

integrating gender, improving services, impacting lives

gender equality strategy 2016-2021

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About UNRWA

UNRWA is a United Nations agency established by the General Assembly in 1949 and mandated to provide assistance and protection to some 5 million registered Palestine refugees. Its mission is to help Palestine refugees in Jordan, Lebanon, Syria, West Bank and the Gaza Strip achieve their full human development potential, pending a just and lasting solution to their plight. UNRWA services encompass education, health care, relief and social services, camp infrastructure and improvement, protection and microfinance.

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acronyms and abbreviations

AOPs	Annual Operation Plans
CMM	Common Monitoring Matrix
ERP	Enterprise Resource Planning
FHT	Family Health Team
FO(s)	Field Office(s)
GAP	Gender Action Plan
GBV	Gender-based violence
GenCap	Gender Capacity
GES	Gender Equality Strategy 2016-2021
GFO	Gaza Field Office
GFP(s)	Gender Focal Point(s)
GMS	Gender Mainstreaming Strategy
GTF	Gender Task Force
HCs	Health Centres
HQ	Headquarters
HR	Human Resources
HRCRT	Human Rights, Conflict Resolution and Tolerance
ICIP	Infrastructure and camp improvement programme
JCP	Job Creation Programme
JFO	Jordan Field Office
LFO	Lebanon Field Office
M&E	Monitoring & Evaluation
MCM	Management Committee Meeting
MTS	Medium Term Strategy 2016-2021
MHPSS	Mental Health and Psycho Social Support
MNR	Married to Non-Refugee
OCHA	Office for the Coordination of Humanitarian Affairs
PCM	Project/Programme Cycle Management
PRL	Palestine Refugees in Lebanon
PRS	Palestine Refugees in Syria
PSS	Psychosocial Support
REACH	UNRWA ERP (Enterprise Resource Planning) system
RSS	Relief and social services
SDGs	Sustainable Development Goals
SFO	Syria Field Office
SOPs	Standard operating procedures
SRHRs	Sexual and reproductive health and rights
SSNP	Social Safety Net Programme
ToC	Theory of Change
TVET	Technical and Vocational Education and Training
UN CEB	United Nations Chief Executives Board
UNEG	United Nations Evaluation Group
UNRWA	United Nations Relief and Works Agency for Palestine Refugees in the Near East
UN-SWAP	UN System Wide Action Plan on Gender Equality and Empowerment of Women
VTCs	Vocational Training Centres
WBFO	West Bank Field Office
WPCs	Women Programme Centres

executive summary

The UNRWA Gender Equality Strategy (GES) 2016-2021 aims to make organizational culture, practices and programme implementation more gender sensitive in UNRWA, so that the services provided are more equitable and Palestine refugees – whether women, men, boys or girls – can increasingly fulfil their needs and enjoy their rights.

The Strategy draws on gender equality work undertaken thus far in UNRWA, in particular the Agency's 2007 Gender Equality Policy, which commits the organization to promote gender equality and women's empowerment, and the Gender Mainstreaming Strategy (GMS) 2008-2015, under which gender mainstreaming efforts have been advanced across the Agency in recent years.

The Theory of Change that underpins the new UNRWA GES 2016-2021 is built on a 'dual-track' approach that is designed to facilitate both organizational and programme changes, which are seen as the two main levers for achieving more inclusive and equitable services for Palestine refugees.

The GES 2016-2021 also emphasises four 'Drivers of Change', which will provide the impetus and momentum for achieving change in programme implementation and organizational practices. These four drivers of change are: i) strengthened gender architecture to ensure that gender structures and coordinating mechanisms are geared towards providing technical inputs and facilitating implementation of identified actions for gender mainstreaming; ii) appropriate allocation and monitoring of financial resources for gender mainstreaming that are tracked through a 'gender marker' to ensure gender accountability; iii) leadership, including the commitment and support of senior leadership and management, and programme and administrative staff in managerial roles, to bring about changes to the Agency's organizational culture and operations; and iv) gender accountability, to be monitored through a framework for different levels of gender mainstreaming actions.

More specifically, gender mainstreaming at the organizational level is aimed at developing gender-sensitive organizational culture and management practices and will focus on the following pillars: inclusive staff development, staff's gender awareness and capacity development, staff safety and security, monitoring and knowledge, internal communications and participation of staff, and outreach and participation of community members. Gender mainstreaming actions for each of these pillars have been identified to ensure a systematic process for organizational change is put in place. In parallel, gender mainstreaming at the programme level is aimed at strengthening the gender focus of service delivery to Palestine refugees given the particular vulnerabilities and differing needs, interests, capacities, and coping strategies of women and men, girls and boys. Rigorous gender analysis using a vulnerability lens will be prioritized in mainstreaming gender across the strategic outcomes of the Agency's Medium Term Strategy (MTS) 2016-2021 so that empowerment, particularly of women and girls, is enhanced.

The accompanying monitoring plan in the annex will ensure that progress made in implementing the Gender Equality Strategy is meaningfully monitored and UNRWA is in a position to report and provide the required contribution to the United Nations (UN) system's efforts for gender mainstreaming.

introduction

Palestine refugees in the Middle East currently face serious security, economic, social and cultural challenges, which have a profound impact on their lives and affect gender relations. The protection of women, men, boys and girls from gender-based violence (GBV) is a growing concern and has been increasingly addressed by UNRWA in the last few years. Economic inequalities (e.g. increased unemployment, poverty and food insecurity) and inimical sociocultural developments (e.g. a rise in fundamentalism and the related entrenchment of patriarchal roles) leave women, youth, girls and boys facing challenges that limit their full participation in economic, social and cultural spheres of life and enjoyment of their rights. Most of these challenges have already been identified in the UNRWA Medium Term Strategy (MTS) 2016-2021. The UNRWA Gender Equality Strategy (GES) 2016-2021 will therefore focus on programme and organizational changes to address these gender inequality concerns in more depth and translate the MTS into practical action related to gender equality.

The overall aim of the UNRWA GES is to make the Agency's organizational culture and management practices and programme implementation more gender sensitive, so that services provided by UNRWA are more equitable and Palestine refugees – whether women, men, boys or girls – can increasingly fulfil their needs and enjoy their rights.

Building on efforts for gender mainstreaming already undertaken by UNRWA in recent years, the GES draws on the substantial policy and programme-level work on gender equality in the Agency. It is aligned with the UNRWA Gender Equality Policy from 2007, contributes to the broader MTS 2016-2021, is harmonized with the new United Nations (UN) Sustainable Development Goals (SDGs) and ensures that UNRWA is compliant with the UN-SWAP framework for gender mainstreaming in the UN system.

The GES drafting process involved extensive consultation with the main UNRWA stakeholders – more than 200 staff at the Headquarters (HQ) and field office (FO) levels – engaged in gender equality in their daily work.

UN/UNRWA Gender Equality Policy, Strategies and Plans

Gender Mainstreaming within the UN system is guided by the Chief Executives Board (CEB) 2006 Policy on Gender Equality and Women's Empowerment. In 2012, UN Women led the development of the UN System-Wide Action Plan on Gender Equality and Empowerment of Women (UN-SWAP) framework to monitor implementation of the CEB 2006 Policy across the UN system. UN entities are required to report annually under the UN-SWAP against 15 common performance indicators clustered around six broad functional areas. Therefore, the Agency's gender mainstreaming efforts are assessed on a regular basis through the UN-SWAP reporting process and this Strategy is aligned with these broader efforts.

In this regard, the UNRWA 2007 Gender Equality Policy already commits UNRWA to promote gender equality and women's empowerment. The policy was translated into the Agency's first Gender Mainstreaming Strategy (2008-2009), which was initially developed for a two year-period and then was extended to coincide with the timeframe of the MTS 2010-2015. In 2014, UNRWA commissioned an Evaluation of the Gender Mainstreaming Strategy. As UNRWA has a new MTS for 2016-2021, the development of a new GES was decided upon to align it with the new MTS and the UN-SWAP. The diagram on the following page, a Trajectory for Change, shows the evolution of gender equality processes in UNRWA and how this Strategy charts out the future direction for the Agency.

GES Structure

The UNRWA GES for 2016-2021 is structured as follows:

Chapter 1 elaborates the overall 'Theory of Change' (ToC). Chapter 2 focuses on the Strategy's 'Drivers of Change', i.e. the factors that enable implementation of the GES to create the desired change. These include sections on gender architecture and financial resources, which explain the required organizational gender structure and mechanisms for gender mainstreaming and suggest a way for identifying and tracking resources for gender mainstreaming in the form of a 'Gender Marker'. In addition, sections on leadership and accountability outline the means to bring about change in programmes and corporate processes and a framework on reporting and accountability. Chapter 3, on gender mainstreaming for organizational change, identifies the actions required to bring about changes in support services and procedures in the organization. Chapter 4, on gender mainstreaming for programme change, suggests the pathways for change in service delivery programmes and is aligned with the Strategic Outcomes of the MTS. Chapter 5 highlights risks for GES implementation and management strategies to address them. Finally, Chapter 6 introduces the monitoring framework for the GES.

unrwa work on gender mainstreaming: a trajectory for change



chapter 1: ges theory of change

The Strategy's 'Theory of Change' follows a dual-track approach to gender mainstreaming, including changes at the organizational and programme levels, which together aim to achieve more inclusive and equitable services for Palestine refugee women, men, boys and girls. As indicated in the diagram below, the Theory of Change is organized around actions at different levels, which are interlinked and together will ensure the successful implementation of the Strategy. In particular, the GES aims to contribute to *the improvement of the human development of Palestine refugees and to ensuring that their rights are protected without any discrimination based on gender differences* (Vision), by enabling UNRWA to pursue its mandate for providing services in a gender-responsive way. In other words, the GES aims at ensuring that *Palestine refugee women, men, boys and girls benefit from more inclusive and equitable services responsive to their specific needs and rights* (Goal). The Goal will be incrementally achieved by making *the Agency's organizational culture and management practices more gender-sensitive and able to represent the different perspectives of staff and beneficiaries* (Outcome 1) and by delivering *programmes and services that are more gender-sensitive and better tailored to the specific needs and rights of women and men, girls and boys* (Outcome 2) .

As illustrated in the diagram on the opposite page, the ToC envisages changes in organizational systems and processes and in programmes and services. In order to institute these changes, the Agency's management and staff efforts will be accelerated by the following drivers of change (outlined on the left of the diagram), including:

- The UNRWA Gender Architecture, which includes the gender organizational structures and coordinating mechanisms of focal points at Headquarters and field offices. In particular, the gender focal points that comprise the Agency's Gender Task Force (GTF) will continue to constitute the main coordination mechanism for gender mainstreaming in UNRWA. Capacity development of the GTF will be a priority for the GES.
- Financial resources for gender mainstreaming will be secured by including such activities in funding proposals and increasing partnerships with donors and other external actors interested in gender mainstreaming. The development of a Gender Marker will also be used to monitor resource allocation and tracking of funds dedicated to gender mainstreaming.
- Leadership for gender mainstreaming is envisaged at the senior management level for corporate processes and procedures, such as gender parity in staff numbers, corporate management objectives and compacts, and direction for strategic communications. Leadership for implementation of the GES will be guided by senior management and anchored in the Gender Section within the Protection Division at Headquarters.
- Accountability within the Agency (as opposed to vis-à-vis external actors) for gender mainstreaming will be ensured through identified accountability mechanisms, including assessments of annual operation plans and consideration of gender dimensions in auditing processes.

Given the above, specific actions will be implemented to create change at both organizational and programme levels. In order to have an organizational culture that is more gender sensitive, changes related to Outcome 1 will be pursued in the different aspects of the organization's corporate processes and procedures. Outcome 2 – the provision of programmes and services that are more gender-sensitive and better tailored to the specific needs and rights of women and men, boys, and girls – will be achieved by mainstreaming gender within UNRWA programmes. In line with the MTS, a specific focus will be on vulnerable and at-risk individuals and communities including women, youth, children and people with disabilities affected by violence, abuse, neglect and exploitation, who will benefit from services that are gender sensitive and participatory and consider their empowerment.

Three types of risks – financial, security and cultural – to the implementation of this GES, and which would affect the achievement of the Outcomes, have been identified and risk management measures built into the Strategy.

gender equality strategy: theory of change

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Financial Risk:
Insufficient financial and human resources for GES implementation

Cultural Risk:
Resistance to change by staff or community

Security Risk:
Security situation hampers UNRWA operations

DRIVERS OF CHANGE:

1. Gender Architecture
2. Gender Marker
3. Leadership
4. Accountability

OUTCOME 1:
UNRWA organizational culture and management are more gender-sensitive when representing both staff and community

OUTCOME 2:
UNRWA programmes and service delivery are tailored to the needs and rights of women, men, girls and boys

1.1 Inclusive Staff Development: Increased gender balance among staff and within representative bodies

1.2 Awareness & Capacity: Increased capacity of staff to apply gender concepts

1.3 Safety & Security: Increased safety for staff inside UNRWA facilities & increased confidence to report abuse

1.4 Monitoring & Evaluation: Increased information-sharing on effectiveness of gender mainstreaming to inform UNRWA operations

1.5 Staff Participation: Increased participation and ownership on gender mainstreaming

1.6 Community Participation: Increased consideration for the concerns and perspectives of Palestine refugee women, men, girls and boys

2.1 Protection: Specific rights of women, men, girls and boys under International law are protected and promoted

2.2 Health: Health is protected and disease burden reduced mindful of the specific needs of women, men, girls and boys

2.3 Education: School-aged children complete quality, equitable and inclusive basic education without discrimination between boys and girls in access, opportunities and outcomes.

2.4 Livelihoods & Economic Empowerment: Increased and equal livelihood opportunities through the strengthening of the capabilities of women and men refugees

2.5 Meeting Basic Needs: Refugees are able to meet basic needs without discrimination on the basis of gender

Emergency: UNRWA emergency response takes into account the needs of women, men, girls and boys

GOAL:
Palestine refugee women, men, girls and boys receive inclusive and equitable services responsive to their specific needs and rights

VISION:
The lives of Palestine refugees are improved and their rights are protected without any discrimination based on gender

chapter 2: drivers of change

UNRWA will focus on four drivers of change as part of the GES, which provide the impetus and momentum for achieving change in programme implementation and organizational practices.

2.1: Gender Architecture - Gender Structures and Coordinating Mechanisms

Current gender structures and coordinating mechanisms: At HQ, the Gender Section in the Protection Division leads on Agency-wide gender mainstreaming processes. The coordinating mechanism for gender mainstreaming comprises more than 70 Gender Focal Points (GFPs) from different programmes and support departments at the HQ and field office levels, which make up the GTF that is coordinated by the Gender Section. Current field-level gender structures vary from one field office to the next, and therefore, the GES will focus on increasing the level of consistency and capacity of the GTF to ensure that the GES is successfully implemented.

Gaps: The relocation of the Gender Section at HQ under the New Protection Division, which was established in January 2016, calls for harmonizing gender and protection mainstreaming efforts. Not all FOs have yet reflected the strategic shift with congruent gender and protection structures and processes, and there are field-specific requirements that might impede complete harmonization. The selection of GFPs is also not based on whether the individuals in question have the required capacity and authority to take gender mainstreaming decisions.

Opportunities: The priority placed on protection in the MTS provides an opportunity for strengthening field gender structures and improving the GFP system. Furthermore, the UN-SWAP requirements on gender architecture means that UNRWA must make certain changes to align its gender structures with these new obligations.

Proposed actions for strengthening gender structures and coordinating mechanisms

Coordination and Technical Support

The Gender Section in HQ will maintain its current structure and lead on Agency-wide implementation of the GES 2016-2021 through the following actions:

- Providing technical inputs to all departments and liaising with senior management to ensure gender accountability in programme implementation and organizational practices;
- Providing guidance and technical support to the field gender structures and the GTF and lead coordination through the regular exchange of ideas, strategies and information on good practices;
- Strengthening GTF capacity for gender mainstreaming in coordination with the Agency's Human Resources (HR) Department;
- Providing guidance on the nomination of GFPs, emphasising the requirement for committed and qualified individuals with authority (P3/G12+ level and above where possible); and
- Ensuring that the GFP role is part of the staff member's workplan and performance review.

At the field level:

- Gender structures in FOs will be harmonized to the extent possible with those of HQ, including the preferred option of being staffed by a field Gender Mainstreaming Officer, who is preferably an area staff member, with technical skills, capacity for coordination of mainstreaming, and management of the field GFP system. They would report to the Field Protection Officer (Mainstreaming) when gender mainstreaming is under the Protection Unit, to the Field Programme Support Officer when the function is under the Programme Support Office, or another section; and
- Enhanced field office coordination and oversight for gender mainstreaming will be achieved through a high-level coordination mechanism in the form of a gender task force/steering committee. These coordination structures should complement and could be integrated with those on protection, child protection and disability.

Focused Role for Gender Mainstreaming Officers and GFPs:

These positions are critical for the implementation of the GES and will focus on the following actions:

- Reinforcing, coordinating, and establishing (when it is not in place) a gender focal point system representing the different programmes and relevant support departments;
- Increasing coordination and strengthening mainstreaming processes, in particular on the provision of gender analysis and assessment in Annual Operation Plans (AOPs);
- Deepening work with installation managers and front-line staff to strengthen gender mainstreaming in service delivery by providing technical advice, capacity-building, and relevant guidelines and checklists; and

- Intensifying outreach to area officers and managers at installations through focus group discussions to identify gender issues in service delivery.

GTF Capacity Development

The Gender Section and the Agency's Human Resources Department will plan and prioritize GTF training, with specific focus on:

- Gender analysis in programme cycle management, with emphasis on Monitoring and Evaluation (M&E) processes for field action plans for gender mainstreaming;
- Advocacy and communications skills training to GFPs engaged in community outreach and who work on gender-responsive service delivery with front-line staff; and
- Gender and GBV in emergencies, including in deployment of gender surge capacity and roll out of the relevant products to mitigate and prevent GBV in emergencies.

2.2: Financial Resources for Gender Mainstreaming

Current financial resources for gender mainstreaming: Funding for gender mainstreaming activities in UNRWA service delivery and programmes is currently ensured through: i) allocations made by programmes on interventions within their remit that address specific gender issues (e.g. the Department of Education has assessed monitoring learning achievements among girls and boys); and ii) raising extra budgetary resources for specific interventions (e.g. funds raised by the Gender Section for the establishment of the GBV referral system in UNRWA).

Gaps: Allocating dedicated funds for the implementation of gender mainstreaming priorities in service delivery and programmes has frequently not been considered. Furthermore, in terms of tracking financial resources that are already dedicated to gender mainstreaming, there is no system set up to monitor how these resources are allocated and expended.

Opportunities: The UN-SWAP requirement for UNRWA and all other UN entities for developing a 'Gender Marker' by 2017 for gender-sensitive tracking of financial allocations and benchmarking is an opportunity to leverage and track resources.

Proposed actions for mobilizing financial resources for gender mainstreaming:

The Gender Section, along with the External Relations and Communications Department (ERCD), the Department of Finance and the Department of Planning, will focus on the following actions:

- Include gender in funding proposals so that specific gender mainstreaming activities within programmes are funded. This will be done by introducing a specific gender mainstreaming section in UNRWA proposal formats, the development of guidelines for the submission of proposals, and the use of checklists to vet proposals before they are submitted to ensure they include gender analysis and activities; and
- Prepare specific gender mainstreaming proposals for donors aimed at filling gender-equality gaps within UNRWA service delivery and programmes.

Proposed actions for tracking financial resources for gender mainstreaming – the 'Gender Marker'

Given the 2017 deadline for all UN entities to be UN-SWAP compliant, the planned development of a 'Gender Marker', which is one of the UN-SWAP requirements, will be a priority for the GES. The Agency's Gender Marker will operate at two levels: a) track financial resources for assessing gender efficiency in service delivery and b) draw on information from the Gender Marker to steer discussions on gender mainstreaming in organizational strategic planning processes.

UNRWA has three funding sources: project funds, Emergency Appeal funds, and the Programme Budget. Each of these requires to be tracked to inform organizational strategic planning review processes. Most interventions on education, health, relief and social services, and infrastructure and camp improvement already target both women and girls. The Gender Section's projects on addressing GBV are also delivered through sectoral interventions (the main modality of gender mainstreaming). Based on information about UNRWA programmes, as well as administrative and financial processes, and drawing on UN-SWAP and Office for the Coordination of Humanitarian Affairs (OCHA) guidelines, the following three-point scale of coding will be applied to all projects and processes under the three UNRWA funding sources:

- 0: Gender-blind – No visible potential to contribute to gender equality. Gender and age are not reflected in the project or only appear in the outcomes.
- 1: Potential contribution – Project outputs will make a limited contribution to gender equality and the empowerment of women and girls.
- 2: Gender equality mainstreamed – a) Project outputs have gender equality as an outcome with some outputs specifically addressing gender issues and b) project outputs are designed to solely promote gender equality and the empowerment of women and girls as an outcome.
- N/A: Intervention does not have direct contact with affected populations, including their employment,

and does not directly affect or determine the use of resources, goods or services used by affected populations.

The Department of Planning will work with the Gender Section on the processes for the coding of the Agency's projects and interventions in line with the new budget structure in UNRWA and related programmes, subprogrammes and sub-subprogrammes categorization. Guidance for the coding, including criteria and scales for each level, will be developed by the Gender Section in discussion with the programmes.

The responsibility for assigning codes to subprogrammes and projects will rest with their respective managers who will coordinate with the Gender Section for technical inputs. In terms of building capacity and training of managers in the Gender Marker coding system, the Gender Section will draw on available guidance from the UN-SWAP to draft help-sheets and arrange orientation sessions for staff on how to code interventions in an appropriate manner.

Implementation of the steps outlined above will enable reporting information drawn from the Gender Marker coding system to steer discussions on gender mainstreaming in organizational strategic planning processes, in particular the Annual Results Review, the yearly budgeting process and the funding allocations decision. In terms of reporting on the Gender Marker, analysis of resource tracking data will be incorporated in the overall reporting by UNRWA for the UN-SWAP and for the Agency's Annual Operational Report.

2.3: Leadership

Current leadership on gender mainstreaming: UNRWA leadership and senior management are supportive of gender issues and recognize their roles in maintaining oversight and providing strategic direction to efforts for gender mainstreaming. This is reflected in the initiatives put in place to enhance accountability mechanisms through 'Compacts' for Directors signed with the Commissioner-General (CG) emphasising oversight and responsibility for the achievement of results, including a focus on gender. The 'Corporate Performance Objective' for Directors and the Agency's Team Charter also provide opportunities for commitments towards gender equality in UNRWA. However, there could be further senior leadership steering for Agency-wide gender mainstreaming.

Proposed actions to enhance leadership on gender mainstreaming:

- The Executive Office will provide the guidance for HQ and field leadership initiatives for gender equality and enable sharing of good practices at Management Committee Meetings. The Protection Division will brief the senior leadership on a quarterly basis on the implementation of the GES 2016-2021.
- The Executive Office will include in the MCM agenda an annual session on the progress made through the implementation of the GES.
- Achievement of gender parity among staff numbers will be monitored by an annual review of the gender scorecards by the Executive Office, the Director of Human Resources, and senior managers.
- The Deputy Commissioner-General (DCG), the Director of Planning, and the Director of Finance will include the tracking of resources for gender mainstreaming in annual budget hearings and discussions.
- The CG will share with senior management an annual message on UNRWA performance on the UN-SWAP.

2.4: Gender Accountability

Current gender mainstreaming accountability: The Gender Section and field gender structures drive mainstreaming processes and duly report on progress. However, the lack of gender accountability mechanisms within programme and support departments is not always explicit and makes it difficult for line managers and staff to systematically monitor performance on gender mainstreaming.

Proposed actions for gender mainstreaming accountability:

- Oversight for the achievement of gender mainstreaming in results, processes and procedures, including staff performance assessments, will be provided by line mangers and needs to be included in their corporate performance indicators.
- Programmes and project managers will have direct responsibility for achieving gender mainstreaming.
- The Gender Task Force is accountable for providing technical expertise for gender mainstreaming when the capacity exists.
- The Gender Section is accountable to the Protection Division, and in turn the Executive Office at HQ, while field Gender Mainstreaming Officers will coordinate with the Protection Officer (Mainstreaming) and other staff who coordinate field-wide protection mainstreaming and are accountable to the Field Directors.
- The Gender Section at HQ will be involved in the technical assessment of the performance of key gender mainstreaming or gender focal points staff.

Gender Accountability Framework

The Gender Accountability Framework as set out in the diagram below identifies the functions, roles and responsibilities of the key stakeholders within the GES and the identified drivers of change. The Framework brings together technical support functions with coordination and streamlining processes, as well as leadership and oversight to build an inter-acting system with varying forms of accountability that will ensure results.

The UNRWA Gender Task Force, with its varying functions (Gender Mainstreaming Officers, Gender Focal Points, and Gender Section), will provide technical support and lead on the implementation of the gender mainstreaming processes. Their accountability will be ensured through staff performance reviews, which for the gender focal points needs to include their tasks in terms of gender mainstreaming as defined in the terms of reference of UNRWA Gender Focal Point system.

Accountability for gender mainstreaming will be ensured in the programmes' quality control through the Agency's results-based monitoring (RBM) system and the Annual Results Review process of the Agency. The Department of Planning will continue to ensure that gender is mainstreamed in the Agency's strategic planning processes and in its RBM. Furthermore compliance with the Agency's Gender Policy and Gender Equality Strategy will be measured through gender-sensitive auditing and evaluation aligned with the Office of Internal Oversight Services (OIOS) and the United Nations Evaluation Group (UNEG) specifications. UNRWA directors will continue to have gender equality embedded in their annual Compacts with the CG and the corporate objective, and this will have to be trickled down to other senior managers in the fields and programmes. UNRWA will continue to report on the UN-SWAP indicators and is committed to achieve requirements in all indicators by 2021.

unrwa commitment to gender equality: architecture and accountability

Positions and Offices	Roles and Responsibilities	Accountability Mechanisms
Technical Support		
Gender Section	• Lead on defining process • Lead coordination of Gender Task Force • Provide technical support • Build capacity	• Performance review • Reports on implementation of the Gender Equality Strategy • Annual results review
Gender Focal Point (in programme and support services)	• Support gender mainstreaming in their programme and division in fields and HQ	• Include gender mainstreaming in e-PER
Gender Mainstreaming Officer (Gender Officer/ Lead Gender Focal Point)	• Coordinate the Gender Focal Point system • Provide technical support to programmes on gender mainstreaming	• Performance review includes technical supervision from Head of Gender Section
Coordination and Streamlining Processes		
Protection Officer	• Coordination and streamlining of Gender mainstreaming among other protection cross-cutting issues	• Performance review • Reports on implementation of the Gender Equality Strategy • Annual results review
Programme Support Office	• Coordination role • Mainstreaming processes in strategic planning, RBM and results review	• Include gender mainstreaming in Terms of Reference and e-PER
Leadership and Oversight		
Executive Office	• Oversight	• Results review
Senior Management for Programmes and Field Offices and Programme Chiefs	• Leadership, internal communication	• Compact with CG • Corporate objective and 'score card' • Gender-sensitive auditing • Gender-sensitive evaluation
Area Chiefs	• Leadership, communication with communities	• Corporate objective
Department of Planning	• Gender included in planning of organizational processes	• Gender mainstreaming incorporated in strategic planning and programming processes/PCM

chapter 3: gender mainstreaming for organizational change

Gender mainstreaming at the organizational level is aimed at developing a gender-sensitive organizational culture and management practices within UNRWA (Outcome 1 of the Theory of Change) and will focus on the following pillars and outcomes.

Intermediate Outcome 1.1: Increased Gender Balance among UNRWA Staff and Its Representative Bodies

Current gender mainstreaming for human resources and staff career development: The UNRWA 2008 Human Resources Gender Policy and Implementation Strategy outlines guidelines for recruitment, compensation and classification, performance management, career development, training and development, work/life balance, and procedures for dealing with discrimination and harassment in the workplace. Not all staff are aware of the Policy and their obligations under it. Gender balance at different levels among all staff is tracked via a Gender Score Card (Human Resources, Planning and Gender Section) and the Agency reports this yearly through inputs to the Secretary-General Report on 'Improvement of the Status of Women in the United Nations System'.

Gaps: Gender balance has not been achieved within UNRWA senior management – the 2014 Gender Score Card showed that only 29 per cent of directors were women, while in 2015 that percentage dropped further to 19 per cent. Across all professional grades for international staff, by the end of 2015, men far outnumbered women – 98 women to 122 men. Of the 30,000 area staff across the Agency, there is more or less gender balance; however, the numbers of women in senior positions (UNRWA Grade 16 and above) is low, below 30 per cent (by the end of 2015) in most instances. In short, there is a gender imbalance among both international and area senior staff.

Staff employment often follows gender-stereotyped patterns – for example, very few women are in management positions in the Finance Department, while very few men are employed as nurses. There are far more women area staff members in education (12,339) than men (9,644), reflecting the higher number of female teachers. There is also an imbalance in women's leadership in staff representation structures, including staff unions.

Opportunities: Strengthening gender equality in human resources policies and practices provides opportunities through the UNRWA People's Strategy that is being developed – in particular, a) performance assessment system (e-Per), which enables a gender focus; b) the need to meet UN-SWAP requirement in terms of gender balance; c) the recruitment policy, which states that when two applicants are equally suitable for a role, priority should be given to addressing gender gaps; d) the current attempt in some field offices to include more male health staff and more effectively involve men in Family Health programmes; and e) the low representation of women's leadership in the Unions, which also affords a chance to advance gender interests.

Proposed actions for human resources and staff career development: Gender-sensitive organizational culture needs more women in senior positions and in non-stereotyped posts and an increased gender balance among UNRWA staff and within its representative bodies, including the Unions. This will be achieved as part of the GES through:

- Review of the recruitment processes – drafting of job profiles, advertisements, interview reports and hiring strategies to inform and support an increased gender balance;
- Dissemination of information on the selection of candidates in the recruitment policy among senior management, staff and interview panels;
- Managers facilitating provision of coaching and career development opportunities to staff for non-gender-stereotyped roles;
- Inclusion of a more effective gender-mainstreaming process in the e-Per of key staff depending on their roles (see diagram on architecture and accountability);
- Carrying out of head-hunting with more focus on sourcing candidates based on gender concerns through linkages with UN rosters for senior positions for women, talent search firms, academia, private sector, etc.;
- Increased outreach and/or advocacy with the Unions to encourage the increased participation of women; and
- Staff career development that will be gender mainstreamed through consideration of support for developing academic qualifications, including through relevant leadership programmes as an equivalent qualification for certain posts for under-represented staff.

Intermediate Outcome 1.2: Increased Staff's Gender Awareness and Capacity (Focus On Middle Management Within Area Staff)

A fundamental step towards achieving a more gender-sensitive organizational culture is enhancing gender awareness and capacity of staff and acknowledging good performance on gender mainstreaming through commendations.

Current situation and gaps in gender awareness and capacity: 15 per cent of the UNRWA HQ and field staff were trained in basic gender awareness by 2009, and since then targeted training for specific interventions, such as addressing GBV, have been carried out. However, there is still the need for gender training for front-line staff, which has been highlighted during the consultation process for this strategy.

Opportunities: Training is continuously delivered in various forms (for example, e-training in ethics, which includes the components that were in UNRWA gender awareness training) by UNRWA to all staff. Staff training coordinators acknowledge the need for incorporating a gender lens in training content. Consideration of a system of acknowledgement of good performance on gender mainstreaming by way of letter of commendations, for example, will further encourage staff in their mainstreaming efforts.

Proposed actions for staff's gender awareness and capacity development: All technical trainings delivered to UNRWA staff will be gradually revised and delivered, ensuring gender concepts are mainstreamed and examples in terms of consequences of discrimination, success stories and challenges will be included. Priority will be placed on delivering specific gender trainings to installation managers and gradually to other key front-line staff. These will include trainings on:

- Gender concepts and theories;
- Gender analysis, especially for needs assessments, monitoring and reporting;
- Gender-sensitive language and communication; and
- Addressing GBV in its response, prevention and GBV in emergencies components.

Gender–sensitive tools for managers and front-line staff will be developed, including checklists, standard operating procedures (SOPs), simple monitoring tools and reporting formats. A Capacity-Building Plan will be developed and a system of commendations for good performance on gender mainstreaming put in place.

Intermediate Outcome 1.3: UNRWA Staff Feel Safer and More Protected In UNRWA Facilities and Feel Confident to Report Abuse

Safety and security of staff is paramount in humanitarian and human development situations, especially in areas of armed conflict. UNRWA has to ensure that measures for safety and security of staff are not only in place, but also gender responsive.

Current gender mainstreaming for safety and security has resulted in draft guidelines for staff and beneficiary safety in IDP shelters, which will be endorsed by management for roll-out in due course. GBV identification has been included in security emergency training as well.

Gaps: Despite the fact that information on incidents of gender-based violence against UNRWA staff are reflected in the Security Incident Management System (SIMS) managed by the Department of Security and Risk Management, there is no reporting on GBV, and information from the SIMS is not regularly shared for analysis of trends.

Opportunities: Under the MTS 2016-2021, enhancing safety and security of UNRWA personnel is part of the effort of building a culture of partnership with UNRWA staff. The creation of the new Security and Risk Management Department is an opportunity for ensuring that gender dimensions of security are integrated in UNRWA installations and elsewhere and women staff are provided with security when they operate in remote or unsafe locations

Proposed actions for safety and security: Enhanced safety and security of staff within UNRWA's installations will require:

- Working closely with the new Security and Risk Management Department to ensure that gender is mainstreamed in all aspects of safety and security management;
- Development of safety and security gender-sensitive checklists for security staff;
- Reviewing/developing gender-sensitive safety and security policies and practices for staff and during service delivery; and
- Recording security incidents in gender-sensitive and sex-disaggregated ways.

Intermediate Outcome 1.4: Knowledge and Information on Effectiveness of Gender Mainstreaming Is Shared and Informs UNRWA Operations

A more gender-sensitive organizational culture will be sustained with greater availability and circulation of gender-focused knowledge and data to inform UNRWA operations. Evidence-based approaches improve effectiveness and will stimulate greater participation in gender-mainstreaming from UNRWA staff and beneficiaries.

Current gender mainstreaming in terms of knowledge management: Sex-disaggregated data are being collected for most UNRWA services (e.g. health services and education), although some services do not have sex disaggregation of all data. A monthly Gender Bulletin is produced by the Gender Section and circulated among the gender network (gender advocates among staff) and partners sharing best practice from UNRWA fields of operations.

Gaps: In certain instances where sex-disaggregated data are available, they are not systematically analysed and therefore not used to identify gaps. In addition, there is insufficient qualitative data collected, which could provide insights into trends and patterns in access to services or help identify obstacles preventing women, men, boys and girls from providing information on service providers, including on GBV.

Opportunities: The Common Monitoring Matrix (CMM) to measure progress against the MTS 2016-2021 will ensure the collection of sex-disaggregated data for all its main indicators. The GES also includes a monitoring plan (see chart 4), which builds on the CMM and will allow the collection of disaggregated data on the effectiveness of gender mainstreaming. REACH – the Agency's Enterprise Resource Planning (ERP) IT system – is also being reorganized, taking into account sex-disaggregated data to enable the identification of linkages among variables related to gender dimensions and better analyse effectiveness and efficiency of services.

Proposed actions for monitoring and knowledge:

- Relevant data analysis and production of knowledge on the MTS, using RBM sex-disaggregated data, will take gender mainstreaming into consideration and systematically provide information on gender gaps.
- Statistical information will be supplemented by the collection of qualitative information, such as success and human interest stories, and shared widely across the Agency.
- Gender-sensitive assessments across programmes will include information collected through focus group discussions and semi-structured interviews with beneficiaries, including groups of women and girls.
- Gender checklists will be developed to support the definition of new interventions and the monitoring of projects and programmes.

Intermediate Outcome 1.5: Increased Sense of Ownership on Gender Mainstreaming among Senior and Middle Management and Front-Line Staff

Improved internal communications will increase staff participation in the gender mainstreaming effort, which will contribute to their increased sense of ownership for the gender mainstreaming approach and the GES.

Current situation of internal communications on gender mainstreaming: Communications on gender mainstreaming is done via the Gender Bulletin, which is received by all gender focal points and those associated with gender mainstreaming in UNRWA. In terms of wider staff participation, staff become involved in gender issues when gender-related events take place, such as International Women's Day in March and the 16 Days of Action on GBV campaign in November.

Opportunities: The Agency's Internal Communications Unit in the Executive Office provides an opportunity to include communications on gender issues that are relevant to staff and would contribute to improving the climate in the workplace and the adequacy of gender-sensitive service delivery to the refugees.

Proposed actions for internal communications and staff participation:

- Inclusion of key messages on the GES and on effective gender mainstreaming, including qualitative information, such as success stories, in products produced through the organizational knowledge management and information sharing system.
- Increased and wider internal communications and exchange of experiences (good practices as well as challenges) within HQ and among FOs. This will include the further dissemination of the Gender Bulletin, the creation of an online platform for sharing best practices and cross-field visits.

Intermediate Outcome 1.6: Refugee Women's, Girls', Boys' and Men's Concerns and Perspectives Are Increasingly Considered in Service Delivery

Outreach to and increased participation of beneficiaries – especially of women and girls who are often under-represented in community decision-making processes – by providing valuable feedback on gender issues during

assessment, planning and evaluation processes will strengthen service delivery processes and systems and enable better targeting of vulnerable groups, including women and girls.

Current gender mainstreaming in outreach and beneficiaries' participation: Communication for outreach across the Agency is mainly done through programme implementation and public information made available through the UNRWA website. Overall, there is a stronger effort by UNRWA to improve participatory processes and include the views of women and girls in its programming. For example, the new Poverty Assessment for the Social Safety Net Programme (SSNP) is more participatory and considers gender vulnerabilities (see Outcome 2 on Programme Change), while there are guidelines and some practices of community involvement in camp rehabilitation planning.

Opportunities: Under the UNRWA MTS 2016-2021, the fostering of a culture of partnership with beneficiaries is seen as one of the pillars for achieving management and operational effectiveness and the Strategic Outcomes of the MTS. Programme implementation information mechanisms, including camp committees, community networks and community-based organizations (CBOs), provide opportunities for gender mainstreaming as part of outreach and beneficiaries' participation. Participatory guidelines in camp improvement and efforts to involve women in the co-signing system for new homes in Gaza are also opportunities and examples on which to build more gender-sensitive outreach and beneficiaries' participation. The existence, since February 2012, of an UNRWA satellite TV channel (http://www.unrwa.org/tv) is also an important platform for developing gender-sensitive communications for Palestine refugees, especially children.

Proposed actions for outreach and beneficiaries' participation: Actions for improving gender-sensitive outreach and participation of beneficiaries include:

- Creation of checklists for more gender-sensitive communication with beneficiaries.
- Mainstreaming gender in information for beneficiaries within UNRWA installations (e.g. awareness-raising sessions about services).
- Increasing gender-sensitive communication and information about gender issues for Palestine refugees through UNRWA TV and the training of public information officers (PIOs) on gender mainstreaming.
- Strengthening relations with women and youth committees, CBOs and other bodies in particular to involve more women.
- Creating and revising complaint mechanisms with the inclusion of gender-sensitive questions.

UNRWA Good Practices for Gender-Sensitive Organizational Change

Gaza Field Office (GFO) – Women beneficiaries' outreach and participation: UNRWA Area Staff from Khan Younis have increasingly involved the overall community and women in decisions about the camp by supporting the creation of a Community Advisory Council, which has representatives from the camp. Twenty-five out of the Council's 125 members are women. This has allowed the implementation of a camp rehabilitation plan, with the opening of five new streets and the creation of 25 recreational yards with community support and taking into account the needs of women and children. The UNRWA Women Gaza Committee, which has women beneficiaries and union and staff representation, is also a good practice of increased engagement with beneficiaries.

Jordan Field Office (JFO) – HR & staff career development: Human Resources plans to include a mandatory gender question in all recruitment interviews and offer a key session on gender awareness during inductions. Given the need to increase women's representation among area staff, with a focus on grade 16 and above, HR is currently reviewing recruitment reports with a view to analyse key information and questions, such as, "Why women are not applying, and if they did and were equally qualified, why were they not considered?" Efforts are also ongoing to increase international and external outreach to explore the private sector, NGOs and universities to attract more woman applicants.

Lebanon Field Office (LFO) – Knowledge/beneficiaries' participation: The LFO Department of Relief and Social Services commissioned the Gender Standby Capacity Project (GenCap) Adviser to conduct a gender assessment of intra-household vulnerabilities among Palestine refugees from Lebanon and Syria. The assessment focused on Palestine refugees in Lebanon (PRL), including Palestine refugees from Syria (PRS), to identify vulnerabilities of women and girls within a household and employed a participatory approach with beneficiaries across various camps through in-depth focus group discussions. Qualitative information was collected through 22 focus group discussions with UNRWA staff and PRS and PRL women, men, boys and girls, totalling 277 from three refugee camps – Buss camp (Tyre), Beddawi camp (North) and Burj Barajneh camp (Beirut) – on their roles and responsibilities, the different sources of power they use to survive and the decision-making process within the household. The assessment provided valuable insights for planning gender-responsive programme interventions.

Syria Field Office (SFO) – Beneficiaries' outreach: The Communications Team for SFO worked with the Field's Department of Education on an advocacy project to raise awareness on gender issues for children in classrooms. The project brought together children from Syria and the United Kingdom, built capacity among students for advocacy and media production in eight weeks for them to share their stories and experiences on film (a one-minute clip on each child), and facilitated interaction via Skype to raise awareness on issues affecting their lives, such as child marriages, the school dropout rate among girls and the psychosocial effects of war on girls and boys.

West Bank Field Office (WBFO) – Front-line staff capacity-building: Since 2010, the WBFO, with the lead of the Gender Task Force, carried out 7,000 gender trainings for front-line staff – doctors, social workers, engineers, teachers, etc. During a focus group discussion held with gender-trained social workers for this strategy assessment, the importance of training front-line staff became evident, as they all displayed a strong understanding of the gender vulnerabilities they encounter in their daily work and a strong commitment to identify and implement solutions.

chapter 4: gender mainstreaming for programme change

UNRWA programme delivery on education, health, relief and social services, infrastructure and camp improvement, microfinance, and protection have demonstrated and incorporated gender mainstreaming to varying degrees. Not all gender-related vulnerabilities have been systematically addressed, and more could be done to mainstream gender in the Agency's service delivery programmes.

Recognizing that gender vulnerabilities become exacerbated due to external factors, particularly in humanitarian crises, the GES perceives vulnerability as an overarching framework to locate particular gender aspects of programme implementation. This is because the different needs, interests, capacities and coping strategies of women and men, girls and boys have differing impact on their lives. For example, specific gender vulnerabilities stemming from the risk of violence often hinder women's and girls' mobility in camps, which have implications for their physical access to health or other services, or a family's perceived risk to their daughter's safety after she attains puberty may prevent them from sending her to school, opting to get her married instead. Therefore, rigorous gender analysis, using a vulnerability lens, will be prioritized when mainstreaming gender across the implementation of the MTS 2016-2021 through the implementation of the GES.

Intermediate Outcome 2.1: Specific Rights of Women, Men, Boys and Girls Under International Law Are Protected and Promoted

Protection has become a priority issue in UNRWA, especially since 2012 when the Protection Policy was adopted, which aimed inter alia to ensure that the rights of refugees are protected in service delivery by meeting minimum protection standards. In order to emphasise the importance of protection, the first Strategic Outcome of the UNRWA MTS 2016-2021 relates these areas to the Agency's activities. Furthermore, 'Protection Audits' are used to assess compliance with UNRWA protection standards in the Agency's service delivery programmes, and recommendations are made on interventions to increase alignment.

Current gender mainstreaming through protection: In 2009, UNRWA adopted a multisectoral approach to preventing and responding to GBV. GBV is addressed in UNRWA through the referral system, with staff able to respond to survivors' needs for information, awareness and service access, and through coordination among different programmes. The multisectoral approach used by the GBV referral system was the first step in gender mainstreaming through UNRWA programmes.

Gaps: While so far GBV has been the main concern related to gender as part of protection mainstreaming, these concerns have still not been consistently and systematically addressed across UNRWA. In addition, Protection Audits, on which protection mainstreaming is based, have yet to fully integrate gender and GBV concerns.

Opportunities: The relevance that protection mainstreaming has assumed for all the programmes in the MTS 2016-2021 constitutes an opportunity for gender mainstreaming, particularly through the Protection Audits, to ensure that all cross-cutting issues are dealt with in an integrated fashion. The GBV referral project expansion to over 100 areas covering camps, schools, health centres and shelters signposts the GBV referral system for continued gender mainstreaming using the multisectoral approach.

Proposed actions in protection across FOs: Vulnerable and at-risk individuals and communities will benefit from protection response that is gender sensitive, participatory and empowering. Gender will be mainstreamed across protection-priority actions in most of the MTS and GES Outcomes:

- Health: Sexual and reproductive health and rights (SRHRs) of women and men, boys and girls will be protected and promoted through the provision of comprehensive and holistic primary health care (PHC) and sexual and reproductive health (SRH) services incorporating family planning, mental health, GBV and child protection referral systems.
- Education: Girls and boys at risk of abuse and violence; who underachieve; and are at risk of dropout, child marriage and child labour will be protected and supported thought educational, recreational and psychosocial support activities.
- Meeting basic needs: Ensure that the basic needs and shelter needs are satisfied for the most vulnerable people and, in a gender perspective, for all the women – divorced, abandoned, married to a non-refugee (MNR) and others – who risk falling out the safety net.

- Emergency: Protecting the rights of the most vulnerable persons, especially women and girls highly at risk of violence and abuse in emergency situations.
- Protection: Technical inputs on gender analysis will be provided when Protection Audits are conducted. The continuation and expansion of the Agency's GBV activities will be pursued across all FOs and across sectors as a means for gender mainstreaming in protection.

Intermediate Outcome 2.2: Refugees' Health Is Protected and the Disease Burden Reduced, Taking into Account the Specific Health Needs and Rights of Women, Men, Boys and Girls

Gender-based vulnerabilities in health constitute an important factor that would have an impact not only on the health-seeking behaviour of refugees, but also on their health outcomes. It is therefore important that the health services provided by UNRWA are gender sensitive.

Current gender mainstreaming in the health programme: Recruitment processes that seek to increase women in underrepresented sectors, such as doctors; the identification and provision of psychosocial care for GBV survivors in some FOs; and the improvement of men's access to preconception care and family planning services are current gender-sensitive areas in UNRWA health programmes.

Gaps: It remains a fact that the majority of clients accessing health services are women and that for better health outcomes for all Palestine refugees, a more gender-responsive service – more strongly focusing on both female and male youth and men – is required.

Opportunities: The Family Health Team (FHT) approach in the Agency's health programme is a strong entry point for gender mainstreaming, as it enables focus on the different gender needs of beneficiaries. UNRWA aims at strengthening its holistic household health promotion from protection to prevention. The upgrade of UNRWA health facilities according to protection (gender) standards is also planned. Opportunities for gender mainstreaming in addressing GBV can also be carried out under mental health and psychosocial care interventions.

Proposed actions in health:

- Initiatives to increase the involvement of men in family planning and preconception care;
- Involvement of more male and female youth and children in awareness sessions about SRHRs (GBV, health risks, child marriage);
- Initiatives to ensure the delivery of comprehensive antenatal and postnatal care for women (either within UNRWA services or through referrals to other providers) especially for high-risk/alert pregnancies;
- Strengthening of the GBV programme in health facilities through capacity-building of front-line staff, enhancement of the referral systems, and development of the integration of mental health and family and child protection into the primary health-care services, as well as the GBV responses as part of services;
- Exploration of the possibility of having male counsellors for the provision of information to men on GBV; and
- Improvement of the infrastructure of health centre installations to meet gender-sensitive protection standards (e.g. accessible and safe spaces, location and availability of toilets, safe lighting, etc.).

Intermediate Outcome 2.3: School-Aged Children Complete Quality, Equitable and Inclusive Basic Education without Discrimination between Boys And Girls in Education Access, Opportunities and Outcomes

The UNRWA education system is a fundamental place for gender mainstreaming as it constitutes an entry point for identifying and addressing children's specific gender vulnerabilities, such as child marriage (especially girls), child labour (especially boys), school dropouts and under-achievement (especially boys), GBV (girls and boys), and violence in schools more generally.

Current gender mainstreaming in education: The UNRWA Education Reform (2011-2015) addressed gender from the outset explicitly and implicitly in its policies, frameworks and programmes and in its monitoring and evaluation. Central throughout was an inclusive approach to support the learning and participation of all pupils without discrimination on account of their gender, abilities, disabilities, socioeconomic status, health and psychosocial needs. In materials developed for educators and the wider community, gender was mainstreamed in terms of the language, illustrations, examples and activities used. Explicitly, gender has been addressed as a cross-cutting issue within the UNRWA Framework for the Analysis and Quality Implementation of the Curriculum and also in the Human Rights, Conflict Resolution and Tolerance Teacher (HRCRT) Toolkit. It is also a theme within the education programme's professional development programmes (School-Based Teacher Development Programme, 2012, and the Leading for the Future Programme, 2013). Similarly, with

regards to monitoring and evaluation, the indicators that were developed and measured will provide information on gender differences in relation to issues of student dropout, achievement and inclusive approaches.

Gaps remain in the implementation of the policies related to Inclusive Education and areas such as child marriage, child labour, sexual education and detection of violence against children that could be addressed more extensively.

Opportunities: Under MTS 2016-2021, UNRWA commits to continue to embed, sustain and build upon the Education Reform and to strengthen its Education in Emergencies work. A Gender Guide for Teachers is also being developed with support from the Gender Section.

Proposed actions in education:

- Increased emphasis on identification to address risks of dropout and work for boys and child marriage for girls; gradually, and wherever possible, seek to ensure that academic support is provided to under-performing students, including through summer learning activities.
- Deepening of protection from violence and sexual harassment and exploitation of boys and girls through capacity-building of teachers and other education staff, improvement and systematization of child protection referral system, and assignment and training of psychosocial support (PSS) school counsellors.
- Increased involvement of girls in extra-curricular activities and parents and communities on gender awareness.
- Addressing of corporal punishment in schools;
- Addressing of gender issues in curricula, e.g. introduction and follow-up of sexual and reproductive health education.

Intermediate Outcome 2.4: Women and Men Refugees' Capabilities Are Strengthened to Access Increased and Equal Livelihood Opportunities

Gender vulnerabilities are evident in relation to economic empowerment and livelihoods, as women are often underrepresented in employment, microcredit schemes, entrepreneurship and vocational training. At the same time, targeted actions for economic empowerment are often delivered on the basis of gender-stereotyped roles.

Current gender mainstreaming for livelihoods and economic empowerment: Initiatives in FOs are looking into linking Technical and Vocational Education Training (TVET) programme graduates, mainly youth and female, with the labour market. The UNRWA microfinance programme is regularly increasing women and youth access to microcredits.

Gaps are constituted by the underrepresentation of women in Vocational Training Centres (VTCs) and delivery of gender-stereotyped vocational trainings.

Opportunities: Under the MTS 2016-2021, work is envisaged to strengthen the provision of quality and relevant TVET through implementation of the Agency-wide TVET strategy. Microfinance services will continue to enhance opportunities in the delivery of livelihood support and also offer an opportunity for gender mainstreaming.

Proposed actions for livelihoods and economic empowerment:

- Increasing vocational opportunities for women and girls through trainings that are non-gender stereotyped and more market-oriented (e.g. training for electronics/mobile phones maintenance rather than embroidery).
- Building the capacity of female graduates by allowing them to access work placements.;
- Stepping up the ration of loans to women in microfinance initiatives.

Intermediate Outcome 2.5: Palestine Refugees' Basic Needs Will Be Met without Encountering Gender Discrimination and Facing Gender Bias

Gender vulnerabilities are linked to the Palestine refugee registration system of UNRWA, which is designed along patriarchal lines. While there are differences in the way it is applied across FOs, women married to non-refugees (MNRs) and their children are excluded from the registration system, but can still access some of the services. Divorced women are referred back to their family of origin, and abandoned women, women in polygamous marriages and couples in newly registered marriages under the age of 18 may in some situations fall out of the safety net. Even if UNRWA has taken steps to remedy some of these gaps, these gender vulnerabilities continue to affect women and their families and their access to services.

Current gender mainstreaming for food, shelter and environmental health: In terms of shelter and environmental health, the infrastructure and camp improvement programme (ICIP) has developed a cooperative approach among stakeholders and taken steps to integrate social and economic issues in infrastructure development, including guidelines for gender-responsive planning (e.g. setting up spaces for women within the camp, using participatory approaches to include women in decision making, etc.). In Gaza, a co-

signing system has been put in place to include the wife and husband when registering new homes provided by UNRWA to refugee households

Gaps: While some steps to improve the targeting of the most vulnerable groups through a gender analysis lens have been taken place, the new system needs to be strengthened further. The transition in 2016 to switch from food distribution to cash assistance has also had gender impacts, which needs monitoring. While food distribution more strongly guarantees benefits for the household as a whole, cash assistance goes directly to the head of household and monitoring of its utilization is not always possible. Furthermore, while guidelines for the involvement of women in decisions related to camp improvement have been developed, women's participation in practice remains limited.

Opportunities: There are opportunities to review registration and eligibility issues further using a gender and vulnerability lens. Furthermore, ICIP will continue its participatory approach towards building shelters, housing and camp infrastructure, and maintaining environmental health. Finally, the co-signing system implemented in Gaza is an example for other field offices.

Proposed actions for food, shelter and environmental health:

- Strengthen gender sensitive approaches of social workers supporting vulnerable families and persons in need of gender related protection interventions (e.g. divorced women, abandoned women, GBV survivors, women in polygamous marriages etc.)
- Ensure that vulnerability assessments carried out to identify programme needs include gender sensitive indicators
- Monitor gender components in the reconstruction and rehabilitation of facilities and gender review infrastructure rehabilitation plans.
- Work on accessibility in spaces and facilities (e.g. gender-specific toilets, disability-specific toilets, emergency protection, etc.).

Intermediate Outcome 2.6: Emergency Situations Are Addressed through Gender-Sensitive Processes, Staff, Equipment and Infrastructure

The Agency's emergency interventions include inter alia emergency education (provision of quality, equitable and inclusive education in emergencies), emergency health (e.g. mobile health clinics), and additional food and cash assistance. An Agency-wide Emergency Preparedness and Response Framework is being developed and will be an entry point for gender mainstreaming, which will enable the different departments engaged in service delivery during emergencies to focus on specific gender vulnerabilities. The need for gender analysis for gender in emergencies becomes necessary, including in aspects of protection for both women and child refugees and the safety of UNRWA female staff.

UNRWA Good Practices for Gender-Sensitive Programme Change

GFO Camp Rehabilitation: In 2014, UNRWA began reviewing its signing of undertaking processes related to rehousing projects to be more equal. In 2015, the co-signing policy was introduced, which requires heads of households with their spouse(s) to sign the undertaking together. GFO has been piloting the co-signing system, with the aim of enabling women to have equal property rights and access to housing as men, in a context where women are often discouraged or prevented from fully realizing their property rights.

GFO Job Creation Programme (JCP): The problem of unskilled female employment is purposely addressed by the JCP through interventions mainly in the agricultural sector, where there is a standard target of 60 per cent women in terms of beneficiaries. Additionally, JCP succeeded in training and creating new meaningful jobs for vulnerable unskilled women, also employed in roles previously occupied almost exclusively by men.

JFO Camp Improvement: A participatory approach used to assess gender needs of the camp has been developed. Fourteen focus groups for gender issues were carried out with 150-200 women and girls (with an age range of 8-80 years old). In addition, women committees for Women Programme Centres (WPCs) and schools were consulted. The project then conducted problem analysis for streets – in terms of safety – and worked with the local municipality and camp committees to address issues raised by women and girls.

LFO Health: Front-line staff receiving training in mental health and psychosocial support (MHPSS) will also be trained to address GBV, particularly through the introduction of a SOPs for responding to GBV in primary health-care settings, including a mechanism for referral to clinical management of rape (CMR) services through the adjusted hospitalization policy.

SFO Emergency – Gender Analysis in Project Cycle Management (PCM) during Emergency: Through systematic gender analysis and assessment, it emerged that at the start of the Syria crisis, women were not getting entitlements (food baskets and cash assistance), as the registration cards were in their husbands' names. The current measures for emergencies therefore have separate services for women. The information provided by the disaggregation of data has further helped emergency services to respond better to gender needs.

WBFO Education/Health/PSS/Child Protection: An education book for children on how to protect themselves from sexual abuse is being piloted in UNRWA schools since 2015. SRHRs education sessions were successfully carried out in Qalandya Training Centres for male youth (2014). SRHRs education (with the curriculum prepared by the education and health programmes under the Child and Family Protection Programme in cooperation with Save the Children and Juzoor) and thr cross-sectoral Child Protection Referral System will be introduced in UNRWA schools during the 2016/17 school year.

chapter 5: risks, assumptions and risk management strategies

Three types of **risks and assumptions** relate to the implementation of this GES, both external and internal, which might affect the achievement of the GES Outcomes.

Security risks are always present in the current unstable context of the Agency's areas of operations. To minimize security risks, the GES will rely on the Agency's overall operational staff safety and security policy and procedures and on the improvement these will have on staff within UNRWA installation. Mainstreaming gender within these plans and policies will further strengthen security management practices, as it will better consider and address gender-specific vulnerabilities.

Financial risks are relevant to the Agency's role of service provider, with ongoing gaps in the Agency's Programme Budget and Emergency Appeals. There is a financial risk for the GES in that, while GES implementation relies very much on internal human and financial resources, funding for specific activities nevertheless might still need to be identified. As outlined in the section on financial resources and the gender marker in the drivers of change, this risk will be addressed by mainstreaming gender in funding proposals and by preparing specific proposals and increasing partnerships with donors interested in gender mainstreaming actions and activities.

Cultural risk, including the risk of resistance from UNRWA staff and community members to the changes expected in the GES, will have a strong impact on the possibility of implementing the Strategy and achieving its outcomes. This will be tackled a) internally, through the focus on organizational culture, aimed at increasing UNRWA staff ownership of gender-sensitive approaches and the development and implementation of the Gender Accountability Framework, and b) externally, by improving the accessibility and quality of UNRWA services by improving outreach to and participation of beneficiaries.

chapter 6: ges monitoring framework

The GES Monitoring Framework has been designed to be, as much as possible, in alignment with the Common Monitoring Matrix that has been developed to monitor the implementation of the MTS 2016-2021 and with the UN-SWAP Indicators. In this way, monitoring data on the implementation of the GES will be collected and analysed as part of the MTS and UN-SWAP monitoring processes and feed into the analysis of MTS and UN-SWAP monitoring data. In addition to the annual reporting on the UN-SWAP, an annual report will monitor the implementation of the GES.

Chart 4 - GES Monitoring Matrix (Key Process Indicators in Table Below)

		Key Process Indicators	Reporting Mechanism	Source of Verification	Tool for Data Collection and Consolidation	Disaggregated by sex	Baseline (2016)	Target (2021)
Drivers of change	**Gender architecture**	UN-SWAP indicators 10, 12, 13 on gender architecture and capacity	Annual report on GES & UN-SWAP	Annual report on implementation of GES	Field reports and HR reports on training and staff development	# of GFP male and female and # of male and female trained staff	From UN-SWAP 2016 reporting (Jan 2017)	UNRWA meets or exceeds requirements in UN-SWAP 2
	Tracking financial resources	UN-SWAP indicators 8 and 9 on financial resource tracking	Annual report on GES & UN-SWAP	UNRWA reports	Reports from Departments of Planning and Finance	N/A	UNRWA approaches requirements	UNRWA meets/exceeds requirements in UN-SWAP 2
	Leadership	Senior management initiatives championing gender equality and equal representation of women (UN-SWAP 2 indicator)	Annual report on GES & UN-SWAP	UNRWA reports	Reports from PIOs and fields	N/A	Irregular communication from Executive Office on International Women's Day and annual campaign to end violence against women	5 initiatives championing gender equality and promotion of equal representation of women
	Gender accountability	# of mechanisms in place for accountability on gender mainstreaming	Annual report on GES & UN-SWAP	Annual report on implementation of GES	Reports from Gender Section	N/A	3 (Agency-wide report, director compact, corporate performance indicator)	6 (Agency-wide report, director compact, corporate performance indicator, gender audit, e-Per of GFP, annual discussion in Management Team Meeting (MTM) on gender mainstreaming results)
Organizational gender mainstreaming	**Inclusive staff development**	UNRWA has increased the representation of women in senior area and international positions (grade 16 and above and P4 and above)	Annual report on GES & UN-SWAP	Common Monitoring Matrix	Gender score card	Data disaggregated by sex and by level	By end of Dec 2015, women represented 29.16 per cent of positions that were grade 16 and above and 42.66 per cent of positions that were P4 and above	40%
	Increased participation and sense of ownership on gender mainstreaming among staff	Increased perception among staff of the need to mainstream gender to improve quality of services for the Palestine refugees	Evaluation report of the GES in 2020	Survey by the end of 2016 and 2020 on the perception of gender equality and gender mainstreaming in UNRWA	Survey	Participants data includes sex-disaggregation	Established by end of 2016	20% improvement in perception of staff about gender mainstreaming value to improve service delivery

		Key Process Indicators	Reporting Mechanism	Source of Verification	Tool for Data Collection and Consolidation	Disaggregated by sex	Baseline (2016)	Target (2021)
Organizational gender mainstreaming	**Refugee women's and girls' concerns and perspectives are increasingly considered in service delivery.**	# of women/girls/ gender-focused community-based groups or networks supported by UNRWA programmes	Annual report on GES implementation	Fields' reports	Fields' reports	N/A	Established by end of 2016	50% increase in mechanisms giving voice to women and girls on gender concerns
Programmatic gender mainstreaming	**Programmes reduce gender gaps in service delivery.**	# of gender-related protection mainstreaming recommendations from Protection Audits implemented (in health, education, RSS, infrastructure and emergencies]	Annual report on GES implementation	Protection Division reports	Protection Audit reports and CMM	N/A	Established after 2017 Protection Audits	Established in early 2018 after 2017 Protection Audits
	Programmes address gendered vulnerabilities.	# of interventions implemented by programmes to address gendered vulnerabilities as identified by Protection Audits	Annual report on GES implementation	Protection Division reports	Protection Audit reports and CMM	N/A	Established after 2017 Protection Audits	Established in early 2018 after 2017 Protection Audits



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وكالة الأمم المتحدة لإغاثة وتشغيل
اللاجئين الفلسطينيين في الشرق الأدنى

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