

**Thematic
Evaluation of
UNIFEM Action
to End Violence
Against Women in
the Central
Africa Sub-
Region**

Final Report



April 2011

Executive Summary

Introduction

This report presents the results of the thematic evaluation of UNIFEM Action to End Violence Against Women (VAW) in the Central Africa sub-region. Following a competitive and open bidding process, UNIFEM Central Africa Sub-Regional Office (CARO) contracted Universal Management Group in December 2010 to conduct this evaluation. The objectives of the assignment were: to analyze the relevance, effectiveness, efficiency, sustainability of UNIFEM action to end VAW at country level; to identify strengths, weaknesses, challenges and current trends in UNIFEM initiatives that have implications for strengthening its future managerial, programmatic and funding directions; to provide forward-looking recommendations and a potential Theory of Change to strengthen VAW programming in the sub-region.

The evaluation focuses on UNIFEM programming in Cameroon and the Democratic Republic of Congo (DRC) during the period 2008-2010. The Evaluation Team reviewed seven initiatives in Cameroon, all funded with UNIFEM core resources and with a total budget of \$160,000, and eight initiatives in DRC, one funded with UNIFEM core resources and the other seven funded by the Swedish International Development Cooperation Agency (SIDA) as part of the Community Mobilization to Prevent Violence Against Women in DRC program (\$380,000). In addition, the evaluation took into account, five UN Trust Fund-funded projects, three in Cameroon and two in DRC.

Methodology

The evaluation was carried out between December 2010 and April 2011 and managed by the UNIFEM CARO. Data collection and analysis were carried out by the Universal Management Group Evaluation Team in close consultation with UNIFEM. UNIFEM also established an evaluation reference group and an evaluation advisory group, to review and provide feedback on key evaluation deliverables. The Evaluation Team's overall approach to the assignment was consultative, participatory, and utilization-focused, and was designed in alignment with United Nations Evaluation Group (UNEG) standards.

Data collection methods included document review, semi-structured face-to-face and telephone interviews, focus groups, observations during site visits, and email correspondence. The Evaluation Team, accompanied by the Evaluation Task Manager, conducted site visits to Cameroon and DRC. At the end of each site visit the Evaluation Team held two working sessions, one with the UNIFEM country team and one with its key partners, to share preliminary observations and discuss UNIFEM's VAW theory of change and future orientations.

The Evaluation Team used descriptive, content, and comparative analyses to analyze the data for this study and to develop findings, conclusions, and recommendations. Data triangulation (convergence of data from multiple sources) was used to ensure reliability of findings.

In the absence of explicit VAW strategies at the sub-regional and country-level, the Evaluation Team developed a reconstructed Theory of Change and Intervention Logic, based on UNIFEM strategic documents (in particular UNIFEM Corporate CARO Strategy 2008-2013, and CARO Strategic Plan 2008-2011) and validated through discussions with evaluation stakeholders. The suggested theory of change illustrates UNIFEM's two-tier approach addressing both the prevention of and response to VAW. The intervention logic outlines the expected results of UNIFEM's interventions on VAW/SGBV in the long term (impact), medium term (outcomes), and short term (outputs), and the key programming strategies used to achieve them. As agreed with UNIFEM, the reconstructed logic constitutes the overall basis for assessment. The reconstructed theory of change as well as project specific results complemented this framework

Evaluation findings

Relevance

All of UNIFEM's initiatives to end VAW in DRC and Cameroon have been aligned with the broad objectives outlined in national and regional commitments in relation to VAW, and with some specific priorities outlined at national and regional levels.

UNIFEM's initiatives in both countries respond to important perceived needs at the country and local level, but the limited size and scope of these initiatives often limited their perceived relevance to being a mere 'drop in the bucket'. Further, some stakeholders in DRC questioned UNIFEM's focus on the eastern DRC, given that other parts of the country also seem to have significant needs but less support for combating VAW.

Programming efforts in Cameroon and DRC have been relevant to UNIFEM's overarching goals and priorities at corporate and sub-regional levels as outlined in the UNIFEM Strategic Plan (2008-11), UNIFEM's corporate VAW strategy (2008-13), and the CARO Sub-Regional SP 2008-11. Programming efforts in each country have been only partially aligned with UNIFEM's intention to address VAW prevention and response simultaneously.

Effectiveness

Progress towards Results

In both DRC and Cameroon there is evidence of short-term results at the project level but limited evidence that these contributed to higher level or longer term results. In most cases UNIFEM's initiatives were small-scale, short-term, and dispersed geographically. Synergies across interventions were not pursued. Monitoring and follow up presented a challenge for both UNIFEM and its partners. For these reasons it has been difficult for UNIFEM-supported initiatives to contribute to institutional and behavioural changes (outcomes) that go beyond their immediate results (outputs).

- *Strengthened legal and policy frameworks:* In the DRC, UNIFEM has contributed to strengthening the policy framework for addressing VAW, while in Cameroon, despite UNIFEM's consistent efforts, improvements in the legal framework have been less than hoped for. In DRC, UNIFEM contributed to the development and adoption of the *National Strategy to Combat Gender-based Violence*. In Cameroon, stakeholders noted UNIFEM's role in putting the reform of the Family Law and the Law on VAW back on the public agenda. However, these efforts have not yet led to any legislative changes.
- *Strengthened formal and informal justice systems:* UNIFEM has contributed to some short-term output level results in this area, particularly in Cameroon, where UNIFEM has put particular emphasis on it (e.g. UNIFEM contributed to strengthening knowledge of CEDAW and its application within the formal legal system, and to the sensitization of traditional leaders and village chiefs on VAW). However the limited scope, duration and coherence/synergy of UNIFEM's supported initiatives limit their contribution to broader changes at the national level. In DRC, recent UNIFEM programming had a limited focus on this area. As a consequence, results in this respect have been limited.
- *Strengthened and empowered duty bearers, rights holders and their organizations:* While there is considerable evidence that UNIFEM has contributed to strengthening national awareness, and individual knowledge and skills on VAW and WHR among individual duty bearers and rights holders, there is limited evidence of resulting changes in individual behaviours, collective capabilities and overall organizational capacities. In Cameroon, UNIFEM has contributed to strengthening the capacity of the Ministry of Women (MINPROFF) for addressing VAW and increasing its engagement in the fight against VAW. It has also contributed to an increased and diversified mobilization for the 16 Days of Activism. There is anecdotal evidence that UNIFEM's

initiatives have contributed to making VAW a more public subject of debate and discussion than in the past. In DRC, there is no clear evidence that UNIFEM has contributed to strengthening the capacities of Ministry of Gender (MINGE) to take the lead for the implementation of the VAW National Strategy. On the other hand, UNIFEM has contributed to strengthening the capacities of its long-term partner CSOs.

- *Increased community-led initiatives:* UNIFEM-supported community initiatives in DRC and Cameroon have yielded promising short-term results. In Cameroon, UNIFEM supported a limited number of interventions at the community level, that helped to “break the silence” on Female Genital Mutilations (FGMs) and other Traditional Harmful Practices (THPs). In the DRC, through the Community Mobilization Program initiatives, UNIFEM contributed to three types of results in targeted communities: 1) Greater community awareness and commitment to fight against VAW 2) Strengthened local capacities to work in synergy on SGBV prevention, protection and response; and 3) Improved services for VAW survivors. However, in both countries there is very little evidence that UNIFEM has developed convincing and replicable models for community-led initiatives as individual initiatives were generally small, short-term, and relatively fragmented and results have not been systematically monitored or documented.

Contribution towards Impact

It is premature to assess the extent to which UNIFEM’s initiatives to date have contributed to a reduction of VAW in Cameroon and DRC given the relatively short programming period under review and the highly complex changes they are aiming to contribute to. In addition, the absence of reliable monitoring and country level data on VAW makes it extremely difficult to track changes in VAW prevalence in a systematic way.

Catalytic and Innovative Programming

There is no strong or consistent evidence that UNIFEM’s work on VAW has been innovative or catalytic in either DRC or Cameroon. In addition in both DRC and Cameroon, there has been limited use of innovative models developed in other countries in the sub-region and some promising models piloted by UNTF projects have not been systematically pursued by UNIFEM at the country level.

Efficiency

Consulted UNIFEM staff expressed general satisfaction with achievements in VAW given the limited resources (human and financial) available. A widely acknowledged challenge for UNIFEM’s efficiency is its bureaucratic heaviness. In several cases in both Cameroon and DRC, this delayed fund disbursement, project implementation, and reporting. Some stakeholders and the Evaluation Team question whether UNIFEM could have made more efficient use of its resources by supporting more strategic upstream work rather than on downstream/operational work at the community level, in particular in DRC.

Sustainability

Some of the short-term results that UNIFEM has contributed to in Cameroon and DRC are likely to be sustained over time, thanks to a conducive international context and to certain programming choices (e.g. support to government-led strategies for fighting VAW, and the mobilization of community leaders).

However, UNIFEM has not planned for or systematically addressed sustainability in its work. In addition, several characteristics of UNIFEM-supported interventions in DRC and Cameroon are likely to negatively affect sustainability, including: the punctual, short-term, fragmented nature of most initiatives, which limits the potential for program coherence and synergies; and the little, if any, follow up or ongoing support provided to project partners. Another factor that is likely to negatively affect the sustainability of UNIFEM results in Cameroon and DRC is the limited institutionalization of the results achieved.

Factors Affecting Performance

Strategic Direction and Coherence in Programming

One of the main challenges for UNIFEM's performance in VAW in the sub-region has been the lack of strategic guidance and programmatic coherence at the sub-regional and country levels. UNIFEM has not (yet) developed explicit sub-regional and/or country level strategies for VAW, and UNIFEM country staff expressed a lack of strategic direction on how to address VAW. As a consequence UNIFEM's programming on VAW in both countries has manifested itself as a sum of individual activities rather than a coherent, systematic, and long-term thematic program. The absence of strategic guidance has also affected partner selection and some VAW programming choices. Further the evaluation found varying views among UNIFEM staff on the extent to which UNTF projects can and should be regarded as part of country VAW portfolios.

Synergies and Complementarity among UNIFEM's VAW Initiatives

Despite some deliberate efforts, there are not many examples of UNIFEM-supported initiatives having been complementary to or creating synergies among each other. In Cameroon there have been a few positive examples, such as the work done by UNIFEM on the 16 Days of Activism with the MINPROFF, other UN Agencies and CSOs; and on CEDAW with the Ministry of Justice and one CSO. In DRC, the various initiatives funded by the Community Mobilization Programme do not appear to have reinforced one another or to have created synergy. Finally, in both DRC and Cameroon, there has not been any evident synergy between UNIFEM-supported initiatives and UNTF projects.

Programming Strategies

UNIFEM has used a variety of programming strategies, with varying degrees of consistency and effectiveness. These were: creating, coordinating, and maintaining networks, partnerships, and dialogue mechanisms; capacity development; knowledge generation and sharing; advocacy and policy dialogue; sensitization and awareness-raising; developing and testing new/innovative approaches. While in most cases the programming strategies used by UNIFEM were appropriate for their specific purpose, they were selected and implemented in a fragmented and non-systematic way. For example, UNIFEM has supported various training activities, but these were not part of a clear capacity building strategy. This has affected the potential of individual initiatives to contribute to broader results.

Some strategies may not have been appropriate in their specific context and in light of given UNIFEM's available resources. This is the case for UNIFEM's focus on community level programming in remote areas, especially in DRC.

UNIFEM's Niche and Comparative Advantage

During the period under review, UNIFEM did not have a strong comparative advantage or well-established niche in VAW programming at the country level. While consulted development and national partners widely recognized UNIFEM's expertise and leadership with regard to gender equality in general, their levels of awareness and appreciation of UNIFEM's work on VAW varied considerably. Almost no stakeholders consulted in Cameroon and DRC see UNIFEM as possessing particularly strong technical expertise on VAW at the country level, or as having any other comparative advantage over other development partners with regard to VAW. Consulted individuals in both countries also agreed that other UN agencies (e.g., UNFPA, UNICEF) have been considerably better placed than UNIFEM to lead responses to VAW in the field.

While consulted stakeholders acknowledged a number of valuable contributions that UNIFEM has made in relation to combating VAW, the agency has not (yet) established a clear niche for itself. However, there is some evidence that in Cameroon this is beginning to change: While UNIFEM's key areas of expertise at the national level are still widely seen to mostly lie in GRB and gender mainstreaming, partners increasingly view UNIFEM as also playing an important coordination role with regard to VAW.

Structure and Management

Three aspects related to UNIFEM's structure and management in Central Africa and more specifically in Cameroon and DRC have affected its performance on VAW:

- *Organizational structure and resources:* UNIFEMs centralized structure and limited financial and human resources for VAW have to some extent affected its effectiveness and credibility for programming on VAW, given that other larger and better resourced organizations have played an important role in VAW in both Cameroon (UNFPA) and DRC (UNFPA, UNICEF, UNDP, MONUSCO).
- *Systematically monitoring, tracking and documenting results:* Serious weaknesses in monitoring and tracking results affect UNIFEM's ability to capture achievements and progress; learn from its experiences; develop models, best practices and approaches; and play a catalytic role in programming for VAW. This is due to capacity limitations within both UNIFEM and its partners, limited resources, and lack of a systematic approach to monitoring and documenting best practices and lessons learned.
- *Effectively communicating with partners and within UNIFEM:* UNIFEM's approach to internal and external communication has negatively affected its visibility as an actor in VAW, its capacity for synergy and knowledge sharing with other players, and its internal organizational learning on VAW.

Recommendations

Based on the evaluation findings, the evaluation team developed the following recommendations with a view to helping UN Women improve its performance in combating VAW in the Central Africa sub-region, and more specifically in Cameroon and DRC.

Recommendation 1: UN Women CARO should develop a strategy that articulates its envisaged roles, foci and approaches for combating VAW in the sub-region, and communicate its new strategy to all staff, partners and stakeholders.

The evaluation findings indicate the need for UN Women CARO to clarify and explicitly formulate its understanding and vision of its role(s), foci, and approach to addressing VAW in the Central Africa sub-region, and to share this understanding with staff members. A sub-regional strategy would not preclude the need for country level programming decisions. These would still need to be made in each country, based on considerations related to national priorities and needs, and based on UN Women's existing VAW capacity, experience, reputation and credibility in the particular country. However, a sub-regional strategy should provide a common basis for planning, decision making, and exchange of experiences. As such, it could help UN Women staff members make informed and deliberate programming choices. In addition UN Women should ensure to clearly and proactively communicate its VAW strategy among partners and stakeholders, in order to develop common expectations on what UN Women will do on VAW in Cameroon and DRC, and identify areas for respective contributions, synergies and collaboration.

Recommendation 2: UN Women CARO and Country Offices should better align their VAW programming scope and foci with available human and financial resources, and ensure the most strategic use of existing resources.

In both reviewed countries, UNIFEM staff members perceived that available human and/or financial resources for addressing VAW limited the extent to which programming could contribute to significant results. This implies the need for UN Women to review the alignment of available resources and programming ambitions in each country. This is not to suggest that UN Women must allocate more resources for VAW, but that it should critically reflect on whether available resources are used in the most strategic way. In this light, the VAW strategy or guidance note (suggested in Recommendation 1) should

provide some guidance to UN Women staff by outlining suitable criteria and reflective questions to assist them in reviewing program decisions. Also Country Offices should consider engaging in strategic mapping exercises with key stakeholders to identify the programming areas in which UN Women could add most value given its strengths and resources and in light of the work done by other agencies.

Recommendation 3: UN Women CARO and Country Offices should strengthen their approach to monitoring, reporting on and documenting the progress and achievements of their VAW work and allocate resources for this.

Consulted staff members in both countries indicated that a lack of human and/or financial resources had limited their ability to monitor VAW interventions on an ongoing basis. The evaluation also showed that UNIFEM and its partners faced challenges in implementing monitoring approaches that require in-depth knowledge of and experience with using RBM terminology and tools. UN Women may want to consider other approaches that do not require partners to develop elaborate results frameworks and submit written reports at regular intervals, such as the ‘most significant change technique’ and Outcome Mapping. Whatever monitoring approach UN Women adopts, it should ensure that it is feasible in terms of the resources and capacities required, and that the information it generates can and will be used by UN Women and its partners to inform decision making. UNIFEM Regional and Sub-regional M&E resource people should provide proper guidance to Country Offices on these approaches. Country Offices on their part should continue supporting their partners M&E capacities, in ways that are feasible and relevant to them.

A c r o n y m s

ACAFEJ	Association Camerounaise des Femmes Juristes
ALVF	Association de Lutte contre les Violences Faites aux Femmes
CAR	Central African Republic
CARO	Central Africa Sub-Regional Office
CEDAW	Convention on the Elimination of Discrimination against Women
CFPD	Coalition des Femmes pour la Paix et le Développement
CHRAPA	Centre for Human Rights and Peace Advocacy?
COFEKI	Collectif de femmes de Kibombo
DRC	Democratic Republic of Congo
FFP	Fondation Femme Plus
FGM	Feminine Genital Mutilation
FORFEM	Forum de la Femme Ménagère
GE	Gender Equality
GRB	Gender responsive Budgeting
GTEG	Groupe Thématique Genre
HQ	Headquarters
ICGLR	International Conference for the Great Lakes Region
MINGE	Ministry of Gender (DRC)
MINJUST	Ministère de la Justice (Cameroon)
MINPROFF	Ministère de la Promotion de la Femme et de la Famille (Cameroon)
MONUC	Mission de l'Organisation des Nations Unies en République démocratique du Congo
MONUSCO	Mission de l'Organisation des Nations Unies pour la stabilisation en République démocratique du Congo
OECD-DAC	Organization for Economic Cooperation and Development - Development Assistance Committee
RPD	Regional Program Director
SCR	Security Council Resolution
SGBV	Sexual and Gender Based Violence
SRO	Sub-Regional Office
STAREC	Stabilization and Reconstruction Plan in Eastern Congo
THP	Traditional Harmful Practices
TORs	Terms of Reference
UNEG	UN Evaluation Group

A c r o n y m s

UNFPA	United Nations Population Fund (formerly United Nations Fund for Population Activities)
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund (formerly United Nations International Children's Emergency Fund)
VAW	Violence Against Women
WHR	Women's Human Rights
WIRA	Women in Research and Action
WOMED	Women on the Move for Equal Development

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1. Introduction

1.1 Background

Universalis is pleased to present this final report on the thematic evaluation of UNIFEM¹ Action to End Violence Against Women (VAW)² in the Central Africa sub-region. This report was revised following feedback received from UN Women.

According to UNIFEM's Strategic Plan 2008-2011 and its Evaluation Strategy, at least one cluster/thematic evaluation should be undertaken in each Region every year. VAW was selected as the theme for this evaluation because of its central place in UNIFEM's CARO programming, the very high needs in this programming area in the sub-region, and the strong interest in the Democratic Republic of Congo (DRC) and Cameroon to learn from VAW projects. According to consulted stakeholders, these two countries were selected due to the diversity of their national contexts, the VAW issues they face, and because, compared to other countries in the sub-region (such as Rwanda and to a lesser extent Burundi), UNIFEM's VAW programming in DRC and Cameroon has not yet been comprehensively assessed.

Following a competitive and open bidding process, UNIFEM CARO contracted Universalis Management Group in December 2010 to conduct this thematic evaluation. The client of the evaluation is the UNIFEM CARO. The intended owners and primary users of evaluation findings and recommendations are the Cameroon and DRC Country Offices (COs) as well CARO. Intended secondary users are other UNIFEM country offices in Central Africa and other sub-regions, relevant sections in UNIFEM HQ, as well as national and sub-regional program partners and stakeholders.

1.2 Methodology

1.2.1 Evaluation Objectives and Framework

The objectives of the evaluation, as outlined in the TORs, were:

- 1) To analyze the relevance, effectiveness, efficiency, sustainability of UNIFEM action to end VAW at country level;
- 2) To identify strengths, weaknesses, challenges and current trends in UNIFEM 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 VAW programming in the sub-region.

The Evaluation TORs are provided in Appendix I.

UNIFEM's expectations of the evaluation were twofold: a summative evaluation of what has been accomplished thus far, and a formative, forward-looking assessment to help inform UNIFEM's future programming and intervention strategy on VAW in the sub-region.

¹ In July 2010 UNIFEM became part of the newly established UN Women, which began operations in January 2011. While acknowledging the change in nomenclature, this report uses the acronym UNIFEM when referring to the period covered by the evaluation (2008-2010), and UN Women when referring to the future.

² For this assignment, UNIFEM CARO decided to use the term Violence Against Women (VAW) rather than Sexual and Gender Based Violence (SGBV) as the main focus of UNIFEM interventions has been on women and girls, and at the corporate level both UNIFEM and UN Women use the term VAW.

With input from UNIFEM, Universalia developed a detailed methodology for the evaluation, approved by UNIFEM. The evaluation framework summarizing the major evaluation questions and sub-questions is included in Appendix II.

1.2.2 Evaluation Scope

As agreed during the inception phase, the evaluation focuses on UNIFEM programming in Cameroon and the Democratic Republic of Congo (DRC) during the period 2008-2010.

Following discussions with stakeholders from UNIFEM and the UN Trust Fund to End VAW (UNTF), the Evaluation Team agreed to include UN Trust Fund projects implemented in Cameroon and DRC in the scope of the evaluation in a limited way. As UNTF projects were neither designed nor (fully) managed as part of the country programs, data on UNTF project performance has not been used to assess the performance of UNIFEM VAW programming at the country level. However, UNTF projects have been analyzed from a comparative and contextual perspective, in order to: assess the relationships between these initiatives, identify actual and possible synergies and complementarities between UNTF and UNIFEM projects, and identify possible alternative models and approaches to UNIFEM programming on VAW. Data on UNTF projects also informed the development of the 'theory of change' that captures how UNIFEM and its partners address VAW.

1.2.3 Evaluation Team

The Universalia Evaluation Team consisted of the following members:

- Anette Wenderoth – Team Leader
- Silvia Grandi – Principal Consultant
- Appolinaire Etono Ngah – Local Consultant in Cameroon
- Véronique Ilunga Baka – Local Consultant in DRC
- Monica Ruiz-Casares – Methodological Advisor
- Leela Van Balkom and Emma Mason – Research assistants

Short biographies of the key team members are provided in Appendix III.

1.2.4 Evaluation Process

The evaluation was managed by the UNIFEM CARO evaluation task manager, Mr. Cyuma Mbayiha. Data collection and analysis were carried out by the Universalia Evaluation Team in close consultation with UNIFEM.

UNIFEM also established an evaluation reference group, composed of representatives of the UNIFEM offices in DRC and Cameroon and chaired by the UNIFEM Regional Program Director (RPD), and an evaluation advisory group consisting of thematic and evaluation experts at UNIFEM HQ and regional and sub-regional levels. For a list of reference and advisory group members, please see Appendix IV. The reference group is the ultimate user and owner of the evaluation, while the advisory group acted as a consultative body and provided strategic advice during the evaluation process. Both groups were asked to review and provide feedback on key evaluation deliverables (TORs, Draft Inception Report, and Draft Evaluation Report). The provision of timely feedback was in certain cases affected by time, logistics and communication constraints.

Following the field missions and initial data analysis, the Evaluation Team shared Preliminary Findings with CARO. These were presented by the Evaluation Task Manager³ at the CARO retreat in Burundi in February 2011 and discussed by participants. Feedback was provided to the Evaluation Team, and used for the development of the Draft Report.

The Evaluation Team’s overall approach to the assignment was consultative, participatory, and utilization-focused, and was designed in alignment with United Nations Evaluation Group (UNEG) norms and standards and ethical code of conduct.⁴ It reflected and integrated the UN’s commitment to human rights and gender equality, and ensured that the rights of individuals and groups participating in the evaluation, particularly the most vulnerable, were neither violated nor knowingly endangered.

1.2.5 Data sources and methods of data collection

The evaluation used three main sources of data: people, documents, and observations during site visits.

People – More than 80 individuals were consulted for the evaluation, either in person or by telephone, Skype or email. Appendix IV lists all stakeholders from whom data were obtained.

Documents – The Evaluation Team reviewed and analyzed numerous documents, including: UNIFEM corporate, sub-regional and country level documents and reports; project and partner documents and reports; relevant evaluation reports; as well as literature on VAW and SGBV programming and research (particularly in the Central Africa Region). The list of documents reviewed during the evaluation is presented as Appendix V.

Site visits – As shown in Exhibit 1.1, the Evaluation Team conducted site visits to Cameroon and DRC. The Evaluation Task Manager accompanied the Evaluation Team in both site visits.

Exhibit 1.1 Site Visits

Country	Team Members	Dates
Cameroon (Yaoundé)	Silvia Grandi and Appolinaire Etono Ngah	22-29 January
DRC (Kinshasa and Mbandaka)	Silvia Grandi and Véronique Ilunga Baka	30 January – 6 February

Data collection methods – included document review, semi-structured face-to-face and telephone interviews, focus groups, observations during site visits, and email correspondence. At the end of each site visit the Evaluation Team conducted two working sessions, one with the UNIFEM country team and one with its key partners, to share preliminary observations emerging from the evaluation and discuss UNIFEM’s VAW theory of change and future orientations.

1.2.6 Data analysis

The Evaluation Team used descriptive, content, and comparative analyses to analyze the data for this study and to develop findings, conclusions, and recommendations.

Descriptive analysis was used to understand the context in which UNIFEM’s VAW programming at the sub-regional and country levels takes place. It further describes main programming components and strategies, human and financial resources allocated, and management structures and processes.

³ The Evaluation Team was supposed to present the Preliminary Findings, but this was not possible because of technical difficulties.

⁴ For UNEG evaluation standards, see http://www.uneval.org/papersandpubs/documentdetail.jsp?doc_id=22 .

Content analysis constituted the core of the analysis. Documents and interview notes were analyzed to identify common trends, themes, and patterns for each of the key units of analysis. Content analysis was also used to flag diverging views and opposite trends.

Comparative analysis was used to examine findings across studied countries and different programming strategies/components and to examine best practices and/or lessons learned.

Data triangulation (convergence of data from multiple sources) was used to ensure reliability of findings.

1.2.7 Basis for assessment

UNIFEM CARO does not have a full-fledged VAW program or explicit VAW strategy, but does consider VAW a thematic priority. In agreement with CARO, the Evaluation Team used UNIFEM's corporate outcomes, outputs and indicators as outlined in the CARO Strategic Plan 2008-2010 as the overarching assessment framework for this evaluation⁵. For the purpose of this evaluation, Universalialia developed and used a simplified version of the outcomes and outputs statements, adapted to the specificities of VAW programming (presented in section 3.3 as part of the reconstructed intervention logic, and in section 5 on Effectiveness).

The Reconstructed Theory of Change, developed by the Evaluation Team, complements this framework: on its basis the evaluation has conducted a 'reality check' on the extent to which UNIFEM's actual programming on VAW reflects and is aligned with the underlying theory of change. The reconstructed theory of change is presented in section 3.3.

Thirdly, UNIFEM's work on VAW in Cameroon and the DRC is composed of various **individual projects** that are implemented by various national partner organizations. Each of these projects defines its own envisaged results. In DRC, most of the reviewed initiatives belonged to one overarching Program (The Community Mobilization Program), with defined results. While the focus of the evaluation was broader, the Evaluation Team also considered the project-specific and program-specific results when assessing their respective effectiveness.

The performance of UNTF projects was not assessed as part of this evaluation, nor were the results of UNTF projects considered as contributing to UNIFEM's overall achievements at the country level.

1.2.8 Limitations

The Evaluation Team encountered some limitations in conducting this evaluation which are summarized below:

Limited data collection outside the capitals: The Evaluation Team conducted fewer consultations outside of capitals than envisaged because of logistical difficulties, and this affected its ability to interact with beneficiaries (i.e., VAW survivors). However given that UNIFEM's work mainly focuses on building partner capacities rather than providing direct support to VAW survivors, we believe that this has not significantly affected the validity of the evaluation results.

⁵ It was agreed with CARO not to use UNIFEM's corporate strategy on VAW 2008-2013 "A Life free of Violence" as the framework for assessment for the following reasons: 1) VAW is a thematic priority within UNIFEM overall programming in the sub-region. The document that directly guides programming, including in the VAW thematic area, at the sub-regional and country levels is the CARO Strategic Plan 2008-2010. It is against this document that country offices plan their activities and report their results. 2) While UNIFEM's corporate strategy on VAW provides the broad conceptual framework for UNIFEM's action on VAW, it does not contain clearly defined outcomes, outputs and indicators, thus it does not constitute a usable assessment framework. On the other hand, UNIFEM's corporate strategy on VAW was used as the basis for the development of the Reconstructed Theory of Change, presented in section 3.3.

- In DRC, the Evaluation Team was unable to visit Goma due to the unavailability of humanitarian flights, but was able to conduct most of the planned consultations over the phone from Kinshasa, with the exception of the focus group with beneficiaries.
- In Cameroon, visits to communities outside of Yaoundé were constrained by time and geography. UNIFEM-supported projects were scattered in hard-to-access localities and had been closed almost a year before, which would make it difficult to gather beneficiaries. UNIFEM and the Evaluation Team agreed that not conducting the field visits would not significantly affect the validity of the evaluation given the data collected in Yaoundé.

Data availability: Documents and reports for the initiatives reviewed were not always available for the Evaluation Team. In addition, financial information was very hard to obtain. Apparently this was because project documents and financial information are located at different levels of UNIFEM organizational structure (HQ, SRO, CO,) depending on the phase of project implementation and the size of the project. In addition, staff turnover in Cameroon and an office move in DRC made it difficult for UNIFEM to access some documents.

Data quality: Available documents varied in quality – in terms of the extent to which they explicitly outlined planned project results and/or provided information on achievements/actual results. In most cases project documents were activity-based rather than result-oriented. Most documents provided limited information on the intended and/or actual links between individual projects and UNIFEM’s corporate outcomes and outputs. These limitations were addressed, as far as possible, by complementing data in documents with data collected through interviews, focus groups and observations.

1.3 Structure of the report

This report is presented in ten chapters. Following this introduction, Chapter 2 describes the contexts for the evaluation; Chapter 3 presents the profiles and underlying logic of the initiatives reviewed; and Chapters 4, 5, 6 and 7 present evaluation findings on UNIFEM’s VAW initiatives in terms of relevance, effectiveness, efficiency, and sustainability of results. Chapter 8 discusses some key factors affecting program performance. Chapter 9 presents the conclusions of the evaluation and recommendations. The report concludes with Chapter 10 on future directions for UN Women.

Details on reviewed projects and initiatives are provided in Appendix VI, while Country Notes, highlighting key observations for the two countries under review, are provided in Appendix VII.

2. Context

2.1 Global Context of VAW

Violence against women was recognized as a major obstacle for the achievement of gender equality by the UN Convention on the Elimination of All Forms of Discrimination against Women Committee (CEDAW) in recommendation No. 12 (1989), and in the landmark UN *Declaration on the Elimination of Violence Against Women* in 1993.

While a growing number of countries have integrated these international instruments into their national legal frameworks, and have adopted national policies and plans of action on VAW, their actual implementation is lagging behind.

In the last five years, the recognized need for additional efforts to implement existing commitments, including the strengthening and enforcement of legislation, has triggered an increased commitment in the international community to combating VAW. In 2006 the Secretary-General's *In-depth study on all forms of violence against women* was a crucial contribution in this direction. Following this study, the General Assembly adopted three resolutions calling on the United Nations and member states to intensify the efforts to eliminate all forms of violence against women (GA resolutions 61/143, 62/133, and 63/155 – adopted in 2006, 2007 and 2008 respectively). Other UN resolutions followed, including Security Council Resolution (SCR) resolution 1820 in June 2008 which addressed sexual violence in conflict and post-conflict situations.

In 2008, the Secretary General launched the 2008-2015 Campaign UNiTE to End Violence against Women that calls on governments, civil society, women's organizations, men, young people, the private sector, the media, and the entire UN system to join forces in addressing the global pandemic of violence against women and girls, and to make existing

VAW and (S)GBV Terminology

Among gender advocates and organizations working on the issue there are varying views on the most appropriate terminology. While some use the terms VAW, Gender-Based Violence (GBV) and Sexual and Gender Based Violence (SGBV) interchangeably, others advocate for a more discriminating use of these terms.

VAW – The UN Declaration on the Elimination of Violence Against Women defines VAW 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.”⁶

GBV refers to violence directed against a person because of his or her gender and expectations of his or her role in a society or culture (for example, the relationship between the subordinate status of women in society and their increased vulnerability to violence). Women and girls, but also men and boys, may be victims. Sexual aggression is one particular form in which GBV violence manifests itself.

SGBV –The term SGBV, according to some, offers a more encompassing definition of violence and hatred phenomena that can affect all human beings on the basis not only of their gender but also of their sex. However, some gender specialist argue that the term SGBV is not ideal as it suggests that sexual violence is not a form of gender-based violence and that gender-based violence excludes sexual violence.

The UN Trust Fund in Support of Actions to Eliminate Violence against Women (UNTF) was established by UN General Assembly resolution 50/166 in 1996 and has been administered by UNIFEM on behalf of the UN system. The UN Trust Fund is the only multilateral grant-making mechanism exclusively devoted to supporting local and national efforts to end violence against women and girls. Since it began operations 1997, the UN Trust Fund has delivered more than US\$60 million to 317 initiatives in 124 countries and territories. Grant-making focuses on supporting the implementation of existing laws, policies and action plans that address violence against women and girls.

Source:

http://www.unifem.org/gender_issues/violence_against_women/trust_fund.php

⁶ General Assembly Resolution 48/104 Declaration on the Elimination of Violence against Women, 1993

commitments a reality by 2015 (the target date for achieving the Millennium Development Goals).

In 2009, a framework for action was prepared for the UN Secretary-General's UNiTE to End Violence against Women Campaign, launching a drive to raise an annual US \$100 million for the UN Trust Fund to End Violence Against Women by 2015.

Despite these positive developments considerable work remains to be done to address and eradicate the complex causes underlying VAW.

2.2 Sub-regional and Country Contexts

Sub-regional context

The Central Africa sub-region is defined by conflict, crisis, post-conflict recovery and reconstruction, and most countries are at different stages – ranging from conflict (e.g., Chad) to transition (e.g., DRC), and post-conflict reconstruction (e.g., Rwanda), while only a few enjoy relative stability (e.g., Cameroon).

VAW is a persistent threat to women's human rights across Central Africa and is frequently combined with insecurity resulting from continued conflict and rising levels of crime. Yet even in relatively stable environments, VAW persists, often due to customs and cultural beliefs that promote unfavourable perceptions of and attitudes towards women.

A number of governments in the Central Africa sub-region have adopted national policies and laws related to VAW and GBV (a 2006 law revision in the DRC, a GBV bill passed by parliament in Rwanda, and a review of the penal code in Burundi). At the regional level, the International Conference on the Great Lakes Region (ICGLR) adopted the Pact on Security, Stability and Development (Dec 2006) with an attendant Protocol on the Prevention and Suppression of Sexual Violence against Women and Children.

However, the implementation and enforcement of these commitments remain challenging. The key challenges lie in: continued instability and the climate of impunity that accompanies it; strongly rooted cultural norms and traditions that prejudice gender equality and women human rights; and inadequate political will, weak or absent mechanisms for implementation and accountability, minimal options for stakeholder participation and influence, and very limited capacities and resources for gender advocates.

National Contexts

Cameroon and the Democratic Republic of Congo, while in the same sub-region, constitute very distinctive and different environments for UNIFEM's work on preventing, reducing and eliminating the incidence of VAW.

Cameroon, with an estimated population of slightly over 18 million, is one of the few stable countries in Central Africa, yet has significant poverty challenges, and is highly diverse in terms of cultural, linguistic and religious point of view, with more than 250 ethnic groups. Therefore, there is a broad range of cultural practices that regulate social life and affect lives of women and girls, particularly in the areas of sexual and reproductive health, marriage and inheritance. Despite the ratification of CEDAW and the Maputo Protocol,⁷ discriminatory social customs and practices, low social status, and stereotyped attitudes towards women prevail.

Studies conducted on VAW in Cameroon have revealed that the large majority of acts of VAW spring from cultural practices that are accepted as part of the morality of the community.⁸ Therefore, manifestations of violence emanating from the traditional belief system tend to be perceived as legitimate, are rarely

⁷ Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa

⁸ Cameroon Report on VAW, A report to the Committee against Torture, 2003

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questioned, and usually not reported as abuses. Among the most common harmful traditional practices are son preference and its implications on the status of girls, early marriage and pregnancy, practices that prevent women from controlling their own fertility such as female genital mutilation/cutting (FGM/C), and widowhood rites. These practices are particularly prevalent in the north, northwest and southwest regions. Also, domestic violence is widespread.

French civil law and common law regimes coexist with customary laws in Cameroon. Customary laws vary depending on the ethnicity of the parties involved and the region. Although the Supreme Court has ruled on the primacy of contemporary law over traditional law, there is a broad persistence of customary law rulings. Abuses of women's human rights are often compounded by customary laws.

In Cameroon there is no holistic approach to the prevention and elimination of the various forms of violence against women and girls, in particular female genital mutilation and domestic violence. There is no legal framework that specifically addresses VAW; and there is insufficient knowledge and use of ratified international instruments by law officers. A major problem in Cameroon is the limited implementation (and even non application in some cases) of the provisions within the ratified legal instruments. This problem is compounded by some discriminatory elements in some of the national legal instruments. Where laws are non-discriminatory towards women, high levels of ignorance and illiteracy make it difficult for women to assert and defend their rights.

According to consulted stakeholders, awareness and mobilization against SGBV are gaining momentum in Cameroon, although they remain relatively new. It appears that discussing VAW is becoming less of a taboo in the public discourse, and that the media are addressing the issue more frequently. There is an emerging political will to address VAW, in particular FGM, as demonstrated by the engagement of the Ministère de la Promotion de la Femme et de la Famille (MINPROFF) on this issue. However its capacities, resources and governmental clout remain very limited. Another challenge is the limited availability of recent and comprehensive data on VAW in the country.

The **Democratic Republic of Congo (DRC)** is the third largest country on the African continent with an estimated 60 million inhabitants. While the country is rich in natural resources (mineral, water and forests), its population is one of the poorest in the world. For most of its independent life, the DRC has been defined by conflict and instability and it was only in 2002 that peace accords were signed bringing an end to open hostilities. In 2005, the first democratic elections were held. Despite the Actes d'Engagement (Commitment pledge) signed at the end of the Kivu's conference in Goma on 23 January 2008, human rights violations, impunity, and destabilizing militia operations continue to mark eastern DRC. Poverty, war and unrest have resulted in all kinds of violence against women on a widespread and alarming scale. Sexual violence against women and girls remains one of the most horrifying and devastating aspects of the armed conflict. SGBV is more acute in Eastern DRC, the most unstable and violent part of the DRC in recent years, but the problem affects the whole country. VAW is rooted in traditionally unequal gender relationships and cultural norms that tend to objectify women. In addition, because of a climate of impunity, VAW is increasingly widespread among civilians. The stigmatization and exclusion of SGBV survivors by their communities is also a very serious problem. There is evidence that the HIV-AIDS pandemic has been spreading and becoming more feminized in correlation to the high incidence of VAW.

DRC presents a very challenging environment for international agencies. Different regions face very diverse conditions, from open-conflict to stability, and accessibility to large parts of the country depends on constantly shifting levels of security and stability. This situation makes longer term planning and implementation difficult, and requires flexibility and ad-hoc responses.

In recent years there has been strong international commitment to fight SGBV in DRC, in particular in the conflict, post-conflict and stabilization context. International stakeholders fully realized the gravity of the SGBV phenomenon in DRC in 2003, following a joint UN assessment mission on VAW in the Kivu provinces (East DRC). A joint initiative to fight VAW in Eastern DRC was subsequently launched for the

period 2003-2008 to respond in a coordinated manner to the needs of SGBV survivors. UNIFEM took part in this initiative.

In 2008, building on this experience, the Office of the UN Senior Adviser and Coordinator for Sexual Violence, in consultation with relevant UN agencies and MONUC (Mission de l'Organisation de Nations Unies en République Démocratique du Congo) sections, developed a UN-wide *Comprehensive Strategy on Combating Sexual Violence in the DRC*, providing a common framework for action for all those working to combat sexual violence in DRC (see sidebar). The Comprehensive Strategy was officially endorsed by the Government of the DRC on 1 April 2009 and was then integrated into the Government's National Strategy against Gender Based Violence as a priority action plan for addressing sexual violence in the East. This was developed by the Ministry of Gender, Family and Children (commonly referred to as MINGE), with the support of several UN agencies, and launched in Kinshasa on 25-26 November.

The Comprehensive Strategy is made up of 5 components, each led by a specialist UN agency:

- Protection and prevention (UNHCR)
- Ending impunity for perpetrators (Joint Human Rights Office - MONUC/OHCHR)
- Security sector reform (MONUC SSR)
- Assistance for victims of sexual violence (UNICEF)
- Data and mapping (UNFPA)

A pooled fund within the Stabilization and Reconstruction Plan in Eastern Congo (STAREC) funding facility was established to implement the strategy. Coordination structures were set up at the national and provincial levels for each component. At present Norway, Belgium, and the Netherlands have contributed to the pooled fund.

A number of UN agencies have built strong leadership to combat VAW in the country, in most cases coupled with substantial human and financial resources deployed at the field level. This has been the case for UNFPA, UNICEF, UNHCR, UNDP, and MONUC/MONUSCO. This situation has left smaller agencies, such as UNIFEM, with a lesser role to play. Despite evident efforts, including the comprehensive strategy, overall coordination and communication among UN agencies remains challenging. This appears to be due in part to agency interpretation of respective mandates and roles and to a certain degree of territoriality.

The increased international attention to sexual violence in DRC has led to a substantial increase of funding, accompanied by high media attention, particularly in the East. According to all consulted stakeholders, this has led to an increasing number of actors, including UN agencies, international and local civil society organizations (CSOs), wanting to work in the VAW sector, without always having the needed technical expertise. This has also made coordination more complicated. Finally, despite significant funding and programming attention, there are few comprehensive studies or evaluations of VAW and the best ways to address it.

In this context, the government of DRC, in particular the Ministry of Gender (MINGE), has been showing increasing leadership and commitment to addressing VAW, for example through the development and adoption of the National Strategy against Gender Based Violence and a law on VAW that was introduced in 2006. However the capacities and resources of this Ministry remain limited, while other, more powerful, parts of the government do not always appear to be consistently and genuinely committed to fighting VAW.

2.3 UNIFEM Context

UNIFEM has a strong record of working to end violence against women, which is part of its mandate in advancing women's empowerment and gender equality. At the global level, "reducing the prevalence of

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VAW” constitutes one of UNIFEM’s key thematic areas of work, as outlined in UNIFEM Strategic Plan 2008-2011. UNIFEM has also adopted a corporate thematic strategy on VAW (*A Life Free of Violence: Unleashing the Power of Women’s Empowerment and Gender Equality*) for the period 2008-2013. To contribute to UN Secretary-General Ban Ki-moon’s campaign *UNiTE to End Violence against Women*, UNIFEM launched in November 2009, *Say NO To Violence Against Women*, a global call for action on ending violence against women and girls through social mobilization. UNIFEM has also been the administrator, on behalf of the UN System, of the UN Trust Fund in Support of Actions to Eliminate Violence Against Women, since its establishment by the General Assembly in 1995.

In the Central Africa sub-region, UNIFEM began working on VAW in 2004 through initiatives at local, national, and sub-regional levels. Efforts have included awareness raising and networking, capacity building of rights holders and duty bearers, advocacy, as well as action-oriented research. Consultations with UNIFEM staff and a review of sub-regional and country level strategies indicate that SGBV has become a more pronounced focus since 2008. The UNIFEM CARO 2008-2010 sub-regional strategy identifies the prevention and elimination of SGBV as its main focus area (see sidebar). However, UNIFEM’s SGBV programming varies among countries in terms of length and depth of involvement, with the strongest experiences in Rwanda and Burundi, and to a lesser extent DRC. During the period under review, Rwanda became a centre of excellence for UNIFEM’s VAW programming in the sub-region, in particular in relation to the engagement of police and security forces in the fight against SGBV and the creation of One-Stop Centres for survivors.

UNIFEM CARO Vision and Mission: “UNIFEM CARO’s programmatic and advocacy focus aims at ground-breaking initiatives in promoting and institutionalizing effective and sustainable prevention and response measures to SGBV in the region including those that address root causes and consequences of SGBV such as vulnerability, exclusion, HIV & AIDS and feminized poverty.” (Sub Regional Strategic Plan 2008-2010)

The countries covered by the UNIFEM CARO are Burundi, Cameroon, Central Africa Republic (CAR), Chad, Democratic Republic of Congo (DRC), Equatorial Guinea, Gabon, Republic of Congo (RC), and Rwanda. UNIFEM offices are present in Burundi, Cameroon, CAR, DRC, and Rwanda.

In both DRC and Cameroon, UNIFEM has had limited and relatively recent country presence. UNIFEM Cameroon was created in 2004 as a project office, and became a full country office only in 2008. UNIFEM established its presence in the DRC in July 2003, as a liaison office, with very limited professional staff (1 or 2). DRC became a country office, with an international staff at its head, in 2008. In both countries, staff and resources remain very limited.

In October 2009, following several years of intense debate and advocacy within and outside the UN, the UN General Assembly decided to form a consolidated and high level gender entity (through resolution 63/311). In July 2010, the Secretary General announced the creation of this new entity known as UN Women that merged four existing entities.⁹ UN Women has been in operation since January 2011 and was officially launched on 24 February 2011.

The ongoing transition from UNIFEM to UN Women has created high expectations about UNIFEM’s future role and resources at the global, sub-regional, and country levels. However, there are still many unanswered questions and some confusion, especially at the country level.

⁹ Division for the Advancement of Women (DAW), the International Research and Training Institute for the Advancement of Women (INSTRAW), the Office of the Special Adviser on Gender Issues and Advancement of Women (OSAGI), and the United Nations Development Fund for Women (UNIFEM).

3. Profile and Logic of Projects/Initiatives Reviewed

3.1 Introduction

The Evaluation Team reviewed eight initiatives in Cameroon, all funded with UNIFEM core resources and with a total value of \$160,000,¹⁰ and eight initiatives in DRC, one funded with UNIFEM core resources¹¹ and the other seven funded by the Swedish International Development Cooperation Agency (SIDA) as part of the Community Mobilization to Prevent Violence Against Women in DRC program (almost \$380,000).

In addition, the evaluation took into account five UNTF-funded projects, three in Cameroon and two in DRC.

3.2 Profiles of Projects/Initiatives Reviewed

Cameroon

UNIFEM Cameroon's work on VAW is relatively new: until 2008, the Cameroon office focused on economic empowerment and supported only a very limited number of initiatives to fight VAW. SGBV became an explicit priority in 2008 and since then UNIFEM Cameroon has increasingly worked on VAW, focusing on two key aspects: 1) strengthening the legal framework and the formal and informal justice systems to fight against SGBV; and 2) VAW prevention, in particular in relation to traditional harmful practices such as FGM, early marriage, widowhood rites, and domestic violence. Key strategies employed were advocacy, sensitization, awareness raising and mobilization at the community level (e.g., of traditional leaders and genital mutilators).

Partners – UNIFEM's partners in Cameroon, as far as VAW is concerned, have been the Ministère de la Promotion de la Femme et de la Famille (MINPROFF), le Ministère de la Justice (MINJUST), and several local civil society organizations (CSOs).

Activities – UNIFEM Cameroon has lobbied and provided technical and financial support for the revision of the Cameroon Family Code and the development of a law on VAW. UNIFEM's work with the MINPROFF has included the support for a variety of initiatives, including: popularization and sensitization campaigns on Women Human Rights (WHR) and the legal provisions (including CEDAW) defending them; the production of the CEDAW report; the organization of the 16 Days of Activism against Gender Violence; and a sensitization, information and capacity development campaign for female genital mutilators to encourage them to abandon the practice. UNIFEM has further supported local NGOs in sensitization activities for rights holders and duty bearers (including formal and informal justice systems) on WHR, GBV and CEDAW; the development of the CEDAW shadow report; strengthening the informal justice system, in particular in the northwest and southwest regions, to fight against traditional harmful practices and other forms of GBV; empowering female genital mutilators to abandon their practice. With UNIFEM's assistance, the MINJUST has organized training on CEDAW and its applications for magistrates. UNIFEM has also played an active role in mechanisms such as the UN Gender Group, pushing

¹⁰ One initiative, the GBV Training Manual, was not reviewed by the Evaluation Team, because no data was available on it. It was funded in 2009-2010 with core resources for a value of \$50,000. Considering this initiative the total value of UNIFEM Cameroon VAW initiatives is \$210,00 (which corresponds to 36% of its core resources for the period 2008-2010).

¹¹ The value of this initiative was not shared with the Evaluation Team.

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for UN coordinated initiatives to fight VAW in Cameroon, including joint initiatives for the 16 Days of Activism.

Funding – VAW activities in Cameroon were funded with UNIFEM’s core funds. With the exception of the MINPROFF, which received a contribution of approximately \$85,000, contributions were relatively small, from \$5,000 to \$35,000 for periods under one year.

UNTF Projects – During the period under review, two UNTF projects were implemented in Cameroon. One was executed by the international NGO International Medical Corps, and provided medical support for GBV survivors amongst Central African Republic refugees in Eastern Cameroon. The other project was initially implemented by the international NGO ActionAid, to tackle violence against girls in five districts of North Cameroon through strengthening of provincial and school authorities and advocacy for implementation of special education policies for girls. Following the sudden closure of ActionAid offices in Cameroon in 2009, the project was handed over to the NGO Plan Cameroon, which is now starting implementation. The UNTF projects reviewed had substantially larger budgets (\$700,000 and \$590,000 respectively) than UNIFEM’s VAW initiatives in Cameroon. A third UNTF project, by the Cameroonian NGO CHRAPA, was implemented in 2007, but completed in 2008, with UNIFEM support. For this reason it has been included in our review.

DRC

UNIFEM DRC started working on VAW in 2003. Between 2003 and 2008, in a conflict and post-conflict context, UNIFEM’s work on VAW focused on two aspects: fight against impunity, and multi-sector, holistic and integrated response and assistance for SGBV survivors through the Multipurpose Centres Initiative (Centres Multifonctionnels).

Activities and Funding

UNIFEM’s support to the Multipurpose Centre Initiative began in 2004, and continued in 2005-2006 with funding from SIDA, creating and supporting centres in four provinces (Maniema, Equateur, Orientale and South Kivu). These centres provided psychosocial support, referral services to medical care and legal advice to survivors of sexual violence, as well as training in human rights and livelihood skills.

Building on this experience, UNIFEM launched the Community Mobilization to Prevent Violence Against Women in DRC program in December 2008, with new funding from SIDA. This program, with a planned budget of \$400,000¹², was implemented between December 2008 and August 2010 in the provinces of Maniema, Equateur, Orientale, and North and South Kivu. The project’s main objective was to ensure that targeted communities become responsible for the prevention of SGBV cases and the protection of the rights of women affected by SGBV and their families. The project worked towards building community awareness and capacity to respond to sexual violence and also aimed to strengthen and consolidate the previously established Multipurpose Empowerment Centres. This program was implemented through seven sub-projects by national and international CSOs. Contributions ranged from \$30,000 to \$75,000 and their duration between 3 and 8 months.

In the period under review, UNIFEM DRC also participated in the development of the *National Strategy on Combating Sexual and Gender Based Violence* in the DRC, providing technical and financial support to the Ministry of Gender (MINGE) and advocated for its adoption by the Government of DRC in October 2009. UNIFEM further supported the MINGE in the development of the Security Council resolution 1325 Action Plan and for the revision of the Family Law. These initiatives were carried out using UNIFEM’s core resources.

¹²Of this only \$376,884 were received by UNIFEM

UNTF Projects – Two UNTF projects were also implemented in DRC during the review period. One project, implemented by the Congolese NGO RENADEF in five provinces, addressed the related pandemics of SGBV and HIV/AIDS, by mobilizing and strengthening the targeted communities' capacities to provide holistic response and support for SGBV survivors and women affected by HIV/AIDS. The second project, implemented by the Congolese NGO, SOFEPADI, focused on fighting impunity of VAW crimes and increasing VAW survivors access to justice in the Ituri District in the North Kivu province, by sensitizing and mobilizing local authorities, the security sector, and the communities at large and putting in place mobile courts, closer to the communities, to deal with SGBV cases. UNTF projects were larger (\$150,000 and \$ 200,000) than the initiatives supported by UNIFEM. Details on projects and initiatives reviewed are presented in Appendix VI.

3.3 Theory of Change and Intervention Logic

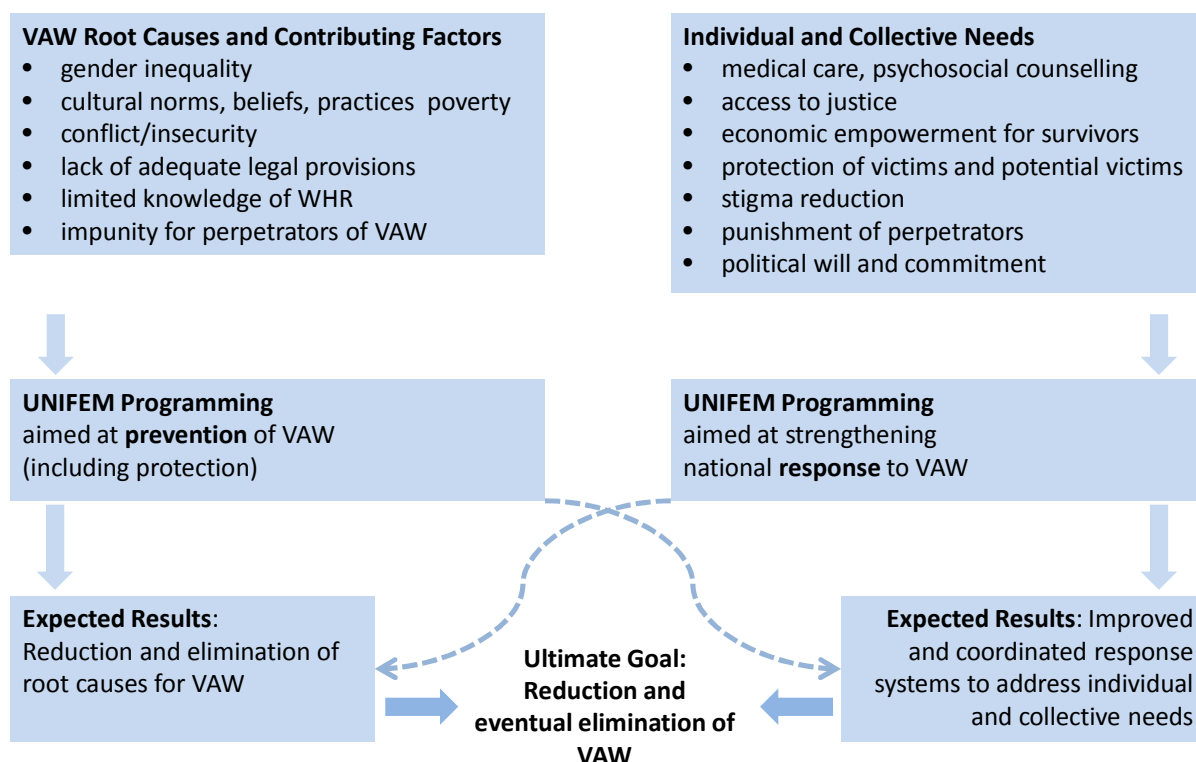
UNIFEM CARO, UNIFEM DRC, and UNIFEM Cameroon have not yet developed an explicit theory of change or intervention logic for their work on VAW. However, our document analysis and interviews indicate that UNIFEM staff members share a set of core assumptions and beliefs that constitute an implicit theory of change and intervention logic for UNIFEM’s work on VAW/SGBV.

The reconstructed theory of change shown in Exhibit 3.1 was developed to illustrate the broad conceptual framework underlying UNIFEM’s work on VAW in the CARO sub-region. It was developed by the Evaluation Team on the basis of UNIFEM’s strategic documents (in particular UNIFEM’s Corporate Strategy on VAW) and was subsequently revised and validated through discussions with evaluation stakeholders and two working sessions with UNIFEM staff and partners at the end of the field missions in Cameroon and DRC.

The suggested theory of change illustrates UNIFEM’s two-tier approach – to prevention of VAW and response to VAW. The two tiers are not isolated – there are (and should be) areas where UNIFEM’s programming in one tier contributes to results in the other tier. For example, some UNIFEM programming aimed at strengthening national response to VAW (such as enforcement of laws) may also contribute to the prevention of VAW by addressing some of the factors contributing to VAW (such as impunity) and thus contribute to the reduction and elimination of VAW (by punishing perpetrators).

Exhibit 3.1 Reconstructed Theory of Change

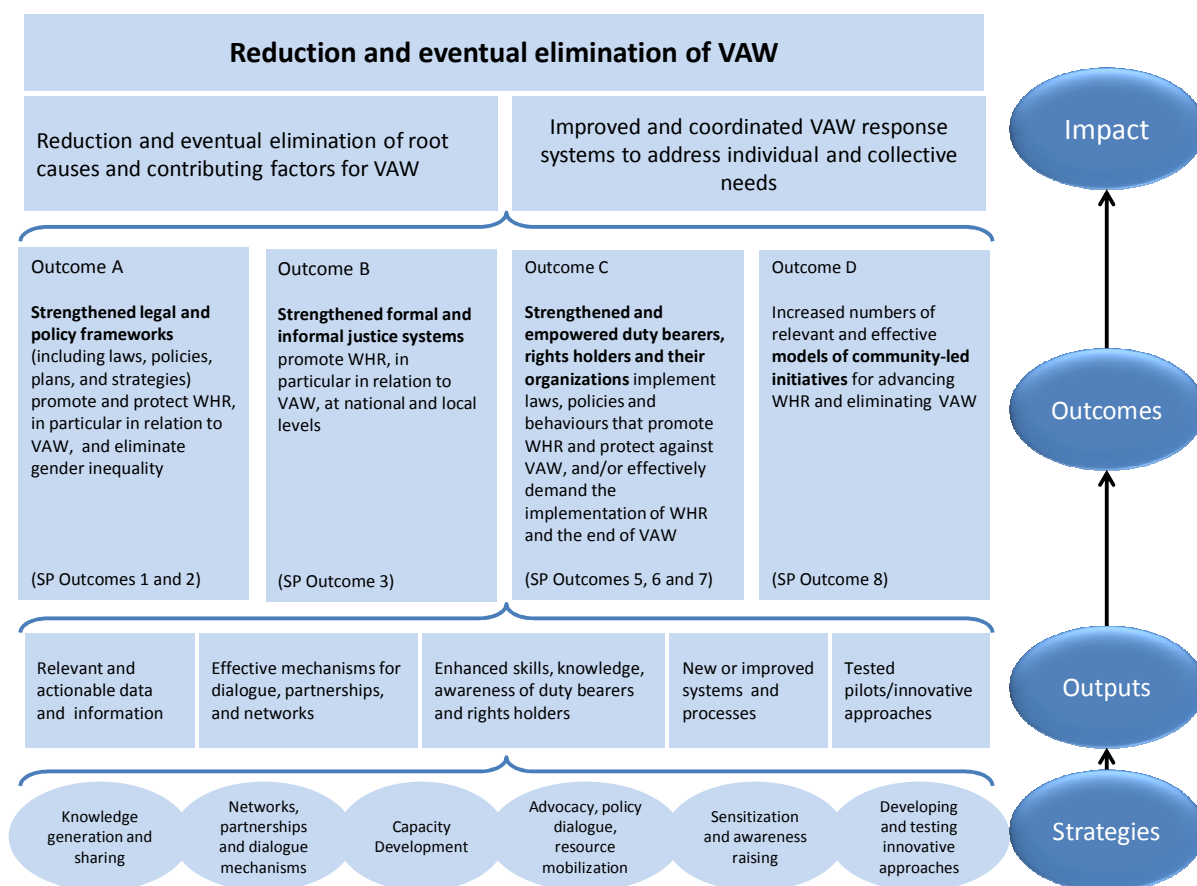
UNIFEM Theory of Change - a Two-Tier Approach to Ending VAW



Intervention logic

To understand how UNIFEM has applied the implicit theory of change presented above, the Evaluation Team developed the intervention logic presented in Exhibit 3.2 below through document review and consultations with UNIFEM staff. The logic, based mainly on the expected outcomes and outputs in the CARO Strategic Plan (SP) 2008-2010, outlines the expected results of UNIFEM’s interventions on VAW/SGBV in the long term (impact), medium term (outcomes), and short term (outputs), and the strategies envisaged to achieve them. At the output level, the proposed logic summarizes the types of results expected (more details are provided in section 5 on effectiveness). As programming strategies were not explicit in the CARO SP, the Evaluation Team borrowed from UNIFEM’s corporate VAW strategy and complemented it with UNIFEM staff views and project documents, to identify the types of programming strategies that have been utilized by UNIFEM in Cameroon and DRC. As agreed with UNIFEM, the proposed logic also constitutes the overall framework used as the basis for assessment in this evaluation.

Exhibit 3.2 Reconstructed Intervention Logic



4. Relevance

Finding 1: UNIFEM's initiatives to end VAW in DRC and Cameroon are aligned with the broad objectives outlined in national and regional commitments in relation to VAW, and with some specific priorities outlined at national and regional levels.

In Cameroon, there are no specific strategies or policy frameworks spelling out the Government's overall priorities in addressing VAW. UNIFEM's work has been aligned with the MINPROFF priorities relating to VAW, as spelled out in its Annual Feuille de Route,¹³ in particular in relation to the eradication of FGM (through training of female genital mutilators regarding other sources of revenue, and campaigns to raise awareness), and with the new human rights orientation of the Ministry of Justice (by supporting training of magistrates on WHR and CEDAW). UNIFEM has supported the Government of Cameroon's commitment to CEDAW implementation by assisting the MINPROFF in CEDAW reporting.

In DRC, UNIFEM's initiatives overall have been relevant to the broad objectives of the UN Comprehensive Strategy on Combating Sexual Violence in the DRC, the DRC's National Strategy against Gender Based Violence, and the ICGLR Protocol on the Prevention and Suppression of Sexual Violence against Women and Children.

- The ICGLR Protocol condemns SGBV and its objectives are oriented towards prevention and response (e.g., providing protection for women and children, establishing a legal framework to manage sexual and gender-based crimes, and creating mechanisms to support survivors).
- The overall objectives of the National Strategy (and of the Comprehensive Strategy) are to contribute to the prevention and reduction of SGBV and improve care for victims and survivors. The National Strategy also stresses the importance of increased community awareness and understanding of SGBV and multi-sectoral care for survivors.

UNIFEM has not implemented any initiative that was not aligned with regional and national priorities. Despite the overall relevance of UNIFEM's programming activities in relation to the national and regional strategies, several priority areas remain un-addressed or under-addressed, in particular in relation to VAW prevention.

- Of the five components identified by the National Strategy,¹⁴ UNIFEM's initiatives in the DRC have focused mainly, through the Community Mobilization Program, on assistance for victims of sexual violence, to some extent on protection and prevention, and to a very limited extent on ending impunity for perpetrators.
- Both the ICGLR protocol and the National Strategy emphasize the importance of gathering and utilizing data effectively, which has yet to be addressed by UNIFEM's activities in DRC.
- The National Strategy also calls for support for reforms to the justice system and army, police and security forces, an area in which UNIFEM DRC has not worked yet.

¹³ In the Feuille de Route du Ministère de la Promotion de la Femme et de La Famille pour l'Annee 2010, one of the MINPROFF objectives was to intensify the fight against female genital mutilation. Identified strategies to do so included the training of current female genital mutilators regarding other sources of revenue and campaigns to raise awareness.

¹⁴ Re-enforcement of the application of the law and the fight against impunity; Prevention and protection; Support reforms within the justice system, the army, police and security forces; Respond to needs of victims and provide them with multi-sectoral assistance; Management of data and information

Given the very broad scope of national and regional strategies, few if any agencies are able to address all national/regional priorities in their programming. Most agencies can only address selected issues, depending on their area of specialization, comparative advantage, and existing opportunities. In the case of UNIFEM, however, it is not clear what criteria it used to select the priorities that it has addressed.

Finding 2: Overall UNIFEM's initiatives on VAW in DRC and Cameroon respond to identified needs at the country and local level. However, some stakeholders in DRC questioned UNIFEM's focus on the eastern DRC, given that other parts of the country also seem to have significant needs but less support for combatting VAW.

In both Cameroon and DRC, consulted stakeholders (government partners, CSOs, targeted communities, and survivors) agreed that UNIFEM's initiatives responded to important perceived needs at the country level, but that the limited size and scope of these initiatives often made them a drop in the bucket.

In Cameroon, UNIFEM's focus on eradicating THP, through information and sensitization of vast populations and the mobilization of traditional leaders, was very relevant to country needs (see context section). Similarly, the focus on strengthening the knowledge on CEDAW and WHR within the formal justice system was relevant to needs: the vast majority of magistrates trained on CEDAW by MINJUST with UNIFEM's support admitted that they had never heard about CEDAW before the training.

In DRC, UNIFEM staff noted that the selection of communities for the establishment of Multipurpose Centres met identified needs¹⁵ but that their geographic location in remote and difficult to access areas created some serious challenges in programming (see section 8.4). Some consulted stakeholders also questioned the relevance of UNIFEM's focus on the eastern part of the country given the number of other players already working on VAW initiatives there, many of whom were able to allocate significantly larger resources to this issue than UNIFEM. According to consulted stakeholders, the eastern DRC is facing a saturation of VAW funding and programming, while other areas of the country are not receiving sufficient attention, despite crying needs.

Finding 3: UNIFEM's work in Cameroon and DRC has been relevant to UNIFEM's corporate and sub-regional goal of reducing the prevalence of VAW. Programming efforts in each country have been partially aligned with UNIFEM's intention to address VAW prevention and response simultaneously.

Programming efforts in Cameroon and DRC have been relevant to UNIFEM's overarching goals and priorities at corporate and sub-regional levels as outlined in the UNIFEM Strategic Plan (2008-11), UNIFEM's corporate VAW strategy (2008-13), and the CARO Sub-Regional SP 2008-11.

However, while UNIFEM's corporate approach aims at encompassing both VAW prevention and response, Cameroon and DRC programming have each focused primarily on only one of these dimensions.

¹⁵ UNIFEM's selection criteria were 1) very high prevalence of VAW, 2) absence of other UN agencies or internationally supported initiatives in the specific communities.

UNIFEM and its partners in both countries recognize the need for a comprehensive approach to VAW, encompassing both prevention and response, but the different national contexts and existing entry points have led to different foci for their VAW work.

In DRC, the main focus has been on the response side, while Cameroon has focused more on prevention (e.g., eradicating traditional harmful practices and sensitizing stakeholders) and only limitedly on response (mainly work done with the justice system). The implicit strategic priorities in Cameroon and DRC are outlined in the sidebar.

Cameroon's implicit strategic priorities for VAW

- Strengthening the legal framework (i.e. laws on VAW and WHR)
- Strengthening/supporting the implementation of the existing legal framework (in particular by strengthening the formal and informal justice systems)
- Strengthening awareness of WHR and VAW among rights holders (women and girls) and duty bearers (men, political and traditional authorities, legal community), in particular in relation to traditional harmful practices (THP) and domestic violence
- Coordinating with other UN agencies and development partners

DRC's implicit strategic priorities for VAW

- Strengthening legal and policy framework
- Community mobilization to respond to and protect women from VAW
- Multi-sector holistic and integrated response for survivors in targeted communities (psychosocial, medical, legal, and economic)

5. Effectiveness

5.1 Progress towards Results

This section presents an analysis of the extent to which UNIFEM in DRC and Cameroon has achieved its expected outputs and contributed to envisaged outcomes as shown in the reconstructed intervention logic presented in section 3.3.

Finding 4: In both DRC and Cameroon there is evidence of short-term results at the project level but limited evidence that these contributed to higher level or longer term results.

In both Cameroon and DRC, UNIFEM supported studies, training, information and sensitization campaigns and materials, and networks, dialogue and coordination mechanisms. Several results at the output level were achieved by the reviewed initiatives supported by UNIFEM. However, it is difficult to assess the extent to which outputs contributed to UNIFEM's envisaged outcomes as in most cases these were small-scale, short-term initiatives that were dispersed geographically, and synergies across interventions were not pursued. Monitoring and follow up presented a challenge for both UNIFEM and its partners, as there were no systems or resources to ensure follow up, establish credible baselines, or measure the effects of initiatives on targeted communities. For this reason it has been difficult for UNIFEM-supported initiatives to contribute to institutional and behavioural changes (outcomes) that go beyond their immediate results (outputs).

During the field mission, consulted stakeholders and partners had varying levels of awareness and appreciation of UNIFEM's work on VAW, which seemed to be less visible than its work in areas such as Gender Responsive Budgeting (GRB) and gender mainstreaming. These issues will be further explored in the following sections.

Outcome A: Strengthened legal and policy frameworks

Finding 5: In the DRC, UNIFEM has contributed to strengthening the policy framework for addressing VAW, while in Cameroon, despite UNIFEM's consistent efforts, improvements in the legal framework have been less than hoped for.

In DRC, UNIFEM contributed to the development and adoption of the *National Strategy to Combat Gender-based Violence*¹⁶ by providing technical and financial support to MINGE in 2008 and by supporting advocacy efforts for its adoption by the government in October 2009. UNIFEM worked jointly with UNDP and UNFPA on this initiative, under the lead of the UN Special Representative Office and within the framework of a broader Letter of Agreement for institutional support between UNIFEM and the MINGE. UNIFEM

Outcome A: Strengthened legal and policy frameworks (including laws, policies, plans, and strategies) promote and protect WHR, in particular in relation to VAW, and eliminate gender inequality

Output: A relevant body of knowledge on how to develop legal and policy frameworks (including laws, policies, plans, and strategies) that promote and protect WHR, in particular in relation to VAW, is developed and accessible

Output: Effective mechanisms exist for dialogue between government actors and gender equality advocates on how to develop legal and policy frameworks that promote and protect WHR, in particular in relation to VAW, and during planning processes

¹⁶ The DRC's *National Strategy to Combat Gender-based Violence* includes the *UN Comprehensive Strategy on Combating Sexual Violence in the Democratic Republic of Congo*, which is a common framework and platform for action for all those combating sexual violence in DRC in line with Security Council resolutions.

also provided institutional support to the Ministry of Gender to develop the SCR 1325 Action Plan, and Family Code (with other UN agencies).

In Cameroon, consulted stakeholders noted UNIFEM's role in putting the reform of the Family Law and the law on VAW back on the public agenda. After several years of stagnation, the discussion was re-opened between 2008 and 2010 through the advocacy and mobilization of various stakeholders. UNIFEM contributed by lobbying the government, providing technical and financial support for revision workshops, and supporting civil society involvement in lobbying and the revision process. Consulted stakeholders reported increased awareness of relevant ministries and among gender advocates, increased media coverage, as well as the creation of mechanisms for dialogue, such as multi-stakeholder review workshops.

However, these efforts have not yet led to any legislative changes. The Ministry of Justice, which is responsible for drafting laws, decided to include the substance of the proposed VAW law in the reformed Penal Code and the contents of the Family Law in the new Cameroonian Civil Code. The drafting process of these two crucial codes is expected to be completed in 2011, when the political process for their validation and adoption will begin. These processes are expected to be very long and complex.

Outcome B: Strengthened formal and informal justice systems

Finding 6: In strengthening formal and informal justice systems to promote WHR, UNIFEM has contributed to some short-term output level results, particularly in Cameroon. In DRC, recent UNIFEM programming had a limited focus on this area.

Strengthening formal and informal justice systems to combat VAW has been a key focus of UNIFEM's work in **Cameroon**. While several punctual and short-term results in this direction are documented, the limited scope, duration and coherence/synergy of UNIFEM's supported initiatives limit their contribution to broader changes at the national level.

In Cameroon, UNIFEM contributed to strengthening knowledge and awareness of CEDAW and its application as a legal instrument to fight VAW within the legal

Outcome B: Strengthened formal and informal justice systems promote WHR, in particular in relation to VAW, at national and local levels

Output: A relevant body of knowledge on strategies on how to interact with informal justice systems to promote and protect WHR is developed and globally accessible

Output: Increased availability of legal assistance for women to help them access formal and informal justice systems

Output: Judges/decision makers in formal or informal justice systems have increased knowledge of national commitments to WHR

community and to some extent in the broader population. With UNIFEM support, ACAFEJ sensitized its members and representatives of the legal community on CEDAW and its applications; according to consulted stakeholders, this resulted in increased demands for information on CEDAW being addressed to UNIFEM and ACAFEJ. With UNIFEM's support, the Ministry of Justice trained 30 magistrates on CEDAW, and subsequently delivered training for 60 additional magistrates. Participant evaluations showed that the vast majority of the magistrates had never heard of CEDAW before and the training increased their knowledge. While this is an encouraging result, the training to date has reached only 90 of the 1,000 magistrates and there are no plans to institutionalize the training. At the time of writing, there was no information available on the extent to which trained magistrates are using their new knowledge or on how the justice system has been affected. However, this situation may change as ACAFEJ is conducting a study on the application of CEDAW in rulings on VAW in Cameroon, in particular by trained magistrates.

There is no documented evidence that UNIFEM initiatives have increased the availability of legal assistance for women, but several consulted stakeholders mentioned that the initiatives of UNIFEM and its

partners (MINPROFF, ACAFEJ, ALVF) have strengthened women's knowledge of their rights, legal provisions (including CEDAW), and how to access justice.

An important focus of UNIFEM's work on VAW in Cameroon has been on strengthening the informal justice system to better promote and protect women's rights, particularly as concerns traditional harmful practices (THP) and other forms of SGBV. Following a successful UNTF project implemented by the NGO CHRAPA in the northwest and southwest regions in 2007, UNIFEM continued supporting initiatives in those regions aimed at increasing traditional leaders' awareness and knowledge of WHR, VAW and THP as well as their commitment to act as agents of change in their communities.¹⁷ Consulted stakeholders reported some positive changes triggered by these interventions in terms of increased engagement of traditional leaders to fight against VAW in the northwest and southwest regions. Also, according to UNIFEM, as a result of these initiatives women in targeted areas have increased access to justice on SGBV through the informal justice system.

In Manyu division (southwest), the NGO WOMED worked with UNIFEM to mobilize traditional leaders against SGBV and monitor the implementation of the Manyu Chiefs Convention to ban THP.¹⁸ While consulted stakeholders and project reports indicate that traditional leaders and village chiefs have been sensitized on SGB, VAW, FGM, and early marriages in targeted communities in Manyu division, it is not clear what results have been obtained in terms of monitoring and spreading the application of the Chiefs convention.

Continued support to CHRAPA has resulted in enhanced traditional authorities' knowledge of WHR (within the CEDAW framework) in the targeted communities. This, according to UNIFEM reports, has led to the abolishment of harmful widowhood rites in 25 tribal chiefdoms in the northwest region. According to the UNIFEM 2009-2010 Annual Report, "*Two paralegal centres have been established in the towns of Bamenda and Buea to address gender-based violence, and more traditional leaders are requesting the WHR training.*" (p.6) However, given the data available, the Evaluation Team is not in a position to say whether these results were achieved by the UNTF project, or more recently, or in what way UNIFEM contributed. The team does not have data to triangulate what is presented in UNIFEM's reports.

In DRC, UNIFEM programming on VAW in the last three years had only a limited focus on strengthening the informal and formal justice systems (in the earlier period from 2004-2007, the fight against impunity was a focus of UNIFEM's work, but this has been abandoned in recent programming). Increasing and improving the access to legal assistance for SGBV survivors and fighting against impunity was part of the Multipurpose Empowerment Approach and the SIDA Community Mobilization Program, but received limited attention compared to other components of the multipurpose approach, such as psychosocial support and economic reintegration. As a consequence, results in this respect have been limited. A very small number of SGBV victims have been referred to legal services by the Multipurpose Centres and implementing partners. According to project reports and consulted stakeholders in certain communities, Community Mobilization Program initiatives have contributed to strengthening knowledge and awareness on the legislation available to punish SGBV crimes and how to use it among the population and local authorities (see sidebar). However, it is not clear whether or how this increased awareness and knowledge has affected the formal and informal justice systems.

¹⁷ Support to WOMED for the project "Empowering the Informal Justice System to fight against female genital mutilation, early marriages, and GBV in Manyu Division", and continued support to CHRAPA.

¹⁸ The first phase of this project in 2006-2007, supported by CIDA, resulted in 16 tribal chiefs banning discriminatory practices in their chiefdoms through a signed declaration in 2007. However, the project was not able to popularize the declaration among the population at large or among law enforcement officers, or monitor its implementation.

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Strengthening local justice systems to increase and facilitate SGBV survivors' access to justice and reduce impunity has been the main objective of one of the two UNTF projects implemented in DRC. In the Ituri District in North Kivu province, the SOFEPADI project sensitized social leaders, police and army members, school students and the community on the "Law on Sexual Violence" of 20 July 2006. In addition, 32 lawyers, 40 paralegals, and 25 local leaders were trained on how to apply the law. Trained people set up a dialogue mechanism to deal with cases of SGBV in a more coordinated way. In addition, mobile courts were put in place and supported, making access to justice easier for SGBV survivors in the targeted communities. Thanks to the establishment of mobile courts, 149 victims were able to have their cases heard. The project encouraged victims to file complaints and reduced the sense of impunity in targeted communities. According to a number of consulted stakeholders, SOFEPADI's approach has been very successful and worth replicating. While UNIFEM DRC has recognized this, it has not been able to secure further support for SOFEPADI. This can be seen as a missed opportunity for UNIFEM to be involved in strengthening a promising model for ensuring access to justice for SGBV survivors.

In Kibombo in the Maniema province, COFEKI, with support from UNIFEM, sensitized the local population on WHR, VAW and the 2006 VAW law; COFEKI reports an increase in knowledge and awareness among the population and SGBV survivors on their rights, and on how to fight against SGBV. More than 40 public awareness-raising sessions were organized to encourage victims and communities to bring charges against SGBV perpetrators. Almost 1000 brochures of the national laws were disseminated to community members.

In North Kivu, the CSO Women for Women trained 122 male army and national police officers, judges, traditional leaders, civil servants, civil society and journalists on SGBV prevention and protection. According to project reports, workshop participants deepened their knowledge on the forms and consequences of SGBV and the legislation available to punish this crime. Trained leaders committed to replicate the training in their organizations. However, the project has not funded a second phase or any follow-up on how the new capacities are being implemented.

Outcome C: Strengthened and empowered duty bearers, rights holders and their organizations

Finding 7: While there is considerable evidence that UNIFEM has contributed to strengthening national awareness, and individual knowledge and skills on VAW and WHR among duty bearers and rights holders, there is limited evidence that these enhanced capacities have affected behaviours, collective capabilities and organizational capacities.

In **Cameroon**, UNIFEM has contributed to strengthening MINPROFF capacity to address VAW. In particular, UNIFEM technical and financial support has increased MINPROFF's capacity to conduct nation-wide sensitization campaigns on WHR, legal provisions (including CEDAW) defending women's rights, and on the issue of FGMs and other THP. UNIFEM supported MINPROFF in the organization of the 16 Days of Activism against Gender Violence and in the production of the 2009 CEDAW Report.

UNIFEM has also supported local CSOs in their advocacy and sensitization efforts (e.g., ACAFEJ on CEDAW and ALVF for the 16 Days

Outcome C: Strengthened and empowered duty bearers, rights holders and their organizations implement laws, policies and behaviours that promote WHR and protect against SGBV; and/or effectively demand the implementation of WHR and the end of VAW

Output: National Machineries for Women, and other relevant government departments, have increased their capacity to address VAW.

Output: Gender equality advocates and women's organizations, networks and movements, in particular those representing women who are subject to exclusion or discrimination, have strengthened their capacity to advocate for laws, policies and strategies to address VAW and to support their long-term programming

Output: Key service delivery and media institutions have increased resources, structures, procedures, incentives and capacities to implement laws and policies that promote and protect women's human rights

of Activism) and in developing and presenting one coordinated CEDAW shadow report (WIRA). However, UNIFEM support was short-term and focused on specific activities; consulted partners did not feel that UNIFEM had substantially contributed to increasing their organizational capacities.

Finally, consulted stakeholders also reported an increased level of information on WHR, VAW, and THP among women and men in the communities targeted by UNIFEM-supported activities, in particular when local leaders had been involved (see next finding).

Beyond immediate results, several consulted stakeholders mentioned that UNIFEM, through lobbying, capacity development, and partner mobilization, contributed to the increased engagement of MINPROFF in the fight against VAW, FGM and TFP in Cameroon. They noted in particular that MINPROFF has taken the lead for the 16 Days of Activism campaign. In addition, it is widely recognized that UNIFEM has contributed to an increased and diversified mobilization for the 16 Days of Activism, including leading a joint UN initiative in support of it. According to several observers, this has given the campaign increased legitimacy and visibility outside the circle of gender advocates.

Consulted stakeholders also agreed that in the last few years VAW has become a more public subject of debate and discussion that is being addressed more often in the media and at public events; this can be seen as the result of the many sensitization and capacity development activities conducted in recent years, to which UNIFEM and its partners have contributed.

While these observations are encouraging, evidence remains anecdotal and behavioural change is difficult to measure, especially in the absence of systematic M&E and reliable and comprehensive studies (see section 8.6).

In **DRC**, the Ministry of Gender (MINGE) has taken the lead for the implementation of the SGBV National Strategy. UNIFEM's contribution to strengthening government capacities to do so is not clear. UNIFEM has signed a Letter of Agreement with the MINGE to provide institutional support, which has led to UNIFEM contributing to the development of the strategy. However, several consulted stakeholders reported that UNIFEM has not played a proactive role in initiating this process, supporting the MINGE in the implementation and monitoring of the strategy, or in oversight and coordination mechanisms put into place by other UN agencies under the lead of the government. UNIFEM is a member of the Strategy Implementation Steering Committee, but according to other committee members, has not played a very visible and active role. This appeared to be related to UNIFEM's limited human and financial resources and lack of field presence, especially when compared to other UN agencies, but also to country management decisions to prioritize other types of work.

On the other hand, there is evidence that UNIFEM has contributed to strengthening the capacities of its long-term partner CSOs, including groups representing marginalized women (FORFEM, CFPD, FFP, Centre Koko, COFEKI). A number of partners mentioned that their long-term relationships with UNIFEM had helped them build their organizational, managerial and technical capacities for VAW and to mobilize resources from other funders. For example, FFP developed its first multiyear action plan with UNIFEM's support, and was able to attract resources from other international donors. COFEKI mentioned that its work with UNIFEM has enabled it to be more effective in the field and gain the trust of the population, which is now asking for its support and advice. CFPD mentioned that their work with UNIFEM increased their visibility and leveraging ability not only at the country level, but also at the regional and global level.

Some positive results in terms of increasing knowledge and engaging rights holders and duty bearers in the fight against VAW have been achieved at the community level through the Community Mobilization Program, which is discussed in the next finding.

Outcome D: Increased community-led initiatives

Finding 8: UNIFEM- supported community initiatives in DRC and Cameroon have yielded promising short-term results, but there is little evidence that UNIFEM has developed a convincing model for community-led initiatives.

In Cameroon, UNIFEM supported a limited number of interventions at the community level conducted by WOMED, MINPROFF and to some extent CHRAPA. According to consulted stakeholders, community-level sensitization campaigns conducted as part of these initiatives helped to “break the silence” on FGM, early marriage, and THP, and as a result, community media, traditional chiefs, and imams have become more involved in the fight against SGBV and more willing to talk about VAW.

Outcome D: Increased numbers of relevant and effective models of community-led initiatives for advancing WHR and eliminating VAW

Output: Evidence generated of the relevance and effectiveness of community-level initiatives

Output: Enhanced quality of community-level initiatives that are geared to advance WHR and eliminate VAW

Several small immediate results have been achieved (e.g., in Manyu division, 90 village chiefs were sensitized and 55 female genital mutilators trained on micro business development by WOMED), but how these will affect behaviours at the community level is unknown. There is anecdotal evidence of changes in behaviours – one UN staff member commented, “*In targeted communities, people now know that FGM is a crime; they still do it, but now they feel that they have to hide*” – and the MINPROFF campaign led to some powerful, symbolic acts, such as FG mutilators renouncing their knives in public ceremonies.

However, UNIFEM staff and other consulted stakeholders agreed that results at the community level have been minimal and difficult to measure. Interventions have been very small-scale, short-term, relatively fragmented, and without well-established follow up mechanisms. In addition, baseline studies, monitoring and evaluation have not been conducted systematically. No clear model has emerged from these initiatives, and there is no evidence that these initiatives are being replicated or up-scaled. This may be due to a lack of documentation, and/or to the need for more consistent implementation over time.

In the DRC, community mobilization for prevention of VAW and response to VAW has been the main focus of UNIFEM in the last three years, through the seven initiatives of the SIDA-funded Community Mobilization Program.¹⁹ According to consulted stakeholders and data in project reports, these initiatives contributed to three types of results in targeted communities, as discussed below.

Greater community awareness and commitment to fight against SGBV – UNIFEM’s final report states that “*Advocacy with authorities and the use of public information involving communities at large including men has created **greater awareness** of existing protection needs and a **greater commitment** on the part of community towards SGBV cases.*” All seven initiatives appear to have, at least to some extent, contributed to this result in their targeted communities. In the Equateur province, 60 traditional leaders publicly engaged in combating SGBV by signing engagement acts and the program mobilized the mass media and civil society to produce community-level campaigns, radio programs, press conferences and advocacy activities to raise awareness on VAW. For example, 150 radio programs in Mbandaka (South Equateur) and 60 in Gemena (North Equateur) were produced by 40 mass media animators trained by one of the projects and then disseminated through five radio channels.

¹⁹ The Community Mobilization Program had two objectives: 1) to strengthen the four existing Multipurpose Centres and the Multipurpose Empowerment Approach, and 2) to mobilize communities to actively engage in the fight against VAW.

Strengthened local capacities to work in synergy on SGBV prevention, protection and response –

According to UNIFEM's final report the program *"has instilled in the targeted communities of Equateur, Province Orientale, North and South Kivu and Maniema the importance of working in synergy to prevent and address the negative consequences of violence against women, particularly through the creation and consolidation of local committees."* Beyond supporting the establishment of local committees, the program also trained community members on how to work in synergy in the field of SGBV prevention and protection.

- In Equateur province, 120 community leaders (churches, NGOs, civil servants, police, army and media) were trained as peer educators in SGBV and AIDS. As a result of the project, two community-level early warning committees were established.
- In Orientale province, ten community-level early warning systems were established and their members trained to detect cases of SGBV and put forward a coordinated inter-institutional response.
- Local committees to combat SGBV were created in Rutshuru (North Kivu) and Bukavu and Nyangezi (South Kivu), involving a wide array of actors: psychosocial agents, traditional leaders, police, army, and civil society associations.

Improved services for SGBV survivors – In targeted communities in Equateur, Province Orientale, South Kivu and Maniema, UNIFEM-supported projects provided services to women survivors of SGBV, including psychosocial counselling, medical and legal referrals, livelihood and job skills training, strategies for employment, microcredits and labour market insertion.

The Community Mobilization Program supported the four established Multipurpose Centres to respond to the needs of SGBV survivors and their families. According to project reports:

- The KOKO Centre helped almost 300 women survivors and their families become self-reliant; it has supported their socioeconomic reintegration by providing them with livestock and microcredit. The Centre Koko has reported a certain number of cases of SGBV survivors, once ostracized and stigmatized in their communities, getting married at the Centre Koko.
- The Kikombo Multipurpose Centre provided services to 50 SGBV survivors, including: psychosocial assistance, referrals to medical and legal services, and socio-economic reintegration (short training and distribution of commercial materials).
- At the Wamba Multipurpose Centre, 50 SGBV survivors received psychosocial care and participated in vocational training in dressmaking; and 25 psychosocial and medical agents have been trained on how to respond to existing protocols and SGBV cases from a gender perspective.
- At the Bumba Multipurpose Centre, 15 victims received psychosocial support and medical and legal referrals.

Beyond the Multipurpose Centres, other UNIFEM-supported initiatives provided holistic support to SGBV victims and capacity development for service providers.

- CFPD provided training in microcredit management and microcredit loans for 50 women survivors.
- World Relief in North Kivu trained 25 community peer educators who are responsible for detecting SGBV cases, referring them to relevant institutions, and mobilizing the community for prevention and protection. As a result, 67 SGBV survivors were provided with medical assistance and psychosocial care.

Despite these positive results, several limitations have affected the overall effectiveness of UNIFEM-supported community-level initiatives in DRC.

Individual initiatives were generally small and short-term – and some consulted stakeholders referred to them as “bricolage” (Band-Aid solutions) and “consolation des victims” (victim consolation). Results have not been systematically monitored or documented, and UNIFEM confirmed that it has relied on its partners’ limited reporting capacities for monitoring purposes. In addition, the scarce institutional memory in UNIFEM DRC makes it difficult to assess the evolution of the Multipurpose Centres over the years.

Due to these combined factors, UNIFEM has not been able to consolidate or document the Multipurpose Centre experience, or develop a convincing model to mobilize communities in the fight to end VAW. Despite some promising outputs, no clear model has emerged that can be owned and replicated by other actors, in particular local authorities.

5.2 Contribution towards Impact

Finding 9: It is premature to assess the extent to which UNIFEM’s initiatives have contributed to a reduction of VAW in Cameroon and DRC.

The behavioural and systemic changes that are needed to reduce the prevalence of VAW take a very long time in any context. In Cameroon and DRC, it is still too early to assess the impact of UNIFEM’s contributions to ending VAW – primarily because UNIFEM-supported interventions to date have been in most cases very small, with a limited scope and duration.

UNIFEM’s lack of systems to track the results of its initiatives is a serious weakness, noted by UNIFEM, its partners in Cameroon and DRC, and the Evaluation Team. However, UNIFEM and its partners in both Cameroon and DRC also noted the need for reliable country level data and comprehensive studies on VAW – as the lack of comprehensive and up-to-date data on VAW makes it extremely difficult to track changes in a systematic way.

5.3 Catalytic and Innovative Programming

Finding 10: There is no strong or consistent evidence that UNIFEM’s work on VAW is innovative or catalytic in either DRC or Cameroon.

In Cameroon, UNIFEM staff suggested that involving traditional leaders in the fight against VAW, FGM and THPs was innovative. This approach was pursued by CHRAPA with a UNTF grant and then by WOMED and the MINPROFF. However, the Evaluation Team had no data to confirm that other stakeholders see this as innovative programming.

In DRC, it was not clear what aspects of the Multipurpose Empowerment Approach (Multipurpose Centre initiatives) were considered innovative, and UNIFEM staff had diverging views. Other UN agencies (e.g., UNFPA, UNICEF, UNDP) and other organizations (e.g. RENADEF) are implementing/supporting comparable approaches (e.g., holistic centres, multifunctional centres).

UNIFEM has been implementing the Multipurpose Empowerment Approach since 2004. However, six years later this approach does not appear to be well-documented or well-known. UNIFEM has tried to document the experience and develop some knowledge products on this initiative (especially at the end of the first implementation phase in 2006-2007). But these efforts have not produced evident results and the information generated has apparently not been used or circulated. Consulted actors working within the framework of the Comprehensive Strategy and the Stabilization and Reconstruction Plan in Eastern Congo (STAREC) were only limitedly (if at all) aware of the existence of the Multipurpose Centres.

There have also been limited systematic and deliberate efforts to mobilize support, leverage resources, and institutionalize local ownership around this initiative. UNIFEM did try to replicate the model: it presented a proposal for the establishment of a Multipurpose Centre in Minova, Kalehe, and South Kivu to the multi-sectoral component of STAREC; however the project was not selected.

Building on existing innovative models

In both DRC and Cameroon, there has been limited use of innovative models developed in other countries in the sub-region. For example:

- UNIFEM Cameroon tried to work with the police following the example of work done in Rwanda and Burundi, but this was not followed through.
- UNIFEM DRC accompanied the MINGE on a study tour to Rwanda, to familiarize itself with the One-Stop Centre model. As a result, the MINGE is now considering piloting this model in Kinshasa. However this does not appear to build on UNIFEM's work in DRC with the Multipurpose Centres.

In addition, some promising models piloted by UNTF projects have not been systematically pursued by UNIFEM at the country level.

- The CHRAPA project in Cameroon – it was reported to the evaluation team that UNIFEM support continued for CHRAPA to allow for the project to be fully implemented, but there was no documentation available on it (beyond the UNTF reports) and the approach/model it implemented.
- SOFEPADI project in DRC – Despite several attempts, UNIFEM has not been able to secure further funding for SOFEPADI and has not actively pursued this partnership.

6. Efficiency

Finding 11: Consulted UNIFEM staff expressed general satisfaction with achievements in VAW given the limited resources (human and financial) available. However, some stakeholders and the Evaluation Team question whether UNIFEM could have made more efficient use of its resources by supporting more strategic upstream work.

Consulted UNIFEM staff indicated that they were generally satisfied with achievements made to date given the very limited resources (staff, money) available for VAW work. In Cameroon, UNIFEM prides itself on being very cautious in its expenditures, to the point that this seems to have become an organizational culture trait. Some consulted stakeholders within UNIFEM felt that, by comparison, UNFPA projects were less efficient, especially those managed by international NGOs, given the very high costs they encountered for international staff. Partners' views regarding UNIFEM's efficiency were less clear. While they did not express negative views, there was no admiration for or acknowledgement of the extent of UNIFEM's work on VAW given its limited resources.²⁰ This may partly be due to partners' limited knowledge of UNIFEM programming on VAW.

A well-known challenge for UNIFEM's efficiency, particularly in highly changing contexts, is its bureaucratic heaviness. In several cases in both Cameroon and DRC, this delayed fund disbursement, project implementation, and reporting. This issue is related to UNIFEM's highly centralized structure and very moderate delegation of responsibilities and signing authority to the country level. The Evaluation Team found that country offices do not have access to financial information on the projects they implement. (In order to obtain this information, the Evaluation Team had to ask CARO.) There are high hopes that UN Women will bring a more decentralized structure and increased responsibilities at the country level.

In our view, a key question is whether UNIFEM's current portfolio of activities on VAW makes the most efficient use of its limited resources, especially in DRC. Could its available resources have made a bigger difference if used differently – for example, by focusing more on upstream/strategic/leveraging²¹ work rather than on downstream/operational work at the community level? In DRC,

particularly in the eastern part of the country, a number of other agencies with greater resources than UNIFEM have been addressing VAW issues. UNIFEM's engagement with the Multipurpose Centres is neither 'big' enough to constitute a significant contribution to the country's capacity to respond to VAW, nor is there evidence that UNIFEM is testing and developing this as an innovative approach. In addition, while the decision to undertake projects in isolated and difficult-to-access places seems to respond to identified needs, it is very difficult to implement such projects without a strong field presence. Consulted stakeholders noted a continued need for work in other parts of the DRC, as well as in the area of SGBV prevention (e.g., in relation to legislation/policy development). See also sidebar and section 8.

"The East seems to be overfunded when it comes to responding to sexual violence; UNDP for example in South Kivu has got 8 million from the Netherlands to implement a project on economic reintegration of survivors of sexual violence and there are other opportunities within the STAREC Programme and other funds...If UNIFEM wants to make a difference, I'd suggest we stay focused and concentrate our efforts in prevention and advocacy where we have a comparative advantage."

UNIFEM's DRC Community Mobilization Program monitoring report, 2010

²⁰ The Evaluation Team encountered similar reactions in previous evaluations of UNIFEM's other work.

²¹ Examples of upstream/strategic/leveraging work are: advocacy and policy dialogue; strengthening multi-stakeholder dialogue and coordination mechanisms; partners mobilization; local partners' institutional strengthening and strategic technical support, for example for the development of strategies, policies and systems to implement them; knowledge generation and dissemination; developing, testing and documenting innovative and replicable models.

7. Sustainability

Finding 12: Some of the short-term results that UNIFEM has contributed to in Cameroon and DRC may be sustained over time, but UNIFEM has not planned for or systematically addressed sustainability in its work.

The sustainability of results achieved by UNIFEM's actions to end VAW in Cameroon and DRC may benefit from the current international development context and UNIFEM context. Among most national and international partners, there is growing support for and acknowledgment of the need to address and prevent VAW. Growing policy and financial commitments to fight VAW are being made by the international community, in particular in the Central Africa sub-region (e.g., the UNTF is expanding and more donors are investing in VAW at the country level, especially in DRC). Consulted UNIFEM staff members at the national, sub-regional and HQ levels expressed the wish to continue to address VAW issues, and are backed up by the strategic directions that UN Women is taking (see UN Women Vision and 100 Day Action Plan).

Some of the programming choices used by UNIFEM-supported initiatives in Cameroon and/or DRC are likely to have a positive impact on the sustainability of results: for example, support to government-led and owned strategies for fighting VAW, the mobilization of community leaders to fight against SGBV, and peer-to-peer approaches to capacity development.

However, it appears that UNIFEM has not reflected on the sustainability of its results in either Cameroon or the DRC as no strategies have been put in place to assess or ensure their sustainability. In addition, several characteristics of UNIFEM-supported interventions in DRC and Cameroon are likely to negatively affect sustainability, including: the punctual, short-term, fragmented nature of most initiatives, which limits the potential for program coherence and synergies; and the little, if any, follow up or ongoing support provided to project partners. UNIFEM has invested in studies, training, and information and sensitization campaigns, but not in systems to ensure follow up. These aspects are discussed further in section 8, Factors Affecting Performance.

Another factor that is likely to negatively affect the sustainability of UNIFEM results in Cameroon and DRC is the limited institutionalization of the results achieved. There is little evidence of national/local institutions taking leadership or committing to continue or replicate VAW programs/initiatives or that they have the technical and management capacity to do so. In Cameroon, MINPROFF's engagement in fighting FGMs is a possible exception, but its capacities are limited. Local authorities in DRC have shown little interest in taking leadership or supporting the Multipurpose Centres or integrating them into the government response to SGBV. This is very different than what happened in Rwanda, where one-stop-centres and gender desks are funded by the national budget and belong to an institutional framework for SGBV prevention and response, thus ensuring their sustainability over time.

Some consulted CSOs in DRC commented that, thanks to UNIFEM support, they have increased capacities to leverage resources from other funders. According to UNIFEM staff there are examples of UNIFEM's work being continued with other funding: for example, the work done with CHRAPA and the MINPROFF on FGMs is now being continued by UNFPA. However, according to other consulted stakeholders this has not happened in a planned and coordinated way, and there have been and are risks of duplication.

8. Factors Affecting Performance

8.1 Introduction

In this chapter, we examine the following factors affecting performance: strategic direction and programming coherence, synergy of VAW initiatives, programming strategies, UNIFEM's comparative advantage and niche, and organizational structure and management.

8.2 Strategic Direction and Coherence in Programming

Finding 13: One of the main challenges for UNIFEM's performance in VAW in the sub-region was the lack of strategic guidance and programmatic coherence at the sub-regional and country levels.

While UNIFEM's corporate VAW strategy (2008-13) is considered a good strategic document by some consulted stakeholders within UNIFEM, it is not widely known or used for strategic guidance at the sub-regional or country level. The main objective of the CARO SP 2008-2011 is addressing VAW in the sub-region, but there is no explicit sub-regional strategy, with clearly articulated goals, outcomes, outputs, and activities, or a clear articulation between the CARO SP and the Corporate VAW strategy. Similarly there is no explicit country level strategy for VAW. As discussed in section 3.3, initiatives in both countries were aligned with the broad strategic orientations of UNIFEM's corporate VAW strategy and the CARO SP, but were not part of a coherent regional or country program for VAW (with clearly formulated goals, outcomes and outputs). UNIFEM country staff felt that there was no clearly articulated strategic direction on how to address VAW.

- In Cameroon, UNIFEM provided punctual support to short-term initiatives with limited continuity or follow up. The majority of consulted stakeholders referred to UNIFEM's programming on VAW as a "sum of activities" rather than a consistent, systematic, long-term thematic program. They said this limited UNIFEM's ability to contribute to institutional and behavioural changes beyond the immediate results of initiatives.
- In DRC, the situation was different: the Community Mobilization Program offered a framework for systematic, coherent programming on two key aspects of UNIFEM's implicit strategy – the holistic response and community mobilization against VAW. It also provided a predictable funding source for VAW programming over 18 months and an opportunity for continuing the work that UNIFEM had started with the Multipurpose Centres. However, an analysis of the initiatives funded by this program shows some of the same problems: short term, rather isolated interventions with little follow up and scarce overall coherence (beyond very broad orientations). Beyond this program and the institutional support provided to the MINGE, UNIFEM has failed to develop a consistent approach to VAW in DRC.
- There was also a lack of common understanding on the extent to which UNTF projects should be regarded as part of country VAW portfolios. At least until recently, country offices felt that they not involved in the planning and selection process of UNTF projects (seeing them as a sort of *fait accompli*)²². However, the SRO, and to some extent the country offices, are responsible for the day-to-day programme management of the UN Trust Fund grants²³. In particular country offices

²² According to the UNTF Operational Guidelines (January 2010), SROs play a role in the concept notes appraisal and short listing process and they can decide to delegate part of this responsibility to Country Offices. However, until very recently, this does not appear to have been the case for Cameroon and DRC.

²³ According to the UNTF Operational Guidelines (January 2010), "the Regional Programme Directors (RPDs) will appoint UN Trust Fund Focal Points in the respective SROs to be responsible for the day-to-day programme

are the primary contact for UNTF grantees in the country, and also have monitoring responsibility. While consulted country and sub-regional UNIFEM staff tend to claim some sort of ownership over the UNTF projects, HQ staff and UNTF staff stressed their independence from UNIFEM country programming.

The lack of strategic guidance has also affected partner selection and some VAW programming choices in Cameroon and DRC. These are discussed in section 8.4 on programming strategies.

Conclusion

Consulted staff suggested that it would be helpful to have a sub-regional multi-year VAW strategy/action plan/program with dedicated, predictable resources – such as the GRB Programme or the EC/UN partnership in Cameroon. At the least, UNIFEM should define its key orientations with respect to VAW, but ideally it should have an action plan with priorities, expected results, activities, budget and a resource mobilization plan.

“There is a need for a regional SGBV programme to which country offices could contribute to with specific projects. UNIFEM Cameroon
“What lacked was predictability of activities and funds from HQ”. UNIFEM Cameroon
There should be a sub-regional strategy on SGBV, with annual action plans by country. “Maintenant nous sommes en train de naviguer à vue” UNIFEM DRC

8.3 Synergy and Complementarity among UNIFEM’s VAW Initiatives

Finding 14: In both DRC and Cameroon there is some limited evidence that UNIFEM’s activities on VAW are complementary to each other or are creating synergies among themselves and with other VAW initiatives.

16 Days of Activism – One positive example of synergy can be found in Cameroon around the 16 Days of Activism. UNIFEM’s advocacy (with MINPROFF, UN agencies, and support to NGOs) led the Ministry to take responsibility for the event, and to the UN supporting the initiative as One-UN. These efforts gave the 16 Days of Activism event more visibility and legitimacy and created new spaces for dialogue between government and CSOs.

CEDAW – Another example of synergy, noted by some consulted stakeholders, was UNIFEM’s work around CEDAW in Cameroon. With UNIFEM’s support, ACAFEJ sensitized its members and the legal community on the CEDAW and its applications, while MINJUST trained magistrates. ACAFEJ provided technical and facilitation expertise for the MINJUST training, and is conducting a study on how CEDAW is being applied by magistrates in Cameroon.

Fighting FGM and THP in Cameroon –According to UNIFEM staff, once the UNTF-funded CHRAPA project ended at the end of 2007, UNIFEM decided to continue investing in the model of involving traditional leaders to fight SGBV at the community level, with the idea of replicating it in other regions. UNIFEM funded the WOMED project in the southwest region and, according to UNIFEM staff, provided some limited support to CHRAPA. UNIFEM also worked with the MINPROFF supporting its leadership role on the issue of FGM and THP. However, it is not clear to what extent UNIFEM has mobilized the knowledge generated by the first CHRAPA project, to inform and strengthen its work with WOMED and the MINPROFF.

management of the UN Trust Fund grants. In instances where UNIFEM country offices are present, these responsibilities may be further delegated to focal point in the country offices”.

Community mobilization – In DRC, the various initiatives funded by the Community Mobilization Programme do not appear to have reinforced one another or to have created synergy. While activities to support Multipurpose Centres and NGO community mobilization activities should have reinforced one another, this did not happen because they were not operating in the same communities or general geographic areas. In some cases, partners operating in the same province under the same program were not aware of each other's initiatives (e.g., Equateur).

Synergy between UNIFEM and UNTF initiatives – Finally, there has not been any evident synergy between UNIFEM-supported initiatives and UNTF projects (with the possible exception of the CHRAPA project). Given that the design and selection process of UNTF projects is independent from the country and sub-regional planning processes, this is not surprising. Another possible challenge to the creation of stronger ties between UNIFEM programming and UNTF projects is their very different nature. In Cameroon, for example, UNTF projects are much larger in terms of funding, than UNIFEM interventions, and are implemented by NGOs with more capacity than local partners supported by UNIFEM. On the other hand, however, it is unfortunate that the possibilities for exchange of knowledge, information and best practices among UNIFEM, its partners, and UNTF grantees have not been pursued. With the possible exception of the CHRAPA project, there is no evidence that UNIFEM has built its programming to continue, upscale or replicate successful UNTF initiatives once the UNTF projects were ended.

In conclusion, despite some deliberate UNIFEM efforts, there are not many examples of UNIFEM-supported initiatives being complementary to or creating synergies with other initiatives for VAW. This is mainly due to: the lack of an explicit overarching VAW strategy/programme, the limited scope of most initiatives, the lack of communication and exchange among UNIFEM's partners, and UNIFEM's limited knowledge generation and dissemination.

8.4 Programming Strategies

Finding 15: While in most cases the programming strategies used by UNIFEM were appropriate for their specific purpose, they were selected and implemented in a fragmented and non-systematic way, which limited their effectiveness.

UNIFEM used a variety of programming strategies in DRC and Cameroon that, while not specific to VAW, are well-known approaches commonly used by UNIFEM around the world. The use and effectiveness of these strategies in the context of VAW are described below.

- **Creating, coordinating, and maintaining networks, partnerships, and dialogue mechanisms.** These have been among UNIFEM Cameroon's most effective strategies, in particular through its work with the UN Gender group and GTEG. In DRC, this programming strategy was not used as successfully. UNIFEM has not been very visible or active in dialogue and coordination mechanisms on VAW at the national level, and was not involved in decentralized mechanisms due to its lack of field presence. According to several stakeholders, there were some missed opportunities in this respect. However, through the Community Mobilization Program initiatives, UNIFEM supported the creation of community networks and committees to prevent and respond to VAW in a coordinated way in targeted communities. We do not have enough data to assess the effectiveness of this strategy.
- **Capacity development (training and technical support).** Training and technical support were used widely in both Cameroon and DRC from the grass-roots level to decision makers and yielded many short-term results. However, these were implemented as individual activities rather than as part of a comprehensive capacity building strategy, and did not include provisions for follow-up or institutionalization of the acquired skills or knowledge.
- **Knowledge generation and knowledge sharing.** In Cameroon, two studies were conducted (WOMED study on VAW in Manyu division, and ACAFEJ study on the application of CEDAW in

court rulings on SGBV), but there is no evidence that their findings have been circulated or used. In the DRC, UNIFEM has not invested in knowledge generation related to VAW during the period under review. Consulted stakeholders reported that UNIFEM Cameroon and DRC have circulated relevant corporate knowledge products on VAW among their partners (e.g., on the UNITE and SAY No to Violence campaigns, SCR 1325 and 1820, and VAW programming best practices).

- **Advocacy and policy dialogue.** In Cameroon, this strategy was used to help improve the legal framework and strengthen the MINPROFF commitment to fight against VAW. However, it has not always led to the desired results (as in the case of the Family Code and the VAW law). In DRC, UNIFEM's advocacy and policy dialogue contributed to the adoption of the National Strategy on SGBV. To our knowledge this was the only instance in which UNIFEM used this strategy at the national level. At the community level, several projects under the Community Mobilization Program used advocacy to involve local leaders in the fight against VAW. There is some evidence that this led to increased commitment to address VAW of some individuals, but there is insufficient data to assess whether this was substantial or ceremonial.
- **Sensitization and awareness-raising.** In both Cameroon and DRC this has been one of the key strategies used by UNIFEM in its work on VAW, especially from the prevention side, with sensitization activities directed at both women and men, and both rights holders and duty bearers. There is anecdotal evidence that this was effective, but it is hard to measure with no indicators or hard data.
- **Developing and testing new/innovative approaches.** Although approaches that were considered innovative by UNIFEM staff were implemented in both countries (e.g., the involvement of traditional leaders in the fight against FGMs in Cameroon, and the Multipurpose Centers in DRC), we cannot say that they were fully developed or tested due to the lack of systematic monitoring and documentation of these initiatives.

Overall, UNIFEM implemented and/or supported relatively isolated, short-term initiatives that did not sum up to a coherent, well-conceived programming strategy. For example, it has supported various training activities, but they were not part of a clear capacity building strategy. Similarly, it has funded studies, but not as part of a comprehensive knowledge generation strategy. This has affected the potential of individual initiatives/activities to contribute to broader and/or longer term results.

Appropriateness of program strategies

Overall the individual strategies chosen for specific tasks were appropriate (e.g. conduct training to assist partners in acquiring or strengthening particular areas of knowledge or skills). However there were a certain number of strategies used by UNIFEM that, while generally recognized as acceptable, may not have been appropriate in specific locations or situations, and/or given UNIFEM's available resources.

- In DRC, and to a lesser extent in Cameroon, UNIFEM decided to support community-level projects in very isolated areas where VAW needs were particularly high. In order to implement projects in these hard-to-reach areas, it had to rely on implementing partners who in turn often relied on grass-roots organizations. As UNIFEM did not have the systems or resources to oversee or monitor implementation, or to intervene if/as needed, this program strategy may not have been the most appropriate. UNIFEM staff in DRC, and some in Cameroon, considered UNIFEM's lack of field presence a major obstacle to effective programming in VAW. While this may be true in terms of a specific project, in our opinion this may not be the case in all situations or in the future – depending on the role that UN Women decides to play in VAW programming, considering its comparative strengths and weaknesses.
- Within the Community Mobilization Program, several initiatives focused on the economic empowerment of SGBV victims. In some cases, this included livelihood skills development,

microcredit, and also the distribution of livestock, commercial materials, and/or small amounts of money to facilitate SGBV survivors' self-reliance. Available project reports do not indicate whether there was any follow-up with the women who received these donations, to determine if donations had been used in appropriate and sustainable ways, and if they actually did empower survivors rather than create dependence, or if they even proved to have harmful effects on some individuals. UNIFEM may want to explore this issue more fully, as, in the absence of any follow-up mechanism, the appropriateness of these types of donations may be questionable.

Partner selection – The lack of strategic guidance for UNIFEM's work on VAW affected its selection of partners in both Cameroon and DRC, in particular in view of CSOs. To our knowledge, UNIFEM has not developed or applied a set of agreed upon criteria for the selection of organizations that UNIFEM works with or supports. Partner selection decisions appear to have been made ad hoc/ in response to requests or on the basis of pre-established relationships. Some partners were identified by the regional office with no consultation with country offices (e.g., World Relief, and Women for Women in DRC), while UNTF grantees are selected by HQ.

8.5 UNIFEM's Niche and Comparative Advantage

Finding 16: During the period under review, UNIFEM did not have a strong comparative advantage or well-established niche in VAW programming at the country level. There is some recent evidence that this has been changing in Cameroon.

Comparative advantage

At the global level, UNIFEM's comparative advantage in addressing VAW is rooted in its explicit mandate to advance gender equality and women's human rights, which is unique among UN agencies. UNIFEM is known and respected for its work on gender equality, and its commitment and technical contributions to VAW are widely acknowledged. At the same time, to our knowledge, UNIFEM is not regarded as the only or the strongest advocate against VAW among UN agencies. At the country level, particularly in countries where UNIFEM has no or only limited presence, other agencies, in particular UNFPA, have done and are known for their considerable work in this area.

In Central Africa, UNIFEM has built long-term relationships with ministries in both Cameroon and DRC (the MINPROFF and the MINGE respectively) that go beyond the work on VAW. Further, both country offices have established strong relationships with NWMs, women's organizations, gender advocates, and CSOs. Consulted CSO stakeholders noted that, among all UN agencies, UNIFEM tended to have the closest links and be most accessible to CSO partners. While having strong relationships with CSOs and women's grassroots movements, UNIFEM's status as a UN agency also allows it to act as a mediator and facilitator between CSOs, government agencies, and donors, as well as other UN agencies. The majority of consulted stakeholders in both countries considered this combination of legitimacy and connectedness with a wide range of different partners as one of UNIFEM's key strengths and as its advantage in relation to gender equality and women's rights issues in general when compared to other UN or other multilateral agencies.

While consulted development and national partners at the country level widely recognized UNIFEM's actual and/or potential role with regard to gender equality in general (e.g., in gender mainstreaming and supporting NWMs), their levels of awareness and appreciation of UNIFEM's work on VAW varied considerably. Our data suggest that almost no stakeholders consulted in Cameroon and DRC see UNIFEM as possessing particularly strong technical expertise on VAW at the country level, or as having any other comparative advantage over other development partners with regard to VAW.

UNIFEM's niche and role in view of VAW

Our data indicate that for the period under review UNIFEM's diverse work on VAW did not establish a clear niche for the agency in relation to this thematic area. Consulted stakeholders in both countries acknowledged a number of valuable contributions that UNIFEM had made in this area. However, especially in DRC, they were largely unable to identify thematic or geographic foci, approaches, or other factors that would clearly characterize and distinguish UNIFEM's role in VAW from that of other players.

- In DRC, UNIFEM has contributed to strengthening the managerial, technical, and financial abilities of CSOs, thus helping them to effectively conduct their work on VAW. Also, government and development partners recognized that UNIFEM has supported the development of the National Strategy to combat SGBV by providing technical assistance to the MINGE, a role for which UNIFEM was well positioned. On the other hand, stakeholders also noted that because of its limited resources UNIFEM has not been able to fulfill a similarly important role in supporting the implementation of the strategy. Further, while UNIFEM is the co-leader of the Gender Thematic Group in DRC, consultations with other UN agencies and development partners indicated that its contributions are not considered to be particularly regular or strong.
- In Cameroon, despite the country office's relatively young age, UNIFEM has progressively been able to build a good reputation and establish its leadership role in relation to gender equality and women's rights. It also has been able to position itself strategically by playing a very active role in coordination and dialogue mechanisms within UN agencies and among development partners and the government (although UN coordination in Cameroon remains at its infant stages and still presents several challenges). Also UNIFEM's role in sensitization for and advocacy on VAW has been recognized, in particular during the 16 Days of Activism against VAW campaign. Further, CSOs working on VAW have recognized UNIFEM's role in creating opportunities for dialogue with the government, and, to a lesser extent, for capacity development. UNIFEM's key areas of expertise at the national level are widely seen to lie in GRB and gender mainstreaming. However, our consultations indicate that development partners increasingly view UNIFEM as also playing (or at least having the potential to play) a coordination role with regard to work on VAW. At the same time, UNFPA continues to be regarded as the technical leader in this area.

Consulted stakeholders in both countries provided a number of suggestions relating to the *potential niche(s)* that, in their view, UNIFEM could occupy in relation to VAW based on its existing comparative advantage. Stakeholders mentioned the following areas:

- Supporting NWMs (or other relevant government agencies) in strengthening their capacity to lead, coordinate, and/or monitor government action on VAW, and in developing and implementing relevant policies/strategies/plans in alignment with CEDAW;
- Conducting advocacy to enhance the knowledge, awareness, and willingness of national duty bearers to take action against VAW;
- Creating and supporting dialogue mechanisms around VAW between the government and civil society (and to some extent with development partners);
- Helping to strengthen the capacities of women's associations and other gender advocates to effectively advocate for government responses to VAW.

Consulted individuals in both countries also widely agreed that other UN agencies (e.g., UNFPA, UNICEF) were considerably better placed and equipped than UNIFEM to lead responses to VAW in the field.

8.6 Structure and Management

Organizational structure and resources

Finding 17: UNIFEMs centralized structure and limited financial and human resources for VAW have affected its credibility and performance in ending VAW.

Structure and authority – UNIFEM has offices in the capitals of Cameroon and DRC but no decentralized presence.²⁴ Country offices have very limited delegated authority, and most operational and financial decisions are made at the sub-regional or HQ level.

Communication – According to UNIFEM, organizational strategic guidance, technical advice, and support on VAW should flow from HQ to CARO, and from CARO to the country offices. While the communication flow seems to be in place between the HQ and CARO (on programming strategies, approaches, and resource mobilization), it is not always the case between CARO and the country offices. Not all staff at the country level is aware of the presence or roles and responsibilities of the CARO SGBV Programme Coordinator.

Financial resources – As shown in the profile section 3.2, UNIFEM's resources for VAW programming have been limited. UNIFEM Cameroon used core resources for its VAW programming (excluding UNTF projects). UNIFEM DRC managed to secure SIDA funding for the Community Mobilization Program, but failed to obtain other funding (for example from the STAREC pooled fund). Country offices had a small allocation of core resources to spend for programming, and there were no dedicated resources at the sub-regional level to be used by country offices for VAW, and no resource mobilization plan for VAW.

Human resources – In the period under review, both offices had small but increasing numbers of staff, but no dedicated human resources for VAW.²⁵ (In DRC there were two staff at the beginning of the period and five at the time of the field visit; in Cameroon there were four staff members at the beginning of the period and seven at the time of the field visit). From a technical perspective, while UNIFEM has recognized expertise in VAW at the global level,²⁶ resources and capacities for technical advice/backstopping on VAW at the CARO level are very limited. In the period reviewed, there was one SGBV Programme Coordinator in CARO who was wearing several hats (SGBV programming for Rwanda, backstopping for DRC, TF focal person, person in charge of the HIV Programme and Human Rights Focal Person) and thus had limited time for VAW sub-regional responsibilities.

Both the DRC and the Cameroon country offices voiced the need for increased technical advice/backstopping on VAW from the CARO office. Several stakeholders noted the need to strengthen country level teams (both in number and technical capacities) to be able to develop, implement, and monitor viable projects at the country level, without depending on the sub-regional level.

²⁴ UN Women is now looking at opening an office in Bukavu (South Kivu). However development partners had mixed views on this decision: given UN Women's limited resources, would it be more effective to centralize them and use them for strategic, up-stream activities? Or given the importance of the field level in DRC, if UN Women wants to play a role it has to be present at the decentralized level?

²⁵ UNIFEM country offices are usually too small to have dedicated thematic staff, unless they are attached to specific programs, as is the case for GRB in Cameroon.

²⁶ At HQ level there is a VAW Thematic section and a VAW Focal Person in the Africa Geo.

Consequences

UNIFEM's limited resources and organizational set-up have to some extent affected its credibility for programming on VAW, given that other larger and better resourced organizations have played an important role in VAW in both Cameroon (UNFPA) and DRC (UNFPA, UNICEF, UNDP, MONUSCO). This situation is exacerbated in DRC eastern provinces where, in a conflict and post-conflict situation, field presence and operational capacity define the game-makers (see sidebar).

"The great weakness was our response capability. At this time, interventions in this area were considered as humanitarian. In this case you cannot treat as equal with UNICEF, UNFPA or MONUC which aligned more than ten professional staff in the area. In addition, the dependence of the country office at HQ and sub-regional office to sign contracts and initiate payments has caused great harm to the work of the DRC office in an emergency. Given that it took long time, other agencies have come to doubt the ability of UNIFEM to work in emergency."

UNIFEM staff

According to all consulted stakeholders, both within and outside UNIFEM, UNIFEM's limited financial and human resources have affected UNIFEM's performance in several ways. Human resources are often overstretched: staff members, especially in DRC, reported that in such conditions it is difficult to develop a clear strategy and ensure its implementation. As one UNIFEM DRC staff member put it, "*in most cases we work in emergency mode*" addressing issues as they emerge. This contributed to the piecemeal approach described above, and to not being able to act upon potential leveraging and synergy opportunities.

The limited number of staff also affected UNIFEM's capacity to participate consistently and substantially in the diverse coordination, monitoring and dialogue mechanisms that exist at the country level on gender and VAW. In Cameroon, despite its limited staff, UNIFEM's leadership prioritized participation in such mechanisms (e.g., UN Gender Group and GTEG) thus ensuring UNIFEM's consistent presence. This has not been the case in the DRC. Despite laudable efforts from staff members to participate, UNIFEM presence and contributions to these various coordination mechanisms (such as the SGBV Strategy coordination mechanism, the SGBV thematic sub-group, and more recently the Gender Thematic Group) is regarded as "intermittent" and "not substantive" by development and national partners. This has had a negative impact on UNIFEM's visibility and credibility in VAW in the DRC.

Finally, given its available resources, UNIFEM cannot ensure systematic monitoring and follow up of interventions at the field level, especially when these are implemented in remote and difficult to access areas (as was the case both in Cameroon and DRC).

Systematically monitoring, tracking and documenting results

Finding 18: Serious weaknesses in monitoring and tracking results affect UNIFEM's ability to learn from its experiences; develop models, best practices and approaches; and play a catalytic role in programming for VAW.

Analyses of reports and comments from consulted stakeholders show that UNIFEM and its partners face serious weaknesses in monitoring and tracking results, and that there is a lack of baseline data. This is due in part to capacity limitations (quantitative and qualitative) within both UNIFEM and its partners. Partners have limited M&E and reporting capacities, as demonstrated by the weak quality of most reports which are activity-based and not always logical. Only a minority of UNIFEM staff and partners appeared to be familiar and comfortable with RBM terminology and tools, and this poses a challenge as the M&E and reporting systems are based on them. UNIFEM's partners explained that several delays in their reporting were due to the difficult, overly bureaucratic and sometimes obscure (to them) reporting templates used by UNIFEM. In addition, as noted above, UNIFEM does not have the resources for monitoring and follow up at the field level – a problem recognized by stakeholders in Cameroon and DRC. This had greater

consequences in DRC where most programming was at field level. Another issue that seems to have affected the DRC office in particular is the limited corporate memory, which makes it difficult for UNIFEM to track the evolution and cumulative results of its interventions over time. This may soon become a problem in Cameroon, given the recent staff turnover. But beyond the limited resources and capacities, our data suggest the absence of a systematic approach to monitoring progress, keeping records of achievements/results, and documenting best practices and lessons learned. CARO is taking some initial steps to establish more systematic M&E mechanisms and build internal capacity. This will be important if UNIFEM wants to learn from its experiences, develop workable and successful models, practices and approaches, and play a catalytic role in programming for VAW.

Effectively communicating with partners and within UNIFEM

Finding 19: UNIFEM's internal and external communication has affected its visibility and credibility as a major actor in VAW, its synergy and knowledge sharing with other players, and its internal organizational learning on VAW.

Various communication issues have affected UNIFEM's performance in relation to VAW in the last three years, at different levels:

Visibility – Consultations indicate challenges with regard to UNIFEM/UN Women's visibility in relation to its role and programming on VAW, especially in DRC. In both DRC and Cameroon, the majority of UN agencies and other development partners did not know what UNIFEM had done/was doing in relation to VAW or had a very limited understanding of it. Government and CSO partners tended to know about what directly concerned their collaboration with UNIFEM, but were mostly not aware of the bigger picture of UNIFEM's programming on VAW. This lack of visibility has limited the potential for synergy, coordination (e.g., with UNFPA in Cameroon), identification and circulation of good practices, and mobilization of other development partners. It has also undermined UNIFEM's, and now UN Women's credibility as a player in the fight against VAW, in particular in DRC. In Cameroon efforts have been undertaken to establish and clarify UNIFEM/UN Women's role in the country and in relation to VAW, but this has not been the case in DRC. In this country, despite reported efforts to communicate on the transition to UN Women, there remains considerable confusion and thirst for information on the transition to UN Women among national and development partners.

Sharing knowledge and experience – National partners, in particular CSOs, commented on the need for more opportunities to share experiences and build synergies. In both Cameroon and DRC, some partners belong to common networks or umbrella organizations and thus know each other, but noted that UNIFEM had organized no/very limited formal occasions to meet and exchange at the country level. (Some examples were noted at the regional level, in particular in relation to the Great Lakes Peace Process.) This was also the case for the Multipurpose Centres in DRC: while one of the objectives of the Community Mobilization Program was to create a network between the four Multipurpose Centres to exchange experiences, this has not happened (mainly for logistical reasons and lack of time). One meeting of the Multipurpose Centres was organized in 2008 and was considered a very positive experience by consulted stakeholders who took part in it and who wished that this could be repeated. The lack of communication and exchange among Multipurpose Centres and implementing NGOs in DRC has limited the potential for building on common experiences and developing a functioning model.

Internal reflection – UNIFEM staff noted the need to enhance exchange and communication within UNIFEM itself, to strengthen organizational learning on VAW. Beyond the annual retreats, consulted staff also suggested having thematic meetings at the sub-regional level, for planning, sharing/comparing experiences, evaluating progress, and reflecting on common work at the sub-regional level. While successful models are emerging in the sub-region (e.g., One-Stop Centres and security sector reform in Rwanda and Burundi), the receptivity to these models in Cameroon and DRC has been limited.

9. Conclusions and Recommendations

9.1 Conclusions

UNIFEM's initiatives to end VAW in DRC and Cameroon have been relevant to the broad objectives and some priorities outlined in national and regional commitments to VAW. The agency's work has, for the most part, responded to identified needs at the country and local levels, and has been relevant to UNIFEM's corporate and sub-regional goal of reducing the prevalence of VAW. Programming efforts in both countries have only been partially aligned with UNIFEM's intention to address VAW prevention and response simultaneously.

During the reviewed period UNIFEM's work on VAW has been moderately effective. In both DRC and Cameroon there is evidence of short-term results at the project level but limited evidence that these contributed to higher level or longer term results. This is related to the fact that most interventions, especially at the community level, have been very small-scale, short-term, relatively fragmented, and without well-established follow up mechanisms.

Key observations in relation to the four outcome areas reviewed during the evaluation are as follows:

- In the DRC, UNIFEM has contributed to strengthening policy frameworks for addressing VAW, while in Cameroon, despite UNIFEM's consistent efforts, improvements in the legal framework have been less than hoped for (Outcome A)
- In strengthening formal and informal justice systems to promote WHR, UNIFEM has contributed to some short-term output level results, particularly in Cameroon. In DRC, recent UNIFEM programming had a limited focus on this area. (Outcome B)
- There is considerable evidence that UNIFEM has contributed to strengthen national awareness, knowledge and skills on VAW and WHR among duty bearers and rights holders. However, there is only limited evidence that these enhanced capacities have affected collective capabilities or overall organizational capacity. (Outcome C)
- Community-led initiatives supported by UNIFEM in both DRC and Cameroon have yielded promising short-term results, but there is little evidence that UNIFEM has developed convincing models to mobilize communities. (Outcome D)

The evaluation found no strong or consistent evidence that UNIFEM's work on VAW in the two reviewed countries was innovative or catalytic. Also, despite some deliberate UNIFEM efforts, there are not many examples of UNIFEM's activities on VAW are complementing each other or creating synergies. The evaluation also did not find solid evidence of synergies being consistently pursued between UNIFEM and UNTF projects at the country level. It is currently premature to assess the actual or potential *impact* of UNIFEM's work on VAW (i.e., the extent to which they have contributed to a reduction of VAW incidents in Cameroon and DRC).

Consulted UNIFEM staff expressed general satisfaction with achievements in VAW given the limited resources (human and financial) available. However, some stakeholders and the evaluation team question whether UNIFEM could have made more efficient use of its resources by supporting more strategic upstream work. With regard to the sustainability of results, the evaluation found that some of the short-term results that UNIFEM has contributed to in Cameroon and DRC may be sustained over time, but that UNIFEM has not planned for and not systematically addressed sustainability issues in its work. In particular there is little evidence of national/local institutions taking leadership or committing to continue or replicate UNIFEM's VAW programs/initiatives.

During the period under review, UNIFEM did not have a strong comparative advantage or well-established niche in VAW programming at the country level. There is some recent evidence that this is in the process

of changing in Cameroon. In both countries, UNIFEM did not have particularly strong technical expertise on VAW and its work on VAW was less visible, well-known and appreciated than its work in areas such as Gender Responsive Budgeting (GRB) and gender mainstreaming.

Overall, the evaluation observed that UNIFEM's performance (i.e., its relevance, effectiveness, efficiency, and sustainability) in ending VAW in Cameroon and DRC has been challenged by a lack of strategic direction, limited resources, and insufficient attention to monitoring and communication within UNIFEM and with its partners.

9.2 Recommendations

Based on the evaluation findings and analysis, the Evaluation Team developed the following recommendations with a view to helping UN Women improve its performance in combating VAW in the Central Africa sub-region, and more specifically in Cameroon and DRC. Evaluation findings point to systemic weaknesses in the way UNIFEM CARO, DRC and Cameroon have approached their programming on VAW. Therefore our recommendations focus on the underlying factors that have hindered UNIFEM's performance on VAW to date, rather than providing "quick fix" solutions. The current context of UN Women defining its future role and priorities at global, regional and national levels opens a space for CARO and the Country Offices to embark on this type of strategic review.

Recommendation 1: UN Women CARO should develop a strategy that articulates its envisaged roles, foci and approaches for combating VAW in the sub-region, and communicate its new strategy to all staff, partners and stakeholders.

The evaluation findings indicate the need for UN Women CARO to clarify and explicitly formulate its understanding and vision of its role(s), foci, and approach to addressing VAW in the Central Africa sub-region, and to share this understanding with staff members as well as key partners and stakeholders.

Key questions that the strategy and any guiding document should address include the following:

- What role(s) is UN Women hoping to play in advancing gender equality and human rights in the sub-region? What specific role(s) is it hoping to play in addressing VAW?
 - How, if at all, are these roles different from the role(s) played by UNIFEM until now? For example, to what extent is UN Women aiming to be a 'catalyst'? Will UN Women put more emphasis on coordinating the work of UN agencies on gender? If so, what implications, if any, does this have for its work with national stakeholders on the ground?
- What overarching understanding of VAW and how to combat it is driving UN Women's work on VAW? What theory of change and intervention logic is guiding its efforts?
 - This could mean either confirming and articulating the understanding outlined in this evaluation on the basis of the UNIFEM's Corporate VAW strategy, or developing a new theory and logic.
- What specific dimensions of VAW will UN Women address based on its comparative advantage in terms of corporate experience and expertise? Which dimensions of VAW does UN Women assume to be addressed by other players due to their respective comparative advantages?
- What criteria will UN Women staff in each country program apply to select their respective programming foci, strategies and partners for addressing VAW?
- What resources will be needed to implement this strategy?
- What monitoring systems/resources will be required to track and document results?

UN Women corporate and regional strategic orientations should provide the overarching framework for this exercise. These may include UNIFEM's corporate VAW strategy "A Life free of Violence" if UN Women endorses it.

A sub-regional strategy would not preclude the need for country level programming decisions. Specific programming decisions would still need to be made in each country, based on context-specific considerations related to national priorities, needs and gaps (see next section), and based on UN Women's existing VAW capacity, experience, reputation and credibility in the particular country (see sidebar). However, a sub-regional strategy or guidance document should provide a common basis for planning, decision making, and exchange of experiences. As such, it could help UN Women staff members make informed and deliberate programming choices in relation to VAW.

In addition UN Women should ensure to clearly and proactively communicate its VAW strategy among partners and stakeholders at national and sub-regional levels, in order to develop common expectations on what UN Women will do as far as VAW is concerned in Cameroon and DRC, and potentially identify areas for respective contributions, synergies and collaboration.

Suggested priority country-level actions

Cameroon: Despite a shared understating of key strategic priorities, UNIFEM Cameroon has only realized punctual, small-scale interventions, mainly because of its very limited resources and lack of overall strategic framework for programming. While these initiatives have yielded concrete immediate results, they have not, or only limitedly, contributed to longer term, broader results. This poses a challenge for the future: given the available resources, UN Women Cameroon should strategically and realistically reflect on how to choose and prioritize VAW interventions in order to maximize their impact over time. It could be beneficial to do so in a participatory way, involving UN Women's key partners in the process, or at least ensuring transparent and timely information about strategic decisions.

DRC: Given the considerable disparity in resources between UNIFEM/UN Women and other UN agencies working on VAW in DRC, UN Women should try to identify and establish a clear niche for itself in the country, rather than trying to do what other agencies are already doing but with fewer resources. While increased resources are necessary for re-establishing UNIFEM/UNWOMEN's credibility on VAW in DRC, they are not sufficient. UN Women should work on its image and on trust-building, by being more strategic and proactive, especially in coordination and dialogue mechanisms, and communicating more clearly.

Both countries: UN Women should as far as possible support longer-term, strategic collaboration with partners, not only based on individual initiatives.

Recommendation 2: UN Women CARO and Country Offices should better align their VAW programming scope and foci with available human and financial resources, and ensure the most strategic use of existing resources.

In both reviewed countries, UNIFEM staff members perceived that available human and/or financial resources for addressing VAW limited the extent to which programming could contribute to significant results. This implies the need for UN Women to review the alignment of available resources and programming ambitions in each country. This is not to suggest that UN Women must allocate more resources for VAW, but that it should critically reflect on whether available resources are used in the most strategic way.

Using resources strategically may include considerations on:

- The extent to which individual projects or interventions are likely to build on or relate to each other, and/or create synergies, thus creating a coherent program approach to VAW;
- The choice of partners/beneficiaries that UN Women works with or supports in addressing VAW;
- The extent to which the thematic and/or geographic foci are likely to yield the most relevant results;
- The likelihood of a chosen approach or strategy being successful given the available resources, and relevant, particularly in cases where other agencies are doing the same, but at a much larger scale.

- The most effective use of internal technical backstopping and advice on VAW (between HQ and CARO, CARO and Country Offices, HQ and Country Offices, and among Country Offices), to maximize the benefits of the available internal technical expertise.

In this light, the VAW strategy or guidance note (suggested in Recommendation 1) should provide some guidance to UN Women staff by outlining suitable criteria and reflective questions to assist them in reviewing program decisions.

Also Country Offices should consider engaging in strategic mapping exercises with their key partners and stakeholders to identify the programming areas in which UN Women could add most value given its strengths and resources and in light of the work done by other agencies.

Recommendation 3: UN Women CARO and Country Offices should strengthen their approach to monitoring, reporting on and documenting the progress and achievements of their VAW work and allocate resources for this.

Consulted staff members in both countries indicated that a lack of human and/or financial resources had limited their ability to monitor VAW interventions on an ongoing basis. The evaluation also showed that UNIFEM and its partners faced challenges in implementing monitoring approaches that require in-depth knowledge of and experience with using RBM terminology and tools.

Basic monitoring should be an intrinsic part of any programming effort and should be planned for when making decisions on resource allocations and programming scope and foci (as discussed in the previous recommendations). Monitoring is essential not only in terms of UN Women's accountability to its donors and partners, but also, and perhaps more importantly, in terms of its ability to learn from successes and challenges, generate knowledge, and adjust its approach if and as necessary. Monitoring and documenting best practices and lessons learned are also crucial elements in the process of developing innovative, replicable and scalable models. An effective use of the information and knowledge generated are also a critical aspect of a catalytic approach to programming, as in order to mobilize support for its initiatives, UN Women has to demonstrate their value and convince others of it.

We acknowledge the challenges that UNIFEM and its partners faced in applying some of the RBM approaches to monitoring. UN Women may want to consider other approaches that do not require partners to develop elaborate results frameworks and submit written reports at regular intervals. There are many other approaches, such as the 'most significant change technique'²⁷ and Outcome Mapping²⁸, that suggest alternative ways to capture the planned and actual results of interventions. Whatever monitoring approach UN Women adopts, it should ensure that it is feasible in terms of the resources and capacities required, and meaningful, i.e. that the information it generates can and will be used by UN Women and its partners to inform decision making. UNIFEM Regional and Sub-regional M&E resource people should provide proper guidance to Country Offices on these approaches. Country Offices on their part should continue supporting their partners M&E capacities, in ways that are feasible and relevant to them.

UN Women CARO and Country Offices should also make deliberate and systematic efforts, not only to generate relevant knowledge and document good practices and lessons, but also to use this information to mobilize support, leverage resources, and institutionalize local ownership around its initiatives.

²⁷ <http://www.mande.co.uk/docs/MSCGuide.pdf>

²⁸ <http://www.outcomemapping.ca>. The UNTF is currently conducting an Outcome Mapping exercise in Africa. Some good practices and lessons learned may emerge from this exercise that could be of use for CARO.

10. Future Directions

In considering the forward-looking purpose of this evaluation, the Evaluation Team, in agreement with UNIFEM, collected key stakeholders views on what they think should be UN Women's future role and priorities in ending VAW, and on the theory of change that should inform its actions in this area. These views were collected through individual and group consultations, as well as working sessions with both UN Women staff and key partners.

We hope that the stakeholder views presented below and the Evaluation Team's recommendations presented above will provide UN Women with useful elements to inform their strategic reflection on VAW programming in the coming years.

Consulted stakeholders agreed that the reconstructed theory of change presented in section 3.3 of this report is appropriate as a broad conceptual framework for UN Women's future programming on VAW. Within this framework, stakeholders discussed the most urgent VAW needs to be addressed at the country level, and UN Women's roles and priority areas for action. Their views are summarized in Exhibit 10.1.

Interestingly, a similar portrait of UN Women's expected role emerged in DRC and Cameroon, although with important nuances in relation to the coordination role, due to the different local contexts. Stakeholders in both countries expressed a desire to have a more balanced approach to VAW, encompassing both prevention and response (Cameroon would like to increase its focus on response, while DRC on prevention).

UNIFEM staff and the most informed of its partners/stakeholders shared similar expectations that UN Women will have more weight and clout than UNIFEM, given its status as a UN entity and its clear mandate on UN coordination for GE. They also expressed strong expectations for more resources and programming authority at the country level. One challenge that UN Women will likely face in the near future will be living up to these expectations while clarifying its role, priorities and resources – and correcting some misconceptions that a number of consulted stakeholders seemed to believe: that UN Women will be a panacea for all of UNIFEM's problems, and that it will replace all the other organizations working on GE at the country level.

Exhibit 10.1 Stakeholder Views on UNIFEM (UN Women) Future Directions

	Cameroon	DRC
Identified priority needs at the country level	<ul style="list-style-type: none"> • Change the socio-cultural context in order for it to become more favourable to gender equality and less conducive to VAW, in particular THPs. There is a strong need to keep sensitizing men, decision-makers, political and traditional authorities, but also to increase women’s understanding of their rights and of how to defend them. • A reform of the legal framework, to better define and address VAW • Strengthened knowledge of existing norms protecting WHR and on how to apply them among the legal professionals • More coordinated and systematic action on VAW, including different ministries, CSOs, UN agencies and other development partners • Improved response systems for SGBV survivors, including strengthening capacities of service providers and legal and security sectors • Better knowledge, evidence and data on VAW 	<ul style="list-style-type: none"> • Increased focus on prevention, through sensitization and social mobilization at all levels including women, men, political and traditional authorities, decision-makers, parliamentarians, and repentant VAW perpetrators • Protection: including strengthening alert systems; protecting women where they work • Increased knowledge of existing national, regional and international norms protecting WHRs among legal workers, as well as among women and at the community level • Revise existing laws to abolish discriminatory norms • End impunity: improved legal protection and access to justice for SGBV survivors, reparations • Reform of the security services (police and army) • Holistic, integrated response to SGBV survivors at the community level, with a particular focus on economic empowerment, social reintegration and fight against stigma • Diversifying interventions from a geographic perspective (not only focus on the East), and also in relation to the types of violence (not only focus on sexual violence in a conflict setting, but also on THPs) • Have a better knowledge and data on VAW
Suggested UN Women Role	<ul style="list-style-type: none"> • Coordination, mobilization and integration of UN actors working on gender equality and WHR issues, and more specifically on VAW. This would include developing strategies for division of labour and resource mobilization, and oversee their implementation. This would also include mobilizing and coordinating other actors for joint efforts for monitoring and evaluation of VAW interventions. This role should be played with full consideration of the technical specializations of the different actors involved. • Lobbyist for the eradication of VAW • Being an interface among different types of actors (Government, CSOS, UN) facilitating their dialogue • Provider/broker of technical expertise for local partners. • Knowledge broker and information bank on GE, WHR, and VAW. This would include initiating or mobilizing actors to initiate studies. 	<ul style="list-style-type: none"> • Progressively but decisively assuming a coordination and mobilization role (including resource mobilization) of development partners, first of all on GE and WHR, then maybe on VAW. But it is difficult to make this move given the current situation, where leadership not only on VAW, but on GE issues, is elsewhere. Stakeholders suggested starting by fully and effectively playing the co-secretariat function of the Gender Thematic Group, together with SIDA, and/or the presidency of the UN Gender Group (both roles that UN Women already has). As far as VAW is concerned, stakeholders suggested that UN WOMEN should first re-establish its credibility in the SGBV coordination mechanisms, by proactively participating in the discussions with ideas and innovative approaches. Certain stakeholders suggested starting by a specific area, for example playing a leadership role in M&E of SGBV interventions within the framework of the SGBV National Strategy and development of good practices. • Lobbyist, especially for improved legal and policy frameworks. • Being an interface among different types of actors (government,

	Cameroon	DRC
		CSOS, UN), facilitating their networking and dialogue. <ul style="list-style-type: none"> • Provider/broker of technical expertise for local partners, in particular MINPROFF and CSOS.
Suggested UN Women priority areas of work	<ul style="list-style-type: none"> • Advocacy and policy dialogue to improve the legal and policy framework • Continue supporting public communication, information, sensitization, for women, men, young people and decision makers to change their attitudes and behaviours in relation to WHRs and VAW • Continue supporting the empowerment of traditional leaders in the fight against VAW • Strengthen national capacities for addressing VAW, including the capacity of relevant ministries to develop and implement a comprehensive strategy/action plan on VAW, and of the formal and informal justice systems, of CSOs • Supporting the organization and functioning of a dialogue mechanism among different actors involved on VAW, in particular government and CSOs • Provide leadership to UN coordinated action on VAW • Work on the response side, mobilizing and coordinating partners, strengthening capacities of service providers and security sector, adapting tested approaches (e.g. one-stop centres) • Look at how to use GRB as a tool in the fight against VAW • Support the development, dissemination and use of studies and data on VAW 	<ul style="list-style-type: none"> • Make a strong communication campaign on UN Women roles, priorities, resources to combat VAW in DRC • Be more consistently present and proactive in GE and SGBV coordination mechanisms • Strengthen the MINPROFF coordination and implementation capacities in the SGBV sector, building on existing MINPROFF commitments (SGBV strategy). Also support MINPROFF for resources mobilization in a longer-term (rather than emergency) perspective • Advocacy and policy dialogue to improve the legal and policy framework • Increase support for public communication, information, sensitization, for women, men, young people and decision makers to change their attitudes and behaviours in relation to WHRs, VAW, and THP • Support coordination and capacity building of local actors for preventions and response to SGBV • Work on GRB as a tool in the fight against VAW • According to a certain number of stakeholders, UN WOMEN should pull out of the East, and focus on other regions (e.g., Equateur), where it could work on prevention of THPs with traditional leaders and communities. According to others, the transition to UN WOMEN will provide much needed resources for field-presence that UNIFEM should use to consolidate its presence and work in the East. A third group of stakeholders thinks that UN WOMEN should renounce all field-level/operational work and focus on coordination, policy advocacy, and capacity development at the central level.

Appendix I TORs

**Terms of Reference for the
Thematic Evaluation of UNIFEM Action to End Violence against Women (SGBV)
in the Central Africa Sub-Region**

1. Background and purpose of the evaluation

SGBV in the Central Africa sub-region

No single week passes without a new report on sexual violence in countries of the Central Africa Sub-Region. In most countries of the Central Africa Region, including Burundi, DRC (Democratic Republic of Congo), the Central African Republic, the Republic of Congo, sexual and gender based violence is still widespread and is frequently combined with insecurity resulting from continued conflict and rising levels of crime. Although many countries of the region have known some form of civil unrest in the last 10 years, Cameroon stands out as the only exception. This does not mean that women in the latter country have been spared the pain of SGBV. Even in times of peace women continue to face SGBV in large numbers; this proves that customs and traditional roles play an important role in the persistence of GBV. But the level of insecurity is admittedly a key factor which intensifies the occurrence of SGBV. In Burundi, the conflict between fighting forces left a legacy of sexual and gender-based violence. As the country, like many other countries of the region, is evolving from a decade long period of war to a phase of relative security, many women are still living in camps where exposure to sexual attacks is high. In Rwanda, despite the government's commitment to suppress SGBV, the frequency of violent behavior against women is due in part to cultural factors, but is also the result of the remaining dispositions towards violence left by the 1994 genocide. In the DRC, women who suffer most from SGBV live precisely in areas where civil unrest is most acute, that is the Eastern Provinces. Last year, more than 8,000 women were raped in the DRC during fighting between warring factions. Many rural families have abandoned their homes as a result of continued attacks from armed groups. In CAR, the conflict which broke out in 2002 and 2003 increased the level of brutality towards women and the general impunity which followed only contributed to the persistence and spread of SGBV

This continues to happen despite commitments from the international community to tackle the issue of sexual and gender-based violence:

- General Assembly Resolutions from 2006 and 2007²⁹
- the launch of the Secretary-General's Campaign '*UNiTE to end violence against women*'³⁰.

In a number of countries of the Central Africa Sub-Region, governments have already adopted a number of national policies and laws against SGBV. Moderate progress observed is partly due to the political instability described above for many countries of the Sub-Region but another important factor is the prevalence in many countries of deeply rooted cultural beliefs that promote unfavorable attitudes and perceptions towards women.

²⁹ General Assembly Resolutions on *Intensification of Actions to Eliminate Violence Against Women*, respectively, of 61/143 of 2006 and 62/133 of 2007.

³⁰ In 2008, the Secretary-General launched the *UNiTE to End Violence against Women Campaign*.
<http://www.un.org/women/endviolence/index.shtml>

UNIFEM action to end SGBV in the Central Africa Sub-Region

In the Central Africa Sub-Region, UNIFEM began working on the issue of SGBV in 2004. UNIFEM’s work consists of a variety of mechanisms as shown in the table below.

UNIFEM programmes to end SGBV have been implemented at local, national and sub-regional levels. The approach includes the utilization of a range of strategies that can be classified as outlined in the table below³¹:

<p>Training and capacity building</p> <ul style="list-style-type: none"> • Strengthen capacity of law enforcement personnel, government staff, and justice administration officials • Strengthen NGOs and in particular women’s groups in e.g. advocacy skills and project implementation • Strengthen media’s ability to cover SGBV issues more effectively
<p>Awareness raising and networking</p> <ul style="list-style-type: none"> • On the ground activities and campaigns on SGBV, 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. • Mobilizing commitment by the larger public and local governments to take action against SGBV • Establish communication and relationships amongst groups to facilitate their cooperation in efforts to end SGBV
<p>Advocacy</p> <ul style="list-style-type: none"> • Influencing people to generate a policy change through, for example: • Meeting with government officials to build political commitment for SGBV action • Use media to advocate for particular positions or actions on the part of the government or the public
<p>Action oriented research</p> <ul style="list-style-type: none"> • Research that produces data and statistics, in-depth case studies • Building a knowledge base through sharing of lessons learned, good practices etc.

³¹ This classification of approaches is based on the Desk Review of UNIFEM’s Work to end SGBV (2002), submitted by the Education Development Center. Note that the UNIFEM Strategy on SGBV (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.

2. Objectives of the evaluation

This thematic evaluation will assess the implementation of UNIFEM action to end SGBV. It will be a **summative evaluation** focussing on three main aspects:

- 1) the overall implementation of UNIFEM action to end SGBV;
- 2) an assessment of the relationships between the various strategies and actual changes in women's lives, and the role of UNIFEM initiatives in supporting them.
- 3) The development of a Theory of Change for action against SGBV is expected to help structure the debate on the possible pathways for contributing to long-term changes in the area of SGBV.

The specific objectives of this evaluation are:

- 1) To analyze the relevance, effectiveness, efficiency, sustainability of UNIFEM action to end SGBV at country level
- 2) To identify strengths, weaknesses, challenges and current trends in UNIFEM 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 SGBV in the sub-region.

This thematic evaluation including its recommendations will be used by UNIFEM as an input to the discussion on how to enhance the role and contribution of UNIFEM in support of initiatives to end SGBV.

3. Scope of the Evaluation

This thematic evaluation will focus on the implementation of UNIFEM action to end SGBV in the following countries of the sub-region: Cameroon and DRC. The evaluation will have a total duration of 3 months with draft results to be presented for discussion by December 10, 2010.

The findings of this evaluation will complement the analysis of other completed or planned evaluations in the area of SGBV, e.g. the "Evaluation of the UN Trust Fund in Support of Actions to Eliminate Violence against Women" completed in 2009, and the evaluation of the DFID-supported programme on gender-based Violence (GBV) in Rwanda conducted in 2009.

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 of UNIFEM action to end SGBV in Cameroon and DR Congo.

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 apply³²:

- **Relevance:** The extent to which UNIFEM 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 sexual and gender-based violence, and the principles of UN reform.

³² Adapted from the definitions developed by OECD/DAC 2002: "Glossary of Key Terms in Evaluation and Results Based Management".

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- **Effectiveness:** The extent to which UNIFEM's intended results (outputs or outcomes) have been achieved or the extent to which progress toward outputs or outcomes has been achieved.
- **Efficiency:** The measure of how the UNIFEM's resources (e.g. staff time, technical, financial) are economically managed and converted to results;
- **Sustainability:** The extent to which benefits of initiatives continue after UNIFEM assistance has come to an end. Assessing sustainability involves evaluating the extent to which relevant social, economic, political, institutional and other conditions for sustainability are present;

Questions related to relevance:

- Are UNIFEM initiatives on SGBV adequate and consistent with global and national policy priorities, including General Assembly Resolutions, CEDAW, MDGs, and other international, regional, and/or national commitments?
- Are UNIFEM initiatives on SGBV responding to national and local priorities for programming and investments in the field of ending SGBV?
- How did allocations of resources 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 UNIFEM initiatives on SGBV contributed to in terms of legal and policy frameworks and their implementation at country and local levels?
- How have UNIFEM initiatives on SGBV 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 UNIFEM initiatives on SGBV?
- How have UNIFEM initiatives on SGBV catered for capacity development of partners to ensure effective delivery of projects?
- Are the various UNIFEM activities on SGBV 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 SGBV?
- What is UNIFEM's comparative advantage in designing and implementing initiatives on SGBV in the sub-region?

Questions related to efficiency:

- What measures have been taken during the implementation period to ensure UNIFEM resources are used efficiently?
- How do the UNIFEM 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 SGBV make the most of UNIFEM's resources?
- What is the role of other UN agencies and of inter-agency collaboration in the area of SGBV in the sub-region?

Questions related to sustainability:

- What is the likelihood that the benefits from UNIFEM initiatives will be maintained for a reasonably long period of time if UNIFEM 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 following outlines the roles and responsibilities for ensuring stakeholder engagement. An Evaluation Task Manager from UNIFEM Central Africa SRO will manage the overall evaluation and work under the supervision of a Reference Group consisting of UNIFEM Country Offices in Cameroon and DRC, to be chaired by the UNIFEM RPD.

The UNIFEM Sub-Regional Monitoring and Evaluation Specialist will play the role of **Evaluation Task Manager** whose responsibility is

- to follow up with the Evaluation Team to ensure deliverables and the timely application of the work-plan;
- to manage 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 UNIFEM Reference Groupe.

The UNIFEM **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 TORs); review deliverables such as inception report, draft and final report; decide who in UNIFEM Central Africa Sub-Region will use the evaluation findings and how; respond to the evaluation by preparing a management response and use the findings as

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appropriate; safeguard the independence of the evaluation; and allocate adequate funding and human resources for the evaluation. The Reference Group comprises the UNIFEM Regional Programme Director, the UNIFEM Regional Evaluation Specialist, and UNIFEM country staff from Cameroon and DRC.

To ensure that this thematic evaluation benefits from latest knowledge on various aspects related to SGBV, an **External Advisory Group** will act as a **consultative body during the evaluation process**. It shall be composed of thematic experts to provide technical and content advice during the evaluation on key aspects related to SGBV. The Advisory Group will be consulted by the Evaluation Team during the inception phase to exchange expectations, concerns, and interests; and will be asked to give feedback on the draft and the final evaluation report. The Advisory Group may comprise representatives of UN sister agencies, NGOs, academic and research institutions.

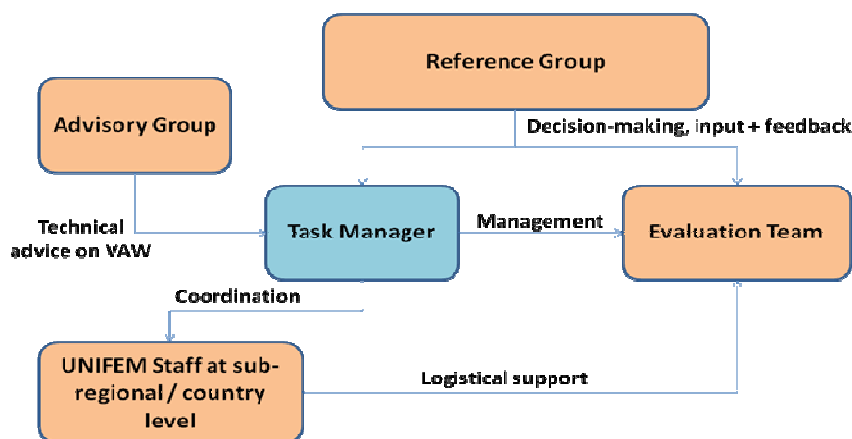
The **Evaluation Team** is in charge of **conducting the evaluation** and will be contracted through the UNIFEM SRO and report through its Team Leader to the Reference Group, while maintaining permanent communication exchange with the Evaluation Task Manager.

UNIFEM staff at subregional 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 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 UNIFEM Sub-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 UNIFEM 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 UNIFEM.

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 UNIFEM 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 a 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 UNIFEM interventions in Cameroon and DR Congo;
- The list of information sources gathered, and making them available to UNIFEM;
- 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 Cameroon and DR Congo, 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. Expected Products and Timeline

The following are the main deliverables during the process for the Evaluation Team and the UNIFEM SRO:

Milestone	Responsibility	Dates
1- Inception phase		
Establishment of Reference & Advisory Group	UNIFEM SRO	Aug 2010
Consultation and finalization of TOR	UNIFEM SRO	Aug-Sept 2010
Recruitment and induction of evaluation team	UNIFEM SRO	Sept 2010

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Production of inception report	Evaluation Team	Sept-Oct 2010
Review of inception report	UNIFEM SRO	Oct 2010
2- Desk study		
Desk review, initial interviews	Evaluation Team	Oct 2010
3- Country field visits		
Conduct of country site visits, drafting of country notes and draft evaluation report, stakeholder workshop	Evaluation Team	Nov 2010
Review and sharing of country notes & of draft evaluation report by key stakeholders	UNIFEM SRO	Nov 2010
4- Overall analysis		
Final data analysis and preparation of the final evaluation report	Evaluation Team	Nov 2010
Review of final evaluation report, development of strategy for dissemination and utilization of evaluation results	UNIFEM SRO	Dec 2010

7. Composition, Skills, and Experience of the Evaluation Team

The evaluation will be conducted by a team, (recommended to be composed of 2-3 experts, with an international consultant as Evaluation Team Leader, and national, regional, and/or international Consultants as Team Members).

a. Evaluation Team Leader – International Consultant

- At least a master’s degree; PhD preferred, in any social science, preferably including gender, evaluation or social research;
- 10 years of working experience in evaluation, at least 5 in evaluation of development programmes and knowledge of evaluation of funding mechanisms;
- Experience in evaluation of large programmes involving multi-countries and multiple stakeholders;
- Proven experience as an evaluation team leader with ability to lead and work with other evaluation experts;
- Experience as team leader or manager of “complex” evaluations;
- 5 years of experience and background on human rights based approach to programming and gender equality, including familiarity with human rights standards and agreements such as CEDAW, among others; experience in working with multi-stakeholders and the UN is essential; experience in working with governments, NGOs, and the UN/ multilateral/bilateral institutions and donor entities is an asset;
- Experience in participatory approach is an asset. Facilitation skills and ability to manage diversity of views in different cultural contexts;
- Experience in capacity development essential;
- Familiarity with the UNEG standards and norms for evaluations;
- Ability to produce well written reports demonstrating analytical ability and communication skill;

- Ability to work with the organization commissioning the evaluation and with other evaluation stakeholders to ensure that a high quality product is delivered on a timely basis;
- Fluent in English and working knowledge of another UN language.

The Evaluation Team Leader will be responsible for coordinating the evaluation as a whole, the evaluation team, the work-plan, delivery of the expected evaluation outputs and all presentations outlined above. Knowledge of other relevant languages spoken in the Central Africa Sub-Region is an added asset. Upon presenting a proposal the team leader should also provide examples of two recent evaluations in relevant fields where she/he contributed significantly as the lead writer.

b. Evaluation Team Members – International/ National Consultants

- At least a master's degree related to any of the social sciences, preferably including gender studies, evaluation or social research;
- At least 5 years experience in evaluation;
- Good understanding of gender equality and human rights. At least 5 years experience in this field. Familiarity with human rights standards and agreements such as CEDAW, among others;
- Experience in working with at least two of the following stakeholders - government, civil society, multilateral institutions;
- Good analytical ability and reporting skills;
- Ability to work in and with a team, and in different cultural settings;
- Fluent in English and preferably another UN language. Working knowledge of a language spoken in Cameroon or DRC is an asset;
- At least one of the team members should have organizational capacity expertise.

8. Resources

The estimated cost of this evaluation is within the range of 100,000 \$

9. 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.

10. Annexes

Annex A: Quality Criteria for Selection of Proposals. (See below).

Annex B: Standards for Evaluations in the UN System, and, Norms for Evaluations in the UN System. Available at: http://www.uneval.org/normsandstandards/index.jsp?doc_cat_source_id=4

Annex C: WHO/PATH Ethical Standards for Evaluations of SGBV

Ellsberg, Mary Carroll, Heise, Lori, (WHO/PATH), 2005: "*Researching Violence Against Women: A Practical Guide for Researchers and Activists*" Gives concrete guidance on "*Ethical considerations for researching violence against women*" in chapter two, p.34-47. Available at: <http://www.path.org/publications/details.php?i=1524>

ANNEX A. CRITERIA FOR THE SELECTION OF EVALUATOR/S – EVALUATION TEAM FOR THE EVALUATION

The selection of the Evaluation Team will be based on the fulfillment of the specifications established in the TOR. The submitted proposals will be assessed on three main categories: I. the expertise and competencies of the evaluators, as reflected in their CVs, gender balance, and diversity of team; II. the technical proposal for the specific evaluation; and III. the financial proposal. The categories will be assigned different weighting, which will total to 100 percent.

I. Team Composition (40%)

The team leader's and all team's experience and qualifications meet the criteria indicated in the TOR. The team is gender balanced and cross-culturally diverse.

II. Technical proposal (40%)

Evaluation matrix: The matrix clearly addresses the TOR, relating evaluation Questions with evaluation Criteria, Indicators and Means of verification.

Evaluation approach and methodology: The proposal presents a specific approach and a variety of techniques for gathering and analyzing qualitative and quantitative data that are feasible and applicable in the timeframe and context of the evaluation, and incorporates human rights and gender equality perspectives.

Work plan: The timeframe and resources indicated in the work plan are realistic and useful for the needs of the evaluation.

Motivation and ethics: The evaluators reflect clear professional commitment with the subject of the assignment and follow UNEG ethical code of conduct.

III. Budget (20 %)

The budget proposed is sufficient for applying the data gathering techniques and for obtaining reliable data for the evaluation in the timeframe indicated.

Appendix II Evaluation Matrix

Criteria		Evaluation Questions] (Criteria)	Indicators	Means of Verification
Context	Global Environment	1. What have been the key opportunities and challenges for achieving progress in ending VAW/SGBV at the global level since 2004?	1A Types of opportunities and challenges	Document and literature review Stakeholder consultations
	Sub-Regional and Country Environments	2. What have been the key opportunities and challenges for achieving progress in ending VAW/SGBV at the sub-regional level since 2004? 3. What have been key developments and related opportunities and changes at the country level in Cameroon and DRC?	2A & 3A Types of opportunities and challenges	Document and literature review Stakeholder consultations (site visits and phone/Skype consultations)
	UNIFEM	4. What opportunities and challenges in UNIFEM (HQ, regional, sub-regional, national levels) have affected the design, implementation, monitoring and reporting on programming on SGBV in the Central Africa Sub-Region?	4A Types of opportunities and challenges	Document and literature review Consultations with UNIFEM staff at national, SR and HQ levels.
Performance	Relevance	5. Are UNIFEM initiatives on SGBV relevant (adequate and consistent) in view of global and regional commitments to gender equality and SGBV? 6. Are they responsive to national and local policy priorities for programming and investments in ending SGBV? 7. To what extent did initiatives reflect the needs and priorities of women affected by or survivors of SGBV? 8. Are UNIFEM initiatives on SGBV relevant (adequate and consistent) in view of UNIFEM's priorities and strategies?	5A Evidence of initiative alignment with global commitments (e.g. General Assembly Resolutions, CEDAW, MDGs) 6A Evidence of alignment with regional and national commitments. 7A Evidence of initiatives reflecting the needs and priorities of women affected by or survivors of SGBV 8A Evidence of initiatives alignment with UNIFEM's priorities as described in its strategic documents.	Document and literature review Consultations with national and (sub) regional stakeholders (government, NGOs, donor/UN agencies), as well as UNIFEM staff. If/as appropriate, consultations with women affected by or survivors of SGBV and/or with organizations representing them.

Criteria		Evaluation Questions] (Criteria)	Indicators	Means of Verification
Effectiveness	9.	What changes have UNIFEM initiatives on SGBV contributed to the development and/or amendment of relevant legal and policy frameworks at national and local levels? ³³	9A Number of legal and policy frameworks developed at national and local levels. 9B Evidence of UNIFEM support having been appropriate for their development/revision and/or implementation.	Document review (e.g. program and activity reports) Site visits: Consultations with UNIFEM staff and program stakeholders. Observations.
	10.	To what extent has UNIFEM programming contributed to formal and informal justice systems better promoting and protecting women's right to be free from violence? ³⁴	10A Changes in the availability of legal assistance for women who are or are in danger of being affected by SGBV. 10B Changes in the knowledge of judges and decision makers in formal and informal justice systems of national commitments to women's human rights/against SGBV.	Document review (e.g. program and activity reports) Site visits: Consultations with UNIFEM staff and program stakeholders. Observations.
	11.	What evidence is there of competencies and capabilities of duty bearers, rights holders and their organizations relevant to addressing SGBV having been enhanced? ³⁵	11A Evidence of changes in partner competencies/capabilities and their application. 11B Evidence of UNIFEM initiatives having contributed to changes in national capacity.	Document review (e.g. program and activity reports, training reports and evaluations) Site visits: Consultations with UNIFEM staff and program

³³ This question relates to Outcome 2 in UNIFEM CARO's Strategic Plan 2008-2010: "Increase in the number of Constitutions, legal frameworks and processes particularly those related to economic security and rights, women's care work, property and inheritance rights, trade, migration, ending VAW and electoral and SSR that promote and protect women's human rights and eliminate gender inequality."

³⁴ This question relates to Outcome 3 in UNIFEM CARO's Strategic Plan 2008-2010: "Greater number of formal and informal justice systems promotes women's human rights at national and local levels."

³⁵ This question relates to Outcomes 5, 6 and 7 in the UNIFEM CARO Strategic Plan 2008-2010. (Outcome 5: "Gender equality experts, advocates and organizations or networks effectively demand the implementation of gender equality in national laws, policies and strategies.", Outcome 6: "Women who are subject to exclusion and/or discrimination are able to effectively advocate for having their priorities incorporated in relevant policies, programs, budgets, and processes." Outcome 7: "Key policy, service delivery and media institutions have increased resources and improved structures, procedures, incentives and capacities to implement laws and policies that promote and protect the human rights of women in line with global, regional and national commitments.")

Criteria	Evaluation Questions] (Criteria)	Indicators	Means of Verification
	12. What examples exist of innovation that UNIFEM initiatives on SGBV have contributed to? ³⁶	12A Evidence of innovative approaches or services related to SGBV that have been influenced by UNIFEM initiatives.	Document review (e.g. program and activity reports)
	13. To what extent have UNIFEM initiatives been catalytic for initiating or expanding SGBV related programs and services?	13A Evidence of catalytic effects of UNIFEM initiatives.	Site visits: Consultations with UNIFEM staff and program stakeholders. Observations
	14. Has there been any unexpected (positive or negative) result of UNIFEM's initiatives to end SGBV in DRC, Cameroon and at the sub-regional level?	14A Evidence of unexpected positive or negative results 14B Stakeholders perceptions of unexpected results	Document review (e.g. program and activity reports) Site visits: Consultations with UNIFEM staff and program stakeholders. Observations
	15. Is there any evidence that UNIFEM's initiatives have contributed to changes in the lives of women, especially women affected by SGBV and SGBV survivors, in DRC and Cameroon?	15A Evidence of changes in women's lives in regard to SGBV in Cameroon and DRC 15B Stakeholders' perceptions	Document review (e.g. program and activity reports) Site visits: Consultations with UNIFEM staff and program stakeholders. Observations
Efficiency	16. To what extent has programming on SGBV been efficient?	16A Evidence of specific measures taken during the implementation period to ensure UNIFEM and other resources (human, financial and other) are used efficiently 16B Stakeholder views on the extent to which the current portfolio of activities on SGBV makes the most efficient use of UNIFEM's resources.	Program documents, including information on budgets and expenses. Consultations with UNIFEM staff responsible for resource allocation and management.
Sustainability	17. What is the likelihood that the benefits from UNIFEM initiatives will be maintained at the individual and institutional level// for a reasonably long period of time if UNIFEM was to pull out?	17A Evidence of national/local institutions demonstrating leadership commitment to continue or replicate SGBV programs/initiatives. 17B Evidence of national/local institutions having the technical and management capacity to continue or replicate programs.	Consultations with UNIFEM staff, as well as with stakeholders from institutions/organizations who are expected/hoped to play a role with regard to the sustainability of results.
	18. What contextual factors influence the likelihood of results being sustainable?	18A Contextual factors	Consultations with UNIFEM staff and stakeholders at national and sub-regional level.

³⁶ This question relates to Outcome 8 in the SP (“Increased numbers of relevance of models of community led initiatives for advancing women human rights and elimination gender inequality.”)

Criteria	Evaluation Questions] (Criteria)	Indicators	Means of Verification
<p>Factors influencing performance (design, management)</p>	<p>19. How strategic, systematic, and coherent is UNIFEM programming on SGBV?</p>	<p>19A Existence of a clear and articulated corporate and/or sub-regional strategy for addressing SGBV. 19B Evidence of individual initiatives on SGBV being articulated in a coherent structure, with clearly formulated goals, outcomes and outputs 19C Evidence of explicitly articulated initiative objectives (Outcomes and Outputs) 19D Extent to which Outcomes and Outputs are realistic and appropriate in view of the envisaged types of changes.</p>	<p>Document review: (Sub)regional and national level reports illustrating relationships and complementarities of different initiatives. Consultations with UNIFEM partners and stakeholders at national and sub-regional levels.</p>
	<p>20. To what extent are the various UNIFEM activities on SGBV reinforcing one another?</p>	<p>20 A Evidence of UNIFEM activities being complementary and/or creating synergies.</p>	
	<p>21. Are programming choices (strategies and partners) effective and appropriate in view of the envisaged types of changes? 22. Is there evidence to indicate more or less effective sequencing of different activities/strategies?</p>	<p>21A Stakeholder views and experiences on effectiveness and appropriateness of different strategies that address SGBV 21B Stakeholder views and experiences with different partners working on SGBV 22A Evidence of more or less effective sequencing of different activities/strategies</p>	
	<p>23. What is UNIFEM's comparative advantage in designing and implementing initiatives on SGBV at national level and in the sub-region?</p>	<p>23A Stakeholder views on UNIFEM's comparative advantage in view of SGBV programming at national level and in the sub region.</p>	
	<p>24. To what extent have UNIFEM's organizational structure, managerial support and coordination mechanisms supported or hindered the performance of implemented initiatives?</p>	<p>24A Types of effects that UNIFEM organizational structure etc. have had on initiatives performance. 24B Evidence of clearly defined roles and responsibilities, and appropriate program planning, management, monitoring, communication and coordination, problem solving and decision-making mechanisms. 24C Staff and partner views on adequacy of UNIFEM staff numbers and capacity in view of the current context and demand</p>	

Criteria		Evaluation Questions] (Criteria)	Indicators	Means of Verification
Future directions	Lessons Learned and Good Practices	25. What are some of the good practices and lessons learned from UNIFEM's programming on ending SGBV?	25A Analysis of above	All of above
		26. What are some of the main challenges and key opportunities in view of UNIFEM's/UN Women's future role in ending SGBV?	26A Analysis of above	All of above
		27. What implications do evaluation findings have for UNIFEM's existing (explicit or implicit) Theory of Change for SGBV programming?	27A Analysis of above	

Appendix III Key Team Members' Biographies

Dr. Anette Wenderoth, Team Leader

Anette Wenderoth holds a PhD in Linguistics/Sociology from the University of Oldenburg in Germany. She has over fourteen years of experience in conducting qualitative social research, and has worked for the past eight years in the areas of results oriented monitoring and evaluation of development organizations, programs, and projects, as well as in project implementation, and institutional and organizational assessments. Her areas of sector specialization include women's human rights, education, and HIV/AIDS.

Anette has worked on numerous assignments addressing organizational and individual capacity building, is a skilled facilitator used to working in multi-lingual and cross-cultural settings, and has excellent communication and writing skills.

Ms. Silvia Grandi, Principal Consultant

Ms Grandi has a Masters degree in Development Studies from the Institut d'Etudes Politiques in Paris, specializing in Monitoring and Evaluation and has been working as an evaluation consultant with Universalia since 2007. She is currently completing higher level education in evaluation at the University of Ottawa. Silvia has international working and research experience in Europe (France, Italy) and Africa (Morocco, Senegal, Burundi, Cameroon, Ghana, Nigeria, Malawi) with non-governmental and multilateral organizations, with a particular focus on gender issues. Her international clients include organizations such as the Global Donor Platform on Rural Development, UNIFEM, UNFPA and UNICEF.

Ms. Grandi has been involved in conducting project, program and organizational evaluations to which she applied her complementary competencies as a gender specialist. Ms Grandi has experience in evaluation planning, development of evaluation and performance measurement frameworks and tools, qualitative data collection and analysis, report writing. She is fluent in English, French, and Italian and has strong relational and communication skills in multicultural settings.

Mr. Appolinaire Etono Ngah, Local Consultant in Cameroon

Appolinaire ETONO NGAH est un expert conseil camerounais avec plus plus de 20 années d'expérience dans les domaines suivants:

- Organisation et Facilitation des séminaires, ateliers et autres rencontres sur différents thèmes.
- Coaching des équipes et responsables des Organisations.
- Développement Institutionnel/Renforcement Organisationnel (DIRO) des Organisations et autres projets de développement en Afrique.
- Planification Stratégique : Projets, Programmes, Organisations de la Société Civile, Système des Nations Unies (Processus UNDAF).
- Évaluation des Projets et Programmes.
- Gestion Axée sur les Résultats (GAR).
- Management des Organisations de Développement et des Associations.
- Animation des réseaux d'organisations autour des thématiques diverses.

- Spécialiste de l'Approche Genre et Développement.
- Ingénierie de Formation: Pédagogie pour l'auto-promotion des populations ; Élaboration et Suivi des projets de formation ; Conception et réalisation des modules de formation; Production du matériel didactique.
- Appui divers aux organisations de la Société Civile.

M. Etono a offert ses services à plusieurs agences onusiennes (UNDP, ONUSIDA), autres agences de développement (Communauté Européenne, ACIDI, GTZ) et organisations de la société civile camerounaises et européennes. M. Etono a travaillé au Cameroun et dans plusieurs pays d'Afrique centrale (RDC, Tchad, Rwanda) et de l'Ouest (Sénégal, Côte d'Ivoire) et en Europe (Pays Bas, France, Allemagne)

Depuis Avril 2004 M. Etono est le Directeur Général de DCBC-Sarl (www.dcbc-cam.org) un Cabinet de Conseil en Management basé à Yaoundé.

Véronique Ilunga Baka, Local Consultant in DRC

M.me Ilunga Baka est une consultante indépendante congolaise avec plus de 20 années d'expérience. Elle se spécialise en études et enquêtes quantitatives et qualitatives, en particulier dans le domaine de la santé et du développement social; en études de marché; et en évaluation de projets et programmes. Ses clients récents incluent le Fond Social de la RDC, le PNUD, l'Organisation International du Travail, et Médecins Sans Frontières France.

Appendix IV Stakeholders Consulted

Organization	Number of people consulted	Method of Consultation
UN Women		
Africa Geo Section	3	Telephone Interviews
UNTF Secretariat	1	Telephone interview
CARO	2	Telephone interviews, e-mail correspondence
Cameroon Country Office	7 (one former)	Interviews, telephone interviews, group meetings/working sessions, e-mail correspondence.
DRC Country Office	5 (one former)	Interviews, telephone interviews, group meetings, e-mail correspondence
Partners/stakeholders		
Cameroon		
ACAFEJ	1	Interview
ALVF	3	Interview and focus group
Ambassade de France – Service de Coopération	3	Interview
IMC	2	Interview and focus group
MINJUST – Droits de l'Homme et Coopération Internationale	1	Interview
MINPROFF	1	Interview
Plan Cameroon	1	Interview and focus group
UN resident Coordinator Office	1	Focus group
UNAIDS	1	Focus group
UNDP	1	Focus group
UNESCO	1	Focus group
UNFPA	2	Interview
UNICEF	1	Focus group
WIRA	2	Interview
WOMED	4	Interview and focus group
DRC		
Ambassade de Belgique	1	Interview
Centre KOKO	1	Telephone interview
CFPD	1	Interview and focus group
Collectif des Femmes de Bumba (COFEBU)	1	Telephone interview
Embassy of the Kingdom of Netherlands (EKN)	1	Interview

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Organization	Number of people consulted	Method of Consultation
FFP	2	Interview
FORFEM - Kinshasa	3	Interview and focus group
FORFEM - Mbandaka	1	Interview
Mairie de la Ville de Mbandaka	1	Interview
Ministère du Genre, de la Famille et de l'Enfant – Cellule d'Études et Planification de la Promotion de la Femme	1	Interview
Ministère du Genre, de la Famille et de l'Enfant – Division Provinciale Équateur	1	Interview
PNMLS – Bureau Provincial de Mbandaka	2	Interview
Program Beneficiaries (VAW survivor) in Mbandaka	6	Focus group
RENADEF - Goma	1	Telephone interview
RENADEF - Kinshasa	1	Interview and focus group
Réseau Action Femme (RAF) - Mbandaka	1	Interview
SOFEPAI	2	Telephone interview and focus group
Swedish Embassy	2	Interview
UNDP	2	Interview
UNFPA	1	Interview
UNICEF	3	Interview
Women for Women	1	Telephone interview
World Relief	1	Telephone interview

Reference Group and Advisory Group members

	Members
Reference Group	Diana Ofwona, UNIFEM-CARO Regional Program Director Rachel Boketa, UNIFEM DRC Program Officer Arlette Mvondo, UNIFEM Cameroon Program Officer
Advisory Group	Linet Miriti-Otieno, UNIFEM-HQ-Africa Section M&E Specialist Caspar Merkle, UNIFEM Regional Evaluation Specialist for Africa Kathrina Ellen Anderson, UN-Trust Fund Focal Point on SGBV Kebedech Ambaye Nigussie, UNIFEM-HQ-Africa Section Focal Point on SGBV.

Appendix V Documents Reviewed

Type of Document	Documents reviewed
UNIFEM/UN Women Corporate Documents	<ul style="list-style-type: none"> • UNIFEM Strategic Plan 2008-2011. Executive Board of the United Nations Development Programme and of the United Nations Population Fund (2007). • A Life Free of Violence. Unleashing the Power of Women's Empowerment and Gender Equality. Strategy 2008-2013 (2008). • Ending Violence Against Women and Girls Programming Essentials (2010) • UNIFEM and PATH. Monitoring and Evaluation of Initiatives on Violence Against Women and Girls. (2010). • UN Women: Vision and 100-Day Action Plan : a Summary Briefing (2011) • Ending Violence against Women and Girls: UNIFEM Strategy and Information Kit (2010). • UNIFEM Annual Report 2009–2010 (2010) • UNIFEM Annual Report 2008–2009 (2009) • UNIFEM Annual Report 2007–2008 (2008)
Other relevant documents at the global level	<ul style="list-style-type: none"> • General Assembly Resolution 61/143. Intensification of Actions to Eliminate Violence Against Women. 2007. • General Assembly Resolution 48/104 Declaration on the Elimination of Violence against Women. 1993 • In-depth study on all forms of violence against women. Report of the Secretary-General. UN General Assembly. July 2006. • UN Secretary-General's Campaign '<i>UniTE to End Violence Against Women</i>' – Framework for Action. Programme of United Nations Activities and Expected Outcomes 2008-2015. • Researching Violence against Women: A Practical Guide for Researchers and Activists. Chapter 2: Ethical Considerations for Researching Violence Against Women.PATH, 2005. • UN Trust Fund to End Violence against Women Annual Donor Report 2009 (2009). • UN Trust Fund to End Violence against Women Annual Donor Report 2008 (2008). • Evaluation of the UN Trust Fund in Support of Actions to Eliminate Violence against Women. Universalia, 2009.
UNIFEM/UN Women Sub-Regional (CARO) Documents	<ul style="list-style-type: none"> • CARO Sub-Regional Strategic Plan 2008 – 2010. • CARO Sub-Regional Strategic Plan 2010-2011 Amendment. • CARO Up-dated Sub-regional Strategy 2006-2007. • CARO Multi-year funding framework 2004-2007 • CARO Annual Report 2008. • CARO Annual Report 2009.
Other relevant sub-regional documents	<ul style="list-style-type: none"> • International Conference on the Great Lakes Region. Protocol on the Prevention and Suppression of Sexual Violence Against Women and Children. 30 November 2006
UNIFEM Cameroon Documents	<ul style="list-style-type: none"> • UNIFEM Cameroun. Document de stratégie : Promouvoir l'Egalite du Genre et le développement de la Femme au Cameroun 2009-2012, • UNIFEM Cameroun. Plan D'Action Stratégique (2010-2013). Promotion de l'Egalite Entre les Sexes en Vue d'un Développement Équitable au Cameroun. UNIFEM. July 2010).doc) • UNIFEM Cameroon. Implementation Plan 2009. • UNIFEM Cameroon. Implementation Plan 2008.
UNIFEM Cameroon Partners' documents	<ul style="list-style-type: none"> • ACAFEJ. Project Proposal: Documenting the use of CEDAW and its influence in the judicial system. • ACAFEJ. Rapport Semestriel d'Évaluation des activités Octobre 09 -Mars 10. Projet : SENSIBILISATION A LA CEDEF ET ETUDE SUR SON APPLICATION PAR LES JURIDICTIONS. March 2010.

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	<ul style="list-style-type: none"> • ACADEJ. Sensibilisation à la CEDEF et Étude sur son Application par les Juridictions. Résumé des éléments importants du Projet. • ALVF – Antenne du Centre. Demande de Financement a L'UNIFEM Pour « 16 jours d'activisme contre les violences faites aux femmes : Violences faites aux femmes / Violations des droits humains ». 2008. • ALVF – Antenne du Centre. Final Project Report : « 16 jours d'activisme contre les violences faites aux femmes : Violences faites aux femmes / Violations des droits humains ». • IMC. UNTF Project Final Report: Critical Health Support for Survivors of SGBV amongst Central African Republic Refugees in Eastern Cameroon. June 2010 • MINPROFF. Project proposal : Reseau, Reseautage, Promotion des Droits de la Femme et du Genre. 2009. • MINPROFF. Working to Eliminate Female Genital Mutilation (FGM) in Cameroon: Zero Tolerance to FGM! • Plan Cameroon. UNTF Project proposal : «Tackling Violence Against Girls in Schools in Far North Region of Cameroon. 2010 • WIRA. Application for Funding for: "Shadow Report on the Implementation of CEDAW in Cameroon". 2008 • WOMED. Empowering the Informal Justice system to fight against female genital mutilation, early marriages and Gender Based Violence in Manyu Division. Project proposal to UNIFEM. 2009 • WOMED. Empowering the Informal Justice System to fight against female genital mutilation, early marriages and Gender based violence in Manyu Division, Narrative Report, October 2009 to March 2010. 2010
Other relevant documents – Cameroon	<ul style="list-style-type: none"> • Legislation on VAW: The Case of the Republic of Cameroon, A Presentation during the workshop on 'Strengthening legislative frameworks to address all forms of Violence Against Women' by Hon Esther Ngala, Member of Parliament, Cameroon. December 2009.
UNIFEM DRC Documents	<ul style="list-style-type: none"> • Situation Financière et programmation 2010 • Situation des Projets Financés par UNIFEM en 2008 et 2009. • UNIFEM DRC Country Programme 2009-2011 • Community Mobilization to Prevent Violence Against Women. Project Proposal for the Swedish International Development Cooperation Agency. 2007. • Community Mobilization to Prevent Violence Against Women. UNIFEM Project Briefing Note. April 2010. • Community Mobilization to Prevent Violence Against Women. Progress Report to the Swedish International Development Cooperation Agency December 2008- February 2010. April 2010. • Community Mobilization to Prevent Violence Against Women. Final Progress report to the Swedish International Development Cooperation Agency December 2008 – August 2010. August 2010. • Community Mobilization to Prevent Violence Against Women. Rapport de la mission de suivi effectuée dans les provinces du Sud Kivu, Nord Kivu et Maniema, Mars 2010. • Paquet Minimum Centres Multifonctionnels. 2007
UNIFEM DRC Partners' documents	<ul style="list-style-type: none"> • Centre KOKO, Proposition de projet : Projet d'appui psycho-social, de prévention et de soutien socio-économique aux femmes et filles vulnérables dans le contexte des violences sexuelles, violences basées sur le genre et le VIH/SIDA en groupement de Kaniola, territoire de Walungu, Juillet 2009. • Centre KOKO, Rapport Narratif Final du Projet d'appui psycho-social, de prévention et de soutien socio-économique aux femmes et filles vulnérables dans le contexte des violences sexuelles, violences basées sur le genre et le VIH/SIDA en groupement de Kaniola, territoire de Walungu. Septembre 2009- Juillet 2010. Juillet 2010. • CFPD, Proposition de projet : Projet d'appui a la mobilisation communautaire en vue de la prévention des violences basées sur le genre au Sud Kivu et à l'Équateur, Novembre 2009. • CFPD, Rapport Narratif Final du Projet d'appui a la mobilisation communautaire en vue de la prévention des violences basées sur le genre au Sud Kivu et à l'Équateur. Février – Août 2010.

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	<p>Août 2010.</p> <ul style="list-style-type: none"> • COFEKI, Proposition de Projet : Prise en charge psychosociale et réinsertion socio économique de femmes victimes de violences sexuelles dans le Territoire de Kibombo en collectivités de Matapa et Aluba, dans la Province du Maniema. Septembre 2009. • COFEKI, Rapport Narratif et Financier de Juin et Juillet 2010. • COFEKI, Rapport Narratif et Financier de Janvier à Mai 2010. • FFP, Proposition de Projet : « Appui au Centre des femmes de Wamba (centre multifonctionnel de Wamba) et Lutte contre les Violences Sexuelles et le VIH/SIDA dans la Province Orientale », Septembre 2009. • Diocèse de Wamba, Centre Multifonctionnel pour la Promotion de la Femme. Rapport du bureau de la Lutte contre les violences sexuelles au territoire de Wamba . Novembre-Décembre 2009 et Janvier 2010. Mars 2010. • Diocèse de Wamba, Centre Multifonctionnel pour la Promotion de la Femme - Service de « Lutte contre les Violences Sexuelles ». Rapport partiel des activités du CMPF/Wamba. Juillet-Aout- Septembre 2010. • FORFEM, Proposition de Projet: Mobilisation communautaire dans la prévention et lutte contre les violences sexuelles basées sur le genre et VIH/SIDA dans la Province de l'Équateur, Septembre 2009. (• FORFEM, Rapport Narratif pré-final du Projet « Mobilisation communautaire dans la prévention et lutte contre les violences sexuelles basées sur le genre et VIH/SIDA dans la Province de l'Équateur » Janvier- Juillet 2010. Aout 2010. • Women for Women International. Proposition de Projet: Séminaire de Formation des Magistrats, Chefs Coutumiers et Officiers de l'Armée à la Lutte Contre les Violences Basées sur le Genre dans la Province du Nord-Kivu. Septembre 2009. • Women for Women International. Programme de Formation des Leaders Communautaires Masculins. Rapport Synthétique du Séminaire de Formation des Magistrats, Chefs Coutumiers et Officiers de l'Armée à la Lutte Contre les Violences Basées sur le Genre dans la Province du Nord-Kivu. Octobre-Décembre 2009. • World Relief, Project proposal to UNIFEM Kigali: Advocacy and Pyscho-social Support to GBV Survivors of the Rutshuru Territory (APS-R). June 2009. • World Relief, Rapport Synthèse des Activités GBV. Période: Décembre-Mars 2010. • World Relief, Rapport Narratif, Sensibilisation et support psycho social et socio économique des survivantes de violence sexuelle du territoire de Rutshuru. Aout 2010. • RENADEF, Proposition de projet pour UNTF "Projet d'appui à la Réduction des Deux Pandémies du VIH/SIDA et de la Violence contre les Femmes » Aout 2007. • RENADEF, Rapport Final du Projet d'Appui à la Réduction des Deux Pandémies du VIH/SIDA et de la Violence contre les Femmes. Février 2009. • SOFEPADI, Rapport de progression semestriel du « Projet de lutte contre les violences sexuelles en Ituri », Janvier à Juin 2009. • SOFEPADI, Rapport de progression troisième trimestre du « Projet de lutte contre les violences sexuelles en Ituri » Juillet à Décembre 2009
Other relevant documents - DRC	<p>Ministère du Genre, de la Famille et de l'Enfant. Stratégie Nationale de la Lutte Contre les Violences Basées sur le Genre (SNVBG). Novembre 2009.</p> <p>MONUC - Office of the Senior SV Advisor and Coordinator. Comprehensive Strategy on Combating Sexual Violence in DRC. March 2009.</p>

Appendix VI Reviewed Projects/Initiatives

Country	Partner	Title	Location	Project Start - End	Budget (US Dollars)	Source of funding
Cameroon ³⁷	MINPROFF	Réseau, Réseautage, Promotion des Droits de la Femme et du Genre ³⁸	Yaoundé and the 10 regions	2008-2009	\$84,000	UNIFEM Core
	MINJUST	Formation des magistrats sur l'Application de la CEDEF	Yaoundé	12/2009 ³⁹	\$20,000	UNIFEM Core
	WOMED	Empowering the Informal Justice System to fight against female genital mutilation, early marriages and Gender based violence in Manyu Division	Manyu Division, South West Region	10/2009 – 10/2010	\$ 35,000	UNIFEM Core
	ACAFEJ	Sensibilisation à la CEDEF et étude sur le niveau d'appropriation et d'utilisation par les acteurs du monde judiciaire	Yaoundé and Doula, Régions du Centre, du Littoral, de l'Extrême Nord et du Sud Ouest	10/2009-ongoing	\$28,000	UNIFEM Core
	ALVF	16 jours d'activisme contre les violences faites aux femmes : Violences faites aux femmes / Violations des droits humains	Yaoundé	10-11/ 2008	\$5,000	UNIFEM Core
	WIRA	Shadow Report on the Implementation of CEDAW in Cameroon	Yaoundé	2009 (duration 6 months)	\$13,600	UNIFEM Core
	UNCT	Contribution to UNCT 16 Days of Activism	Yaoundé	2008, 2009, and 2010	\$15,000 (\$5,000 per year)	UNIFEM Core

³⁷ The evaluation team is still in the process of validating with CARO and the Cameroon country office the financial information concerning VAW initiatives in Cameroon. At present none of these data are confirmed, as we have received conflicting information from different sources.

³⁸ This is a broad project providing institutional support to the MINPROFF, not only to VAW. In terms of VAW, it includes: les campagnes de vulgarisation des instruments juridiques de protection des droits de la femme et de la jeune fille; l'appui à la production des rapports de la CEDEF; l'Organisation des 16 jours d'activités contre les violences faites aux femmes; l'Organisation des rencontres avec les exciseurs et exciseuses et le support à la réalisation d'Activités Génératrices de Revenues alternatives pour les exciseuses.

³⁹ The cooperation agreement between UNIFEM and MINJUST was signed in November 2007, but the activities were only implemented in December 2009.

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Country	Partner	Title	Location	Project Start - End	Budget (US Dollars)	Source of funding
	CHRAPA	Human Rights Based Approach to Combating VAW in Cameroon	North West, South West and Central Regions	2007- 2008	23,000 ⁴⁰	UNTF
	IMC	Critical Health Support for Survivors of Gender based Violence (GBV) Amongst Central African Republic Refugees in Eastern Cameroon	Adamaoua Region, Mbéré Division, Djohong District (Eastern Cameroon)	2009-3/2010	\$707,600	UNTF
	Action Aid/Plan Cameroon	Tackling violence against girls in schools in the far north region of Cameroon	North Region	2009-2011 11/2010 – on going	\$591,192 \$300,000	UNTF
DRC	MINGE	Institutional support to MINGE for the development of the National Strategy on SGBV, SCR 1325 Action Plan, and Family Code	Kinshasa	2008 – 2009	?	UNIFEM Core
	Women for Women	Formation des magistrats, Chefs coutumiers et officiers de l'armée à la lutte contre les violences basées sur le genre dans la Province du Nord Kivu	Province du Nord Kivu (Goma, Butembo and Beni)	10-12/ 2009	\$31,430	SIDA Community Mobilization to Prevent VAW Program ⁴¹
	Centre Multifonctionnel KOKO	Projet d'appui psychosocial de prévention et de soutien socioéconomique aux femmes et filles vulnérables dans le contexte des violences sexuelles, violences basées sur le genre et le VIH/Sida en groupement de Kaniola, territoire du Walungu	Kaniola, Walungu, Sud Kivu	9/2009 - 7/2010	\$48,978	SIDA Community Mobilization to Prevent VAW Program
	COFEKI	Projet de prise en charge psychosociale et réinsertion socioéconomique des femmes victimes de violences sexuelles dans le Territoire de Kimbombo en Collectivités de Matapa et Aluba dans la Province du Maniema	Province du Maniema (Collectivités de Aluba and matapa, in the territory of Kibombo)	1/2010- 7/2010	\$36,302	SIDA Community Mobilization to Prevent VAW Program

⁴⁰ This was a 2007 UNTF project, for a total value of 115,000. The last tranche of the UNTF fund (23,000) was disbursed in 2008.

⁴¹ The total budget for the SIDA Community Mobilization to Prevent VAW Program was \$400, 000 for the period December 2008 - August 2010 (18 months), of this only \$ 376 884 were received by UNIFEM

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Country	Partner	Title	Location	Project Start - End	Budget (US Dollars)	Source of funding
	CFPD (une partie du projet est sous contracté avec COFEBU)	Appui au centre multifonctionnel de Bumba et renforcement des capacités des communautés en vue de la prévention et lutte contre les violences sexuelles basées sur le genre dans la province du Sud Kivu	Province de l'Equateur (Bumba) et du Sud Kivu (Bukavu and Nyangezi)	2/2010 - 8/2010	\$69,800	SIDA Community Mobilization to Prevent VAW Program
	FORFEM	Mobilisation communautaire et renforcement des capacités en vue de la prévention et lutte contre les violences basées sur le genre et le VIH/Sida dans la province de l'Equateur	Province de l'Equateur	01/2010 - 8/2010	\$70,000	SIDA Community Mobilization to Prevent VAW Program
	Fondation Femme Plus (et Centre Wamba pour une partie du projet)	Appui au Centre des Femmes de Wamba (Centre Multifonctionnel de Wamba) et lutte contre les violences sexuelles et VIH/Sida	Territoire de Mambasa (2 health zones: Mambasa and Niania) and Wamba, Province Orientale	2009/2010 (6 months)	\$75,267	SIDA Community Mobilization to Prevent VAW Program
	World Relief	Projet de Sensibilisation et Support Psycho Social et Socio Economique des Survivante de Violence Sexuelle du Territoire de Rutshuru	Province du Nord Kivu	12/2009 – 7/ 2010	\$55,431	SIDA Community Mobilization to Prevent VAW Program
	SOFEPADI	Projet de lutte contre les violences sexuelles en Ituri	District d'Ituri, ville de Bunia et Ville et Territoire de Beni, North Kivu	1/2009 – 12/2009	\$150,000	UNTF
	RENADEF	Projet d'appui à la réduction des deux pandémies de la violence faite aux femmes et du VIH/Sida en RD Congo.	Goma (province du Nord Kivu), Bukavu et Uvira (Province du Sud Kivu), Kisangani (province orientale), Kindu (province du Maniema), Kalemie (province du Katanga)	6/2008 – 6/2009	\$ 200,000	UNTF

Appendix VII Country notes

Cameroon

Criteria	Key Observations
Interventions' profile	<p>Since 2008 UNIFEM's work on Violence Against Women (VAW) has focused on two key aspects: 1) strengthening the legal framework and the formal and informal justice systems to fight against VAW; and 2) VAW prevention, in particular in relation to domestic violence and Traditional Harmful Practices (THPs) such as Female Genital Mutilations (FGM), early marriage, widowhood rites:</p> <ul style="list-style-type: none"> • UNIFEM Cameroon has lobbied and provided technical and financial support for the revision of the Cameroon Family Code and the development of a law on VAW. • With the Ministère de la Promotion de la Femme et de la Famille (MINPROFF), UNIFEM's has supported a variety of initiatives, including: popularization and sensitization campaigns on Women Human Rights (WHR) and the legal provisions (including CEDAW) defending them; the production of the CEDAW report; the organization of the 16 Days of Activism against Gender Violence; and a sensitization, information and capacity development campaign for female genital mutilators to encourage them to abandon the practice. • With local NGOs, UNIFEM has provided support to sensitization activities for rights holders and duty bearers (including formal and informal justice systems) on WHR, VAW and CEDAW; the development of the CEDAW shadow report; strengthening the informal justice system, in particular in the northwest and southwest regions, to fight against traditional harmful practices and other forms of VAW; empowering female genital mutilators to abandon their practice. • With the Ministry of Justice (MINJUST), UNIFEM has provided assistance to the organization of trainings on CEDAW and its applications for magistrates. • UNIFEM has also played an active role in mechanisms such as the UN Gender Group, pushing for UN coordinated initiatives to fight VAW in Cameroon, including joint initiatives for the 16 Days of Activism. <p>VAW activities in Cameroon were funded with UNIFEM's core funds. With the exception of the MINPROFF, which received a contribution of almost \$100,000, contributions were relatively small, from \$5,000 to \$40,000 for periods under one year.</p> <p>During the period under review, two UNTF projects were implemented in Cameroon. One was executed by the international NGO International Medical Corps, and provided medical support for GBV survivors amongst Central African Republic refugees in Eastern Cameroon. The other project was initially implemented by the international NGO ActionAid and subsequently by the NGO Plan Cameroon, to tackle violence against girls in five districts of North Cameroon. These projects had substantially larger budgets (\$700,000 and \$590,000 respectively) than UNIFEM's VAW initiatives in Cameroon.</p>
Context	<p>Prevailing VAW SGBV issues and their root causes</p> <p>Cameroon is one of the few stable countries in Central Africa, yet has significant poverty challenges, and is highly diverse in terms of cultural, linguistic and religious point of view, with more than 250 ethnic groups. Therefore, there is a broad range of cultural practices that regulate social life and affect lives of women and girls, particularly in the areas of sexual and</p>

	<p>reproductive health, marriage and inheritance. Despite the ratification of CEDAW and the Maputo Protocol, discriminatory social customs and practices, low social status, and stereotyped attitudes towards women prevail. The large majority of acts of VAW spring from cultural practices that are accepted as part of the morality of the community. Among the most common harmful traditional practices are son preference and its implications on the status of girls, early marriage and pregnancy, female genital mutilation, and widowhood rites. These practices are particularly prevalent in the north, northwest and southwest regions. Also, domestic violence is widespread.</p> <p>Capacity and willingness at the country level to address VAW</p> <p>The Cameroon government has not yet developed a holistic approach to the prevention and elimination of the various forms of violence against women and girls. There is no legal framework that specifically addresses VAW; and there is insufficient knowledge and use of ratified international instruments by law officers. This problem is intensified by some discriminatory elements in some of the national legal instruments and by the fact that abuses of women’s human rights are often compounded by customary laws. Where laws are non-discriminatory towards women, high levels of ignorance and illiteracy make it difficult for women to assert and defend their rights.</p> <p>According to consulted stakeholders, awareness and mobilization against VAW are gaining momentum in Cameroon, although they remain relatively new. It appears that discussing VAW is becoming less of a taboo in the public discourse, and that the media are addressing the issue more frequently. There is an emerging political will to address VAW, in particular FGM, as demonstrated by the engagement of the MINPROFF on this issue. However its capacities, resources and governmental clout remain very limited. Another challenge is the limited availability of recent and comprehensive data on VAW in the country.</p> <p>UNIFEM environment</p> <p>UNIFEM Cameroon was created as a project office in 2004, and became a full country office only in 2008. UNIFEM Cameroon’s work on VAW is relatively new: until 2008, the Cameroon office focused on economic empowerment, and supported only a very limited number of initiatives to fight VAW. The current transition to UN Women is creating a lot of expectations among partners and other stakeholders: however a lot of uncertainty remains in relation to the consequences of this transition at the country level.</p>
<p>Relevance</p>	<p>Relevance to national and regional commitments and priorities</p> <p>In Cameroon, there are no specific strategies or policy frameworks spelling out the Government’s overall priorities in addressing VAW. UNIFEM’s work has been aligned with the MINPROFF priorities relating to VAW, as identified in its Annual Feuille de Route, in particular in relation to the eradication of FGM, and with the new human rights orientation of the Ministry of Justice. UNIFEM has supported the Government of Cameroon’s commitment to CEDAW implementation by assisting the MINPROFF in CEDAW reporting.</p> <p>Relevance to identified needs at the country and local level</p> <p>Consulted stakeholders agreed that UNIFEM’s initiatives responded to important perceived needs at the country level, but that the limited size and scope of these initiatives often made them a “drop in the bucket”. UNIFEM’s focus on eradicating traditional harmful practices, through information and sensitization of vast populations and the mobilization of traditional leaders was very relevant to country needs. Similarly, the focus on strengthening the knowledge on CEDAW and WHR within the formal justice system was relevant to needs, given the fact that the vast majority of magistrates have very limited/inexistent knowledge of this legal instrument.</p>

	<p>Relevance to UNIFEM's priorities</p> <p>Programming efforts in Cameroon have been relevant to UNIFEM's overarching goals and priorities at corporate and sub-regional levels. However, while UNIFEM's corporate approach aims at encompassing both VAW prevention and response, programming in Cameroon has focused primarily on prevention.</p>
<p>Effectiveness</p>	<p>Overall comments</p> <p>UNIFEM's initiatives on VAW have made a number of output level achievements. However, it is difficult to assess the extent to which these single-initiative outputs contributed to the broader outcomes envisaged for UNIFEM's action against VAW as a whole⁴², as in most cases these were small-scale, short-term initiatives that were dispersed geographically, and synergies across interventions were not pursued. Monitoring and follow up presented a challenge for both UNIFEM and its partners, as there were no systems or resources to ensure follow up, establish credible baselines, or measure the effects of initiatives on targeted communities. For this reason it has been difficult for UNIFEM-supported initiatives to contribute to institutional and behavioural changes (outcomes) that go beyond their immediate results (outputs).</p> <p>Progress towards results</p> <p><u>Outcome A, Strengthened legal and policy frameworks:</u></p> <p>In Cameroon, despite UNIFEM's consistent efforts, improvements in the legal framework have been less than hoped for. Consulted stakeholders noted UNIFEM's role in putting the reform of the Family Law and the Law on VAW back on the public agenda. After several years of stagnation, the discussion was re-opened between 2008 and 2010: UNIFEM contributed by lobbying the government, providing support for revision workshops, and supporting civil society involvement in lobbying and the revision process. Consulted stakeholders reported increased awareness among relevant ministries and gender advocates, increased media coverage, as well as the creation of mechanisms for dialogue. However, these efforts have not yet led to any legislative changes.</p> <p><u>Outcome B Strengthened formal and informal justice systems:</u></p> <p>Strengthening formal and informal justice systems to combat VAW has been a key focus of UNIFEM's work in Cameroon. While several short-term results in this direction are documented, the limited scope, duration and synergy of UNIFEM's supported initiatives limit their contribution to broader changes.</p> <ul style="list-style-type: none"> • UNIFEM contributed to strengthening knowledge and awareness of CEDAW and its application as a legal instrument to fight VAW within the legal community and to some extent in the broader population, through sensitization campaigns and training for magistrates. While these results are encouraging, they are small and short term. For example the training to date has reached only 90 of the 1,000 magistrates and there are no plans to institutionalize the training. At the time of writing, there was no information available on the extent to which trained magistrates are using their new knowledge or on how the justice system has been affected. • There is no documented evidence that UNIFEM initiatives have increased the availability of legal assistance for women, but

⁴² Country level staff in Cameroon underlined the fact that what UNIFEM was trying to do in Cameroon, given the available resources and the established priorities, were just a few initiatives (actions) with limited expected results and that these have mostly been achieved

several consulted stakeholders mentioned that the initiatives of UNIFEM and its partners have strengthened women's knowledge of their rights, legal provisions, and how to access justice.

- UNIFEM supported initiatives in the northwest and southwest regions aimed at increasing traditional leaders' awareness and knowledge of WHR, VAW and THP as well as their commitment to act as agents of change in their communities. Consulted stakeholders reported some positive changes triggered by these interventions in terms of increased sensitization and engagement of traditional leaders to fight against VAW. According to UNIFEM, as a result of these initiatives women in targeted areas have increased access to justice through the informal justice system. However the evaluation team does not have data to triangulate this information.

Outcome C Strengthened and empowered duty bearers, rights holders and their organizations:

In Cameroon, UNIFEM has contributed to strengthening MINPROFF capacity to address VAW, in particular to conduct nationwide sensitization campaigns. UNIFEM has also supported local CSOs in their advocacy and sensitization efforts and in developing and presenting one coordinated CEDAW shadow report. However, UNIFEM support was short-term and focused on specific activities; consulted partners did not feel that UNIFEM had substantially contributed to increasing their organizational capacities.

Beyond immediate results, several consulted stakeholders mentioned that UNIFEM, through lobbying, capacity development, and partner mobilization, contributed to the increased engagement of MINPROFF in the fight against VAW, FGM and TFP in Cameroon. They noted in particular that MINPROFF has taken the lead for the 16 Days of Activism campaign. In addition, it is widely recognized that UNIFEM has contributed to an increased and diversified mobilization for the 16 Days of Activism, including leading a joint UN initiative in support of it. Consulted stakeholders also agreed that in the last few years VAW has become a more public subject of debate and discussion that is being addressed more often in the media and at public events; this can be seen as the result of the many sensitization and capacity development activities conducted in recent years, to which UNIFEM and its partners have contributed. While these observations are encouraging, evidence remains anecdotal and behavioural change is difficult to measure, especially in the absence of systematic M&E and reliable and comprehensive studies.

Outcome D Relevant and effective models of community-led initiatives:

In Cameroon, UNIFEM supported a limited number of interventions at the community level. According to consulted stakeholders, community-level sensitization campaigns conducted as part of these initiatives helped to “break the silence” on FGM, early marriage, and THP, and as a result, community media, traditional chiefs, and imams have become more involved in the fight against SGBV and more willing to talk about VAW. Several small immediate results have been achieved (e.g., in Manyu division, 90 village chiefs were sensitized and 55 female genital mutilators trained on micro business development by WOMED), but how these will affect behaviours at the community level is unknown. There is anecdotal evidence of changes in behaviours and the MINPROFF campaign led to some powerful, symbolic acts, such as FG mutilators renouncing their knives in public ceremonies. However, UNIFEM staff and other consulted stakeholders agreed that results at the community level have been minimal and difficult to measure and that no clear model has emerged from these initiatives.

Catalytic and Innovative Programming

There is no strong or consistent evidence that UNIFEM's work on VAW is innovative or catalytic. UNIFEM staff suggested that involving traditional leaders in the fight against VAW, FGM and THPs was innovative. However, the Evaluation Team had no data to confirm that other stakeholders see this as innovative programming. Also there is no data showing that UNIFEM has actively and systematically tried to capture and share lessons learned from its innovative work, or mobilize support for any

	<p>particular approach. According to UNIFEM staff there are examples of UNIFEM's work being continued with other funding: for example, the work done with CHRAPA and the MINPROFF on FGMs is now being continued by UNFPA. However, this has not happened in a planned and coordinated way.</p>
Efficiency	<p>Consulted UNIFEM staff indicated that they were generally satisfied with achievements made to date given the very limited resources (staff, money) available for VAW work. In Cameroon, UNIFEM prides itself on being very cautious in its expenditures, to the point that this seems to have become an organizational culture trait. Some consulted stakeholders within UNIFEM felt that, by comparison, UNTF projects were less efficient.</p> <p>Major challenges for UNIFEM's efficiency as noted by most UNIFEM staff and stakeholders, are UNIFEM's bureaucratic heaviness, highly centralized structure and very moderate delegation of responsibilities and signing authority to the country level. This delayed fund disbursement, project implementation, and reporting.</p>
Sustainability	<p>The likelihood of results being sustainable and contributing to substantive changes is limited, as UNIFEM as well as its partners and funders have not planned for or systematically addressed sustainability in their work. In addition, several characteristics of UNIFEM-supported interventions in Cameroon are likely to negatively affect sustainability, including: the punctual, short-term, fragmented nature of most initiatives, which limits the potential for program coherence and synergies; and the little, if any, follow up support provided to project partners.</p> <p>On the other hand, factors that may support the likelihood of results being sustainable are: the favourable international environment, fostering increasing investments and commitment to VAW; and the MINPROFF's engagement in fighting FGMs (however its capacities are limited).</p>
UNIFEM's niche and role in view of VAW	<p>During the period under review, UNIFEM did not have a well-established niche in VAW programming at the country level. While consulted development and national partners at the country level widely recognized UNIFEM's role with regard to gender equality, their levels of awareness and appreciation of UNIFEM's work on VAW in Cameroon varied considerably. Our data suggest that almost no stakeholders consulted in Cameroon see UNIFEM as possessing particularly strong technical expertise on VAW at the country level. For this reason, as far as VAW is concerned, its partners (especially CSOs) have perceived UNIFEM mainly as a (small) funder and as an organization capable of creating opportunities for dialogue between civil society, the government and the donors. To a much lesser extent UNIFEM was seen as provider of technical assistance in relation to VAW. Consulted individuals agreed that other UN agencies (e.g., UNFPA) were considerably better placed and equipped than UNIFEM to lead initiatives on VAW in the field.</p> <p>However, recent developments are contributing to better define UNIFEM's (future) role in VAW from that of other players. Despite the country office's relatively young age, UNIFEM has progressively been able to build a good reputation and establish its leadership role in relation to gender equality and women's rights. It also has been able to position itself strategically by playing a very active role in coordination and dialogue mechanisms within UN agencies and among development partners and the government. Also UNIFEM's role in sensitization for and advocacy on VAW has been recognized, in particular during the 16 Days of Activism against VAW campaign. UNIFEM's key areas of expertise at the national level are widely seen to lie in GRB and gender mainstreaming. However, our consultations indicate that development partners increasingly view UNIFEM as also playing (or at least having the potential to play) a coordination role with regard to work on VAW. At the same time, UNFPA continues to be regarded as the technical leader in this area.</p>

<p>UNIFEM's Strategy on VAW</p>	<p>UNIFEM Cameroon does not have an explicit country level strategy for VAW. There were a number of implicit strategic priorities identified by UNIFEM staff in Cameroon (i.e. strengthening the legal framework; supporting implementation of the legal framework, in particular by strengthening the formal and informal justice systems; strengthening awareness of WHR and VAW among rights holders and duty bearers, in particular in relation to THPs and domestic violence; coordinating with other UN agencies and development partners).</p> <p>Initiatives in Cameroon were aligned with these strategic orientations, but together they did not constitute a coherent country program for VAW. UNIFEM provided punctual support to short-term initiatives with limited continuity or follow up. The majority of consulted stakeholders referred to UNIFEM's programming on VAW as a "sum of activities" rather than a consistent, systematic, long-term thematic program. UNIFEM country staff felt that there was no clearly articulated strategic direction on how to address VAW and no explicit framework in which to structure its interventions.</p> <p>The lack of strategic guidance for UNIFEM's work on VAW also affected its selection of partners. While the selection of Governmental partners (MINPROFF and MINJUST) is aligned with UNIFEM's strategic orientations, the selection of partners CSOs has been very reactive (partner selection decisions have been made ad hoc/ in response to requests), and has not followed clearly established selection and collaboration criteria and processes.</p> <p>Overall individual programming choices were appropriate. However the lack of overall strategy affected their effectiveness: for example, UNIFEM has supported various training activities, but they were not part of a clear capacity building strategy. Similarly, it has funded studies, but not as part of a comprehensive knowledge generation strategy.</p>
<p>Factors influencing performance</p>	<p>Supporting factors:</p> <ul style="list-style-type: none"> • UNIFEM has built <u>strong relationships</u> with the MINPROFF that go beyond the work on VAW, and with women's organizations, gender advocates, and CSOs. Consulted CSO stakeholders noted that, among all UN agencies, UNIFEM tended to have the closest links and be most accessible to CSO partners. While having strong relationships with CSOs and women's grassroots movements, <u>UNIFEM's status as a UN agency</u> also allows it to act as a mediator and facilitator between CSOs, government agencies, and donors, as well as other UN agencies. The majority of consulted stakeholders considered this <u>combination of legitimacy and connectedness</u> with a wide range of different partners as one of UNIFEM's key strengths. • Despite its young age and small size, UNIFEM in Cameroon is recognized and respected for its work on gender equality and women human rights, rooted in its <u>unique and exclusive mandate</u> at the global level. • UNIFEM <u>staff is seen as very committed, dedicated, and accessible</u> by the vast majority of stakeholders. <p>Hindering factors :</p> <ul style="list-style-type: none"> • <u>Lack of clearly articulated strategic direction on how to address VAW.</u> UNIFEM staff noted the need for a sub-regional strategy on VAW, with annual action plans by country. They also expressed a need for more internal technical support on VAW, particularly from CARO, and for predictable adequate resources for VAW. • <u>Limited financial and human resources:</u> UNIFEM Cameroon relied on its limited core resources and on overstretched staff for VAW programming. While the number of staff members has increased over the period under review, there was no dedicated staff member for VAW. UNIFEM's limited resources have affected its credibility for programming on VAW, given that other larger and better resourced organizations, such as UNFPA, have played an important role in VAW. UNIFEM's limited resources, together with the lack of strategic guidance, also contributed to its piecemeal approach to programming.

	<p>UNIFEM implemented and/or supported relatively isolated, short-term and small scale initiatives. This has affected the potential of individual initiatives/activities to contribute to broader, longer term and sustainable results.</p> <ul style="list-style-type: none"> • <u>Scarce monitoring and result-tracking capacity and resources</u>, both within UNIFEM and its partners. Data suggest the absence of a systematic approach to monitoring progress, keeping records of achievements/results, and documenting best practices and lessons learned. In addition, given its limited resources, UNIFEM cannot ensure systematic monitoring and follow up of interventions at the field level. This puts into question the appropriateness of some of UNIFEM's programming choices, in particular the decision to support initiatives at the community level, without having the resources to ensure their follow up. • <u>UNIFEM's centralized structure, limited delegated authority at the country level and heavy bureaucracy</u>: This created difficulties for both UNIFEM and its partners, in particular in relation to delayed fund disbursement, project implementation, and reporting. • <u>Limited visibility and communication challenges</u>: UNIFEM has not been very effective at communicating with other stakeholders about its VAW programming. The majority of UN agencies and other development partners did not know what UNIFEM had done/was doing in relation to VAW. In addition its limited resources also affected its visibility (e.g. office space in UNDP's basement). Another observed limitation was the lack of exchange among UNIFEM's partners. National partners, in particular CSOs, commented on the need for more opportunities to share experiences and networking. UNIFEM's communication challenges have affected the potential for synergy, coordination (e.g., with UNFPA), identification and circulation of good practices, and mobilization of other development partners. It should be acknowledged that in the last months UNIFEM has undertaken communication and public relations efforts to clarify UN Women's role in the country and in relation to VAW. • <u>Limited baseline knowledge and access to exhaustive studies on VAW in Cameroon</u>, to inform programming decisions and assess progress.
<p>Future directions</p>	<p>Despite a shared understating of key strategic priorities, UNIFEM Cameroon has only realized punctual, small-scale interventions, mainly because of its very limited resources and lack of overall strategic framework for programming. While these initiatives have yielded concrete immediate results, they have not, or only limitedly, contributed to longer term, broader results. This poses a challenge for the future: given the available resources, UN Women Cameroon should strategically and realistically reflect on how to choose and prioritize VAW interventions in order to maximize their impact over time. While the evaluation acknowledges the need for a UN Women sub-regional VAW strategy, providing a clear framework for VAW programming, this would not preclude the need for systematic and transparent country level programming decisions.</p> <p>UNIFEM staff and its partners/stakeholders shared similar expectations that UN Women will have more weight and clout than UNIFEM, given its status as a UN entity and its clear mandate on UN coordination for GE. They also expressed strong expectations for more resources and programming authority at the country level. Consulted stakeholders think that UN Women should play the following roles in Cameroon, as far as VAW is concerned:</p> <ul style="list-style-type: none"> • Coordination and mobilization of UN actors working on gender equality and WHR issues, and more specifically on VAW. • Lobbyist for the eradication of VAW • Being an interface among different types of actors (Government, CSOS, UN) facilitating their dialogue

	<ul style="list-style-type: none">• Provider/broker of technical expertise for local partners.• Knowledge broker and information bank on GE, WHR, and VAW. This would include initiating or mobilizing actors to initiate studies. <p>Consulted stakeholders in Cameroon suggested that UN Women should focus on the following priorities:</p> <ul style="list-style-type: none">• Advocacy and policy dialogue to improve the legal and policy framework• Continue supporting public communication, information, sensitization, for women, men, young people and decision makers to change their attitudes and behaviours in relation to WHRs and VAW• Continue supporting the empowerment of traditional leaders in the fight against VAW• Strengthen national capacities for addressing VAW, including the capacity of relevant ministries to develop and implement a comprehensive strategy/action plan on VAW, and of the formal and informal justice systems, of CSOs• Supporting the organization and functioning of a dialogue mechanism among different actors involved on VAW, in particular government and CSOs• Provide leadership to UN coordinated action on VAW• Work on the response side, mobilizing and coordinating partners, strengthening capacities of service providers and security sector, adapting tested approaches (e.g. one-stop centres)• Look at how to use GRB as a tool in the fight against VAW• Support the development, dissemination and use of studies and data on VAW
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DRC

Evaluation Dimensions	Description and Key Observations
<p>Interventions' profile</p>	<p>During the period under review UNIFEM's DRC action on VAW focused on:</p> <ul style="list-style-type: none"> • Community mobilization to respond to and protect women from VAW and multi-sector holistic and integrated response for survivors in targeted communities (through the Multipurpose centers initiative and Community Mobilization programme): UNIFEM's support to the Multipurpose Centre Initiative began in 2004, and continued in 2005-2006 with funding from SIDA, creating and supporting centres in four provinces (Maniema, Equateur, Orientale and South Kivu). These centres provided psychosocial support, referral services to medical care and legal advice to survivors of sexual violence, as well as training in human rights and livelihood skills. Building on this experience, UNIFEM launched the Community Mobilization to Prevent Violence Against Women in DRC program in December 2008, with new funding from SIDA. This program, with a budget of \$400,000, was implemented between December 2008 and August 2010 in the provinces of Maniema, Equateur, Orientale, and North and South Kivu. The project worked towards building community awareness and capacity to respond to sexual violence and also aimed to strengthen and consolidate the previously established Multipurpose Empowerment Centres. This program was implemented through seven sub-projects by national and international CSOs. Contributions ranged from \$30,000 to \$75,000 and their duration between 3 and 8 months. • Strengthening legal and policy framework for combating VAW: UNIFEM DRC participated in the development of the <i>National Strategy on Combating Sexual and Gender Based Violence</i> in the DRC and advocated for its adoption by the Government of DRC in October 2009. UNIFEM further supported the MINGE in the development of the Security Council resolution 1325 Action Plan and for the revision of the Family Law. These initiatives were carried out using UNIFEM's core resources. <p>In addition, two UNTF projects were implemented in DRC during the review period. One project, implemented in five provinces by the NGO RENADEF, addressed the related pandemics of SGBV and HIV/AIDS, by mobilizing and strengthening the targeted communities' capacities to provide holistic response and support for SGBV survivors and women affected by HIV/AIDS. The second project, implemented by the NGO SOFEPADI, focused on fighting impunity of VAW crimes and increasing VAW survivors' access to justice in the Ituri District in the North Kivu province, by sensitizing and mobilizing local authorities, the security sector, and the communities at large and putting in place mobile courts, closer to the communities, to deal with SGBV cases. UNTF projects were larger (\$150,000 and \$ 200,000) than the initiatives supported by UNIFEM.</p>
<p>Context</p>	<p>Prevailing VAW issues and their root causes:</p> <p>For most of its independent life, the DRC has been defined by conflict and instability. Human rights violations, impunity, and destabilizing militia operations continue to mark eastern DRC. Poverty, war and unrest have resulted in all kinds of violence against women on a widespread and alarming scale. Sexual violence against women and girls remains one of the most horrifying and devastating aspects of the armed conflict. VAW is more acute in Eastern DRC, the most unstable and violent part of the DRC in recent years, but the problem affects the whole country. VAW is rooted in traditionally unequal gender relationships and cultural norms that tend to objectify women. In addition, because of a climate of impunity, VAW is</p>

Evaluation Dimensions	Description and Key Observations
	<p>increasingly widespread among civilians. The stigmatization and exclusion of SGBV survivors by their communities is also a very serious problem. There is evidence that the HIV-AIDS pandemic has been spreading and becoming more feminized in correlation to the high incidence of VAW.</p> <p>Capacity and willingness at the country level to address VAW.</p> <p>The government of DRC, in particular the Ministry of Gender (MINGE), has been showing increasing leadership and commitment to addressing VAW, for example through the development and adoption in 2009 of the National Strategy against Gender Based Violence and a law on VAW that was introduced in 2006. However the capacities and resources of this Ministry remain limited, while other, more powerful, parts of the government do not always appear to be consistently and genuinely committed to fighting VAW.</p> <p>In recent years there has been strong international commitment to fight SGBV in DRC, in particular in the conflict, post-conflict and stabilization context. Following a joint UN assessment mission on VAW in the Kivu provinces (East DRC), a joint initiative to fight VAW in Eastern DRC was subsequently launched for the period 2003-2008. In 2008, building on this experience, the Office of the UN Senior Adviser and Coordinator for Sexual Violence, in consultation with relevant UN agencies and MONUC sections, developed a UN-wide <i>Comprehensive Strategy on Combating Sexual Violence in the DRC</i>. The Comprehensive Strategy was officially endorsed by the Government of the DRC on 1 April 2009 and was then integrated into the Government's National Strategy against Gender Based Violence.</p> <p>Other factors supporting or posing challenges to combating SGBV</p> <p>The increased international attention to sexual violence in DRC has led to a substantial increase of funding, accompanied by high media attention, particularly in the East. According to all consulted stakeholders, this has led to an increasing number of actors, including UN agencies, international and local civil society organizations (CSOs), wanting to work in the VAW sector, without always having the needed technical expertise. This has also made coordination more complicated. Also, despite significant funding and programming attention, there are few comprehensive studies on VAW in the DRC context and the best ways to address it.</p> <p>A number of UN agencies have displayed strong leadership to combat VAW in the country, in most cases coupled with substantial human and financial resources deployed at the field level. This has been the case for UNFPA, UNICEF, UNHCR, UNDP, and MONUC/MONUSCO. This situation has left smaller agencies, such as UNIFEM, with a lesser role to play. Despite evident efforts, including the comprehensive strategy, overall coordination and communication among UN agencies remains challenging and a certain degree of territoriality persists.</p> <p>DRC presents a very challenging environment for international agencies. Different regions face very diverse conditions, from open-conflict to stability, and accessibility to large parts of the country depends on constantly shifting levels of security. Also the large size of the country and its very weak infrastructure systems pose a serious challenge to programming in several regions. This situation makes longer term planning and implementation difficult, and requires flexibility and ad-hoc responses.</p> <p>UNIFEM environment</p> <p>UNIFEM established its presence in the DRC in July 2003, as a liaison office under the Central Africa Sub-Regional Office, with very limited professional staff (1 or 2). DRC became a country office, with an international staff at its head, in 2008. However, staff and resources remain very limited. UNIFEM DRC started working on VAW in 2003, focusing on two aspects:</p>

Evaluation Dimensions	Description and Key Observations
	fight against impunity, and multi-sector, holistic and integrated response and assistance for SGBV survivors through the Multipurpose Centres Initiative (Centres Multifonctionnels).
Relevance	<p>Relevance to national and regional commitments and priorities</p> <p>Overall, UNIFEM's initiatives have been relevant to the broad objectives of the UN Comprehensive Strategy on Combating Sexual Violence in the DRC, the DRC's National Strategy against Gender Based Violence, and the ICGLR Protocol on the Prevention and Suppression of Sexual Violence against Women and Children. UNIFEM has not implemented any initiative that was not aligned with regional and national priorities. However, several priority areas outlined in these documents remain un-addressed or under-addressed, in particular in relation to VAW prevention; ending impunity for perpetrators through reforms to the justice system and army, police and security forces; and gathering and utilizing data effectively. Given the very broad scope of national and regional strategies, most agencies can only address selected issues, depending on their area of specialization, comparative advantage, and existing opportunities. In the case of UNIFEM, however, it is not clear what criteria it has used to select its priorities.</p> <p>Relevance to identified needs at the country and local level</p> <p>Consulted stakeholders agreed that UNIFEM's initiatives responded to important perceived needs at the country level, but that the limited size and scope of these initiatives often made them a "drop in the bucket". UNIFEM staff noted that the selection of communities for the establishment of Multipurpose Centres met identified needs⁴³ but that their geographic location in remote and difficult to access areas created some serious challenges in programming. Some consulted stakeholders also questioned the relevance of UNIFEM's focus on the Eastern part of the country given the number of other players already working on VAW initiatives there, many of whom were able to allocate significantly larger resources to this issue than UNIFEM. According to consulted stakeholders, the eastern DRC is facing a saturation of VAW funding and programming, while other areas of the country are not receiving sufficient attention, despite crying needs.</p> <p>Relevance to UNIFEM's priorities</p> <p>Programming efforts in DRC have been relevant to UNIFEM's overarching goals and priorities at corporate and sub-regional levels. However, while UNIFEM's corporate approach aims at encompassing both VAW prevention and response, DRC programming has focused primarily on response and only to a limited extent on prevention.</p>
Effectiveness	<p>Overall comments:</p> <p>Several results at the output level were achieved by the reviewed initiatives supported by UNIFEM. However, it is difficult to assess the extent to which outputs contributed to UNIFEM's envisaged outcomes as in most cases these were small-scale, short-term initiatives that were dispersed geographically, and synergies across interventions were not pursued. Monitoring and</p>

⁴³ UNIFEM's criteria for the selection of targeted communities were 1) very high prevalence of VAW, 2) absence of other UN agencies or internationally supported initiatives in the specific communities.

Evaluation Dimensions	Description and Key Observations
	<p>follow up presented a challenge for both UNIFEM and its partners, as there were no systems or resources to ensure follow up, establish credible baselines, or measure the effects of initiatives on targeted communities. For this reason it has been difficult for UNIFEM-supported initiatives to contribute to institutional and behavioural changes (outcomes) that go beyond their immediate results (outputs).</p> <p>Progress towards results:</p> <p><u>Outcome A, Strengthened legal and policy frameworks:</u> UNIFEM contributed to the development and adoption of the <i>National Strategy to Combat Gender-based Violence</i> by providing technical and financial support to MINGE in 2008 and by supporting advocacy efforts for its adoption by the government in October 2009.</p> <p><u>Outcome B Strengthened formal and informal justice systems:</u> Increasing and improving the access to legal assistance for SGBV survivors and fighting against impunity was part of the Multipurpose Empowerment Approach and the SIDA Community Mobilization Program, but received limited attention compared to other components of the approach. As a consequence, results in this respect have been limited. According to project reports and consulted stakeholders in certain communities, Community Mobilization Program initiatives have contributed to strengthening knowledge and awareness of stakeholders on the legislation available to punish SGBV crimes and how to use it among the population and local authorities. However, it is not clear whether or how this increased awareness and knowledge has affected the formal and informal justice systems.</p> <p><u>Outcome C Strengthened and empowered duty bearers, rights holders and their organizations:</u> In DRC, the Ministry of Gender has taken the lead for the implementation of the SGBV National Strategy. However UNIFEM's contribution to strengthening government capacities to do so is not clear. UNIFEM has signed a Letter of Agreement with the MINGE to provide institutional support, which has led to UNIFEM contributing to the development of the strategy. However, several consulted stakeholders reported that UNIFEM has not played a proactive role in initiating this process, and in supporting the MINGE in the implementation and monitoring of the strategy. On the other hand, there is evidence that UNIFEM has contributed to strengthening the capacities of its long-term partner CSOs, including their ability to mobilize resources from other funders. Some positive results in terms of increasing knowledge and engaging rights holders and duty bearers in the fight against VAW have been achieved at the community level through the Community Mobilization Program.</p> <p><u>Outcome D Relevant and effective models of community-led initiatives:</u></p> <p>Community mobilization for prevention of and response to VAW has been the main focus of UNIFEM in DRC in the last three years, through the seven initiatives of the SIDA-funded Community Mobilization Program. According to consulted stakeholders and data in project reports, these initiatives contributed to three types of results in targeted communities:</p> <ol style="list-style-type: none"> 1. Greater community awareness and commitment to the fight against SGBV 2. Strengthened local capacities to work in synergy on SGBV prevention, protection and response, including through the establishment of local committees and trainings for community members on how to work in synergy in the field of SGBV 3. Improved services for SGBV survivors (including psychosocial counselling, medical and legal referrals, livelihood and job skills training, strategies for employment, micro credits and labour market insertion). The Community Mobilization Program supported the four established Multipurpose Centres to respond to the needs of SGBV survivors and their families. Beyond the Multipurpose Centres, other UNIFEM-supported initiatives provided holistic support to SGBV victims and capacity

Evaluation Dimensions	Description and Key Observations
	<p>development for service providers.</p> <p>Despite these positive results, several limitations have affected the overall effectiveness of UNIFEM-supported community-level initiatives in DRC. Individual initiatives were generally small and short-term. Results have not been systematically monitored or documented, and UNIFEM confirmed that it has relied on its partners' limited reporting capacities for monitoring purposes. There has also been a lack of exchange and sharing of experiences among UNIFEM's partners and Multipurpose Centers. In addition, the scarce institutional memory in UNIFEM DRC makes it difficult to assess the evolution of the Multipurpose Centres over the years. Due to these combined factors, UNIFEM has not been able to consolidate or document the Multipurpose Centre experience, or develop a convincing model to mobilize communities in the fight to end VAW. Despite some promising outputs, no clear model has emerged that can be owned and replicated by other actors, in particular local authorities.</p> <p>Catalytic and Innovative Programming</p> <p>There is no strong or consistent evidence that UNIFEM's work on VAW is innovative or catalytic. It was not clear what aspects of the Multipurpose Empowerment Approach were considered innovative by UNIFEM staff. In addition other UN agencies and other organizations in DRC are implementing/supporting comparable approaches.</p> <p>UNIFEM has been implementing the Multipurpose Empowerment Approach since 2004. However, six years later this approach does not appear to be well-documented or well-known. Consulted actors working within the framework of the Comprehensive Strategy and the Stabilization and Reconstruction Plan in Eastern Congo (STAREC) were only limitedly (if at all) aware of the existence of the Multipurpose Centres. There have also been limited systematic and deliberate efforts to mobilize support, leverage resources, and institutionalize local ownership around this initiative. Overall, UNIFEM has not been able to play a catalytic role in relation to the Community Mobilization program and the Multipurpose Centers, nor in relation to other promising models emerging from UNTF projects (e.g. SOFEPADI's mobile courts).</p>
Efficiency	<p>Consulted UNIFEM staff indicated that they were generally satisfied with achievements made to date given the very limited resources (staff, money) available for VAW work. However it was mentioned that overstretched staff, working in an emergency-response modality, was not always in the best position to make the most efficient use of their time.</p> <p>Well-known challenges for UNIFEM's efficiency, particularly in highly changing contexts, are UNIFEM's bureaucratic heaviness, highly centralized structure and very moderate delegation of responsibilities and signing authority to the country level. This delayed fund disbursement, project implementation, and reporting.</p> <p>In our view, a key question is whether UNIFEM's current portfolio of activities on VAW makes the most efficient use of its limited resources. Could its available resources have made a bigger difference if used differently – for example, by focusing more on upstream/strategic/leveraging work rather than on downstream/operational work at the community level?</p>
Sustainability	<p>The likelihood of results being sustainable and contributing to substantive changes is very limited, as UNIFEM as well as its partners and funders have not planned for or systematically addressed sustainability in their work. In addition, several characteristics of UNIFEM-supported interventions in DRC are likely to negatively affect sustainability, including: the punctual, short-term, fragmented nature of most initiatives, which limits the potential for program coherence and synergies; and the little,</p>

Evaluation Dimensions	Description and Key Observations
	<p>if any, follow up support provided to project partners. Another factor that is likely to negatively affect the sustainability of UNIFEM results in DRC is the limited institutionalization of the results achieved. Local authorities in DRC have shown little interest in taking leadership or supporting the Multipurpose Centres or integrating them into the government response to SGBV.</p> <p>Factors that may support the likelihood of results being sustained are: the favourable international environment, fostering increasing investments and commitment to VAW in DRC, and certain programmatic choices, such as the mobilization of community leaders to fight against SGBV and the peer to peer approach used in certain training and awareness raising activities in the Community Mobilization Program.</p>
<p>UNIFEM's niche and role in view of VAW</p>	<p>UNIFEM's diverse work has not (yet) allowed it to establish a clear role and/or niche for the agency in relation to VAW. While consulted development and national partners widely recognized UNIFEM's actual and/or potential leadership role with regard to gender equality in general, their levels of awareness and appreciation of UNIFEM's work on VAW varied considerably.</p> <p>Partner CSOs acknowledged that UNIFEM has contributed to strengthening their managerial, technical, and financial abilities, thus helping them to effectively conduct their work on VAW. They also perceive UNIFEM as closer to their values and priorities than other UN agencies. Partner CSOs see UNIFEM as a funder, as a provider of managerial and technical capacities and as an information broker. A role that to some extent can be compared to that of a big international NGO.</p> <p>Also, government and development partners recognized that UNIFEM has supported the development of the National Strategy to combat SGBV by providing technical assistance to the MINGE, a role for which UNIFEM was well positioned. On the other hand, stakeholders noted that UNIFEM has not been able to fulfill a similarly important role in supporting the implementation of the strategy. UNIFEM is a member of the Strategy Implementation Steering Committee, but according to other committee members, has not played a very visible and active role in it. This appeared to be related to UNIFEM's limited human and financial resources and lack of field presence, especially when compared to other UN agencies, but also to country management decisions to prioritize other types of work. Further, while UNIFEM is the co-leader of the Gender Thematic Group in DRC, consultations with other UN agencies and development partners indicated that its contributions are not considered to be particularly regular or strong.</p> <p>Finally the vast majority of consulted stakeholders (excluding the CSOs directly involved in it) were unaware of UNIFEM's work at the field/community level.</p> <p>Most stakeholders consulted in DRC, with the exception of certain CSOs, do not see UNIFEM as possessing particularly strong technical expertise on VAW at the country level, or as having any other comparative advantage over other development partners with regard to VAW. Consulted individuals also widely agreed that other UN agencies (e.g., UNFPA, UNICEF) were considerably better placed and equipped than UNIFEM to lead responses to VAW in the field.</p>
<p>UNIFEM's Strategy on VAW</p>	<p>UNIFEM DRC does not have an explicit country level strategy for VAW. There were a number of implicit strategic priorities identified by UNIFEM staff in DRC (i.e. Strengthening the legal and policy framework; Community mobilization to respond to and protect women from VAW; Multi-sector holistic and integrated response for survivors in targeted communities), but it would be excessive to talk about an implicit country level strategy on VAW. Initiatives were aligned with the broad strategic orientations of UNIFEM's corporate VAW strategy and the CARO SP, but were not part of a coherent program for VAW.</p>

Evaluation Dimensions	Description and Key Observations
	<p>The Community Mobilization Program offered a framework for systematic, coherent programming on two of UNIFEM's implicit strategic priorities: the holistic response and community mobilization against VAW. It also provided a predictable funding source for VAW programming over 18 months and an opportunity for continuing the work that UNIFEM had started with the Multipurpose Centres. However, an analysis of the initiatives funded by this program shows some problems: short term, rather isolated interventions with little follow up and limited coherence (beyond common very broad orientations). Also the various initiatives funded by the Community Mobilization Programme do not appear to have reinforced one another or to have created synergy.</p> <p>UNIFEM has not developed or applied a set of agreed upon criteria for the selection of organizations that UNIFEM works with or for the selection of programming strategies. Instead, decisions appear to have been made ad hoc and/or in response to requests from CSOs, UNIFEM CARO or HQ.</p>
<p>Factors influencing performance</p>	<p>Supporting factors</p> <ul style="list-style-type: none"> • <u>UNIFEM's explicit corporate mandate</u> to advance gender equality and women's human rights, which is unique among UN agencies. • <u>Well established, long-term relationships</u> with various CSOs and, to a certain degree, with the Ministry of Gender. • <u>Staff commitment and dedication</u> <p>Hindering factors</p> <ul style="list-style-type: none"> • <u>Lack of clearly articulated strategic direction on how to address VAW and of guidance on it.</u> UNIFEM staff noted the need for a sub-regional strategy on SGBV, with annual action plans by country. They also expressed a need for more internal technical support on VAW, in particular from CARO. • <u>UNIFEM's centralized structure and limited financial and human resources.</u> At the time of the evaluation UNIFEM only had an office in Kinshasa (there were plans to open an office in Bukavo), with very limited staff (5 people in total) and resources, and very limited delegated authority (most operational and financial decisions are made at the sub-regional or HQ level). • <u>Scarce monitoring and result-tracking capacity and resources,</u> both within UNIFEM and its partners. Data suggest the absence of a systematic approach to monitoring progress, keeping records of achievements/results, and documenting best practices and lessons learned. In addition, given its available resources, UNIFEM cannot ensure systematic monitoring and follow up of interventions at the field level. • <u>Disputable appropriateness of certain programming strategies:</u> UNIFEM decided to support community-level projects in very isolated areas where VAW needs were particularly high. In order to implement projects in these hard-to-reach areas, it had to rely on implementing partners who in turn often relied on grass-roots organizations. As UNIFEM did not have the systems or resources to oversee or monitor implementation, or to intervene if/as needed, this program strategy may not have been the most appropriate. UNIFEM staff considered UNIFEM's lack of field presence a major obstacle to effective programming in VAW. While this may be true in terms of a specific project, in our opinion this may not be the case from a broader perspective, depending on the role that UN Women decides to play in VAW programming and considering its comparative

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	<p>strengths and weaknesses.</p> <ul style="list-style-type: none"> • Communication challenges. UNIFEM faced severe communication challenges in relation to its role and programming on VAW. The majority of UN agencies and other development partners did not know what UNIFEM had done/was doing in relation to VAW. Also despite reported efforts to communicate on the transition to UN Women, there remains considerable confusion and thirst for information on the transition to UN Women among national and development partners. Another observed limitation was the lack of communication and exchange among UNIFEM's partners. National partners, in particular CSOs, commented on the need for more opportunities to share experiences and build synergies. UNIFEM staff noted the need to enhance exchange and communication within UNIFEM itself, to strengthen organizational learning. <p>Consequences</p> <p>Because of its lack of strategic direction, and limited resources, UNIFEM implemented and/or supported relatively isolated, short-term initiatives that did not sum up to a coherent, well-conceived programming strategy. This has affected the potential of individual initiatives/activities to contribute to broader and/or longer term results.</p> <p>UNIFEM's limited resources and organizational set-up have affected its credibility for programming on VAW, given that other larger and better resourced organizations have played an important role in VAW, especially in the Eastern provinces. The limited number of staff also affected UNIFEM's capacity to participate consistently and substantially in the diverse coordination, monitoring and dialogue mechanisms that exist at the country level on gender and VAW. Despite laudable efforts from staff members to participate, UNIFEM presence and contributions to these various coordination mechanisms is regarded as "intermittent" and "not substantive" by development and national partners. This has had a negative impact on UNIFEM's visibility and credibility in VAW in the DRC. Finally, UNIFEM's communication challenges have further affected its visibility and credibility as a major actor in VAW, and the potential for synergy, identification and circulation of good practices, and mobilization of other development partners.</p>
Future directions	<p>Given the considerable disparity in resources between UNIFEM/UN Women and other UN agencies working on VAW in DRC, UN Women should try to identify and establish a clear niche for itself in the country, rather than trying to do what other agencies are already doing but with fewer resources. UNIFEM staff and the most informed of its partners/stakeholders shared similar expectations that UN Women will have more weight and clout than UNIFEM, given its status as a UN entity and its clear mandate on UN coordination for GE. They also expressed strong expectations for more resources and programming authority at the country level. While increased resources are necessary for re-establishing UNIFEM/UNWOMEN's credibility on VAW in DRC, they are not sufficient. UN Women should work on its image and on trust-building, by being more strategic, proactive and communicating more clearly.</p> <p>While the evaluation acknowledges the need for a UN Women sub-regional VAW strategy, this would not preclude the need for systematic and transparent country level programming decisions. According to consulted stakeholders, in the coming years UN Women in DRC should focus on the following priorities:</p> <ul style="list-style-type: none"> • Make a strong communication campaign on UN Women roles, priorities, resources to combat VAW in DRC • Progressively but decisively assume a coordination and mobilization role (including resource mobilization) of development partners, first of all on GE and WHR, then maybe on VAW. But it is difficult to make this move given the current situation, where leadership not only on VAW, but on GE issues, is elsewhere. Stakeholders suggested starting by fully and effectively

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	<p>playing the co-secretariat function of the Gender Thematic Group, together with SIDA, and/or the presidency of the UN Gender Group. As far as VAW is concerned, stakeholders suggested that UN WOMEN should first re-establish its credibility in the SGBV coordination mechanisms, by consistently and proactively participating in the discussions with ideas and innovative approaches. Certain stakeholders suggested starting by a specific area, for example playing a leadership role in M&E of SGBV interventions within the framework of the SGBV National Strategy.</p> <ul style="list-style-type: none"> • Strengthen the MINPROFF coordination and implementation capacities in the SGBV sector, building on existing MINPROFF commitments (SGBV strategy). Also support MINPROFF for resources mobilization in a longer-term (rather than emergency) perspective • Advocate and foster policy dialogue to improve the legal and policy framework • Increase support for public communication, information, sensitization, for women, men, young people and decision makers to change their attitudes and behaviours in relation to WHRs, VAW, and THP • Being an interface among different types of actors (government, CSOS, UN), facilitating their networking and dialogue. • Support coordination and capacity building of local actors for preventions and response to SGBV. • Work on GRB as a tool in the fight against VAW <p>According to some stakeholders, UN WOMEN should pull out of the East of the country, and focus on other regions (e.g., Equateur), where it could work on prevention of traditional harmful practices with traditional leaders and communities. According to others, the transition to UN WOMEN will provide much needed resources for field-presence that UNIFEM should use to consolidate its presence and work in the East. A third group of stakeholders thinks that UN WOMEN should renounce all field-level/operational work and focus on coordination, policy advocacy, and capacity development at the central level.</p>