



THEMATIC EVALUATION

**THE CONTRIBUTION OF UN WOMEN**  
**TO INCREASING WOMEN'S**  
**LEADERSHIP AND PARTICIPATION**  
**IN PEACE AND SECURITY AND IN**  
**HUMANITARIAN RESPONSE**

Final Synthesis Report — Annexes II-VII  
September 2013



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Produced by the Evaluation Office of UN Women

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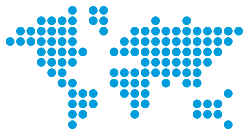
Cover Photo: UN Photo/ Martine Perret

## Acknowledgements

A number of people contributed to the evaluation report. The evaluation team was led by Pilar Domingo, an external consultant. She was supported by a large team including Tam O'Neil and Marta Foresti, amongst others. The UN Women Evaluation Office team included Florencia Tateossian and Inga Sniukaite. The evaluation benefitted from the active participation of country and headquarters reference groups comprised of UN Women staff and management. UN Women country-level evaluation focal points and Representatives ensured the country visits went smoothly. The external reference group, comprised of key United Nations entities, provided valuable feedback in the early stages.

This evaluation would not have been possible without the support and involvement of stakeholders, beneficiaries and partners at the national, regional and global level. We extend thanks to all those who provided feedback which helped to ensure the evaluation reflects a broad range of views.

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**FINAL SYNTHESIS REPORT — ANNEXES II-VII**  
**SEPTEMBER 2013**



## ACRONYMS

AA	Affirmative Action
BiH	Bosnia and Herzegovina
CAW	Conflict-Affected Women
CBO	Community-Based Organizations
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CSO	Civil Society Organizations
CSW	Commission on the Status of Women
DAW	Division for the Advancement of Women
DDR	Disarmament, Demobilization and Reintegration
DESA	Department of Economic and Social Affairs
DFID	Department for International Development (United Kingdom)
DPA	Department of Political Affairs
DPKO	Department of Peacekeeping Operations
DRF	Development Results Framework
EU	European Union
FGM	Female Genital Mutilation
GBV	Gender-Based Violence
GPS	Governance, Peace and Security
IANWGE	Inter-Agency Network on Women and Gender Equality
IASC	Inter-Agency Standing Committee
IDP	Internally Displaced Persons
IGSD	Intergovernmental Support Division
INSTRAW	International Research and Training Institute for the Advancement of Women
IWC	International Women's Commission
M&E	Monitoring and Evaluation
MDGs	Millennium Development Goals
NAP	National Action Plan
NGO	Non-Governmental Organizations
OIOS	Office of Internal Oversight Services
OSAGI	Office of the Special Adviser on Gender Issues and Advancement of Women
PBF	Peacebuilding Fund
PBSO	Peacebuilding Support Office
RBM	Results-Based Management
RDExC	Repatriated, Displaced and Ex-Combatant Persons
SGBV	Sexual and Gender-Based Violence
SSR	Security Sector Reform
SWAP	System-Wide Action Plan
TRC	Truth and Reconciliation Commission
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Group
UNFPA	United Nations Population Fund
UNIFEM	United Nations Development Fund for Women
VAW	Violence Against Women

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# ANNEX II: TERMS OF REFERENCE

## 1. Evaluation Background

Violent conflict affects and engages men, women, girls and boys in different ways. Women often bear the brunt of many of the harmful consequences of armed violence and disaster. In addition to this, gender-based violence (GBV) and inequalities are often exacerbated by violent conflict. However, post-conflict and transition can sometimes open up new opportunities for women's participation in the political and economic spheres. In contrast, analysis of planning frameworks and funding mechanisms show on average that less than six per cent of budgets make provision for addressing the needs of women and girls (UNW/2011/9, 2011b).<sup>1</sup>

United Nations Security Council resolution 1325 recognized, as a matter of international peace and security, the urgent need to address women's participation in peace processes and peacebuilding, as well as the need to protect women and girls from egregious violations of their rights during and after violent conflict. Subsequent resolutions,<sup>2</sup> Presidential Statements of the Security Council as well as regional, subregional and national policy frameworks have underlined these imperatives.

In July 2010, the United Nations General Assembly created the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women). UN Women merges and builds on the work of four previously distinct parts of the United Nations system, which focused exclusively on gender equality and women's empowerment: the Division for the Advancement of Women (DAW); the International Research and Training Institute for the Advancement of Women (INSTRAW); the Office of the Special Adviser

on Gender Issues and Advancement of Women (OSAGI); and the United Nations Development Fund for Women (UNIFEM). The creation of UN Women came about as part of the United Nations reform agenda, bringing together existing resources and mandates for greater impact. UN Women's mandate<sup>3</sup> brings together those of its four predecessor entities, giving it universal coverage and a strategic presence, and ensuring closer linkages between the norm setting intergovernmental work and operations at the field level. It entrusts UN Women with a leading role in normative, operational and coordination work on gender equality, including peace, security and humanitarian response.<sup>4</sup>

UN Women prioritized increasing women's leadership in peace and security and humanitarian response in its Strategic Plan 2011-2013 (UNW/2011/9), with specific

- 3 The mandate is guided by the Beijing Platform for Action, the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), the United Nations Security Council resolution 1325 on Women, Peace and Security, the Millennium Declaration, relevant General Assembly, Economic and Social Council, Commission on the Status of Women (CSW) and other applicable United Nations instruments, standards and legislation.
- 4 As laid out in the Comprehensive Proposal for the Composite Entity for Gender Equality and the Empowerment of Women, Report of the Secretary-General (A/64/588, 2010a) paragraph 5 which states that "[g]rounded in the vision of equality enshrined in the Charter of the United Nations, the composite entity will work for the elimination of discrimination against women and girls; the empowerment of women; and the achievement of equality between women and men as partners and beneficiaries of development, human rights, humanitarian action and peace and security. Placing women's rights at the centre of all its efforts, the composite entity will lead and coordinate United Nations system efforts to ensure that commitments on gender equality and gender mainstreaming translate into action throughout the world. It will provide strong and coherent leadership in support of Member States' priorities and efforts, building effective partnerships with civil society and other relevant actors".

1 Available from [http://www.un.org/ga/search/view\\_doc.asp?symbol=UNW/2011/9](http://www.un.org/ga/search/view_doc.asp?symbol=UNW/2011/9).

2 These include resolutions 1820 (2008), 1888 (2009), 1889 (2009) and 1960 (2010).

goals and outcomes to support the implementation of intergovernmental commitments on peace and security, including those from the Beijing Platform for Action, Security Council resolutions 1325, 1820, 1888, 1889 and 1960, and relevant regional commitments.

As part of its Evaluation Plan 2012, the Evaluation Office will conduct a corporate thematic evaluation of UN Women's contribution to increase women's leadership and participation in peace and security in 2012. Thematic evaluations assess UN Women's contribution to gender equality and women's empowerment development results at global, regional and country levels. Thematic evaluations generate credible and systematized information on the coherence and progress of UN Women's thematic strategies and programmes and their implementation, both at intergovernmental and programmatic levels, with a specific focus on contribution to development results at country level. Findings are used for strategic policy and programmatic decisions, organizational learning, accountability at the country, subregional and regional levels, and corporate decisions. They are also used to generate knowledge on what works, and what doesn't, to advance gender equality.

## 2. Purpose, objectives and expected use of the evaluation

The relatively recent creation of UN Women and the body of work on peace and security issues of its predecessor entities necessitates that this evaluation have both summative and formative elements to successfully bridge the gap between the past and the future. Its purpose, therefore, is to determine the contribution of UN Women to increasing women's leadership and participation in peace and security, extracting the results achieved and lessons learned by the predecessor entities and examine these in the context of the new strategic plan and its aspirations in this area. It will also assess the coherence of the design of the humanitarian response area in the context of UN Women's mandate to provide forward looking recommendations.

The evaluation will assess the work of UN Women's predecessor entities and, more specifically, their achievement of results at the global, regional and

country levels against their mandates.<sup>5</sup> It will identify the strengths and weaknesses of programmes that have been implemented and of other non-programmatic initiatives (e.g. support to United Nations political missions, inter-agency work, trainings, etc.). It will also analyse how UN Women has strategically positioned itself since its creation to implement its normative, operational and coordination mandate with regards to peace and security and humanitarian response.

The evaluation is expected to provide forward-looking and actionable recommendations, based on previous work conducted and the current positioning of UN Women in this area. It will inform management decisions, planning and programming strategies with the goal of maximizing the comparative advantage of UN Women. It will also allow UN Women to track effectiveness in this field by gathering information on organizational performance and contribution to development and management results, including United Nations coordination and intergovernmental support.

The main objectives of the evaluation are to:

1. Assess and document UN Women's contribution to strengthening women's leadership and participation in peace and security. Under the frameworks of UN Women's predecessor entities, and the human rights-based approach, the evaluation will analyse the strategies and results and document effective initiatives to inform future programming;
2. Analyse UN Women's strategic positioning since its creation with regards to its contribution to women's leadership and participation in peace, security and humanitarian response at normative and programmatic levels, and the coherence of its strategic frameworks in this area to achieve the goals set forth in the Strategic Plan;
3. Assess how UN Women is leveraging partnerships at national, regional and global levels in peace and security-related support to programme in countries and with regard to its role in the United Nations system, including UN Women's contribution to United Nations system coordination;

<sup>5</sup> UNIFEM did not have a mandate for country-level programmes in the peace and security area.



4. Provide an analysis of UN Women's capacity to meet the changing priorities of countries and the international community with regard to emerging international conflict/crises. It will evaluate its operational readiness to fulfill the call for universal coverage, strategic presence and closer linkages between the norm setting intergovernmental work and operations at the field level; and
5. Assess and make recommendations on the adequacy of existing results frameworks, performance measurement instruments, and internal systems and capacities to support normative/intergovernmental support, programming and United Nations coordination in this area.

The findings of this evaluation will be used by UN Women to further refine its approaches to peace and security and humanitarian response. The evaluation will inform the mid-term review of the Strategic Plan, and will be presented to the UN Women Executive Board at its 2013 annual session.

Main evaluation users in UN Women include the UN Women Peace and Security Cluster of the Policy Division; the Programme Division; the Intergovernmental Support Office; the United Nations System Coordination Division; and regional, sub-regional and country offices.

Furthermore, a multiplicity of direct stakeholders from the United Nations system, members of the intergovernmental and United Nations peacebuilding architecture, as well as women's peace coalitions who partner and interact with UN Women on the women, peace and security agenda, can make use of the evaluation results.

National stakeholders will be closely involved in the evaluation process to increase ownership of findings, draw lessons learned and make greater use of evaluation results.

### 3. UN Women support to women's leadership in peace and security and humanitarian response

The protection of women and girls from sexual and gender-based violence (SGBV) is recognized to be a priority challenge for humanitarian and peacekeeping

practice. Women's peace coalitions have grown in strength and are increasingly able to put women's concerns on the agenda of peace talks. Transitional justice mechanisms, including post-conflict prosecutions, are increasingly responding to war crimes against women, albeit inconsistently. Post-conflict needs assessments, planning processes and financing frameworks have, in some cases, acknowledged the need to put women's participation and concerns at the centre of recovery.

Despite progress, United Nations Security Council resolutions and numerous statements and commitments at global, regional and national levels, women remain marginalized from peace processes, are excluded from peacebuilding initiatives and are rarely nominated to senior-level positions within the key peace, security and humanitarian response efforts. They also continue to suffer horrific levels of conflict-based SGBV. Since 1992, fewer than 10 per cent of peace negotiators have been women, with little improvement since resolution 1325 (2000) was passed.

Moreover, women have been key drivers of change in peacebuilding processes and should not be considered as passive victims or recipients of assistance. Women's organizations play critical roles in identifying priorities for the peace process, reconstruction and disaster or crisis management, as well as fostering peace and security at the community level. Peacebuilding processes offer new opportunities for positive transformation in gender roles and relations. They can present a space to support a more equitable redistribution of power, resources and influence in households, communities and society as a whole and address existing imbalances.

#### 3.1 UN Women work on peace and security and humanitarian response

UN Women's mandate brought together the mandates of its predecessor entities on women's leadership in peace and security. It also inherited UNIFEM and OSAGI's specific mandates on humanitarian response from the Security Council. UN Women prepares the annual report on resolution 1325, and has a lead role in the United Nations system in strengthening coordination, coherence, monitoring and technical support on a wide range of women, peace and security issues.

None of the former predecessor entities had an explicit humanitarian action mandate, nor were they members of the Inter-Agency Standing Committee (IASC), nor did they have extensive experience in humanitarian response. However, at the country level, some UN Women offices engaged in humanitarian action and supported the mainstreaming of gender into field-level humanitarian action by: co-leading a gender task force or subcluster on gender-based violence (GBV) in times of humanitarian crisis; applying for emergency funds; and requesting and hosting IASC Gender Standby Capacity (GenCap) advisors in places such as Colombia, Haiti, the Occupied Palestinian Territories and Pakistan.

UN Women currently sits on the IASC GenCap Steering Committee and produced a programming note for country offices which offers an introduction to the humanitarian architecture and fundraising in emergencies.

### 3.2 UN Women's strategic context

As a newly established entity, UN Women operates in a multi-stakeholder and evolving strategic context, the elements of which complement each other and guide its policy and programming on peace and security. UN Women's first Strategic Plan (UNW/2011/9) set out its mission and priorities, including the goal to increase women's leadership in peace and security and humanitarian response. In addition, and for the purpose of this evaluation, UNIFEM's thematic strategy (2008–2013) on governance, peace and security, Building Gender Justice in Democratic Governance in Stable and Fragile States, is critical to understanding from where the UN Women strategic drive stems.

UN Women's work on peace and security broadly advocates for a better United Nations system response to women's needs and capacities in conflict and post-conflict settings. The intergovernmental results include strengthening coherence between the normative guidance generated by intergovernmental bodies and the operational support provided to national partners at country and regional levels.<sup>6</sup>

<sup>6</sup> UN Women Strategic Plan Development Results Framework (DRF), Goal 6.

UN Women's peace and security programming aims at strengthening national capacity and assisting peace-building processes in high-risk countries to implement activities to increase women's leadership and participation through the provision of high quality technical services and advocacy at the national level.

UN Women supports programmes and projects which focus on increasing women's participation in decision-making, promoting the use of gender perspectives in policy development, strengthening the protection of women during and after conflicts, countering conflict-related SGBV, amplifying calls for accountability and redress, and advancing the status of women in post-conflict settings.

Following up on successive Security Council resolutions intended to strengthen global and United Nations system-wide response, UN Women has been tasked with a number of key coordination priorities. It is expected to contribute to better equip the humanitarian clusters of the national security sector and United Nations security sector structures. It is also a partner in United Nations Action against Sexual Violence in Conflict to promote and protect women's human rights.

As other United Nations entities, such as the Office of the High Commissioner for Human Rights (OHCHR), the United Nations Development Programme (UNDP), the United Nations Population Fund (UNFPA) and the United Nations Children's Fund (UNICEF), often take on responsibilities where UN Women is not present or does not have the capacity for peace and security work, UN Women will support system-wide guidance, capacity development and monitoring to ensure every United Nations country team benefits from gender equality expertise.

### 3.3 UN Women's global portfolio on peace and security and humanitarian response

UN Women's portfolio on peace and security and humanitarian response includes different kinds of initiatives, including programmes. The evaluation will gather information on the broad portfolio to address some accountability questions and provide contextual information about UN Women's response to country demands and requirements. Information on

the portfolio is being completed and validated while this evaluation is being prepared. The evaluation team is expected to contribute to consolidating the portfolio information.

UN Women programmes and projects on peace and security and humanitarian response are managed at headquarters, and subregional and country offices. In the period 2008-2011, the UN Women Peace and Security and Humanitarian Response Cluster managed a portfolio of nine programmes/projects with a total expenditure of \$22.6 million.<sup>7</sup> In the different regions, subregional offices have managed a portfolio of 90 programmes and projects with a total value of \$124.5 million (see Appendix 2).

## 4. Evaluation scope

### 4.1 Period

The evaluation will assess results of UN Women's predecessor entities on peace and security from 2008 to 2011 against their former mandates to extract lessons on effective strategies to inform future programming. It will also analyse the adequacy of resources, strategy, structure and capacity put in place by UN Women to achieve the aspirations of the Strategic Plan 2011-2017<sup>8</sup> in this area.

### 4.2 Programming

The evaluation will analyse the diversity of programmes and initiatives that compose the full range and portfolio within the peace and security and humanitarian response thematic area at the global, regional and country levels. To cover all geographic sections, as defined by UN Women, the design of the evaluation will be based on a national-driven perspective focusing on country ownership of the peacebuilding process. Country cases will be selected on a number of criteria to be determined. While compiling the UN Women peace and

security and humanitarian response portfolio, several challenges arose when defining integration and streamlining of portfolio activities. Potential overlap with other thematic areas such as women's leadership and participation, governance within the former strategic frameworks and ending violence against women mean that those programmes whose linkages with conflict prevention, peacebuilding and humanitarian response are not directly established will be, to the extent possible, excluded. The evaluation's focus on specific sub-themes within this thematic area (i.e. peacebuilding; security and justice sector reform; SGBV; post-conflict disaster needs assessments, elections and constitutions; humanitarian response and early recovery) will be determined through the portfolio review and evaluability assessment.

On the one hand, not all initiatives undertaken in an area of conflict can be considered conflict prevention or peacebuilding initiatives. While acknowledging the importance of all programmes conducted in a conflict or post-conflict setting, the evaluation will cover those that specifically seek to improve women's leadership and participation in peace and security and humanitarian response including programmes whose main focus is conflict-based sexual and gender violence. The evaluation will adopt a 'conflict lens' through which to explore (a) the extent to which all programmes in a conflict area have been conflict sensitive, and (b) how different categories of assistance combine to contribute to an overall effect.

## 5. Key evaluation issues, questions and criteria

### 5.1 Evaluation issues

Drawing from past country, cross-regional and global level evaluations, and from an analysis of priorities in peace and security and humanitarian response in UN Women's strategic documents, the following evaluation issues require particular attention:

a) Maximizing UN Women's comparative advantage at the country level

In order to push forward and implement a global agenda at country level, resources need to be leveraged and operational frameworks streamlined. Based

7 Unless otherwise indicated, figures refer to United States dollars.

8 'This first strategic plan, 2011-2013, sets out the vision, mission and priorities of the organization in supporting Member States and the United Nations system. The plan is driven by a longer-term vision, goals and results to 2017, and it will be reviewed in 2013'. UNW/2011/9, 2011b, p.1.

on United Nations system coherence, the window of opportunity which opens up for gender equality and women's empowerment as countries rebuild from crisis and conflict, should not be lost because of inadequate or poorly coordinated capacity within UN Women and the United Nations system. The evaluation will broaden understanding as to how UN Women's comparative advantage can be maximized.

#### b) Institutional articulation issues

The evaluation will examine the critical need for UN Women to have an explicit and well-articulated exit strategy, in particular to identify strategic partners that could support continued government and non-governmental action when field presence came to an end.

It will analyse UN Women architecture in light of the increasing need for region-based peace and security advisors, and regional approaches. In addition, the potential for interconnected work and cross-thematic interventions in conflict and emergency settings will be examined.

#### c) Management issues

Despite UN Women's outstanding results in peace and security and humanitarian response, previous evaluations highlighted a level of under-investment in documenting lessons learned and sharing them with partners. The evaluation will explore the extent to which this is based on structural constraints and how it has been changing in recent times. It will also examine systems in place (or the lack thereof) in the organizational development of UN Women's thematic area of peace and security and geographical sections so as to provide actionable recommendations on how to improve the existing situation and determine the benefits that can be expected, particularly in a complex area where capturing results in all its richness and strategic complexity can be challenging. The evaluation will study which capacities and skills the entity should prioritize and further develop to bring greater coherence and relevance to its interventions in conflict-prevention, conflict and post-conflict, and humanitarian emergency situations.

## 5.2 Evaluation questions

More detailed corresponding questions aligned with evaluations issues are included in the matrix of evaluation questions in Appendix 1. The evaluation will answer the following overarching questions:

- What are UN Women's key contributions to achieving results on increasing women's leadership and participation in peace and security?
- How effectively is UN Women incorporating the work of its predecessor entities on peace and security and humanitarian response, as well as its own new elements, to address its full normative, operational and coordination mandate?
- To what extent is UN Women promoting United Nations coordination on peace and security, and how comprehensive is the level of cooperation with other organizations in addressing women's leadership in peace and security and humanitarian response?
- How relevant is UN Women's peace and security and humanitarian response programming to international, regional and national commitments on these issues? How does UN Women respond to the changing external financing environment for countries in conflict?
- What are the key strengths and weaknesses and internal coherence of UN Women's strategic planning frameworks on increasing women's leadership in peace and security and humanitarian response? How interlinked is the normative/intergovernmental and the operational/programmatic work in this thematic area? How and to what extent is the UN Women mandate on leading, coordinating and promoting accountability of the United Nations system on gender equality articulated in the strategic and operational work of the peace and security and humanitarian response area?
- How well does UN Women capture and report on the results of its engagement in conflict affected countries?
- Considering how UN Women response mechanisms function at headquarters and at operational levels during programme implementation in conflict-affected countries, how adequately does UN Women manage the tensions between its various functions (technical, administrative, programmatic) in conflict-affected environments?

- To what extent has UN Women strengthened national ownership through participation and inclusion of national governments and civil society groups in its programming processes?
- What resources and capacities are available for UN Women's peace and security and humanitarian response programming and direct intervention at country level. To what extent has this impacted on expected results/goals, if at all?
- To what extent does UN Women peace and security programming complement and/or overlap with other thematic issues? Are such cross-cutting issues addressed through joint programming within UN Women or addressed jointly with other organizations? How has UN Women contributed to changing the paradigm in the peace and security agenda for women's empowerment and gender equality to play a more relevant role? To what extent has UN Women been effective in strengthening evidence on the causality between increasing women's leadership in peace, and security and peace?

### 5.3 Evaluation criteria

The evaluation will use the following criteria:

- Effectiveness and coverage: Assessment of UN Women's performance on peace and security, in terms of the achievement of results at global, regional and country levels, by looking at its four predecessor entities and analyse how effectively UN Women is strategically positioned to implement its new mandate in peace and security and humanitarian response work. The evaluation will also seek to assess any intended or unintended effects at country level and the influence of context on the achievement of results.
- Impact (road to): Assessment of how UN Women has contributed to change the paradigm in the peace and security agenda for women's empowerment and gender equality to play a more relevant role, and the extent to which it has been effective in strengthening evidence on the causality between increasing women's leadership in peace and security, and peace writ large.
- Partnerships and coordination: Assessment of the inclusion of relevant global, regional and national stakeholders and actors in UN Women

programming implementation; intergovernmental and normative support; and policy advocacy processes.

- Relevance and coherence: Assessment of the planning, design and implementation of UN Women peace and security and humanitarian response initiatives as a new consolidated organization with regard to adherence to overarching normative frameworks; international, regional and national commitments, policies and priorities; Security Council resolutions and women, peace and security agenda; and strategic frameworks; etc. The evaluation will seek to provide recommendations on how UN Women should position itself in terms of its responsiveness and country needs on peace and security and humanitarian response and also vis-à-vis other entities. It will take into account the necessary transition from the former scenario of four entities with individual mandates to the new entity with an enhanced mandate on peace and security and humanitarian response. Additionally, the evaluation will examine the internal articulation of relevant normative and strategic frameworks.
- Sustainability: To be evaluated based on an assessment as to whether UN Women has been able to contribute to the generation of national ownership of programmes, the establishment of effective partnerships and the development of national capacities. It will explore whether UN Women has been able to promote replication of successful programmes. The evaluation will examine institutionalization within the United Nations system as a sub-criterion to ensure long lasting results.

Additional evaluation criteria may be introduced after reviewing and completing the evaluation design and methodology following the final review of peace and security and humanitarian response programming portfolio and as part of the evaluation inception report.

## 6. Approach, methods and process

The evaluation process will be both transparent and participatory, involving relevant UN Women stakeholders and partners at the corporate, regional, subregional and country levels. It will be carried out in accordance with the *Norms and Standards for Evaluation in the United Nations System and Ethical Code of Conduct of the United Nations Evaluation Group (UNEG)* (UNEG, 2005a, 2005b), and UN Women

Evaluation Policy and guidelines. Explicit emphasis will be placed on the integration of gender equality and human rights principles in the evaluation focus and process as established in the UNEG handbook, *Integrating Human Rights and Gender Equality in Evaluation - Towards UNEG Guidance* (UNEG, 2011).

The evaluation should adhere to UN Women evaluation report quality standards. In addition, note will be taken of the recent guidance piloted by the Organisation for Economic Cooperation and Development (OECD) Development Assistance Committee (DAC) entitled *Guidance on Evaluating Conflict Prevention and Peacebuilding Activities* (OECD-DAC, 2008), as well as the World Bank's *World Development Report 2011: Conflict, Security, and Development* (World Bank, 2011) which examines the changing nature of violence in the 21st century and underlines the negative impact of repeated cycles of violence on a country or region's development prospects. Approaches to evaluation of complexity and systems-based evaluations will be used to better grasp what works and what does not in this specialized and complex thematic field.

The evaluation will focus explicitly on identifying what works and what does not, and those strategies producing positive results and lessons learned, according to the aspirations and goals set out in UN Women's Strategic Plan 2011-2013.

For its design, the evaluation will deploy a theory of change approach<sup>9</sup> to analyse how UN Women's

support is provided in order to increase women's leadership in peace and security and humanitarian response, and support intergovernmental processes and United Nations coordination. The theory of change will take into consideration UN Women's Strategic Plan 2011-2013 and other strategic and policy frameworks informing UN Women's work in this area and will look at the change in mandate with respect of its four predecessor entities. It will develop underlying assumptions as to how UN Women's action contributes to increasing women's leadership in peace and security and humanitarian response. Moreover, it will identify the causal relations by which the increase of women's leadership in peace and security and humanitarian response contributes to national peace goals and peace writ large.

The evaluation will be conducted through a combination of: country scans and portfolio analysis; country case studies and field missions; desk-based review and research; and a series of interviews with United Nations entities and peacebuilding architecture members; donors; non-governmental organizations (NGOs) and national stakeholders; UN Women partners; and academic and independent researchers, etc.

The methodology should include:

- a. Country scans to collect all UN Women interventions per country based on existing information and which will include implemented and ongoing projects in every conflict-afflicted country. Country scans will provide information about the scope, sub-themes addressed and strategies of intervention developed by UN Women, and relevant parameters of programmatic work and other initiatives. They will assist in: determining the availability of data; obtaining a better understanding of UN Women interventions profile and coverage; developing operational categories for the evaluation and portfolio analysis; and defining sampling methodology for case studies.
- b. A programme portfolio analysis will be conducted to determine the universe, characteristics and trends of UN Women initiatives, programmes and projects, including support provided to Member States on normative and policy work and the development of functions to enhance United Nations coordination. The analysis will guide the selection of case studies and will include information on specific categories such as sub-themes, geographic

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9 The theory of change approach to evaluation is a widely deployed evaluation methodology which makes assumptions explicit about how programme is supposed to work and create social change. It focuses on the causal relationships between resources, activities, short-term and long-term outcomes and the context of the intervention, including its unintended consequences. Like any planning and evaluation method, the theory-driven evaluations require the stakeholders to be clear on long-term goals, identify measurable indicators of success and formulate actions to achieve goals. However, its focus on causal relations between resources, activities, outcomes and the context of intervention makes this method particularly suitable for the assessment of complex programmes. The theory-driven approach makes the programme transparent, allowing the stakeholders to see how it is thought to be working from multiple perspectives. It helps identify critical areas and issues on which the evaluation should focus. Overall, a theory-driven approach by mapping a process of change from beginning to end establishes a blueprint for the work ahead and anticipates its effects, and it reveals what should be evaluated, when and how.

level of interventions, relevant stakeholders, implementing partners, funding resources, time frame and budget. It will cover information of all peace and security and humanitarian response interventions in its entirety: global, regional and country programmes; intergovernmental support; and United Nations coordination. Furthermore, alongside the portfolio analysis, the evaluation team will develop a web-based document repository of the evaluation that will include a stocktaking of other non-programmatic initiatives of relevance in this thematic area.

- c. In addition to the portfolio analysis, an evaluability assessment will be undertaken to identify potential challenges to the evaluation of UN Women's contribution to peace and security and humanitarian response results at global, regional, subregional and country level, and to identify the most appropriate and robust evaluation design. It will analyse the logic of strategies and programmes, assess the evaluability of results, and identify data gaps in monitoring and evaluation (M&E) systems. The assessment will inform the design and data collection strategy for the evaluation, and the combination of methods for the country case studies explained below. The evaluability assessment will also need to take into consideration the change in UN Women's mandate from those of its predecessor entities.
- d. Overall review of clusters of initiatives and programmes will be undertaken through a desk review using secondary data, while the portfolio analysis is fully compiled, validated and analysed.
- e. A sample of country case studies will be selected to provide important data and illustrative examples. Based on transparent criteria, country case studies will be designed to leverage contextual and institutional knowledge on the ground. The goal is to produce comprehensive studies which generate knowledge and lessons for the evaluation, and can also function as high-quality stand-alone studies. A set of parameters for selecting case study countries will be developed based on the theory of change, the evaluability assessment, the country scans and the results of the portfolio analysis. In order to capture a comprehensive and evaluable picture of UN Women's activities across the wide diversity of conflict-affected circumstances where it operates,

the following set of potential criteria have been identified for the case study selection:

- i. Considering the regional/country nature of conflict, UN Women's country orientation and variants of operational roles therein, the selection should reflect a geographic distribution.
- ii. To capture and assess how UN Women works at the headquarters, regional and country office levels in incorporating conflict sensitivity into its work and how UN Women reacts when conflict emerges, the case selection should include countries that experienced an outbreak of violent conflict during the past years.
- iii. Recognizing that UN Women's operational partnerships with other United Nations actors in conflict and post-conflict settings have significant impact on the development of UN Women's work in conflict-affected countries, the case selection should comprise countries where UN Women has operated in the presence of other United Nations entities under Security Council mandate (including peacekeeping, peacebuilding, political missions).
- iv. The case selection should include countries where a transition to scale-down or withdraw altogether has occurred or will shortly occur.
- v. Building on their ongoing work, the case study selection may include several countries simultaneously being assessed through other corporate evaluations by the UN Women Evaluation Office in 2012.

Country case studies will use a multi-method approach to evaluate UN Women's support to peace and security and humanitarian response and its contribution to development results. Based on the evaluability assessment, the following will be outlined: (a) methods and sequencing of methods used for collecting data (including qualitative and quantitative data strategies); (b) indicators for assessing results and causality; (c) type of analysis and interpretation and validity measures, and (d) the degree to which different sources of information can be generalized and, therefore, are pertinent to UN Women's programmes. Key concepts and variables will be defined to ensure common understanding across the case studies. The method will take into consideration country-level data

limitations; delineating different phases of support; linking different levels of analysis and varied timeframes; and systematic validation of causality (linking process to results). Reference groups will collaborate in the development of assessment rubrics.

## 6.1 Evaluation process

The evaluation process will be divided into five phases:

- 1) Preparation – Structuring the evaluation approach, preparing the terms of reference, compiling programme documentation and hiring the evaluation team;
- 2) Inception – Reconstruction of the theory of change; elaboration of country scans and programme portfolio analysis; evaluability assessment; development of country case study parameters; inception meetings and report; and finalization of the evaluation methodology;
- 3) Data collection and analysis – Desk research and preparation of field missions, visits to case study countries and preparation of country reports;
- 4) Interpretation and synthesis stage, focusing on data analysed, interpretation of findings and drafting of an evaluation report; and
- 5) Dissemination and follow-up – Development of a Management Response; publishing of report, including uploading it on the GATE system and production of other knowledge products.

## 7. Management of the evaluation

The UN Women Evaluation Office is responsible for managing the evaluation, the quality of the evaluation report and its presentation to the UN Women Executive Board. The Evaluation Office will manage the evaluation process, constitute a quality assurance system, and provide administrative and substantive backstopping support, including joining the evaluation team on field missions and contributing to the evaluation study. It will also coordinate and liaise with concerned sections at headquarters, regional and sub-regional offices, as well as the country level. It will also ensure that evaluations are conducted in accordance

with the *UNEG Code of Conduct for Evaluation in the UN System* (UNEG, 2008).

A task team will be designated by the Evaluation Office to provide administrative and substantive technical support to the evaluation team, and will work particularly closely with the evaluation team leader throughout the evaluation process.

A core (internal) evaluation reference group will be established. Members will include the Director of Policy, the Chief of the Peace and Security Cluster, the inter-governmental pillar, representatives of UN Women geographical sections and subregional offices, and the Evaluation Office.

An external United Nations evaluation reference group will also be established. It will include the Chief of the Peace and Security Cluster, the intergovernmental pillar, representatives of United Nations entities partnering with UN Women in the peace and security agenda, women's peace coalitions and the Evaluation Office.

Country reference groups for the case studies will also be established. These will be composed of representatives from UN Women and United Nations entities at the country and regional level, and key governmental and NGO stakeholders at the country level. The country reference groups will be crucial to ensuring ownership of evaluation findings and use of the evaluation. Full participation of country reference groups will constitute a priority for the evaluation team and the task team.

An external advisory group will be constituted consisting of three experts in the field of women, peace and security and humanitarian response, ideally with balanced experience in different developing regions. The advisory group members will support the Evaluation Office in assuring the quality of the evaluation. The advisory group will play an important role in providing technical strategic and substantive inputs into the evaluation process and peer review of the main report.

An Evaluation Office review and quality assurance team, comprising of the Chief of the Evaluation Office, the Deputy of the Evaluation Office and a regional evaluation specialist will provide inputs on key specific deliverables to ensure quality of the evaluation



products. A research assistant will collect initial information on UN Women's programmes and initiatives on peace and security and humanitarian response .

## 8. Evaluation Team

The core evaluation team will be composed of four to five externally recruited, independent consultants with extensive experience in evaluation, and peace and security and humanitarian response. The team will include a team leader experienced in evaluations of peace and security and humanitarian response; a senior gender equality expert (preferably with evaluation experience); a senior evaluation expert; and a research assistant.

The combined expertise of the team should include:

- Advanced evaluation expertise and experience in a wide range of evaluation approaches including utilization-focused, gender and human rights responsive, and mixed methods;
- Innovative use of evaluation methods and approaches, particularly including evaluation of complexity, systems perspective, etc;
- Previous experience in conducting thematic and cluster evaluations, as well as complex multi-stakeholder evaluations;
- Knowledge of peace and security and humanitarian response international frameworks and stakeholders, overarching frameworks and strategies, and programming at global and country level;
- Expertise in gender equality and women's empowerment, gender mainstreaming, gender analysis and the related mandates within the United Nations system; experience/knowledge of women's movements;
- Strong experience and knowledge on human rights issues, the human rights-based approach to programming, human rights analysis and related mandates within the United Nations system;
- Excellent analytical, facilitation and communications skills; ability to negotiate with a wide range of stakeholders;
- Fluency in English and other official United Nations languages, particularly, Spanish and French; and
- Balance in terms of gender and regional representation is desirable.

The team leader will be responsible for delivering the key outputs outlined in Section 9. S/he will coordinate the work of all other team members during all the phases of the evaluation process, ensuring the quality of outputs and methodology, as well as timely delivery of all products. In close collaboration with the Evaluation Office Task Manager, s/he will lead the conceptualization and design of the evaluation, the coordination and conduct of the country visits and the shaping of the findings conclusions and recommendations of the final report. More specifically the tasks of the team leader include:

- Producing the portfolio analysis and country scans as separate and distinctive products.
- Conducting an inception mission and developing an inception report, including an evaluability assessment, outlining the design, methodology and the criteria for the selection of the case studies, required resources and indicative work plan of the evaluation team, assigning and coordinating team tasks within the framework of the terms of reference.
- Directing and supervising the research associate/s in carrying out research and analysis of secondary evidence, project documents, databases and all relevant documentation.
- Coordinating the conduct of country case studies and preparation of the case studies report as a stand-alone report.
- Overseeing and assuring quality in the preparation of the case studies and taking a lead in the analysis of evaluation evidence.
- Drafting the evaluation report and leading the preparation of specific inputs from designated team members, based on country reports prepared by the team members, desk research, focus groups, surveys, etc.
- Preparing for meetings with the Evaluation Office Task Manager and other stakeholders to review findings, conclusions and recommendations.
- Leading the stakeholder feedback sessions, briefing the Evaluation Office Task Manager on the evaluation through informal sessions and finalizing the report based on feedback from the Evaluation Office Task Manager.

- Preparing evaluation briefs, presentations and working with the report editor, responding to final edits on the evaluation report.
- Devising an M&E system for the thematic area of peace and security and humanitarian response in UN Women.

The senior gender equality expert will provide substantive advice and integrate gender equality dimensions in the process and analysis of the evaluation issues. Under the overall supervision of the evaluation team leader, the senior gender equality expert and the senior evaluation expert will participate in the inception phase and conduct of the evaluation. Both will provide inputs for the inception report, participate in the country case studies and will draft the country case studies reports, based on a standardized approach and format. In addition, both will contribute to the preparation of the final report and evaluation briefs, as well as the M&E system adapted to the reality and characteristics of peace and security and humanitarian response work at UN Women, as necessary. They will also support the team leader in the supervision of the research associate/s work.

## 9. Expected products and time frame

The evaluation will be undertaken between June 2012 and January 2013.

- a) Workplan. A detailed workplan will be developed by the team and agreed upon with the Evaluation Office outlining specific dates for key deliverables.
- b) Inception report. The evaluation team will undertake a preliminary desk review and inception mission to New York to meet with the Evaluation Office and interview key stakeholders. An inception report will be developed that further refines the overall scope, outlines a theory of change and develops evaluation approach and questions, provides a detailed outline of the evaluation methodology and criteria for selection of in-depth desk review and case studies. The report will include a complete evaluation matrix and revised workplan.
- c) Portfolio analysis, country scans and evaluability assessment.

- d) Country case studies reports. The evaluation team will implement the methodology agreed upon in the inception report and will conduct at least four to five country site visits to collect data.
- e) Preliminary findings presentation.
- f) Draft evaluation report.
- g) Final evaluation report, including clear and relevant recommendations and concise Executive Summary, will be produced and incorporate comments and feedback received from the Advisory Group and the evaluation reference groups. The draft report will be presented at a validation meeting with key stakeholders to discuss the findings and receive feedback before finalization.
- h) Elements for an M&E system especially designed to monitor and enable evaluation of UN Women's peace and security and humanitarian response sector, where the country scans and portfolio analysis will be an integral part.
- i) Management response and dissemination of findings. UN Women is responsible for issuing management responses and disseminating the evaluation findings, including informing their respective governing bodies. The evaluation team will be responsible for developing a dissemination product/pamphlet extracting key information from the evaluation report.

## Appendix 1 Terms of Reference - Evaluation Questions Matrix

Evaluation criteria	Evaluation issues		
	Maximizing UN Women's comparative advantage	Institutional articulation	Organizational management
<b>Effectiveness &amp; coverage</b>	<ul style="list-style-type: none"> <li>• How effectively is UN Women articulating results on increasing women's leadership in peace and security? How effective is UN Women in incorporating the work of its predecessor entities on peace and security and humanitarian response, as well as the new elements to address its full mandate – normative, operational and coordination?</li> <li>• To what extent are the achievement of results at global, regional and country levels based on the optimization of UN Women's comparative advantage?</li> <li>• How effective has UN Women's role and contribution been to policies and strategies in women's leadership in peace and security and humanitarian response at global and regional levels?</li> <li>• Is UN Women present in all relevant themes and geographical areas?</li> </ul>	<ul style="list-style-type: none"> <li>• How capable is UN Women to react to emergencies?</li> <li>• How and to what extent has UN Women's programming and intervention in women's leadership in peace and security and humanitarian response at country level been effective?</li> <li>• What is the influence of the specific country context and circumstances on the achievement of results and operational effectiveness?</li> <li>• How adaptable and rapidly does UN Women react to changing situations?</li> </ul>	<ul style="list-style-type: none"> <li>• To what extent has UN Women succeeded in using monitoring as a strategy to further UN Women's influence and leverage capacity?</li> <li>• What are the systems in place (or the lack thereof) in UN Women's thematic area of peace and security and humanitarian response to effectively capture results in all its richness and strategic complexity?</li> <li>• How well does UN Women analyse and manage the higher risks inherent in conflict affected countries?</li> <li>• How does UN Women respond to the changing external financing environment for countries in conflict?</li> <li>• Does UN Women acknowledge and report on an explicit theory of change?</li> </ul>
<b>Partnerships &amp; coordination</b>	<ul style="list-style-type: none"> <li>• To what extent are opportunities for gender equality and women's empowerment as countries rebuild from crisis and conflict used, based on the coordination capacity within UN Women and within the United Nations system?</li> <li>• How well is UN Women's comparative advantage maximized as regards intergovernmental and normative work?</li> </ul>	<ul style="list-style-type: none"> <li>• To what extent are relevant global, regional and national stakeholders and actors included in UN Women programming and implementation; intergovernmental and normative support; and policy advocacy processes?</li> </ul>	<ul style="list-style-type: none"> <li>• How effectively has UN Women managed its financial and human resources in the strategic priority area of peace and security and humanitarian response?</li> <li>• To what extent does the technical capacity of field staff and partners enable UN Women to respond to short-notice needs for technical support?</li> </ul>

<p><b>Relevance/ coherence</b></p>	<ul style="list-style-type: none"> <li>• How and to what extent are UN Women’s mandates on peace and security and humanitarian response aligned, coordinated and harmonized?</li> <li>• How successfully does UN Women manage to push forward and implement a global agenda at country level?</li> <li>• How well is UN Women positioned in terms of its responsiveness and country needs on peace and security and humanitarian response and vis-à-vis other entities?</li> <li>• How strategically is UN Women in supporting the women, peace and security agenda and United Nations coordination at country level and interagency work?</li> <li>• How have the inherent opportunities and constraints that UN Women has as a UN institution with a distinct mandate been implemented?</li> <li>• Have there been opportunities at country level that have/could have been used?</li> </ul>	<ul style="list-style-type: none"> <li>• How does UN Women assure that programmes at country level reflect and align strategic plans and normative frameworks?</li> <li>• To what extent is UN Women’s regional architecture and overall organizational structure responsive to the increasing needs of region-based peace and security advisors, and regional approaches?</li> <li>• To what extent are synergies used in interconnected and cross-thematic interventions in conflict and emergency settings?</li> <li>• How well has UN Women transitioned in its mandates on peace and security and humanitarian response from the former scenario of four entities with individual mandates to one new entity with an enhanced mandate on these issues?</li> <li>• How well does UN Women conduct context analysis and diagnostic work and then translate this knowledge into strategy and programme development? How conflict sensitive is UN Women?</li> <li>• Does UN Women apply an explicit “do no harm” set of principles at an operational level, across the full array of programming and among its partners?</li> <li>• How coherent are the programmes and initiatives of UN Women with internal organizational policies and strategic frameworks, as well as external policy context?</li> </ul>	<ul style="list-style-type: none"> <li>• What capacities and skills should the entity prioritize and further develop to bring greater coherence and relevance to its interventions in conflict, post-conflict and humanitarian emergency situations?</li> <li>• How well does UN Women deal with the tensions and risks inherent in working in conflict affected countries?</li> </ul>
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<p><b>Impact</b></p>	<p>How has UN Women contributed to change the paradigm in the peace and security agenda for women’s empowerment and gender equality to play a more relevant role?</p> <p>To what extent has UN Women been effective in strengthening evidence on the causality between increasing women’s leadership in peace and security and peace writ large?</p>		
<p><b>Sustainability</b></p>	<p>How effectively has UN Women been able to contribute to the generation of national ownership of programmes, the establishment of effective partnerships and the development of national capacities?</p> <p>How institutionalized are women’s empowerment and gender equality within the United Nations system and the peace and security agenda?</p>	<p>To what extent has UN Women identified strategic partners that could pick up on supporting continued government and non-governmental action when field presence came to an end?</p> <p>How effective has its women’s leadership agenda been, notably in relation to national ownership and capacity development?</p> <p>What are the innovative strategies and promising programming practices that could be replicated?</p>	<p>How well are lessons learned documented and shared with partners?</p> <p>To what extent has UN Women been able to promote replication of successful programmes?</p> <p>How realistic is UN Women’s planning and time frames in post-conflict situations in light of the technical expertise and support that can be offered?</p> <p>To what extent have UN Women’s exit strategies in peace and security and humanitarian response been well planned and successful?</p>

## Appendix 2 Preliminary Portfolio Analysis

UN Women Section	Number of peace and security programmes / projects managed in the period 2008 – 2011		Peace and security and governance* expenditures between 2008 – 2011† USD million
Women, Peace and Security Section	Provided by cluster: 9 global programmes		2008: To be confirmed 2009: GPS 5.01 2010: GPS 11.19 2011: 6.4 2009-2011 Total: 22.6
Africa Section	Provided by section: 14 programmes		2008: To be confirmed 2009: GPS 14.1 2010: GPS 17.6 2011: 18.1 2009-2011 Total: 49.8
Asia-Pacific and Arab States Sections	Provided by section: Arab States: 24 programmes	Provided by section: Asia-Pacific: 30 programmes	2008: To be confirmed 2009: GPS 13.7 2010: GPS 15.8 2011: AS 0.9 + AP 10.58 2009-2011 Total: 40.98
Europe and Central Asia Section	Provided by section: 7 programmes		2008: To be confirmed 2009: GPS 3.3 2010: GPS 3.5 2011: 4.06 2009-2011 Total: 10.86
Latin America and the Caribbean Section	Provided by section: 12 programmes		2008: To be confirmed 2009: GPS 6.3 2010: GPS 8.3 2011: 7.51 2009-2011 Total: 22.11
UN Action Against sexual violence in conflict - Stop Rape Now	3 programmes extracted from Multi-Donor Trust Fund database ( <a href="http://mdtf.undp.org/factsheet/fund/UNAoo">http://mdtf.undp.org/factsheet/fund/UNAoo</a> )		2008: To be confirmed 2009: 201,536 2010: 583,807 2011: Not yet available 2009-2011 Total: 785,343
Other initiatives (non-programmatic)	To be compiled		

\* Women, Peace and Security programme expenditures before 2011 includes Governance expenditures as it was part of the same cluster. All 2009-2011 totals by region and cluster includes Governance from 2009-2010.

† Expenditure figures for 2011 are based on ATLAS expenditure reports as of 18 November 2011, which may not reflect all expenditures for 2011. Expenditure figures for 2010 are based on ATLAS expenditure reports as of 23 February 2011. Expenditure figures for 2009 are based on ATLAS expenditure reports as of 1 March 2010.

## Appendix 3 Profiles of Team Members

As indicated in Section 8 of the terms of reference, the evaluation team should be composed of four to five members, including an experienced team leader, a senior gender equality expert (preferably with experience in evaluation of peace and security and humanitarian response programmes), a senior evaluation expert and research assistants. Ideally, the team leader should have expertise in United Nations programming processes, while the senior evaluator expert has strong knowledge of human rights and gender issues. The team should be gender balanced and include at least two regional evaluators and national researchers. A more detailed description of the qualification requirements expected for each team member is given below.

### Team leader

- At least 10 -15 years practical experience in conducting evaluations of international policies and programmes using a wide range of approaches and methods including utilization focused, gender and human rights responsive and mixed methods, with a background in social research;
- Extensive experience acting as team leader for complex evaluations and proven ability to manage a diverse evaluation team;
- Previous experience in conducting evaluations on peace and security and humanitarian response or related themes would be considered an asset;
- Excellent knowledge of the United Nations system, United Nations and UN Women programming at the country level, in development and conflict/post-conflict country contexts;
- Experience and knowledge on gender equality and women's empowerment, gender mainstreaming, gender analysis and related mandates within the United Nations system;
- Experience/knowledge of women's movements;
- Experience and knowledge on human rights issues, human rights-based approaches to programming, human rights analysis and related mandates within the United Nations system;
- Excellent analytical, facilitation and communications skills and ability to negotiate among a wide range of stakeholders; and

- Fluent in English and knowledge of other official languages of the United Nations.

### Senior gender equality expert

- At least 10 years professional experience in the gender equality field;
- Experience/knowledge on gender equality and women's empowerment issues, gender mainstreaming, gender analysis and thorough knowledge of the related mandates within the United Nations system and particularly those of UN Women;
- Experience/knowledge of peace and security and humanitarian response processes would be an asset;
- Knowledge of the United Nations system, reform processes and programming at the country level;
- Knowledge of human rights issues, human rights-based approaches to programming, human rights analysis and related mandates within the United Nations system;
- Strong analytical, facilitation and communications skills and ability to negotiate amongst a wide range of stakeholders; and
- Fluent in English and knowledge of other official languages of the United Nations.

### Senior evaluator expert

- At least 7 – 10 years practical experience in conducting evaluations of international policies and programmes using a wide range of approaches and methods including utilization focused, gender and human rights-responsive and mixed methods, with a background in social research;
- Strong knowledge of human rights issues, human rights-based approaches to programming, human rights analysis and related mandates within the United Nations system;
- Knowledge of the United Nations system, reform processes and programming at the country level, in development, conflict/post-conflict country contexts;
- Experience/knowledge of gender equality and women's empowerment, gender mainstreaming, gender analysis and the related mandates within the United Nations system;
- Experience/knowledge of peace and security and humanitarian response would be considered an asset;

- Excellent analytical, facilitation and communications skills and ability to negotiate amongst a wide range of stakeholders; and
- Fluent in English and knowledge of other official languages of the United Nations;

### Research assistant

- Strong analytical skills and ability to quickly grasp and synthesize information;
- Ability to work interactively with a team, often responding to varying requests under pressure;

- Good knowledge of information technology required for organized presentation of information, including quantitative information and graphical presentations, and for organizing information and materials on the internal website;
- Excellent drafting skills in English;
- Deep knowledge and/or experience in the United Nations would be considered an asset; and
- Working knowledge of other languages of the United Nations would be considered an asset.



# ANNEX III: DESK STUDY\*

## 1. Purpose and Approach

### 1.1 Introduction

The desk study was the second stage in the evaluation of UN Women's contribution to increasing women's leadership and participation in peace and security and humanitarian response. Following on from the inception report, it provides a more detailed mapping of what was being evaluated, including a finalized evaluation framework, and presents an initial output in the form of the country scan.

UN Women's four predecessor entities were: the Division for the Advancement of Women (DAW) in the United Nations Department for Economic and Social Affairs (DESA); the International Training and Research Institute for the Advancement of Women (INSTRAW); the Office of the Special Adviser on Gender Issues and the Advancement of Women (OSAGI) which was also in DESA; and the United Nations Development Fund for Women (UNIFEM). All United Nations documents referred to in the report are listed in Annex VII.

The three main objectives of the desk study were to:

- Review the strategy of UN Women and its predecessor entities in the area of peace and security and humanitarian response, and how it evolved (Section 2 below);
- Map, organize and analyse available documents in order to: (a) identify and share key documentary sources for the evaluation; (b) understand the character and spread of the peace and security and humanitarian response portfolio of UN Women since 2008 and develop and test operational categories for the field studies; and (c) provide an overview of UN Women's activities in conflict-affected countries since 2008 (Section 3 below); and
- Finalize the evaluation framework and selection of case studies using this analysis (Section 4 below).

### 1.2 Approach

The two main sources of material for the desk study were United Nations documents gathered by the Evaluation Office, including documents from relevant UN Women divisions, and secondary literature. United Nations documents were made available to the evaluation team through a dedicated page on the UN Women intranet share system. The secondary literature was organized in databases and underwent an in-depth analysis. Criteria for inclusion and operational categories were developed during the inception phase.

#### Databases

Two databases were built to store, categorise and organize the United Nations strategy, policy, programme and other activity documents relating to peace and security and humanitarian response. Documents available on the UN Women extranet were scanned and entered into a portfolio mapping database. They were then mapped and coded according to:

- Document type i.e. resolution/policy, strategy, project description, progress report (internal), evaluation (independent) or other;
- Activity type i.e. coordination, intergovernmental, operational or strategy;
- Activity level i.e. global, regional, subregional, country; and
- Thematic focus. Operational documents of global and country programmes were coded for up to three areas of thematic focus within peace and security and humanitarian response. Strategy, policy, intergovernmental and coordination documents, which often had either a comprehensive focus across the peace and security agenda or no specific theme, were not given thematic codes.

The database enabled the team to: (a) filter and disaggregate the material by excluding documents outside the timeframe or thematic focus of the evaluation and generating specific lists of documents (e.g. UN Women entity, country, geographical policy

\*The desk study was conducted by the ODI Evaluation Team: Tam O'Neil and Pilar Domingo, with Jill Wood and Marta Foresti

section, document or activity type, etc.); (b) undertake quantitative analysis of the character and spread of both the documents and UN Women portfolio; (c) assess gaps in information and implications for the robustness of the quantitative findings; and (d) identify countries and documents for the country scan.

The country scan database stored information about conflict-affected countries where UN Women had programmes related to peace and security and humanitarian response within the evaluation time-frame (2008 onwards). During the portfolio mapping exercise, global and country-specific programme documents were also scanned to help determine the nature of the United Nations presence and activities in individual countries. Again, countries and programmes were coded in various ways to enable disaggregation and analysis of the data. Free text fields were also used to record qualitative information. The main areas within the database and related field included:

- Basic (e.g. geographical section, subregional office and availability of strategic documents relating to the country);
- UN Women's presence (e.g. whether there is a United Nations office or programmatic presence only, length of time the United Nations has been active in the country);
- Other United Nations entities (e.g. other programmes, funds, agencies etc. operating in the country, as well as any other actors operating under the Secretary-General such as political or peacekeeping missions);
- Conflict context (e.g. nature/level of conflict; whether the country was on the agenda of either the Secretary-General or the Peacebuilding Commission [PBC] was eligible for the Peacebuilding Fund [PBF] or had a national action plan [NAP] to support implementation of resolution 1325); and
- Individual programme profiles (e.g. time frame; funding source; budget; programme lead and other United Nations entities partners; objectives; beneficiaries; implementation strategy/activities; implementing partners; thematic and sub-thematic focus [up to three of each]; available documents, including completed independent programme evaluations).

Information in the database was primarily drawn from a scan of global and country-specific programme

documents. Information in some areas was therefore uneven, reflecting the variation and accessibility of the content of documents. Supplementary research was conducted to fill some gaps (e.g. concerning the United Nations office/programme presence, NAPs supporting the implementation of resolution 1325 or current United Nations peacekeeping missions). Data in the country scan database enabled the team to: (a) analyse the spread of programme sub-themes; (b) summarize information about individual countries and related documents; and (c) make informed proposals about countries for in-depth field work.

### **In-depth document analysis**

The databases allowed for a broad analysis of UN Women's documents and portfolio of work on peace and security and humanitarian response. The evaluation team also looked at United Nations resolutions and other key high-level documents and intergovernmental and coordination documents in greater depth. Resolutions and high-level documents were reviewed to explore the mandates and strategic orientation of UN Women and its predecessor entities, and examine how they related to the agenda of the Secretary-General and Member States on women, peace and security.

The nature of the United Nations intergovernmental and coordination work meant it was less amenable to quantitative analysis via document mapping than operational work. As such intergovernmental and coordination documents were read in more detail than operational documents to provide a separate qualitative overview of the mandate and activities of UN Women (and in particular the predecessor entities, DAW and OSAGI) in this area. As noted in the inception report, a full analysis of country-level documents (e.g. country workplans, evaluations, programmes and their results) was carried out for case study countries, and were undertaken by country leads during the fieldwork stage.

### **Criteria for inclusion and operational categories**

- Criteria for the types of activities within the scope of the evaluation, and the operational categories used to organize and analyse them, were developed during the inception phase. These were further refined during the desk study phase, both as a result of the document/programme review and also through interaction with the Evaluation Office and evaluation reference groups. In particular, the

criteria for the types of countries and activities included in the portfolio mapping and country scan exercises were expanded. Given the evaluation's particular focus, only activities which made a direct contribution to women's leadership and participation in peace and security and humanitarian response were included.

- However, most activities could not be framed in this way either because they were developed under UNIFEM's Strategic Plan 2008-2011 (e.g. under Theme 1 or 3) or because UNIFEM was working within a multi-agency programme. All programmes with a relevant thematic focus were therefore included, and the degree and effectiveness of their contribution to women's leadership and participation was considered during the field phase. The only activities excluded from the evaluation were those which ended in or before 2008 (and were therefore developed under UNIFEM's multi-year funding framework 2004-2007), and those relating to either women's economic empowerment (unless clearly related to post-conflict reconstruction or humanitarian response) or national planning and budget processes (unless clearly related to NAPs to support implementation of resolution 1325).
- Countries not affected by either large-scale armed conflict, violence repression or high-levels of social and political unrest were also excluded. However, a broad view of what constitutes a conflict-affected country was taken and included countries with current United Nations political or peacebuilding missions, current peacekeeping operations,<sup>10</sup> and/or are on the agenda of the United Nations Security Council or the PBC. It also included countries who continue to experience the consequences of past conflict, for example, in the form of ongoing localized violence or high levels of social and political unrest, ethnic tensions or transitional justice measures (particularly relevant for countries in Latin America, Eastern Europe and the Commonwealth of Independent States).

Some operational categories were redefined and reorganized, as presented in Table 1. The evaluation's summative and formative components were a challenge to developing operational categories. The categories needed to be meaningful both in the context of past strategic objectives, activities informed by

<sup>10</sup> The United Nations Department of Political Affairs (DPA) and the United Nations Department of Peacekeeping Operations (DPKO) organize 12 and 16 such missions respectively.

UNIFEM's Strategic Plan 2008-2011 and UN Women's orientation in relation to women, peace and security.<sup>11</sup> The categories also included past activities which were relevant but not framed in the language of resolution 1325 but which made the distinction between different thematic objectives/areas within the current strategic plan.<sup>12</sup> The development of operational categories was further complicated by the evaluation straddling the period in which UN Women was created and the restructuring of policy teams.

To address this challenge, the theme and sub-theme categories were primarily based on UN Women's current objectives in the area of peace and security and humanitarian response but also included some broader sub-themes not necessarily specific to the peace and security area, such as other democratic governance, other violence against women and girls, and access to justice.<sup>13</sup> The sub-themes meant that activities were not prematurely excluded and that it was possible to identify programmes which were relevant to UN Women's current women, peace and security objectives. It also meant that activities that did not contribute to these could be disaggregated and removed if necessary (for example, if they took place in a country with only localized conflict). Decisions about whether an activity was relevant could only be made by looking at both the activity and the context in which it was implemented.

<sup>11</sup> As expressed in resolution 1325, the Secretary-General's Strategic Results Framework on Women, Peace and Security 2011-2020 and UN Women's Strategic Plan 2011-2013.

<sup>12</sup> In particular, the potential overlap between Goal 1 (women's leadership and participation), Goal 3 (violence against women and girls) and Goal 4 (women's leadership in peace and security).

<sup>13</sup> The broader/non-peace and security-specific categories of democratic governance and violence against women (i.e. activities not around either transitional election or constitutions for the former, or conflict-related sexual violence or human trafficking for the latter) were originally stand-alone themes, and programmes only in these categories were originally excluded from the Country Scan exercise. However, these categories were changed to sub-categories of the post-conflict governance and protection of women and girls themes, respectively, to address concerns about overlapping categories made by the evaluation reference group. As this change was made quite late in the process, an under-counting of the 'other democratic governance' activities was likely because activities relating to legal reform and institutional support within the justice sector are likely to have been coded to security and justice reform/access to justice.

**TABLE 1**

**Theme and sub-theme categories for operational activities**

Theme	Sub-themes	Notes
1. Protection of women and girls	1a. Conflict-related SGBV	Programmes without explicit conflict-related SGBV objectives/activities.
	1b. Human trafficking	
	1c. Violence against women and girls	
2. Security & justice reform	2a. Access to justice	e.g. legal support/aid; justice sector reform
	2b. Security sector reform	e.g. police reform, military, border
	2c. Demobilization, disarmament and reintegration (DDR)	including small arms control
	2d. Transitional justice	e.g. reparations, truth and reconciliation commissions, post-conflict prosecutions and vetting
3. Peacebuilding & recovery	3a. Peace negotiations	Specific focus on work national-level peace talks and agreements
	3b. Peacekeeping operations	e.g. women peacekeepers and gender mainstreaming/ resolution 1325 concerns e.g. plans in place around SGBV.
	3c. Conflict mediation and prevention	Focus on conflict mediation/dialogue, prevention and warning in post-conflict countries to prevent reoccurrence of conflict, with activities often taken place at subnational/community level.
	3d. Recovery	Economic recovery activities as per the Secretary-General's Seven-Point Action Plan on women's participation in peacebuilding. Includes activities to support women's involvement in local development, employment creation, service delivery in countries coming out of a period of sustained violent/armed conflict.
4. Humanitarian response	4a. Disaster needs assessment	
	4b. Meeting basic needs in emergencies	
5. Post-conflict governance	5a. Transitional elections	Governance activities other than transitional elections and constitutions, e.g. gender-responsive laws, public service reform, work with gender equality advocates/ promotion of women's political participation outside the other peace and security thematic areas.
	5b. Constitution making/reform	
	5c. Other democratic governance	
6. National planning for resolution 1325		Includes the development of NAPs to support implementation of resolution 1325 and other activities national government which explicitly support their implementation.

The process for developing the operational categories was based on how UN Women presents its areas of work within peace and security,<sup>14</sup> and refined after discussions with the Evaluation Office and reference groups. These refinements included renaming the SGBV theme Protection of Women and Girls and moving work on recovery from humanitarian response to peacebuilding to reflect the latest approaches in UN Women; disaggregating peace negotiations and conflict mediation to separate programmes; and introducing national planning to support implementation of resolution 1325 as a separate category. Recovery remained within the peacebuilding and recovery category. Although the sub-themes contributed to shaping recovery, peacekeeping, mediation and peacebuilding trajectories, the specific features of which were context specific.

The application of such thematic categories was a subjective exercise, particularly given the challenges outlined above and since programme documents were scanned rather than looked at in-depth. The evaluation team attempted to limit inconsistencies and errors through shared guidance and ongoing discussion during the data entry/coding phase and by looking at programme activities rather than simply objectives (which do not always accurately reflect the actual content of a programme). Each operational activity was coded up to three themes in the portfolio mapping exercise (and also three sub-themes within this in the country scan exercise). Where the activity related to more than three themes, the evaluation team selected the three that were most prominent and most relevant to women, peace and security.

The evaluation was concerned with the effectiveness of UN Women in the three main areas of its mandates, and how well this normative support and operational work is integrated to:

- Support intergovernmental bodies, such as the Commission on the Status of Women (CSW), in their formulation of policies, global standards and norms;

14 Based on the peace and security pages on the UN Women website, the PSS' mapping of peace and security work in the 2012 Country Annual Workplans (UN Women, 2012a) and the two relevant strategic plans of UN Women and UNIFEM.

- Hold the United Nations system accountable for its own commitments on gender equality, including regular monitoring of system-wide progress; and
- Help Member States implement these standards, standing ready to provide suitable technical and financial support to countries that request it, and to forge effective partnerships with civil society.

Where relevant, documents and activities were categorized according to their relation and/or contribution to UN Women or its predecessor entities' intergovernmental, coordination or operational objectives. The team was guided by a shared understanding of the following activities:

- Intergovernmental activities: Efforts to promote gender mainstreaming in United Nations intergovernmental bodies (in particular, the Economic and Social Council, the CSW, the General Assembly and the Security Council, but also other intergovernmental organizations such as the International Labour Organization [ILO] or the World Bank); support the formulation of policy, global standards and norms on gender equality and women's empowerment at global, regional and national levels; and facilitate and monitor the implementation of global and national commitments on gender equality (e.g. CEDAW and the Beijing Platform);
- Coordination activities: Efforts to support the Secretary-General implement policies on gender mainstreaming within the United Nations. Such efforts included support to improve/monitor the status of women within the organization;<sup>15</sup> promotion and mainstreaming of gender equality and women's empowerment within the policy and activities of all United Nations entities (e.g. the Secretariat and its departments, and specialized agencies, programmes and funds working at national level); promotion and monitoring of United Nations internal commitments on system-wide coherence on gender issues; and providing leadership to relevant inter-agency task forces; and
- Operational activities: Efforts at national level (e.g. technical assistance, advocacy, building partnerships, etc.) to support Member States (both

15 Such as the commitment to appoint women to half the senior posts in the United Nations.

governments and civil society) to advance gender equality, women's leadership and participation in decision-making and improved outcomes for women, through both country-specific and global programming.

## 2. UN Women's strategic orientation and evolution

### 2.1 Background

UN Women was created on 1 January 2011, under the United Nations reform agenda, with a significantly strengthened organizational mandate on gender equality and women's empowerment. The functions of UN Women's four predecessor entities were merged and upgraded to provide coherence, weight and accountability for United Nations system-wide commitments and targets on gender.

The evaluation examined the UNIFEM Strategic Plan 2008-2011 and the UN Women Strategic Plan 2011-2013, and their corresponding results frameworks. For the 2008-2011 period, it also examined the plans for OSAGI, INSTRAW and DAW (noting DAW's limited involvement in the evolution of the women, peace and security).

UN Women's strategic direction on peace and security and humanitarian response has evolved principally since the Platform for Action agreed in Beijing in 1995 at the Fourth World Conference on Women which identified twelve areas of critical concern. One of these included women and armed conflict, which linked peace with gender equality, and women in power and decision-making.

In UNIFEM's Strategic Plan 2008-2011, peace and security issues were integrated into three broad thematic areas, although they were not prominent and did not consistently translate as concrete outputs. These thematic areas were: (i) enhancing women's economic security and rights; (ii) lowering the prevalence of violence against women (VAW) and HIV/AIDS; and (iii) advancing gender justice in democratic governance. In UN Women's Strategic Plan 2011-2013, support to women in peace, security and humanitarian response was more prominent and both featured as a thematic

focus area and a goal of the development results framework (DRF) (Goal 4).

Therefore, the thematic organization of UN Women more explicitly included support for women in peacebuilding and conflict settings. These strategic and organizational changes within UN Women occurred in parallel to, and fed into, the evolution of the agenda for support to women in conflict situations as embodied by the series of United Nations Security Council resolutions, starting importantly with resolution 1325 which was approved in 2000. These resolutions are a key component of the strategic content of United Nations policy for women in peacebuilding processes and conflict-affected states. They provided the normative compass for action and results with regard to gender perspectives in the peacebuilding agenda, and were therefore central to the evaluation.

### 2.2 Strategic and policy orientation, and evolution of the peace and security and humanitarian response agenda

Three processes were essential in forming the current peace and security and humanitarian response agenda, namely: (i) the evolution of the mandate and the organizational development of UN Women and its predecessor entities; (ii) the policy agenda of UN Women's peace and security work (as encapsulated in resolution 1325 and related resolutions, and reflected across a range of United Nations and UN Women activities and initiatives); and (iii) the strategic, policy and programming/operational work which underpinned the peace and security agenda at the global, regional and national level (formerly through UNIFEM and other predecessor entities, and currently through UN Women), as reflected in the strategic plans, and associated DRFs and management results frameworks.

The focus of this evaluation was the leadership and participation component of the peace and security agenda, due to its relevance to the thematic areas of peace and security work which UN Women supports and leads.

Evolving mandate and organizational development of the gender equality agenda in peacebuilding and security

## BOX 1

### Key guiding documents reflected in UN Women's mandate

CEDAW. The 'women's bill of rights' is a cornerstone of all UN Women programmes. More than 185 countries are parties to the Convention.

Beijing Declaration and Platform for Action. Adopted by governments at the 1995 Fourth World Conference on Women, the Declaration sets forth governments' commitments to enhance women's rights. Member states reaffirmed and strengthened the platform in 2000 during the global five-year review of progress, and pledged to accelerate its implementation during the 10-year review in 2005 and the 15-year review in 2010.

United Nations Security Council resolution 1325 on Women, Peace and Security (2000) recognised that war impacts women differently, and reaffirmed the need to increase women's role in decision-making with regard to conflict prevention and resolution. The United Nations Security Council subsequently adopted four additional resolutions on women, peace and security: 1820 (2008), 1888 (2009), 1889 (2009) and 1960 (2010). Taken together, the five resolutions represent a critical framework for improving the situation of women in conflict-affected countries.

Millennium Declaration and MDGs were embraced by all United Nations Member States and outline a set of time-bound and measurable goals and targets to promote gender equality and to combat poverty, hunger, disease, illiteracy and environmental degradation by 2015.

<http://www.unwomen.org/about-us/guiding-documents/>

Gender equality work within the United Nations has been guided by key milestone developments including: the Beijing Declaration and Platform for Action; Economic and Social Council agreed conclusions 1997/2; resolution 1325; and other internationally agreed development goals as contained in the Millennium Development Goals (MDGs), the 2005 World Summit and other outcomes of major United Nations resolutions (see Box 1).

The decision to merge UN Women's four predecessor entities into one entity reflected, as noted in the Concept Note on a Strengthened Architecture for Gender Equality and Empowerment of Women (United Nations, 2007), a growing consensus of the need to strengthen the mandate for gender equality and women's empowerment within the United Nations system. However, a number of concerns were raised, including how the previous architecture had led to positive but insufficient results by any measure and the absence of a single centre of leadership in terms of coordination and coherence. Moreover the architecture was under-resourced and the

institutional capacity for oversight and accountability for system-wide performance on gender equality, women's empowerment and gender mainstreaming was inadequate. At the regional and country levels, existing gender units and gender focal points were weakly positioned in the organizational structure of the United Nations and were also under-resourced.

The important rationale for creating UN Women was that, in bringing together its four predecessor entities, the United Nations' work on gender equality and the empowerment of women would be significantly enhanced by:

- Giving a stronger voice to women's issues thereby ensuring that the gender equality agenda would be given adequate priority throughout the United Nations system;
- Ensuring the United Nations works more effectively with governments and civil society to deliver results, especially at the country level; and
- Ensuring greater coherence to assistance efforts on gender equality.

During the evaluation process, it was important to investigate how the transition process from the previous architecture and roles to the current entity were perceived from the perspective of the peace and security and humanitarian response agenda.

The mandate of UN Women was considerably expanded to:

*[W]ork for the elimination of discrimination against women and girls; the empowerment of women; and the achievement of equality between women and men as partners and beneficiaries of development, human rights, humanitarian action and peace and security. Placing women's rights at the centre of all its efforts, the composite entity will lead and coordinate United Nations system efforts to ensure that commitments on gender equality and gender mainstreaming translate into action throughout the world. It will provide strong and coherent leadership in support of Member States' priorities and efforts, building effective partnerships with civil society and other relevant actors (A/64/588, para. 5).*

The new organizational structure gave UN Women a leading role in normative, operational and coordination work on gender equality, including peace, security and humanitarian response. It was called upon to have strategic presence and ensure closer linkages between its norm-setting intergovernmental work and operations in the field.

Organizationally, intergovernmental work in UN Women sits in the Intergovernmental Support and Strategic Partnership Bureau and, in particular, the Intergovernmental Support Office (IGSO). Policy and programming work is located in the Policy Division, which is itself within the Policy and Programme Bureau. The Policy and Programme Bureau also houses the Peace and Security Section (PSS), now separate from the Leadership and Governance Section, and the Programme Support Division. The latter is organized by regions and holds the Fund for Gender Equality, the United Nations Trust Fund to End Violence against Women and the Institutional Development Unit.

UN Women's PSS, which provides expertise and lead on a range of issues related to the women, peace and

security agenda, was of particular relevance to the evaluation because, in addition to developing knowledge, programming and policy on strategic thematic issues, it is also engaged inter-agency initiatives (see Section 3).

As signalled during the inception phase, the evaluation assessed the organizational structure and capabilities of UN Women. It was noted, however, that much of the architecture (including at the regional level) was still being rolled out.

Evolution of the United Nations policy in relation to peace and security and humanitarian response agenda, with specific reference to leadership and participation

The United Nations policy agenda and normative positioning in relation to the peace and security and humanitarian response agenda revolved around resolution 1325 and related resolutions. It has been further advanced through related policy and strategic developments, including the women, peace and security agenda.

Resolution 1325 and its related resolutions set out four broad goals which constitute the core of the United Nations' normative direction and strategic action on women, peace and security.

- Resolution 1325 on Women, Peace and Security was adopted in 2000 and was a critical milestone in the international recognition of the distinct impact of conflict on women and girls, and the critical yet underutilised role that women play in peacebuilding and recovery. It provides for the increased participation and leadership of women at all levels of decision-making and the specific protection needs of women and girls in conflict.
- Resolution 1820 was adopted in 2008 and recognises sexual violence as a tactic of war, and as a matter of international peace and security.
- In 2009, the Security Council passed two further resolutions on women, peace and security. Resolution 1888 built on 1820, calling for concrete measures to implement existing commitments, and mandated the appointment of a Special Representative of the Secretary-General on Sexual Violence in Conflict. Resolution 1889 (2009) built on



resolution 1325 and was especially relevant for the evaluation as it emphasises the role of women in post-conflict contexts and the specific importance of representation throughout all levels of personnel. Of note was the call to Member States, and international and regional organizations to take 'further measures to improve women's participation during stages of peace processes, particularly in conflict resolution, post-conflict planning and peacebuilding, including by enhancing their engagement in political and economic decision-making at early stages of recovery processes, through inter alia promoting women's leadership and capacity to engage in aid management and planning, supporting women's organizations, and countering negative societal attitudes about women's capacity to participate equally'. The resolution set forward the task of developing feasible indicators against which progress regarding resolution 1325 could be assessed.

- Resolution 1960 was adopted in 2010 and mandated new institutional tools to address impunity for sexual violence in conflict and issues of accountability.

In 2010, and in response to the renewed initiative outlined in the recent resolutions, the United Nations Secretary-General presented a set of 26 indicators to measure for progress of resolution 1325. The United Nations Strategic Results Framework on Women, Peace and Security 2011-2020 (2011) furthered efforts to pin down thematic areas against which progress could be monitored.<sup>16</sup> The four pillars of resolution 1325 and the subsequent resolutions are:

- Prevention: Of conflict and all forms of violence against women and girls in conflict and post-conflict situations;
- Participation: Women participate equally with men and gender equality is promoted in peace and security decision-making processes at national, local, regional and international levels;
- Protection: Women's and girls' rights are protected and promoted in peace and security

decision-making processes at the national local, regional and international levels; and

- Relief and recovery: Women's and girls' specific relief needs are met and women's capacities to act as agents in relief and recovery are reinforced in conflict and post-conflict situations.

The 26 indicators of progress are mapped against these four pillars and are lead by different United Nations entities, including UN Women.

The Secretary-General's report Women's Participation in Peacebuilding (A/65/354-S/2010/466, 2010), reflected on the importance of supporting women's participation and leadership across the peace and security and humanitarian response agenda. The report drew on research evidence which highlighted the instrumental value of greater presence and participation of women in a range of decision-making and action forums, and the consequences of underrepresentation of women in terms of retarding or impeding progress on peace, security, recovery goals as reflected across the four pillars.

The evaluation acknowledged the need for caveats about linear assumptions that women in decision-making positions would necessarily apply a gender perspective or prioritise gender equality goals, and about the weight of structural conditions that were reflected in entrenched gender biases in social norms and formal legislation. Notwithstanding these caveats, the evaluation determined the two leading premises behind the need to support participation and leadership of women in all activities and processes within the peace and security and humanitarian response agenda to be the intrinsic and instrumental value of enhancing women's leadership and participation in peace and security and humanitarian response. Both of these premises were in keeping with the gender equality and women's empowerment agenda and are discussed in the evaluation framework. The distinction was important because it was also reflected in different ways (if not explicitly so) in the strategic plans and the various results frameworks.

The Secretary-General's Seven-Point Action Plan on Women's Participation in Peacebuilding (United Nations, 2010b) included measures to:

<sup>16</sup> Available from [http://www.un.org/womenwatch/ianwge/taskforces/wps/Strategic\\_Framework\\_2011-2020.pdf](http://www.un.org/womenwatch/ianwge/taskforces/wps/Strategic_Framework_2011-2020.pdf).

1. Undertake more systematic action to ensure women's participation in, and the availability of gender expertise to, peace processes;
2. Ensure that the United Nations system more systematically institutionalised women's participation in (and applies gender analysis to) all post-conflict planning processes, to address the specific needs of women and girls and gender discrimination at every stage;
3. Commit the United Nations to increase financing to gender equality and the empowerment of women and girls in post-conflict situations;
4. Improve gender-responsive civilian capacity, including better skills to meet women's urgent needs, and expertise in rebuilding state institutions to make them more accessible to women and girls and less prone to gender-based discrimination;
5. Provide the relevant technical assistance in post-conflict situations and processes to promote women's participation as decision-makers in public institutions, appointed and elected, including through temporary special measures such as positive action, preferential treatment and quota-based systems, as enshrined in international human rights law;
6. Support rule of law which systematically promotes the rights of women and girls; and
7. Ensure women's equal involvement as participants and beneficiaries in local-development, employment-creation, frontline service-delivery, and disarmament, demobilization and reintegration (DDR) programmes in post-conflict situations.

The Seven-Point Action Plan promoted more and better access to leadership, and the participation of women in different activities and decision-making positions relating to different areas of work which are relevant to peace and security and humanitarian response. UN Women subsequently established a partnership with the newly-formed Peacebuilding Commission and its Secretariat, the Peacebuilding Support Office (PBSO), to ensure gender issues were addressed in peacebuilding plans and in the allocations of the Peacebuilding Fund. The Policy Committee

designated UN Women a lead role in supporting co-ordination and monitoring of the Seven-Point Action Plan (UN Women, 2011).

These agendas were taken into consideration when reflecting on the results and impact of UN Women and its predecessor entities' work.

### **Strategic and policy developments of the peace and security and humanitarian response agenda through to UN Women**

The cumulative work of UN Women's predecessor entities were reflected in the wider policy agenda. The strategic plans of UN Women and its predecessor entities were central to mapping programming and operational work, the results frameworks of which determined regional and country level programming. However, it was important to note the degree to which the 26 indicators and subsequent Security Council resolutions were likely to feature in the inter-governmental policy work, and were more relevant for forward looking planning.

The evaluation looked at the work of UN Women and its predecessor entities in support of leadership and participation in the peace and security and humanitarian response agenda for the period from 2008 onwards. It therefore considered the Strategic Plans for 2008-2011 and 2011-2013.

#### ***UNIFEM Strategic Plan 2008-2011***

UNIFEM's Strategic Plan 2008-2011 was 'grounded in the dual mandate of UNIFEM, articulated in General Assembly resolution 39/125 (1984), which asked UNIFEM to (i) provide innovative and catalytic programming and financial support to countries to achieve gender equality in line with their national priorities, and (ii) strengthen action on gender equality across the United Nations system of development cooperation. The strategic plan envisioned a deepening of both of those functions' (UNIFEM, DP/2007/45). UNIFEM was 'positioned to enhance its catalytic role, with a specific focus on enabling and inspiring implementation of commitments to gender equality and women's empowerment', and crucially needed to mobilize strategic partnerships at the global, regional and national level to achieve the goals of the strategic plan.

The key peace and security objectives of UNIFEM's Strategic Plan 2008-2011 were contained in three thematic goals:

- a) Enhance women's economic security and rights (proportion of self-employed women and contributing family workers in total employment; wage gap: ratio of female to male income);
- b) Reduce the prevalence of VAW and HIV/AIDS; and
- c) Advance gender justice in democratic governance (e.g. women's share of seats in national parliaments).

Specific outcomes which were further identified and were relevant to this evaluation include (out of 8):

- a) Increase in the number of national development strategies (including post-conflict reconstruction strategies) which included gender equality in line with national commitments;
- b) Increase in the number of constitutions/laws promoting gender (including security sector reform [SSR] and VAW);
- c) Increase in number of justice systems that promote human rights;
- d) Enhanced capacity of gender equality advocates to influence laws, politics, strategies (including peacebuilding and post-conflict reconstruction) (indicator: gender equality advocates in key decision-making fora; capacity assessments of women's leadership and participation in peacebuilding and conflict prevention demonstrate change);
- e) Increase in the capacity of marginalised women to ensure priorities are included in national policy, etc.;
- f) Increase in the capacity of key public institutions to implement laws and policy protecting women's human rights; and
- g) Increase in community-level initiatives which create models to advance women's human rights.

The objectives of OSAGI and DAW's Strategic Plan are more fully developed in Section 3.3. It was, however, important to note their key role in engaging in coordination and intergovernmental activities to support the mainstreaming of the gender equality and women's empowerment agenda of the United Nations system.

Specifically in relation to the peace and security and humanitarian response agenda and resolution 1325, part of OSAGI and DAW's Work Programmes 2010-2011 was to support the increased capacity of Member States, regional and subregional organizations and the United Nations system to implement resolution 1325 on women, peace and security.

In relation to the peace and security and humanitarian response agenda, the INSTRAW 2008-2011 Strategic Framework (INSTRAW, 2007) stipulated:

1. Activities on gender, peace and security continue to be central to the promotion of gender equality, and women's full and equal participation in peacekeeping processes, post-conflict reconstruction and peacebuilding, and on the security sector institutions; and
2. Further work would be done on gender and SSR reform, and the implementation of resolution 1325 on women, peace and security, and the protection of women and girls in situations of armed and post-conflict, and peacebuilding. Possible areas for further development included: (i) supporting the role of women in campaigning against illicit small arms and light weapons; (ii) gender, peacekeeping and sexual exploitation and abuse; and (iii) activities in coordination with the Peacebuilding Commission and other relevant United Nations bodies.

Across the prioritized thematic areas, INSTRAW engaged in: (i) action-oriented research which lead to gender-responsive policies, programmes and projects at all levels; (ii) knowledge management to increase understanding and support decision-making and actions on gender and women's issues; (iii) capacity development of relevant stakeholders to address and effectively integrate gender issues in all policies, programmes and projects; and (iv) institutional development to shape a financially sustainable institution that is innovative, applies good governance and works in partnership with other relevant United Nations entities. Through this work, INSTRAW contributed to catalytic engagement across different relevant actors at the international, regional, national and subnational level.

The portfolio mapping below indicates the absence of further documentation on INSTRAW, which was important for the evaluation exercise.

#### *UN Women Strategic Plan 2011-2013*

The key goals of the UN Women's first Strategic Plan 2011-2013 (UNW/2011/9, 2011b) were mapped out in the DRF. The DRF defined six goals, each supported by defined outcomes, targets and indicators which were to:

1. Increase women's leadership and participation in all areas that affect their lives;
2. Increase women's access to economic empowerment and opportunities, especially for those who are most excluded;
3. Prevent violence against women and girls, and expand access to survivor services;
4. Increase women's leadership in peace and security and humanitarian response;
5. Strengthen the responsiveness of plans and budgets to gender equality at all levels; and
6. Provide support for a comprehensive set of global norms, policies and standards on gender equality and women's empowerment which was dynamic, responded to new and emerging issues, challenges and opportunities, and provided a firm basis for action by governments and other stakeholders at all levels.

The coordination and support role of UN Women within the United Nations system was central to the realization of these goals. Of particular relevance to the evaluation was DRF Goal 4 (UN Women, 2011c) on increasing women's leadership in peace, security and humanitarian response which:

*[E]ncompasses the contributions of UN Women to the implementation of relevant intergovernmental commitments, including those from the Beijing Platform for Action, Security Council resolutions 1325 (2000), 1820 (2008), 1888 (2009), 1889 (2009) and 1960 (2010) on women and peace and security, and relevant regional commitments. Progress towards this goal will be tracked on the basis of the percentage of women beneficiaries of United*

*Nations-led temporary employment programmes, the percentage of multi-donor trust funds dedicated to women's empowerment and patterns of sexual violence in conflict and post-conflict countries. Results in this area build on considerable work undertaken to enhance coordination across the United Nations system, including through United Nations Action against Sexual Violence in Conflict, a seven-point action plan developed in partnership with the Peacebuilding Support Office, and the draft road map for implementation of Security Council resolution 1325 (2000). Support to existing coordination mechanisms to generate a more effective United Nations system-wide humanitarian response to respond to the specific needs of women and girls will also be a focus of UN Women, working with partner agencies, including the Office for the Coordination of Humanitarian Affairs, and membership of the Inter-Agency Standing Committee. Outcome-level results will include stronger incorporation of gender equality commitments in conflict and post-conflict response, including within peace agreements; increased representation of women as mediators and negotiators; and gender-responsive truth and reconciliation commissions. Women's organizations will have increased capacities and opportunities to influence peace processes. A key indicator of success will be that measures to protect women and girls are included in Force Commander directives and multidimensional mission concepts of operations, with a target that 100 per cent of such directives include these measures by 2015 (UN Women, 2011b. UNW/2011/9).*

Additional DRF goals that were relevant to the evaluation exercise and were taken into account were include Goal 1 (women's increased leadership and participation in the decision that affect their lives) and Goal 6 (UN Women's putting in place a comprehensive set of global norms, politics and standards), where one of the outcomes includes the achievement of follow-up action recommendations of the Security Council in relation to the implementation of resolution 1325.

Finally, the management results framework in the Strategic Plan 2011-2013 (UNW/2011/9, 2011b)

presented four system-level output clusters deemed essential to the support and delivery of the DRF by UN Women. These were.

*(a) [T]o drive more effective and efficient United Nations system coordination and strategic partnerships; (b) to institutionalize a strong culture of results-based management (RBM), reporting, knowledge management and evaluation; (c) to enhance organizational effectiveness featuring robust capacity and efficiency at country and regional levels; and (d) to mobilize and leverage adequate resources to enable UN Women to strengthen its institutional capacity in line with the ambition and vision leading to its creation (UNW/2011/9).*

Across the strategic plans of UN Women and its predecessor entities, there was a growing prominence of the specific themes and areas of work relevant to the achievement of the goals of resolution 1325, and related resolutions, and to the evolution of a broader peace and security and humanitarian response agenda. An analysis of word occurrence in UN Women and UNIFEM's Strategic Plans revealed the following trend in terms of goals concerning the peace and security and humanitarian response agenda, which in the past were less prominent (see Table 2).

Strategic Plans and corresponding DRFs were based on broad theories of change which were represented in the linkages established in the chain from inputs, to outputs, to outcomes and the eventual achievement of the goals (also similarly reflected in the Strategic Plan 2008-2011 DRF [UN Women, 2011c]). UN Women's Strategic Plan 2011-2013 results chain is reflected in Table 3 below.

In assessing results, the evaluation considered the theory of change and logic chain reflected in the results chain in the interventions and programmes reviewed in the field work.

**TABLE 2**  
**Number of times key words occur in UN Women's Strategic Plan 2011-2013 and UNIFEM's Strategic Plan 2008-2011**

Word	UN Women Strategic Plan 2011-2013	UNIFEM Strategic Plan 2008-2011
Peace	12	2
Security (non-economic)	13	1
Humanitarian	10	0
Conflict	11	4
Leadership	21	4
Participation	9	5
Advocate (gender)	8	6
Post-conflict	6	4
Prevention (conflict)	2	1
Peacebuilding	3	3
Peacekeeping	0	0
Peace negotiations	0	0
Peace agreements	1	0
Emergency	1	0
Disaster	1	0
Early warning	0	0
Violence	34	27
VAW	24	20
Sexual violence (i.e. conflict-related)	5	0
SSR	1	2
Justice	5	6
Transitional justice	0	0
Truth and reconciliation	1	0
DDR	0	0
Trafficking	0	

**TABLE 3****UN Women Strategic Plan 2011-13 results chain**

Level of results	Type of change anticipated	Link to UN Women and United Nations partners
Strategic Plan Goals	Changes in women's access to resources and services in relation to: economic empowerment; leadership and representation; conflict, post-conflict and humanitarian emergencies; and ending VAW. Changes in accountability of institutions to gender equality, with a focus on the institutions which determine national plans and budgets and data, as well as the United Nations system and intergovernmental institutions.	Plausible contribution
Strategic Plan Outcomes Outcome level results are focused on supporting Member States, at their request, to implement their priorities for advancing gender equality in the relevant thematic areas.	Changes in the introduction, strengthening and implementation of laws and policies; in supply of services and budgets; in influence of gender equality advocates to incorporate their priorities in mainstream policies and call for accountability; and in political will and expanded constituencies to move gender equality forward.	Significant contribution
Strategic Plan Outputs Output level results [...] describe the results that UN Women is wholly responsible for delivering, with partners, at national, regional and global level. These include changes in capacity (knowledge, awareness, advocacy skills, resources, tools) and changes in the availability of relevant knowledge, including of data/evidence on gender equality issues.	Changes in advocacy and capacity development, knowledge generation and evidence, including data and statistics, and media and communications tools.	Full attribution
UN Women Inputs Inputs are UN Women's contribution to realize the outputs. These inputs are technical expertise, financial resources, advocacy, creating spaces for dialogue and partnerships, and bringing the legitimacy of the United Nations system to efforts to advance gender equality.	Provision of technical expertise, resources, United Nations system legitimacy and dialogue space.	Full attribution

Source: Adapted from Annex I of the UN Women Strategic Plan 2011-2013 DRF (UN Women, 2011c).

### 3. UN Women's peace and security and humanitarian response portfolio

#### 3.1 Portfolio mapping

##### Universe, character and spread of documents

The portfolio mapping database houses 213 documents including all those made available on the UN Women extranet site by the agreed deadline (19 October 2012), with the exception of duplicate documents, annual reports and newsletters.<sup>17</sup> The majority (75 per cent) of the documents related to operational

activities. As was expected, most were UNIFEM documents (60 per cent), project descriptions and progress reports (70 per cent), and most relate to country programmes (58 per cent) (see Tables 4-7). In terms of spread across United Nations sections, regions and countries (Table 8), there were more documents from the Asia-Pacific (26 per cent) and Americas and Caribbean (20 per cent) than other regions. For a number of countries there were several documents available, notably Afghanistan (26), Bolivia (21), Indonesia (12) and Colombia (9). However, for most countries, five or less documents were made available and, in several cases, only a single document.

**TABLE 4**  
Number of documents mapped, by United Nations entity

United Nations entity	No. of documents mapped
UNIFEM <sup>1</sup>	127
UNIFEM/Joint <sup>2</sup>	52
DAW, OSAGI & INSTRAW <sup>3</sup>	15
Secretary-General	9
UN Women <sup>4</sup>	8
Other United Nations	2
Total	213

Notes: [1] Operational documents after July 2010 continued to be coded as UNIFEM documents, both for consistency and because they continued to be labelled as such; [2] UNIFEM/Joint includes all documents relating to activities involving UNIFEM and one or more other United Nations entity, regardless of whether UNIFEM was the lead entity or not; [3] Of these, one document was from INSTRAW, one a joint INSTRAW/OSAGI activity and one an Intergovernmental Support Division (IGSD) document; [4] Refers to UN Women-wide documents e.g. current strategy documents.

**TABLE 5**  
Number of documents mapped, by document type

Document type	No. of documents mapped
Project description <sup>1</sup>	89
Progress report <sup>2</sup>	61
Strategy	29
Evaluation	25
Other	9
Total	213

Notes: [1] Includes all documents related to a programme other than reviews and evaluations (e.g. proposals, concept notes, briefs, financial reports, etc.); [2] Reviews of a programme carried out by United Nations staff, including mid-term and end-of-project reviews, and donor progress reports; [3] Includes work and action plans; [4] Independent evaluations only (including by the United Nations Office for Internal Oversight Services [OIOS]).

<sup>17</sup> Given the time needed to review and extract information about programmes these types of series, resources concentrated on individual programme documents.

**TABLE 6**  
Number of documents mapped, by activity type

Activity type	No. of documents mapped
Operational	160
Strategy	31
Intergovernmental	10
Coordination	9
Other	3
Total	213

### Universe, spread and character of portfolio

To analyse UN Women’s peace and security and humanitarian response portfolio, two types of documents were filtered out - those deemed not relevant to the evaluation because they related to activities ending in or before 2008 (42 documents in total) and those only relating to a single activity (particularly for the operational activities).<sup>18</sup> Therefore, to prevent double counting in the analysis of activities, a single document was coded as the primary document for each activity and all other documents were removed from the analysis (a further 78 documents).<sup>19</sup>

UN Women’s peace and security and humanitarian response portfolio therefore consisted of 93 relevant and discrete activities. The focus on discrete activities rather than documents revealed a more even distribution between global and country-level activities (41 and 38 respectively), with the remainder made up of regional/subregional activities. Unsurprisingly, however, these

<sup>18</sup> ‘Activity’ refers to a bounded piece of work which is represented by an available document. These were often an operational or normative programme or initiative, but also included activities such as conference reports, background papers, briefing papers, resource kits, strategy or action plans, etc. It was important to define activity broadly so as not to exclude the outputs of intergovernmental activities, and also to make it possible to identify the availability of strategic documents for particular entities or regions.

<sup>19</sup> Conversely, global programmes with clear coordination and operational components were deliberately entered in the database (and therefore counted) twice. While not ideal, only three programmes were affected meaning that coordination activities, of which there were few in the documents, were not discounted.

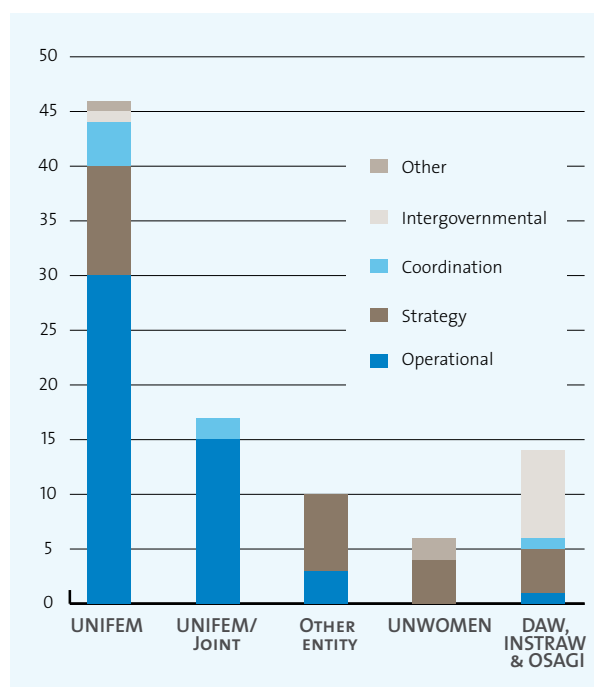
**TABLE 7**  
Number of documents mapped, by activity level

Activity level	No. of documents mapped
Country	124
Global	62
Regional/subregional	27
Total	213

activities were mostly operational (49 activities) implemented or managed by UNIFEM. The next largest set was strategic planning (25 activities),<sup>20</sup> followed by intergovernmental and coordination activities (9 and 6 respectively). A breakdown of activity type by United Nations entity is provided in Chart 1.

By focusing on just the 49 operational activities, the spread of activities between UN Women sections,

**CHART 1** Number of discrete peace and security and humanitarian response activities, by activity type and United Nations entity (2008-2012)



Note: ‘Other’ refers to documents such as the Secretary-General’s Inventory on VAW, which cuts across all types of activities.

<sup>20</sup> Note that these do not include the Regional and Country Strategic Notes and Annual Workplans for 2012-2013, but do include the five regional strategies for 2008-2011.



**TABLE 8 Number of documents mapped, by UN Women section and country**

Region/UN Women Section	Country	No. of documents mapped	
		Region	Country
<b>Africa</b>		<b>29</b>	
	Non-country specific <sup>1</sup>		10
	Sudan		5
	Burundi		4
	Sierra Leone		3
	Ghana		1
	Liberia		1
	Nigeria		1
	Rwanda		1
	Senegal		1
	Somalia		1
	Uganda		1
<b>Americas and Caribbean</b>		<b>43</b>	
	Bolivia		21
	Non-country specific		11
	Colombia		9
	Haiti		4
	Uruguay		1
<b>Arab States</b>		<b>14</b>	
	Iraq		7
	Israel/Occupied Palestinian Territories		7
<b>Asia-Pacific</b>		<b>55</b>	
	Afghanistan		26
	Indonesia		12
	Non-country specific		5
	Timor-Leste		4
	Sri Lanka		1
	Other		7
<b>Europe and Central Asia</b>		<b>10</b>	
	Several (e.g. global/regional)		4
	Kosovo		2
	Kyrgyzstan		2
	Georgia		1
	Non-country specific		1
<b>Global/Policy Division</b>		<b>32</b>	
	Non-country specific		32
<b>Other</b>		<b>3<sup>0</sup></b>	
	Non-country specific		30
<b>Total documents mapped</b>		<b>213</b>	<b>213</b>

Notes: [1] These documents related to either an entire region (e.g. regional strategy) or programme documents relating to more than one country (e.g. regional or global programmes).

**TABLE 9**  
**Number of discrete operational activities, by UN Women section and country (2008-2012)**

Section	Country	Number of activities	
		Section	Country
<b>Africa</b>		<b>6</b>	
6 countries	Burundi		1
	Liberia		1
	Senegal		1
	Sierra Leone		1
	Sudan		1
	Uganda		1
<b>Americas and Caribbean</b>		<b>5</b>	
3 countries	Bolivia		1
	Colombia		2
	Haiti		2
<b>Arab States</b>		<b>6</b>	
2 countries	Iraq		3
	Israel/Occupied Palestinian Territories		3
<b>Asia-Pacific</b>		<b>14</b>	
4 countries	Afghanistan*		8
	Indonesia		3
	Timor-Leste		2
<b>Europe and Central Asia</b>		<b>4</b>	
2 countries	Georgia		1
	Kyrgyzstan		2
	Regional/West Balkans		1
<b>Global/Peace and Security section</b>		<b>10</b>	
	Several countries		10
<b>Other</b>		<b>4</b>	
	Several countries		4
<b>Total</b>		<b>49</b>	<b>49</b>

Note: [1] These were documents that relate to either an entire region (e.g. regional strategy) or programme documents relating to more than one country (e.g. regional or global programmes).

\*Including the only two country strategy documents made available for 2008-2011

regions and countries became more apparent (see Table 9). Afghanistan had eight programmes and stood out as a particular focus of operational activity. If, however, it was removed from the equation, then the spread of activities between geographical regions was quite even if the total activity figures for each region did not account for the number of countries within each region. Looking instead at average programmes per country in the set (two), Africa stood out as having fewer programmes per country than other regions. The PSS also had a relatively larger number of programmes compared to the geographical sections, particularly because each global programme was usually implemented in three to six countries.<sup>21</sup>

Forty-nine progress reports relating to these programmes were made available, consisting mainly of six-monthly donor progress reports prepared by UN Women for donors, with several referring to the same activity/programme.<sup>22</sup> Only nine independent evaluations of operational programmes were made available (three country, two subregional [for the same programme] and four global programmes [two for the same programme]). There were also five additional relevant evaluations including two of OSAGI/DAW, one of the system-wide action plan (SWAP) for resolution 1325,<sup>23</sup> an evaluability assessment of UNIFEM's Strategic Plan 2008-2011 and a ten-year impact study of resolution 1325.

Analysis of the thematic focus of the UN Women portfolio was also limited to the 49 operational activities. As noted, each operational activity in the portfolio mapping database was coded for up to three thematic areas. This was necessary because a single

21 Global programmes, which were represented by a single programme document, were counted as a single operational activity in the portfolio mapping database. However, global programmes are disaggregated by country in the country scan database and related figures (see Section 3.2).

22 Only progress reports uploaded to the extranet site for the evaluation were included in the portfolio mapping database. Further donor progress reports were found on the UN Women intranet but were organized by year and funder rather than programme, making it difficult to identify relevant reports for which resources were not available in the desk study period.

23 The SWAP covered 2004-2007 but was included because of its particular pertinence to the evaluation.

**TABLE 10**  
Number of programmes within each thematic area<sup>1</sup>

Theme	Number of relevant programmes
Security & justice reform	23
Peacebuilding & recovery	23
Protection of women and girls	22
Post-conflict governance	11
Resolution 1325 national planning	9
Humanitarian response	3

Note: [1] A single programme can have activities relevant to more than one thematic area (each programme coded up to three) (i.e. the total of 'relevant programmes' is not the same (and exceeds) the total of programmes in the set).

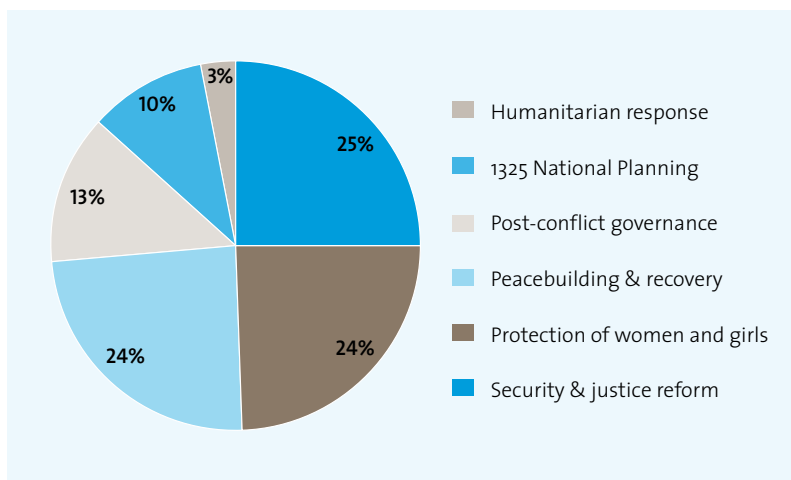
programme tends to contribute to more than one of UN Women's peace and security objectives and areas of work, either because they have activities in several different areas or because single activities cut across different elements of the peace and security agenda, for example, increasing women's access to justice in relation to SGBV.<sup>24</sup>

A similar number of operational activities contributed to security and justice reform (23), peacebuilding and recovery<sup>25</sup> (23) and the protection of women and girls (22), as shown in Table 10. Fewer programmes contributed to post-conflict governance (11) and resolution 1325 national planning (9). The smallest thematic area was humanitarian response, with only three relevant programmes, which was an expected outcome

24 As most of the programmes were for the 2008-2011 period, basing the thematic categories on the three main themes of UNIFEM Strategic Plan 2008-2011 may have made it more possible for programmes to be placed in mutually exclusive categories. However, as already discussed, categories were chosen so they would work across the two relevant Strategic Plans for the evaluation and, importantly, remain relevant for the formative and forward-looking aspect of the evaluation.

25 Peacebuilding includes conflict mediation, management and prevention activities, as well as work related to peacekeeping operations and peace negotiations. Post-conflict recovery focuses on social and economic activities, with post-conflict governance activities placed within their own category.

**CHART 2**  
**Relative spread of thematic focus (2008-2012)<sup>1</sup>**



Note: [1] The percentages relate to the spread of themes in relation to each other (i.e. as a proportion of the total value of theme codes) rather than as a proportion of total number of programmes (because a single programme could be coded to more than one theme).

because UN Women was yet to have been involved in humanitarian assistance (and these programmes were coded as humanitarian more because they aimed to meet emergency/basic needs of women who are displaced and/or living in refugee camps than because they were framed explicitly as humanitarian programmes). Chart 2 shows the relative focus on different themes within the set of operational activities.

Since only one programme document was available for many countries, a comparison of thematic spread by country was not done. The small number of operational activities within each possible timeframe within the sample meant that it was also not possible to assess quantitatively whether there had been a change in relative thematic focus over time.<sup>26</sup>

<sup>26</sup> Programmes within the 2008-2012 period lasted one or several years, and cut across the timeframe of the two relevant Strategic Plans. In the evaluation set alone there were 17 different variations in timeframe (e.g. 2008-2009, 2008-2010, 2009-2012, etc.), most with only one or two programmes and none with more than five. Quantitative analysis of change in thematic focus over time would require each programme to have been given a code for individual years, which was not done, but even then the small sample and timeframe (only five years) would mean that it would be unlikely to see a dramatic change in thematic focus.

How meaningful were these figures and findings about the spread and character of the portfolio? To a large degree this rested on how well the sample (the mapped portfolio) represented the potential universe of activities of UN Women and its predecessor entities in the area of peace and security and humanitarian response in since 2008. For the intergovernmental and coordination activities, the answer was, undoubtedly, not very well because, as already noted, these activities left a far smaller document trail than operational activities overall. Indeed, DAW and OSAGI were smaller teams than UNIFEM and because of the nature of their work, tended to be represented by the outputs of intergovernmental and inter-agency bodies and groups (minutes, background papers, resolutions, reports, etc.) rather than programmes documents. DAW and OSAGI also appeared to have produced fewer strategic and work planning, monitoring and

reporting documents – although it is possible that there were more documents but they were not made available.

The proportion of possible operational programmes captured with this exercise can not be determined. Although an effort could be made to compare the data with that of UN Women’s financial reporting database (ATLAS), the two sets of data are not strictly comparable. For example, slightly different time periods are used, not all the programmes in the evaluation database may have been actually implemented, it is unknown if similar criteria had been applied in terms of which programmes (and which countries) are relevant to the peace and security theme for the purposes of the evaluation, etc. Nevertheless, the ATLAS data indicated that some 70 per cent of possible programmes were captured (see Table 11).

The ATLAS data also suggested, however, that the evaluation sample was not necessarily representative because the proportion of possible documents in the evaluation set varied widely between regions, ranging from less than a third of the programmes from the Americas and Caribbean, to all of the global programmes and to nearly double the possible programmes in Europe and Central Asia (which again

**TABLE 11**  
**Number of UN Women programmes by region, comparison of the ATLAS and evaluation data<sup>1</sup>**

Region	ATLAS data		Evaluation data	
	No. of programmes	Total expenditure	No. of programmes	As % of ATLAS
Africa	29	12.1	13	45
Americas and the Caribbean	25	6.7	7	28
Asia Pacific	24	11.1	20	83
Global	10	5.4	10	100
Arab States	7	1.1	9	129
Europe and Central Asia	6	3.7	11	183
Total	101	40.1	70	

Note: [1] The evaluation data was taken from the country scan database (see Section 2.2 for explanation) rather than portfolio mapping database because pilot countries within global programmes were counted separately (rather than the global programme only being counted once), as was the case with the ATLAS data, so the two sets of data were more comparable.

stresses that the data is not comparable). Given these gaps in the data, robust conclusions about the spread between regions or countries could not be drawn, and all findings should be treated as merely indicative and interpreted with caution. However, the data gave an indication of the range of themes and work areas featured in peace and security and humanitarian response work which, in itself, was useful.

The data on expenditure for each region in ATLAS also showed that both the size of the overall budgets and the average expenditure per programme within them varied widely between regions. The relatively small size of the programmes in the Americas and the Caribbean region may explain why many of these programme documents were not made available.

### 3.2 Operational activities at country level

The country scan component of the desk study provided an overview of the United Nations' presence and peace and security and humanitarian response activities within individual conflict-affected countries. All countries for which at least one (global or

country-specific) programme document was included (a total of 23 countries) and their programmes were described in more detail in the broad Portfolio Mapping exercise (including, for example, information on United Nations actors involved, programme objectives, implementing strategy and implementing partners). Other information useful for the evaluation and country case selection was also included in the country scans, such as where the country sits within UN Women structure, whether strategic documents were available, how long UN Women had been active in the country, whether there was a UN Women office and what other United Nations actors were active.

#### Country and programmes

There was a wide variation within the set of countries (see Tables 12 and 13), with implications for the case study selection. Key points of variation included:

- The number of countries for which programme information was available in each region (Africa, 8; Europe and Central Asia, 5; Asia-Pacific, 5; Americas and the Caribbean, 3; Arab States, 2);

**TABLE 12**  
**Summary of country, programme and evaluation information in the country scan database**

Total countries in the country scan	23
Total individual country programmes in the country scan	35
Total individual global programmes in the country scan	10 <sup>1</sup>
Total number of available evaluations of country/global programmes	7 <sup>2</sup>

Notes: [1] As several countries belong to a single country programme, the total number of global programmes is not a sum of the number of global/regional programmes implemented in each country. [2] Includes independent evaluations or research on three country programmes, and three global and one subregional programme.

- The number of known programmes within each country (from one to nine);
- Whether a country only had country-specific programmes (eight countries), only global/regional programmes (six countries)<sup>27</sup> or both (nine countries); and
- The type and number of documents available on a single programme varied from programme to programme, with either a programme description and/or a progress report being produced for most programmes.

Only two country-level programmes focused entirely on coordination activities and these were both in the Arab States region (in Iraq and in the Occupied Palestinian Territories), and one global programme (Women’s Access to Justice in Early Recovery and Post-Conflict, 2009-2011) had coordination activities alongside its operational work. However, it was difficult to ascertain from the document scan whether operational programmes had coordination activities embedded within them.

<sup>27</sup> See Annex 5 for a list of global programmes and the countries in which they are implemented.

## Conflict situation

Descriptive information about the conflict situation in a country and the United Nations engagement was gathered for the country scans, including information as to whether a country was on the Security Council or Peacebuilding Commission agenda, whether it has (or has recently had) a political or peacebuilding mission or a peacekeeping operation, and whether it is PBF eligible. Such information was useful for ascertaining whether a country would likely be viewed as a ‘conflict-affected country’ by the United Nations and whether UN Women’s activities within the country were likely to be seen as contributing to the United Nations’ peace and security objectives.

## Theme and sub-theme: quantitative analysis

Each operational programme/activity included in the country scan database was coded up to three themes (as in the portfolio mapping exercise). In addition, however, programmes were also coded for up to three sub-themes to allow for a more detailed analysis of the character and spread of different types of programmes within peace and security and humanitarian response. Theme and sub-theme categories were chosen on the basis of stated programme activities rather than (the often more general and expansive) programme objectives. Table 15 below shows the breakdown of theme/number of relevant programmes by country while Table 17 and Chart 3 show the figures and spread for the sub-themes.

**TABLE 13**  
**Number of programmes by country**

	Total programmes implemented in country	Of which, No. of country programme	Of which, No. of global / regional programme	No. of evaluation available for country
Africa				
Burundi	1	1		
Democratic Republic of Congo (DRC)	1		1	1
Liberia	3	1	2	
Rwanda	1		1	1
Senegal	1	1		
Sierra Leone	1	1		1
Sudan	2	1	1	
Uganda	3	1	2	
Americas and the Caribbean				
Bolivia	1	1		
Colombia	2	2		1
Haiti	4	2	2	
Arab States				
Iraq	4	4		
Israel/Occupied Palestinian Territories	5	5		
Asia-Pacific				
Afghanistan	9	7	2	
Indonesia	3	3		1
Nepal	3		3	1
Timor-Leste	3	1	2	1
Europe and Central Asia				
Bosnia and Herzegovina (BiH)	1		1	1
Georgia	3	1	2	
Kosovo	1		1	1
Kyrgyzstan	4	2	2	
Serbia	2		2	1

**TABLE 14**

Number of relevant programmes within each thematic area, by country

Region & country	Thematic focus (number of programmes with a relevant component)					
	Protection of women & girls	Security & justice	Peacebuilding & recovery	Post-conflict governance	Humanitarian response	Resolution 1325 national planning
Africa						
Burundi		1	1			
DRC						1
Liberia	1	3	2			2
Rwanda	1		1			
Senegal				1		
Sierra Leone	1	1				1
Sudan / South Sudan		2	2	1		
Uganda	3	4	2			1
Americas and the Caribbean						
Bolivia			1	1		
Colombia	2	1			1	
Haiti	4	3	3	1		1
Arab States						
Iraq	2		1			
Occupied Palestinian Territories/Israel	2	1	2		1	
Asia-Pacific						
Afghanistan	6	5	4	3		1
Indonesia (Aceh)		1	1	2		
Nepal	1	1				1
Timor-Leste	2	3	2			1
Europe and Central Asia						
BiH		1	1			1
Georgia	1	1	1			1
Kosovo		1	1			1
Kyrgyzstan	1	2	2			1
Serbia		1	1			1
Total within theme	27	32	28	9	3	16

Notes: [1] Programmes were cross-cutting and each was coded for up to three thematic areas. As such the rows do not add up to total number of programmes either within a country or the set as a whole.

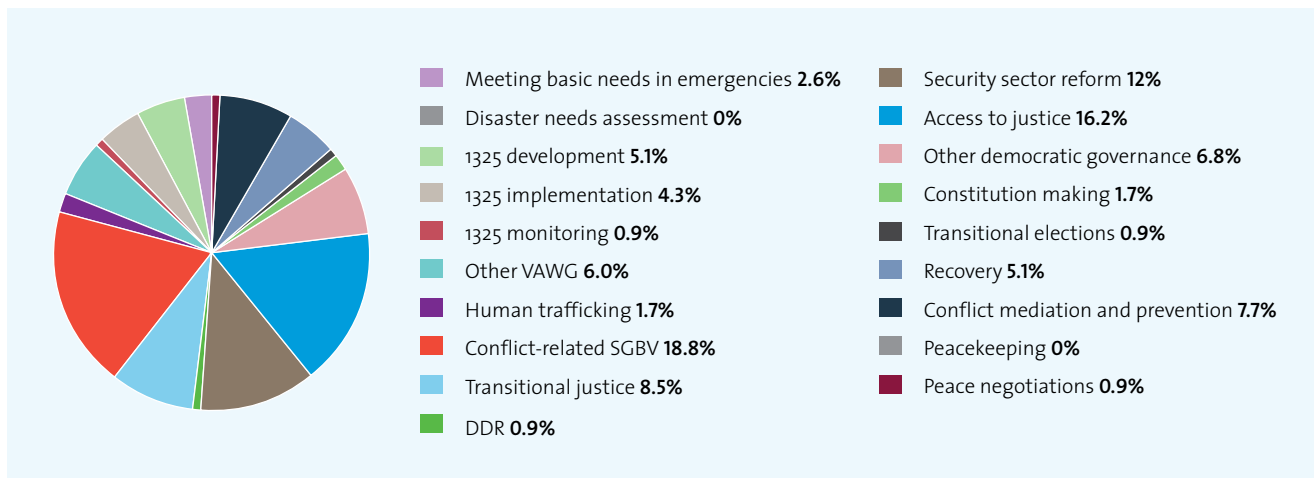


**TABLE 15**  
Number of programmes within each sub-theme (2008-2012)<sup>1</sup>

Theme	Sub-theme	Number of relevant programmes in sub-theme
<b>Peacebuilding and recovery</b>		
	Peace negotiations	1
	Peacekeeping	0
	Conflict mediation and prevention	9
	Recovery	6
<b>Post-conflict governance</b>		
	Transitional elections	1
	Constitution making	2
	Other democratic governance	8
<b>Security and justice</b>		
	Access to justice	19
	SSR	14
	DDR	1
	Transitional justice	10
<b>Protection of women and girls</b>		
	Conflict-related SGBV	22
	Human trafficking	2
	Other violence against women and girls	7
<b>Resolution 1325 National Planning</b>		
	Resolution 1325 monitoring	1
	Resolution 1325 implementation	5
	Resolution 1325 development	6
<b>Humanitarian response</b>		
	Disaster needs assessment	0
	Meeting basic needs in emergencies	3

Note: [1] A single programme could have activities relevant to more than one thematic area, with each programme coded up to three. The total of 'relevant programmes' is therefore not the same (and exceeds) the total of programmes in the set.

**CHART 3**  
**Relative spread of sub-themes (2008-2012)**



Note: [1] Figures relate to the spread of sub-themes in relation to each other (i.e. as a proportion of the value of the total sub-theme codes) rather than as a proportion of total number of programmes (because a single programme could be coded to more than one sub-theme).

The largest themes were security and justice reform (32 programmes), peacebuilding and recovery (28 programmes), and the protection of women and children (27 programmes), followed by programmes with activities relating to resolution 1325 national planning (16) and post-conflict governance (11). Again, only three programmes related to the humanitarian response theme.<sup>28</sup>

Thematic work was not evenly spread across or within regions, however. For instance there were more programmes on security and justice and on peacebuilding and recovery in Africa and Asia-Pacific than other regions. While there were few programmes on the protection of women and girls in Europe and Central Asia, or security and justice in the Arab States. There were no post-conflict governance programmes in the Arab States or Europe and Central Asia, or humanitarian response programmes in Africa or Europe and Central Asia, or national planning on resolution 1325 in the Arab States.

<sup>28</sup> The number of programmes in each thematic area was slightly different and higher for the country scan database than the portfolio mapping database, because the country was the entry point and therefore global programmes were included for every country they were implemented in.

Focusing on sub-theme rather than theme provided a clearer picture of the type of peace and security objectives programmes supported – and changed the picture slightly in terms of relative focus. At one end of the spectrum, there were a relatively large number of programmes around some sub-themes, notably conflict-related SGBV (22), access to justice (19) and SSR (14). At the other end, there was only one programme with activities relating to peace negotiations, peacekeeping, transitional elections, DDR, resolution 1325 monitoring and disaster needs assessment. Related to this, programmes in many thematic areas tended to be skewed towards particular sub-themes. For example:

- Work on peacebuilding and recovery focused on conflict mediation and prevention, which are almost always community-level initiatives and different from ‘official’ peace talks between the main armed parties in a conflict (which was coded to a separate sub-theme of ‘peace negotiations’, and also on (socio-economic) recovery/post-conflict reconstruction;
- There was little or no work around either transitional elections or constitution-making within the post-conflict governance theme;

- Programmes within the protection of women and girls theme were much more likely to have specific language or activities around conflict-related SGBV than to use more generic VAW language. However, only two programmes explicitly mentioned work pertaining to human trafficking;
- Programmes were more evenly spread across the peace and security sub-themes, but there was only one programme relevant to DDR (i.e. explicitly mentioned working with ex-combatants); and
- The absence of programmes related to peacekeeping operations was notable and needed to be explored further.

As with the analysis of the portfolio more generally, uncertainties about how representative the sample was meant these figures and findings were indicative only and were interpreted with caution.

#### **Theme and sub-theme: Qualitative observations**

Given time constraints, in-depth qualitative analysis of operational programme documents was not possible. However, some points to note did emerge from the information in the country scan summaries (see Annex IV) on programme objectives and implementation strategies which were relevant for country case selection and raised questions that were pursued further in the case study phase of the evaluation (and also the desk study phase).

#### *Variation / evolution in terms of explicit framing within resolution 1325*

All the programmes included in the country scan exercise were relevant to women, peace and security. However, there were variations within the programme documents in terms of (a) their explicit framing within resolution 1325 and (b) the emphasis within programme objectives and implementation strategy on activities to promote and support women's leadership and participation in: (i) conflict resolution and prevention; (ii) peacekeeping; and (iii) peacebuilding and post-conflict reconstruction. Box 2 provides an overview of programmes which have explicit objectives and/or activities around resolution 1325 and/or the promotion of women's leadership and participation.

#### **BOX 2**

#### **Programmes with explicit objectives around the implementation of resolution 1325**

- Women as Peacebuilders (2010-2013) (Afghanistan).
- Women Building Peace and Human Security in Western Balkans: Implementing Resolution 1325 (2008-2011) (BiH, Kosovo, Serbia).
- Truth, Justice and Reparation for Women in Colombia (2009-2012).
- Women for Equality, Peace and Development in Georgia (2009-2012).
- Gender-Responsive Peacebuilding (2011-2013) (Kyrgyzstan, Sudan/South Sudan).
- Women Connect Across Conflicts: Building Accountability for Implementation of Resolutions 1325, 1820, 1888, 1889 (2010-2015) (Georgia, Kyrgyzstan).
- From Communities to Global Security Institutions (2010-2013) (Georgia, Haiti, Liberia, Nepal, Serbia, Timor-Leste, Uganda).
- Implementing United Nations Resolution 1325 in Liberia through Advancing Gender Justice and Women Human Rights in Security Sector Reform, Peace and Reconciliation Processes, and Economic Revitalization (2008-2010).
- International Women's Commission on a Just and Sustainable Palestinian-Israeli Peace (2011-2012).
- Advancing the Implementation of the Recommendations of the Truth and Reconciliation Commission on Gender Equality in Sierra Leone (2009-2011).

From the country scan it was difficult to ascertain with any degree of certainty any factors which explained these programme differences. One possibility was that they reflected the changing strategic priorities and agenda over time within the United Nations and UN Women around women, peace and security (it does seem to be a factor when looking at programmes between 2007-2009 which would have been developed under the UNIFEM Strategic Plan 2004-2007, none of which used explicit language relating to resolution

1325). However, more recent programmes, including those from 2011 onwards, were not necessarily framed within resolution 1325.

Furthermore, the global programmes managed by the Peace and Security Cluster (and Governance, Peace and Security before the reorganization of the policy teams) were more likely to have explicit objectives around the implementation of resolution 1325 than individual country programmes, and there also seemed to be more emphasis on the resolutions in particular regions (notably Eastern Europe and Central Asia) and certain countries (such as Liberia).

These features suggested that reasons other than UN Women's strategic priorities and how these were communicated, were important in explaining whether and how country-level programmes sought to contribute to the implementation of resolution 1325. These other reasons included, inter alia, country context (e.g. nature of conflict, political context or government receptiveness to/leadership on 1325, and levels of associative capacity and mobilised women's activism in country); engagement by the United Nations and UN Women (presence, capacity and orientation of the UN Women team, nature of broader United Nations engagement in the country and other United Nations actors involved); and whether projects were UN Women only project, or joint projects where a variety of interests and priorities needed to be accommodated. The country cases sought to identify some of these factors.

Activities to promote and support women's leadership and participation, sometimes even in programmes with higher-level objectives around resolution 1325, were not prominent in the set of programmes examined, although it was difficult to assess this from the document scan. For example, UN Women may have more scope to use its leverage and expertise to substantively forward its women, peace and security objectives within multi-agency projects, where the focus is not resolution 1325 but where it has an agreed gender mainstreaming role (e.g. in Iraq), compared to its own programmes which have clear objectives around resolution 1325 but activities which focus on outcomes other than women's leadership and

participation. These questions were explored further in the case study phase of the evaluation.

#### *Other observations/findings with potential importance for country case selection*

- Evaluation of Gender Equality Programme (2005-2008) in Kosovo found UNIFEM had played an important leadership role in the United Nations Kosovo Team.
- As noted, Iraq and the Occupied Palestinian Territories had dedicated coordination/gender mainstreaming projects.
- The West Balkans subregional programme was one of the few to be explicitly working on the implementation of resolution 1325 with the government and a country within this programme would therefore be a good choice for a field study.
- Burundi was the only country in the set with a programme with activities on DDR. However, the programme appeared to focus on improving access to services for ex-combatants and internally displaced persons (IDPs), rather than women's leadership and participation.
- Colombia and Sierra Leone appeared to have substantive transitional justice activities framed within resolution 1325.
- The objectives of the global Gender Responsive Peacebuilding programme were to ensure that a minimum 15 per cent of the United Nations' post-conflict spending would target women's empowerment and recovery needs. The United Nations country team in Kyrgyzstan has made a commitment to achieve this objective.
- Liberia appeared to have a particular enabling environment for work on resolution 1325 and programmes had explicit objectives to support governments implement their action plans.
- The objectives and activities of global programmes appeared adapted to country-context, e.g. From Communities to Global Security Institutions.

### **3.3 Intergovernmental and coordination activities**

In addition to its operational activities, UN Women has a mandate to provide gender expertise and promote gender mainstreaming throughout the United

Nations, including in relation to its (internal and external) resourcing, policy and activities. Prior to July 2010, these intergovernmental and coordination activities were the principal concerns of OSAGI and DAW within DESA. Within UN Women, these activities are now the responsibility of the Intergovernmental Support Division (IGSD) and the United Nations System Coordination Division in the Intergovernmental Support and Strategic Partnership Bureau.

Fewer documents concerning the activities of OSAGI and DAW (and now IGSD) were available compared to those of UNIFEM. As noted, this reflected the different scope and nature of UN Women's intergovernmental and coordination work, which included servicing and attending meetings, organising events, developing and providing training and other forms of technical assistance, and producing parliamentary and other forms of knowledge products. There were fewer of these types of activities to begin with and they produced less of a paper trail than operational programmes. However, even taking these factors into consideration, the lack of documentation was striking (only 15 documents were provided for the portfolio mapping exercise, with only one from IGSD and none from the Coordination Division) and may have been due to less rigorous documenting, monitoring and evaluating activities within these areas than in UNIFEM. Given the lack of documents from IGSD and the Coordination Division, the following summary provides an overview primarily of the orientation and work of DAW and OSAGI, with some additional comments on UN Women's intergovernmental and coordination activities where possible.<sup>29</sup>

### **Objectives and mandate**

DAW and OSAGI were both part of the DESA sub-programme on Gender Issues and the Advancement of Women – one of the smaller programmes within DESA with a staff group of 43 (14 in OSAGI, including an Assistant Secretary-General, and 29 in DAW) and a combined budget of around \$15.5 million in the 2010-2011 period (OIOS, 2009). Being part of the same

sub-programme and as set out in their proposed programme of work (CSW/Economic and Social Council, 2006 and 2007), DAW and OSAGI shared:

- An overall orientation: To mainstream gender equality into all United Nations policies and programmes;
- A mandate: To strengthen the achievement of gender equality and the advancement of women, including women's full enjoyment of their human rights; and
- Objectives (and associated indicators) which, for 2008-2009 and 2010-2011, included:
  - o Advancing gender equality and the elimination of discrimination through support to and the promotion of the full and effective implementation of the Beijing Platform for Action, the outcomes of the 23rd Special Session of the General Assembly and the 2005 World Summit and CEDAW;
  - o Enhancing the capacity of CSW and CEDAW to fulfill their mandates, including the promotion of gender mainstreaming;
  - o Increasing the capacity of the United Nations systems entities to mainstream gender perspectives and undertake targeted measures to empower women in policies and programmes of the United Nations system; and
  - o Increasing the capacity of Member States, regional and subregional organizations and the United Nations system to implement resolution 1325 on women, peace and security (for 2010-2011 only).<sup>30</sup>

Therefore, while the Secretary-General and senior management within the United Nations Secretariat were responsible overall for the implementation of gender mainstreaming, OSAGI and DAW had a shared mandate to promote and support it (OIOS, 2010). Primary responsibility/accountability for gender mainstreaming within the United Nations still lies with the Secretary-General, but the lead on holding the United Nations system to account resides with UN Women.

<sup>29</sup> Other than the its 2008-2011 Strategic Plan, no information was submitted on INSTRAW or the relevant divisions within UN Women, the Research and Data Section and UN Women Training Centre, both within the Policy Division.

<sup>30</sup> The OSAGI and DAW 2008-2009 work programmes were approved at the CSW Annual Session but was developed in 2006, while their 2010-2011 programme was developed in 2007.

However, in practice, as noted by OIOS (2009), DAW and OSAGI had different reporting structures (with DAW reporting to Under-Secretary-General through the Assistant Secretary-General of DESA and OSAGI reporting directly to the Secretary-General) and different (though still overlapping) mandates and work programmes. Both were to act as ‘catalysts’, however, with OSAGI responsible for developing new strategies and programmes by providing:

- Advice and support to the Secretary-General/ Secretariat<sup>31</sup> on gender issues, including in relation to gender mainstreaming throughout the United Nations and improving the status of women;
- Support and advice to the Security Council on gender issues; and
- Leadership to the Inter-Agency Network on Women and Gender Equality (IANWGE) and its subsidiary groups, such as the Inter-Agency Task Force on Women Peace and Security.

Whereas DAW, which was comprised of three main sections (Gender Analysis, Women’s Rights, and Coordination and Outreach), was to do this by advancing the global agenda on women’s issues and by mainstreaming a gender perspective in all sectors, through:

- Promoting gender mainstreaming in these and other intergovernmental bodies and throughout the policy and programmes of the United Nations;
- Substantive servicing of the CSW, the Economic and Social Council and the Gender Assembly, including monitoring of their gender decisions; and
- Promoting and monitoring implementation of CEDAW and other international statements on gender equality, in particular the Beijing Declaration and Platform for Action, through technical assistance to Member States.

UN Women’s Strategic Plan 2012-2013 and its six development result goals guide IGSDs strategic objectives. However, IGSDs Work Programme 2012-2013 defined outcomes which were particularly relevant to UN Women’s intergovernmental work, including

<sup>31</sup> Including the Secretary-General, departments within the United Nations Secretariat (including DPKO and the Office for the Coordination of Humanitarian Affairs [OCHA]) and the five United Nations Regional Commissions.

resolutions from intergovernmental processes provide stronger mandates and targets to enhance women’s participation in decision-making; relevant intergovernmental forums explicitly address women’s rights, protection and participation in conflict and humanitarian emergency situations; and global normative and policy frameworks that influence development planning and financing contain action for the implementation of gender equality and women’s empowerment. The workplan also outlined IGSD’s main activities which were consistent with the intergovernmental activities of OSAGI and DAW described above, but the coordination of contributions from across UN Women and support to the UN Women Executive Board was also stressed.

### **Intergovernmental and coordination activities**

To fulfil their mandates, OSAGI and DAW undertook a number of activities including (CSW/Economic and Social Council, 2006 and 2007; OSAGI, 2001):

- a) Servicing intergovernmental meetings: Including producing agendas (e.g. for CSW or IANGWE); parliamentary documentation (e.g. the CEDAW report and, reports from the Secretary-General to the Economic and Social Council on women, peace and security for the Security Council); briefing delegates; and reporting on progress against decisions and commitments (e.g. on mainstreaming for CSW or status of submissions, report of state parties for CEDAW).
- b) Promoting inter-agency collaboration: Including chairing the IANGWE Administrative Committee on Coordination, and supporting their various Task Forces (including on women, peace and security); documenting and sharing good practice (e.g. through the online Community of Practice for Inter-Agency Coordination on Gender Equality and the Empowerment of Women); influencing Common Country Assessment United Nations Development Assistance Frameworks (CCA/UNDAF); and through advocacy and consultations with United Nations senior management.
- c) Providing technical assistance/support: For Member States (e.g. implementation of CEDAW or Beijing commitments), and for United Nations Missions

and Gender Units and other United Nations actors, including the development and delivery of training material, production of guidelines and other tools, maintenance of rosters of specialists; briefings for senior management; surveys to monitor progress on gender mainstreaming.

- d) Producing publications and other knowledge products: Including recurring flagship publications (e.g. World Survey on the Role of Women in Development) and ad hoc outputs.
- e) Facilitating partnerships between United Nations entities, Member State delegations, NGOs and academics, including orientation sessions for NGOs.

In terms of the relative amount of time spent on these different types of activities, the OIOS audit of OSAGI and DAW during the period 2006-2009 found 'on average, over half of the sub-programme's outputs related to the substantive servicing of meetings and the production of parliamentary documentation. About 20 per cent of outputs were non-parliamentary publications, and about 10 per cent were expert group meetings' (OIOS, 2009).

### **Examples of activities related to peace and security and humanitarian response**

The workplans provided an idea of the types of activities that were conducted by OSAGI and DAW. Details of some of the actual intergovernmental and coordination activities specifically in the area of peace and security and humanitarian response in the period 2008-2012 are provided below. In the absence of programme documents, they were identified through the following sources: the evaluation and the audit of OSAGI and DAW (OIOS, 2009 and 2011); evaluation of the 2008-2009 resolution 1325 SWAP (OSAGI, 2010); the inventory of VAW activities, 2007-2012 (UN Women, 2012b); and the briefing on the UN Women's programme/strategy on women, peace and security (UN Women, 2011).

### **Coordination and monitoring of the implementation of resolution 1325**

At the request of the Secretary-General, OSAGI coordinated two SWAPs on resolution 1325, the first covering 2004-2007 and the second (coordinated through the

LANGWE Task Force on Women, Peace and Security) for 2008-2009, to improve United Nations coherence in this area. Also at the request of the Secretary-General, the 2008-2009 SWAP was 'reconceptualised as a result-based programming and monitoring and reporting tool' on the implementation of resolution 1325 to improve accountability. The 2008-2009 SWAP compiled submissions from 32 United Nations entities on their planned activities in five thematic areas (prevention, participation, protection, relief and recovery and normative), expected achievements and how these were to be measured based on a pro forma submission template which included an RBM framework.<sup>32</sup>

An evaluation of the 2008-2009 SWAP (OSAGI, 2010) found it had improved coordination 'somewhat' and made progress on RBM in the work of the United Nations on resolution 1325, but highlighted some fundamental shortcomings. The SWAP was over-ambitious and under-resourced, and its purpose was unclear, in terms as to whether it was a coordination mechanism, strategic planning tool or both. The evaluators argued that the SWAP was 'more a list of activities than a planning tool with ... thematic areas ill-defined and no monitoring and evaluation framework in place'. Little evidence was found that the SWAP had improved concrete and measurable outcomes at country level or that it had improved accountability for resolution 1325. In place of the SWAP, on behalf of the Secretary-General and again through the Task Force on Women, Peace and Security, OSAGI/UN Women developed a strategic framework to guide implementation of resolution 1325 between 2010-2011. As discussed in Section 2, the framework had four key targets focused on prevention, participation, protection, and relief and recovery, with intermediate goals for 2014 and associated indicators, which the High-Level UN Steering Committee on Women, Peace and Security (HLSC-WPS) was responsible for evaluating.<sup>33</sup> The Security Council reviewed the indicators in October 2011 with UN Women leading their refinement.

<sup>32</sup> However, four-fifths of these submissions were incomplete (OSAGI, 2010).

<sup>33</sup> The PeaceWomen Project ([www.peacewomen.org](http://www.peacewomen.org)) is also tracking progress towards the 2014 targets.

### **United Nations Inter-Agency Task Forces**

- OSAGI/UN Women chairs the Women, Peace and Security Task Force within IANWGE, which was set up in 2001 following resolution 1325 with the objective of support to global programming, coordination, monitoring and reporting of the United Nations systems joint response to women, peace and security. As noted, the Task Force was central to the development of the Secretary-General's resolution 1325 strategic framework and indicators. In 2001, the Task Force was made a Standing Committee in recognition of the increased demand for its support and for improved monitoring and accountability around resolution 1325. Two sub-working groups on the resolution 1325 strategic framework, and data collection and analysis of the 1325 indicators were formed. The Committee meets on a quarterly or as needs basis;
- OSAGI/UN Women also participate in inter-agency initiatives such as the United Nations Action against Sexual Violence in Conflict (UN Women leads the advocacy pillar), IASC's GenCap, the SSR Task Force (UN Women has drafted a Interim Technical Guidance Note on SSR), Inter-Agency Working Group on DDR, Task Force on Children and Armed Conflict and the United Nations Rule of Law Coordination and Resource Group; and
- Together with the United Nations Economic and Social Commission for Asia and the Pacific (ESCAP), UN Women co-chairs the Regional Coordination Mechanism Thematic Working Group on Gender Equality and the Empowerment of Women whose inaugural meeting was held in September 2011.

### **Other coordination efforts in specific areas of peace and security and humanitarian response included:**

- Increased activity to end VAW after the Secretary-General's study on all forms of VAW and General Assembly resolution A/RES/60/136 (United Nations, 2006). These coordination efforts, carried out by DAW/UN Women included: Words to Action, a quarterly newsletter begun in 2009 to disseminate information about measures taken by intergovernmental and expert bodies, United Nations entities and Member States; an database and inventory (updated annually) of United Nations activities to

prevent and eliminate VAW (UN Women, 2012b); and convening expert group meetings on VAW on specific topics. UN Women, and DAW before it, manages the Multi-donor Trust Fund for VAW, a grant-making mechanism established in 2006 for programmes contributing to the Secretary-General's UNiTE to End VAW campaign.

- OSAGI support for development of entity-specific policies and action plans for implementation of women, peace and security resolutions and decisions;
- OSAGI and INSTRAW developed a virtual dialogue in best practice in implementation of resolution 1325 and an online training course (2008-2009);
- The partnership between UN Women and the Peacebuilding Commission/PBSO;
- UN Women's lead role in support to the coordination and monitoring of the Secretary-General's Seven-Point Action Plan on Women's Participation in Peacebuilding;
- UN Women and DPKO's joint development of training materials on prevention of sexual violence for peacekeeping troops and their piloting in ten troop-contributing countries in 2011;
- UN Women's joint workshop in 2011 (with PBSO, the United Nations Development Operations Coordination Office [UN DOCO], UNDP and the World Bank) on gender and post-conflict and post-disaster needs assessments, with the aim of agreeing draft measures; and
- UN Women and the Office of the Special-Representative of the Secretary-General on Sexual Violence in Conflict (OSRSG-SVC) joint development of early warning signs for sexual violence in conflict, which were endorsed by the United Nations Action Steering Committee and were rolled out in 2012.

### **Support to intergovernmental bodies and outcomes in the area of peace and security and humanitarian response**

- General Assembly resolutions and DAW contributed to preparing the report of the Secretary-General on intensification of efforts to eliminate all forms of VAW (A/63/214.);
- DAW contributed to preparing the report of the Secretary-General on eliminating rape and other



forms of sexual violence in all other manifestations, including conflict and related situations (A/63/216, 2008) (following a General Assembly thematic debate in December 2007);

- General Assembly thematic debate and DAW preparation of report of the Secretary-General on trafficking in women and girls (A/65/209) (2010);
- Economic and Social Council event on its role in addressing VAW in July 2008;
- OSAGI/UN Women contributed to preparing the Secretary-General's annual report on progress in the implementation of resolution 1325; and
- OSAGI organized high-level policy dialogues on the implementation of resolution 1325 in Africa in 2008 (and the Americas and Caribbean in 2007).

### Effectiveness of OSAGI and DAW

In 2009, OIOS conducted an audit of OSAGI and DAW to assess their management in achieving their mandates and implementing their programmes of work (covering the period 2006-2009) (OIOS, 2009). A follow up evaluation of OSAGI and DAW was conducted by OIOS in 2010 (covering the period 2006-2010) (OIOS, 2011). The tone and findings of the 2009 audit, many of which were challenged by DESA, were unremittingly negative. The findings of the 2011 evaluation were more mixed. Overall, the assessment of OSAGI and DAW's role in the global gender architecture and contribution to global gender equality outcomes was positive. It particularly highlighted the quality of analysis within the two entities and the high impact of DAW's substantive support to the work and outcomes of CSW. The evaluation found:

*The main area of strength of the former entities is their ability to support the normative role of United Nations intergovernmental bodies, particularly the General Assembly, [the Economic and Social Council], CSW and the Security Council. The familiarity of staff of the sub-programme with intergovernmental processes, their substantive knowledge, their access to a wide range of civil society organizations (CSOs), their facilitation of intergovernmental deliberations and outputs and their long-standing institutional knowledge were all cited by stakeholders as unique sources of value to global and United Nations activities to promote*

*gender equality. These should be safeguarded and sustained in UN Women. (OIOS, 2010, p. 29)*

OSAGI and DAW's work on women, peace and security, and resolution 1325, as well as work on VAW, were marked out as being areas of particular success as they had been able to shape global priorities and change national policies during the evaluation period. The successful development of widely-endorsed policies, global standards, norms and action-oriented recommendations therefore served as an example for how countries could be supported in delivering results to address gender inequalities at country level. OSAGI was given particular credit for its work in raising awareness on issues relating to women, peace and security and for supporting entity-specific politics and action plans on resolution 1324, as well as for the Secretary-General's campaign to end VAW.

Nevertheless, both the audit and the evaluation highlighted significant shortcomings concerning the management and effectiveness of OSAGI and DAW, including problems arising from the overlap in their mandates and work programmes. Key findings included:

- A lack of progress in supporting the implementation of objectives established in the Beijing Declaration and follow up conferences, in particular the failure to establish 'a cohesive framework to measure progress of the agenda for the advancement of women as had been done in the case of the MDGs', with CSW monitoring not fit for purpose (OIOS, 2009);
- Under-resourcing and inadequate work planning/ monitoring of the Focal Point for Women, contributing to the failure to achieve the goal of gender parity in United Nations senior posts by 2000 (OIOS, 2009);
- Failure of DESA management to ensure senior management performance was reviewed annually which resulted in a 'weak internal control environment', including delayed and incomplete workplans and failure to deal adequately with staff grievances (OIOS, 2009);
- Under-resourcing, high turnover and staff shortages within the sub-programme. For instance planned OSAGI and DAW activities increased from

693 in 2005-2006, to 839 in 2007-2008 without any increase in staffing, which meant only 10 of 31 planned DAW publications were produced in 2006-2007 (OIOS, 2009);

- Difficulty in assessing the effectiveness of IANWGE and its task forces because of a lack of clearly defined responsibilities and progress indicators (OIOS, 2009);
- Inability to fully leverage partnerships, including within the United Nations system, despite structures for cooperation and collaboration being in place (OIOS, 2010);
- Poor coordination of activities, resulting in duplication/competition even within OSAGI and DAW (OIOS, 2010);
- Mixed results with regards to gender mainstreaming in the Secretariat, fifteen years after the introduction of a gender mainstreaming policy (OIOS, 2010); and
- Lack of resources to meet information demands of stakeholders, particularly given the complexity of the work in terms of the number and diversity of actors they worked with (OIOS, 2009, 2010).

Both the audit and the evaluation recommended the two entities be merged. In addition, the 2011 evaluation endorsed the consolidation of normative and operational work on gender equality and the empowerment of women. It highlighted that the creation of UN Women provided an opportunity to link and improve effectiveness of both areas, such as ensuring intergovernmental work is informed by expertise on substantive issues/in-country perspectives, providing technical assistance to field staff to help Member States implement global norms/commitments, and by coordinating the reporting of progress on gender mainstreaming within the United Nations system.

#### 4. Final considerations on the evaluation framework, methods and country case selection

Section 4 provides some final considerations on the evaluation framework and methods, and how the objectives and scope of the evaluation, as agreed in the inception phase, were achieved.

#### 4.1 Evaluation principles

The evaluation framework took into account the following principles with a gender equality and human rights responsive approach:

- **Comprehensiveness:** While the evaluation focused on women political participation and leadership in peace and security and humanitarian response, it was also clear that the evaluation needed a broad and comprehensive focus, to ensure that wider issues of gender sensitive response/action in peace and security and humanitarian response were taken into account.
- **Theory-based:** In line with a theory-driven approach to evaluation, the framework was applied to elicit the implicit programme logic of peace and security and humanitarian response policies and programmes in relation to contributing to leadership and participation of women in these areas, which better defined the assumptions, choices and theories held by those responsible for design and implementation. In turn, this allowed a more realistic assessment of results and outcomes, including the reasons why objectives were being met or not.
- **Evidence-based:** The framework was built on the main findings of the desk phase which provided an important evidence base as well as analytical pointers for guiding the evaluation framework.
- **Consistency with DAC evaluation criteria:** In accordance with international good practice, and in response to the terms of reference the framework took into account the key evaluation criteria of effectiveness and coverage, partnership and coordination, relevance, coherence, impact and sustainability).
- **UNEG evaluation guidelines:** In line with UNEG guidelines, the evaluation exercise took measures to integrate gender equality and human rights principles in both its focus and process. These measures were refined during the desk study to ensure:
  - o The method of data collection — both during the desk study and the country cases — included a consideration of gender equality and humanitarian responses principles. The case study template

and methodology ensured principles of inclusion and participation were considered in the stakeholder analysis. Throughout the different stages of the evaluation attention was paid to identifying issues of power relations including, first, in relation to the object of analysis, considering the context analysis and conflict analysis, and in the stakeholder mapping, the balance of power between and within advantaged and disadvantaged groups; second, in relation to the evaluation exercise itself, being mindful of the relationship between implementers and different stakeholders in interventions, including taking into consideration the role of the evaluation team;

- o The evaluation questions matrix included relevant evaluation questions regarding the consistency of programming with gender equality and humanitarian response principles, including in relation to 'do no harm' considerations. This was refined further during the desk study; and
- o Findings considered whether and how gender equality and humanitarian response principles were integrated in programming and operational practice in meaningful ways

## 4.2 Evaluation framework

Three main questions underpinned the evaluation:

- To what degree did UN Women policy/strategic thinking, intergovernmental work and operational practice at the different levels (global, regional and national) and country) shape wider policy and operational practice in peacebuilding and post-conflict settings?;
- To what degree did UN Women's peace and security and humanitarian response interventions strengthen women's leadership roles, participation and access to decision-making in peacebuilding and post-conflict settings?; and
- How will the findings from this evaluation exercise be used to develop recommendations on the strategic direction of UN Women as it moves forward on its peace and security and humanitarian response mandate?

The evaluation assessed the strategic direction of UN Women in the area of peace and security and humanitarian response, drawing on the experiences of its predecessor entities, reflecting on the coherence and relevance of the policy and strategy agendas that had evolved, and assessing the practical and operational workings of country-level design and implementation.

The three dimensions of analysis developed in the inception report are noted below. They enabled the evaluation process to capture and distinguish between the policy and strategic issues of UN Women influence and impact; the programming process and results; and the organizational strengths and constraints of UN Women in fulfilling its mandate (taking note that the new architecture is still being rolled out).

Dimension 1: UN Women's policy and strategic direction: To consider issues of impact and influence in order to inform the strategic orientation of the peace and security and humanitarian response mandate. This focused on the policy impact of UN Women's action at the intergovernmental level and national level, and on national policy, taking account of nature of partnerships that were established and UN Women's coordination with other United Nations entities.

Dimension 2: UN Women's programming and operations: To consider issues of effectiveness and relevance of UN Women action at the national level/in programmes and what lessons were learned to inform future directions under the new mandate. This focused on programme process and results as well as on assessing UN Women's ability to leverage resources and partnerships to maximize its presence/role in emerging peacebuilding and post-conflict situations.

Dimension 3: UN Women's organizational capacities, resources and structures: To consider how and whether these factors enabled or inhibited UN Women's ability to fulfil its mandate in ways that engaged most effectively with the constraints and opportunities it faced at global, regional and national level in promoting women's leadership and participation in peace and security and humanitarian response, (noting that the roll out of UN Women architecture is still underway).

These dimensions of analysis were inter-connected in terms of determining the nature and quality of the role and effectiveness of UN Women's support to women leadership in peace and security and humanitarian response. They were used to consider developments and experiences at headquarters, regional/subregional and national levels.

The inception report outlined key evaluation questions which are captured in the evaluation question matrix (Annex VI). The matrix provides a comprehensive overview of the evaluation questions, related indicators and ways to address the main evaluation criteria of effectiveness, partnership and relevance, impact and sustainability.

### **Qualitative methods**

Given the broad types of conflict or post-conflict related contexts, and the spread of thematic categories that were included in the mandate of peace and security and humanitarian response, a like-for-like comparison was neither helpful nor possible. The qualitative approach adopted for the evaluation enabled an assessment of each country case focusing on UN Women's policy and programming experience as being effective, relevant and sustainable, including its capacity for building effective partnerships and coordination with other agencies/donors.

The evaluation took as a starting point that assessing best practice was not relevant, but considered whether policy influence, programming and operations reflected appropriate fit to context conditions, needs and realities and how this was reflected in results. Thus, the focus was on examining whether UN Women's programming and operations were able: (1) to influence policy at the national level (in relation to government, other United Nations entities and international development partners as relevant in each case) which was relevant to the political economy conditions of the conflict/post-conflict dynamics of country context, and was considered as such by relevant stakeholders; and (2) defined and contributed to results of appropriate leadership and participation objectives of specific interventions under the peace and security and humanitarian response.

For this, the case studies used the following qualitative methods:

- a) Dimension 1 (global, regional country-level approaches to policy influence): Identifying the features and experiences of practical adopted by UN Women to see how they were perceived by other stakeholders;
- b) Dimension 2 (the effectiveness of interventions, whether they achieve results and how): Identifying the theories of change underpinning programming, including how context conditions were factored into design and what analytical reasoning was followed; and how flexibility in operations was integrated, especially given potentially high levels of volatility in conflict or post-conflict contexts. It was relevant to capture experiences of how strategic opportunities for action were identified and acted on; and
- c) Dimension 3: Interviews and documentary analysis which sought to unveil country-level organizational capabilities, and what specific factors and country office features inhibited or enabled the achievement of results.

The evaluation matrix was designed to enable the country fieldwork to capture these issues.

A case study approach enabled the evaluation team to study a selection of UN Women's work in different contexts, providing useful lessons on what works, where and why. UN Women will be able to draw on the findings to inform policy development, as well as operational priorities and modes of practice in different contexts.

However, there were limitations to this approach, especially given the limited number of cases and the extremely constrained timeframes of the evaluation as a whole and the case studies in particular. Thus, the evaluation was not able to provide:

- A summative assessment on UN Women's effectiveness across its peace and security and humanitarian response portfolio. To do so required a much bigger sample of interventions and a careful selection of representative interventions across the portfolio and categories of peace and security and humanitarian response; nor

- A comprehensive comparative analysis of the conditions or variables which affected effectiveness and results of UN Women programmes across its portfolio. This was mainly because the choice of case study was not based on comparability of contexts and interventions, but rather on useful examples of UN Women’s engagement in different regions, type of fragile/conflict affected contexts, breadth of intervention types as well as pragmatic considerations around country team availability and interest, availability of documentation and access to key stakeholders.

## Results

The fieldwork for the case studies and the policy/ intergovernmental analysis enabled the evaluation team to reach robust findings which met the objectives of the evaluation exercise.

To this end, the evaluation addressed and assessed results of UN Women over the period 2008 to 2012 in relation to the following key areas and levels of interventions:

- a) Policies, strategies and practice in peace and security and humanitarian response. Here the focus was on results achieved by UN Women (and its predecessor entities) in terms of assessing its influence on global, regional and national-level policies, strategies and practices of the peacebuilding /security building (and humanitarian response) community, including other United Nations entities and key international players (e.g. the European Union [EU]). It included an assessment of how UN Women and its predecessor entities positioned themselves strategically to implement their normative, operational and coordination mandates with regards to peace and security and humanitarian response. Results at the intergovernmental and coordination levels could include changes/ improvements in terms of gender awareness and issues of women leadership and participation in key policy documents, standards and guidance for operations, as well as strategic positioning of UN Women vis-à-vis decision-making processes. The analysis allowed the evaluation team to assess the relevance of the current mandate in relation to the wider peace and security and humanitarian

response global normative agenda, policies and practices. In practice, results in relation to policies and strategies for the peace and security and humanitarian response agenda were assessed by:

- Analysing changes (positive and negative) in policy and strategic documents on peace and security and humanitarian response over the evaluation timeframe in relation to visibility and prominence of issues of women political participation and leadership; and
- Gathering opinions and perceptions of key stakeholders in the peace and security and humanitarian response field to assess the evolving role, influence and capacity of UN Women’s action in relation to women political participation and leadership.

- b) Programming and operations. The focus was on assessing UN Women’s programme effectiveness at the national level, based on existing results frameworks (including evaluations as well as primary research with key stakeholders during the country case studies). The case studies assessed a wide enough sample of thematic areas and intervention types to enable some degree of summative conclusions on UN Women programming in relation to the evaluation criteria noted in the terms of reference. However, it was important to note that, given the constrained timeframe, the evaluation was not able to provide an exhaustive reviews of the entire portfolio on peace and security and humanitarian response programming. Hence, findings from the exercise were not generalized, especially beyond issues of leadership and participation which were the focus of the evaluation.

In practice, results in relation to policies and strategies for peace and security and humanitarian response were assessed by:

- Assessing observed results and outcomes of individual projects/interventions against their existing objectives and results framework. Notably, this relied on existing documentation, such as projects plans, monitoring data, progress/performance reviews and evaluations. Where these were not available, the evaluation was only able to formulate very partial judgments based on the views of the

stakeholders consulted during the case studies; and

- Triangulating and verifying existing data with primary research and consultation through key stakeholder interviews at country level. To maximize validity of the findings the evaluation team consulted a wide range of stakeholders, directly or indirectly involved in UN Women led operations, within the existing resource and time constraints.

While the evaluation also looked at the relationship between policy formulation/influencing and programming/operations, it also took into account the concerns expressed by the reference group that the organizational architecture of UN Women was still being rolled out. This was addressed through an assessment of how the transition from predecessor entities to UN Women drew on lessons learned, and maximised strengths to address constraints.

Under the current timeframe it was not possible to provide a robust analysis of results across the peace and security and humanitarian response agenda. The desk study focused on defining and mapping policy, intergovernmental and programmatic/operational documents which were indicative of UN Women's work and provided an indication of trends in the peace and security and humanitarian response agenda.

However, combining a theory-based approach with an assessment of policy, programming and operational results against intended outputs and potentially on outcomes (noting the caveats here on attribution noted in the DRFs) enabled the evaluation exercise to reach findings pertaining to the fieldwork based country studies, and the study on policy and strategic influence. For the latter the evaluation team used resources to obtain interviews in New York with key stakeholders in UN Women and other United Nations entities, and verified further with interviews from other bilateral agencies, and the EU.

It was noted in the inception report that adopting a theory-based approach for this evaluation was particularly relevant as it allowed the evaluation team to focus not only on results and impact at different levels, but crucially also on what was learned from the existing underlying logics of UN Women work to

inform future directions at this particular time of the entity's consolidation.

The extent to which it was necessary to analyse policy and operational change models separately, given the evolution of the mandate and the relative limited operational capacity/presence of UN Women, was a key issue.

In addressing the policy/operational link and assessing results, the following were important features of the evaluation process:

- To consider (where relevant) the overall relationship between policy and programme documents that were analysed, taking note of coherence and relevance;
- The extent to which programming and operations drew on results frameworks that accompanied strategic plans at global, regional and national level. In particular, attention was paid to how operations combined an assessment of context specific needs to inform the programming choices guided by relevance and effectiveness, and took account of the need to assure national-level ownership for programming;
- By drawing on theory-based methods, the field work identified the logic chain between input, output, outcome goals. Here, consideration was given to:
  - Interrogating the analytical robustness of the theory of change implied in the chain, and whether intended outcomes and goals were reasonable;
  - The commensurability between indicators that were identified as measures of progress and intended outcomes/goals. For instance, the number of workshops on leadership capacity development was likely to give a very limited indication about achievement of outcomes and goals; and
  - Caveats about attribution between input, and outcomes, or goals needed to be underlined (as was already acknowledged in the DRF).

### **Leadership and participation**

Finally, the evaluation focused on results in relation to support for women's leadership and participation

across the full range of thematic and sub-thematic areas in the peace and security and humanitarian response agenda.

The distinction between the intrinsic and instrumental value attributed to women's leadership and participation was again noted. The evaluation exercise took the intrinsic value as given, and focused especially on results and impact regarding UN Women's work in support of these, and achievements in relation to these. However, the evaluation exercise was not able to assess whether UN Women's support to women's leadership and participation resulted in the achievement of other goals in the peace and security and humanitarian response agenda. For instance, it was not able to produce robust findings on whether increased numbers of women police officers translated into improved outcomes for VAW. In some cases, fieldwork revealed the existence of such a causal connection which, was then reflected in the findings with an explanation of what were the enabling factors that contributed to such a connection.

At the same time, on leadership and participation, the evaluation probed in each case what this specifically meant, and how relevant stakeholders valued the particular features of women's leadership and participation in relation to the particular theme and sub-theme of the peace and security and humanitarian response that a programme or strategic goal was embedded in.

A challenge for assessing UN Women's role in supporting women's leadership in peace and security and humanitarian response lay in the broadness of the range of activities and interventions which were relevant across fragile and conflict-affected contexts. For instance, support to facilitate women's participation in early recovery is different to that in other stages of peacebuilding such: as community-level forms of participation in conflict prevention; supporting women's participation and access to leadership roles in peace agreements; forging political settlements and post-conflict constitution drafting; participation and leadership capacity in first elections; more gender responsive processes of transitional justice and DDR process which ensure the participation of women in their design and in how they are implemented;

justice and security interventions aimed at supporting women's inclusion and participation in dispute resolution mechanisms; providing protection or security (including through increased numbers of women police officers); or ensuring that women occupy key positions in peacebuilding processes facilitated by the United Nations.

In order to assess UN Women's support to leadership and participation, across the three levels of analysis the evaluation engaged with the specific theories of change and logic chain that were implicit to policy/strategy and intergovernmental work, and also the programming and operational level of reasoning which connected interventions to intended outcomes and goals. It was important in each case of the interventions or activities assessed to draw on the particular leadership and/or participation goal that it sought to address as identified in the different DRFs. Moreover, the evaluation process took into account the role of leadership and participation as mapped against the four pillars of resolution 1325, and the intended outcomes and goals.

### 4.3 Case study guidelines

Fieldwork was carried out by members of the evaluation team in collaboration with local researchers/country experts who organized interviews and meetings. Collaborating with a local researcher ensured triangulation, expert knowledge of the socio-political context of the country and better data coverage.

Each field visit involved a one-to-two week field mission, followed by the drafting of the case study report which informed the final report. The country reports were written by the relevant member of the core evaluation team in consultation with the local consultant, who was closely supervised by the lead researcher to ensure consistency across case studies and coherence in the presentation of findings.

The unit of analysis was country-level programming, and fieldwork looked at a selection of interventions combined with an analysis of the overall strategy. The number of interventions was determined during the desk study following documentary review for the country scans, and taking account of time and resources.

A UN Women Evaluation Office staff member accompanied the evaluation team in on the Bogotá country case study.

The case studies were structured as follows:

- Brief context analysis with elements of conflict analysis;
- Completion of an internal matrix for analysis, which was further refined during the desk phase and ensured coverage of relevant data on concrete projects/programmes;
- Application of the evaluation questions in Annex VI, through a combination of documentary analysis, and one-to-one and focus group interviews (as conditions allow) with relevant informants and stakeholders. Interviews were semi-structured to address the concrete evaluation questions, but also allowed for unstructured questions as these arose from the context analysis and conflict analysis, and the dynamics of a particular intervention; and
- Drafting case study notes to inform the final report, following a template that was finalised during the desk study phase.

The first case study was a pilot. However, given the tight timeline, for practical purposes the second country visit overlapped with the first country visit.

In addition to the desk study and the case studies, the evaluation team agreed with the Evaluation Office to carry out a number of interviews with key stakeholders specifically covering issues related to UN Women's influence over policies and practices on policy and strategy both within the United Nations system and outside (e.g. the EU, major NGOs etc.). Once this change to the workplan was agreed, the number of interviews, organizations and main respondents (approximately 10) was finalized. These interviews were conducted by phone or, when possible, face-to-face and a mission to New York in December 2012 was planned to accommodate this.

#### 4.4 Case study criteria

Drawing on the findings of the desk study and consideration of the peace and security and humanitarian response agenda, the following criteria were proposed.

#### Substantive criteria

The substantive criteria for the evaluation included:

- Geographic spread (ensuring all major regions are covered to the extent possible);
- Thematic spread, across the range of sub-themes relevant to the peace and security and humanitarian response agenda. Programmes with at least one of the following thematic areas were included:
  - Protection of girls and women;
  - Security and justice;
  - Peacebuilding and recovery;
  - Post-conflict governance;
  - Resolution 1325 national planning; and
  - Humanitarian response;
- Nature of the United Nations presence, including ensuring that at least one country had, or had previously had, a peacekeeping mission and at least one that had not; variation in duration of UN Women/UNIFEM's engagement and, (if possible/ viable, a country where UN Women had withdrawn from country-level activities); and
- The degree to which there was an enabling environment for progress on the implementation of resolution 1325, signaled by, for instance, a country having an NAP.

In selecting only four or five case studies, the evaluation team were not able to cover the full range of criteria, or ensure all categories were covered in those selected. For instance, there may have been good programmatic reasons to include two countries from one regional group, at the expense of another region.

#### Practical criteria

Practical criteria for the evaluation included:

- Full support/engagement of UN Women country office;
- Sufficient programmatic documentation;
- Security conditions enabled research to be conducted; and
- Country selection matches where possible country/ regional expertise of team members.

The data analysis from the portfolio mapping and country scans during the desk study phase are presented in Annex IV. Through the analysis the proposed potential case study countries were: Afghanistan, Colombia, Georgia, Haiti, Kosovo, Liberia, Nepal, South Sudan and Timor-Leste.



# ANNEX IV: SUPPLEMENTARY DESK STUDY – A REVIEW OF SELECTED PROGRAMME RESULTS\*

## 1. Introduction

### 1.1 Purpose

The desk study was the second stage of the evaluation of UN Women's contribution to increasing women's leadership and participation in peace and security and humanitarian response (September 2012 – June 2013). The primary desk study involved a review of strategy and policy documents, a mapping of UN Women's peace and security and humanitarian response portfolio, a scan of country-level activities and finalization of the evaluation framework.

The supplementary desk study was carried out alongside the field studies in March and April 2012. Its purpose was to review in more detail a selection of UNIFEM/UN Women programme documents and, in particular, analyse their results logics or theories of change, actual achievements and, where possible, identify factors which have facilitated or impeded the achievement of planned results. The findings were intended to support the interpretation and validation of the case study findings (rather than support generalisation, which was not possible given the sample size and selection method).

### 1.2 Approach

The twelve programmes reviewed are listed in Appendix 1. The team sought to balance the choice of programmes by including those at both global and country level and with appropriate

geographical/regional and thematic spread (taking into consideration the relative number of activities in different regions, the inclusion of two Latin American and Caribbean countries in the field studies, and the concentration of UN Women activities in particular peace and security sub-themes). However, the following considerations also guided the final choice of programmes:

- a) Independent evaluation: Since the focus of the supplementary desk study was to review actual programme results and the reasons for these, priority was given to programmes which had been independently reviewed;
- b) Information: The initial shortlist of potential programmes was based on the portfolio mapping. However, the mapping was based on information made available which was not comprehensive, the shortlist was therefore shared with the Evaluation Office and the Peace and Security Cluster for comments and suggestions on other programmes that might be included; and
- c) Interest: Purposeful selection of programmes from the main desk study which appeared to be potentially instructive in some way, e.g. explicit use of resolution 1325 framing, explicit theory of change, second generation programme/learning from experience, etc.

The researchers reviewed the programme document and at least one other document (either an evaluation,

\* The supplementary desk study was conducted by ODI Evaluation Team: Jill Wood and Tam O'Neil.

donor progress report or UN Women internal mid- or end-of-programme review). A template was completed for each programme, including details/analysis of: basic programme information; programme objectives; results chain (activities/inputs, outputs, outcomes, goal); explicit assumptions about relationships within the result chain or factors potentially supporting/impeding results; actual achievements, identified shortcomings (in programme evaluations/reviews); assessment of factors which facilitated or constrained achievements; analysis of the robustness of the programme logic/theory of change by the evaluation team (see Appendix 2).

The many different types of programmes included in the set were not directly comparable (for example, they relate to a wide range of thematic areas within peace and security). However, where possible, common themes or factors (Section 2) were identified and summarized results by sub-theme (Section 3). Three programmes were excluded from this analysis because no documentation on actual achievements was available (only a programme document of planned activities).

## 2. Common findings

### 2.1 Robustness of results logic and related assumptions

#### General comments

- An explicit theory of change was largely absent from programme documents; hardly any had an explicit discussion of the theory of change or clear discussion of how change would happen as a result of UN Women support/actions. In many cases, the results logic was weak (e.g. blurring of steps in chain, jumps in logic, unrealistic objectives, unclear linkages) suggesting that an implicit theory of change was also lacking.
- In some programmes, there was a logical results chain but weaknesses in theory of change often remained (e.g. unattributed jumps in logic at higher levels, over-ambition) or were suggested by the lack of reported higher-level results (e.g. UNIFEM, n.d. b, g).
- UN Women documents (e.g. review, progress reports) tended to be weak in terms of analysis of theory of change, and causal linkages and assumptions.
- Most external evaluations directly analysed causality and assumptions embedded in logic models/frameworks, though not consistently (De Giuli, 2012b; Madi and Sarsour, 2012; McLean and Kerr-Wilson, 2009; Reed, 2009a).
- Programme results chains often involved unattributed jumps in logic, and a lack of detail on mechanisms/drivers were commonplace, which was increasingly the case with regards to higher-level objectives (e.g. UNIFEM, n.d. a, ac, p).
- Blurring between different stages in results chains often limited potential to identify and analyse embedded assumptions (e.g. UNIFEM, n.d. a, j, ab, p).
- Outputs and outcomes were often extremely broad, meaning causal mechanism and assumptions were obscured (e.g. De Giuli, 2012b; UNIFEM, n.d. p).
- Generally, assumptions identified in logframes pertained to risk factors outside the control of programming processes, rather than linkages within the results chain which suggested how the programme intervention would lead or contribute to change/desired outcomes in practice.
- Assumptions identified in programme documents appeared indicative and formulaic, rather than systematically relevant and meaningful.
- Several programmes presented a suite of activities against a small number of outputs and outcomes, without elaboration of relationships between them (e.g. UNIFEM, 2006;, n.d. ac).
- Over-ambition was common, in particular higher-level objectives were often unrealistic given extant conditions (e.g. cultural constraints, institutional constraints, perverse political incentives, etc.) and/or timeframe.
- In some cases, donor reports recognized contextual constraints limiting programme implementation that did not appear in programme documentation which suggested that programme design was not informed by context and/or problem analysis. This was an important factor in the resulting weak results logic/programme design (e.g. Peacebuilding Fund, 2010, 2012; UNIFEM, n.d. k, ac).

## Substantive comments

- A large number of assumptions related to the sustained commitment of a wide range of state and non-state actors, cutting across all levels from activities to impacts (e.g. EU, UNDP and UN Women, n.d.; United Nations Democracy Fund, 2008; UNIFEM, n.d. d).
- Similarly, there were many sets of assumptions around political will, often without any clear cause for optimism (e.g. UNIFEM, n.d. d, m, p).
- Sustainability beyond lifespan/resources of programmes was bound up with assumptions (e.g. Reed, 2009; UNIFEM, n.d. m).
- Training was a widespread intervention, but was under-theorized/ articulated in terms of theories of change, despite many embedded assumptions regarding knowledge leading to change. It was often pitched at conceptual level (gender equality/ women's empowerment/ rights is good for peace) and consisted of one-off sessions for very broad range of actors, which suggests limited impact. Furthermore, there was little detail on follow-up or how training was meant to deliver ascribed social changes (e.g. UNIFEM, n.d. k, p).
- There was a common assumption that women had a high degree of support and/or knowledge (e.g. Reed, 2009a).
- Identified assumptions relating to SGBV and/or normative behaviour tended to be enormous, to the extent they lacked any credibility (e.g. UNIFEM, n.d. a, d).
- There are also issues with assumed gender equality of outcomes (Madi and Sarsour, 2012).
- The evidence base for assumed causal linkages and pathways of change were not clear.

## 2.2 Programme reported achievements

- Evaluation documents cited a disproportionate focus on reporting of activities (e.g. inputs and outputs) compared to outcome and impact more than once. The finding was substantiated by analysis of actual/reported results (see Section 3).
- Impact was generally based on anecdotal evidence, rather than data collection.
- It was mostly 'too soon' for any meaningful analysis of longer-term impacts at time of evaluation.

- Unintended/unexpected impacts were also flagged/ evaluated for several programmes (e.g. De Giuli, 2012b).
- Sub-themes where higher-level objectives, e.g. improved outcomes for women, were achieved included:
  - Access to justice (e.g. successful prosecutions);
  - Peace negotiations (e.g. women's participation in peace negotiations, or inclusion of women's needs in outcome documents);
  - Recovery (e.g. job creation, basic services); and
  - Post-conflict governance (e.g. participation in elections or policy processes).
- Tentative finding: There was some indication that performance was stronger in some areas such as planning for resolution 1325, and monitoring and recovery. It was not possible to assess why this might be from secondary material. It is plausible that projects results are more likely where processes are owned and/or led by government (i.e. when government has a resolution 1325 NAP) or where they involve infrastructure or direct service provision, as opposed to programmes whose higher-level results depend on -term socio-cultural and political change.

## 2.3 Factors enabling results

- There is much less on factors facilitating achievements than 'challenges' / constraining factors.
- This includes where evaluations are generally thorough and some theory of change analysis is present.
- Programme flexibility is often cited as facilitating factor (e.g. McLean and Kerr-Wilson, 2009; Reed, 2009a).
- Successful implementation led to additional revenue from other donor agencies, international NGOs or government partners on several occasions (e.g. De Guili, 2012b; Reed, 2009a).
- Building on lessons, best practice, recommendations from existing projects in the region or predecessors of programmes (e.g. De Giuli, 2012b).

- Government or other stakeholders support initiatives/ objectives (e.g. McLean and Kerr-Wilson, 2009).
- Participatory, bottom-up and community-led approaches were scored highly.
- Relative stability within the country.
- Other factors included: appropriate choice of partners; building on local institutions, e.g. religion or identity; partnering with male networks; and effective networking between UN Women and other stakeholders (within and outside government) and between United Nations entities.

## 2.4 Factors undermining results

- External risk factors – mostly relating to security and political context.
- Some risk analysis of the economic context.
- Surprisingly little on cultural and social contexts.

- Weak programme design (with some explicit reference to theories of change) was a recurrent theme where evaluations available (e.g. McLean and Kerr-Wilson, 2009; De Giuli, 2012b).
- Recommended revision of indicators/logframe, over ambition, need for extensions on timescale were common (e.g. United Kingdom Department for International Development [DFID], 2012).
- Transition from UNIFEM to UN Women raised as an issue several times (e.g. DFID, 2012).
- Low capacity of implementing partners was a recurring issue.
- Weak monitoring and data collection was a recurring issue.
- Multiple agencies working on the same agenda without effective communication led to duplication and inefficiency in several instances (e.g. Reed, 2009a).

## 3. Summary of reported results by sub-theme

Theme/ sub-theme	Examples of where intermediate results were achieved (outputs and outcome level)*	Examples of where higher-level results were achieved (goal/ impact level)†	Programmes/ countries where results were achieved††
Conflict-related SGBV	<p>Improved access to/quality of services:</p> <ul style="list-style-type: none"> <li>• Increased participation in village mediation/ community reconciliation.</li> <li>• Referral mechanisms established e.g. community referral network to link service providers, referral centres.</li> <li>• Increase in number of SGBV victims receiving services either because of new services set up (e.g. legal aid/paralegal clinics, hotline, shelters, counseling, police gender desks) or an increase in the number of cases handled by existing services.</li> </ul> <p>Improved knowledge and/or capacity:</p> <ul style="list-style-type: none"> <li>• Training of staff in line ministries,</li> <li>• Grants to community-based organizations (CBOs),</li> <li>• Provision of information.</li> </ul> <p>Improved networking:</p> <ul style="list-style-type: none"> <li>• Strengthened linkages between women's organizations and service providers (e.g. police, courts, health services).</li> <li>• New laws/policy (support via technical assistance, CSO advocacy, etc.):</li> <li>• 'Special measures' on SGBV post-disaster situations.</li> <li>• By-laws to address causes of SGBV.</li> <li>• Other institutional reforms to address SGBV.</li> </ul>		<ul style="list-style-type: none"> <li>• From Communities to Global Security Institutions (global/Haiti, 2009-2012)</li> <li>• Supporting Women's Engagement in Peace Building and Preventing Sexual Violence in Conflict (global/Afghanistan, Haiti, Liberia, Rwanda, Uganda, 2007-2009)</li> <li>• Women for Equality, Peace and Development (Georgia, 2009-2012)</li> </ul>

\* Outputs are specific deliverables (e.g. products, capital goods or services) of the project which may also include changes relevant to achievement of outcomes. Outcomes are the direct, short-term effect of project outputs for a target population.

† Impact refers to the broader goal (e.g. long-term structural and behavioral changes) to which project outcome contributes, in tandem with other interventions/measures.

†† The achievements/results are based on mid-term or end-of-programme evaluations or internal reviews of these programmes. These programmes therefore actually achieved one, and in some cases more, of these results

Access to justice	<p>Improved access to/quality of services:</p> <ul style="list-style-type: none"> <li>• Increased participation in village mediation/community reconciliation.</li> <li>• Establishment of new services (legal clinics, hotline).</li> <li>• Increase in the use of services (e.g. increase in number of cases by legal clinics, increase in number of cases reported to police).</li> </ul> <p>Improved knowledge and/or capacity:</p> <ul style="list-style-type: none"> <li>• Raising awareness about the process for reporting domestic violence.</li> <li>• Increase in trained gender resource persons.</li> </ul>	<p>Improved justice outcomes for women (e.g. victims of SGBV, land disputes):</p> <ul style="list-style-type: none"> <li>• Increase in number of cases resolved by legal clinics,</li> <li>• Increase in successful prosecutions,</li> <li>• Tougher sentencing by courts on cases of VAW.</li> </ul>	<ul style="list-style-type: none"> <li>• Supporting Women's Engagement in Peace Building and Preventing Sexual Violence in Conflict (global/Afghanistan, Haiti, Rwanda, 2007-2009)</li> <li>• Women for Equality, Peace and Development (Georgia, 2009-2012)</li> <li>• Strengthening Women's Legal Rights (Aceh (Indonesia), 2007-2009)</li> <li>• Peacebuilding through Sustainable Socioeconomic Reintegration (Burundi, 2011-2013)</li> </ul>
Security sector reform	<p>Improved networking/linkages which build trust and service provision:</p> <ul style="list-style-type: none"> <li>• New mechanisms to bring together state security actors and non-state actors (e.g. security committees).</li> <li>• Improved knowledge and/or capacity:</li> <li>• Police gender desks and logistical support.</li> </ul>	Improved response to SGBV by security services	Supporting Women's Engagement in Peace Building and Preventing Sexual Violence in Conflict (global/Haiti, Liberia, Rwanda, 2007-2009)
Transitional justice	<p>Improved knowledge and/or capacity:</p> <ul style="list-style-type: none"> <li>• Publication of government booklets on gender strategies.</li> <li>• Sharing experiences in other African countries with elected leaders.</li> <li>• Community-level skills training for women and girls.</li> </ul> <p>Increased awareness of gender equality and women's rights:</p> <ul style="list-style-type: none"> <li>• Workshops on gender justice for traditional/faith leaders.</li> <li>• Community-level awareness-raising.</li> <li>• Increased visibility of women's rights in public discourse.</li> </ul>		Advancing the Implementation of the Recommendations of the Truth and Reconciliation Commission on Gender Equality (Sierra Leone, 2009-2011)
Peace negotiations	<ul style="list-style-type: none"> <li>• Improved advocacy of women and peacebuilding.</li> <li>• Increased knowledge and/or capacity:</li> <li>• Female peace mediators identified.</li> </ul>	<p>Increased participation in peace negotiations/implementation:</p> <ul style="list-style-type: none"> <li>• Women represented in national or inter-state peace negotiations.</li> <li>• Women represented in implementation bodies.</li> <li>• Women's peace and security needs integrated in peace agreements/implementation protocols.</li> </ul>	<ul style="list-style-type: none"> <li>• From Communities to Global Security Institutions (global/Uganda, 2009-2012)</li> <li>• Supporting Women's Engagement in Peace Building and Preventing Sexual Violence in Conflict (global/Afghanistan, Uganda, 2007-2009).</li> </ul>

Conflict prevention and mediation	<ul style="list-style-type: none"> <li>• New mechanisms for conflict mediation/dialogue established (e.g. peace huts, peace and development clubs)</li> </ul>		<ul style="list-style-type: none"> <li>• Supporting Women's Engagement in Peacebuilding and Preventing Sexual Violence in Conflict (global/Liberia, 2007-2009)</li> <li>• Peacebuilding through Sustainable Socioeconomic Reintegration (Burundi, 2011-2013).</li> </ul>
Recovery	<p>Increased access to services:</p> <ul style="list-style-type: none"> <li>• Establishment of eight women's centres to provide social and education services.</li> <li>• Financial support for state and non-state service providers.</li> </ul> <p>Improved knowledge and/or capacity:</p> <ul style="list-style-type: none"> <li>• Improved financial, managerial and governance capacity at centres through training and new systems and products.</li> </ul>	<p>Improved outcomes for women/households:</p> <ul style="list-style-type: none"> <li>• Access to drinking water.</li> <li>• Job creation for women.</li> <li>• Decent housing for repatriated families.</li> <li>• Improved access to land.</li> </ul>	<ul style="list-style-type: none"> <li>• Establishment, Rehabilitation and Activation of Eight Women's Centres (Gaza Strip and West Bank, 2008-2009)</li> <li>• Peacebuilding through Sustainable Socioeconomic Reintegration (Burundi, 2011-2013)</li> </ul>
Post-conflict governance	<p>New laws/policies (via technical assistance/support to CS advocacy)</p> <ul style="list-style-type: none"> <li>• Gender equality or women's NAPs.</li> <li>• Gender equality laws.</li> <li>• Gender policies.</li> </ul> <p>Increased awareness of women's rights/role in peacebuilding and post-conflict governance and mobilization of women:</p> <ul style="list-style-type: none"> <li>• Holding community mobilization meetings (e.g. ahead of elections).</li> <li>• Engagement with women's groups.</li> <li>• Voter education sessions for women.</li> <li>• Workshop on resolution 1325 for women Members of Parliament.</li> <li>• Talk shows.</li> </ul> <p>Improved knowledge and/or capacity:</p> <ul style="list-style-type: none"> <li>• Increase in knowledge about gender equality and Islam via training, products.</li> <li>• Training of potential women political candidates.</li> </ul> <p>New institutions:</p> <ul style="list-style-type: none"> <li>• Establishment of a women's political caucus.</li> </ul> <p>New gender-sensitive laws/policy (national and local):</p> <ul style="list-style-type: none"> <li>• Technical assistance to drafting of laws.</li> </ul>	<ul style="list-style-type: none"> <li>• Increased/peaceful participation in elections.</li> <li>• Increased participation of gender advocates in planning and law-making processes at national, regional and local levels.</li> </ul>	<ul style="list-style-type: none"> <li>• Strengthening Women's Legal Rights (Aceh, 2007-2009)</li> <li>• Increasing Women's Political Participation (Aceh, 2007-2009)</li> <li>• Women, Peace and Security (Aceh, 2011)</li> <li>• From Communities to Global Security Institutions (global/Liberia, 2009-2012)</li> <li>• Women for Equality, Peace and Development (Georgia, 2009-2012)</li> </ul>
1325 Planning and monitoring	<p>Reporting against indicators in the Secretary-General's Report to the Security Council on Women, Peace and Security.</p> <p>Drafting and finalization of national action plans on resolution 1325 (four countries).</p>		<p>From Communities to Global Security Institutions (global, 2009-2012)</p>

## Appendix 1: List of programmes reviewed

1. Enhancing women's role in Timor-Leste post-conflict reconstruction (2008-2010).
2. Increasing women's political participation in Aceh, Indonesia (2007-2009).
3. Women, peace and security in Aceh, Indonesia (2011).
4. Strengthening women's legal rights in Aceh, Indonesia (2007-2009).
5. Women for equality, peace and development in Georgia (2009-2012).
6. Establishment, rehabilitation and activation of eight women's centres in the Gaza Strip and West Bank (2008-2009).
7. Advancing the implementation of the recommendations of the Truth and Reconciliation Commission on gender equality in Sierra Leone (2009-2011).
8. Supporting women's engagement in peacebuilding and preventing sexual violence in conflict: community-led approaches (2007-2009) (Afghanistan, Haiti, Liberia, Rwanda, Timor-Leste, Uganda).
9. Engaging women in building peace and security: from communities to global security institutions (2009-2012) (Haiti, Liberia, Timor-Leste, Uganda).
10. Enhancing women's participation in peacebuilding and post-conflict planning: UN Women, UNDP and EU joint programme on women, peace and security (2011-2013) (Kosovo, Liberia, Timor-Leste).
11. Peacebuilding through sustainable socio-economic reintegration in Burundi (2011-2013).
12. International Women's Commission for a Just and Sustainable Peace between Israel and Palestine: Support for Advocacy and Impact (2011-2012).

## Appendix 2: Summaries of individual programmes

1. From communities to global security institutions: Engaging women in building Peace and security		
1.1 OVERVIEW		
Country/Countries	Geographical section	Timeframe
Haiti, Liberia, Timor-Leste, Uganda	Global /Peace and Security section	2009 - 2012
Donors	Budget (USD)	
Austria, United Kingdom, United States of America, the Republic of Korea	7,150,000	
Lead United Nations entity	Other United Nations entities	
UNIFEM	Bureau for Crisis Prevention and Recovery (BCPR), DPA, DPKO, OSAGI, PBSO, UNFPA, UNDP	
Implementing partners		
International Alert; Institute of Development Studies (IDS); the Centre for Humanitarian Dialogue; the Pearson Peacekeeping Centre; NGO Working Group on Women, Peace and Security (NGOWG); Gender Action for Peace and Security UK (GAPS UK); Boston Consortium on Gender, Security And Human Rights; the Gender Crisis Prevention and Recovery Research Group; Isis-Women's International Cross Cultural Exchange (Isis-WICCE); Mano River Women's Peace Network (MARWOPNET); Femmes Africa Solidarité (FAS); and West Africa Network for Peacebuilding (WANEP).		
Themes	<ul style="list-style-type: none"> <li>• Protection of women and girls</li> <li>• Peacebuilding and recovery</li> <li>• Security and justice reform</li> </ul>	

<b>Sub-themes</b>	<ul style="list-style-type: none"> <li>• Peacebuilding, conflict mediation and prevention</li> <li>• Security and justice security sector reform</li> <li>• Protection- Conflict related SGBV</li> </ul>
<b>Beneficiaries</b>	
<b>Objectives</b>	<p>Women in conflict and post-conflict are empowered to contribute to the reduction of violent conflict through involvement in peacebuilding, SSR and accountability for resolutions 1325 and 1820:</p> <p>[1] Gender equality advocates influence outcomes for women in peace processes and other PC activities.  [2] SSR reforms create more secure environment for women via protection and access to justice.  [3] Strengthening accountability for resolution 1325.</p>
<b>Intervention strategy</b>	<p>Establish community forums for peace; improve knowledge of/ability to access support services for survivors; support community initiatives re. SGBV; institutional SSR re. SGBV.</p>
<b>Explicit mention of strategic plan goals</b>	<p>Yes</p>
<b>Documents reviewed</b>	<p>DFID Annual Report and programme document.</p>



## 1.2 RESULTS CHAIN

**GOAL: Reduce violent conflict and SGBV through women's involvement in peacebuilding, SSR and increasing accountability in conflict contexts**

Outcomes (listed as output in global logframe)	Outputs	Indicative activities
<p>Outcome 1: Influence of gender equality advocates in post conflict-countries results in better outcomes (including better access to services and greater allocation of resources) for women in peace processes, peacebuilding and other post-conflict recovery processes.</p>	<p>Capacities strengthened of women to participate in peace and recovery processes.</p> <p>-----</p> <p>Capacities strengthened of peace institutions to engage women and address their needs.</p>	<ul style="list-style-type: none"> <li>• Community grants for peacebuilding/ protection projects.</li> <li>• Technical assistance for women's engagement with peacebuilding forums, local police and judicial institutions.</li> <li>• South-south exchange re. advocacy, analysis, and monitoring of peace talks and NAPs.</li> <li>• Build knowledge base of women, peace and security including best practice assessments and online resources.</li> <li>• Regional and national women's peace coalitions.</li> </ul> <p>-----</p> <ul style="list-style-type: none"> <li>• Response capability to provide peace negotiators with gender expertise.</li> <li>• Guidance for stronger gender perspectives in upcoming post-conflict needs assessments, joint assessment missions and common alert protocols.</li> <li>• Support for field offices to generate resources re. women's security, livelihoods and services.</li> <li>• Raise awareness in United Nations and intergovernmental bodies.</li> </ul>
<p>Outcome 2: SSR in conflict-affected contexts create more secure environments for women by way of protection, access to justice and local reforms.</p>	<p>Women's capacity is built to create a protective environment that ends cycles of SGBV.</p> <p>-----</p> <p>Stronger commitment and action from security institutions re. SGBV and remediation</p>	<ul style="list-style-type: none"> <li>• Map SSR activities and identify UNIFEM's niche.</li> <li>• Gender equality advocates lobby for women's security in policymaking and security sector oversight.</li> </ul> <p>-----</p> <ul style="list-style-type: none"> <li>• Capacity for government and security sector on resolutions.</li> <li>• Cooperation on gender equality with regional institutions.</li> <li>• Push UN Action against SV and Stop Rape Now.</li> </ul>
<p>Outcome 3: Stronger planning, monitoring and accountability systems to address women's core needs in conflict situations.</p>	<p>A relevant body of knowledge on strong indicators that support implementation of NAPs on resolutions 1325 and 1820 is developed and disseminated.</p>	<ul style="list-style-type: none"> <li>• Map monitoring work on resolutions 1325 and 1820.</li> <li>• Multi-stakeholder workshops on indicators.</li> <li>• Document good practice on NAPs for resolutions 1325 and 1820.</li> <li>• Global consultation re. implementing NAPs.</li> </ul>

### 1.3 ASSUMPTIONS

- Many identified assumptions re. external political/security/economic landscape, e.g.:
  - Security environment allows women to participate in peace processes.
  - Conflict situation is lessened or remains stable.
  - Global financial conditions allow for sufficient resource allocation.
- Various identified assumptions re. commitment/political will, e.g.:
  - Demand of Member States to receive technical support.
  - Policymakers and security institutions are open to accountability mechanisms.
- Some identified assumptions articulate jumps in logic, e.g.:
  - Improved data collection systems and gender sensitive security sector reforms will have a positive impact on the female population
  - Activities around data collection and SSR lead to increased reporting of rape.
- Some jumps in logic are embedded in the substance of the results chain, e.g.:
  - The programme...allow[s] women and young girls to exercise their human rights [...]. This should lead to a reduction in both maternal mortality rates and SGBV.
- Some identified assumptions are complex re-articulations of aims/indicators and therefore of limited use, e.g.:
  - The programme leads to more secure environments for women and girls and more empowered women and girls in conflict and post-conflict situations which is reflected in increased enrolment in primary, secondary and tertiary education, reduction in MMR and increased participation of women in national politics or CSOs have an independent voice and are able to come together to articulate a common agenda.

### 1.4 ANALYSIS: ACHIEVEMENTS, SHORTFALLS, ASSESSMENT

#### Which inputs, outputs, outcomes and impact were achieved?

##### DFID Annual Review

- Encouraging progress at outcome level has not been reflected re. higher-level objectives.
- Expectations exceeded in some areas (e.g. NAPs, indicators, number of target communities).
- However, lack of data → not possible to fully assess impact.
- Overall performance on outcome 1 (influence of gender equality advocates) has been average.
- Considerable ground to make up on outcome 2 (women and girls' physical security).
- Strong performance on outcome 3 (monitoring and accountability in the security sector).

##### Specifics

1. Influence of gender equality advocates leads to better outcomes for women:
  - Progress re. gender marker though not finalised due to delays.
  - Progress on allocating resources directly to women through Peacebuilding Fund.
  - In Haiti, links strengthened between women's organizations and service providers.
  - In Liberia, community mobilization meetings → women participating in the elections.
  - In Uganda, 50 national peace mediators identified including female ex-combatants.
2. SSR creates more secure environments through protection, access to justice and services:
  - In total, 20 community-led interventions addressing SGBV launched in 2011 (eight in Haiti, two in Liberia, three in Timor-Leste and seven in Uganda).
  - A total of 306 survivors received direct services (100 in Haiti, 125 in Liberia, 81 in Timor-Leste) with many more benefiting from information and community reconciliation.
  - Seven institutional reforms or policy changes (one at headquarters, four in Liberia, and one in Timor-Leste and Zimbabwe), though quality and impact have not yet been assessed.
3. Security sector actors enhance planning, monitoring and accountability systems:
  - Support drafting/finalisation of four NAPs on resolution 1325 (Indonesia, Georgia, Nepal and Serbia).
  - Informal technical input to NGOs contributing to the United States NAP.
  - Reported on 46 per cent of global indicators, against a milestone target of 30 per cent.

### Point along the results chain analysed by donor reports/evaluation?

Impact

### Comment on the robustness of the results chain / theory of change

Implied only, theory of change not explicitly outlined.  
The review recommends a theory of change should be developed at international and country level to better understand processes and assumptions being made.  
Many indicators in the logframe require revision - either not achievable or measurable.

### What was the methodology used to assess success?

Desk-based review of available project documentation and relevant correspondence.  
Conducted by external consultancy in cooperation with the DFID Programme Manager.

### What (if any) assessment is there of the factors that facilitated achievements?

Limited assessment of facilitating factors in review:

- Elections in Liberia and election preparations in Timor-Leste by and large peaceful.
- Northern Uganda has also moved steadily from post-conflict into early-recovery.
- Main reason for exceeding expectations against indicators for Outcome 2 = country offices were able to build on the 2007-2009 DFID-funded UNIFEM project.
- In particular, local implementing partners were able to hit the ground running.

### What assessment is there of the factors which constrained/undermined achievements?

Thorough consideration of 'challenges' in review, inter alia:

- Low capacity of implementing partners - operational/absorption capacity is very weak.
- Acute lack of health/security infrastructure and economic recovery in all four countries.
- UN Women à lack of capacity working with men and boys in tackling VAW.
- Degree of coordination/networking needed for the gender marker was underestimated.
- Elections in Timor-Leste and Liberia diverted UN Women's human resources.
- Haiti: ongoing humanitarian crisis and loss of multiple UN Women state and non-state partners.
- Delays finalising the baseline undermined ability to map referrals.
- The transition to UN Women à issues with administrative procedures.
- Weak monitoring, reporting, data collection à difficult to assess degree of progress.
- Improved data collection and reporting by UN Women needed for realistic picture of progress.

### Any other miscellaneous information about results/lesson learning that may be useful?

The review recommends:

- The programme's level of ambition is revisited.
- A more strategic approach in each country and across countries is adopted.
- Better tracking of expenditure by activity and of the impact of each activity by country.

## 2. Supporting women's engagement in peacebuilding and preventing sexual violence in conflict: Community-led approaches

### 2.1 OVERVIEW

Country/ Countries	Geographical section	Timeframe
Afghanistan, Haiti, Liberia, Rwanda, Timor-Leste, Uganda	Global /Peace and Security section	2007-2009
Donor	Budget (USD)	
United Kingdom	6,579,019	
Lead United Nations entity	Other United Nations entities	
UNIFEM		
Implementing partners		
Police/ national Ministries of the Interior; Ministries of Gender and Justice; local government; women's peace networks; women lawyers associations; women's development organizations; bar associations.		
Themes	<ul style="list-style-type: none"> <li>• Protection of women and girls.</li> <li>• Security and justice reform.</li> </ul>	
Sub-themes	<ul style="list-style-type: none"> <li>• Protection- Conflict-related SGBV</li> <li>• Security and Justice - Access to justice</li> </ul>	
Beneficiaries		
Women seeking legal redress, religious leaders and law enforcement officials, gender CSOs.		
Objectives		
<p>[1] End violence against women and girls through women's roles in reduction of violence and peacebuilding and through gender-sensitive SSR.</p> <p>[2] Strengthen state accountability for sexual violence in justice processes.</p> <p>[3] Support women's organizations to address VAW.</p> <p>[4] Promote gender-sensitive communications strategy on VAW.</p>		
Intervention strategy		
<ul style="list-style-type: none"> <li>• Outreach and training.</li> <li>• Community advocacy on options for SGBV survivors.</li> <li>• Small grants to grassroots organizations on SGBV.</li> <li>• Awareness raising work with men.</li> </ul>		
Explicit mention of strategic plan goals?		
No		
Documents reviewed		
External evaluation and programme document.		

## 2.2 RESULTS CHAIN (Timor-Leste)

Goals	Outcomes	Outputs	Indicative activities
Women are protected from SGBV in the peace-consolidation period in Timor-Leste.	1. Women's groups and gender equality advocates effectively address SGBV in local conflict prevention, peacebuilding initiatives, policy and institutional mechanisms.	1. Women's groups engage in conflict mediation and monitoring including with community-level evidence on SGBV. 2. Elected leaders at local level are sensitized in issues relating to community conflict mediation and peacebuilding.	<ul style="list-style-type: none"> <li>• Evaluation of women's input into resolution of recent crisis.</li> <li>• Training for women's organizations on gender analysis of conflict.</li> <li>• Capacity-building for local women groups to engage in peacebuilding initiatives.</li> <li>• Training and capacity-building of local elected leaders in peacebuilding.</li> </ul>
Women have better access to more gender-sensitive services for reporting and redress.	2. Enabling legal, policy and institutional environment to protect women from SGBV in post-conflict/crisis.	1. Police respond to SGBV with gender sensitivity. 2. District court actors provide confidential and sensitive support to victims of SGBV.	<ul style="list-style-type: none"> <li>• Police training on SGBV (legal provisions, duties, needs of victims).</li> <li>• Joint community monitoring of police response to SGBV.</li> <li>• Training on internal reporting procedures on sexual harassment.</li> <li>• Training for diverse actors on legal provisions, police and courts, victims' needs and existing services.</li> </ul>
Women are politically and socio-economically empowered to participate in conflict prevention and peace consolidation addressing the issue of SGBV.	Women access legal and other support services	1. Community legal assistance, protection/short stay and counselling. 2. Women and children have support for accessing services. 3. Women access needs-responsive livelihoods programmes and skills-training 4. Women's groups empowered to broker land title and asset control.	<ul style="list-style-type: none"> <li>• Strengthen referral and outreach to remote areas.</li> <li>• Fundraising and advocacy on short-stay homes.</li> <li>• Community communications strategy including radio, mass and market.</li> <li>• Forums on community responses to SGBV by village councils.</li> <li>• Women's groups broker efforts to secure land title and asset control.</li> </ul>

## 2.3 ASSUMPTIONS

**Many activities were very unwieldy and/or the distinction between links in the chain were not clear making it difficult to identify and analyse embedded assumptions related to causality. For example:**

- Community-level strategies jointly developed by police, local authorities, survivors of SGBV and community on SGBV prevention and community monitoring mechanisms on police response to SGBV including a transparent processing of internal complaints of sexual harassment allegations
- Supporting women's engagement in national decision-making through technical advice on gender sensitive electoral system affirmative action (quotas etc.), civic education to generate support for women in leadership roles and support for gender equality in voter registration.

**Outputs often very vague/broad which means causality and related assumptions obscured. For example:**

- Peace and community reconciliation processes are sustained and socially internalized.
- Support for women-led community reconciliation and peacebuilding initiatives
- Support for community and religious leaders to change norms.

**Large jumps in logic between links in the results chain, where causality is inferred without clear indication of the mechanisms through which change would occur. For example:**

- Supporting efforts which aim to change cultures of violence and address the militarization of masculinity in conflict-affected countries allows women in conflict and post-conflict societies access to legal and other support services.

**Various embedded assumptions relating to efficiency and reception of training activities. For example:**

- Training of judges and lawyers on gender equality issues and SGBV improves women's access to justice institutions.

## 2.4 ANALYSIS: ACHIEVEMENTS, SHORTFALLS, ASSESSMENT

Which inputs, outputs, outcomes and impact were achieved?

### Global component /UNIFEM headquarters

- Draft language on sexual violence for inclusion in peace accords was approved.
- The United Nations Action Against Sexual Violence in Conflict coalition was created.
- Best practice reports were developed, which have informed country programme and advocacy work.
- Overall, greater progress was made on SGBV prevention and response, than on women and peacebuilding.

### Afghanistan

- Advocacy work contributed to women constituting seven per cent of the Afghan delegation to the 2007 Pakistan-Afghanistan peace jirga.
- Commitment of Members of Parliament, councillors, security actors and services to tackle SGBV has increased.
- Referral centres, shelters, paralegal and legal aid services, which have provided protection in areas where they were totally absent.
- However, progress was limited in terms of concrete impacts on Afghan women and their capacity to engage in peacebuilding initiatives.

### Haiti

- UNIFEM advocacy resulted in government special measures on SGBV in post-disaster situations and a new guide on legal assistance relating to SGBV.
- Via a small grants mechanism, nine women's CBOs have increased capacity on SGBV.
- 'Security committees' bring together key state (police, judiciary) and non-state actors.
- Evidence of increased engagement of men; an increase in cases reported, referred to the courts and prosecuted satisfactorily; and improved police responses.

**Liberia**

- Support to peace huts has increased women's capacity to take action, including promoting broader awareness of these issues.
- The promotion of dialogue between communities and security sector actors led to a gradual increase in trust and better response from service providers.
- Psychosocial counselling services for SGBV victims is now available.

**Rwanda**

- Successful engagement with police resulted in an improved response to SGBV cases and support of SGBV victims via police gender desks and logistical support.
- Training and campaigns led to a reported increase in awareness of women's rights and SGBV.
- Preliminary evidence suggests an overall increase in cases reported to the police.
- Efforts focused more on the outcome 2 (prevention and protection of survivors), than outcome 1 (supporting women's engagement in peacebuilding).

**Timor-Leste**

- Training and awareness work reportedly led to increased participation in village mediation.
- Monthly forums have led to a community referral network linking service providers.
- Partners report that increasing numbers of SGBV victims are receiving services, and expressing greater satisfaction with services and assistance provided.
- Police figures show an increase in cases reported and prosecuted between 2008 and 2009.

**Uganda**

- The Uganda Women's Peace Coalition was granted observer status at the Juba Peace Talks.
- The coalition secured a commitment by the Government and the Lord's Resistance Army to ensure the integration of women's peace and security needs in the draft implementation protocols.
- The Women's Task Force on the Peace, Recovery and Development Plan (PRDP) for Northern Uganda has helped to successfully secure participation on several key PRDP implementation bodies.
- There has been increased support for district authorities to develop by-laws addressing causes of SGBV.
- Support for a legal aid NGO to deliver legal assistance to SGBV victims.

**Point along the results chain analysed by donor reports/evaluation?**

Analysis of inputs through to impacts.

**Comment on the robustness of the results chain / theory of change**

- The results chain was not robust and there was a high degree of blurring between different levels of programme design and inconsistent definition of inputs, outputs, outcomes and impacts.
- The evaluation does not address theories of change or embedded assumptions directly.

**Methodology used to assess success**

A desk-based literature review; country visits to Haiti and Rwanda; teleconferences with UNIFEM country offices in remaining four countries; visit to UNIFEM headquarters; participation in SSR workshop, and meetings with UNIFEM country offices and UNIFEM headquarters.

**Assessment of factors which facilitated achievements**

Summaries of key achievements do not systematically include assessment of facilitating factors, particularly in comparison with thorough analysis of constraining factors.  
In Rwanda, the government actively pushed the SGBV agenda which gave UNIFEM a clear opportunity to engage with the issue. In Haiti, flexible responses to opportunities and constraints enhanced success.

### Assessment of factors which constrained/undermined achievements

- A thorough analysis of constraints in evaluation highlighted:
- Security concerns in Afghanistan, Timor-Leste and political changes in Liberia hindered progress on some of the outputs.
- National partners (ministries, local government, NGOs, CBOs) lacked capacity, particularly in project management which slowed implementation and created difficulties in demonstrating impact.
- The absence of a systematic national collection of data on SGBV made it extremely difficult to track progress and measure the impact of particular initiatives.
- Overall programme monitoring was notably weak.
- In some cases, programme activities and outputs diverged from the logframe – often for good reason – but the logframe was not updated to reflect this.
- In many cases, OVs were inappropriate, unrealistic or not measurable.
- In most cases, there was disproportionate reporting on activities and insufficient focus on measuring outcomes and impacts.
- Impact was assessed on anecdotal evidence rather than systematic data collection.

### Other miscellaneous information about results/lesson learning

- The analysis of women’s security as a security issue as a groundbreaking feature of this programme.
- There were some organizational and project management challenges which arose due to cuts across regional and thematic departments within UNIFEM
- However, this combination allowed the global component to draw on ground-level experience to strengthen its advocacy work and to share best practice across countries.
- Goals were very ambitious and better suited to a five-year programme, rather than a two-year programme

## 3. STRENGTHENING WOMEN’S LEGAL RIGHTS IN ACEH, INDONESIA

### 3.1 OVERVIEW

Country	Geographical section	Timeframe
Indonesia	Asia-Pacific	2007-2009
Donor	Budget (USD)	
Canada	1,034,482	
Lead United Nations entity	Other United Nations entities	
UNIFEM		
Implementing partners		
Government agencies including Women’s Empowerment Bureau, Bureau of Reconstruction and Rehabilitation, Ulama Council. Law enforcement agencies including the Department of Law and Human Rights, and Provincial Law Bureau. The Office of the United Nations Recovery Coordinator for Aceh and Nias (UNORC), UNDP and UNFPA as potential partners.		
Themes	<ul style="list-style-type: none"> <li>- Protection of women and girls</li> <li>- Security and justice reform</li> </ul>	
Sub-themes	<ul style="list-style-type: none"> <li>- Protection-Conflict related SGBV</li> <li>- Security and Justice. Access to justice</li> </ul>	



<b>Beneficiaries</b>	Women seeking legal redress, religious leaders and staff in law enforcement agencies, gender equality CSOs.
<b>Objectives</b>	Mainstreaming gender equality perspectives into Aceh's autonomous legal reform, with particular attention to upcoming qanuns (local laws).
<b>Intervention strategy</b>	Build institutional capacity using gender equality principles contained in the CEDAW-Syariah nexus in drafting or renewing selected qanuns, build capacity of other stakeholders including religious leaders, increased availability and use of documentation on CEDAW-Syariah
<b>Explicit mention of strategic plan goals</b>	No
<b>Documents reviewed</b>	Donor report and independent evaluation. Programme documents were not available.

<b>3.2 RESULTS CHAIN</b>		
<b>GOAL: To improve the lives of women in Aceh by enhancing their role in the political, social and economic institutions of Aceh</b>		
<b>Outcomes</b>	<b>Outputs</b>	<b>Indicative activities</b>
1. Increased leadership and capacity among gender equality advocates and mainstream institutions to support women in claiming their rights.	Increased capacity of actors to influence gender mainstreaming in select qanun. Indicators: <ul style="list-style-type: none"> <li>• Government funding for Syariah/gender programmes</li> <li>• Media coverage about/by partner advocates</li> <li>• Trainers in CSO, government and academic institutions</li> <li>• Inclusion of project partners in policy forums</li> <li>• Select qanun in first legislative agenda</li> </ul>	<ul style="list-style-type: none"> <li>• Capacity-building for Syariah practitioners including judges, paralegals and lawyers.</li> <li>• Multi-stakeholder dialogue on draft qanun</li> <li>• Regional conference on gender equality and Islam.</li> <li>• Media sensitization programme and campaigns.</li> <li>• Record/promote good practice on gender equality and Islam.</li> <li>• Training of trainers on CEDAW and Syariah law.</li> <li>• Technical assistance for legal drafting and reviewing qanun.</li> </ul>
2. Selected qanun are gender responsive.	Strengthened collaboration for gender mainstreaming in selected qanun. Indicators: <ul style="list-style-type: none"> <li>• At least one qanun includes gender equality principles.</li> <li>• Partners' contributions included in final draft.</li> <li>• Actors from women's CSOs, government and academia agree on qanun to be targeted.</li> <li>• Joint strategy for lobbying, drafting and public awareness campaign and research</li> </ul>	<ul style="list-style-type: none"> <li>• Strategy groups on integrating gender in qanuns.</li> <li>• Roundtables for councils and government agencies.</li> <li>• Study tour to countries promoting gender equality in Islam.</li> <li>• Workshops to familiarize gender focal points at provincial and district levels with qanun.</li> <li>• Develop and maintain a website on gender and access to justice, gender equality and Islam.</li> </ul>
3. Strengthened institutionalization of CEDAW-Syariah/ Islam knowledge base applied for women's legal rights in Islam advocacy.	Increased availability and use of materials on CEDAW-Syariah/Islam. Indicators <ul style="list-style-type: none"> <li>• Judges and religious leaders using an disseminating materials or ideas from the knowledge base.</li> <li>• Monthly increase in number of documents downloaded from the project website.</li> </ul>	<ul style="list-style-type: none"> <li>• Also, 'Implementing partners and Activities Matrix' with detailed outputs against activities ("projects") listed above.</li> </ul>

### 3.3 ASSUMPTIONS

#### General

- The suite of activities do not relate directly to specific outputs/outcomes in the logframe, as such the results chain includes broad assumptions about accumulative impact and causality.
- The implementing partners and activities matrix details sublevel outputs against activities (“projects”) separately, but these do not map directly on higher level result chains.
- Most ‘assumptions’ identified in the logframe analysis were mainly external macro or operational risks, and not within control of the programme e.g. the peace agreement is maintained / internet access)
- Some ‘assumptions’ identified in the logframe reflect some theory of change analysis (e.g. religious leaders remain open to improving the role of women / don’t resist ideas perceived as external to Acehese culture).

#### Specific (flagged in evaluation)

- Some (unidentified) assumptions regarding attribution: political influences are largely beyond UNIFEM’s control, and there are various organizations providing support to the justice sector.
- There were some considerable sustainability concerns over working with legislators at provincial level and in public hearings, and the ability to impact deep-rooted attitudes at local level.
- Some believe women understand gender issues and are against repression of women.
- Gender sensitivity training relies on judges being receptive which was not always the case.

### 3.4 ANALYSIS: ACHIEVEMENTS, SHORTFALLS, ASSESSMENT

#### Which inputs, outputs, outcomes and impact were achieved?

##### General

- The programme made substantial progress towards its goal.
- It was too early to analyse longer-term impacts (e.g. knowledge generation).
- Nearly all project output and outcome indicators were achieved or surpassed.

##### Specific

- The capacity of stakeholders to mainstream gender perspectives into qanuns increased.
- Generation of knowledge relating to gender equality and Islam increased via training, socialization and materials.
- Partners gained influence in the qanun making process.
- An increased awareness of rights (e.g. knowledge of process around reporting domestic violence) and tougher sentencing by courts of law for acts of VAW was reported.
- The pool of trained resource persons on gender issues more than doubled.
- Unexpected results included: requests for input into drafting processes, revitalization of the gender architecture and a men’s forum on advancing women’s rights in Aceh.

#### Point along the results chain analysed by donor reports/evaluation?

All levels

#### Comment on the robustness of the results chain / theory of change

Implied only in programme documents, evaluation includes robust analysis.

#### What methodology was used to assess success?

Individual key informant and focus group interviews; review of documents (including UNIFEM and government strategic plans, and draft qanuns); visits to two field offices.

### What (if any) assessment is there of the factors that facilitated achievements

#### Thorough assessment in evaluation

- Appropriate choices of partners re. ability to achieve influence.
- Strategy took into account the role of religion in Aceh, pride in Acehnese identity, and gendered cultural prejudices à successfully addressed misinterpretation & scepticism.
- Flexible addition of activities which reflected partner's strengths.
- Capacity development with partners on CEDAW attracted other donors to collaborate.
- Strong relationship with BRR gender advisor à strong mechanism for influencing government.
- Effective networking across government, law enforcement, youth, academia & media paid off.
- Partnering with men and largely male networks helped to spread awareness.
- Highlighting best traditional practice (e.g. women leaders) à effective advocacy tool.

### What assessment is there of the factors that constrained/undermined achievements?

#### Thorough assessment in evaluation

- Partner self-assessments and communication assessments would strengthen social impact.
- Delayed fund transfer due to the need for, for example, better reporting and interpretation resources.
- Slow progress re. passage of qanuns and inclusion of gender sensitive language. More advocates needed to impact on decision makers, including women conservatives.
- Despite many agencies working on similar goals, groups were not always willing to share information.
- The tsunami and end of a prolonged war were not fully considered, as governance concerns took precedence. Neglect of these aspects may undermine political gains.
- More capacity development and training needed since one or two trained persons was not sufficient.

### Any other miscellaneous information about results/lesson learning that may be useful?

- A comprehensive M&E plan would allow better feedback on the longer-term impacts.
- The strategy in Aceh mainly targeted the formal justice sector. However, the mandate was to address all justice systems, so more investment in customary institutions would be beneficial.
- There was a large success and high demand for socialization and training.
- Incorporating CEDAW training into law schools and law enforcement training centres, as well as women's studies in universities, could see a greater multiplier effect.
- Decision-makers need to incorporate a degree of gender sensitivity to promote needed policy changes, and additional layers of training and awareness raising could help change attitudes.
- UNIFEM should expand its donor base to leverage additional resources for partners. Those without multi-donor support may backslide on gender equality activities.

## 4. ADVANCING THE IMPLEMENTATION OF THE RECOMMENDATIONS OF THE TRUTH AND RECONCILIATION COMMISSION ON GENDER EQUALITY IN SIERRA LEONE

### 4.1 OVERVIEW

Country/Section	Budget (USD)	Timeframe
Sierra Leone, West Africa	1,037,000	2009-2011
Lead United Nations entity	Other United Nations entities	Donor
UNIFEM		Italian Cooperation

#### Implementing partners

Line Ministries; National Human Rights' Commission; International Rescue Committee; Action Plus; Search for Common Ground; Sierra Leone Chapter of the Society for Women and AIDS in Africa; Decentralization Secretariat; Voice of Women.

<b>Themes</b>	<ul style="list-style-type: none"> <li>• Security and justice reform</li> <li>• National planning for resolution 1325</li> <li>• Peacebuilding and recovery</li> </ul>
<b>Sub-themes</b>	<ul style="list-style-type: none"> <li>• Security and Justice: Access to justice</li> <li>• Security and Justice: Transitional justice</li> <li>• Peacebuilding: Peacekeeping</li> </ul>
<b>Beneficiaries</b>	
Survivors of SGBV and gender equality advocates.	
<b>Objectives</b>	
<ol style="list-style-type: none"> <li>1. Peacebuilding and post-conflict reconstruction strategies to incorporate gender equality.</li> <li>2. Formal and informal justice systems promote resolution 1325 and the NAP, the recommendations of the Truth and Reconciliation Commission (TRC) and the three gender justice acts.</li> <li>3. Effective advocacy for implementation of the TRC recommendations and the three gender justice acts.</li> <li>4. Women survivors of GBV, young women and women ex-performers of female genital mutilation (FGM) effectively advocate for ending VAW, and secure access to economic opportunities and policy platforms.</li> <li>5. Key government institutions create an enabling environment for the implementation of the recommendations of the TRC and the three gender justice acts.</li> </ol>	
<b>Intervention strategy</b>	
Advocacy, awareness-raising and social mobilization; capacity development of relevant government institutions and CSOs; brokering partnerships between relevant government institutions; promote and support community-based responses to SGBV; empowering young women through economic opportunities.	
<b>Explicit mention of strategic plan goals</b>	
Yes	
<b>Documents reviewed</b>	
External evaluation and programme documents.	

## 4.2 RESULTS CHAIN

**GOAL: To advance implementation of the recommendations of the TRC on gender equality, in line with resolution 1325**

<b>Outcomes</b>	<b>Outputs</b>	<b>Indicative activities</b>
1. Peacebuilding and post-conflict reconstruction strategies that incorporate gender equality in line with national commitments.	<ol style="list-style-type: none"> <li>1. Accessible training and advocacy materials.</li> <li>2. A collaboration framework to monitor implementation of the NAP of resolution 1325 and the three gender justice acts.</li> </ol>	<ul style="list-style-type: none"> <li>• Support Ministries in design of materials.</li> <li>• Support the elaboration of monitoring and reporting tools.</li> </ul>

2. Formal and informal justice systems promote the implementation of resolution 1325, and the recommendations of the TRC and three gender justice acts.	<ol style="list-style-type: none"> <li>1. A more effective complaint mechanism for women's adequate access to the justice system.</li> <li>2. Religious and opinion leaders are engaged.</li> </ol>	<ul style="list-style-type: none"> <li>• Collaborative monitoring of NAPs 1325 and GBV.</li> <li>• Support legislatures with regards to engendering oversight.</li> <li>• Advocate with religious and opinion leaders.</li> </ul>
3. Gender equality advocates and their networks effectively demand the implementation of recommendations of the TRC and the three gender justice acts.	<ol style="list-style-type: none"> <li>1. Women's groups and CSOs can better advocate for SGBV issues, including on reparations.</li> <li>2. Implementation of acts monitored.</li> <li>3. Local women councilors equipped to lead on SGBV, peacebuilding, SSR reform and women's rights</li> </ol>	<ul style="list-style-type: none"> <li>• Support women's groups to scale up initiatives.</li> <li>• Create forums with decision-makers.</li> <li>• Monitoring and reporting framework created.</li> <li>• Training on gender-responsive by-laws, women's access to land</li> </ul>
4. Women survivors of GBV, young women and women ex-performers of FGM are able to effectively advocate for ending VAW, and securing access to economic opportunities and relevant policy platforms.	<ol style="list-style-type: none"> <li>1. Women performers of FGM have more income options and campaign against GBV</li> <li>2. Women survivors have access to forums on peacebuilding, rehabilitation, SSR and transitional justice systems.</li> <li>3. Young women develop skills to generate income.</li> </ol>	<ul style="list-style-type: none"> <li>• Sensitise, educate and develop livelihoods opportunities for women performers of FGM</li> <li>• Negotiate space on key policy platforms to facilitate advocacy on resolution 1325.</li> <li>• Build gendered capacity of vocational training institutions</li> </ul>
5. Key government institutions create an enabling environment for the implementation of TRC recommendations and the three gender justice acts.	<ol style="list-style-type: none"> <li>1. Institutional mechanisms of the three gender justice acts have strengthened capacity to track progress, collect data and report.</li> </ol>	<ul style="list-style-type: none"> <li>• Needs assessment, training and creation of Gender Task Force within the Humanitarian Response Commission.</li> <li>• Lobby the Sierra Leone Statistics Office to improve data collection and use.</li> <li>• Media public awareness-raising campaign.</li> </ul>

### 4.3 ASSUMPTIONS

#### General

- Many results rely heavily on commitment of diverse actors - most assumptions identified in logframe relate to ongoing commitment/ willingness.
- Some assumptions too broad to meaningfully inform analysis of causality (e.g. there is an enabling environment for collaboration between govt. and gender equality advocates).
- Some assumptions too ambitious, not least within scope of programme (e.g. social taboos preventing reports of SGBV can be eliminated).
- Some sense of a formulaic/tick-box approach (e.g. vocational training institutions perpetuate gender stereotypes).

#### Evaluation of Outcome 1

- Linkages between activities, outputs and intended outcome reflect embedded assumptions (e.g. not clear how output 1 [accessible training material] would feed into gendered strategies - not linked to an overall training and capacity development plan).
- Some activities are too complex and more like outputs (e.g. building the capacities of relevant ministries, other government institutions and women's groups to track, monitor and evaluate the TRC implementation would require systems, processes and structures beyond the scope of the project and were not implemented).

#### Evaluation of Outcome 2

- Outcome design not conducive to demonstrating results, as political representation and justice objectives are blurred (e.g. Activity 2.1.1. in support of gender-responsive female representation is not logically connected to justice outputs/outcome). Lack of clear purpose/ assumptions about steps undermined impact.

#### 4.4 ANALYSIS: ACHIEVEMENTS, SHORTFALLS, ASSESSMENT

##### Which inputs, outputs, outcomes and impact were achieved?

- Ministry produced print pocket-size booklets on gender strategies.
- Financial and technical assistance to elected leaders re. gender equality experiences in other countries in Africa
- Awareness-raising workshops on gender justice for traditional chiefs & faith leaders
- Advocacy Movement Networks (AMNet's) programme of community dialogue on FGM and cutting (FGM/C) (memorandums of understanding and a national campaign).
- Community-level awareness and empowerment, skills training for women and girls.
- Training materials on the gender legal framework were not created - the Gender Strategic Plan 2010-2013/ copies of resolutions 1325 and 1820 NAPà right direction, but use of these materials not clear and officials at the Ministry unable to identify them.
- The institutional monitoring framework was not createdà poor information base on performance and needs, which would help decision-making to support progress.
- The project has raised visibility of gender equality and women's rights in Sierra Leone - legal and cultural provisions figure prominently in public debates, in the media and local discussions.
- The most challenging outputs, e.g., building platforms, developing operational agendas and institutional coordination/monitoring systems, were not implemented. These will demand a higher-level engagement at strategic policy and systemic levels.
- A somewhat weak design and implementing capacity à lack of coherent, holistic strategy à a set of interventions too fragmented to achieve systemic impact.

##### Point along the results chain analysed by donor reports/evaluation?

- Outcomes (Evaluation: too soon to determine impact meaningfully).

##### Comment on the robustness of the results chain / theory of change

###### Evaluation

- The project did not indicate an explicit theory of change.
- Difficult to identify a strategy inductively based on the proposed outcomes: the modification of the initial logframe diminished its internal coherence/effectiveness.
- The way the project is organized looks disjointed and the logic is difficult to grasp.
- An operational approach based on single activities à an approach not always consistent with the overall strategic plan and the programme logic /change theory.
- Valuable individual actions would have benefited from a stronger framework in order to make them more sustainable and yield broader achievements.

##### What was the methodology used to assess success?

- Documentary evidence; interviews with key informants and beneficiaries; group discussions with partners and beneficiaries; and direct observations of project sites.

##### What (if any) assessment is there of the factors that facilitated achievements

###### Limited assessment of facilitating factors in evaluation

- UN Women has a highly visible profile and is an important partner to the Ministry of Social Welfare, Gender and Children's Affairs (MSWGA), especially as an active member of the critical National Committee on GBV.
- Work with chiefs and traditional authorities in communities was relevant and strategic.
- The project was developed in a consultative way.
- The programme has been catalytic, attracting multiple donors e.g. creating memorandums of understanding processes on FGM/C.
- Strong choice of partners and support of women's organizations to increase the voice of women.
- Advocacy is key and overall, campaigns to end VAW are making gains and changing attitudes.

## What assessment is there of the factors that constrained/undermined achievements?

### Very thorough: this indicative list is edited from 18 points lifted from the evaluation

- New components were added to the initial design, but important outputs were discarded, jeopardising chance of success à lack of a coherent results chain.
- Some outcome/output level under activities undermined implementation by the country office.
- The planned Steering Committee was not created and monitoring was limited.
- Stakeholders did not coordinate convincingly on implementation.
- Coverage has been limited and women in rural areas have not been reached.
- More attention should have been placed on institutional capacity issues.
- Long formulation and approval impacted on timeliness – critical in post-conflict processes.
- The transition from UNIFEM to UN Women impacted on efficiency.
- Access to justice and complaint mechanism not set within a rule of law approach.

## Any other miscellaneous information about results/lesson learning that may be useful?

### Evaluation recommendations.

The UN Women Sierra Leone country office should:

- Move away from a project- and activity-based approach.
- Mainstream gender equality throughout the United Nations Joint Vision (UNJV) Programme, as the main avenue to impact on VAW.
- Strengthen its equity approach with a coverage gap analysis and focus on partners' capacity development.
- Undertake more substantive monitoring and follow-up of field implementation.

## 5. ESTABLISHMENT, REHABILITATION AND ACTIVATION OF EIGHT WOMEN'S CENTRES IN THE GAZA STRIP AND WEST BANK

### 5.1 OVERVIEW

Country	Geographical section	Timeframe
Occupied Palestinian Territories	Arab States	2008-2009
Donor	Budget (USD)	
Saudi Committee for Palestinian People's Relief	1,273,200	
Lead United Nations entity	Other United Nations entities	
UNIFEM	UNDP	
Implementing partners		
Local village councils at each of the eight locations; eight targeted women-run centers; the Ma'an Development Center (Ma'an); the Palestinian Counseling Center; UNDP Engineering Department; Universal Technical Institute; and two local legal consultants.		
Themes	Other	

<b>Sub-themes</b>	
<b>Beneficiaries</b>	
	Women and young girls in targeted areas.
<b>Objectives</b>	
	Empower (politically, socially, economically) and support Palestinian women in marginalized areas of the West Bank and Gaza Strip through establishing and activating community centres.
<b>Intervention strategy</b>	
	<ul style="list-style-type: none"> <li>• Decentralization to facilitate work at the grassroots level;</li> <li>• Mobilizing women and targeted communities;</li> <li>• Networking among and within targeted communities; and</li> <li>• Flexibility in implementation to adapt to the ever-changing situation on the ground resulting from the political conflict.</li> </ul>
<b>Explicit mention of strategic plan goals</b>	
	Yes
<b>Documents reviewed</b>	
	Independent evaluation and programme documents.

## 5.2 RESULTS CHAIN

**GOAL: To improve Palestinian women’s social and economic situation through training and development initiatives**

**OUTCOME: Women’s empowerment on social, economic and political levels is achieved**

Outputs	Indicative activities
1. Eight women community-based centres built or rehabilitated.	<ul style="list-style-type: none"> <li>• Recruiting and selecting project team staff.</li> <li>• Field visits to assess women’s needs and confirm selection.</li> <li>• Sign agreements with local beneficiary parties.</li> <li>• Tendering process for subcontracting.</li> <li>• Infrastructure phase (floor design, construction etc.).</li> <li>• Equipping and furnishing centres with basics and information technology (IT).</li> </ul>
2. Women’s managerial and financial capacity is built.	<ul style="list-style-type: none"> <li>• Managerial and financial capacity assessments and workplans.</li> <li>• Provide institutional training to a core group of women at each centre.</li> <li>• Produce a managerial and financial manual for each centre.</li> </ul>
3. A social network between and within targeted communities is established.	<ul style="list-style-type: none"> <li>• Conduct mobilization meetings within and among communities.</li> <li>• Organize women into networks within the community.</li> <li>• Encourage a spirit of volunteerism.</li> <li>• Conduct networking workshops with service providers and local NGOs.</li> <li>• Create an information database at each centre.</li> </ul>



4. Women's access to services and information (i.e. educational, legal and psycho-social) is facilitated	<ul style="list-style-type: none"> <li>• Conducting educational training sessions (e.g. information technology, languages, vocational).</li> <li>• Providing women's groups with on-site counselling and awareness services.</li> </ul>
5. The centres' internal systems are well established	<ul style="list-style-type: none"> <li>• Organising local elections for administrative and financial committees.</li> <li>• Technical support for CBOs' official registration at the PA organizations.</li> </ul>
6. Job opportunities for the local labour force is created	<ul style="list-style-type: none"> <li>• Create job opportunities for the local labour force during the construction/rehabilitation phase.</li> <li>• Create job opportunities for women in targeted locations during the training phase.</li> </ul>

### 5.3 ASSUMPTIONS

#### General

Embedded/unexplored assumption that empowerment leads to improved social and economic situations. In the logframe, assumptions/risks relate to political stability and access issues only.

#### Evaluation

Strengthened articulation of causality linkages between some activities and outputs is one of main areas where project design could be improved.

The project intervention logic with regard to women's economic empowerment could benefit from substantial development in particular.

Assumptions regarding timescale resulted in unrealistic implementation timeline.

Output 5, assumptions re. baseline cultures of governance against which to implement managerial and financial capacity building initiatives.

Output 6, assumptions re. gender equality of outcomes. Men only benefitted from job creation through construction/rehabilitation of centres.

Outcome = women are empowered. Hard to measure and some degree of assumption inherent to the concept, but evaluation is positive about progress.

### 5.4 ANALYSIS: ACHIEVEMENTS, SHORTFALLS, ASSESSMENT

#### Which inputs, outputs, outcomes and impact were achieved?

- Significant progress has been made towards overall goal and outcome, though it was too early to assess the overall impact of the project on women's empowerment.
- The project has demonstrated how women's centres can be a very effective entry point for bringing women to work together to improve their conditions and achieve action.

#### Outputs

- The project has fully delivered its planned output of constructing/rehabilitating eight women's centres demonstrating a high quality and efficient construction management process.
- Overall, women's managerial and financial capacities were enhanced. However, various aspects of the overall capacity-building approach and training programme were weak.
- The project has had very limited success in establishing a social network in the targeted communities, largely due to the lack of a clear definition of what constitutes a "social network" and the lack of appropriate strategy to do so.
- The project fully achieved what it set out to accomplish in terms of enhancing women's access to social and educational services, surpassing its targets in several instances.
- The activities planned with regards to internal systems have been carried out in full, but significant support was needed to institutionalize management and financial systems.
- The project has been successful in generating employment opportunities for labourers from the targeted communities, however the main beneficiaries were men.

## Point along the results chain analysed by donor reports/evaluation?

Impact

## Comment on the robustness of the results chain / theory of chain

Evaluation: "The project's intervention logic and change theory was sufficiently clear to provide direction for the prescribed project activities".

## What methodology was used to assess success?

Desk reviews; preliminary discussions with UN Women's senior management; field visits at different stages of the process; individual and group discussions; in-depth interviews with key partners; a series of semi-structured interviews and focus groups.

## What (if any) assessment is there of the factors that facilitated achievements?

### **Limited assessment of facilitating factors in evaluation, in terms of theory of change:**

- An 8 per cent increase in women's membership in the targeted CBOs as a direct result of the establishment of the physical space and the delivery of training through the centres.
- New members indicated this increase led to increased confidence that CBOs would be able serve better than before due to greater control of resources.
- The establishment of the women's centres in Gaza has elevated the priority the beneficiary CBOs give to women empowerment activities.
- To ensure responsiveness to the needs of women and socio-cultural dynamics in the targeted locations, a participatory, bottom-up approach was prioritized.
- Project design included working closely with both local authorities and Palestinian Authority institutions to garner local and national support.
- To account for the ever-changing political environment in the West Bank and Gaza Strip, performance targets were kept flexible.

## What (if any) assessment is there of the factors that constrained/undermined achievements?

Thorough assessment of constraining factors in evaluation.

- Internal capacities, expertise and resources of the centres require further development to achieve strategic aims, such as improving women's conditions and livelihoods.
- In established centres in the Gaza Strip, clarification of the relationship between the centres and the host CBOs is needed, including decision-making processes.
- Without further technical support and funding for income generating projects, only half of the centres can be expected to maintain some level of activity beyond the project.
- Job opportunities created benefitted men only. The project did not adequately plan, allocate resources or implement activities for gendered equality of outcome.
- Weaknesses in capacity-building approaches were reported due to the lack of capacity expertise in the project management structure and the changes with the Project Manager function.
- Limited planning for women's needs for immediate income-generating activities, e.g. access to credit in relation to small enterprise management initiatives.
- More support is needed to enhance the systems and culture of governance which constrained establishment of internal management systems.
- The project design fell short of identifying several risks, e.g. very limited experience of the targeted women to gender mainstreaming, civil society building and managing a CBO.

## Any other miscellaneous information about results/lesson learning that may be useful?

- The evaluation recommends a new phase of the project.
- The new phase should maintain the overall objective of improving women's economic and social status, but reformulate outcomes and outputs towards economic empowerment.
- It should also aim to better reflect specific results and identify key performance indicators.

## 6. WOMEN, PEACE AND SECURITY IN ACEH

### 6.1 OVERVIEW

Programme		Timeframe
Women, Peace and Security in Aceh		2011
Country	Geographical section	
Indonesia	Asia-Pacific	
Donor	Budget (USD)	
Canada	190,000	
Lead United Nations entity	Other United Nations entities	
UNIFEM		
Implementing partners		
Badan Pemberdayaan Perempuan (women's empowerment agency); and the CSOs, Koalisi Perempuan Indonesia (KPI) Aceh and Balai Syura Ureueng Inong Aceh (Balai Syura).		
Themes	<ul style="list-style-type: none"> <li>• Peacebuilding &amp; recovery</li> <li>• Post-conflict governance</li> </ul>	
Sub-themes	<ul style="list-style-type: none"> <li>• Peacebuilding. Recovery</li> <li>• Peacebuilding. Conflict mediation and prevention</li> <li>• Post-Conflict. Other democratic governance</li> </ul>	
Beneficiaries		
Women (broad reach through initiatives promoting role of women in peacebuilding)		
Objectives		
Gender equality principles reflected in peace building processes in Aceh. Also, to feed into wider programme goal: Legal framework strengthened to secure peace and protect women's human rights		
Intervention strategy		
Advocacy and policy dialogue to create awareness of existing policy on gender and peacebuilding; capacity-building of the women's machinery, women's organizations, NGOs and the United Nations in gender sensitive post-conflict reconstruction; prevention strategies through raising awareness and strengthening resilience of communities, as well as experimentation on Safe Communities pilots.		
Explicit mention of strategic plan goals		
No		

## Documents reviewed

UN Women final programme report, programme document.

## 6.2 RESULTS CHAIN

**GOAL: To improve the lives of women in Aceh by enhancing their role in local political, social and economic institutions**

Outcome	Outputs	Indicative activities
1. Participation of gender equality advocates in post-conflict governance strengthened in Aceh by 2011.	1. Awareness of communities in two post-conflict sites in Banda Aceh and Aceh Besar on women's role in conflict and peacebuilding improved.	<ul style="list-style-type: none"> <li>• Journalist award for article on women and peacebuilding.</li> <li>• Workshop organized on women's participation in policy.</li> <li>• Quarterly coordination meeting.</li> <li>• User-friendly localised handbooks on resolution 1325.</li> <li>• Village-level forums on women's rights and peacebuilding.</li> <li>• Interactive street theatre / stage performance.</li> <li>• Gender-responsive support networks with buy-in from village heads, religious leaders, etc.</li> <li>• Competition for best media portrayal of gender and peacebuilding.</li> </ul>
	2. Knowledge and skills among government and CSOs to integrate gender equality perspective into plans, policies and strategies on reintegration and peacebuilding strengthened	<ul style="list-style-type: none"> <li>• Workshop regarding a gender-responsive Policy Monitoring Mechanism (CEDAW, resolution 1325).</li> <li>• Research and critical review of qanuns to provide a monitoring report.</li> <li>• TOT for government, women's groups and academia.</li> <li>• Multi-stakeholder workshops including women ex-combatants on CEDAW, resolution 1325 and national policy.</li> <li>• Dialogue with the gender equality caucus, including women politicians and men champions of gender equality.</li> <li>• Pilot "Safe Communities", with buy-in from sub-district government, village heads and faith leaders.</li> <li>• Unplanned activity, added with extra funds</li> <li>• Gathering women candidates for 2012 General Election in Aceh.</li> </ul>

### 6.3 ASSUMPTIONS

- Final report weak – no clear results chain articulated, therefore little can be discerned about assumptions related to causality.
- Broad sweep of activities feeding into 2 outputs and 1 outcome suggests little theories of change in planning processes.
- Programme document shows clear logic and thorough assessment re. partner selection process à suggests assumptions around capacity anticipated/mitigated to some extent.
- Assumptions identified in programme document relate to external factors:
  - Goal: The Aceh Government keeps its commitment to promoting good governance and peace.
  - Outcome: Government and women's networks are open to dialogue on gender and peacebuilding.
  - Output 1: Women's agenda is not subsumed under the "bigger" peace building agenda, and therefore seen as less important.
  - Output 2: Government and CSOs are open to integrating gender equality issues into policies.

### 6.4 ANALYSIS: ACHIEVEMENTS, SHORTFALLS, ASSESSMENT

#### Which inputs, outputs, outcomes and impact were achieved?

Successful strategies (as outlined in final report)

The results of the activities already undertaken are as follows:

- Implementation of resolution 1325 and socialized, especially issues related to politics and health through talk shows and workshops with women legislators.
- The document Articles of Association and Bylaws and Rumah Perempuan Politik Aceh (RPPA) workplans and sharing the good progress the development of the region RPPA.
- The results of research on health policy implementation in Aceh Besar.
- The Political Attitudes of Women Aceh Movement which was built along with the women, keeping candidate election process is fair and friendly to women.
- The founding of media support which respond to women's leadership issues.

#### Point along the results chain analysed by donor reports/evaluation?

- Outputs/activities

#### Comment on the robustness of the results chain / theory of change

- No clear logic, weak

#### What was the methodology used to assess success?

- Not stated

#### What (if any) assessment is there of the factors that facilitated achievements?

- None

#### What assessment is there of the factors that constrained/undermined achievements?

- No assessment relating to assumptions or theory of change analysis.
- Implementation constrained during Ramadan and Eid, August-September 2011.

#### Any other miscellaneous information about results/lesson learning that may be useful?

- English not great in this report – potentially some nuance not captured as a result.

## 7. WOMEN FOR EQUALITY, PEACE AND DEVELOPMENT IN GEORGIA

### 7.1 OVERVIEW

Country	Geographical section	Timeframe
Georgia	Commonwealth of Independent States	2009-2012
Donor	Budget (USD)	
Norway	1,000,200	
Implementing partners		
Women's Information Centre; Taso Foundation (NGOs); Government of Georgia.		
Themes	<ul style="list-style-type: none"> <li>• Peacebuilding and recovery</li> <li>• Protection of women and girls</li> <li>• Security and justice reform</li> </ul>	
Subthemes	<ul style="list-style-type: none"> <li>• Peacebuilding. Conflict mediation and prevention</li> <li>• Protection. Conflict-related SGBV</li> <li>• Security and justice. Access to justice</li> </ul>	
Beneficiaries		
Government institutions; internally displaced persons (IDPs) and conflict-affected women (CAW).		
Objectives		
<p>Support capacities of IDP and conflict-affected women's groups to advance gender equality and women's humanitarian response:</p> <p>[1] National policy/law (e.g. NAP on resolution 1325) is in line with resolutions 1325 and 1820, and CEDAW.</p> <p>[2] National institutions accountable for ensuring rights of IDP/CAW.</p> <p>[3] IDP/conflict affected women have increased resources and voice to ensure their priorities included in national policy, law and programmes.</p>		
Intervention strategy		
Legal clinics/aid; support legal action re. housing rights of IDPs; mediation between IDP/CAW and service providers; capacity development for women around CEDAW, resolutions 1325 and 1820, and IDP law; coalition of IDP and CAW leaders, policy dialogue with government.		
Explicit mention of strategic plan goals		
No		
Documents reviewed		
UN Women's Eastern Europe and Central Asia subregional office mid-term review and programme document.		

## 7.2 RESULTS CHAIN

GOAL: Not specified

Outcomes	Outputs	Indicative activities
1. National policy and legislation (IDP Law, 1325 NAP) are revised/adopted in line with CEDAW and resolutions 1325 and 1820.	<ol style="list-style-type: none"> <li>1. Body of knowledge on how to develop resolution 1325 and 1820 NAPs is developed.</li> <li>2. Channels and mechanisms for dialogue between government actors and IDP and conflict-affected women.</li> <li>3. National law on IDPs is reviewed and amendments developed and submitted.</li> </ol>	<ul style="list-style-type: none"> <li>• Review of legislation and policy.</li> <li>• Create joint working group to follow up / develop recommendations and concept paper.</li> <li>• Create NAPs drafting team to include members of women's coalition and support its work.</li> <li>• Share draft widely, submit to government for approval.</li> <li>• Review national IDP law re. gaps for women.</li> <li>• Set of recommendations for amendments, elaborated through participatory process.</li> </ul>
2. National institutions show commitment, capacity and accountability in protecting rights of IDPs and conflict-affected women, especially re. privatization of the IDP shelters.	<ol style="list-style-type: none"> <li>1. Enhanced capacities of policy and service delivery institutions re. IDP and conflict affected women, including on privatisation of IDP centres</li> <li>2. Effective referral mechanisms (state and non-state) set up or strengthened and functioning re. human rights concerns of IDP and CA women.</li> </ol>	<ul style="list-style-type: none"> <li>• Capacity assessments and capacity development initiatives for staff in institutions.</li> <li>• Legal clinics in regional line Ministry offices to respond to humanitarian response violations of IDPs.</li> <li>• Support for observers and legal clinics to document and analyse humanitarian response abuse.</li> <li>• Facilitate hotline re. accessible services.</li> <li>• Technical assistance for observers and Public Defender's Office to strengthen referral systems.</li> </ul>
3. IDP and conflict-affected women have increased resources, capacities, and voice re. relevant policies, legislation, programmes and budgets.	<ol style="list-style-type: none"> <li>1. Women have increased information and understanding of their rights, and access to legal counselling.</li> <li>2. IDP and CA women's groups mobilized and empowered to voice violations of women's humanitarian response.</li> </ol>	<ul style="list-style-type: none"> <li>• Free legal counselling especially re. CCS privatization.</li> <li>• Legal action and mediation on specific human rights violations.</li> <li>• Disseminate awareness-raising materials.</li> <li>• Mobilization to form women's coalition.</li> <li>• Support advocacy work of coalition</li> <li>• Support people-to-people diplomacy and confidence building initiatives re. women's humanitarian response.</li> </ul>

### 7.3 ASSUMPTIONS

- Links between activities and outputs are generally clearly defined, however some relatively large jumps exist between output and outcome levels.

#### Outcome 1

- Some relatively major assumptions that submitted policy and legislative recommendations will be adopted/well-received by decision-makers.

#### Outcome 2

- Assumptions that capacity-building and establishment of referral mechanisms will increase high-level institutional commitment and accountability re. women's rights.

#### Outcome 3

- Some assumptions re. "support" for IDPs and conflict-affected women leading to empowerment – however some degree of assumption is inherent to the concept.
- Some overlap between activities and outputs, e.g. around access to legal counselling à assumptions re. quality of counselling and degree to which women's will have increased 'voice' as a result.

### 7.4 ANALYSIS: ACHIEVEMENTS, SHORTFALLS, ASSESSMENT

#### Which inputs, outputs, outcomes and impact were achieved?

##### Mid-term review

- Project being implemented according to plan.
- Large progress has been made in respect to achieving Outcome 1.
- Targets under Outcomes 2 and 3 are on track and forecast is positive.

##### Outcome 1

- Considerable progress promoting a legislative context conducive to IDPs and CAW.
- Draft resolution 1325 NAP elaborated in participatory manner and submitted for approval.
- Four recommendations out of 13 were included into the revised draft law on IDPs and submitted for the consideration by relevant governmental bodies.

##### Outcome 2

- Effective referral mechanisms established and institutional capacities strengthened.
- Five legal clinics established and training of staff in line ministries.
- Legal clinics statistics show a positive trend of cases reviewed and resolved.
- Gori Hotline and Human Rights Observer à effective local level mechanisms.

##### Outcome 3

- IDPs and CAW in 17 localities mobilised to input into national planning and legislation at local, regional and national level.

#### Point in results chain analysed by donor reports/evaluation of programmes?

- Mainly outputs, some analysis of outcomes.

#### Comment on the robustness of the results chain / theory of change

- Theory of change not explicit, but results chain in logframe mostly logical.
- Graph showing bottom-up and top-down linkages between 'policy level', 'institutional level' and 'grassroots level' infers theory of change, but lacks detail on specific drivers (p.21 mid-term review).



### What was the methodology used to assess success?

- Preliminary desk review of all relevant documents on the project.
- Country field visit following individual meetings and group discussions with CO staff and implementing partners, government stakeholders and five mobilised women's groups.

### What (if any) assessment is there of the factors that facilitated achievements?

Limited assessment. The review is mainly a narrative report, which focuses on recommendations for a second phase (see below) and operational/sustainability issues.

- The project “successfully employed” three core strategies during implementation: the holistic approach, the human rights-based approach and social mobilization.
- The existing context was favourable towards establishing legal clinics and capacity building in this regard. Ministry of IDPs welcomed this initiative.
- Decentralised governance is favourable for women's participation in local decision-making, and in particular participatory elaboration of village development strategies.
- The social mobilization model emulated a strategy employed by UN Women Kyrgyzstan.

### What assessment is there of the factors that constrained/undermined achievements?

Almost no assessment. The review is mainly a narrative report, which focuses on recommendations for a second phase (see below) and operational/sustainability issues.

- The need to revise the logical framework (to include additional indicators, set baselines and targets) was identified and delivered as part of the mid-term review.
- Time-limits of the field trip did not allow for consultation with the beneficiaries of the legal clinics.

### Any other miscellaneous information about results/lesson learning that may be useful?

Mid-term review recommendations

Outcome 1:

- To document “One-window shop” principle meetings, providing clear guidelines.
- Stronger focus on lobbying on the amendments to IDP law and follow-up activities.

#### **Outcome 2:**

- Post-ante capacity development impact assessment to identify gaps, refine the capacity development strategy for 2012, identify how the knowledge gained has been used etc.
- To prepare grounds for the institutionalization of five legal clinics through technical assistance and modelling the practice for further replication.

#### **Outcome 3:**

- To conduct working meeting with participation from all self-help groups in early 2012 to plan activities for 2012 and refine capacity building strategy for 2012.
- To document the practice of social mobilization and widely share, especially among local authorities and donors to sensitize on the existence of community resources.
- Explore opportunities throughout fundraising for extending horizontally (number of villages and settlements covered) or vertically (capacity-building of existing SHGs).
- Research and document opportunities existing in the national legislation and self-governance system that would support SHGs beyond the project duration.

#### **General recommendations:**

- A focus should be developed on a fundraising strategy and cost-sharing negotiations to ensure sustainability of referral mechanisms and legal clinics' services.
- The final evaluation should aim to measure impact of the project on the beneficiaries.

## 8. INCREASING WOMEN'S POLITICAL PARTICIPATION IN ACEH, INDONESIA

### 8.1 OVERVIEW

Country	Geographical section	Timeframe
Indonesia	Asia-Pacific	2007 - 2009
Donor	Budget (USD)	
National Committee for UNIFEM Finland	70,000	
Lead United Nations entity	Other United Nations entities	
UNIFEM		
Implementing partners		
<p>Government agencies: Women's Empowerment Bureau; Bureau of Reconstruction and Rehabilitation; Ulama Council; law enforcement agencies (inc.) the Dept of Law and Human Rights, and Provincial Law Bureau. "Potential partners" UNDP, UNFPA and UNORC.</p> <p>Women's Coalition Indonesia, BSUIA, Dayah Diniyah Darussalam, Aceh Socio-Economic Activity Development (PASKA), Putri Sepakat Foundation</p>		
Themes	<ul style="list-style-type: none"> <li>• Post-conflict governance</li> </ul>	
Sub-themes	<ul style="list-style-type: none"> <li>• Protection-Conflict. Other democratic governance</li> </ul>	
Beneficiaries		
Women voters and candidates; political parties; women's political caucus		
Objectives		
Increase women's political participation and leadership.		
Intervention strategy		
<p>[1] Resource materials and training modules on gender-responsive governance.                      [2] Training women to stand as candidates for the 2009 elections.                      [3] Awareness-raising amongst women of their voting rights and the importance of women's leadership and political participation.                      [4] Advocacy re gender quotas and gender mainstreaming into party manifestos.                      [5] Revitalise a Women's Political Caucus.</p>		
Explicit mention of strategic plan goals		
No (though programme document not available).		
Documents reviewed		
Final donor progress report.		

## 8.2 RESULTS CHAIN

### GOAL: To increase women's political participation and leadership

Outcomes	Outputs	Indicative activities
Develop resource materials and training modules on gender-responsive governance.	Resource materials and training modules on gender-responsive governance developed.	<ul style="list-style-type: none"> <li>• Develop resources &amp; training modules.</li> <li>• Narrative report</li> <li>• Two-day capacity workshop.</li> <li>• Communications scheme, including calendar re. women.</li> </ul>
Train at least 50 women to stand as candidates for the 2009 elections.	At least 50 women trained to stand as candidates for elections (2009).	<ul style="list-style-type: none"> <li>• Training women candidates for 2009 elections.</li> <li>• Narrative report</li> <li>• Several three-day trainings for women candidates</li> <li>• Ongoing mentoring throughout campaign.</li> </ul>
Increase the understanding of at least 300 women of their rights as voters and the importance of women's leadership and political participation.	Conduct awareness-raising programme (voters' education) at the district levels to understand better their rights as voters, the importance of women's leadership and political participation.	<ul style="list-style-type: none"> <li>• Increased visibility of discussion and media coverage on women's participation in decision-making and leadership.</li> <li>• Narrative report</li> <li>• Five two-day voter education trainings.</li> </ul>
Advocate for political parties to implement quotas for women stipulated in the Law on the Governing of Aceh (LoGA), to include women in party decision-making bodies, and mainstream gender into party manifestos.	Political parties will implement quotas for women stipulated in the LoGA and include women in party decision-making bodies, and mainstream gender into party manifesto.	<ul style="list-style-type: none"> <li>• Two-day seminar on women's political participation.</li> </ul>
Revitalise a Women's Political Caucus to further support women's involvement and participation in politics.	Revitalization of a Women's Political Caucus to support further women's involvement and participation in politics.	<ul style="list-style-type: none"> <li>• Facilitate and support the creation of a Women's Political Caucus through dialogues.</li> <li>• Narrative report</li> <li>• Public seminars with women legislative candidates and women's organizations.</li> </ul>

### 8.3 ASSUMPTIONS

- Although some detail of activities is provided in the programme document's narrative, there is no clear results chain represented in the logframe.
- Outcomes, outputs, activities are blurred (e.g.):
  - Activity: Increased visibility of discussion and media coverage on women's participation in decision-making and leadership.
- This very limited articulation of causality limits analysis of embedded assumptions.

The donor report states:

- Public awareness of the need for women's political participation and the rights of women to participate in the political arena are still lacking in Aceh.
- Some still hold the view that politics and public leadership are a man's domain and that women should not appear in such spaces.
- Cultural and religious views that do not support women's political participation are, moreover, very influential on the population as a whole."

However, this is not reflected in the results chain. This suggests that many assumptions were made regarding awareness and cultural/ religious prejudice and the degree to which impact would therefore be undermined.

The donor report states:

- Linking the project activities to the election campaigns created unwarranted expectations of immediate increases in women's political participation
- In fact bringing more women to political leadership through elective office will require a long-term commitment.

This is not articulated in the project plan. Assumptions were therefore made with regard to both timescale and too great a degree of ambition re. training of potential women candidates.

### 8.4 ANALYSIS: ACHIEVEMENTS, SHORTFALLS, ASSESSMENT

#### Which inputs, outputs, outcomes and impact were achieved?

##### All 5 outputs were achieved

- Ninety potential women candidate received capacity development training.
- Manual for voter education used by seven women's organizations across Aceh.
- Five voter education sessions, attended by 243 women – participants fed back positively.
- Two-day seminar for actors across local government, academia, CSOs attended by over 70 people à collaborative recommendations were produced.
- Women's Political Caucus established to monitor the effectiveness of the legislature.
- The results of the general election did not demonstrate effective increases in women's political participation in Aceh – women's representation dropped from 6.3 per cent to 5.8 per cent.

#### Point in results chain analysed by donor reports/evaluation of programmes?

Outputs/activities

#### Comment on the robustness of the results chain / theory of change

Not robust

#### What was the methodology used to assess success?

Not stated

### What (if any) assessment is there of the factors that facilitated achievements

Not addressed in final narrative donor report

### What assessment is there of the factors that constrained/undermined achievements?

- The low number of women elected has been attributed to:
  - A change in the voting system, since women mostly had less access to funds.
  - An increase in local political parties saw many women standing without hope of running a competitive campaign in order to fulfill the quota.
- Pervasive patriarchal culture across every aspect of political life, including lack of support from many women.
- Lack of collective will to increase women's political participation.
- Political education and support for potential women candidates should be done consistently over time, rather than focused only on the national election.
- Voter education would need much broader rollout in order to effect real changes.
- Implementation difficulties around communication, timing and access of training women candidates.

### Any other miscellaneous information about results/lesson learning which may be useful?

- Potential for future collaboration with local, national and international organizations, to implement future projects to address needed changes in attitudes.

Next steps identified in donor reports:

- Communicating the Women's Agenda as a collective platform for advocacy.
- Strategic planning for the Women's Caucus.
- A women's political school will address substantial and procedural democracy, human rights, women's political representation and voter education.
- Work with political parties to advocate for the Women's Agenda and for meaningful integration of women party members and potential candidates.
- Ongoing systematic training for strategic institutions a district and village levels.
- A men's group in support of women's political participation.

## 9. ENHANCING WOMEN'S ROLE IN TIMOR-LESTE POST-CONFLICT RECONSTRUCTION AND NATION-BUILDING

### 9.1 OVERVIEW

Country	Geographical section	Timeframe
Timor-Leste	Asia-Pacific	2008-2010
Donor	Budget (USD)	
United Nations Democracy Fund (UNDEF)	300,000	
Lead United Nations entity	Other United Nations entities	
UNIFEM		

<b>Implementing partners</b>	
<i>Rede Feto</i> (network of women's NGOs) Timor-Leste	
<b>Themes</b>	<ul style="list-style-type: none"> <li>• Post-conflict governance</li> </ul>
<b>Sub-themes</b>	<ul style="list-style-type: none"> <li>• Post-conflict. Transitional elections</li> <li>• Post-conflict. Other democratic governance</li> </ul>
<b>Beneficiaries</b>	
Women candidates	
<b>Objectives</b>	
<ul style="list-style-type: none"> <li>• To enhance women's participation in post-conflict nation-building of Timor-Leste.</li> <li>• To build a gender-responsive reconstruction agenda at the local level.</li> </ul>	
<b>Intervention strategy</b>	
Enhance quality and quantity of women's representation in suco councils through gender responsive local electoral law, capacity-building for potential candidates, sensitization activities for voters and promotion of gendered policy platforms in campaigns.	
<b>Explicit mention of strategic plan goals</b>	
No	
<b>Documents reviewed</b>	
Programme document only	

<b>9.2 RESULTS CHAIN</b>		
<b>GOAL: UNDAF outcome by 2013, stronger democratic institutions and mechanisms for social cohesion are consolidated</b>		
<b>Outcomes</b>	<b>Outputs</b>	<b>Indicative activities</b>
1. The local electoral law governing the 2009 suco election includes affirmative action (AA) measures and is adhered to.	<ol style="list-style-type: none"> <li>1. Women legislators and the Secretary of State commit to lobby for AA in electoral law.</li> <li>2. Campaign for quotas in local electoral law.</li> <li>3. Parties commit to AA and women's issues.</li> </ol>	<ul style="list-style-type: none"> <li>• Review of draft suco law.</li> <li>• Advocacy strategy on gendered provisions.</li> <li>• Media campaign strategy, including community radio.</li> <li>• Socialization and direct advocacy with parties.</li> </ul>

2. Number of women elected as suco council members in four target districts increased	<ol style="list-style-type: none"> <li>1. Campaign to promote women candidates.</li> <li>2. Pool of 200 female/male trainers.</li> <li>3 &amp; 4. Women (900) and men (450) potential candidates trained on gender/women's issues.</li> <li>5. At least 5000 voters à better knowledge &amp; awareness of gender equality agenda, including participation.</li> </ol>	<ul style="list-style-type: none"> <li>• Media to promote women's participation.</li> <li>• Selection, needs assessment and ToT</li> <li>• Review modules with focus on accountability.</li> <li>• Follow-up meetings with those trained.</li> <li>• Sensitization meetings for voters with focus on accountability re. campaign platforms.</li> </ul>
3. Effectiveness of women elected as suco council members in four target districts to deliver on women's agenda is enhanced	<ol style="list-style-type: none"> <li>1. Capacity of all council reps built re. role and function to plan and deliver gender equality policy.</li> <li>2. Strengthened women's caucus at local level.</li> </ol>	<ul style="list-style-type: none"> <li>• Analysis of current women councilors.</li> <li>• Nine batches of training, follow-up and mentoring.</li> <li>• Dialogue between women leaders.</li> </ul>
4. Gender responsive local development agenda developed and supported by suco council reps, based in constituency inputs.	<ol style="list-style-type: none"> <li>1. Gendered action plan &amp; monitoring system.</li> <li>2. Interlinkages between and within councils</li> <li>3. Network between women suco council members and national women parliamentarians</li> </ol>	<ul style="list-style-type: none"> <li>• Dissemination and socialization in community.</li> <li>• Local M&amp;E and award system re. good practice.</li> <li>• Women Watch Groups of women leaders.</li> <li>• Intersuco sharing, discussion fora, study tour.</li> <li>• Dialogue between women politicians.</li> <li>• Participation in National Women's Congress.</li> </ul>
5. Capacity of Rede Feto NGO members enhanced to further women's agenda locally.	<ol style="list-style-type: none"> <li>1. Regional framework shows increased capacity on RBM and M&amp;E planning.</li> </ol>	<ul style="list-style-type: none"> <li>• Training workshop on RBM, workplans, M&amp;E.</li> <li>• End of project workshop on lessons learned.</li> </ul>

### 9.3 ASSUMPTIONS

- Underlying assumptions identified in the programme document:
  - Women's interest in engaging with local politics and decision-making process.
  - Stable political environment before, during and after the local elections.
  - Unchanged political framework regarding affirmative action for women.
- Recurring violence from the 2006 crisis not expected to hamper project activities.
- Project includes risk management strategy, including building existing early warnings systems for political violence.
- Patriarchal nature of Timorese society is "constant challenge to be overcome", but not linked to a theory of change analysis.

### 9.4 ANALYSIS: ACHIEVEMENTS, SHORTFALLS, ASSESSMENT

#### Which inputs, outputs, outcomes and impact were achieved?

Not applicable – programme document only

#### Point along the results chain analysed by donor reports/evaluation?

Not applicable

<b>Comment on the robustness of the results chain / theory of change</b>
Some implied
<b>What was the methodology used to assess success?</b>
Not applicable
<b>What (if any) assessment is there of the factors that facilitated achievements</b>
Evaluation/ review not available, but planned strategies include: <ul style="list-style-type: none"> <li>• Implementation by <i>Rede Feto</i>, 18 women’s CSOs with broad networks at local level.</li> <li>• Monitoring role of the National Election Committee — potential scaling up of activities.</li> <li>• Sustainability through creation of: <ol style="list-style-type: none"> <li>[1] Networks of women elected officials, building on the Women Parliamentary Caucus.</li> <li>[2] Pool of trainers at local level.</li> <li>[3] Local women watch groups, to monitor progress of women’s policy platforms.</li> </ol> </li> </ul>
<b>What assessment is there of the factors that constrained/undermined achievements?</b>
Evaluation/ review not available, but challenges identified in programme document include: <ul style="list-style-type: none"> <li>• Chronic and extreme poverty, high maternal mortality and illiteracy</li> <li>• High levels of GBV.</li> <li>• Lack of infrastructure re. service delivery</li> <li>• Lack of protection mechanisms</li> <li>• Overcoming patriarchal nature of Timorese society for quality of women’s participation</li> </ul>
<b>Any other miscellaneous information about results/lesson learning that may be useful?</b>
Built on Programme for Enhancing Rural Women’s Leadership and Participation in Nation-Building in Timor-Leste, 2004-07.

**10. UN WOMEN, UNDP AND EU JOINT PROGRAMME ON WOMEN, PEACE AND SECURITY: ENHANCING WOMEN’S PARTICIPATION IN PEACEBUILDING AND POST-CONFLICT PLANNING IN LIBERIA, TIMOR-LESTE AND KOSOVO (SCR 1244)**

**10.1 OVERVIEW**

Country	Geographical section	Timeframe
Kosovo, Liberia and Timor-Leste	Global	2011-2013
Donors	Budget (USD)	
European Commission and others	2,021,149	
Lead United Nations entity	Other United Nations entities	
UN Women	UNDP	



<b>Implementing partners</b>	
European Commission	
<b>Themes</b>	<ul style="list-style-type: none"> <li>• Peacebuilding and recovery</li> </ul>
<b>Sub-themes</b>	<ul style="list-style-type: none"> <li>• Peacebuilding. Conflict mediation and prevention</li> <li>• Peacebuilding. Recovery</li> </ul>
<b>Beneficiaries</b>	
<ul style="list-style-type: none"> <li>• United Nations and EU in-country decision-makers re. institutionalizing gender-responsive peacebuilding.</li> <li>• Women's groups and leaders re. capacity-building, leadership-building and advocacy.</li> <li>• Women's organizations re. micro-grants for grassroots peacebuilding activities.</li> <li>• Men's groups re. dialogue on resolution 1325 and empowerment as agents of change.</li> </ul>	
<b>Objectives</b>	
<ul style="list-style-type: none"> <li>• To strengthen coordination between the United Nations and its partners.</li> <li>• To increase extent to which national reconciliation and peacebuilding processes respond to women's security and recovery needs.</li> </ul>	
<b>Intervention strategy</b>	
<ul style="list-style-type: none"> <li>• Identifying the entry points for support to peacebuilding processes.</li> <li>• Implementing pilot initiatives including through micro-grants to women's organizations.</li> <li>• Providing technical expertise on women, peace and security at the national and international level.</li> <li>• Facilitating partnerships at the national level between United Nations entities, EU, the government, relevant CSOs and particularly women's organizations.</li> </ul>	
<b>Explicit mention of strategic plan goals</b>	
Yes	
<b>Documents reviewed</b>	
Programme document	

## 10.2 RESULTS CHAIN

**GOAL: To increase women’s leadership in peace and security in Liberia, Timor-Leste and Kosovo (resolution 1244).**

Outcomes	Outputs	Indicative activities
<p>Strengthened coordination between the United Nations and its partners (i.e. national partners and the EU) to promote women’s leadership in peace and security programming initiatives (e.g. implementation of resolutions 1325, 1820, 1888, 1889 and 1960).</p>	<ol style="list-style-type: none"> <li>1. Mechanisms re coordination between the United Nations, national partners and EU on women, peace and security.</li> <li>2. Technical support provided to UNDAFs and other planning frameworks so that they respond to women, peace and security and utilize relevant indicators.</li> </ol>	<ul style="list-style-type: none"> <li>• Project coordination staff is recruited.</li> <li>• Terms of references for advisory group.</li> <li>• Communications strategy.</li> <li>• Regular feedback to the EU and the United Nations.</li> <li>• Technical assistance on submission to the Peacebuilding Fund.</li> <li>• Technical assistance for UNDAFs and other frameworks re women, peace and security and re implementation of EU competitive approach.</li> <li>• Advocacy for reporting on women, peace and security in Kosovo EULEX mission and United Nations mission reports.</li> <li>• Mapping of all EU/United Nations activity on women, peace and security.</li> <li>• Peer-to-peer advice networks in Brussels.</li> <li>• Knowledge product development and promotion.</li> </ul>
<p>National reconciliation and peacebuilding processes respond to women’s security and recovery needs.</p>	<ol style="list-style-type: none"> <li>1. Regular spaces of civil society are established in which women’s organizations engage meaningfully with national stakeholders (e.g. EU and United Nations) in peacebuilding</li> <li>2. Capacities of women and men leaders on different sides of conflict better engage in constructive dialogue on reconciliation.</li> <li>3. Capacity of targeted women’s organizations to support peacebuilding, social cohesion and reconciliation is strengthened.</li> </ol>	<ul style="list-style-type: none"> <li>• Preparatory sessions for CSOs re Women, Peace and Security Open Days.</li> <li>• Technical assistance for women leaders re high-level representative visits.</li> <li>• Capacity-building for Kosovar women Members of Parliament.</li> <li>• Joint events on 16 Days in Kosovo, including a Public Pulse early warning report.</li> <li>• Dialogues with Men’s groups.</li> <li>• Inter-ethnic and cross-border dialogues are held in Kosovo and Timor-Leste.</li> <li>• Consultations to identify micro-grants model.</li> <li>• Micro-grants for women’s CSOs on peacebuilding.</li> <li>• Community-based women’s “peace huts” re reconciliation and conflict mitigation.</li> <li>• Seed funding for Kosovar women’s peacebuilding and strengthening social cohesion in Timor-Leste.</li> </ul>

### 10.3 ASSUMPTIONS

- Assumptions identified in project document mainly relate to external risk factors, with the exception of willingness of men's CSOs to engage.
- Full list detailed below:
  - Limited (many equivalent factors could equally have been indicated).
  - Inconsistent (unclear why Output 2.2 is only output with entry under assumptions).
- Outcome 1:
  - Ongoing security.
  - Availability of resources.
- Outcome 2:
  - Security, especially in remote areas, remains stable.
  - EU Open Days are organized in the three locations.
- Output 2.2
  - Security, especially in remote areas, remains stable.
  - Willingness of men's organizations to partner with UN Women, UNDP and the EU.
  - Continuation of ongoing national reconciliation processes.

### 10.4 ANALYSIS: ACHIEVEMENTS, SHORTFALLS, ASSESSMENT

#### Which inputs, outputs, outcomes and impact were achieved?

Not applicable

#### Point along the results chain analysed by donor reports/evaluation?

Not applicable

#### Comment on the robustness of the results chain / theory of change

- Programme based on two theories of change (specific section on theories of change in the programme document):
  - Access, space and resources for women to participate in peacebuilding activities → more likely to meet needs a broader range of society's stakeholders → social acceptance of peace deal, beyond fighting parties → higher likelihood of sustained and lasting peace.
  - Access to donors, decision-makers and politicians for gender equality advocates → greater diversity of views reflected in decision-making → mainstream actors more likely to respond to women's needs and capacities.
- Programme explicitly aims to generate empirical evidence on its theory of change.

#### What was the methodology used to assess success?

Not applicable

#### What (if any) assessment is there of the factors that facilitated achievements?

Factors anticipated to facilitate success in programme document.

- Direct work with advocates inside and outside the government to build a cadre of women peacebuilders confident and able to engage in high-level peacebuilding dialogues.
- Country-specific oversight mechanisms to support gender-responsive peacebuilding.
- Joint programming/ synergies between UNDP and UN Women.

#### What assessment is there of the factors that constrained/undermined achievements?

Not applicable

## 11. PEACEBUILDING THROUGH SUPPORT FOR SUSTAINABLE SOCIO-ECONOMIC REINTEGRATION OF PERSONS AFFECTED BY CONFLICT IN BURUNDI

### 11.1 OVERVIEW

Country	Geographical section	Timeframe
Burundi	Africa	2011-2013
Donor	Budget (USD)	
Peacebuilding Fund	10,000,000	
Lead United Nations entity	Other United Nations entities	
UNDP	Food and Agriculture Organization (FAO), ILO, Office of the United Nations High Commissioner for Refugees (UNHCR), UNFPA	
Implementing partners		
Ministry of Solidarity, Human Rights and Gender, and many other government agencies.		
Themes	<ul style="list-style-type: none"> <li>• Security and justice reform</li> <li>• Peacebuilding and recovery</li> </ul>	
Sub-themes	<ul style="list-style-type: none"> <li>• Peacebuilding. Recovery</li> <li>• Security and justice. DDR</li> </ul>	
Beneficiaries		
Repatriated, displaced and ex-combatant persons (RDExC), including women		
Objectives		
Communities, state institutions and CSOs at the local level take control of the needs of the socio-economic recovery and fully participate in the peace consolidation process and the sustainable reintegration.		
Intervention strategy		
<ul style="list-style-type: none"> <li>• Capacity reinforcement of national / local administrative structures re. socio-economic reinsertion and other developmental interventions.</li> <li>• Improvement in access to quality basic social services: water and sanitation, lodging.</li> <li>• Creation of jobs in the agricultural and non-agricultural sectors with socio-economic focus on gender, environment, social cohesion and governance elements.</li> </ul>		
Explicit mention of strategic plan goals		
No		

## Documents reviewed

Programme document and annual report (French), summary 2 pager (English)  
 Annual report accessed 29 April 2013: <http://mptf.undp.org/document/search?fund=PBooo&country=BDI&go=true>  
 Summary accessed 29 April 2013: [mdtf.undp.org/document/download/7311](http://mdtf.undp.org/document/download/7311)

## 11.2 RESULTS CHAIN

**GOAL: Communities, state institutions and CSOs at the local level take control of the needs of the socio-economic recovery and fully participate in peace consolidation reintegration processes.**

'Programme results'	Outputs	Indicative activities
<p>1. National coordination is strengthened: decentralized structures have capacity to conduct participative local planning, improve land management and ensure community cohesion to deliver quality services.</p>	<p>1.1 The co-ordination structure is strengthened.            1.2 Decentralised community and provincial structures are strengthened to respond to reintegration and recovery needs.            1.3 Reintegrated groups live increasingly in harmony within communities, taking into account specific needs of young women.</p>	<ul style="list-style-type: none"> <li>• Support for inter-ministerial coordination.</li> <li>• Database re. decentralized managing of RDExC.</li> <li>• Support Land Commission re. management</li> <li>• Training on local participative planning</li> <li>• Guides on practicalities of reintegration</li> <li>• Media campaign on peaceful cohabitation</li> <li>• Sociocultural activities ref reintegration and humanitarian response.</li> <li>• Support government to identify psychosocial needs.</li> </ul>
<p>2. The communities with the RDExC included and the other vulnerable populations have equitable access to basic social services and lodging and, finally, they fully take part in managing the basic social services.</p>	<p>2.1 Access to basic social services for RDExC and other vulnerable people in the community.            2.2 Sustainable and quality housing for RDExC and other vulnerable groups.</p>	<ul style="list-style-type: none"> <li>• Participatory surveys re water and sanitation.</li> <li>• Extend networks to supply drinking water.</li> <li>• Support building of housing for target groups</li> <li>• construction of 1500 houses for IDPs</li> </ul>
<p>3. Local enterprise and production systems are improved and diversified to ensure food security in homes and sustainable socio-economic reintegration of the populations affected by the conflict, thus contributing to a sustainable solution to land issues.</p>	<p>3.1 Communities have technical and financial capacity for start-up agri and non-agri businesses and generate jobs.            3.2 Systems of production are diversified and strengthened to increase food security.            3.3 Infrastructure and services to support production and marketing.</p>	<ul style="list-style-type: none"> <li>• Market research.</li> <li>• Job centres ref temp jobs for young people.</li> <li>• Create jobs for 2000 RDExC.</li> <li>• Identify partners to offer apprenticeships.</li> <li>• Support for associations and co-operatives.</li> <li>• Promote diversification of agri products.</li> <li>• Support repopulation of livestock.</li> <li>• Analysis and development of value chains.</li> <li>• Restoration of hydro-farming infrastructure.</li> <li>• Support conservation/sustainable technology.</li> </ul>

### 11.3 ASSUMPTIONS

- Assessment of risk factors in the programme document, the steering committee ranked risks linked to implementation at an “acceptable level”.
- Assumptions (“hypotheses”) identified in programme document are varied:
  - Several relate to extraneous external factors, e.g.:
    - Output 2.2.** Building materials are available and prices don’t fluctuate.
    - Output 3.2.** Weather conditions do not delay agricultural elements.
  - Some are so broad that meaning is heavily diluted, e.g.:
    - Output 1.2.** The existing framework is adequate and functional.
    - Output 3.2.** Favourable social and economic environment.
- However, others nod to theory of change:
  - Some in broad terms, e.g.:
    - Output 1.3.** Communities accept the reintegration of children.
    - Output 3.1.** Communities engage around establishing local businesses.
  - Others link external environment and specific input-level interventions, e.g.:
    - Output 3.1.** Presence of businesses susceptible to new employees.
    - Output 3.3.** Collaboration of local politicians.
- The section on ‘management of risks and opportunities’ includes limited consideration of some embedded assumptions, though not explicitly.

### 11.4 ANALYSIS: ACHIEVEMENTS, SHORTFALLS, ASSESSMENT

#### Which inputs, outputs, outcomes and impact were achieved?

Thanks to interventions across the three outcomes:

1. 41,507 households have drinking water.
2. 890 temporary jobs were created, of which 329 went to women.
3. 1,000 repatriated families have access to decent housing.
4. 405 households are in the process of gaining decent housing in rural villages
5. Support for the Land Commission contributed to resolving 831 property conflicts, 43 per cent amicably.
6. 860 holders of temporary jobs grouped in 43 producers’ organizations to raise revenue.
7. Rehabilitation of marshland created jobs & access to land for nearly 2,000 households.

Some interventions converged to notably improve social cohesion and dialogue:

- Peaceful resolution of property disputes.
- Report on IPDs, which allowed further investment from Ministry.
- Sociocultural activities around peaceful resolution of conflict, human rights, including 22 peace and development clubs created by young RDEXC.

#### Point along the results chain analysed by donor reports/evaluation?

Outputs/activities

#### Comment on the robustness of the results chain / theory of change

- Results chain is weak, different stages are not clearly defined with high degree of overlap.
- Outcomes are clearly articulated in the annual report, but less so in the logframe.
- Theory of change not explicitly referenced.

What was the methodology used to assess success?
Not applicable
What (if any) assessment is there of the factors that facilitated achievements?
<p>'Qualitative evaluation':</p> <ul style="list-style-type: none"> <li>• The involvement of national and decentralised authorities helps to sustain the programme's gains.</li> <li>• The collaboration between the six agencies and strengthened partnerships with NGOs and local stakeholders has accelerated implementation and led to significant progress.</li> <li>• The programme builds on progress made by predecessor PBF programmes, notably with regard to microcredit funding for young women.</li> </ul> <p>Note: Details of gains / significant progress in 1 and 3 not elaborated.</p> <p>Summary of inputs/outputs achieved is narrative report without assessment of facilitating factors.</p>
What assessment is there of the factors that constrained/undermined achievements?
<p>'Challenges'</p> <ul style="list-style-type: none"> <li>• Co-ordination of six implementing agencies, whilst the management unit does not have direct management of the budget.</li> <li>• Sector experts across the implementing agencies have limited capacity devoted to the PBF programme.</li> <li>• Implementing the programme in 17 months, following a seven month delay in starting.</li> <li>• Weak planning capacity of partners at local level.</li> <li>• "Transformation of a vulnerable person into entrepreneur in very little time."</li> </ul>
Any other miscellaneous information about results/lesson learning that may be useful?
The report was 10 pages and more or less lacking in analysis. It was accessed online through the Multi-Partner Trust Fund Office Gateway. Evaluation based on performance indicators was annexed, however this was not available. Evaluation, including impact on beneficiaries planned.

## 12. INTERNATIONAL WOMEN'S COMMISSION FOR A JUST AND SUSTAINABLE PEACE BETWEEN ISRAEL AND PALESTINE: SUPPORT FOR ADVOCACY AND IMPACT

### 12.1 OVERVIEW

Country	Geographical section	Timeframe
Occupied Palestinian Territories	Arab States	2011-2012
Donor	Budget (USD)	
UNIFEM/ UNDP	1,427,380	
Lead United Nations entity	Other United Nations entities	
UNIFEM	UNDP	
Implementing partners		
<i>Filastiniyat</i> (Palestine) and <i>Isha l'Isha</i> (Israel).		

<b>Themes</b>	Peacebuilding and recovery
<b>Sub-themes</b>	Peacebuilding, conflict mediation and prevention
<b>Beneficiaries</b>	International Women's Commission (IWC)
<b>Objectives</b>	
<ul style="list-style-type: none"> <li>• Women's leadership and perspectives are advanced in any future resolution of the Israeli-Palestinian conflict, including the lifting of the siege on Gaza.</li> <li>• Key provisions of resolutions 1325 and 1889 are implemented in efforts to end the occupation.</li> <li>• Organizations and individuals –incorporate the IWC's key messages and analysis in their advocacy for a two-state solution.</li> <li>• IWC is institutionalized as an effective, legitimate and credible coalition in Israel, Palestine and internationally.</li> </ul>	
<b>Intervention strategy</b>	
<ul style="list-style-type: none"> <li>• Funding for IWC to forward objectives via: generating shared analysis.</li> <li>• IWC statements, open letters, press releases, position papers and multi-media materials.</li> <li>• Advocacy with multiple constituencies and with world leaders.</li> </ul>	
<b>Explicit mention of strategic plan goals</b>	
Yes	
<b>Documents reviewed</b>	
Programme document	

## 12.2 RESULTS CHAIN

### GOALS:

- 1) Women's leadership, perspectives and experiences are advanced in any future resolution of the Israeli-Palestinian conflict, including lifting the siege on Gaza.
- 2) Ongoing asymmetries and accountability to uphold international humanitarian and human rights law are addressed in agreements to lift the siege on Gaza and implement a two-state solution with Israelis and Palestinians living side by side in peace.

Outcomes	Outputs	Indicative activities
1. Key provisions of resolutions 1325 and 1889 are implemented in efforts to lift the siege on Gaza, end the occupation and resolve the Israeli-Palestinian conflict.	1.1 "Quintet" of IWC Honorary Members formed to position gender equality and women's perspectives as central to a resolution of the conflict. 1.2 IWC work and analysis build constituencies for and understanding of the relevance of resolutions 1325 and 1889 in the Israeli-Palestinian conflict.	<ul style="list-style-type: none"> <li>• Development of the Quintet.</li> <li>• Missions of the Quintet to Israel and Palestine, and creation of reporting channels to high-level United Nations decision-makers.</li> <li>• Mission of United States lawmakers to the region.</li> <li>• Mission of women heads of United Nations entities.</li> <li>• Position papers on resolutions 1325 and 1889 widely disseminated.</li> </ul>



<p>2. A growing number of influential organizations and individuals – locally and internationally – incorporate the IWC’s key messages and analysis on negotiations, asymmetry and accountability in their advocacy for a two-state solution and a peaceful resolution of the conflict.</p>	<p>2.1 High-level delegations to/ from the region; IWC focus on the gendered impacts of the conflict and the role of women in its resolution.  2.2 Strategic partnerships with influential networks promote IWC key positions.  2.3 IWC member actions in respective locations build a broad constituency for IWC.</p>	<ul style="list-style-type: none"> <li>• IWC coordination and networking with other NGOs working to advance gender equality and peace</li> <li>• Awareness-raising campaigns in Israel and Palestine, drawing on IWC Charter, Political Vision Paper and statement on Gaza.</li> <li>• High-Level Colloquium on Women’s Leadership in the Resolution of the Israeli-Palestinian Conflict in Madrid.</li> </ul>
<p>3. IWC is institutionalized as an effective, legitimate and credible coalition in Israel, Palestine and internationally.</p>	<p>3.1 IWC has the needed expertise and resources to implement the 2010-2011 plan.  3.2 IWC develops and widely disseminates common messages, positions and analysis.  3.3 A circle of international friends of IWC holding leadership positions is established.</p>	<ul style="list-style-type: none"> <li>• Regular IWC meetings.</li> <li>• Positions papers drafted, with evidence drawn from research and polls, as necessary.</li> <li>• Materials disseminated to policymakers.</li> <li>• IWC website is developed and maintained.</li> <li>• Presence in local and international media.</li> <li>• IWC brings in new and influential members to all three groups.</li> </ul>

## 12.3 ASSUMPTIONS

- Framed as assumptions rather than as risks, or grouped together with risks.
- Comprehensively addressed in the logframe – goal and outcome levels, and selected output level ‘assumptions’ are listed below.
- The majority pertain to the external environment and/or functional issues not within the gift of the programme (e.g. security or access).
- However, others relate to embedded assumptions wrapped up with theory of change, including at ‘Goal’ level. These are highlighted below.
- Thematically, the identified assumptions are clustered around:
  - o Specific necessary conditions re. the Palestinian-Israeli peace process;
  - o Public engagement;
  - o Stability / freedom of movement;
  - o Comparative prioritization of gender issues;
  - o Building sustained support;
  - o The media; and
  - o Influence and advocacy.

### **Goal**

- A legitimate Palestinian-Israeli peace process will restart to allow for efforts to advance women’s leadership and to address accountability.
- There will be relative stability in the region allowing for women leaders from across conflict lines to meet, engage in joint work and influence the peace process.
- Increasing the number of individuals who are committed to women’s rights in negotiations will lead to a resolution that advances women’s leadership and perspectives.

### **Outcomes**

- Violence and/or Israeli restrictions on movement will not derail opportunities for continued dialogue and exchange.
- Governments and civil society can be mobilized to advocate for the implementation of resolutions 1325 and 1889.
- Widespread support for the implementation of resolutions 1325 and 1889 among women and women leaders will leverage influence on decision-makers to implement these resolutions.
- The resumption of violence and/or other security issues will not de-prioritize IWC prescriptions including the implementation of resolutions 1325 and 1889.
- Israeli and Palestinian publics will support joint work despite deteriorating conditions on the ground.
- IWC members in Israel and Palestine will continue meeting and working together despite restrictions to movement and social pressures.

### **Outputs**

- The Quintet will be granted access to decision-makers.
- The Quintet will influence the priorities of the highest-level decision-makers to implement resolutions 1325 and 1889.
- The Quintet will attract media coverage.
- A woman’s agenda/women’s rights and gender equality will not be de-prioritized or devalued in light of other security issues.
- IWC members will invest time to building constituencies in their respective countries.
- IWC members will be able to attract support for the IWC’s positions in their respective countries.
- International support for IWC’s positions will influence the peace process.
- The media in Israel, Palestine and abroad will cover the positions of the IWC.
- The IWC will be able to attract committed and influential leaders to support the IWC’s positions and serve as “friends” of the IWC.

## 12.4 ANALYSIS: ACHIEVEMENTS, SHORTFALLS, ASSESSMENT

Which inputs, outputs, outcomes and impact were achieved?

- Programme document only available

Point along the results chain analysed by donor reports/evaluation?

- Not applicable

Comment on the robustness of the results chain / theory of change

- No explicit mention of theory of change or causality, but embedded assumptions relating to engagement, influence and impact
- Some inconsistency across inputs/outputs (e.g. 'mission to the region' and 'disseminating material' appears under both) but, in the main, the logic is clear.
- Identified embedded assumptions are clearly linked to the results chain, though not in terms of how they might be addressed.

What was the methodology used to assess success?

- Not applicable

What (if any) assessment is there of the factors that facilitated achievements?

- Not applicable

What assessment is there of the factors that constrained/undermined achievements?

- Not applicable

Any other miscellaneous information about results/lesson learning that may be useful?

- IWC established in 2005 as tripartite body of Israeli, Palestinian and international women leaders (approximately 20 each).
- IWC administered under Governance, Peace and Security (GPS) at UNIFEM
- Prior to the programme, key achievements of the IWC include agreement on a shared engagement and high-level advocacy.

# ANNEX V: CRITERIA FOR CASE STUDY SELECTION

Drawing on the findings of the desk study and consideration of the peace and security humanitarian response agenda, the following criteria were proposed:

- Geographic spread - Ensuring all major regions are covered to the extent possible;
- Thematic spread - Across the range of sub-themes relevant for the peace and security and humanitarian response agenda, ensuring the following programmes with at least one of the following thematic areas are included:
  - Protection of girls and women;
  - Security and justice;
  - Peacebuilding and recovery;
  - Post-conflict governance;
  - Resolution 1325 national planning; and
  - Humanitarian response;
- Nature of United Nations presence – Ensuring that at least one country has, or has had, a peace-keeping mission and at least one has/ does not; variation in longevity of UN Women/UNIFEM engagement and, if possible/viable, a country where UN Women has withdrawn from country-level activities; and
- Degree to which there is an enabling environment for progress on the implementation of resolution 1325, signaled by, for instance, a country having a resolution 1325 NAP.

The following criteria were considered to ensure the range of issues to be covered. In selecting four to five case studies were not able to cover the full range of criteria, or ensure that within these all categories are covered. For instance, there may have been good programmatic reasons to include two countries from one regional group, which meant one of the other regions was omitted.

## Practical criteria

- Full support/engagement of UN Women country office.
- Sufficient programmatic documentation.
- Security conditions will enable research to be conducted.
- Country selection matches where possible country/ regional expertise of team members.

The data analysis from the portfolio mapping and country scans during the desk study phase is presented below and suggested that potential case study countries would include: Afghanistan, Colombia, Haiti, Kosovo, Liberia, Nepal, Occupied Palestinian Territories, Rwanda, Sierra Leone, South Sudan and Timor-Leste.

### **Afghanistan**

Located in Asia-Pacific (sub-region of South Asia). Is one of three countries with a humanitarian response (albeit not documented in the country scan). It has a special United Nations political mission (the United Nations Assistance Mission in Afghanistan [UNAMA]) which has had its mandate extended until 2013 (technically not a peacekeeping mission). The United Nations, including through UNIFEM and now UN Women has engaged in a number of sub-thematic areas across the women, peace and security agenda, including explicitly in relation to resolution 1325. There was a large UNIFEM (now UN Women) presence, and it is the country with the most number of relevant programmes as found in the portfolio analysis. While it was noted that humanitarian response was mostly reactive, there is potentially interesting coordination aspects to address. Documentary evidence on humanitarian response is thus probably not evident, but potentially good case.

A member of the evaluation team is an expert in humanitarian interventions in Afghanistan who regularly travels there, and who is willing to do the case study in country.

### **Colombia**

Located the Americas and the Caribbean: There is programming in humanitarian response with regard to work with IDPs and interesting transitional justice work, including in relation to resolutions 1325 and 1820 (albeit not through a NAP) in relation to protection of women and girls. It is on the Security Council agenda. Participation seems to feature strongly in a number of sub-thematic areas: transitional justice; security and justice; service delivery. Potentially good case on some innovative features of the peace and security agenda. Does not have a peacekeeping mission, but features as relevant to the peacebuilding agenda of UN Women.

Evaluation Team member with expertise in the region and deep knowledge of Colombia.

### **Haiti**

Located in the Americas region. There is a United Nations stabilization and Peacekeeping Mission in Haiti (MINUSTAH – since 2004). It has both global and country level programming. It is on the Security Council agenda. Humanitarian response has been, as noted in the Reference Group meeting, less ad hoc and more embedded in the United Nations humanitarian response. In this respect – as in the case of Colombia – the humanitarian response is a strength of the case study. Programming covers a range of sub-thematic areas, including access to justice; SSR; violence against women and girls; protection of women and girls; peacebuilding and recovery; and conflict mediation and prevention.

### **Kosovo**

Located in Europe and Central Asia, and with a peacekeeping presence (the United Nations Interim Administration Mission in Kosovo [UNMIK]) since 1999. It has both global and country programming. Programming has included implementation of resolution 1325, in the security sector and strengthened capacity of gender equality advocates, and women's participation and empowerment. The reference group highlighted it as a potentially interesting case in terms of strategic political calculations and action which had impact.

There is country office support for the case study. An important case to ensure inclusion of this region in the evaluation exercise.

### **Liberia**

Located in Africa. Post-conflict setting with a peacekeeping mission (United Nations Mission in Liberia [UNMIL]) since 2003. Global and country programming features in this case. Has a NAP, and enabling environment for peace and security work with the government. UNIFEM and UN Women have worked on a range of peace and security themes and sub-themes, notably with good results. Interesting case as resolution 1325 agenda goes beyond national planning to address implementation (according to programme documents made available). Programming includes: protection of women and girls; peacebuilding and recovery; security and justice reform; conflict-mediation and prevention; and conflict in relation to SGBV.

In terms of a practical concern, the case is being considered for another UN Women evaluation.

### **Rwanda**

Located in Africa. Peacekeeping mission in the past (until 1996). Has a NAP for implementation of resolution 1325. Programming includes a range of sub-themes: SSR in relation to preventing sexual violence in conflict at the community level; transitional justice; and conflict prevention. An additional strength of the case is that the Central African- subregional office is in Kigali and Rwanda has been more widely researched.

The evaluation team's expertise in Rwanda will support the study.

**Sierra Leone**

Located in Africa. Peacekeeping force (United Nations Integrated Peacebuilding Office in Sierra Leone [UNIPSIL]). Interesting that UN Women continues to support elections as part of the peace and security agenda (although the most recent were the third elections since the peace agreement). UNIFEM has led on Programme 17 of United Nations Joint Vision (UNJV), jointly implemented by the United Nations Gender technical team. This includes six programmatic results areas, including in relation to the Truth and Reconciliation Commission on gender equality. There is, in principle, an enabling environment for resolution 1325 and a NAP, and work on SGBV. The reference group noted the limited capacity of the country office capacity. However, this may be an interesting case study for that reason – to understand factors which account for this.

**Timor-Leste**

Located in Asia-Pacific. Current United Nations peacekeeping mission. There is a global programme on community-led approaches to peacebuilding and preventing sexual violence in conflict; and one on SGBV, SSR and increasing accountability for progress on resolutions 1325/1820. There is also a country-level programme on gender responsive post-conflict reconstruction. This could be an additional Asia Pacific case.

**Occupied Palestinian Territories**

Located in the Middle East. Features UNIFEM support to humanitarian response, and meeting basic needs in emergencies. In addition, there is programming on other peace and security agenda sub-themes, including recovery.

Concern was raised about the security situation. Potentially (to be confirmed) evaluation team can include a local expert in humanitarian response to lead the case study.

**South Sudan**

Located in Africa. United Nations mission to South Sudan in place since 2011. Programming includes recovery, access to justice, constitution-making and other democratic governance. Potentially an interesting case study in which the evaluation team has expertise. However, difficulties accessing information would make this a problematic case study.

The evaluation team ranked the suggested case studies:

1. Colombia
2. Kosovo
3. Sierra Leone or Rwanda
4. Afghanistan or Haiti or Occupied Palestinian Territories
5. Timor-Leste
6. Liberia
7. South Sudan

In consultation with the Evaluation Office, the following countries were selected:

1. Colombia
2. Afghanistan
3. Kosovo
4. Liberia
5. Haiti

# ANNEX VI EVALUATION QUESTION MATRIX

Analytical dimensions for evaluation		Evaluation Questions			
Dimension 1	UN Women's policy and strategic direction	Evaluation Question	Evaluation Criteria	Indicator	Means of verification
		In what ways has UN Women influenced policies and practice (within the United Nations system and in key external agencies) in relation to women political participation and leadership in peace and security?	<ul style="list-style-type: none"> <li>Impact</li> <li>Partnership and coordination</li> </ul>	<p>Policies and practices include reference, guidance and provision on gender related issues – including specifically related to resolution 1325 and the peace and security and humanitarian response mandate.</p>	<p>Strategic/policy docs</p> <p>Interviews with UN Women (including from all predecessor bodies)</p> <p>Interviews with other United Nations entities, (UNDP, DPKO, OCHA, UNICEF etc.) and intergovernmental bodies.</p>
		How sustainable are the efforts and results of UN Women's policy influencing/engagement?	Sustainability	<p>Incremental reference (from policy documents in 2008 onwards) to gender related language/provision in policy documents.</p>	
		How effective is UN Women in its policy engagement at different levels, including global regional and national?	<ul style="list-style-type: none"> <li>Effectiveness and coverage</li> <li>Partnership and coordination</li> </ul>	<p>UN Women is acknowledged as shaping policy directions at global and national level.</p>	<p>Evaluation reports, including on progress for different resolutions.</p> <p>Interviews with national level governmental and CSOs</p>
		To what extent does the current policy/strategic direction reflect the lessons learned from policy engagement on peace and security and humanitarian response since 2008 and how fit for purpose is it for the new UN Women mandate?	Relevance and coherence	<ul style="list-style-type: none"> <li>Evidence base developed and used as part of policy process.</li> <li>New mandate is supported by a coherent set of policies and strategies.</li> </ul>	

Dimension 2	Evaluation Question	Evaluation Criteria	Indicator	Means of verification
<p>UN Women's policies, programming and operations</p>	<p>To what extent do UN Women programmes achieve the expected results? What explains variations?</p>	<ul style="list-style-type: none"> <li>Effectiveness</li> <li>Impact</li> </ul>	<p>Changes in policies and practice as planned in projects/programme documents, and relating to leadership and participation of women in peace and security and humanitarian response processes/policy areas.</p>	<p>Existing evaluations/reviews. Interviews with partners and beneficiaries. Feedback from UN Women staff.</p>
	<p>To what extent is UN Women able to translate global policy/strategies in programme work?</p>	<ul style="list-style-type: none"> <li>Effectiveness</li> <li>Relevance and coherence</li> </ul>	<p>Programme documents reflect policy objectives/priorities.</p>	<p>Case studies Interviews with key UN Women policy staff.</p>
	<p>To what extent are UN Women programmes tailored to the specific socio-political and cultural and economic context in which they operate? How is this translated into programme design and planning?</p>	<ul style="list-style-type: none"> <li>Relevance and coherence</li> <li>Sustainability</li> </ul>	<p>Context/conflict and political analysis regularly carried out by country programmes (taking account of distinction between the two). Findings integrated in programme designs/decision.</p>	<p>Interviews with partners at global and country level. Programme documents, including evaluations and monitoring data. Review of budgets/financial data for selected programmes.</p>
	<p>How effective is UN Women at identifying and using key opportunities and partnerships at country level?</p>	<ul style="list-style-type: none"> <li>Partnership and coordination</li> <li>Effectiveness and coverage</li> </ul>	<ul style="list-style-type: none"> <li>Programmes are delivered with key/influential partners.</li> <li>UN Women is able to identify and seize opportunities at country level and adapt programme directions/choices.</li> </ul>	<p>Key informant interviews with national stakeholders Review of country policies/strategies .</p>
	<p>How effective are UN Women programmes at fostering/strengthening national ownership through country engagement of intended outcomes regarding improved leadership and participation of women in relevant peace and security and humanitarian response intervention/process?</p>	<ul style="list-style-type: none"> <li>Effectiveness</li> <li>Partnership and coordination</li> </ul>	<ul style="list-style-type: none"> <li>Changes in policy and programme national directions/strategies which reflect commitment to issues of leadership and participation of women in peace and security processes.</li> <li>Changes in practice at national and subnational levels of women taking leadership roles, or participating in and having access to decision-making processes in relation to the thematic areas of peace and security and humanitarian response.</li> <li>Peace and security identified as a key priority by key national stakeholders.</li> </ul>	<p>Interviews with other bilateral donor agencies, if possible with the EU.</p>
	<p>In what ways does the new mandate/reorganization provide opportunities to improve programme effectiveness and coherence between UN Women policies and operational engagement?</p>	<ul style="list-style-type: none"> <li>Relevance and coherence</li> <li>Effectiveness and coverage</li> </ul>	<p>Plans and resources in place to ensure programmes are increasingly aligned with policy/strategic objectives.</p>	
<p>How innovative is UN Women in its programme approaches and what lessons can be learned that can be replicated in different contexts?</p>	<ul style="list-style-type: none"> <li>Relevance and coherence</li> <li>Sustainability</li> </ul>	<p>New approaches are encouraged and learning processes in place between programmes/regions.</p>		



Dimension 3	Evaluation Question	Evaluation Criteria	Indicator	Means of verification
<p><b>UN Women's organizational capacities, resources and structures</b></p>	<p>How adequate are UN Women human and financial resources to effectively engage in conflict-affected countries?</p>	<p>Effectiveness and coverage</p>	<p>Adequate level of staffing (as compared with other similar agencies) and predictable funding/budgets effectively managed (as compared to before transition to UN Women)</p> <p>Staff have background and previous experience of peace and security.</p>	<p>As above.</p> <p>Key informants interviews with staff at national and global level.</p>
	<p>How fit for purpose is UN Women in terms of the technical skills of its staff and its broader capacity to fulfil its mandate?</p>	<p>Relevance and coherence</p>	<p>Regular meetings with United Nations and other relevant agencies/bodies.</p> <p>UN Women has a good presence at and makes substantial contributions to key dialogues/negotiating and decision-making processes.</p>	
	<p>How effective is UN Women at coordinating gender-related work across United Nations entities and other key partners?</p>	<p>Partnership and coordination</p> <p>Sustainability</p>	<p>Risk assessment regularly included in planning/design phases of programmes.</p> <ul style="list-style-type: none"> <li>Effective systems in place to capture what works and why on risk assessment, monitoring and management</li> <li>Systems are used and data generated acted upon.</li> </ul>	
	<p>How effectively does UN Women manage risks in its operations? What strategies work best?</p>	<p>Effectiveness and coverage</p> <ul style="list-style-type: none"> <li>Effectiveness and coverage</li> <li>Relevance and coherence</li> </ul>		
	<p>How fit for purpose are UN Women M&amp;E and reporting systems? Do they adequately capture lessons learned on results and impact?</p>			

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