this review. The new 2021 TOR stresses the promotion of linkages and information-sharing with camp and urban established coordination structures as well as networking and synergies with other coordination platforms in the humanitarian and development arena dealing with gender and intersectionality, including the UNCT Gender Task Team. Since September 2020, the SGFPN is co-chaired by UNHCR and UN Women and is a rare and best practice in gender mainstreaming in humanitarian action as it brings together strong coordination skills with technical gender expertise.

Key Informant Interviews (KIIs) showed an agreement among interviewees that obstacles remain to translating international commitments and policies on gender in humanitarian action into real practice; however, there is also recognition that considerable progress has been made in Jordan in both national legislation and humanitarian action systems. Efforts are ongoing to address shortcomings, including making better use of and/or adapting existing mechanisms to track improvements on gender. Key informants observed that since the beginning of the Syria crisis, tremendous efforts have been made to ensure that gender is taken into account in the design and implementation of activities and processes including through the application of the UNHCR Age, Gender and Diversity Principles throughout the inter-sectoral response. However, respondents unanimously agreed that accountability should be strengthened throughout the system and there should be stronger and clearer leadership and advocacy on GEEWG.

The Focus Group Discussion (FGD), organised with members of the refugees Sector Gender Focal Point Network (SGFPN), provided a deeper understanding of the important achievements and progress made on promoting gender mainstreaming in the Typo of response through the support of the SGFPN to the sectors. Yet, it also highlighted significant barriers identified in the desk review, such as the lack of recognition of SGFPs work in their individual performance assessments, high rotation and lack of senior expertise, the lack of dedicated funding allocated to take the work of the SGFPN further to scale, as well as the need to ensure availability of and investment in dedicated senior gender expertise within all humanitarian sectors and agencies and for technical support to build gender capacity within the SGFPN network.

Key Informants also shared their views on the COVID-19 pandemic response. Some KIIs noted that promoting gender equality is one of the accelerators of the recovery in the UN Socio-Economic Framework for Jordan and all respondents agreed that the COVID-19 crisis highlights the importance of a coordinated response between humanitarian, peace and development actors and of the Jordan government and national NGOs and CSOs playing a central role. In the opinion of many respondents, the pandemic is an opportunity to improve coordination and relationships with key ministries (health, foreign affairs, security). Many respondents expressed the view that there is no other country in the world where the nexus approach is more advanced than in Jordan, noting the good collaboration in contingency planning and response between the Government and other humanitarian actors.

Respondents also considered COVID-19 as an opportunity to further strengthen efforts on gender mainstreaming in the work of all sectors, because it shines a light on gender gaps, including the need for decent work and social protection for women and girls. Most of all, the pandemic showed that strengthening livelihoods, improving the economic self-reliance of women, and access to cash are some of the best protections against Gender-Based Violence (GBV).

The preliminary findings of the desk review conducted by the task team were endorsed by the Reference Group in April 2020. Based on the findings of the desk review and Key Informants' observations, a set of recommendations on how to improve the gender-responsiveness of the joint response including its systems, structures and available expertise on gender in humanitarian action in Jordan have been formulated. A summary of key findings and recommendations is provided in the below table.

CONCLUSIONS

Although the IASC legal and policy frameworks allow for a steady progress towards the institutionalisation of gender equality and the empowerment of women and girls into humanitarian action, the internalisation and institutionalisation of a gender perspective is a long and non-linear process. The process of effectively mainstreaming gender into the response plan should start from the planning phase by integrating sector gender analysis in the situation analysis as well as in needs and vulnerabilities sections. In addition, Sex-, Age- and Disability- Disaggregated Data (SADDD) must be systematically included; that is, as one respondent put it, "just good humanitarian programming". In the absence of these pivotal steps, it is simply not possible for the response plan to successfully achieve its targets.

The translation into practice of IASC policies and global commitments is hindered by the fact that gender mainstreaming is often left to the discretion of sector leads, who, in turn, may be more or less aware, willing, and/or trained to do so. Gender mainstreaming cannot happen without effective institutionalisation that ensures accountability and reporting. One of the key lessons that can be drawn from this review is that gender mainstreaming cannot be the sole responsibility of one agency or sector/working group, but must be integrated within a common strategic approach among all humanitarian and development partners and sectoral areas. This coordinated effort must take place throughout the planning, funding, delivering and reporting stages of the humanitarian response and actions must be based on local needs and context including through promoting a gender-responsive localisation agenda.

Key informants expressed the view that humanitarian partners in Jordan have advanced and integrated the nexus approach in their response and, as such, collaboration with Government and development partners on gender mainstreaming –and on tracking of GEEWG funding–is critical. The COVID-19 pandemic has reminded us all of the importance of being prepared to prevent and mitigate negative impacts of such crises. Such impact tends to disproportionately affect women and girls and vulnerable and marginalised groups such as refugees, persons with disabilities, female-headed households, older women, youth and LGBTQI individuals. This means regularly updating preparedness plans by applying gender lenses to ensure business continuity.

In terms of methodology, the review has shown that we cannot rely solely on the analysis of tracking and reporting mechanisms and tools to understand the level of accountability for GEEWG in humanitarian action. There is a level of complexity that cannot be captured by templates, format, figures and graphs alone. Existing quantitative tools for gender-responsive assessment and reporting should be adapted to the context and/or used in combination with more qualitative tools.

MATRIX OF KEY FINDINGS, RECOMMENDATIONS AND SUGGESTED ACTIONS

1 - LEADERSHIP AND ACCOUNTABILITY

Efforts have been made to ensure gender is accounted for in the design and implementation of activities and processes, but accountability could be strengthened with stronger leadership and advocacy.

RECOMMENDATIONS

Strengthen accountability throughout the system with stronger leadership and advocacy.

SUGGESTED ACTIONS

- Ensure space and support for the effective functioning and influence of the refugee Sector Gender Focal Point Network (SGFPN) chaired by UNHCR and UN Women to promote gender mainstreaming across and within the sectors.
- Ensure gender-related topics are a regular item on the HPF meeting agenda.
- Establish a mechanism under the HPF to monitor progress in the implementation of GiHA recommendations/action plans including gender mainstreaming in the Jordan Response Plan (JRP), sector plans and advocacy.

Responsible:

- Leads: GiHA RG/TT, ISWG Coordinator, SGFPN.
- Oversight: HPF co-chairs and co-secretariat.

2 - GENDER MAINSTREAMING WITH A FOCUS ON GTHA AND DATA

1 - Gender analysis and SADD are not consistently integrated into sector plans or JRPs.

2 - Most common targeted actions focus on provision of sexual and reproductive health and GBV prevention/response and do not include measures for transformative actions.

RECOMMENDATIONS

SUGGESTED ACTIONS

1 - Ensure that gender and diversity analysis and Sex, Age and Disability Disaggregated Data (SADDD) are systematically integrated during the planning phase into both sector plans and JRP throughout all stages of the program cycle.

- Assess and document challenges to using Gender and Diversity Analysis (GDA) and SADDD.
- Develop and implement a strategy/action plan to ensure all humanitarian partners have the capacity to collect and use SADDD and Gender and Diversity Analysis throughout the response cycle.
- Prepare multisector gender and diversity analysis alert at beginning of each JRP planning phase with engagement of sector chairs, SGFPN and JRP task forces.⁽⁷⁾
- SGFPN and Sector Chairs to convene in the beginning of each JRP planning phase to establish clear sector-specific gender and inclusion priorities to integrate in sector plans and to regularly track progress on gender mainstreaming throughout the JRP cycle including through the use of the gender dashboard.
- Ensure the integration of sector gender and diversity analysis and SADDD in the situation analysis/needs/vulnerabilities JRP section in coordination with SGFPN.
- SGFPN to provide support for designing gender-responsive sector-specific interventions/PSS, accordingly, including targeted actions deemed to achieve expected outcomes and sex- and age and disability disaggregated indicators and targets to track compliance, in coordination with Sector Chairs.

Responsible:

- Leads: SGFPN.
- Supporting: Sectors, ISWG.
- Oversight/coordination: HPF Co-Chairs, MOPIC, GoJ JRP Task Force chairs, JNCW and ministry gender focal points.

2 - Maintain a robust focus on SRHR and GBV and in parallel, raise awareness on Gender Transformative Humanitarian Action (GTHA) targeting the capacity, empowerment and meaningful participation of women, girls across diversities and other vulnerable and marginalised groups. Acknowledge that GTHA is a crucial complement to actions that promote SRHR and GBV-prevention.

- Advocate for and support GTHA programming that goes beyond capacities to focus on meaningful participation, empowerment and leadership of women, tied to the localisation agenda, including through mapping and showcasing of good practices of GTHA initiatives across sectors.
- Develop a GiHA capacity development plan to provide training and workshops on GTHA, GDA, SADD, GBV response and referral pathways, SRHR decisions (i.e., bodily integrity, autonomy, and reproductive rights) and more for sector members, working groups, leads and coordinators, implementers, GoJ line ministries leading JRP task forces, MOSD, FPD and JPD, overall humanitarian actors from international and local organisations, local authorities and donors, including as a part of onboarding processes.
- Provide sustainable access to GiHA related resources (on GBV, SRH and GTHA, gender dashboards and more) through online platform linked to the UNHCR Syria Refugee Response Portal or relevant online platforms.

Responsible:

- Lead: SGFPN, GBVWG, SRHWG.
- Supporting: ISWG, Sectors.
- Oversight/Coordination: HPF Co-chairs, HPF Localisation Task Team, all humanitarian implementers, MOPIC, GoJ line ministries leading JRP task forces, JNCW and ministry gender focal points.

7- [Gender Alert: Needs of Women, Girls, Boys and Men in Humanitarian Action in Palestine](#) is an example of a multisector gender alert.

3 - FINANCING

- 1 - Gender markers are useful tools to systematically track gender allocations, but training and monitoring are necessary to ensure compliance and vetting. Progress in use of Gender with Age Marker is not tracked by SGFPN.
- 2 - A financial target for program allocation for GEEWG to ensure delivery on the global and interagency commitments has not been established.

RECOMMENDATIONS

SUGGESTED ACTIONS

1 - Improve mechanisms for tracking funding levels for gender-targeted or gender-sensitive programming across all humanitarian financing flows.

- Ensure the IASC Gender with Age Marker (GAM) is fully integrated into the JRP sector project proposal design, vetting, monitoring and evaluation process and all relevant humanitarian financing mechanisms.
- Strengthen capacity to use the GAM among sector members and humanitarian implementing organisations.
- Incorporate the GEMs of the GAM into the JRP monitoring system.
- Ensure FTS and JHF are aligned with global IASC gender guidelines.
- Engage with donors and the Government of Jordan to explore avenues for enhanced funding tracking mechanisms on gender in humanitarian action.

Responsible:

- Lead: UNHCR (for FTS), OCHA (for JHF) and GoJ (for JORISS).
- Supporting: Sectors, ISWG, SGFPN.
- Oversight/Coordination: MOPIC, JRP Task Force Leads from Line Ministries, JNCW and ministries' gender focal points.

2 - Establish a financial target for program allocation for GEEWG to ensure delivery on commitments.

- Set a system-wide minimum financial target for gender allocation in sector projects under the JRP – e.g. of 15% for gender allocation in sector project design⁽⁸⁾ or 15% of all projects to be GEM3/GAM Code 2.
- Advocate for and support the establishment of tracking mechanisms to measure funding for GEEWG in humanitarian action, in coordination with donors and the Government of Jordan.

Responsible:

- Lead: UNHCR (for FTS), OCHA (for JHF) and GoJ (for JORISS), SGFPN.
- Oversight/coordination: HPF co-chairs, MOPIC, JNCW, donor group HPF co-chairs.

8- [A global study on funding for GEEWG conducted by UN Women and UNFPA](#) published earlier this year found large discrepancies in the level of funding and reporting of funding. Findings for Jordan, while using a limited evidence base, found that for the years 2017-2018, funding targeting women and girls was less than 5% and primarily focused on health and social protection. Earlier data analysis of bilateral sector-allocable ODA from OECD- DAC members in 2012-13, found that just 6 per cent of all aid to fragile states and economies targeted gender equality as the principal objective. (See: [Preventing Conflict, Transforming Justice and Security the Peace: a Global Study on the Implementation of UNSC Resolution 1325](#) (2015) p.368) The same study found that most bilateral aid in support of gender equality in fragile states and economies goes to social sectors such as education and health, while significant financing gaps remain in the economic and productive sectors, and the peace and security sector.

4 - COORDINATION

- 1 - A country-specific plan on GEEWG in the humanitarian response to the Syria crisis including strategies for engagement with local women's organisations has not been implemented in Jordan. However, humanitarian partners have taken steps to foster the participation of national women's organisations in coordination mechanisms (HPF) but women's meaningful participation at sub-national level (camps/host community) is lagging.
- 2 - Sector Performance Surveys show that gender is not considered relevant when assessing sector performance, and SOPs for coordinated needs assessments are not gender-informed.
- 3 - An inter-agency/inter-sectoral gender working group has been established: the Sector Gender Focal Points Network is chaired by UNHCR and UN Women, but its impact is limited due to Insufficient/uneven level of gender expertise across the network, including those who represent their sector in the network.

RECOMMENDATIONS

SUGGESTED ACTIONS

1 - Increase women's participation in coordination mechanisms at all levels and establish systems of accountability to ensure their meaningful participation.

- Regularly collect and share information on women's representation in community-based structures for refugees in both camps and urban areas in an easily accessible manner.
- Map and increase access for local women's groups' participation and leadership in the humanitarian response and its coordination mechanisms at national and subnational level.
- Coordination working groups to ensure participation and leadership of women's groups in designing and implementing initiatives.
- Design and monitor qualitative and quantitative indicators on women's and women's groups' meaningful participation in humanitarian coordination fora by engaging and consulting with refugee and host community women and women's groups.
- Conduct advocacy and awareness campaign on the important role of women, female humanitarian staff and women's CSOs in humanitarian action including through coordination with local media.
- Assess gaps and barriers for the participation and leadership of women, female humanitarian staff and women's CSOs in humanitarian action and develop strategy/ plan to address gaps to promote gender parity and women's leadership.
- Conduct targeted training and orientation with women's CSOs and those representing marginalized and vulnerable communities to enhance their understanding of the humanitarian coordination system, the humanitarian programme cycle, humanitarian funding mechanisms and opportunities, and for their organizational development.

Responsible:

- Lead: SGFPN, Protection WG, GBVSWG.
- Supporting: ISWG, Sectors, SRHWG, Localisation Task Team.
- Oversight/coordination: HPF co-chairs, HPF co-chairs.

2 - Establish performance indicators for gender within sector performance surveys and a review mechanism for CNA.

- Integrate "Coordination with SGFPN" and "promotion of leadership and participation of local women's organisations" as performance indicators in sector performance surveys.
- Engage SGFPN/gender experts in design, implementation and review of Coordinated Needs Assessments to integrate a gender, age and diversity perspective including through gender-balanced assessment team and in coordination with local women's groups in camps and host communities.

Responsible:

- Lead: ISWG, SGFPN.
- Supporting: Sector leads.

RECOMMENDATIONS**SUGGESTED ACTIONS**

3 - Strengthen SGFPN participation, expertise, capacity and accountability.

- Conduct capacity-building needs assessment and develop a costed capacity development plan on gender in humanitarian trainings for the SGFPN.
- Ensure allocation of budget by agencies for trainings according to the costed capacity development plan for the SGFPN.
- SGFPN Co-chairs should introduce measures to promote social accountability, sustainability and institutional memory given the high turnover of SGFPs; this should target the inclusion of women from local NGOs where there is greater stability.
- Ensure that briefing on the SGFPN is part of sector chair induction, including on the nominating process for SGFPs.
- Ensure SGFPs are supported by their host organisations to commit time to the work of the network by requiring organisations to “donate” a percentage of their nominated staff member's working time on a monthly basis, or by requiring agencies chairing each sector to hire and provide gender expertise for the whole sector.
- Enhance collaboration and coordination between SGFPN, Protection Sector, GBVWG, CPSS, Age and Disability WG, PSEA Network to streamline mainstreaming efforts on gender and protection within and across sectors.

Responsible:

- Leads: SGFPN.
- Supporting: ISWG, Sectors.

5 - MONITORING

- 1 - The TORs of the ISWG Coordinator and sector and sub-sector working groups' TORs have inconsistent approaches to gender mainstreaming.
- 2 - M&E mechanisms are not fully gender-responsive. Specific challenges include the inconsistent use of SADD and gender markers, lack of adequate vetting and limited use of qualitative data.

RECOMMENDATIONS

SUGGESTED ACTIONS

1 - Review sector TORs and update as necessary.

- Update all inter-sector working group (ISWG) TORs to systematically include gender-related issues, including women's meaningful participation, to improve accountability.
- Revise ISWG coordinator TOR to specify how this position ensures that gender as a crosscutting issue is reflected in sector work and the expertise required for this.
- Continue to functionally sync ISWG and SGFPN through establishing regular meetings and/or reporting lines.
- Ensure a gender advisor and SGFPN co-chair with gender expertise sits on the ISWG and provide regular gender updates and inputs in ISWG meetings.

Responsible:

- Lead: ISWG, SGFPN.
- Supporting: Sectors.

2 - Undertake system-wide revision of M&E mechanisms and processes to ensure gender-responsive M&E mechanisms that systematically and consistently utilise SADD and gender markers, with adequate coding and vetting; that 50% of sector performance indicators are gender-responsive; that Gender Equality Measures are incorporated into the monitoring system; and that JRP is evaluated against gender-specific results after each cycle.

- Develop gender responsive JRP sector indicators, including qualitative indicators.
- Update ISWG and sector data collection tools to provide for narrative reporting and improve templates to allow more analytical work on gender.
- Harmonise indicators for JRP and PSS to include elements on women's satisfaction and participation.
- Systematically include SADD in ISWG and sector fact sheets, info dashboards and surveys.
- Improve ISWG and sector data collection templates and scoring so gender is properly assessed (i.e., in surveys, consider individuals, not just households to ensure women's views are considered).
- Include gender and SGFPN updates in ISWG updates.
- Engage with UNHCR, OCHA and MOPIC to specify role of gender focal points in JRP and JHF evaluation committees and establish protocols for cases in which gender focal points are not available or technically capable of being part of the panel.

Responsible:

- Lead: SGFPN, ISWG, Sectors, OCHA.
- Oversight/coordination: MOPIC, GoJ JRP Task forces, JNCW and ministry gender focal points and JONAF.

ANNEX 1: ANALYSIS FRAMEWORK

1.1 - STANDARDS: Programme analysis, design and implementation

1.1.1 Sector plans⁽⁹⁾ integrate gender analysis and SADD

Criteria:

- Number of sector plans out of 8 sectors that have integrated an updated gender analysis and sex, and age-disaggregated data (SADD), which identifies gender inequalities that may lead to different power, vulnerabilities, capacities, voice and participation of women, girls, men and boys.

1.1.2 Both gender mainstreaming and targeted actions for Gender Equality and the Empowerment of Women and Girls (GEEWG) are reflected in the Humanitarian Response Plan.

Criteria:

- Priorities and needs of women, girls, men and boys are visibly reflected across all objectives of each sector.
- One objective of each sector specifically targets gender equality based on the sector gender analysis.
- Strategies that recognise, reduce and redistribute the unpaid care and household responsibilities have been adopted across sector plans.
- The JRP provides support to women's economic empowerment through targeted livelihoods and employment interventions.
- The JRP makes specific provision for sexual and reproductive health for women and girls, as well as for men and boys.
- The JRP addresses mitigation and responds to GBV.
- The JRP addresses mitigation and response to Sexual Exploitation and Abuse.
- The JRP expresses strategies/plans for the implementation of the Accountability to Affected Populations/PSEA, the IASC Policy on the Centrality of Protection in Humanitarian Action, and the IASC Gender Policy.

1.2 - STANDARDS: Monitoring and Evaluation

1.2.1 Gender-responsive Monitoring and Evaluation mechanisms are in place

Criteria:

- ISWG tools and data resources and JORISS monitoring and reporting tools systematically incorporate and analyse SADD.
- Gender Marker is adequately coded in the proposals submitted (JHF OCHA and UNHCR), vetted, and part of evaluation criteria (prior to 2019) and Gender and Age Marker (GAM) rolled out (2018/2019).
- More than 50% of sector performance indicators are gender responsive.
- The Gender Equality Measures (GEMs) of the GAM are incorporated to the monitoring system.
- The Jordan Refugee Response is evaluated against gender-specific results after every cycle.

9- Eight sectors currently provide support within the Jordan refugee response: Basic Needs, Livelihoods, Education, Food Security, Health, Protection, Shelter, and Water, Sanitation and Hygiene (WASH).

1.3 - STANDARDS: Financial resources

1.3.1 Adequate resources for gender targeted programmes are allocated and tracked

Criteria:

- Funding for gender targeted programmes is tracked in FTS and JORISS refugee component.
- A financial target for program allocation for GEEWG has been established to ensure delivery of the global and interagency commitments.

2.1 - ROLES AND RESPONSIBILITIES

2.1 Humanitarian partners are committed to championing gender equality and are accountable for IASC Gender Policy ⁽¹⁰⁾

Criteria:

- Gender equality and women's empowerment is a regular topic of discussion in the sector and subsector WG meetings, Humanitarian Partners Forum (HPF) and Inter-Sector Working Group Coordination meetings over 2017, 2018 and 2019.
- TOR of inter-agency coordination mechanisms at both national and local levels specifically includes gender mainstreaming related responsibilities.
- Each sector strategy/work plan of 2017, 2018 and 2019 has integrated gender equality considerations and routinely reports on their status.
- One piece of analytical work biannually covering the capacities of women and girls to prevent and respond to crises, to counteract the frequent exclusive focus on their vulnerabilities.
- A country-specific plan on GEEWG which include strategies for engagement with local women's organisations is prepared and implemented.⁽¹¹⁾
- One or more gender in humanitarian action experts are deployed to provide advice and technical guidance to senior leadership.

2.2 An inter-agency/intersectoral gender working group is established and functioning

Criteria:

- A coordination mechanism for gender equality, with sufficient gender expertise and resources is established on both the national and local levels.
- # of sector and sub-sectors represented in the group during 2017, 2018, 2019.
- The group meets regularly and systematically assesses and reports on the gender dimensions of each area of work, as well as gaps and progress in achieving its TOR.
- At least 50% of the members have gender expertise.
- The members have made substantive input into the 2017, 2018, 2019 sector plans using the recommendations of the gender analyses.
- A gender capacity development plan based on an inter- sector capacity assessment is established or updated at least once every 2 years and targets are on track.

10 - Accountability Framework, IASC policy on Gender Equality and the Empowerment of Women and Girls (GEEWG) in Humanitarian Action: "The Humanitarian Coordinators ensure the implementation of the Policy through their Humanitarian Country Teams (HCT) and cluster/sector leads by demonstrating leadership on GEEWG in all aspects of the planning and programming of humanitarian action", p. 3.

11 - IASC Policy on GEEWG. Roles and Responsibilities, p. 8.

2.3 Humanitarian partners engage and foster the participation and leadership of national and local women's organisations in coordination mechanisms

Criteria:

- Humanitarian partners are aware of the global commitments and institutional policies that prioritise the support required for women's groups and women's representatives in leadership and decision-making in humanitarian processes.
- Inter-agency coordination working groups have designed and implemented at least one initiative to substantively strengthen women's organisations participation and women refugees' transformative leadership in coordination fora in the last 12 months.
- 50% representation of women in management and leadership committees of refugees in urban, rural and camp settings.
- Number and type of gender equality CBOs (women's organisations and CSO networks with gender expertise) that were consulted in the 2018 annual humanitarian planning process and their inputs were integrated.



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