

**Thematic Evaluation of UN Women
Action to End Violence against Women
in the East and Horn of Africa sub-region**

**UN Women East and Horn of Africa Sub-
regional Office**

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EXECUTIVE SUMMARY

Background

This thematic evaluation was conducted between October 2011 and March 2012. It consisted of country studies in Ethiopia, Sudan, Kenya, Tanzania Uganda and remote studies for Somalia and South Sudan, complemented by extensive literature reviews. Preliminary findings were presented to UN Women and, in some cases, to partners from government, civil society and the UN Country Team.

Methodology: This evaluation aimed to adopt a human rights-based approach, in that it (a) deliberately addressed women’s and girls’ rights to be free from gender-based violence and its consequences; (b) adopted human rights principles including universality, indivisibility and accountability and (c) built the capacity of national stakeholders. UN Women and the evaluation team planned for an external reference group and advisory group but these did not come to fruition. In addition, the plan to test the methodology for Country Notes in a pilot study in Tanzania was thwarted by a devastating flood.

Social Development Direct is most grateful to all the UN Women country offices and other staff members who gave of their time with good nature and patience as well as to representatives of government, civil society and the UN Country Teams. Their extra work is appreciated.

The **objectives** of this study were:

- 1) To analyze the relevance, effectiveness, efficiency and sustainability of UN Women action to end violence against women (VAW) from both a sub-regional perspective and at country level
- 2) To identify strengths, weaknesses, challenges and current trends in UN Women initiatives that have implications for strengthening its future managerial, programmatic and funding directions
- 3) To provide forward-looking recommendations and a potential Theory of Change to strengthen programming in the area of VAW in the sub-region. Terms of Reference are at Annex E.

This evaluation is deliberately more formative than retrospective. This reflects the reality of UN Women programming to address violence against women and girls (VAWG) in the sub-region as well as the opportunities UN Women now faces in terms of its changed mandate and structure. The report contains a suggested theory of change and a 15-point plan for the development of a strategy and work plan for UN Women across the sub-region.

There are Country Notes for each country study. These make more detailed recommendations for interventions by UN Women and partners at national level. The Executive Summaries from the Country Notes form Annex **.

Key findings

1. VAWG is highly prevalent across the sub-region. It takes many forms depending on the context, including domestic violence (often exacerbated by 'bride price'), female genital mutilation, forced marriage of girls and women, other sexual violence against girls, violence against widows, targeting of displaced women and conflict-related sexual violence.

Institutional issues:

2. VAWG is one of UN Women's six strategic areas of focus and the subject of the strategy "A Life Free of Violence: Unleashing the Power of Women's Empowerment and Gender Equality Strategy 2008-2013". The UN Secretary General's UNiTE and Africa UNiTE campaigns have also laid a foundation for work with national governments, particularly around awareness-raising.

3. UN Women has not, however, had a coherent, concerted or explicit programme on VAWG at either sub-regional or country level, although some country offices have carried out activities regarding VAWG or that are likely to have an impact on VAWG.

4. The change of mandate from UNIFEM to UN Women is much more than a name change. It gives UN Women the opportunity and the responsibility to support national governments to exercise 'due diligence' regarding their obligations under international and regional law, while maintaining close links with civil society. The mandate also gives UN Women a clear position within the UN family to provide expert advice and technical support.

5. Currently, however, UN Women has limited VAWG expertise in its country offices or at the sub-regional level. Staff members are sharp, fine people but none have the time or space to become experts on VAWG. Nor is there adequate support or coordination from headquarters for UN Women to credibly position itself as the lead entity on VAWG.

Relevance

7. Generally, UN Women's country programmes are context-driven and based on local realities. They are well-aligned with national priorities as expressed by governments and civil society. The relevance of country office programmes is constrained, however, by not having a strategy or specific programme focus on VAWG.

8. Capacity issues have sometimes meant that UN Women's coverage has been limited to supporting urban, vocal women's civil society organisations (CSOs). In particular, staff capacity has restricted the extent to which it can reach out to CSOs representing marginalised women and girls. Hence, the issues facing women who are very poor, displaced or otherwise marginalised have sometimes fallen by the wayside.

9. UN Women's mandate gives it the locus and should give it the influence it needs to engage with others in UN Country Teams (UNCTs) to ensure that issues of gender equality and women's empowerment are integrated throughout UN programming.

Effectiveness

10. UN Women has tended to be most effective in countries where the UN operates a Joint Programme on Gender Equality or where the UN is 'Delivering as One'. In these cases, resources are managed well, efficiently and effectively. UN Women performs its coordination function well. Where this is not the case, there tends to be no lead on VAWG and therefore less response by the UNCT.

11. Effectiveness has been constrained by a lack of staff capacity, a strategy to address VAWG and institutional issues. Despite this, some country offices have engaged in catalytic, strategic interventions. Examples include the work on post-election violence in Kenya, commissioning prevalence research in South Sudan and working with national governments to prepare for the International Conference on the Great Lakes Region (ICGLR).

12. UN Women is taking a long time to transition administratively from UNIFEM. This has had negative effects on staff recruitment and retention, ability to pay partners on time and the issue of delegated authority. When these issues are resolved, UN Women will be able to assert itself as a major player in the UN family at country level.

13. The UN Trust Fund to End Violence Against Women has had limited impact in the sub-region.

Efficiency

14. UN Women has operated with limited resources (financial and human). At country level, it has largely operated as a donor to CSOs, leaving little time to engage more strategically.

15. Almost every country in the sub-region is affected by humanitarian crises. To date, UN Women has had no presence in this arena yet is considering positioning itself as the generic, gender lead for humanitarian response. There are concerns that this may divert much-needed resources from VAWG to an area where others could better take a lead.

16. Improved coordination across country offices, between regions and with headquarter-based activity would lead to improved efficiency in the use of resources.

Sustainability

16. UN Women has demonstrated that engagement with national governments - either directly, through key CSOs or UN partners - to bring about policy, legislative and strategic change is the most sustainable.

17. UN Women's work has made some significant gains, whether as a result of country level interventions or those at the global level. The challenge is to make these gains sustainable at national and local levels. High profile events can be useful to raise awareness and keep VAWG on the national agenda. Their usefulness is in the way they are communicated and linking these events with strategic points such as the launch of national action plans or changes in legislation.

A proposed Theory of Change for UN Women to address VAWG

The ToR for this study state: "The development of a Theory of Change for action against VAW is expected to help structure the debate on the possible pathways for contributing to long-term changes in the area of VAW"

A theory of change (TOC) is a planning, implementation and evaluation tool. It is the articulation of a causal pathway for getting from the 'problem' to the 'solution' of any given situation. A TOC can also be described as "backwards mapping". We know where we want to be – the *goal* or final desired outcome – and we can describe the steps we need to get there "*outcomes*". In doing so, we need to have strong, clear ways of measuring success "*indicators*", which means being sure about the nature and extent of the change we want to happen and the time-scale we want to operate within.

Defining the goal

UN Women's goal as expressed in the 2008 -2011 Strategy is: "[A] *secure and peaceful world is one in which women and girls are free from violence and abuse, free to thrive as equals. This in turn can unleash the full force of women's empowerment and gender equality to end poverty and foster human rights, peace and development for all.*"

This goal was considered during each country study and broadly reaffirmed.

Building blocks and interventions

Theories of change are predicated on the belief that change is possible; that whatever it is we want to change *can* be changed, with the correct set of interventions. VAWG, however, entails tackling more than a straightforward chain of causation and intervention. We need to operate at three levels – two levels of **prevention** and one of **response**.

The first building block is the causes of VAWG. While some causes are always the same, others will change according to the context. They tend to interact. For example, gender-based discrimination and marginalisation of women and girls - the belief that the lives, bodies and dignity of women and girls are somehow of low value - is always a fundamental cause of VAWG.

Additional causes, interacting with discrimination and marginalisation may include violent conflict or women's poverty.

Interventions at this level aim to **eliminate causes** of VAWG; they are based on the belief that even structural causes can change; that communities, families and countries can learn that women and girls have human rights too; violent conflict can be prevented and poverty can be alleviated. These interventions tend to be structural.

The second building block is the manifestation of these causes as real or threatened VAWG. Even where the above causes exist, VAWG does not inevitably follow. For instance, women and girls are discriminated against in all societies but not all families cut their daughter's genitals; many very poor women are not the subject of domestic violence or forced marriage and not all militias or even gang members victimise the women they come across. In the same way as there may be triggers to make **causes** become **manifestation**, then well-placed interventions can *prevent* the causes moving into the manifestation.

Interventions at this level, therefore, aim to **prevent** VAWG. They act as an obstacle or a brake to the causes of VAWG becoming actual VAWG. For instance, advocacy with a commander of an armed group can make him instruct his soldiers that they must leave women and girls alone because 'real men' do not win battles by attacking women or children. Criminal penalties or the threat of being ostracised may make a man may take the view that the cost of physical violence against his wife or sexual abuse of the girls he drives to school is too big a price to pay. His *attitude* towards girls and women has not changed but he has not made any one of them a victim.

The third building block is the impact of VAWG on girls and women. The reality is that, despite our best efforts and interventions, women and girls are victimised. VAWG can ruin lives and destroy the potential of women and girls to fully participate in public life and development yet it need not be so. As with other human rights violations, however, the lives of victims of VAWG need not, inevitably, be ruined. They can become survivors.

Interventions at this level will address the **impact** of VAWG. They therefore tend to be victim-centred. While it is important to remember that these interventions are no replacement for *prevention*, they are often urgent. Interventions at this level are likely to include emergency medical assistance, psycho-social support, safe abortions or HIV testing, 'one-stop' centres or accompaniment to police, courts or traditional justice mechanisms.

Pressure point interventions

Interventions vary in impact. Some are urgent but may have little, lasting impact (such as a course of prophylactic antibiotics after a woman has been assaulted); others may be catalytic (such as a public statement by a respected leader that VAWG is a sign of weakness in a man) and yet others may demand intensive work over a long period but make fundamental changes (such as getting a country to ratify the Maputo Protocol¹).

'Pressure point' interventions are activities which result in long-lasting, fundamental change. The activity may be carried out over the short or long term – but the impact is sustainable. The

¹ The Protocol to the African Charter on Human and People's Rights on the Rights of Women in Africa

challenge for UN Women and its partners working on VAWG is to identify the ‘pressure point’ interventions at each of the three levels (cause, manifestation and impact) that are particularly relevant to each country. The country case study reports make propositions for the UN Women country office.

Identifying pressure point interventions requires careful thought about what will really have the most impact. They should be based on a thorough situational analysis and capacity analysis and they should be developed in collaboration with partners.

Assumptions

A theory of change is explicit about its assumptions. Assumptions can be classified as (a) the beliefs held by programming entities that have a fundamental impact on the design of the programme or (b) those factors that need to be in place to effectively reduce the problem (in this case, VAWG). This proposed theory of change focuses on the former.

Assumption	So if we...	The result will be to...
VAWG is: A major human rights violation; a form of discrimination against women and girls; a breach of human rights and humanitarian law; a form of social control;	Tackle discrimination, the normative framework (law & policy) and social norms that cause VAWG	Reduce the causes of VAWG; allow justice mechanisms to be more effective; prevent re-victimisation and increase reporting of VAWG
VAWG happens: Everywhere; the type and prevalence may depend on the context; At all times: In times of peace & stability as well as conflict & crisis; conflict as well as peace & stability	Address the context that may lead to increased prevalence (e.g. women’s poverty, violent conflict); Ensure that VAWG is prominent in all development programming including in times of crisis or violent conflict	Increase public / social condemnation of acts of VAWG; ensure that perpetrators of VAWG do not have impunity during times of crisis/ conflict; support women and girls to become survivors not victims
VAWG happens because: discrimination against women and girls is endemic in all societies; because of impunity; while some VAWG is opportunistic, it may serve different purposes in different contexts e.g. as a strategy of conflict or oppression; to protect men’s ‘honour’ or	Tackle discrimination, tackle impunity; address VAWG in times of peace & stability	Reduce the prevalence of VAWG by reducing its acceptability; reduce the likelihood of VAWG in violent conflict; remove excuses from perpetrators; ensure justice for victims / survivors

status; to prevent or perpetuate conflict;		
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Indicators

Developing indicators for VAWG is notoriously difficult. Crime reports are likely to say more about good policing than levels of violence, while perception surveys are beset with extraneous variables unless done to the highest level of expertise. We know, however, that VAWG has a negative impact on the lives of women and girls, on their communities and on development generally. We know, for example, that in many communities it is violence or the threat of it that keeps women away from ante-natal care or girls out of school.

We also know that a government which is prepared to pass laws proscribing VAWG – particularly controversial ones such as on marital rape or FGM – is likely to bring in positive policies for the prevention and response to VAWG. Conversely, where governments change their position and move from discriminatory or indifferent legislation to a protective normative environment, this usually represents success by civil society and their supporters.

It is proposed, therefore, that VAWG indicators can and should be measured as a ‘basket’ – combining **direct indicators** such as the statistical often obtained in Demographic Health Surveys with changes in two factors – maternal mortality and girls’ academic achievement, measured as **proxy indicators** combined in turn with a tracking of law and policy change, defined as **proximate** or **indirect indicators**. As each country office develops its own theory of change and strategic work plan, these indicators will become more obvious. Country offices without dedicated monitoring and evaluation personnel are likely to need support from the sub-regional office or HQ.

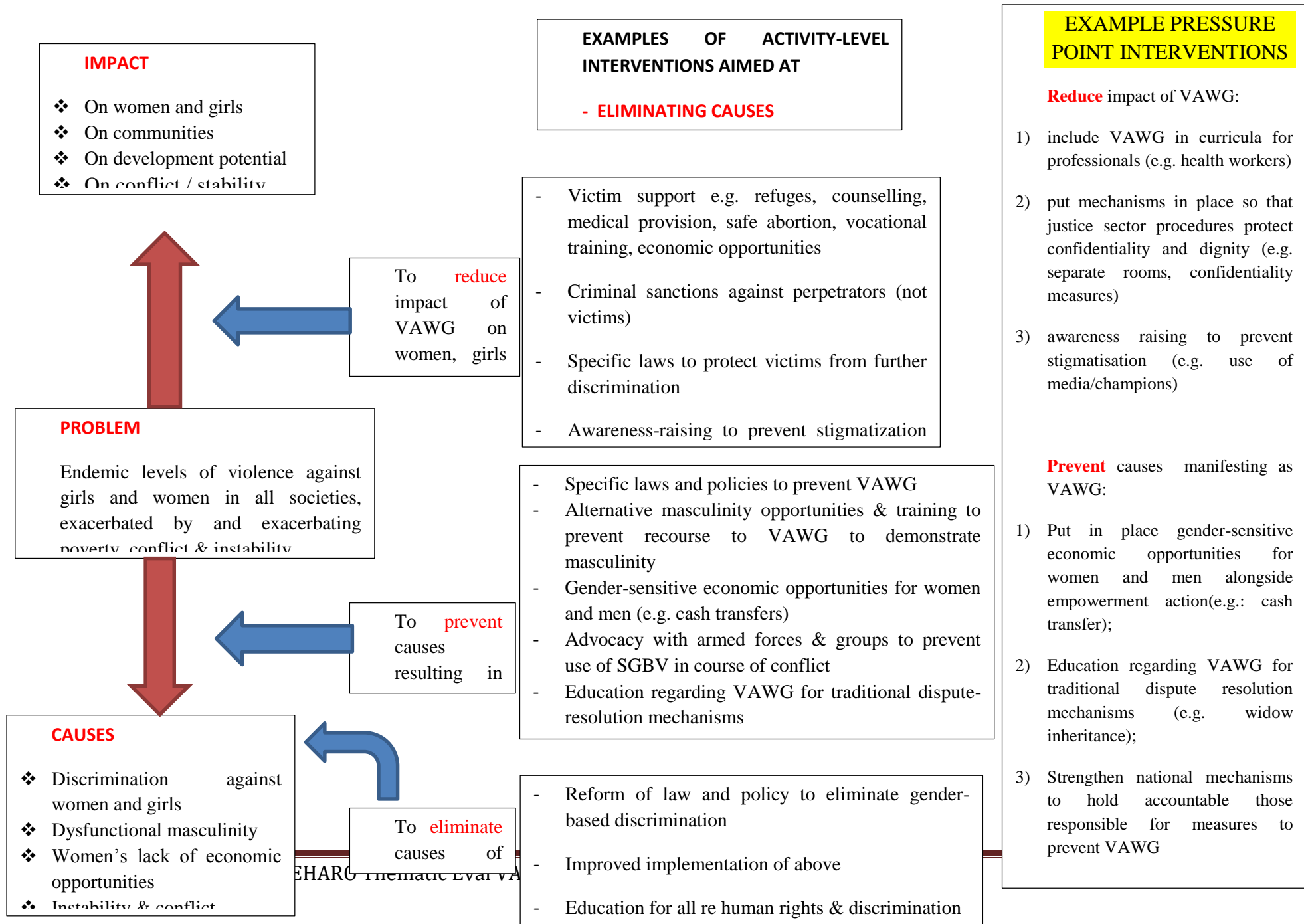
While there is much in common across the sub-region regarding VAWG, there are also significant differences. Levels of development, wealth, democratic governance and stability vary enormously across the sub-region, as do resilience to humanitarian crises. All these factors have an impact both on VAWG and the work of governments, UN Women and its partners to address VAWG. Largely for this reason, the proposed theory of change (below) takes a broad-brush approach, while those in the Country Notes are made relevant to each country context.

Some of the interventions described in the theory of change are already implemented by UN Women or others. The purpose of a theory of change is not to discard all that is effective – it is to shape these interventions into a coherent whole, against which bodies such as governments or UN entities can be held accountable and can direct and re-direct their efforts.

Put simply, UN Women’s mandate is to support Member States and UNCTs so that the former can fulfil its obligations. The second diagram maps UN Women’s mandate and the principal of ‘Due Diligence’ onto the skeleton of the theory of change. A colour key is provided to help readers understand where UN Women’s mandate can best be utilised to put the theory of change into action.

The proposed theory of change emerged through the course of the evaluation, based on country-level findings and literature as well as evaluation team members' own expertise. The theory was tested across the whole evaluation team during and after the field work.

It is apparent that justice and the rule of law are prominent both across the theory of change and in the proposed '15 point plan' for UN Women. The work of UN Women's predecessor entities, current country offices, CSOs and national partners have all identified law and policy – the normative framework – as a crucial first step to combatting VAWG. The implementation of this framework is almost universally identified as the crucial second step. The normative framework and the mechanisms for implementation can be formal or informal. Indeed, community pressure in traditional justice mechanisms can be as effective as the mechanisms of a formal criminal justice system.



ELIMINATING VIOLENCE AGAINST WOMEN AND GIRLS IN THE EHA SUB-REGION: UN WOMEN'S MANDATE AND DUE DILIGENCE

MEMBER STATES TEAM

UN COUNTRY

Provide technical support (TA) to national gender machineries on VAWG

Convene Joint UN/Govt /CSO programmes on VAWG

Conduct situational analyses and early warning of VAWG to feed into gov't planning

Bring in expertise on VAWG in specific situations e.g. transitional justice; humanitarian crises;

REDUCE THE IMPACT OF VAWG	<i>"[P]unish the perpetrators, to eliminate impunity and to provide protection to the victims..."</i>
<ul style="list-style-type: none"> ❖ On women and girls ❖ On communities ❖ On development 	

Provide TA to UNCT members vis a vis their counterpart ministries e.g. health, justice, humanitarian affairs

Adopt leadership role within UNCT on VAWG

Coordinate Joint programmes & ensure they pay adequate attention to prevention

PROBLEM

Endemic levels of violence against girls and women in all societies, exacerbated by and

PREVENT these causes resulting in VAWG	<i>"[P]revent and investigate acts of violence"</i>
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Mobilise donors to provide support to gov't & civil	Assist CSOs to obtain support from donors &
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ELIMINATE CAUSES AND EXACERBATING FACTORS	<i>"[P]romote and protect all human rights and fundamental freedoms for..."</i>
<ul style="list-style-type: none"> ❖ Discrimination against women and girls ❖ Dysfunctional masculinity ❖ Women's lack of economic assets 	

Ensure UNCT is accountable-	Involve CSOs in joint programmes-
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The 15 Point Plan for UN Women East and Horn of Africa sub-region to address VAWG (synopsis – please see main report for detail)

At sub-regional level:

1. Make the decision to *recognise VAWG as a major and endemic human rights violation and a threat to the peace and development of the sub-region*
2. Decide to *focus on justice* (informal as well as formal) and the rule of law as a catalytic area for change on VAWG
3. Re-examine the strategy: “*A Life Free of Violence: Unleashing the Power of Women’s Empowerment and Gender Equality Strategy 2008-2013*” and *identify the resources* needed to put this into action. Include *VAWG expertise* and support from HQ as resources
4. Identify up to three bodies from outside UN Women to be *champions and advocates* for this strategy
5. Identify strategic entry points and support *regional initiatives* (e.g. ICGLR) to ensure that VAWG is prominent on the agenda of sub-regional bodies and initiatives

At country level

6. Critically examine *past and current interventions*, activities or programmes with relevance to VAWG and assess whether they (a) *remain relevant*; (b) *fit with the UN Women’s new mandate and (c) are consistent with a focus on justice and the rule of law*
7. Identify the outstanding measures that the national government should put in place to comply with its ‘*due diligence*’ obligation
8. Identify entry points for UN Women to take the *lead or coordination* role within the UN Country Team
9. Work out the ‘*pressure point*’ interventions at activity level – three per level of the theory of change; be ready to justify the choices
10. Identify up to *five key ministries* for partnership. These are likely to include the gender machinery and the ministries of justice, finance & the interior
11. Identify up to *five civil society organisations or networks* with whom to form special partnerships.
12. Identify up to *five other bodies that will be catalytic* in effecting change. These may include sub-regional organisations, active donors or the private sector
13. Draw up an *advocacy strategy* – What needs to be said, to whom and by who?
14. Build in a robust and imaginative *monitoring and evaluation framework* using direct, proxy and proximate / indirect indicators
15. Identify *other programmatic interventions* (e.g. peace and security) which can complement or provide synergy with the VAWG programme

Other key recommendations

UN Women

- i) *Headquarters*: Ensure that there are sufficient and appropriate human resources within each country office and the sub-regional office, with dedicated expertise on VAWG. Generic ‘gender’ expertise is insufficient. Consider secondments from partners

- ii) *Headquarters / Sub-regional office:* Standardise the Trust Fund application format so that CSOs are clearer about the criteria and whether they are likely to be successful
- iii) *Headquarters / Sub-regional office:* Institutionalise information flows between country offices, sub-regional office and headquarters
- iv) *Sub-regional office:* Ensure that VAWG is prominent on the agenda of sub-regional and regional initiatives, based on information from country offices
- v) Review all support to CSOs; make sure it is sustainable and demonstrates value for money

To UN Resident Coordinators / UN Country Team members

- i) Hold discussions with donors to leverage support for work on VAWG
- ii) Ensure that VAWG features prominently in the work of all UN Country Team members vis a vis their counterpart national ministries, using the UN Africa UNiTE campaign as a collective platform for action

To national governments

- i) Finish drafting and passing laws relating to VAWG without further, unnecessary delay
- ii) Ratify outstanding international and regional law for the protection of women and girls from violence
- iii) Reform or repeal laws and policies that discriminate, perpetuate or permit discrimination against women and girls
- iv) Remove institutional obstacles to the implementation of positive laws and policies regarding VAWG
- v) Ensure adequate budgetary allocation for work to combat VAWG

To the regional / sub-regional organisations

- i) Include VAWG in declarations, statements and commitments regarding development and regarding specific groups affected by VAWG, particularly women, youth and children
- ii) Prioritise VAWG in plans for nominated decades and initiatives and ensure that this addresses VAWG in times of stability as well as in situations of crisis

To donors

- i) Hold country-level or sub-regional discussions with UN Women on how donors can support work on VAWG. For example, consider the possibilities of transitioning financial support to national civil society organisations away from UN Women
- ii) Where necessary, increase own capacity with expertise on VAWG; where available, consider seconding expertise to UN Women
- iii) Use diplomatic / political position with national governments to advocate for (a) reform/ repeal of discriminatory laws; (b) passing into law of legislation that protects women and girls from violence and (c) central government funding for VAWG work

BACKGROUND

Introduction

UN Women's East and Horn of Africa sub-regional office (EHARO) commissioned Social Development Direct (SDD) to conduct this Thematic Evaluation of UN Women's Strategy to End Violence Against Women in the East and Horn of Africa. The Terms of Reference (ToR) are at Annex E.

The **objectives** of the study are:

- 1) To analyze the relevance, effectiveness, efficiency and sustainability of UN Women action to end violence against women (VAW) from both a sub-regional perspective and at country level
- 2) To identify strengths, weaknesses, challenges and current trends in UN Women initiatives that have implications for strengthening its future managerial, programmatic and funding directions
- 3) To provide forward-looking recommendations and a potential Theory of Change to strengthen programming in the area of VAW in the sub-region.

The report gives a brief overview of UN Women's new mandate and position within the UN Organisation vis a vis violence against women and girls (VAWG) and an introduction to the East and Horn of Africa sub-region. It then goes on to discuss a proposed 'theory of change' for UN Women to use in working on VAWG before describing UN Women's current work on VAWG and examining the evaluation results for each of the seven countries studied. Finally the report makes recommendations for a 15 point plan for UN Women to implement in the East and Horn of Africa sub-region to make real changes regarding the prevalence and impact of VAWG.

Methodology

The assignment started in September 2011 with an inception meeting between the Team Leader and another evaluation team member with the EHARO Evaluation Task Manager and Evaluation Specialist. In order to ensure that the thematic evaluation was relevant and useful to UN Women's country offices and its partners in the sub-region, the bulk of the work consisted of field-based country studies. The ensuing Country Notes were prepared mostly as a result of field visits supported by literature and desk-based interviews. The intended methodology for each country study was to interview UN staff and key partners in government, UN Country Team and civil society and to conduct validation workshops towards the end of the study. Where possible, the team was expected to go outside the capital. Time constraints, events such as national holidays and logistical issues meant that only one team (Ethiopia) travelled outside the capital. The evaluation team had planned to conduct a pilot study in one country (Tanzania) to test the methodology. Devastating floods in Tanzania in December 2011 meant that this visit had to be cancelled at short notice, so all the country studies were conducted during January and February 2012.

In the case of Somalia the study took place in Nairobi, consisting only of a literature review and interviews with UN Women personnel while in the case of South Sudan, the study consisted of a literature review and was based on the consultant's existing knowledge from a recent, related visit. The Executive Summaries of the Country Notes are attached at [Annex X](#).

The inception process included the development and agreement (between SDD and UN Women) of a set of evaluation tools as well as the inception report.

The ToR envisaged that EHARO would set up (i) a Reference Group consisting of the heads of the country offices and others and (ii) an Advisory Group including donors. These groups were to provide guidance and support during the whole evaluation process from inception to final draft and presentation. The Reference Group was also to ensure commitment to the issues from all the EHARO country offices. Unfortunately, the sub-regional office was not able to set up these structures.

It was also envisaged that the Evaluation Task Manager or Specialist would be able to accompany the evaluation team on one or more of the country visits. This also proved impossible to organise within the schedules of the UN Women staff members.

Notwithstanding the above, the evaluation adhered to gender equality and human rights principles.

- The criteria of a human rights-based approach were met in that the evaluation: (a) explicitly addressed the rights of girls and women to be free from gender-based violence; (b) adhered to and promoted human rights principles of universality, indivisibility and accountability and (c) built capacity of national stakeholders.
- Criteria (a) underpinned the entire evaluation. As described in UN Women's own documentation and the directives of the UN Secretary General, VAWG is considered throughout the exercise as both a human rights violation, a factor which makes women and girls more vulnerable to other forms of human rights violations and arising from gender-based discrimination.
- Criteria (b) particularly meant enquiring about the relevance of UN Women's programmes on the most marginalised women and girls. It also meant asking stakeholders about their commitment to addressing the rights of marginalised women and girls, even where this was sensitive.
- Criteria (c) took place in the course of interviews, in validation interviews and in the building of capacity of national researchers regarding the theory of change on VAWG.
- The composition of the evaluation team respected geographical and gender issues. In most cases (except Tanzania) the field-work team included a researcher from that country. In addition, the Somalia case study was conducted by a Kenyan consultant. All the evaluation team were female in order not to compromise the country teams' chances of meeting with women beneficiaries.
- The consultants were selected on the basis of their extensive knowledge of VAWG and their ethical conduct of research into these sensitive issues.

Each field-work team produced a Country Note – a concise report on the current situation *vis a vis* VAWG in each country and a set of findings and recommendations for the UN Women country office and its partners. The evaluation team is aware of the need to keep reading to a minimum and so the Executive Summaries of each Country Notes are attached here for ease of reference. Nevertheless, each Country Note should be read in conjunction with this report.

Drafts of the Country Notes and overall report were circulated to country offices and other UN Women colleagues through the sub-regional office. Unfortunately, although deadlines for comments were extended, most country offices were not able to provide comments on the overall report and some were not able to provide any comments at all.

The evaluation team is grateful to the staff members of UN Women and partners in government and civil society for their contribution to this evaluation.

Terminology

Violence against women or Gender-based violence? The ToR for this study refers to ‘Violence Against Women’; this terminology is used in preference to ‘gender-based violence’ (GBV) although the latter is more commonly used across the UN system and by national gender machineries. The following reasons apply:

- a) The UN Declaration on the Elimination of Violence Against Women² defines violence against women as “*any act of gender-based violence that results in, or is likely to result in, physical, sexual or psychological harm or suffering to women, including threats of such acts, coercion or arbitrary deprivation of liberty, whether occurring in public or in private life*”
- b) The term ‘gender-based violence’ includes violence against men and boys, on the basis of their gender. While it is important to acknowledge and address such violence (for example in the case of sexual violence against men in situations of organised violence), this is not the subject of this study.

Violence against women or violence against women and girls? Throughout this report, the reference is to violence against women and girls (VAWG) unless stated otherwise. The following reasons apply:

- a) UN Women is the UN entity for gender equality and the empowerment of women. Advancing gender equality means tackling gender-based discrimination, of which violence against women is a form³.
- b) Girls under (18 years old) are often treated as women as soon as they reach puberty. Their vulnerability to gender-based violence is more akin to that of adult women, although they are also subject to violations *as children* – such as female genital mutilation or forced, early marriage. sexual violence in the course of recruitment into armed groups or of their rights as children. Moreover, it is important to remember that they are entitled to protection on the basis of their age although these violations also breach their rights to protection as children. Forced marriage and other forms of rape. Their entitlement to protection as children should sit with – not in opposition to – their entitlement to protection from violence on the basis of their sex or gender.

² A/Res/48/104

³ General Recommendation 19 Committee on the Elimination of All forms of Discrimination Against Women

- c) Girls grow into women. Gender-based violence against girls impacts negatively on the rest of their lives. Examples include the Somali girl survivor of female genital mutilation who later suffers obstructed labour or the Ugandan girl who was held as a commander's 'wife' during the armed conflict.

UN Women's predecessor entities tended to refer only to women. This shift is taking some time to filter down to country or even regional level. For this reason, the older documents and initiatives tend to be described in this report as "VAW" (violence against women) rather than VAWG.

Victims or survivors?

A feminist approach to VAWG determines that women and girls are considered as agents, not as perpetual, passive victims. Hence most literature on VAWG now prefers the term 'survivor' to 'victim'. Where appropriate, this report does the same. Not all women and girls, however, are survivor and for these cases, the term 'victim' is preferred. The progression from victim to survivor is rarely instantaneous and usually requires some form of support or, at least, time to recover. Both terms are used, therefore.

The growing global response to VAWG

In recent years the international community has placed VAWG high on the global agenda. This is demonstrated by statements, commitments and resolutions of global decision-making bodies including the General Assembly⁴, the UN Security Council⁵ and the Human Rights Council⁶ and, at regional level, the African⁷ and European Unions. Increasingly, violence against women and girls is regarded as a matter of public concern, rather than a private occurrence. States are being held to account in time of conflict or peace⁸. Male and female leaders are standing up against violence against women – whether under the aegis of the Secretary-General's Campaign '*UNiTE to end violence against women*'⁹ or the global '*Man Up*' campaign. There is now a Secretary General's Special Representative on Sexual Violence in Conflict while, at community level, women's organisations continue their efforts to prevent or to respond to the pandemic of violence

⁴ General Assembly Resolutions on *Intensification of Actions to Eliminate Violence against Women*: 61/143 (2006), 62/133 (2007), 63/155 (2008) and 64/137 (2010)

⁵ Resolutions 1325 (2000), 1820 (2008), 1888 (2009), 1889 (2009), 1960 (2010)

⁶ A/HRC/Res/11/2 Accelerating efforts to eliminate all forms of violence against women

⁷ See for example: International Conference of the Great Lakes Region Protocol on the Prevention and Suppression of Sexual Violence Against Women and Children and the Council of Europe Convention on preventing and combating violence against women and domestic violence

⁸ HRC Resolution 14/12 of 18 June 2010 on Due Diligence, UNSC Resolution 1960(2010)

⁹ In 2008, the Secretary-General launched the *UNiTE to End Violence against Women Campaign*. <http://www.un.org/women/endviolence/index.shtml>

against women in all countries. Undoubtedly, the global momentum on ending VAWG is growing and the increasing commitment by governments and donors is evidenced by the adoption of a growing number of national policies and laws as well as increased resources being made available for programme implementation on VAW. At the regional level, the African Union has prioritised VAWG in its plans for the “African Women’s Decade” (2010 -2020) within the context of peace and security, while the International Conference on the Great Lakes Reform (ICGLR) creates opportunities for UN Women and its partners to put VAWG at the centre of work at the supra-governmental level.

Despite this, VAWG continues to comprise perhaps the most widespread violation of human rights in many parts of the world, including in the East and Horn of Africa. It consists of physical, sexual, psychological and economic abuse and it cuts across boundaries of age, race, culture, wealth and geography¹⁰. VAWG takes place in the home, on the streets, in schools, the workplace, in fields, refugee camps, during conflicts and crises and during stability. Its many manifestations range from different forms of domestic and sexual violence to harmful practices such as female genital mutilation (FGM), abuse during pregnancy, so-called honour killings and other types of femicide. Many countries in the sub-region embrace deeply rooted cultural and religious practices and beliefs that promote stifling attitudes and perceptions towards women’s roles in society. The prevailing taboo that imposes silence about rape and sexual offences results in severe underreporting of instances of abuse and violence and stigmatization of the victims.

The more the international community learns about VAWG, the greater the imperative to take more action and invest more resources in eliminating this phenomenon. Increasingly, the global community is aware that VAWG is a major obstacle to the development of communities and countries, at the same time as representing the most prevalent form of human rights violation in the world. Taking female genital mutilation alone, it is estimated that around 91.5 million girls and women in Africa are living with the consequences of FGM¹¹. Add to this the prevalence of domestic violence – between 20% and 50% of girls and women aged 15 - 49 and the sexual abuse of girls (as high as 30% in Tanzania) to realise the magnitude and impact of these violations.

Work to end or even reduce VAWG has, mostly, been undertaken by women’s organisations. Broader civil society organisations, national government machineries (including human rights commissions) and the UN system have, historically, left the issue to women’s groups who, in turn, mostly focus on service delivery to deal with the urgent consequences of violence. It is in this context that UN Women and others across the international system are realising the centrality of addressing VAWG as a human rights issue and as an issue of peace and development.

¹⁰ For definitions on VAW, see the Report of the Secretary-General (2006): In-depth study on all forms of violence against women, p. 15

¹¹ Ref: <http://www.who.int/reproductivehealth/topics/fgm/prevalence/en/index.html>

UN Women

UN Women was formed by the UN General Assembly in July 2010¹², bringing together the work of the UN Development Fund for Women (UNIFEM) with the other three bodies across the UN responsible for gender equality and the empowerment of women. By consolidating the mandates of the four institutions member states tasked the new entity as follows:

- To support inter-governmental bodies, such as the Commission on the Status of Women, in their formulation of policies, global standards and norms
- To help Member States to implement these standards, standing ready to provide suitable technical and financial support to those countries that request it and to forge effective partnerships with civil society
- To enable member states to hold the UN system accountable for its own commitments on gender equality, including regular monitoring of system-wide progress.

The General Assembly was clear that the primary purpose of the new entity is to support member states to work towards *gender equality and the empowerment and rights of women and gender mainstreaming*¹³, in collaboration with civil society and mutually supporting global institutions. Thus, the new mandate is much more than a name-change or a merging of mandates; it is a new way of helping national governments to realise their obligations and supporting civil society to hold their governments to account. Importantly, the General Assembly also mandated UN Women with “*leading and coordinating the work of the country team on gender equality and the empowerment of women, under the overall leadership of the resident coordinator*”¹⁴

This mandate is timely, in that it sits with an increasing drive towards the “due diligence” standard, whereby “*States have the obligation to promote and protect all human rights and fundamental freedoms for all, including women and girls, and must exercise due diligence to prevent and investigate acts of violence against women and girls and punish the perpetrators, to eliminate impunity and to provide protection to the victims...*”¹⁵ Although the concept of ‘due diligence’ is not new, taking this approach has been vitalised in the last few years.

UN Women’s global work on VAWG

UN Women’s current strategic plan (2011- 2013) describes one of its goals as “*to prevent violence against women and girls and expand access to survivor services*”. In fact, work that counters VAWG has been conducted by UNIFEM/ UN Women and its civil society partners for many years, at local, national, sub-regional, regional and global levels. Up to 2008, the approach utilized the following strategies¹⁶:

¹² GA Resolution A/64/289

¹³ Ibid

¹⁴ Ibid

¹⁵ Human Rights Council Resolution 11/2

¹⁶ This classification of approaches is based on the Desk Review of UNIFEM’s Work to end VAW (2002), submitted by the Education Development Centre.

- a) **Training and capacity building** for non-governmental organisations (NGOs), with the media and government personnel
- b) **Awareness raising and education** both on the ground and at global level, usually electronically-based such as web portals or on-line campaigns
- c) **Mobilization and networking** amongst and between civil society and governments
- d) **Advocacy**, using its unique position to generate political support for VAW action and working with the media
- e) **Action oriented research** that produces data and case-studies, to build a knowledge and evidence base

Despite the global prevalence of VAWG, UNIFEM had not always prioritised the issues, preferring to concentrate on issues of governance, women's economic empowerment and – more latterly – peace and security. The growing movement on women and peace and security, however, along with the increased global attention to VAWG led UNIFEM eventually to turn its attention more to VAWG, so much that in 2008, UNIFEM published “*A Life Free of Violence: Unleashing the Power of Women's Empowerment and Gender Equality Strategy 2008-2013*” with this Vision Statement:

Everyone has the right to freedom from violence and freedom from fear. Ending violence against women and girls is possible and within reach. UNIFEM's vision for a secure and peaceful world is one in which women and girls are free from violence and abuse, free to thrive as equals. This in turn can unleash the full force of women's empowerment and gender equality to end poverty and foster human rights, peace and development for all.

The strategy identifies four ‘pillars’:

- Furthering implementation of existing commitments and promoting upscaling
- Aligning informal and formal justice systems with international human rights standards
- Addressing rape as a tactic of warfare in conflict and post-conflict situations
- Targeting primary prevention with key groups, especially men and young people

And these strategies for change:

- Partnerships
- National Capacity Development
- Monitoring and Evaluation
- Knowledge sharing and Knowledge-generation
- Advocacy and Communications
- Resource Mobilization

It is not clear, however, to what extent this strategy informs the work of UN Women at the country level. None of the Country Notes describe UN Women staff quoting this strategy as the bedrock of their activity.

UN Trust Fund to End Violence Against Women

At the global level, UN Women administers, on behalf of the UN, the Trust Fund to End Violence Against Women (the Trust Fund). In 2010, the Trust Fund received over 2,500 concept notes with requests totalling USD 1.2 billion. USD 17.1 million was awarded to 22 initiatives in 34 countries. Although this is still a ‘drop in the ocean’ compared to the need, it is significant that the Trust Fund had a budget of under USD 1million in 2004 and that donors have increased in number from 7 in 2004 to 17 in 2009. The process for eliciting, receiving and selecting beneficiaries is stringent and complex. The Trust Fund was the subject of a comprehensive evaluation in 2009 and an Outcome Mapping exercise in 2011. These are publicly available¹⁷ and so the details are not repeated here. The evaluation informed the development of the Trust Fund 2010-2015 strategy (Vision 2015¹⁸) and the Outcome Mapping is informing the implementation of that strategy. Both documents found that, while the impact of the Trust Fund was greater than what was recorded, there remained a need for greater capacity-building of potential grantees. Many organisations doing valuable, cutting edge grass-roots work are passed over because they do not have the capacity to write a strong proposal. This is relevant to the work of UN Women in the EHA sub-region as a frequent call from partners was for UN Women and others in the UN and international NGOs to extend their reach to more remote areas and to more marginalised women and girls.

Virtual Learning Centre to End Violence Against Women and Girls

UN Women has developed a one-stop, online centre that encourages and supports evidence-based programming to more efficiently and effectively design, implement, monitor and evaluate initiatives to prevent and respond to violence against women and girls. The website offers leading tools and evidence on what works, drawing on expert recommendations, policy and programme evaluations and assessments, and practitioners’ experiences from around the world.¹⁹

Women and Peace and Security

UN Women has been instrumental in work across the UN system and with civil society on driving the women and peace and security agenda. Since 2000 when UNSC Resolution was unanimously passed, UN Women has committed to a substantial and high-profile programme on work on the issues affecting women during violent conflict and in their participation in all stages of peacebuilding. UNSC Resolution 1325 and subsequent resolutions have all paid attention to violence – particularly sexual violence – during armed conflict. The appointment of a Secretary General’s Special Representative on Sexual Violence in Conflict is largely due to the efforts of UN Women staff.

¹⁷ http://www.unifem.org/materials/item_detail.php?ProductID=174 and <http://www.unwomen.org/publications/mapping-of-grantees-outcomes-the-united-trust-fund-to-end-violence-against-women-2006-to-mid-2011/> respectively

¹⁸ http://www.unwomen.org/wp-content/uploads/2011/08/UNTF_Strategy_Vision2015_en.pdf

¹⁹ <http://www.endvawnow.org/>

Partners' work on VAWG

As with UN Women, partners across the UN system have been subject – or have driven – the increase in attention to VAWG relatively recently. UNICEF²⁰, for instance, has not yet systematically made the connection between discrimination (including violence) against women and girls and maternal health, the Millennium Development Goal against which there has been the least progress while UNFPA still tends to delink its work on gender-based violence and youth (including girls). Even in the humanitarian sphere, it took the humanitarian reform process some time to ensure that gender-based violence was included (GBV) in the cluster approach²¹. The advent of GenCap Advisers²² has had positive results regarding creating and coordinating GBV sub-clusters. A recent evaluation of the GenCap and ProCap²³ projects²⁴ indicates that GenCap advisers work on all gender issues, including GBV, is hindered by their lack of an institutional 'home'. The evaluation is agnostic about UN Women's capacity to take on this role in the field. Meanwhile, UNFPA has assumed responsibility for leading the response to GBV. The central lesson, here, is that battles over institutional territory should not take precedence over the needs and rights of women in humanitarian crises.

In non-humanitarian contexts, efforts within the UN Country Team (whether operating in the Delivering as One context or otherwise) to address VAWG tend to be led by UNFPA, although UN Women takes on the coordination role of gender coordination mechanisms such as Joint Programmes on Gender Equality or gender working groups. As well as UNFPA, the protection function of other entities (such as UNHCR, the Office of the High Commissioner for Human Rights (OHCHR) or UNICEF) address VAWG, while the UN's non-governmental partners are often active in addressing the issues. Some donor governments are also engaged in tackling VAWG, through bilateral programmes or through UN or NGOs. At the thematic level, the Special Procedures of the UN Human Rights Council also address VAWG within their mandates. Examples here include the or the Special Rapporteur on the Causes and Consequences of Violence Against Women. Additionally, the UN Secretary General's Special Representatives on Sexual Violence in [Armed] Conflict and Children Affected by Armed Conflict both have relevant mandates.

Sub-regional information on violence against women and girls

The countries of the East and Horn of Africa sub-region are inextricably inter-twined and represent a comprehensive cross-section and spectrum of issues. It would be wrong to categorise the sub-region as in humanitarian crisis or 'conflict-affected' as – while these are certainly factors

²⁰ Conversations with UNICEF staff members in East Africa

²¹ Inter-Agency Standing Committee Policy Statement Gender Equality in Humanitarian Settings 2008

²² A roster of senior advisers, placed in humanitarian settings to raise awareness and provide technical support to humanitarian operations

²³ A roster of senior protection officers provided on the same basis as GenCap advisers

²⁴ http://www.gppi.net/fileadmin/media/pub/2012/steets-meier_2011_procap-gencap_eval.pdf

– each country has its own complexities, potential and challenges. In south-central Somalia, for example, the presence of a transnational armed group, *Al Shabaab*, compounds humanitarian crises while Uganda is definitively post-conflict and heading towards middle-income status. In Ethiopia a pro-poor government is working to remove regional inequalities yet a large proportion of the population is dependent on humanitarian assistance while in Sudan violent conflict between the national government and its own civilians has led the displacement of millions, the President’s indictment at the International Criminal Court, the removal of most international humanitarian organisations and notable inequities in resources. In South Sudan, the world’s newest country, infrastructure and national capacity have been decimated by decades of war yet there is intense donor interest; while Kenya has a positive governance structure yet there are fears of another upsurge in post-election violence and nearly two million Kenyans live in slums. The majority of the population of peaceful Tanzania lives in extreme poverty while it hosts a decades-old refugee population.

Every country, however, shares a high prevalence of VAWG. This may take different forms although there are some commonalities. Domestic violence is endemic across all the seven countries studied, often related to the issue of ‘bride-price’, while the sexual abuse of girls is widely prevalent. ‘Sex for jobs/ services/ grades’ is common across Uganda while in Tanzania ‘sextortion’ is the subject of a major campaign by its own judiciary and UNICEF has found that girls (and boys) cannot travel to school without the threat of some form of sexual violence. Female genital mutilation shows a spectrum of prevalence; it is rare in South Sudan but almost universal in Ethiopia and Somalia, while in other countries such as Kenya, prevalence varies between regions or communities. Poverty and marginalisation cuts women and girls off from access to services or information about their rights. Conflict-related sexual and physical violence blights the lives of women and girls in Uganda, Somalia, Sudan, Ethiopia, and South Sudan, Kenya and Tanzania²⁵ while humanitarian crises make women and girls vulnerable to sexual and physical violence in Somalia, Sudan, Ethiopia, Somalia and South Sudan. Other forms of VAWG take place across the sub-region including forced marriage (of children and widows), forced displacement of widows and witchcraft-related violence.

Unsurprisingly, given the variety of context across the sub-region, governments’ response to VAWG also varies. Commonalities include a need for greater technical and financial capacity in the gender machineries, a need to mainstream VAWG across the line ministries and in particular the Ministries of Finance and Planning. On the positive side, it is notable that every government has expressed and demonstrated some commitment to tackling VAWG. This is particularly so with regard to criminal justice where some progressive laws and policies have been adopted and dedicated police desks have been developed, although there are examples of more comprehensive national action plans to end VAWG. Consistent challenges across the sub-region are lack of awareness of rights and entitlements and gaps in implementation of positive laws and policies where they exist.

The table below represents a ‘Red / Amber / Green’ synopsis of the current situation across the sub-region. Each Country Note contains the same typology of analysis. ‘Green’ signifies a situation where progress has been significantly positive; ‘Amber’ where there is progress but

²⁵ Kenya hosts refugees from Somalia, Tanzania has a recent refugee population from DR Congo

more needs to be done and 'Red' where the situation still requires radical or sustained interventions to bring about necessary change.

Red/Amber/Green Synopsis Analysis of VAWG across the East and Horn of Africa

Issue	Red / Amber / Green	Comment / Justification
Prevalence of VAWG	Red	Many types of VAWG are prevalent across the sub-region, including: domestic violence, FGM, child marriage & other forced marriage, violence against widows, sexual abuse of girls, rape of adult women, conflict-related physical & sexual violence and witchcraft-related violence. Girls and women in humanitarian settings are vulnerable to physical and sexual violence.
Laws and policies to counter VAWG	Amber	Some countries have a relatively progressive legal and policy framework in place or underway (Kenya, Tanzania, Ethiopia, Somaliland) while others are not yet in such a position (South Sudan, Somalia). Discriminatory laws exist across the sub-region, whether by omission or by perpetuating VAWG (Sudan). Widespread ignorance and failure to implement progressive laws render the latter less useful. Impunity for VAWG is the norm across the sub-region.
Funding targeted at ending VAWG a) Government b) Donors	a) Gov't: Red	Governments in the sub-region do not allocate funds from the central budget to tackle VAWG. Most are still aid-dependent although the gender ministries often appear to be amongst the least well-resourced across government with some notable exceptions (S.Sudan, Ethiopia)

Issue	Red / Amber / Green	Comment / Justification
	b) Donors Amber	Some donors are dedicating funds of varying quantities to tackling VAWG. Donors could do use their diplomatic power more to influence governments re VAWG; some donors need more VAWG expertise while others should direct their 'gender' funding at VAWG
Political will at national level	Red - Amber	Most governments pay some attention to gender although relatively little to VAWG. Few political leaders use their position to tackle VAWG.
Civil society action	Amber	There are some strong women's organisations in most countries in the sub-region (many in Tanzania, Uganda & Kenya, some in Sudan and few in S. Sudan, Ethiopia & Somalia). Most are engaged in service delivery or awareness-raising. Mostly, other civil society (e.g. human rights groups) pay little attention to VAWG

Theory of Change

In stating the need for a theory of change, the ToR state: “The development of a Theory of Change for action against VAW is expected to help structure the debate on the possible pathways for contributing to long-term changes in the area of VAW”

The proposed theory of change (TOC) for tackling VAWG in the East and Horn of Africa arises from a combination of the country studies, extensive literature review and global knowledge across the consultancy team. As VAWG is a global phenomenon and UN Women a global entity, it is hoped that this theory of change can be applied – with adjustments – to all geographical areas. Proposed here are two levels of TOC. Firstly, a TOC that applies to “action against VAW” that can be used by all actors – including UN Women, others across the UN, NGOs and donors. The next level maps UN Women’s mandate onto the first-level TOC.

It may be that, in some cases, the interventions described in the TOC are already under implementation. The idea here is not necessarily to propose different interventions, rather it is to ensure that these interventions are placed within a coherent theoretical framework to achieve real change in the prevalence and impact of violence against girls and women in the sub-region. At both levels, the TOC seeks to move UN Women and its partners from a scattered set of interventions to a reasoned, accountable system of programming.

A TOC is a planning, implementation and evaluation tool. It is the articulation of a causal pathway for getting from the ‘problem’ to the ‘solution’ of any given situation. A TOC describes the interventions necessary to reach desired outcomes and includes a clear exposition of the underlying assumptions. It is particularly useful in complex, fast-moving settings such as conflict-affected, emergency or unstable contexts.

A TOC can also be described as “backwards mapping”. We know where we want to be – the *goal* or final desired outcome – and we can describe the steps we need to get there “*outcomes*”. In doing so, we need to have strong, clear ways of measuring success “*indicators*”, which means being sure about the nature and extent of the change we want to happen and the time-scale we want to operate within.

The steps involved in developing a TOC can be articulated as follows:

- i. Identify the long-term goals
- ii. Identify the building blocks (outcomes, results, achievements) needed along the way to achieve the goals
- iii. Identify measurable indicators (including the nature, extent and time-frame of the desired change),
- iv. Formulate interventions / actions to reach the goals
- v. Articulate the underlying assumptions behind the goals
- vi. Develop the causal pathway and an explanatory narrative to explain the logic

Defining the goal

UN Women’s goal, as expressed in the current strategy and broadly reaffirmed during each country study is: “[A] *secure and peaceful world is one in which women and girls are free from*

violence and abuse, free to thrive as equals. This in turn can unleash the full force of women's empowerment and gender equality to end poverty and foster human rights, peace and development for all."

Building blocks and interventions

Theories of change are predicated on the belief that change is possible; that whatever it is we want to change *can* be changed, with the correct set of interventions. VAWG, however, entails tackling more than a straightforward chain of causation and intervention. We need to operate at three levels – two levels of **prevention** and one of **response**.

The first building block is the causes of VAWG. While some causes are always the same, others will change according to the context. They tend to interact. For example, gender-based discrimination and marginalisation of women and girls - the belief that the lives, bodies and dignity of women and girls are somehow of low value - is always a fundamental cause of VAWG. Additional causes, interacting with discrimination and marginalisation may include violent conflict or women's poverty.

Interventions at this level aim to **eliminate causes**; they are based on the belief that even structural causes can change; that communities, families and countries can learn that women and girls have human rights too; violent conflict can be prevented and poverty can be alleviated. The interventions themselves, therefore, tend to be structural.

The second building block is the manifestation of these causes as VAWG. Even where the above causes exist, VAWG does not inevitably follow. For instance, women and girls are discriminated against in all societies but not all families cut their daughter's genitals; many poor men do not beat their wives or rape their neighbour's daughter; not all militias or even gang members victimise the women they come across. If something happens to move the **cause** into the **manifestation**, then well-placed interventions can *prevent* the causes moving into the manifestation.

Interventions at this level aim to **prevent** VAWG. They should aim to find out why the causes do *not* always result in VAWG. At an individual level, a member of an armed group may have no respect for women and have witnessed countless examples of girls being abducted and raped. Yet he decides that 'real men' do not attack women or children. Another man may take the view that the criminal penalty or being ostracised for physical violence against his wife or sexual abuse of the girls he drives to school is too big a price to pay. His attitude towards girls and women has not changed but he has not made any one of them a victim.

The third building block is the impact of VAWG on girls and women. The reality is that, despite our best efforts and interventions, women and girls are victimised. VAWG can ruin lives and destroy the potential of women and girls to fully participate in public life and development yet it need not be so. As with other human rights violations, however, the lives of victims of VAWG need not, inevitably, be ruined. They can become survivors.

Interventions at this level aim to **reduce the impact** of VAWG; they therefore tend to be victim-centred. While it is important to remember that these interventions are no replacement for *prevention*, they are often urgent. Interventions at this level are likely to include emergency

medical assistance, safe abortions or HIV testing, ‘one-stop’ centres or accompaniment to police, courts or traditional justice mechanisms.

Pressure point interventions

Interventions vary in impact. Some are urgent but may have little, lasting impact (such as a course of prophylactic antibiotics after a woman has been assaulted); others may be catalytic (such as a public statement by a respected leader that VAWG is a sign of weakness in a man) and yet others may demand intensive work over a long period but make fundamental changes (such as getting a country to ratify the Maputo Protocol²⁶).

‘Pressure point’ interventions are activities which result in long-lasting, fundamental change. The activity may be carried out over the short or long term – but the impact is sustainable. The challenge for UN Women and its partners working on VAWG is to identify the ‘pressure point’ interventions at each of the three levels (cause, manifestation and impact) that are particularly relevant to each country. The country case study reports make propositions for the UN Women country office.

Identifying pressure point interventions requires careful thought about what will really have the most impact. They should be based on a thorough situational analysis and capacity analysis and they should be developed in collaboration with partners.

Indicators

Developing indicators for VAWG is notoriously difficult. Crime reports are likely to say more about good policing than levels of violence, while perception surveys are beset with extraneous variables unless done to the highest level of expertise. We know, however, that VAWG has a negative impact on the lives of women and girls, on their communities and on development generally. We know, for example, that in many communities it is violence or the threat of it that keeps women away from ante-natal care or girls out of school.

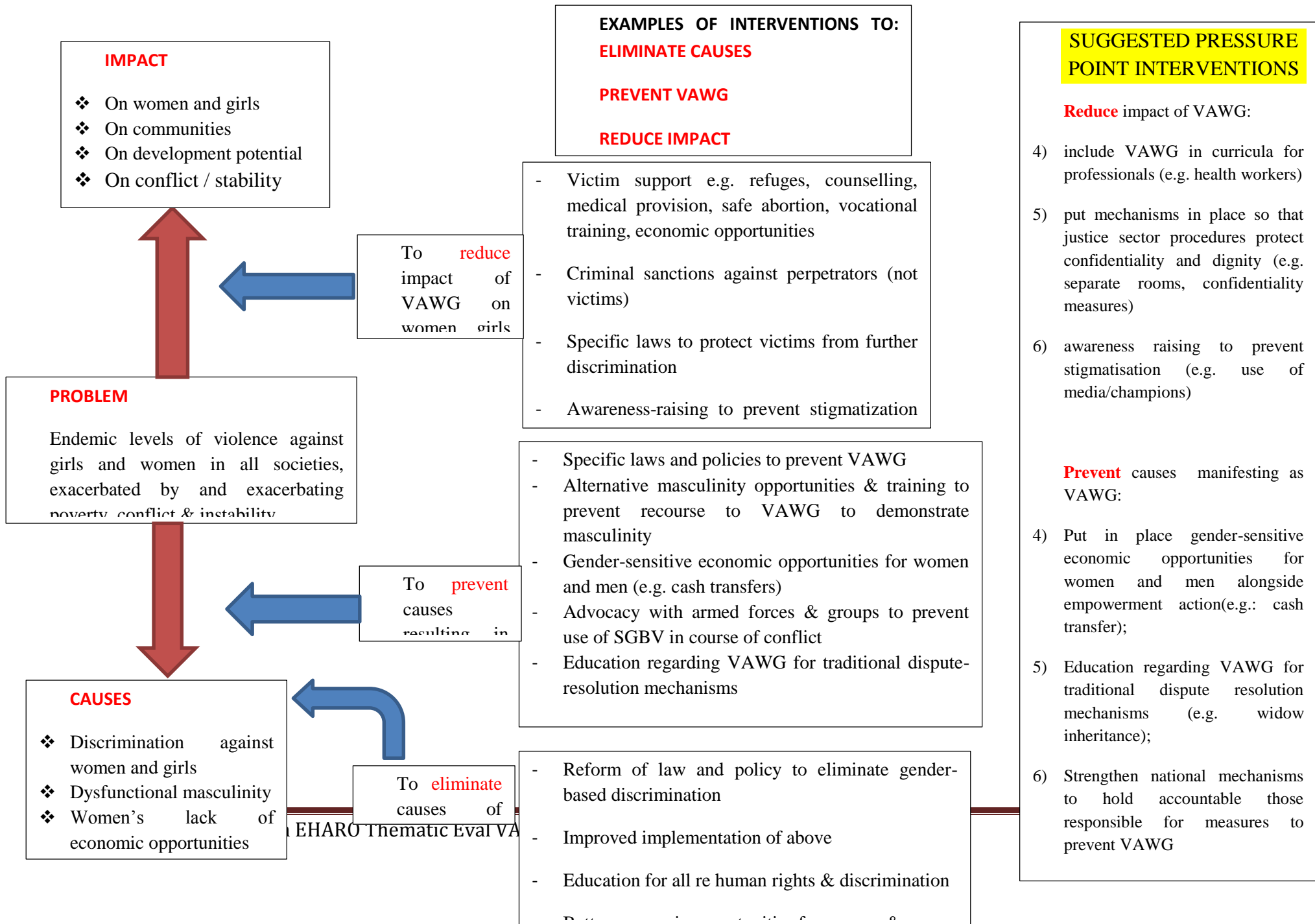
We also know that a government which is prepared to pass laws proscribing VAWG – particularly controversial ones such as on marital rape or FGM – is likely to bring in positive policies for the prevention and response to VAWG. Conversely, where governments change their position and move from discriminatory or indifferent legislation to a protective normative environment, this usually represents success by civil society and their supporters.

It is proposed, therefore, that VAWG indicators can and should be measured as a ‘basket’ – combining **direct indicators** such as the statistical often obtained in Demographic Health Surveys with changes in two factors – maternal mortality and girls’ academic achievement, measured as **proxy indicators** combined in turn with a tracking of law and policy change, defined as **proximate** or **indirect indicators**. As each country office develops its own theory of change and strategic work plan, these indicators will become more obvious. Country offices without dedicated monitoring and evaluation personnel are likely to need support from the sub-regional office or HQ.

²⁶ The Protocol to the African Charter on Human and People’s Rights on the Rights of Women in Africa

Mapping the TOC and UN Women's mandate together

The first of the following diagrams seeks to explain the first level of the TOC. The second diagram seeks to explain how UN Women can apply its mandate (see p.18) to the elimination of VAWG in the East and Horn of Africa sub-region. The second diagram also refers to the 'Due Diligence' standard described above (shaded in blue like [this](#)).



ELIMINATING VIOLENCE AGAINST WOMEN AND GIRLS IN THE EHA SUB-REGION: **UN WOMEN'S MANDATE** AND **DUE DILIGENCE**

MEMBER STATES

Provide TA to national gender machineries on VAWG

Convene Joint UN/Govt /CSO programmes on VAWG

Conduct situational analyses and early warning of VAWG to feed into gov't planning

Bring in expertise on VAWG in specific situations e.g. transitional justice; humanitarian crises; conflict

Mainstream VAWG in other TA e.g. gender-responsive

Mobilise donors to provide support to gov't & civil	Assist CSOs to obtain support from donors &
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RO TH

REDUCE THE IMPACT OF VAWG	<i>"[P]unish the perpetrators, to eliminate impunity and to provide protection to the victims..."</i>
<ul style="list-style-type: none"> ❖ On women and girls ❖ On communities ❖ On development 	

PROBLEM
Endemic levels of violence against girls and women in all societies, exacerbated by and

PREVENT these causes resulting in VAWG	<i>"[P]revent and investigate acts of violence"</i>
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ELIMINATE CAUSES AND EXACERBATING FACTORS	<i>"[P]romote and protect all human rights and fundamental freedoms for..."</i>
<ul style="list-style-type: none"> ❖ Discrimination against women and girls ❖ Dysfunctional masculinity ❖ Women's lack of economic assets 	

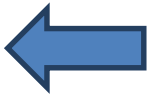
UN COUNTRY TEAM

Provide TA to UNCT members vis a vis their counterpart ministries e.g. health, justice, humanitarian affairs

Adopt leadership role within UNCT on VAWG

Coordinate Joint programmes &

Ensure UNCT is accountable	Involve CSOs in joint prog-
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UN Women's work on VAWG in the East and Horn of Africa sub-region

Summary

Theoretically, UN Women's work on VAWG is conducted through a variety of mechanisms which include:

1. Grant-making through the Trust Fund
2. UN Women-executed projects and programmes supported by UN Women core funds and
3. UN Women-executed projects and programmes supported by UN Women cost-sharing funds.

Another way of categorising UN Women's work on VAWG in the sub-region is into three broad categories:

- (a) Work that explicitly addresses VAWG (such as support to 'one-stop centres' in Ethiopia and Uganda or supporting a prevalence study in South Sudan)
- (b) Activities under another programme such as HIV/AIDS which includes VAWG (such as support to the National Community of Women Living with HIV/AIDS in Uganda or
- (c) Work which implicitly or coincidentally addresses VAWG such as support to the Women's in Law and Development in Africa (WiLDAF) in Tanzania to tackle the discriminatory nature of the inheritance laws.

In reality, explicit work on VAWG across the sub-region tends to take place within Joint Programmes for Gender Equality (Kenya, Sudan, Uganda, Ethiopia), in relation to peace and security programming (Uganda, Somalia) or on an *ad hoc* basis (Tanzania, South Sudan). The extent to which UN Women is involved in the VAWG work of Joint Programmes varies, as does the level of work that is done by the Joint Programmes. For instance, in Ethiopia the Joint Programme does not have a component on VAWG meaning that all work done on VAWG is conducted outside the framework of the main UN programme on gender equality. In Uganda and Kenya, on the other hand, the Joint Programmes' design is strong on VAWG. Although implementation has been slow in Uganda for reasons relating to the Joint Programme mechanism and delays in recruitment by UN Women²⁷, the programme in Kenya appears to be going from strength to strength now that it has a good coordinator. The VAWG work is led by UNFPA but UN Women plays an active role.

An optimistic view is that this variety of mechanisms arises from a flexible or pragmatic approach to VAWG depending on the country context. It is more likely, however, that it signifies a gap in programme design. In other words, there is no coherent strategy or theory of change for addressing VAWG in the sub-region. The evaluation found that, instead, UN Women tried to adjust to the programming needs and gaps, often led by urgent imperatives to 'do something' about appalling levels of VAWG.

²⁷ Information from DFID Uganda

Most country offices appeared to be still in a period of transition from UNIFEM to UN Women. Overstretched staff members simply had not had the time to absorb the difference that the change in mandate would make to their work, and remained under pressure from governments and civil society alike to continue the positive work that they had done under the old mandate.

The UNIFEM legacy also applies to UN Women's relationship with civil society. In Tanzania, Kenya and Uganda, both the UN Women office and their civil society partners tended to regard UN Women as a donor / funding partner. Much staff time is spent, therefore, processing grant applications rather than being able to adopt a strategic approach to addressing VAWG through UN or government partners. It is important to note the value of the work UN Women does with civil society and the impact this is having on the lives of women and girls in the respective countries. The criticism here is not of the staff members and the work they are doing, but of the need for them to be doing this work instead of work that is closer to their current mandate.

While staff members were able to articulate that VAWG is one of UN Women's priority areas, there was little awareness about the current VAWG strategy or how it should apply to their situation. This meant that staff needed help to bring out the valuable work they had done on VAWG, particularly where this had been ad hoc or responsive to a particular situation. For instance, the invaluable assistance given to the Commission of Inquiry into Post-Election Violence in Kenya should have been showcased as an example of catalytic work on VAWG; not least because it raised awareness amongst Kenya's donor community as well as government about VAWG in the country as a whole. Moreover, in most of the sub-region, staff members were not able to describe how their work on governance / political participation or gender-responsive budgeting (two of the consistent priorities across the sub-region) could contribute to tackling VAWG.

If UN Women staffers have not absorbed the new mandate, it is difficult for them to articulate it to partners within the UN Country Teams as well as government and civil society. One of the reasons for creating UN Women was to up-grade the role of a specialised entity within the UN Country Team – particularly as the UN moves towards Delivering as One. UN partners, particularly at working level, were not aware of the difference in being UN Women – regarding it as little more than a change of name. This means that UN partners do not think of UN Women as their 'go to' partner for expertise on VAWG and continue to expect UNFPA to lead. Indeed, unless partners are working with UN Women directly, for instance in one of the Joint Programmes on Gender Equality, there tends to be little relationship at all on VAWG.

UN Women will have to consider resourcing its work on VAWG. Not one of the country offices or the Somalia programme had (or has had in the evaluation period) dedicated expertise on VAWG. Moreover, staff members with responsibility in areas where there is a clear link with VAWG (peace and security, human rights, governance) had neither specialized expertise on VAWG or had received training or guidance on the issues. Some donors and international NGOs are now up-grading their own staff competencies on VAWG by bringing in external expertise. It is **recommended** that UN Women consider ways to bring in this expertise. One way is by seeking secondments (national or international personnel) from donors or international NGOs.

Civil society places a great deal of hope in the Trust Fund. The latter is a victim of its own success; the greater its profile, the more demands are made on the Fund. Less well-known is the fact that the Trust Fund is able to make grants that meet less than 5% of the need expressed by civil society organisations. Moreover, it is managed centrally from HQ and the focal point sits in the sub-regional office. While it makes sense to have some distance from the UN country offices, so that there is no conflict of interest, there is little capacity within each country office to assist applicants with their proposals. In fact, the sub-region has done quite well from the Trust Fund, with grants made to South Sudanese, Ugandan and Ethiopian organisations²⁸ as well as cross-regional organisations in recent years.

It is **recommended**, therefore, that the Trust Fund focal point or headquarters secretariat holds information seminars with civil society networks in each country in the sub-region.

UN Women is a global entity with country offices, rather than a federation of national organisations. The country offices should receive support, guidance and resources from both the sub-regional office and headquarters. The lengthy transition period means that bureaucratic legacies such as lack of devolved authority holds UN Women back from progress at country level – both within programming and in its credibility with partners.

There is room for more communication and better channelling of information between country offices, the sub-regional office and headquarters. For instance, the evaluation team was unable to obtain up-to-date figures of UN Women's own spend or staffing on VAWG for the evaluation or the current period. As UN Women embraces its mandate, it will be increasingly important for information to flow in both directions between headquarters and country offices and back again.

Global initiatives such as the UN Secretary General's UNiTE campaign has been embraced by UN Women as providing an impetus for addressing VAWG and to launch high-profile events. While the success of the UNiTE campaign - at the global level - is outwith the scope of this evaluation, it is relevant to consider the impact of this campaign on the work of country offices. In general, country-based staff members were able to refer to the campaign. In most cases, it had provided an entry point for awareness-raising with governments. Further than this, however, staff members did not point to how the UNiTE campaign (or the Africa UNiTE campaign at regional level) had translated into action in their daily work.

UN Women's new direction will entail working more closely with the regional organisations. The African Union (AU) has declared 2010-2020 the African Women's Decade and prioritises VAWG in its plan for change across the continent. This emphasis on VAWG, however, appears only in relation to violent conflict. UN Women has a close relationship with the gender machinery in the AU and is thus well-placed to use its knowledge and advocacy to push VAWG to the centre of the AU's agenda on addressing gender-based discrimination. There is much opportunity for work with the International Conference on the Great Lakes Reform (ICGLR), which covers all seven countries under UN Women's sub-regional office. The ICGLR works with the AU, World Bank, UN and civil society to foster regional peace, security, stability and economic growth

²⁸ The grant to the Ethiopian Women Lawyers Association had to be frozen because of government restrictions on national civil society

through multi-sector collaboration and integration. The ICGLR's Great Lakes Pact includes a Protocol on sexual and gender-based violence (SGBV) and related programme. This instrument places the elimination of SGBV as a driver to peace and stability to the Great Lakes region. It provides institutions and civil society with useful tools to end VAWG such as 'model legislation' on the prevention of sexual violence against women and children and a programme of action within the humanitarian and social agendas. UN Women has already provided assistance to national governments to prepare for the ICGLR and is thus well-placed to continue this support through to implementation. In particular, UN Women country offices should work with the **National ICGLR Coordination Mechanisms**, which ensure national level implementation of IGCLR agreements and include donors, local civil society and other UN agencies. These are high level decision-makers meetings with the potential of influencing and advocating at the highest echelons of power in African states. They also provide a contextualised platform to foster mutual collaboration, capacity building and exchange of best practice among regional civil society. Ultimately they can be utilised to identify accountability mechanisms at the regional and national levels.

Evaluation Results

This section provides a broad overall view of the country findings. More detail is available in the country notes. **Annex C** provides a synopsis of recommendations on the basis of evaluation results.

Relevance

UN Women is firmly grounded in the realities of each country. The benefit of the UNIFEM legacy is its connection with women's civil society. Although there is (unsurprisingly) a need for a wider reach out to remote areas, areas below the local governance levels and to areas of greater humanitarian needs UN Women has ensured that local priorities come first.

In each country, UN Women's own work is consistent with the UN Development Assistance Framework or Plan, which in turn is consistent with the national governments' own priorities. UN Women is not alone in sometimes experiencing a tension between its global priorities and the national government policies or views (such as Sudan which still resists ratifying CEDAW or Ethiopia's restrictive law on civil society and human rights advocacy).

UN Women's small size, lack of expert capacity on VAWG and staffing shortages mean that its ability to influence national governments is limited. The work involved in effecting change in government policy should not be under-estimated. It takes many meetings and a great deal of consistent organising, all of which require staff resources. UN Women is well-placed, however, to work through others, including donors (in most countries) or other UN family members to effect these changes.

Again constrained by under-resourcing, UN Women staff members are short of time to read and learn. Immersed in the day-to-day work and often fire-fighting, they barely keep up to date with developments in their own technical areas, let alone taking on the fast-moving area of VAWG.

This limits the extent to which they can bring global or regional knowledge to government or civil society partners and, in turn, use information from country level to inform international policy.

Most country offices have a plan and know their own direction. Regarding VAWG, however, as this has not been a developed, explicit area, interventions tend to have been more responsive and ad hoc than planned and developed around carefully articulated, locally-based strategies.

Regarding VAWG in humanitarian contexts, UN Women has not been able to provide any input. This is partly to do with its own capacity (there are no staff in-country with humanitarian expertise and none with specific VAWG expertise) and partly due to lack of access to some of the more insecure areas.

Effectiveness

Measuring the effectiveness of UN Women's work on VAWG is rendered interesting by the fact that there are no specific VAWG programmes across the sub-region; that most country offices have no monitoring and evaluation framework or capacity (Kenya and Uganda are the only exceptions) and that others measure their work by output rather than outcome.

Nevertheless, and apart from the constraints already mentioned, UN Women has managed to make some changes regarding VAWG at country level. Mostly, this is in terms of offering support (usually funding) to civil society organisations which have designed their own programmes. *Raising Voices* in Uganda is a good case, where this highly successful organisation has been supported by the Trust Fund – which also boosts its credibility with government and donors - and has become a 'beacon' example of VAWG programming across the sub-region and further (see Uganda country note for more detail).

UN Women's ground-breaking work on women and peace and security has also made it well-placed to raise and maintain issues of VAWG in conflict-affected areas such as the north of Uganda where there is a peacebuilding programme. UN Women could take this knowledge and experience to the other countries (all but Kenya and Tanzania are conflict-affected and Kenya hosts many refugees from Somalia) to ensure that the spirit and letter of relevant Security Council resolutions are implemented, including VAWG.

UN Women has an increasingly strong role at regional level. Its Liaison Office to the African Union (AU) in Addis Ababa means that it is well placed to support the AU in its efforts to raise and maintain attention on VAWG. A recent photographic exhibition as part of the launch of the African Women's Decade was well-received and this could form the basis of a UN Women / AU campaign on VAWG in Africa. As stated above, UN Women also provided assistance to governments (Kenya, Tanzania) to participate in the ICGLR process and the Africa UNiTE campaign has provided a useful spring-board for work with national governments, particularly around awareness-raising and gaining commitments.

Regarding civil society, UN Women tends to form repeated partnerships with the same civil society organisations. This is understandable where there is no time to build the capacity of new

partners but it risks stagnating the work and missing the opportunity of supporting and learning from partners with other skills and knowledge who may be working in different geographical areas or have innovative approaches.

Efficiency

As stated above, bureaucratic and management constraints on UN Women's country offices have taken their toll on the latter's capacity to deliver the global strategy on VAWG. Notwithstanding this, UN Women works well through the coordination mechanisms, particularly the Joint Programmes on Gender Equality. Under UN Women's leadership, the Joint Programmes in Uganda and Kenya have become more efficient, organised and productive, which in turn creates a positive enabling environment for UN Women and its partners to work on VAWG. In Tanzania, the Delivering as One mechanism works well and UN Women is a respected member.

Less tangibly, it is efficient to have senior, respected activists in prominent positions within the UN Women offices²⁹. They can ensure the cooperation of government and civil society, helping to avoid wasting time on 'wild goose chases'.

The hard-working staff of country offices is happy to cooperate with requests for information or reporting from HQ or the sub-regional office. It is important, however, to ensure that these requests do not overburden the country offices or their partners.

Lack of capacity in the sub-regional office has also had an impact on the efficiency of country offices. It would be helpful if country offices could rely on the sub-regional office for direction and guidance on VAWG or for it to act as an 'intelligent conduit' for information and experiences to be shared between country offices. The evaluation team was not able to see the sub-regional intranet but it does not appear that country offices are able to learn from each other in this way.

It was not possible to assess the financial efficiency of UN Women's work on VAWG as the team was not able to gain access information about financial spend on VAWG, either at country office level or sub-regionally. It is understood that the financial mechanisms have started to be put in place, so that country offices can track their spending on VAWG in the future.

Sustainability

UN Women is clearly contributing to and benefiting by the UN reform process. Better coordination mechanisms such as Joint Programmes or the Delivering as One programme means that the work of UN Women is aligned to the overall UN strategy, which in turn is aligned to national priorities. This is further enhanced by the emphasis across the donor community towards working with governments wherever possible.

Concerns about sustainability in UN Women's work with the governments arise not from UN Women's own way of working but from government dependence on donor funding. UN Women could use its position within the UN families, however, to encourage central government budgeting for VAWG. Not only does UN Women's mandate give it this edge but it has expertise in gender-responsive budgeting and in mobilising parliamentarians for women's human rights.

²⁹ Salome Anyoti in Tanzania is a good example

Regarding civil society, the evaluation team had greater concerns that some work is largely dependent on UN Women's support. Here, donors need to be educated about the value of working with women's civil society and the ways in which they can transition their support to work either more directly with the women's movement, through international NGOs or a multi-donor fund administered by another entity (perhaps UNDP).

Notwithstanding the above, the evaluation team found examples of civil society raising its own funds or being prepared to continue working on minimal funds. It would be a loss to the momentum of VAWG work across the globe –and contrary to the purpose General Assembly - if the change of mandate meant that civil society organisations suffered. At the same time, UN Women and its partners need to find a way to extricate the former from continuing to be a UN Fund.

Sustainability is also about developing a positive culture. As UN Women develops a coherent portfolio and strategy across the sub-region to address VAWG, it should create a critical mass of political, community and other leaders so that VAWG is no longer either a taboo or a marginal issue but one that is recognised as having a central impact on development and human rights.

Recommendations

To UN Women

There is an urgent need for a strategy on VAWG in the East and Horn of Africa. VAWG constitutes one of UN Women's six strategic areas of focus. It is the subject of a long-term strategy (2008 – 2013) and is an area to which member states – including donors - are increasingly committed. Globally, there is a dawning realisation that, not only is VAWG perhaps the most prevalent human rights violation but it comprises a major obstacle to peace, stability and development across the sub-region. The timing is right, right now, to address VAWG in a serious, strategic and dynamic way.

UN Women has a strong track record and credibility across the East and Horn of Africa. Staff members are respected and valued for their contextual knowledge, commitment and connection to civil society. The UNIFEM legacy in this regard is positive and provides a good foundation for future work on VAWG.

The change from UNIFEM is much more than a change of name. Building on the achievements of the past, the UN Women mandate creates the ideal framework for working at country level with governments, the rest of the UN family and civil society to make the changes necessary to reduce-if not end - VAWG. This evaluation can be the launch-pad.

Although the work that UNIFEM has done for many years in the sub-region did address VAWG, it had not done so in a concerted, coherent manner. Tackling VAWG in a way that will make a substantial difference requires a step-change in the work of UN Women and its partners. This is not the time for 'business as usual'. **It is time to do different work and to work differently.** There is no need to start from zero, happily. There are many positive initiatives and interesting approaches that can and should be built upon. Similarly, the UN reform process and the coordination mechanisms in which UN Women has played a central role provide a firm foundation for a new strategy across the sub-region.

The following is a **sequenced, 15 point plan** at sub-regional and country levels for putting UN Women at the centre of effective programming to tackle VAWG across the sub-region. At its core lies the three-layered theory of change discussed in this document addressing the *causes, manifestation and impact* of VAWG.

UN Women proposed 15 point plan

At sub-regional level:

1. Make the decision to recognise VAWG as a major and endemic human rights violation and a threat to the peace and development of the sub-region and affirm this at the level of the country offices
2. Decide to focus on justice (informal as well as formal) and the rule of law as the catalytic area for change on VAWG
3. Re-examine the strategy: “*A Life Free of Violence: Unleashing the Power of Women’s Empowerment and Gender Equality Strategy 2008-2013*” using its four pillars and six strategies as a starting position and identify the resources needed to put this into action. Include VAWG expertise and support from HQ as resources
4. Identify up to three bodies from outside UN Women to be champions and advocates for this strategy (e.g. regional or sub-regional organisations; international women’s rights organisations)
5. Focus on building relationships with regional and sub-regional bodies both where work on VAWG exists (e.g. AU, ICGLR) and where there is untapped potential (e.g. IGAD)

At country level

6. Using UN Women’s mandate as the filter, identify past and current interventions, activities or programmes that have had an impact on VAWG or could have had an impact on VAWG and assess whether they (a) remain relevant; (b) fit with the new mandate and (c) are consistent with a focus on justice and the rule of law
7. Identify the measures that national governments should put in place to comply with its ‘due diligence’ obligation under international and regional human rights law
8. Identify entry points for UN Women to take the lead or coordination role within the UN Country Team
9. Identify no more than five key ministries for partnership. These are likely to be the gender machinery, and the ministries of justice, finance, interior and information
10. Identify no more than five civil society organisations or networks with whom to form special partnerships. At least one of them should be active at each of the three levels of the theory of change (i.e. at least one addresses causes, at least one addresses prevention, at least one addresses impact of VAWG)
11. Identify no more than five other bodies that will be catalytic in effecting change. These may be government officials, donors or regional bodies (e.g. Women judges (Tanzania); DFID (Uganda); GBV sub-cluster (South Sudan); Human Rights Commission (Ethiopia); Police (Kenya); Women’s shelter (Sudan); One-stop centre (Somalia))
12. Draw up an advocacy strategy – What needs to be said, to whom and by who?
13. Work out the ‘pressure point’ interventions – three per level of the theory of change; be ready to justify the choices
14. Build in a robust and imaginative monitoring and evaluation framework using direct, proxy and proximate / indirect indicators

15. Identify what other programmatic interventions (e.g. peace and security, governance, economic empowerment) can complement or provide synergy with the VAWG programme

Other recommendations

UN Women

- vi) *Headquarters*: Ensure that there are sufficient and appropriate human resources within each country office and the sub-regional office, with dedicated expertise on VAWG. Generic ‘gender’ expertise is insufficient. Consider secondments from international NGOs or donor agencies
- vii) *Headquarters / Sub-regional office*: Improve lines of communication between country offices, sub-regional office and headquarters. Institutionalise information flows between all three levels
- viii) Before engaging with the humanitarian sector on VAWG, ensure that there is sufficient humanitarian expertise **and** sufficient VAWG expertise readily available. Leave the GBV sub-cluster coordination to operational agencies or the GenCap adviser
- ix) Investigate working with the private sector (e.g. mobile phone companies with regard to free radio phone-ins)
- x) Investigate how to work with the media (traditional and new)
- xi) Investigate how to work with regional / sub-regional organisations, building on the work of the UN Women Liaison office in Addis and the Great Lakes initiative
- xii) Review all support to CSOs; make sure it’s sustainable and demonstrates value for money
- xiii) Standardise Trust Fund application format so that CSOs are clearer about the criteria and whether they are likely to be successful. Hold information sessions in each country.

To UN Resident Coordinators / UN Country Team members

- iii) Where VAWG features in Joint Programmes or other coordinated UN mechanism includes VAWG, coordinate with UN Women and others to work out a realistic and sustainable division of labour that respects mandates and harnesses unique strengths
- iv) Hold discussions with donors to leverage support for work on VAWG
- v) Ensure that VAWG features prominently in the work of all UN Country Team members, particularly vis a vis their counterpart national ministries
- vi) Where VAWG does not feature in Joint Programmes or other coordinated UN mechanisms, consider revising these so as to include prominent references to VAWG

To national governments

- vi) Finish drafting and passing laws relating to VAWG without further, unnecessary delay
- vii) Ratify outstanding international and regional law for the protection of women and girls from violence
- viii) Reform or repeal laws and policies that discriminate, perpetuate or permit discrimination against women and girls
- ix) Remove institutional obstacles to the implementation of positive laws and policies regarding VAWG
- x) Ensure adequate budgetary allocation for work to combat VAWG
- xi) Forge partnerships with national civil society organisations working on VAWG

To international NGOs

- i) Use position with national government, where possible to advocate for the reform or repeal of discriminatory laws and policies and the passing of law of outstanding legislation to protect women and girls from violence
- ii) Investigate transitioning the funding mechanism for national civil society organisations working on VAWG away from UN Women
- iii) Ensure that all humanitarian and development work promotes the protection and empowerment of women and girls
- iv) Consider seconding expertise on VAWG to UN Women country offices

To donors

- iv) Discuss, with UN Women, the UN Resident Coordinator and international NGOs, how to address VAWG and support UN Women's mandate, including the possibilities of transitioning financial support national civil society organisations away from UN Women
- v) Where necessary, increase own capacity with expertise on VAWG
- vi) Where available, consider seconding expertise to UN Women on VAWG
- vii) Use diplomatic / political position with national governments to advocate for (a) reform/ repeal of discriminatory laws; (b) passing into law of legislation that protects women and girls from violence and (c) central government funding for VAWG work

Annex A Theory of Change Explanation

This Annex aims to provide background information on the concept of a theory of change and on the approach taken in this document towards a theory of change for eliminating VAWG in the East and Horn of Africa.

Introduction – General notes on the theory of change

A theory of change (TOC) is a planning, implementation and evaluation tool. It is the articulation of a causal pathway for getting from the ‘problem’ to the ‘solution’ of any given situation. A TOC describes the interventions necessary to reach desired outcomes and includes a clear exposition of the underlying assumptions. A TOC is particularly useful in complex, fast-moving settings such as conflict-affected, emergency or unstable contexts.

A TOC can also be described as “**backwards mapping**”. We know where we want to be – the *GOAL* or final desired outcome – and we can describe the steps we need to get there [*OUTCOMES*]. In doing so, we need to have strong, clear ways of measuring success [*INDICATORS*], which means being sure about the nature and extent of the change we want to happen and the time-scale we want to operate within.

We use (usually unconsciously!) a TOC in our everyday lives. Let’s take Francie who says: “I want an easier life [goal]. In order to be richer [outcome], I need to earn more money [intervention]. I’ll be happy if I earn \$50,000 in 2013 [indicator]. I need to get a job that pays better [outcome], so I need to up-grade my skills [intervention]. I know [assume] that being good at another language will give me an advantage so I’m going to sign up for that advanced Spanish class and practice until my Spanish friends

The steps involved in developing a TOC can be articulated as follows:

- vii. Identify the long-term goals
- viii. Identify the building blocks (outcomes, results, achievements) needed along the way to achieve the goals
- ix. Identify measurable indicators (including the nature, extent and time-frame of the desired change),
- x. Formulate interventions / actions to reach the goals
- xi. Articulate the underlying assumptions behind the goals
- xii. Develop the causal pathway and an explanatory narrative to explain the logic

Goals

Different organisations use different terms for ‘Goals’. Some call them ‘Impact’, some ‘Outcome’ and so on. The word is less important than the meaning.

The goals must be long-term (“I want a better life”, rather than “I want to be able to buy that dress”) and there must be a way of measuring achievement (what does “a better life” mean?).

Outcomes

These may be referred to as results, achievements, outputs. Again, the word is less important than the meaning. They are building blocks along the way (learning Spanish in our example) and they can also be measured.

Interventions

These are activities and inputs that contribute towards the achievement of the ‘outcomes’ and, eventually, the ‘goals’. They can be big or small, multi-sectoral or limited in scope, conducted by one person or many. In our example, Francie enrolls on a language course, attends her classes and holds conversations in Spanish with her friends. These are all interventions. In a justice sector programme, an intervention may be to take judges on a study tour.

Interventions can have different values, regardless of how big they are. The most important ones can be “pressure points”.

Assumptions

In developing a TOC, we have to be clear and explicit about our assumptions. In our example, Francie assumes that there is a Spanish course available to her, that being fluent in Spanish will help her in her search for a better paid job, that better paid jobs do exist and, most importantly, that having more money will give her the ‘better life’ she craves.

In some cases, and where they can be supported by evidence, assumptions are best expressed as assertions. For example, in a maternal health programme, it may be better to *assert* that poverty delays women accessing obstetric care than to express this as an *assumption*.

Indicators

The purpose of indicators is to track progress, to demonstrate progress to others (e.g. donors) and to enable the programme to be adjusted over time. Using Francie again, one of her indicators is that she earns \$50,000 in 2013.

Good indicators are *Specific, Measurable, Achievable, Realistic and Timely (SMART)*. They entail being clear about the nature, extent and time-frame of the results that the programme aims to attain. It is helpful to have ‘milestones’ or benchmarks along the way, both to track progress and to break the work down into manageable ‘chunks’. It also means that slippage can be detected and remedied at the earliest possible point.

Indicators can be direct, proximate or proxy.

Direct indicators: In measuring poverty, a direct indicator can be the level of household income measured in monetary terms. Reporting of certain crimes to the police may also be a direct indicator of the prevalence of these crimes. While direct indicators are useful, they are also limited and can give a misleading picture. For example, in measuring income, counting the money in a household may obscure the fact that all the money is controlled by the husband and is

not available to feed or educate the children. Increased crime reporting levels may, in fact, have nothing to do with increased levels of crime, but reflect that a new police station has been built in the neighbourhood.

Proximate indicators: These are sometimes also referred to as partial indicators. The OECD-DAC set of criteria for evaluations (effective, efficient, relevant etc) are each *proximate* indicators in that each one alone does not tell the whole story, but together they may. In measuring maternal mortality rates, the availability of skilled assistance at birth is a proximate indicator.

Proxy indicators: These can be also thought of as substitute indicators. For instance, household wealth may be measured by the choices the family can make (e.g. to send all the children to school, or to have coffee in the house). In measuring health outcomes, a proxy indicator could be a reduction in the loss of productive days of labour.

Indicator	Direct	Proximate	Proxy
Advantages	Can be quantitative or qualitative Can be tracked over time	Can be quantitative or qualitative Can be tracked over time Tests assumptions about the change required and the impact of interventions	Can be quantitative or qualitative Can be tracked over time Tests assumptions about the change required and the impact of interventions
Limitations	May be misleading May overemphasise quantitative over qualitative	May be obscure	May be remote
Example (general)	Percentage of security sector personnel who are female.	Numbers of women who apply for operational security sector jobs	Women participating in public events where they have to be searched on arrival

Indicator	Direct	Proximate	Proxy
Example (Violence against women and girls)	Number of women calling rape hotlines	Presence of women on the street after dark	Adolescent girls attainment at secondary school

Violence Against Girls and Women – the basis for a proposed theory of change

The term "violence against women" *means any act of gender-based violence that results in, or is likely to result in, physical, sexual or psychological harm or suffering to women, including threats of such acts, coercion or arbitrary deprivation of liberty, whether occurring in public or in private life*" (UN General Assembly Declaration on the Elimination of Violence Against Women A/Res/48/104)

Global Goals

- Girls and women live free from the fear of gender-based violence.
- Violence against girls and women is no longer used as a mechanism of social control over women and girls.
- Communities and families are able to resolve conflict and disputes without recourse to gender-based violence against girls or women.
- Gender-based violence against girls and women ceases to be an obstacle to development.

Assumptions / Assertions

- a) Gender-based violence is a form of discrimination against girls and women. It occurs because gender-based discrimination is endemic across societies
- b) VAGW comprises a major human rights violation. It is contrary to international human rights law and can be contrary to international humanitarian law and national law
- c) VAGW is prevalent across the globe, but varies in the type and prevalence according to the context
- d) If VAWG is prevalent when a country is stable, it is more likely to be prevalent when there is a violent conflict or other crisis
- e) While some VAWG is opportunistic, it may serve different purposes in different contexts, including:
 - To perpetuate conflict
 - As a strategy of violent conflict or oppression
 - To avoid conflict
 - For the social control of women and girls
 - To enhance men's status
 - To support or enhance some men's or women's livelihoods (e.g. pimps or FGM practitioners respectively)
 - To support notions of 'honour'

- To perpetuate other forms of marginalisation or discrimination (e.g. on the basis of ethnicity)

The **impact** or **consequences** of VAWG is also context-dependent. Often, the impact reflects the purpose (e.g. where the purpose is to perpetuate conflict, conflict is likely to be perpetuated). VAWG also has the following impact or consequences, however, whether or not they were intended:

- Destroys women's and girls' capacities to take a full part in the life of their community, society or country
- Reduces the development potential of countries and regions
- Increases maternal mortality
- Increases infant mortality
- Reduces girls' attendance and educational achievement
- Keeps women out of involvement in political life
- Increases the risk, prevalence and impact of HIV / AIDS
- Incurs public health costs in terms of productivity and in DALYs
- Perpetuates violent conflict
- Skews masculinity towards violence

Causes

- Social norms mean that women and girls are not held to be equally entitled to human rights as men and boys
- Women and girls are subjugated on the basis of their gender
- Women and girls are considered as assets for others, rather than for themselves
- Women's and girls' bodies or lives are considered dispensable
- Women's and girls' behaviour and freedoms are tied up with notions of masculinity
- Notions of 'normality' are tied up with polarised gender roles
- Countries are unstable or there is violent conflict

Interventions

Broadly, these may be aimed at:

- Eliminating causes of VAWG
- Preventing the causes of VAWG from becoming manifest as actual VAWG
- Reducing the impact of VAWG

Within each category, there are sub-sets according to the type and context of intervention. Some interventions will aim to eliminate the causes, prevent and reduce the impact of VAWG. For instance, criminal prosecution may aim to prevent VAWG by warning perpetrators that their actions will be met with sanctions and to protect the victims or other women or girls from further violence by removing the perpetrator from the home or from society; care for victims of rape is a

response to violence and may prevent girls or women from becoming victims of further gender-based violence at home or on the street³⁰.

Pressure point interventions

Organisations and agencies that intervene in VAWG are usually motivated by a sense of urgency and disgust at the consequences of these violations and the acts themselves. There can be a sense that ‘something must be done’, so ‘something’ is done, with less regard for its effectiveness than for the immediacy of a response. This is understandable – particularly given that those who respond are usually women, who have a particular relationship to VAWG. It is important, however, to find catalytic, ‘big effect’ interventions that will make a longer-term difference, as well as addressing women and girls’ immediate needs. The two *are* compatible. Here are three examples: (i) In campaigning for the reform of laws relating to domestic homicide, a women’s NGO may be divided between giving individual support to victims of miscarriages of justice and pursuing cases through the legal system. Both are necessary, but only the latter will stem the flow of women going to prison for killing violent men; (ii) Where a government needs persuading that VAWG hinders development, research on the cost of VAWG to a small community may be more effective than a prevalence survey across a whole country; (iii) In an humanitarian crisis, asking *women* about the aid they need may reduce their vulnerability to violence from men on both ‘sides’.

Indicators

As explained above, indicators to measure progress towards the elimination of VAWG may be direct, proximate or proxy.

Direct indicators may include reporting figures, recording statistics at health facilities or perception surveys.

Proximate indicators may include law reform or improved service provision for victims. These indicators are also interventions. They are useful as indicators because they signal that the state is improving its response to VAWG – a necessary pre-requisite for progress in the prevention or response to VAWG. Explicit statements from political or traditional leaders can also indicate a shift in commitment at local or central government level.

Proxy indicators may include lower maternal mortality rates, improved education attainment of girls at secondary school, reduction in the prevalence of HIV/AIDs, increased involvement of women in peacebuilding activities or increased women’s participation in the labour force. Proxy indicators are helpful because they underscore the impact of VAWG and reflect the backward mapping involved in a theory of change.

³⁰ Many girls who have been sexually abused during violent conflict become prostitutes due to low self-esteem and stigma

None of these types of indicators is sufficient alone, however. A proxy indicator may be attributed to various interventions – perhaps not even to do with VAWG; a proximate indicator may indicate only cosmetic change and no real or lasting result while a direct indicator may be incomplete or even misleading. It is necessary, therefore, to create combinations or ‘baskets’ of indicators. In the case of domestic violence, for instance, a perception survey where fewer men state that they think beating their wives is justified can be supported by legislation that outlaws marital rape, in turn supported by lower maternal mortality rates that show that women’s access to health care has increased. In the case of sexual violence committed by security sector personnel during violent conflict, *direct* indicators could include a lower incidence of girls and women seeking emergency medical attention for rape, while the government allows training for the military in the gender dimensions of international humanitarian law (*proximate*) and women are able to walk further to seek firewood (*proxy*).

Annex B Examples of promising practice

Innovative, strategic interventions lay the ground for systematic work on VAWG

1. Until 2011, the **Gender-Based Violence sub-cluster in South Sudan** was under-resourced and relatively inactive. UN Women collaborated with international civil society and UN bodies engaged in humanitarian response to commission a prevalence study. Although the country was in transition, the issue of VAWG was still sensitive and controversial, but it was felt that such a study was a pre-requisite to effective interventions on VAWG. With this information and with the advent of strong leadership and coordination, the GBV sub-cluster now has a robust, multi-year plan of action and is leveraging attention from others, including donors to South Sudan's nascent government.

2. **Tanzanian Women Judges Association – Jurisprudence on the Ground and ‘Sextortion’**

Strongly supported by the Netherlands and UN Women, TAWJA is led by its charismatic Chief, Justice E. Munro. Currently Head of the International Association of Women Judges (IAWG), Justice Munro and other female judges have spearheaded a number of innovative projects to tackle VAW. The **Jurisprudence on the Ground** project targets judges and magistrates of the lower courts with in depth training on CEDAW and international and regional standards on women's human rights in partnership with the local NGO Society for Women and AIDS in Africa - Tanzania (SWAA - T) and with the support of the IAWG. The training helps judges to understand international and regional standards as well as strengthen links with the grassroots without compromising their judicial integrity. SWAA-T engages in awareness raising at the community level providing people with sufficient knowledge to find and use the courts. At the same time judges in the courts will be sensitised by TAWJA's trainings and be better equipped to respond to VAW cases.

3. The term **Sextortion** has been coined by TAWJA to indicate abuse of power for sexual exploitation purposes. Sextortion is widespread in Tanzania, and girls and women must endure it particularly in public places, such as hospitals, education establishments, prisons and the workplace. TAWJA has published legal opinions on Sextortion and the project has brought together key justice sector personnel to learn about this issue and strategise on how to address it. TAWJA has provided a number of trainings and seminars to justice sector professionals and 2nd year diploma in law magistrates and has disseminated a number of publications to communities throughout the country.
4. The **“Waki” Commission on Post-Election Violence in Kenya** became aware that gender-based violence against women and girls – particularly sexual violence – was prevalent during the unrest that followed the 2007 election. Unsure how to access relevant and reliable information, the Commissioners relied heavily on UN Women (then UNIFEM) for advice, information and contacts with civil society organisations. The results in the short-term included that the Commission's report contain strong references to VAWG. Sustainable results include (a) the

burgeoning of interventions to address VAWG across Kenya and a general rise in awareness about the phenomena (b) continued momentum for the call for prosecution of perpetrators of violence and (c) Sexual crimes are listed as one of the basis for the indictments for the post-election violence at the International Criminal Court,

5. **Making the Medico-Legal linkages for Gender Based Violence cases**

In Kenya, Physicians for Human Rights (PHR)'s programme on Sexual Violence in Conflict Zones seeks to fill the knowledge gap which exists with medical and professionals and the police. PHR has been training these professionals with the aim of enhancing their capacities in response to sexual violence through a UNTF grant for 3 years. This includes sharing with them information and experiences from other countries on various laws that respond to VAW, information on available GVRCS and referral systems, various types of prevention and response actions taking place in the country amongst others.

The capacity building is designed in an integrated manner such that at the end of the programme these professionals and law enforcement officers will be better equipped with information on VAW and will be part of a prevention and response network that will be sustainable after the end of the programme.

Lessons can be learned from others

UNICEF Tanzania –Violence against Children Study

In 2006, the UN published a seminal, global study on violence against children. UNICEF Tanzania, in collaboration with the government and civil society, then took up the challenge of addressing the issue of violence against children in Tanzania and worked with the Ministry of Gender, Children and Social Welfare to design and commission a national study. UNICEF ensured that the research was conducted by reputable, credible organisations (the Centers for Disease Control and Prevention's (CDC) Division of Violence Prevention, and Muhimbili University of Health and Allied Sciences (MUHAS). The survey was conducted on a household basis, rather than finding children who were already marginalised or considered 'vulnerable' and thus gave a robust, reliable findings relating to all children in Tanzania. UNICEF ensured, from start to finish, that the government was an active and critical partner, adopting a positive approach (celebrating that the government was taking up the issue). The study took many months to complete and review, resulting in a ground-breaking, comprehensive report covering sexual, physical and emotional violence against boys and girls. The results were then published and promulgated across government, civil society and internationally. A launch event was attended by the UN Deputy Secretary General (former Minister of Gender, Children and Social Welfare in Tanzania) and ministries were keen to be aligned. Having established the data and reported on the findings, UNICEF worked with other members of the Multi Sector Task Force on Violence Against Children to develop a robust and measurable, five-year National Plan of Action to Prevent and Respond to Violence against Children (2011 – 2015). UN agencies, the Government of Tanzania and civil society are all now committed to tackling this issue.

UN Trust Fund leads to scaling up of positive practice

SASA! mobilizing communities to prevent violence against women and HIV

SASA! means now (is the time to prevent violence against women and HIV) in Swahili. SASA! is also an acronym for a four phased approach to community mobilization to prevent VAW and HIV: Start, Awareness, Support, and Action. The start phase begins by engaging communities to start thinking about VAW and HIV as interconnected issues and fostering power within communities to address these issues. Awareness phase follows and features raising awareness about how communities' acceptance of men's use of power over women fuels the dual pandemics of VAW and HIV. The Support phase supports the women, men, young people and activists affected by and confronting issues of power, violence and HIV by encouraging the community to join their power with others to collectively address the problem. The action phase occurs as the participants take action by using their power to prevent VAW in small and big ways. SASA! is a systematic approach to mobilizing communities to prevent VAW and HIV, and the strategies are: local activism, training, communication materials, and media and advocacy

SASA! is currently the most comprehensive program tool in the field of primary prevention that addresses the critical intersection between VAW and HIV. SASA! moves beyond traditional approaches to HIV and VAW prevention with an emphasis on power, multi-sectoral programming and longer-term community norm change through activism and advocacy at the local level

The UN Trust Fund supports Raising Voices for a three year project titled National and Regional Scale Up of the SASA! Approach to Preventing Violence against Women and HIV, for a total sum of **999,999 USD**. It is implemented in the Horn, Eastern and Southern Africa (Uganda, Ethiopia, Kenya, Burundi, Botswana, Malawi and South Africa

The national and regional scale-up of SASA! seeks to build the skills of 8 select partner organizations within Uganda, and 6 regionally within the GBV Prevention Network in East and Southern Africa, to use the SASA! approach, which is in turn designed to inspire the grassroots advocacy and activism it takes to push implementation of laws and policies at local and national level. The GBV Prevention Network is a network of over 220 organizations in 16 countries within the region that is run through Raising Voices. Over time, members have expressed the profound need for concrete program tools to help them to prevent VAW and HIV in their communities. Through a rigorous selection process, Raising Voices and CEDOVIP selected 8 partner organizations from within Uganda and 6 organizations from within the Network regionally for scale-up of "SASA!" Technical support on the use of the M& E tools is part of the SASA! national and regional scale-up, in order to help document the success of the approach in a variety of settings.

Obstacles can be overcome

The situation in Ethiopia is mixed. On the one hand, the national government is pro-poor and is committed to taking action to counter marginalisation and discrimination. On the other, it has yet to integrate VAWG into the national budget and its UN partners dealing with humanitarian issues

are yet to fully recognise VAWG as a major humanitarian issue. UN Women's efforts – despite being woefully under-resourced, have formed positive relationships with donors (Chairing the donor group on gender equality) and with civil society so that interventions are likely to continue, even where financial support for initiatives are constrained.

Intensive, early work pays dividends – and must be sustained

From 2002 – 2007, UN Women (then UNIFEM) invested heavily in Somalia's peace processes. Intensive support to the Joint Assessment Mission ensured that gender expertise was included at an early stage. UN Women's work in Somalia at this time was the embodiment of the spirit of UN Security Council Resolution 1325 and led to future work across the UN system to include gender and women's concerns at the earliest stages of peace building. With the advent of renewed political and donor interest in women's participation in peace building and governance in Somalia, there will be opportunities for gains of this work to be revitalised.

Addressing VAWG in the midst of the world's worst humanitarian crisis

In 2005, the situation in Darfur was described as the 'world's worst humanitarian crisis'. Millions were displaced and thousands of women and girls subjected to brutal sexual violence both before and after displacement. UN Women, working alongside UNFPA who took the lead on VAWG, mobilised women to participate in the peace processes and organised paralegal groups and training for security sector personnel on the rights of women. Sudan resists ratifying CEDAW or the Maputo Protocol yet UN Women and its partners maintained their focus on women's rights.

Annex C: Summary table of recommendations from Country Notes

To Who	To increase relevance	To increase effectiveness	To increase efficiency	To increase sustainability
UN Women HQ	<ul style="list-style-type: none"> - Give technical support to COs; - Ensure access to the Trust Fund; - Reduce burden for global initiatives for COs unless directly relevant to CO (e.g.: Kilimanjaro Climb) - Foster cross-regional exchanges 	<ul style="list-style-type: none"> - Share global knowledge and act as a ‘critical friend’ 	<ul style="list-style-type: none"> - Delegate financial and decision making responsibility at the CO levels; Remove obstacles to country office work on VAWG - Strengthen communication channels between HQ and EAHRO and between HQ and COs; - Strengthen expertise for data collection and M&E systems at CO level; - Develop accountability mechanisms for performance based management; - Support fundraising efforts by the country office to work on VAWG 	<ul style="list-style-type: none"> - Focus on technical and institutional capacity; align programmes where possible; - Advocate with donors to ensure that VAWG is mainstreamed in all their work and cuts across sectors;
EHA SRO	<ul style="list-style-type: none"> Ensure that regional initiatives are consistent with country-level 	<ul style="list-style-type: none"> - Share knowledge from HQ across and within regions - Investigate working with sub- 	<ul style="list-style-type: none"> - Strengthen internal and regional communication channels; 	<ul style="list-style-type: none"> - Advocate with donors to ensure that VAWG is mainstreamed in all their

To Who	To increase relevance	To increase effectiveness	To increase efficiency	To increase sustainability
	priorities and contexts	regional organisations		work and cuts across sectors;
Tanzania	<ul style="list-style-type: none"> - Continue the work initiated in identifying niche work; balance prevention with response; 	<ul style="list-style-type: none"> - Strengthen evidence to base interventions - Strengthen technical support to NGOs; identify needs for capacity building ; - Provide a platform for NGOs to share ideas and messages;; - Strengthen women’s voices in local development programmes; - Strengthen accountability mechanisms in collaboration with all partners; - Increase visibility 	<ul style="list-style-type: none"> - Advocate for delegated authority from HQ - Strengthen financial and HR capacity; 	<ul style="list-style-type: none"> - Strengthen local community structures and mechanisms; - Monitor on the GBV commitments in the MKUKUTA II and hold government accountable to match commitments with budget - Advocate with donors to ensure that VAWG is mainstreamed in all their work and cuts across sectors;
Uganda	<ul style="list-style-type: none"> - Request specialized and senior human resources; - Better contextualization of programming and address national bodies - Need to identify most hidden and marginalised 	<ul style="list-style-type: none"> - Consistency of definitions in studies and surveys; - Use mix of qualitative and quantitative indicators to measure impact of VAWG; - Expand scope on VAWG → more reference to sexual 	<ul style="list-style-type: none"> - Ensure transparency of funding mechanisms of the JPGE; - Strengthen financial and HR capacity; - Develop accountability mechanisms for performance based management; 	<ul style="list-style-type: none"> - Focus on technical and institutional capacity as the country enters mid income level; provide expertise at ministerial level; - Ensure monitoring of corruption and that resources

To Who	To increase relevance	To increase effectiveness	To increase efficiency	To increase sustainability
		<p>violence and marginalised communities;</p> <ul style="list-style-type: none"> - Move from awareness raising to skills gaining in the community and in men/women relationships; match increasing demand with supply of services 		<p>are allocated in national budgets;</p> <ul style="list-style-type: none"> - Strengthen local community structures and mechanisms; - Advocate with donors to ensure that VAWG is mainstreamed in all their work and cuts across sectors;
Somalia	<ul style="list-style-type: none"> - Identify a unique niche in VAWG programming in Somalia as other UN agencies have already secured their niches; - Develop a VAWG Somalia country strategy build on past UNIFEM action and networks on conflict management and peace building. 	<ul style="list-style-type: none"> - Coordinate with Somali civil society and UNCT on existing activities on awareness raising at the community level; - Work with religious and national institutions to ensure reporting and prevention of re-victimisation; - Ensure that supply of services meets demand; - Focus on media campaign using the Quran as a basis for promoting human rights; - Support GBV scale up strategy 	<ul style="list-style-type: none"> - Advocate for delegated authority from HQ - Consider urgent secondments from NGO experts; - Fundraise at local level to niche work - Advocate for mainstreaming VAWG financing in humanitarian assistance 	<ul style="list-style-type: none"> - Advocate with donors to ensure support once VAWG Strategy is developed; - Advocate with donors to ensure that VAWG is mainstreamed in all their work and cuts across sectors;

To Who	To increase relevance	To increase effectiveness	To increase efficiency	To increase sustainability
		for South and Central Somalia developed by the Protection cluster.		
South Sudan	<ul style="list-style-type: none"> - Identify niche work (e.g.: customary justice mechanisms and formal and informal justice linkages) and develop strategic plan including M&E plan; - Situate work on VAWG within the Women Peace & Security agenda 	<ul style="list-style-type: none"> - strengthen data collection and develop indicators at outcome level; - share knowledge on Women, Peace & Security with locally based actors 	<ul style="list-style-type: none"> - Advocate for delegated authority from HQ - Consider urgent secondments from NGO experts; - Fundraise at local level to niche work 	<ul style="list-style-type: none"> - Advocate with donors to ensure that VAWG is mainstreamed in all their work and cuts across sectors
Sudan	<ul style="list-style-type: none"> - Review current VAW-G strategy; - Identify niche and develop a strategic, integrated work plan to address VAWG; - Situate work within the Women Peace & Security agenda such as in Darfur; 	<ul style="list-style-type: none"> - Strengthen integrated and result-oriented programming and develop robust M&E mechanism; - Strengthen advocacy towards the government and awareness raising at community level; - Work with men and boys; - Learn from best practices from Darfur; 	<ul style="list-style-type: none"> - Advocate for delegated authority from HQ - Strengthen financial and HR capacity; - Strengthen work with government and civil society and support civil society efforts to hold government to account; 	<ul style="list-style-type: none"> - Elicit support from donors for accountability work of civil society; - Advocate with donors to ensure that VAWG is mainstreamed in all their work and cuts across sectors;

To Who	To increase relevance	To increase effectiveness	To increase efficiency	To increase sustainability
		<ul style="list-style-type: none"> - Work with both formal and informal justice mechanisms; 		
Kenya	<ul style="list-style-type: none"> - Find balance between prevention and response; - Explore how to add value to humanitarian response / VAWG; 	<ul style="list-style-type: none"> - advocate within UNCT to ensure VAWG inclusion in all programmes; - increase working closely with national machineries; - strengthen data collection and develop targeted VAWG indicators; - share knowledge with local NGOs - strengthen cross-fertilisation across the country office; 	<ul style="list-style-type: none"> - advocate for delegated authority from HQ; - consider urgent secondments from NGO experts; - fundraise at local level to niche work; - integrate prevention and response in all programming; 	<ul style="list-style-type: none"> - strengthen local community structures and mechanisms; - Advocate with donors to ensure that VAWG is mainstreamed in all their work and cuts across sectors;

ETHIOPIA

Background findings

1. **Ethiopia ranks 174 out of 184 countries** in aggregated human development indices. It is beset by humanitarian crises, inward refugee flows and pockets of violent conflict. Nevertheless, and starting from a low base, Ethiopia is making good progress towards most of the Millennium Development Goals, thanks to pro-poor economic policies, sound financial management and little corruption³¹
2. **Ethiopia has a relatively progressive legal and institutional framework** for the protection and promotion of women's rights. The Constitution proscribes gender-based discrimination, it is a state party to the main international and regional instruments and some forms of VAWG are criminalised. The Growth and Transformation Plan creates an enabling environment for addressing violence against women and girls (VAWG),
3. **VAWG and other gender-based discrimination remain highly prevalent across Ethiopia**, nevertheless. The main forms include domestic violence, rape, forced marriage (including by abduction, wife inheritance and child marriage, female genital mutilation (74%³²) and human trafficking. Ethiopia ranked 122 out of 130 countries in the 2008 Global Gender Gap report.
4. **Obstacles to combating VAWG** include: **low awareness** regarding laws and policies both amongst enforcement agencies and the general population; **lack of capacity** within the national gender machinery and other government structures and **weak justice mechanisms**.
5. **The Civil Society and Charities Proclamation** restricts work on VAWG by some of UN Women's partners
6. **Funding support to civil society organisations (CSOs)** has comprised the bulk of UN Women's efforts to end VAWG in Ethiopia. The office also coordinates the UN Joint Programme on Gender Equality (JPGE) and co-chairs the Donor Group on Gender Equality.
7. The UN Women office is under-resourced in staffing numbers and VAWG expertise

Recommendations to UN Women

8. **Based on its mandate, UN Women now needs to identify its unique strength, build its own capacity and develop a strategic, integrated work plan to address VAWG.**

³¹ DFID Ethiopia Operational Plan 2011 -2015

³² <http://www.gtz.de/de/dokumente/en-fgm-countries-ethiopia.pdf>

- a) Building on its own work and that of its partners' (UN, government, civil society and donors' addressing VAWG
 - b) Focusing on marginalised girls and women such as the very poor, refugees or internally displaced
 - c) Developing partnerships with humanitarian actors to address VAWG in humanitarian crises
 - d) Paying attention to informal and formal justice mechanisms
 - e) Including a robust monitoring and evaluation framework to assess progress on tackling VAWG
9. **Ensure adequate resourcing.** UN Women has recognised the need to recruit VAWG expertise. UN Women can use its role in the Donor Group to start now to mobilise funds from donors with an interest in VAWG, particularly on women's access to justice
10. **Build a constituency of support.** UN Women should continue to forge strong partnerships with UN partners and relevant international civil society organisations. Donors may be able to support these partnerships.

KENYA

Background Findings

1. **Kenya is ranked 143 out of 184** countries, so is above average for sub-Saharan Africa. Inequalities persist between regions and sexes. Around 2 million people live in Kenya's urban slums. Maternal mortality remains "unacceptably high"³³ across the country
2. **Kenya is affected humanitarian crises** both domestically and as a result of migrant flows from neighbouring countries due to violent conflict or hunger
3. **A relatively progressive legislative and policy framework** is in place; Kenya is well placed to overcome VAWG with sufficient national political will and support. **National gender machineries** have strong potential.
4. **Violence against women and girls remains endemic** across Kenya; domestic violence, female genital mutilation, sexual abuse of girls and sexual harassment are the main types of VAWG.
5. **Civil society is strong**, working on prevention and response. Civil society fills gaps in services that should be provided by government. Prevention and response efforts are not coordinated
6. **The UN Joint Programme on Gender Equality and Women's Empowerment (JPGEWE)** is now strong and well-placed to have significant influence across the UN system and government
7. **UN Women has played an important role regarding post-election VAWG** and in the JPGEWE although programming on VAWG lacks a strategy and is fragmented

Recommendations to UN Women

8. **Based on its mandate, UN Women should now identify its unique strengths, build its own capacity and develop a strategic, integrated work plan to address VAWG**
 - a) Integrating programmes across the Country Office including peace and security, governance and work through the JPGEWE so that all programmes address VAWG
 - b) Urgently building its own capacity by recruiting or receiving secondments of expertise on VAWG
 - c) Ensure that VAWG is integrated in relevant programming across the UN Country Team by providing appropriate levels of technical assistance
 - d) Focus on marginalised women and girls and on informal and formal justice structures
9. **Support the Ministry of Gender, Children and Social Development** on VAWG as well as the National Gender and Equality Commission, in order to ensure that central government recognises VAWG as an obstacle to Kenya's development; consider seconding a full-time person into the Ministry to work on VAWG across ministries
10. **Build partnerships with donors** to
 - a) transition civil society away from dependency on UNIFEM-style funding towards reliance on UN Women for technical support and towards donors or international NGOs for financial support

³³ <http://www.ke.undp.org/index.php/mdgs/goal-5-improve-maternal-health>

- b) advocate with government to pass outstanding laws with no further, unnecessary delay
- c) Ensure that funds are allocated within all ministries to tackle VAWG

SOMALIA

Background Findings

1. **Somalia is the world's most fragile state.** There is no political stability; the central state is ineffective. Security and minimal basic services are provided mostly through informal community institutions. Around 1.4 million people are internally displaced, 43% of the population lives on less than \$1 a day³⁴ and 2.4 million are estimated to be in need of emergency support. A woman in Somalia has a 1 in 10 risk of dying during her reproductive years
2. Despite regional variations across the three zones, **violence against women and girls (VAWG) in Somalia is of immense proportions** and has become worse in recent years. Although reliable data on VAWG is extremely limited the main types of VAWG are sexual violence, physical violence, domestic violence, forced/child marriage and female genital mutilation. **Displaced women and girls are particularly vulnerable to violence**
3. **The rule of law is extremely weak.** Traditional justice systems address the needs of the Clan not those of the victim. VAWG is condoned by social norms.
4. **UN Women conducted a peace and security programme** between 2003 and 2007 but no longer has a country programme in Somalia. It is in the process of developing a new strategy for engagement
5. **VAWG activities are conducted by other UN entities and non-governmental organisations** across all three zones, but particularly in Somaliland

Recommendations to UN Women

6. **Based on its mandate, UN Women should now identify its unique strengths, build its capacity and develop a strategic, integrated (multi-sectoral) workplan** to address VAWG across Somalia:
 - a) building on its previous work on peace and security
 - b) based on a stakeholder analysis and mapping to identify its appropriate position
 - c) focusing on girls as well as women
 - d) working with all justice/ dispute resolution and leadership institutions
7. **Ensure strong partnerships** with Somali and international civil society, the rest of the UN Country Team and the donor community to:
 - a) Ensure adequate financing to address VAWG in humanitarian settings;
 - b) support the current scale-up strategy for South-Central Somalia on VAWG
 - c) use UN women's global experience on working with religious structures as a basis for training and advocacy to combat discriminatory social norms
 - d) implementing a gender-sensitive, human rights based approach to VAWG
8. **Ensure adequate resourcing.** There is a high level of donor engagement with Somalia. UN Women should start now to mobilise resources to support its strategy on VAWG
9. **Ensure adequate capacity.** There is an urgent need for VAWG expertise within the UN Women team and UN Women should consider seconding this in from donors or other partners

³⁴ DFID Somalia Operational Plan 2011-2015

SUDAN

Background Findings

1. **Sudan ranks 169 out of 187** in aggregated human development indices and 128 out of 146 in the 2011 Gender Equality Index. Nearly half (46.5%) the population lives in extreme poverty. Inequalities exist between regions and ethnic groups
2. **Violent conflict has beset Sudan almost continuously for over 40 years.** Sudan was the locus of Africa's longest civil war until 2005 and is still the subject of a protracted conflict in Darfur and continuing clashes with South Sudan. Millions of Sudanese are dependent on humanitarian assistance
3. **Violence against women and girls (VAWG) is highly prevalent.** The main forms are female genital mutilation (89%), child marriage and domestic violence, with conflict-related rape a remaining threat in conflict-affected Darfur
4. **Sudan has a weak normative framework regarding VAWG.** It is not a state party to the Convention on the Elimination of All forms of Discrimination Against Women (CEDAW) nor the Maputo Protocol³⁵. The Constitution proscribes gender-based discrimination but laws exist that perpetuate VAWG by security sector personnel and community members.
5. **Despite the above,** the government has established a Unit for Combating VAW, now located in the Ministry of Welfare and Social Security, with state level Committees for Combating VAWG.
6. Other obstacles to tackling VAWG include **a weak formal justice system, discriminatory informal justice mechanisms and social and cultural norms.** There is no central government budget for addressing VAWG.
7. UN Women's work in Darfur and that of its partners in the UN Country Team, civil society and donors were instrumental in breaking the silence about VAWG
8. Lack of capacity, of technical expertise and strategic direction hinder the work of UN Women and its partners on VAWG.
9. UN Women's strategy on VAW 2011-2014 includes working with the lead agency, UNFPA and with the UN coordinating committees and protection cluster.

Recommendations to UN Women

10. **Based on its mandate, UN Women now needs to identify its unique strength, build its own capacity and develop a strategic, integrated work plan to address VAWG.**
 - a) Building on its peace and security work in Darfur
 - b) Paying attention to informal as well as formal justice mechanisms
 - c) Including a robust monitoring and evaluation framework
 - d) Focusing on girls as well as women
 - e) Including an strategy to support the capacity of government mechanisms
11. **Ensure adequate capacity.** Sudan is a large and complicated country. To be effective, UN Women needs to substantially increase its staffing levels and to bring in specialized VAWG expertise able to think strategically, identify gaps, build capacity of local organizations, provide a channel of voice from the bottom up to the government and complement the existing work of other agencies and civil society organisations
12. **Maintain and strengthen partnerships.** UN Women works relatively well with government structures and with civil society. It needs to forge stronger partnerships with its UN partners and donors; particularly those working on VAWG. UN Women's work with civil society organisations should be geared towards helping them to coordinate and balance their work between prevention and response and supporting their efforts to hold government to account.

³⁵ Protocol to the African Charter on Human and People's Rights on the Rights of Women in Africa

Partnerships with donors should include eliciting their support for accountability and for civil society initiatives.

SOUTH SUDAN

Background Findings

1. **Decades of armed conflict has decimated South Sudan's national capacity.** It ranks very low on all international development indices. Maternal mortality is the worst in the world and 84% of women are illiterate. Most South Sudanese are dependent on humanitarian assistance
2. **Violence against women and girls (VAWG) is endemic.** Domestic violence and child marriage are particularly rife, while sexual violence by armed forces and groups³⁶ is also prevalent.
3. **The legal and policy framework has not yet been developed.** South Sudan has yet to ratify key international instruments relating to gender-based discrimination, to develop relevant national action plans or implement positive laws
4. **The justice sector remains weak and inaccessible across the country,** while customary provision almost always favours men. Most victims of VAWG do not seek assistance.
5. **There are notable successes by the Gender-Based Violence sub-cluster** of UN and non-governmental organisations. Since 2011, some initiatives by the members of this sub-cluster are ground-breaking and promise to be sustainable. These include the development of Standard Operating Procedures, an integrated monitoring system and in making connections across VAWG and HIV/ AIDS
6. **UN Women has played an important role in highlighting VAWG** in collaboration with others in the UN and government and in strategic support to civil society organisations, although focused mostly on the political processes towards independence
7. **UN Women is yet to develop its unique strength and position within the UN system** regarding VAWG and is not currently in a position to adopt a leadership role. Constraints include lack of technical capacity within the office, shortage of human resources and a lack of delegated authority

Recommendations for UN Women

8. **Based on its mandate, UN Women should now identify its unique strengths, build its own capacity and develop a strategic, integrated (multi-sectoral) workplan on VAWG in South Sudan:**
 - a) situated within the women, peace and security framework, using the relevant UN Security Council Resolutions as its bedrock;
 - b) supporting UN Country Team members' capacity to prioritise VAWG

³⁶ Armed groups are distinct from national armed forces (Article 4 Optional Protocol on the involvement of children in armed conflict to the Convention on the Rights of the Child)

- c) calling on appropriate assistance from HQ and regional offices;
 - d) Focusing on girls as well as women;
 - e) including a robust monitoring and evaluation strategy;
9. **Resourcing is essential.** UN Women urgently needs expert capacity on VAWG and should consider secondments from partners. In addition to help with mobilizing funds, HQ and the regional office should support programming by removing administrative hurdles, providing technical support and sufficient human resources.
10. **There is a high level of engagement on VAWG by key donors** in South Sudan as well as ‘non-traditional’ donors who can be mobilised to support interventions on VAWG. Some donors are well-placed to assist UN Women and partners to address VAWG. UN Women should help donors to identify areas for diplomatic advocacy with the government regarding prioritization of VAWG.

TANZANIA

Background findings

1. **Inequalities remain at high levels** although Tanzania's aggregate position in human development indices is above average for sub-Saharan Africa. Nearly 70% of the population lives in extreme poverty. The country ranks 125/155 on the Gender-related Development Index for 2009.
2. **Tanzania has a strong foundation for an effective, preventive and responsive framework** to combat violence against women and girls (VAWG). Essential legislation and public policies are in place; VAWG is included in the central poverty reduction strategy (MKUKUTA II).
3. **Blockages to real change** exist, including a lack of dedicated funding by central government and the power of conservative constituencies. Social norms condone VAWG. Key legal reform is outstanding and referral systems are not yet in place.
4. **VAWG is highly prevalent across Tanzania** including domestic violence, violence against widows and child sexual abuse. Nearly 1 in 3 girls in Tanzania have experienced sexual violence³⁷
5. **UN Women has supported civil society and government** to tackle VAWG, although the office is under-resourced and does not have expert capacity on VAWG.
6. **Government and civil society** are supported by UN Women, UNFPA, UNICEF and others in the UN Country Team and donors in tackling VAWG. Interventions are not always evidence-based, however, due to **lack of reliable data**.
7. **Women's civil society is compensating for gaps in statutory services.** Social norms and weak law enforcement prevent women from accessing justice mechanisms but local organisations are responding with provision of legal aid and social services, lobbying and advocacy and essential community-based awareness raising;

Recommendations for UN Women

8. **Based on its mandate, UN Women should now identify its unique strengths, build its capacity and develop an integrated, multi-sectoral work plan on VAWG:**
 - a) Situated within the Delivering as One strategy of the UN
 - b) Supporting partners in the government, civil society, UN Country Team and donor agencies to adopt integrated measures for prevention and response to VAWG
 - c) Focusing on marginalised women and girls
 - d) Urgently obtaining VAWG expertise directly or by secondments from partners
9. **Support advocacy and accountability efforts by civil society** by
 - a) Providing a channel of communication for civil society partners with government and donors
 - b) Helping the National Multi-sectoral Committee to end VAWG to articulate time-bound targets across central government, to tackle obstacles to progress, to build on improved data and allocate targeted funding from central resources.

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http://www.unicef.org/media/files/VIOLENCE_AGAINST_CHILDREN_IN_TANZANIA_REPORT.pdf

10. **Ensure effectiveness** by developing a monitoring and evaluation framework for VAWG in collaboration with government, civil society and international development partners.

UGANDA

Background Findings

1. **Uganda ranks 161 out of 184 countries** in aggregate human development indices. High levels of inequalities remain, however, between regions, between rural / urban populations and between males and females. Uganda is not yet on track to meet the Millennium Development Goals on gender equality or maternal mortality.
2. **Violence against women and girls (VAWG) is highly prevalent** across all areas of Uganda although women and girls in conflict-affected areas, with disabilities or in marginalized communities are particularly vulnerable. Domestic violence, child marriage, other forced marriage, incest, female genital mutilation and prostitution are amongst the most prevalent forms of VAWG
3. **Uganda has a relatively strong legislative and police framework** although some laws need to be passed, reformed or implemented to make the normative framework a reality across the country
4. **Obstacles include social and cultural norms and impunity**, caused by with poor capacity and professionalism within the justice sector coupled with negative attitudes towards the survivors
5. **UN Women coordinates the UN Joint Programme on Gender Equality (JPGE)**, which is well-designed and is now well-placed to lead the UN and government's efforts to tackle VAWG
6. **UN Women's programmes have promising entry points for integrating VAWG**; particularly the peace and security and justice programming
7. **There are strong examples of promising practice**, particularly by civil society organizations and in the justice sector

Recommendations to UN Women

1. **Based on its mandate, UN Women now needs to identify its unique strengths, build its capacity and develop a strategic, integrated work plan on VAWG**
 - a) Integrating VAWG across the work of all programmes
 - b) Including a robust monitoring and evaluation framework
 - c) Focusing on marginalized women and girls
 - d) Calling on support from headquarters and regional offices
2. **Ensure adequate resources.** UN Women needs to improve its capacity to fulfill its role as lead agency for the JPGE; in particular regarding sufficient staffing levels at the correct seniority and specialized knowledge on VAWG
3. **Through the JPGE, UN Women should**
 - a) Facilitate the JPGE Steering Committee to more pro-actively guide the JPGE by increasing oversight and accountability for performance-based management

- b) Develop a strategic plan to **prevent** as well as respond to VAWG across Uganda. Promising practices need to be scaled up and outstanding laws³⁸ passed without further unnecessary delay.
- c) Support civil society and donors to ensure that there is sufficient budgetary and political support to tackle of VAWG

³⁸ Particularly the Marriage and Divorce Bill and the Sexual Offences Bill

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1. Background and purpose of the evaluation

VAW in the East and Horn of Africa sub-region.

In recent years the international community has placed the issue of Violence against women (VAW) high on the global agenda. This is demonstrated e.g. in General Assembly Resolutions from 2006 and 2007³⁹ and with the launch of the Secretary-General's Campaign '*UNiTE to end violence against women*⁴⁰'. The global momentum on ending VAW is growing and the increasing commitment by governments and donors is evidenced by the adoption of a growing number of national policies and laws, and increased resources being made available for programme implementation on VAW.

Despite this, VAW continues to be a widespread violation of human rights in many parts of the world, including in the East and Horn of Africa sub-region. It consists of physical, sexual, psychological and economic abuse and it cuts across boundaries of age, race, culture, wealth and geography⁴¹. VAW takes place in the home, on the streets, in schools, the workplace, in farm fields, refugee camps, during conflicts and crises. It has many manifestations that range from different forms of domestic and sexual violence to harmful practices such as female genital mutilation (FGM), abuse during pregnancy, so-called honour killings and other types of femicide. Many countries in the sub-region embrace deeply rooted cultural and religious practices and beliefs that promote stifling attitudes and perceptions towards women's roles in society. The prevailing taboo that imposes silence about rape and sexual offences results in severe underreporting of instances of abuse and violence.

UN Women action to end VAW in the East and Horn of Africa sub-region

UNIFEM's work consists of a variety of mechanisms which include:

1. Grant-making through UN Trust Fund in Support of Actions to Eliminate Violence against Women (UN TF on VAW);
2. UN Women-executed projects and programmes supported by UN Women core funds and

³⁹ General Assembly Resolutions on *Intensification of Actions to Eliminate Violence against Women*, respectively, of 61/143 of 2006 and 62/133 of 2007.

⁴⁰ In 2008, the Secretary-General launched the *UNiTE to End Violence against Women Campaign*. <http://www.un.org/women/endviolence/index.shtml>

⁴¹ For definitions on VAW, see the Report of the Secretary-General (2006): *In-depth study on all forms of violence against women*, p. 15

3. UN Women-executed projects and programmes supported by UN Women cost-sharing funds.

UN Women programmes to end VAW have been implemented at local, national and sub-regional levels. The approach includes utilization of a range of strategies that can be classified as outlined below⁴²:

Training and capacity building

- Strengthen NGOs and in particular women's groups in e.g. advocacy skills and project implementation
- Strengthen media's ability to cover VAW issues more effectively
- Strengthen capacity of government staff, law enforcement personnel and justice administration officials

Awareness raising and education

- On the ground activities and campaigns on VAW, e.g. the UN Secretary-General's multi-year UNiTE to End Violence against Women campaign, the Say NO to Violence against Women initiative etc.
- Information and Communication Technology (ICT) based activities via online communities, web portals etc.

Mobilization and networking

- Mobilizing commitment by the larger public and local governments to take action against VAW
- Establish communication and relationships amongst groups to facilitate their cooperation in efforts to end VAW

⁴² This classification of approaches is based on the Desk Review of UNIFEM's Work to end VAW (2002), submitted by the Education Development Centre. Note that the UNIFEM Strategy on VAW (2008) "A Life Free of Violence: Unleashing the Power of Women's Empowerment and Gender Equality Strategy 2008-2011" identifies the following cross-cutting strategies: Partnerships, National Capacity Development, Monitoring and Evaluation, Knowledge sharing and Knowledge-generation, Advocacy and Communications, and Resource Mobilization. The analytical framework for this thematic evaluation will be decided upon based on discussions during the inception stage of the evaluation.

Advocacy

Influencing people to generate a policy change through, for example:

- Meeting with government officials to build political commitment for VAW action
- Use media to advocate for particular positions or actions on the part of the government or the public

Action oriented research

- Research that produces data and statistics, in-depth case studies
- Building a knowledge base through sharing of lessons learned, good practices etc.

It can be argued that these strategies are elements of a holistic approach to ending VAW. In fact most UN Women projects on VAW in the East and Horn of Africa sub-region make use of multiple strategies and the strategies often overlap or are intertwined, e.g. in cases where publicizing violations is undertaken with the purpose of mobilisation or advocacy.

A Theory of Change for action to end VAW

Despite this there is little evidence of a specific Theory of Change (ToC) for these strategies that could lay out the – possibly multiple - pathways to expected long-term results in ending VAW. A ToC illustrates the relationships between results as well as the assumptions and expectations underlying a programme or project. Describing the underlying programme theory makes explicit how and why interventions are expected to lead to particular outputs, and how and why different outputs will contribute to outcome level results. The development of a ToC or of “pathways” for initiatives in the area of VAW can help to carve out UN Women’s role in supporting initiatives against VAW, through identifying the many other linkages that are necessary to bring about actual changes in women’s lives. It shows that UN Women actions on their own will rarely achieve the outcomes and impacts desired, and it facilitates recognizing the broad coalitions of stakeholders and multiple initiatives needed to achieve long-term achievements and sustainable results in the area of VAW.

For example, it can be analyzed what role ‘awareness raising’ and ‘training and capacity building’ has in relation to ‘advocacy’ that helps building effective government commitment, and/or to the successful ‘mobilization’ of local communities taking action against VAW. Similarly, one may wish to revisit and make explicit the assumptions regarding the envisaged change processes that

lead from ‘training and capacity building’ to higher-level results, i.e. to actual changes in women’s lives.

2. Objectives and expected use of the evaluation

The thematic evaluation will focus on areas that are critical to ensuring sustained contribution to development results and changing priorities at the global and regional levels in the context of VAW. The Evaluation will cover issues related to policies, practice areas, partnerships and programmatic approaches and modalities.

The evaluation will be exploratory, theory and approach based, focusing mainly on effectiveness of the strategies and interventions employed and capture experiences, practice and knowledge coming from the strategies and interventions. In line with this, the thematic evaluation will assess implementation of UN Women action to end VAW in the East and Horn of Africa sub-region for the last 5 years.

It will be a **formative evaluation** focussing on two main aspects: 1) the overall implementation of UN Women action to end VAW; and 2) an assessment of the relationships between the various strategies and actual changes in women’s lives, and the role of UN Women initiatives in supporting them. The development of a Theory of Change for action against VAW is expected to help structure the debate on the possible pathways for contributing to long-term changes in the area of VAW.

The specific objectives of this evaluation are:

- 1) To analyze the relevance, effectiveness, efficiency and sustainability of UN Women action to end VAW from both a sub-regional perspective and at country level

- 2) To identify strengths, weaknesses, challenges and current trends in UN Women initiatives that have implications for strengthening its future managerial, programmatic and funding directions

- 3) To provide forward-looking recommendations and a potential Theory of Change to strengthen programming in the area of VAW in the sub-region.

This thematic evaluation including its recommendations will be used as a resource by UN Women and any other organization interested in preventing/ending VAW. The evaluation is expected to strengthen the knowledge base on good practices in this area and through this help improving the design and implementation of initiatives to end VAW.

The findings of this evaluation will complement the analysis of other completed or ongoing evaluations in the area of VAW, e.g. the “Evaluation of the UN Trust Fund in Support of Actions to Eliminate Violence against Women” completed in 2009, and the ongoing thematic evaluation on gender-based Violence (GBV) by the UN Women Central Africa Sub-regional Office in 2011.

3. Scope of the Evaluation

This thematic evaluation will focus on the implementation of UN Women action to end VAW in the timeframe 2005-2011. The analysis will include the following countries in the sub region: Ethiopia, Kenya, Somalia, Sudan, Tanzania and Uganda .The evaluation will have a total duration of 6 months with draft results to be presented for discussion by August 2011.

Evaluation Questions and Criteria

The evaluation questions relate to the objectives and scope of the evaluation and intend to measure the relevance, effectiveness, efficiency, sustainability and impact of UN Women action to end VAW in the sub-region.

The questions below are indicative of the key information needs identified during the formulation of this Terms of Reference. The questions will be further refined during the inception phase of this evaluation. The following definitions of evaluation criteria will apply⁴³:

- **Relevance:** The extent to which UN Women VAW initiatives and its intended outputs or outcomes are consistent with and advancing global and national priorities, recommendations and policy frameworks in the field of ending violence against women, and the principles of UN reform.
- **Effectiveness:** The extent to which UN Women’s intended results (outputs or outcomes) have been achieved or the extent to which progress toward outputs or outcomes has been achieved.

⁴³ Adapted from the definitions developed by OECD/DAC 2002: “Glossary of Key Terms in Evaluation and Results Based Management”.

- **Efficiency:** The measure of how the UN Women's resources (e.g. staff time, technical, financial) are economically managed and converted to results;
- **Sustainability:** The extent to which benefits of VAW initiatives continue after UN Women assistance has come to an end. Assessing sustainability involves evaluating the extent to which relevant social, economic, political, and institutional and other conditions for sustainability are present.

Questions related to relevance:

- Are UN Women VAW initiatives adequate and consistent with global and national policy priorities, including General Assembly Resolutions, CEDAW, MDGs, and other international, regional, and/or national commitments?
- Are UN Women VAW initiatives responding to national and local priorities for programming and investments in the field of ending VAW?
- How did the financial allocations to the different evolve over time since 2005 and how did this reflect needs and priorities expressed by women affected by or survivors of violence?
- Are the initiatives articulated in a coherent structure, with clearly formulated goals, outcomes and outputs?

Questions related to effectiveness:

- What changes have UN Women VAW initiatives contributed to in terms of legal and policy frameworks and their implementation at country and local levels?
- How have UN Women VAW initiatives contributed to spurring innovation, catalyzing and/or expanding programs and services (i.e. for survivors etc.)?
- What capacities of the duty bearers and the rights holders have been strengthened through the implementation of UN Women VAW initiatives?
- How have UN Women VAW initiatives catered for capacity development of partners to ensure effective delivery of projects?
- Are the various activities by UN Women to end VAW reinforcing one another? If so, how?
- Is there a preferred sequence of these activities in order to obtain the greatest impact? What are the pathways / Theory of Change to expected long-term results in ending VAW?
- What is UN Women's comparative advantage in designing and implementing initiatives on VAW in the sub-region?

Questions related to efficiency:

- What measures have been taken during the implementation period to ensure UN Women resources are used efficiently?
- How do the UN Women organizational structure, managerial support and coordination mechanisms support the efficiency of the implemented initiatives?
- Is the managerial and staff structure in place cost-effective? Is it adequate to current context and demand?

- Does the portfolio of activities on VAW since 2005 make the most of UN Women's resources?
- What is the role of other UN agencies and of inter-agency collaboration in the area of VAW in the sub-region?

Questions related to sustainability:

- What is the likelihood that the benefits from UN Women VAW initiatives will be maintained for a reasonably long period of time if UN Women was to pull out?
- Are the programmes supported by national/local institutions? Do these institutions demonstrate leadership commitment and technical capacity to continue or replicate the work?
- What operational capacity of national partners such as technology, finance, and staffing, has been strengthened?
- What adaptive or management capacities of national partners, such as learning, leadership, programme and process management, networking and linkages have been supported?

During the inception phase, the Evaluation Team will further refine the above questions in close consultation with key stakeholders and will ensure that key information needs are addressed. Based on these consultations the Evaluation Team will develop an **evaluation matrix** which will include the key questions, the evaluation criteria, indicators as well as information sources to be used and the ways to cross-reference and triangulate the information.

4. Management of the Evaluation

A defining characteristic of a Gender Equality & Human Rights responsive evaluation is the engagement of stakeholders, particularly women and marginalized groups. The term stakeholder is broadly used to include those who deliver, influence and are impacted by the programme. Engaging stakeholders means they actively participate in or co-own the evaluation, from defining the evaluation scope through evaluation conduct to decision making based on evaluation conclusions and recommendations.

The **Evaluation Task Manager** will be responsible for **managing the evaluation process as a whole**, and following up with the Evaluation Team to ensure deliverables and the timely application of the workplan. The evaluation manager is responsible for managing risks that may occur during the evaluation process. Examples are risks related to the evaluation team, data availability, utilization of evaluation results etc. The Evaluation Manager will be working in close collaboration and will be reporting to the UN Women Reference Group.

The UN Women **Reference Group** has decision making responsibility during the different stages of the evaluation and is the **ultimate owner and user of the evaluation**. Key responsibilities are:

determine the key objectives and scope of the evaluation (input to TOR); review deliverables such as inception report, draft and final report; decide who in UN Women East and Horn of Africa will use the evaluation findings and how; respond to the evaluation by preparing a management response and use the findings as appropriate; safeguard the independence of the evaluation; and allocate adequate funding and human resources for the evaluation. The Reference Group comprises the UN Women Regional Programme

Director, the Deputy Regional Programme Director, the UN Women Regional Evaluation Specialist, and UN Women country staff from Ethiopia, Kenya, Sudan, Somalia and Tanzania.

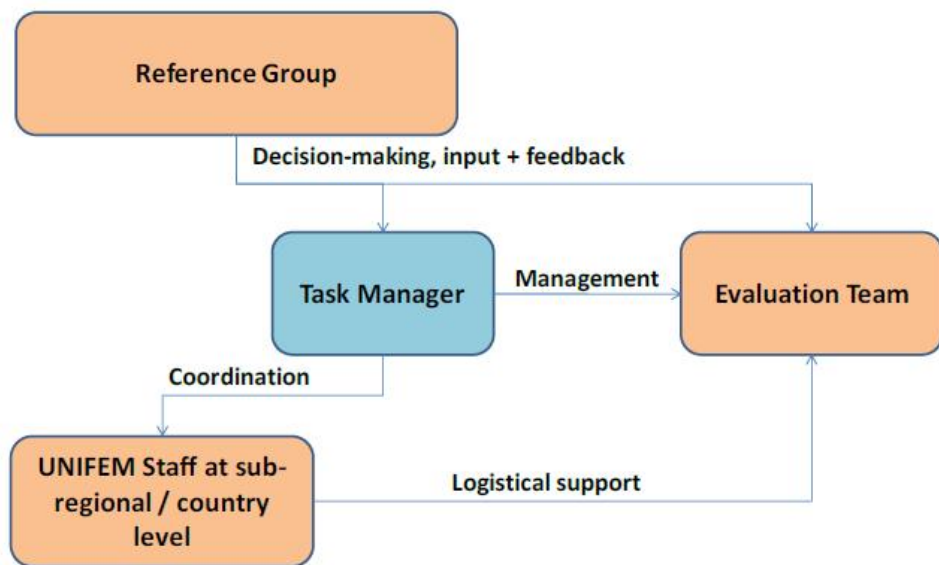
The **Evaluation Team will be conducting the evaluation** and will be contracted through the UN Women SRO and report through its Team Leader to the Reference Group, while maintaining permanent communication exchange with the Evaluation Task Manager.

UN Women **staff** at sub regional and country level will be **providing administrative and logistical support** to the evaluation process such as arrangement of meetings with stakeholders, travel arrangements etc.

In addition, the **main bilateral/ multilateral donors** will be consulted at a meeting in the inception phase where they will share their expectations on the evaluation. The main donors will also be invited to the presentation of the evaluation findings.

See the diagram below for details on the evaluation management arrangements. The details on communication arrangements, frequency of meetings etc. will be determined as part of the inception phase of the evaluation. As necessary, the Evaluation Task Manager or the UN Women Regional Evaluation Specialist may participate in country missions accompanying the Evaluation Team.

Management Structure for Thematic Evaluation on VAW



The evaluators' independence is clearly outlined by the ethical conduct of the UNEG Standards and Norms, as well as in the UN Women Evaluation Policy. The Evaluation Team is to act according to the agreed and signed Terms of Reference and to proceed according to all stated agreements. The Evaluation Team cannot change any substantive or administrative matter without written consent by UN Women.

5. Approach and Methodology

The evaluation methodologies to be applied in the evaluation will be developed by the Evaluation Team and presented for approval to the UN Women Reference Group. The methodology should include:

- An evaluation design that builds on the above detailed objectives, scope and evaluation questions, including an evaluation matrix
- The instruments and tools to be used for gathering relevant information and data, including identification of the variety of key informants to be interviewed;

- The approaches for the analysis and the interpretation of data (e.g. types of data analysis used, data collection instruments, the level of precision, sampling approaches);
- The selection process and criteria for sampling UN Women interventions in the sub-region;
- The list of information sources gathered, and making them available to UN Women;
- Expected measures that will be put in place to ensure that the evaluation process is ethical and that the participants in the evaluation – e.g. interviewees, sources – will be protected (according to the UNEG norms and standards and UNEG Ethical Guidelines, see <http://www.unevaluation.org/ethicalguidelines>)
- A detailed work plan indicating timing of activities, responsibilities, and use of resources.

The **evaluation will be conducted in 4 stages** – an inception stage; a desk study; country field visits, and a final overall analysis stage to draft the final evaluation report.

- **Stage 1- *Inception phase*** involves an initial desk review and interviews with the key stakeholders to define the scope of evaluation and refine the evaluation questions. It will result in an inception report with the development of detailed work plan, methodology for gathering and analyzing the data, and the criteria for the selection of countries. The evaluators will meet with the Reference Group, Advisory Group and donors.
- **Stage 2- *Desk study*** covers a thorough review of all relevant documentation and completion of initial interviews with key stakeholders.
- **Stage 3- *Country field visits*** involve field visits to countries, drafting of country notes, drafting of preliminary evaluation report and a stakeholder workshop.
- **Stage 4- *Overall analysis*** will focus on final data analysis, including the preparation of the final evaluation report.

6. Ethical code of conduct for the evaluation

It is expected that the evaluators will respect the ethical code of conduct of the United Nations Evaluation Group (UNEG), see <http://www.unevaluation.org/papersandpubs/>. These are:

Independence: Evaluators shall ensure that independence of judgment is maintained and that evaluation findings and recommendations are independently presented.

Impartiality: Evaluators shall operate in an impartial and unbiased manner and give a balanced presentation of strengths and weaknesses of the policy, program, project, or organizational unit being evaluated.

Conflict of Interest: Evaluators are required to disclose in writing any past experience, which may give rise to a potential conflict of interest, and to deal honestly in resolving any conflict of interest which may arise.

Honesty and Integrity: Evaluators shall show honesty and integrity in their own behaviour, negotiating honestly the evaluation costs, tasks, limitations, scope of results likely to be obtained, while accurately presenting their procedures, data, and findings and highlighting any limitations or uncertainties of interpretation within the evaluation.

Competence: Evaluators shall accurately represent their level of skills and knowledge and work only within the limits of their professional training and abilities in evaluation, declining assignments for which they do not have the skills and experience to complete successfully.

Accountability: Evaluators are accountable for the completion of the agreed evaluation deliverables within the timeframe and budget agreed, while operating in a cost effective manner.

Obligations to Participants: Evaluators shall respect and protect the rights and welfare of human subjects and communities, in accordance with the UN Universal Declaration of Human Rights and other human rights conventions.

Evaluators shall respect differences in culture, local customs, religious beliefs and practices, personal interaction, gender roles, disability, age and ethnicity, while using evaluation instruments appropriate to the cultural setting. Evaluators shall ensure prospective participants are treated as autonomous agents, free to choose whether to participate in the evaluation, while ensuring that the relatively powerless are represented.

Confidentiality: Evaluators shall respect people's right to provide information in confidence and make participants aware of the scope and limits of confidentiality, while ensuring that sensitive information cannot be traced to its source.

Avoidance of Harm: Evaluators shall act to minimize risks and harms to, and burdens on, those participating in the evaluation, without compromising the integrity of the evaluation findings.

Accuracy, Completeness and Reliability: Evaluators have an obligation to ensure that evaluation reports and presentations are accurate, complete, and reliable. Evaluators shall explicitly justify judgments, findings, and conclusions and show their underlying rationale, so that stakeholders are in a position to assess them.

Transparency: Evaluators shall clearly communicate to stakeholders the purpose of the evaluation, the criteria applied, and the intended use of findings. Evaluators shall ensure that stakeholders have a say in shaping the evaluation and shall ensure that all documentation is readily available to and understood by stakeholders.

Omissions and wrongdoing: Where evaluators find evidence of wrong-doing or unethical conduct, they are obliged to report it to the proper oversight authority.

Annex G: Evaluation Tools

The two main tools used by the evaluation teams were (a) an outline for interviews with informants. This was designed to be used as a guide, particularly in situations that were sensitive or where the interviewees were resistant to discussion and (b) a “Ground Truth” / Situation analysis annex to the country notes, from which the Red / Amber / Green synopsis analysis was taken.

The evaluation teams were also provided with a guide to the validation workshops but these were not used as none of the workshops took place as planned.

a) Semi-Structured Interview Guide

Introduction:

Thank you for agreeing to take the time to talk to me/us. I am a consultant working for Social Development Direct, a UK organisation. We have been commissioned by UN Women to conduct a thematic review of the work that UN Women and its partners have been doing to prevent violence against women and girls in the East and Horn of Africa. XXXXX is one of the countries that we are studying.

The aim of the review is to find out what has been particularly successful in combating violence against women and girls and to find out what more can be done. Your information is particularly important.

Questions:

Violence against women and girls – general questions

- Do you think that violence against women and girls is a serious problem in XXXXX?
- Why do you think so?
- What types of violence against women and girls do you think are particularly prevalent here? (*Prompt if necessary – domestic violence, female genital mutilation/ cutting, sexual violence related to conflict etc.*)
- We are interested in prevention of violence against women and girls, protecting women and girls from violence and in supporting women and girls who are already victims of violence.

Prevention

- What do you think are the two or three main things that need to be done to prevent violence against women and girls?
- Who do you think is responsible for preventing violence against women and girls? Are they succeeding? Why/ not?

Protection

- What do you think are the two or three main things that need to be done to protect women and girls from violence?
- Who do you think is responsible for protecting girls and women from violence? Are they succeeding? Why/ not?
- What do you think are the two or three main things that need to be done to support / look after women and girls who are victims of violence?

Victim support

- At the moment, where do victims go for help and support? Do they get the help and support they need? Why/ not?
- Who do you think is responsible for supporting / looking after victims?

Questions about what necessary changes

- What changes do you think are necessary in:
 - The law
 - Policies
 - Police response
 - Justice response (e.g. courts and traditional or community-based justice mechanisms)
 - Health sector (e.g. doctors, hospitals, traditional healers)
 - Education sector (e.g. teachers, school management, informal education)
 - Economic opportunities (e.g. women's access to credit, market or removing obstacles to women's economic independence)
 - Other sectors – private sector, social care/services?
- Do you know of any statistics or other information that may help us to identify ways to prevent violence against women and girls, to protect women and girls from violence or to support the victims?

Questions about your work

- What are you / your department / your organisation doing about violence against women and girls?
- Do you have a strategy or strategic focus for addressing violence against women?
- What do you think has been particularly successful in your work to reduce violence against women and girls?
- How do you measure success in your work to combat violence against women and girls? Do you use particular indicators? What are they?
- What do you think could be done better in your work to reduce violence against women and girls?
- How do you measure value for money in your work to combat violence against women and girls?
- Do you think this work has been more or less cost-effective than other work you do? Why?
- *For UN, Government, donors:*
 - How do you work with [other] women's organisations or networks?
 - What work is being done by women's organisations? Is it effective? Why/ not?

- *For women's organisations:*
 - *How well do you work with government, the UN (including UN Women), international NGOs or other civil society organisations?*
 - *What type of support from government, the UN (including UN Women), international NGOs or other civil society organisations would make your work more effective?*

Questions about the work of the UN and its partners [*One or all of these questions may have already been answered, in which case, skip them*]

- Are you aware of any [other] action taken by the UN regarding violence against women and girls?
- If so, what do you think about it?
- How can the UN and its partner organisations improve what they are doing regarding violence against women and girls?

(In countries affected by violent conflict)

- What do you think is the impact of conflict on violence against women and girls?
- How has conflict affected the work of the government and the work of civil society organisations, particularly women's organisations and networks regarding violence against women and girls?
- Looking at the future, what do you think should be done to prevent further violence against women and girls or to support the victims? (*e.g. better design of IDP camps, negotiations with armed groups, safe spaces or 'corridors' for girls and women, health provision equipped to deal with conflict-related sexual violence*)

(In countries affected by humanitarian crisis)

- What do you think is the impact of the humanitarian crisis (*name it if necessary*) on violence against women and girls?
- How have humanitarian crises affected the work of the government and the work of civil society organisations, particularly women's organisations and networks regarding violence against women and girls?
- Looking at the future, what do you think should be done to prevent further violence against women and girls or to support the victims? (*e.g. better involvement of women and girls in distribution of humanitarian assistance, women's committees, more women staff in aid agencies*)

(In countries where there is a high level of poverty)

- What do you think is the impact of poverty on violence against women and girls?
- What impact does the economic situation have on the work of government and civil society organisations, particularly women's organisations and networks, regarding violence against women and girls?
- Looking at the future, what do you think should be done to prevent further violence against women and girls or to support the victims? (*e.g. cash transfers to women and older girls, greater market opportunities for women and girls, vocational training in safe spaces for women and girls*)

(For all interviewees)

- What else would you like to tell us?

b) Ground Truth Annex

Analysis	Comment
General context	
External influences (positive/negative)	
Types and prevalence of VAW	
Existing legislation	
Existing public policies/procedures	
Funding / budget allocation (donors/government)	
Preventive measures (Who is doing what, where?) – both formal and informal	
Economic empowerment	
Education/rights awareness	
Resilience/support	
Response measures (Who is doing what, where?) – both formal and informal	
Chain of events once VAW occurs	

(to be developed into a flow chart)	
Stand-alone measures	
Integrated measures	
Referral systems	