

Thematic Evaluation of the Contribution of UN-Women to Prevent Violence against Women and Expand Access to Services

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United Nations Entity for Gender Equality
and the Empowerment of Women

Thematic Evaluation of the Contribution of UN-Women to Prevent Violence against Women and Expand Access to Services

Country Case Study: **Jamaica**



Acronyms

ACCP	Association of Caribbean Commissioners of Police
BIP	Batterer Intervention Programme
BWA	Bureau of Women's Affairs (Jamaica)
CEDAW	Convention Eliminating All Forms of Discrimination Against Women
CISOCA	Centre for the Investigation of Sexual Offenses and child Abuse
CSO	Civil Society Organizations
CSW	Commission on the Status of Women
EVAW	Ending Violence Against Women
GBV	Gender-Based Violence
LAC	Latin America and the Caribbean
NGO	Non-Governmental Organization
NSAP	National Strategic Action Plan
PfP	Partnership for Peace
PiJ	Planning Institute of Jamaica
RPD	Regional Programme Director
SSA	Strengthening State Accountability
UN Trust Fund	Secretary-General's Trust Fund to Ending Violence against Women
UN-Women	United Nations Entity for Gender Equality and Women's Empowerment
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UNIFEM	United Nations Fund for Women
VAW	Violence Against Women
WMW	Women's Media Watch

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1. Introduction

Background

This country case study constitutes one element of the broader *Thematic Evaluation of the Contribution of the United Nations Entity for Gender Equality and Women's Empowerment (UN-Women) to Prevent Violence Against Women and Expand Access to Services*. The objectives of the overarching evaluation were to: i) capture key results and lessons learned from the contributions of UN-Women's four predecessor entities¹ between 2008 and 2011 which UN-Women has taken forward to help countries prevent violence against women and girls, and expand access to related services, and ii) analyze how well UN-Women is strategically positioned to implement its mandate of normative, operational and coordination work in the area of violence against women (VAW).²

This study summarizes key findings on lessons learned from the work of the United Nations Development Fund for Women (UNIFEM), UN-Women's predecessor entity, to end violence against women and girls in Jamaica, and on UN-Women's strategic positioning in this regard. This draft case study will be revised based on feedback from the UN-Women Evaluation Office and the Jamaica national reference group (see Appendix I).

Methodology

The country site visit to Jamaica was the first of seven country visits for the overall thematic evaluation. In addition to collecting data on UN-Women's and its predecessors entities work in Jamaica, the visit was a 'pilot' to test data collection tools and provide insights and implications for the overall evaluation. Based on experiences of the Jamaica visit and following feedback from the UN-Women Evaluation Office, the evaluation team developed a case study methodology, outlining the purpose and approach to the case studies, and a tailored version of the evaluation matrix.

Data collection for the country case studies was structured according to the three strategic evaluation questions outlined in the case study evaluation matrix in Appendix II. Key sources of data to inform the country case study were documents (listed in Appendix III), in-person interviews during the country visit to Barbados and Jamaica (15-19 October 2012) and telephone interviews. The 32 stakeholders consulted are listed in Appendix IV. Appendix V provides a sample interview protocol. Protocols for other stakeholder groups were similar, but tailored to the respective group. Appendix VI summarises information on specific VAW-related projects reviewed for the case study, and Appendix VII includes the reconstructed (draft) results logic for VAW programming used to structure evaluation findings in Section 4.

Report structure

This country case study is structured in five sections. Section 2 summarizes the background contexts for UN-Women and UNIFEM's work on violence against women and girls between 2008 and 2011. Section 3 presents a profile of UN-Women and UNIFEM managed or supported programming during the same period. Section 4 provides the evaluation's findings on the three strategic evaluation questions while suggestions and recommendations for UN-Women that emerged from the Jamaica case study are presented in Section 5. Section 6 briefly summarizes selected observations derived from this case study that are of particular relevance in view of informing the overall evaluation.

¹ UN-Women's predecessor entities are: the Division of the Advancement of Women (DAW), the United Nations International Research and Training Institute for the Advancement of Women (INSTRAW), the United Nations Development Fund for Women (UNIFEM), and the Office of the Special Advisor on Gender Issues and the Advancement of Women (OSAGI).

² Information on evaluation objectives and methodology are available in the final evaluation Inception Report (November 2012).

2. Context

2.1 Regional

While all Caribbean countries, with the exception of Haiti, are classified as middle-income countries, they have all experienced negative fallout due to new trading regimes, rising fuel costs and the global financial crisis. The region is vulnerable to natural disasters, the frequency and severity of which have been affected by climate change. Poverty rates in the subregion range from 14 per cent in Barbados to 39 per cent in Dominica. Poverty tends to be most concentrated in women-headed households and affects children, women, the elderly and those living in rural areas the most. Given the declining fiscal capacity of states, financial contributions to the poorest households is a policy concern in the Caribbean region.

Due to its geographic location, the Caribbean is a popular site for the shipment of narcotics and weapons which, coupled with high-levels of youth unemployment, has led to an increase in violent crime and community insecurity during the past decade.

Gender discrimination persists across the region and is coupled with high-levels of violence against women and girls.³ All countries in the Caribbean for which data are available indicate that the region reflects one of the highest incidences of gender-based violence (GBV) in the world.⁴

A 2010 study by the Inter-American Development Bank (IADB) shows that average male earnings surpass those of females by between 14 and 27 per cent in Barbados, and between 8 and 17 per cent in Jamaica.⁵ Even in the informal economy, women earn less than men and have smaller enterprises with fewer employees.⁶ Women's representation in parliamentary and political decision making bodies varies by country but tends to be weak.⁷ Restrictions to sexual and reproductive rights exist in several countries, some countries face high maternal mortality rates, and the Caribbean overall has one of the highest rates of HIV in women.⁸

2.2 National - Jamaica

The recent global recession hit Jamaica hard and brought the country to the brink of insolvency. A recent new loan agreement with the International Monetary Fund (IMF) comes with a number of conditions that include severe cuts to the civil service and a three-year wage freeze for public sector workers. Such conditions may limit the government's ability to deliver services and effectively implement its programmes. Jamaica's status as a middle-income country is making it increasingly difficult for national and international organizations to attract donor funding for development interventions.

Crime and murder rates in Jamaica are among the highest in the world. Violent crime tends to be concentrated in inner-city communities, with the main perpetrators and victims being young men between

³ United Nations Office on Drugs and Crime and the Latin America and the Caribbean Region of the World Bank. *Crime, Violence, and Development: Trends, Costs, and Policy Options in the Caribbean*. March 2007.

⁴ Jamaica Draft National Strategic Action Plan to end GBV (2011).

⁵ Available from <http://idbdocs.iadb.org/wsdocs/getdocument.aspx?docnum=35326952>.

⁶ Sandra Sookram. *The Informal sector and gender in the Caribbean: the case of Trinidad and Tobago*. Available from <http://sta.uwi.edu/salises/pubs/workingpapers/18.pdf>

⁷ In 2011, 12 of 14 Caribbean countries had fewer than 15 per cent women elected in Parliament, while Suriname had 30 per cent and Trinidad and Tobago had 28.6 per cent. There are currently no women elected to Parliament in Belize.

⁸ According to the United Nations Programme on HIV and AIDS (UNAIDS), aside from sub-Saharan Africa, the Caribbean is the only region where the proportion of women and girls living with HIV (53 per cent) is higher than that of men and boys. Available from http://www.unaids.org/documents/20101123_FS_carib_em_en.pdf.

16 and 30 years of age. Some of the suspected root causes of various forms of violence are increasing levels of poverty, unemployment, and increased access to illegal drugs and small arms.

2.3 United Nations, UN-Women and UNIFEM

United Nations in the Caribbean

Most United Nations entities in the Caribbean do not have offices in each country. Existing offices/teams tend to be small (e.g. the United Nations Population Fund [UNFPA] regional office has three staff members) and work with limited funds. As a result, a considerable amount of United Nations programming tends to be limited to short-term interventions and/or one-off events.

The Secretary General's UNiTE to End Violence against Women campaign was officially launched in the Caribbean in 2010. Since then, all United Nations country teams (UNCTs) in the region have come together for at least one joint event per year. The 2012 event led by the United Nations Children's Fund (UNICEF) focused on violence against girls, while the 2011 event led by UNFPA focused on justice issues.

The Jamaica UNCT includes eight resident and two non-resident entities (including UN-Women). To date, United Nations entities in Jamaica have engaged in only a few joint programmes, none of which were related to VAW or gender equality. In 2011, several entities submitted a joint proposal on behalf of the Jamaica UNCT to the Secretary-General's Trust Fund to End Violence against Women (UN Trust Fund), but the proposal was not successful.

In 2012, UNFPA developed a sexual violence strategy which the Jamaica regional office shared with national and international stakeholders.

UNFPA was recently approached by the Prime Minister of Jamaica to address issues of sexual and GBV during a series of community meetings organized by the Prime Minister's Office marking the 50th anniversary of Jamaica's independence.

Most consulted stakeholders described UNFPA as the one United Nations entity, besides UN-Women, that has been most visible and active in addressing VAW in Jamaica, in particular in relation to sexual violence.

UN-Women and UNIFEM in the Caribbean

Throughout the period under review, UN-Women and UNIFEM's work in the Caribbean has been led from its subregional office in Barbados, which covers programming in 26 countries. Under the ongoing process of restructuring UN-Women's regional architecture, the Barbados office will become a 'multi-country office,' as the new structure does not include subregional offices. It is still unclear whether this will change the responsibilities of the Barbados office (e.g. whether it will be asked to focus on a smaller number of countries).⁹

Between 2008 and 2011, and at present, the subregional office has consisted of one or two administrative staff, and approximately four to five programme staff including a Programme Officer for VAW and, more recently, a Gender Equality Coordination Specialist responsible for operationalizing UN-Women's inter-agency coordination role. Most staff members have short-term service contracts. Staffing has not increased since the creation of UN-Women, and there appear to be no concrete plans for any such changes. Similarly, available budgets for VAW-related programming or other thematic areas have not significantly changed since the creation of UN-Women.

The long-serving Caribbean Regional Programme Director (RPD), who served from 2004 to 2012, recently left and since mid-October 2012, an interim Officer-in-Charge has been managing the office. A new Head of Office was expected to be appointed in early 2013.

⁹ Consulted staff members in the Barbados office mentioned ongoing discussions over a proposal to have the office focus on four to five countries only.

3. Profile of UNIFEM-supported VAW programming in Jamaica (2008-2011)

3.1 Overview

This section provides an overview of the work on violence against women and girls that was led or assisted by UN-Women and UNIFEM in the Latin and the Caribbean (LAC) region between 2008 and 2011. This includes initiatives funded and managed by UN-Women and UNIFEM, as well as projects funded by the UN Trust Fund which were administratively supported by UN-Women and UNIFEM.

3.2 Background: VAW programming in the subregion

Violence against women and girls-related programming was guided by UNIFEM's regional strategic plan for the LAC region (2008-2011). The plan highlighted two areas related to violence against women and girls, namely:

- **Policy and legislation:** Raising awareness and building capacity for the formulation of national legislation addressing VAW in compliance with international agreements; and building capacity of key actors for the implementation of VAW-related legislation, including of judges and other civil servants, indigenous leaders and teachers, and civil society organizations (CSOs).
- **Communication:** Leading the annual campaign of 16 Days of Activism against VAW, involving the United Nations system and other stakeholders; undertaking preventive activities involving men, boys, adolescents and indigenous peoples including working with communicational campaigns to prevent VAW targeting young urban males; and leading the Task Force of United Nations partners in LAC in their efforts to develop a regional strategy to support the Secretary-General's UNiTE campaign.

VAW programming in Jamaica was also guided by UNIFEM's Caribbean subregional strategy (2008-2009). The strategy reflected regional priorities and identified the following foci of its VAW-related work: i) building capacities for ending widespread impunity for sexual assault and domestic violence with a focus on technical, forensic skills building for the justice and security sectors and monitoring of the state by human rights institutions (e.g. Ombudsman), and women's rights networks and communities; and ii) piloting of the Safe Cities initiative in Jamaica and Haiti. The latter was not realized in Jamaica, largely due to lack of buy-in from national partners and lack of funding. Within the Caribbean subregion, Haiti was the only country identified in the regional strategy as a priority country for UNIFEM's work. However, Jamaica was treated as a priority country in view of VAW-related interventions.

3.3 VAW programming in Jamaica

UNIFEM supported VAW programming in Jamaica through direct project support, core funding and the UN Trust Fund.

UN-Women and UNIFEM VAW-related investments, 2008-2011
UNIFEM project support - approximately \$217,000
UNIFEM core funding – no financial data available
UN Trust Fund – \$712,408

UNIFEM project support

Based on data available from the document review and consultations with the UN-Women office in Barbados, UNIFEM's investment in EVAW programming in Jamaica in 2008-2011 was approximately \$217,000.¹¹ Most of this was channelled through the comprehensive **Strengthening State Accountability (SSA) and Community Action for Ending Gender-Based Violence project** (January 2009-November 2011) with a budget of \$191,000.

While constituting its own country specific project, the SSA in Jamaica was part of a broader regional initiative through which UNIFEM supported similar objectives in six other countries¹² in collaboration with the Association of Caribbean Commissioners of Police (ACCP). It was implemented by the Jamaican Bureau of Women's Affairs (BWA). The SSA was aligned with, but also elaborated on and further specified the overall objectives outlined in the Caribbean subregional strategy. It aimed to systematically strengthen national capacity in VAW prevention, protection and response;¹³ and facilitate regional exchanges and networking of state actors in the justice and security sectors.

Objectives of the SSA project¹⁰

1. Develop multisectoral strategic plans to address the protection, prevention, and punishment of sexual and GBV.
2. Build competencies of the justice and security sectors and non-governmental sectors to respond effectively to GBV.
3. Build a monitoring framework to ensure accountability through civil society- state partnerships.
4. Promote a gender-sensitive, youth-focused social communications strategy on GBV.

In 2008, UNIFEM also invested \$26,000 in a series of workshops introducing the regional **Partnership for Peace** programme, a batterer intervention programme (BIP), in Jamaica.¹⁴

UNIFEM core funding support

UN-Women and UNIFEM also supported VAW-related work in Jamaica (and the subregion) through a number of ongoing efforts to support the overarching priorities outlined in the SSA. These efforts were largely financed through core funds and are, as such, not included in the VAW-related project investments noted above. UN-Women did not have data on the size of VAW-related investments supported through core funding.

Key efforts conducted with core funding support included:

Capacity development

- Providing financial support to CSO members to attend regional or global meetings (e.g. related to the Convention on the Elimination of All Forms of Discrimination against women [CEDAW] or the Commission on the Status of Women [CSW]).
- Providing financial support for institutional strengthening and capacity development of women's non-governmental organizations (NGOs) working on VAW-related issues, and/or with stakeholder groups for whom VAW is a key issue (e.g. the Jamaica Network of Women Rural Producers, the Jamaica Household Workers Association).

¹⁰ As per Project Document.

¹¹ Unless otherwise indicated, currencies indicated are in United States dollars.

¹² Antigua and Barbuda, Belize, Guyana, Saint Kitts and Nevis, Saint Lucia, and Saint Vincent and the Grenadines.

¹³ Including both punishment of perpetrators and providing services for VAW survivors, in particular access to justice.

¹⁴ Additional BIP workshops were conducted in 2011 as part of the SSA project.

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- Facilitating regional exchanges and networking of state actors (e.g. representatives of police forces, judges and other justice sector personnel) and civil society representatives – specifically on VAW and other issues closely interlinked with VAW (e.g. the rights of domestic workers and rural women).
 - Following and providing guidance to grantees of the UN Trust Fund.
 - Providing financial and technical support to other projects of government and CSO partners which, while not specifically focusing on VAW, touched upon and included VAW-related components (e.g. work on HIV and AIDS, and women’s political and economic empowerment).

Knowledge management/sharing

- Sharing relevant information and resources (tools, reports, studies, etc.) on VAW-related issues, including information on funding opportunities through other entities. Information sharing took place both through the corporate and subregional UN-Women and UNIFEM websites, and active outreach (e.g. UN-Women staff sending out information on relevant resources or events).

Inter-agency coordination

- The UN-Women Barbados office also took a lead role in organizing and reporting on annual events around the UNiTE campaign in the region, including in Jamaica.

UN-Women staff emphasized that a lot of programming in the Caribbean had a **regional** character, i.e. it aimed to facilitate the creation and use of the synergies and momentum created by regional exchanges and collaboration.

UN Trust Fund

Between 2008 and 2011, a total of \$712,408 was disbursed through three projects funded through the UN Trust Fund, namely:

- 1) **Tek It To Dem And Rise Up Wi** Community project (2009-2012). The project had a budget of \$537,598 and was implemented by the CSO, Sistren Theatre Collective. The project worked in two inner-city communities in Kingston with high rates of violence including, but not limited to, VAW. Using a wide range of participatory and creative methods (including street theatre and ‘street corner reasoning sessions’) the project aimed to address VAW in the contexts of domestic violence; sexual violence; the harmful practice of early sexual initiation and myths around sex; and in conflict situations.
- 2) **Reducing GBV in Jamaica: Increasing awareness - strengthening responses** (2008-2010). The project was implemented by the BWA with a budget of \$70,874.¹⁵
- 3) **Enhancing Public Access to Protection under the Laws on Domestic and Sexual Violence** (2008-2010). The project was implemented by Women’s Media Watch (WMW) with a budget of \$103,936.

The latter two projects derived from a joint proposal of the two implementing agencies to the UN Trust Fund and were, in practice, largely treated as one single initiative referred to as Increasing Awareness-Strengthening Response. Both project components aimed to contribute to reducing GBV in Jamaica by increasing awareness, enhancing access to protection and strengthening responses. The BWA focused on working with public sector institutions, while WMW targeted a broader range of stakeholders, including community leaders, civil society representatives, media practitioners and young adults. Key strategies employed by both implementing partners included training workshops, the production of information materials (e.g. brochures) and outreach through mainstream media.

¹⁵ Available from <http://untf-evaw.org/beta/?grantees=175>.

3.4 Inter-agency coordination and collaboration

UN-Women and UNIFEM led and coordinated the 2010 launch of the UNiTE campaign in the Caribbean, and has subsequently taken a lead role in the planning and implementation of annual joint United Nations events and country specific media campaigns. Besides UN-Women and UNIFEM, UNFPA and UNICEF have actively engaged in issues related to violence against women and girls. UNFPA efforts have focused on issues of sexual violence and VAW in the context of reproductive health and rights, while UNICEF's work has addressed violence against *girls* in the context of its child protection mandate and gender mainstreaming commitment. Consulted stakeholders noted that UNFPA and UN-Women were the two United Nations entities most commonly known to work on VAW.

During the period under review, UN-Women and UNIFEM regularly participated in UNCT meetings in Jamaica (in person or via online telecommunications), and in events such as the annual Jamaica UNCT retreat. Furthermore, UN-Women provided input to the Jamaica United Nations Development Assistance Framework (UNDAF). Consulted stakeholders acknowledged that UN-Women staff (especially the then RPD and the recently appointed Coordination Officer) managed to be active participants despite not being able to attend all meetings in person. UN-Women and UNIFEM also led efforts to elicit input from other United Nations entities on the latest CEDAW report for Jamaica and distributing the committee's concluding comments.¹⁶

More recently, under the leadership of the Resident Coordinator and in collaboration with UN-Women, the Jamaica UNCT has begun the process to establish a Gender Theme Group which UN-Women would chair. The Group and has held preliminary discussions on approaches to collaboration on VAW in Jamaica and will build upon the existing collaborative relationship between UNFPA, UNICEF and UN-Women.

¹⁶ Jamaica's combined 6th and 7th periodic CEDAW report was presented and discussed at the 52nd CEDAW Session in July 2012.

4. Findings

4.1 Overview

This section presents the findings on the three strategic evaluation questions as outlined in the case study evaluation matrix:

- 1) For the period 2008-2011, what has been the contribution to results towards ending VAW in Jamaica made by UN-Women's predecessor entities? What are related lessons learned? (Section 4.2).
- 2) What have been and are organizational strengths and weaknesses of UN-Women and lessons learned from its predecessor entities in view of planning, implementing, monitoring and evaluating their EVAW related work? (Section 4.3).
- 3) To what extent has UN-Women strategically positioned itself to add value in preventing and responding to VAW in global, regional and national contexts? (Section 4.4).

The lessons/best practices noted in the sidebars of this chapter reflect: the views of consulted stakeholders; observations and findings in available evaluations of the Jamaica component of the UNIFEM-supported SSA project and the UN Trust Fund-supported project Reducing GBV in Jamaica: Increasing awareness - strengthening responses; and observations made by the evaluation team based on available data.

4.2 Contributions to results and related lessons learned

4.2.1 General

This section presents evaluation findings on UN-Women's contributions to results and related lessons learned in Jamaica. Section 4.2.2 presents findings on context and relevance, which cut across the different dimensions of UN-Women's mandate. Sections 4.2.3 and 4.2.4 present findings on contribution towards results. Section 4.2.5 outlines a number of factors likely to affect the sustainability of results achieved to date.

4.2.2 Context and relevance

Gender equality and VAW in Jamaica

As noted in the 2011 (draft) *National Strategic Action Plan to End GBV*, VAW in Jamaica is a dimension of the larger problem of crime and violence. A 2007 joint study on violence by the United Nations Office on Drugs and Crime (UNODC) and the World Bank, cited Jamaica as one of three Caribbean countries with the highest reported rates of sexual violence globally.¹⁷

Some sources indicate that

approximately 50 per cent of women in Jamaica have been forced into their first sexual experience.¹⁸

Homosexual acts are illegal in Jamaica and there are high levels of homophobia in all parts of society. This

Lessons/Best Practices

In Jamaica, the issue of VAW needs to be understood in the context of many other forms of violence that affect men and women, boys and girls on daily basis. Violence is so common that it is widely perceived as being 'normal' and, as such, socially acceptable.

¹⁷ UNODC and World Bank. *Crime, Violence and Development*. 2007.

¹⁸ Government of Jamaica. *National Strategic Action Plan on GBV*. 2011.

is relevant to efforts around working with men, and (re)defining concepts of ‘masculinity’ in the context of VAW.

While issues around VAW have been given increasing attention, there is limited reliable and comprehensive **data** on VAW in Jamaica.²⁰ Several consulted stakeholders shared their impression that the rate of violence overall, including VAW, had increased over the past few years. While noting that this perceived increase may be due in part to an increase in the *reporting* of VAW

cases, several stakeholders felt that the degree of brutality and cruelty related to such cases had increased as there are more incidents of murder and torture of women and girls than in the past.

Both previous and current Jamaican governments have expressed their **commitment** to gender equality and eradicating VAW. Jamaica is party to conventions such as CEDAW, *Belém do Pará*, and the Beijing Declaration and Platform for Action, as well as other various international human rights related conventions. However, Jamaica has not yet signed the CEDAW Optional Protocol.

The national **legal and policy framework** for addressing VAW is widely considered to be relatively strong. At the same time, most stakeholders consulted for this evaluation found (as is also highlighted in the Draft National Strategic Action Plan to end GBV) that the **operationalization and implementation of policies and legislation continues to be unsatisfactory**. It was also noted that a long awaited law on sexual harassment had not yet materialized.

Jamaica’s **institutional framework** for addressing VAW includes the BWA, the Centre for the Investigation of Sexual Offences and Child Abuse (CISOCA) in the Jamaica Constabulary Force, and a Victim Support Unit in the Ministry of Justice. Furthermore, Jamaica has a network of CSOs involved in advocacy and/or various forms of support for victims of GBV. Many of these organizations are well established and strong, but many of them face constraints in terms of securing funding for their work.

Lessons/Best Practices

In preparing for the UN Trust Fund-funded project Tek It To Dem And Rise Up Wi Community project the implementing NGO conducted an in-depth baseline study in the targeted communities, involving over 900 community members through a survey, focus group discussions, interviews and an audio-visual documentary.¹⁹ The study explored the deep-rooted sense of violence, contributed to better understanding the context of VAW, and brought insights into women’s role in perpetuating violence as a socially accepted norm, especially through their relationships with and behaviour towards their male children. The study allowed tailoring project interventions to their contexts, by involving the communities in shaping the issues to be addressed.

Relevant National laws/policies

- Domestic Violence Act 1995 (amended in 2004)
- Sexual Offences Act (2009)
- Child Pornography (Prevention) Act (2009)
- Offences against the Person Act
- The Trafficking in Persons Act (2007)
- (Draft) National Strategic Action Plan to end GBV (2011)
- National Policy for Gender Equality (2011)

¹⁹ Available from [http://www.sistrentheatrecollectiveja.org/Baseline%20Study%20Tek%20it%20To%20Dem%20Project\[1\].pdf](http://www.sistrentheatrecollectiveja.org/Baseline%20Study%20Tek%20it%20To%20Dem%20Project[1].pdf) .

²⁰ To address this issue, the BWA with support from a Cuso volunteer, is currently working on developing gender indicators and collect sex disaggregated data within the sectoral ministries as part of the Government’s mainstreaming initiative under the national policy for gender equality. Cuso International [places people of all ages](http://cusointernational.org/about-cuso) who collaborate with local groups on projects in Latin America, the Caribbean, Africa and Asia. Volunteers share expertise and perspectives, and unlock potential (<http://cusointernational.org/about-cuso>)

The **BWA** has worked directly under the Prime Minister’s Office since January 2012. According to consulted stakeholders, this provides the BWA with a strategic position that can strengthen its ability to reach out to and coordinate the gender-related work of other government entities. At the same time, the Prime Minister’s broad portfolio limits the BWA’s access to the decision making powers of a responsible line minister. To mitigate this challenge the Prime Minister has recently requested that an additional Minister in her Office assist at times to address issues related to women and gender affairs.

Services for the survivors of VAW in Jamaica exist, but are limited. For example, there is only one shelter located in Kingston, which has been managed by a national NGO for the past 25 years. The NGO receives a small government stipend to contribute to the running of the facility but continuously struggles to raise sufficient funds. Women in other parts of the island do not have access to similar facilities or to other services such as counselling.

4.2.3 UN-Women’s operational mandate

The following findings focus on the operational dimension of UN-Women’s mandate and are grouped around key types of results. Where applicable, these are linked to the key results outlined in the a) reconstructed corporate results logic as noted in the final evaluation Inception Report and b) the 2008-2011 LAC regional strategic plan and/or the 2008-2009 subregional strategy for the Caribbean.

Short- and mid-term results

Developing national and sector specific policies and legislation addressing VAW in Jamaica.

The draft national strategic action plan (NSAP) to end GBV, developed in 2011 as part of the SSA and Community Action Project, is widely seen as a highly relevant achievement during the period under review. It outlines gaps in Jamaica’s legal and institutional framework for addressing VAW and a set of key areas to be addressed. It also calls for a coordinated, multisectoral approach to VAW prevention, protection and response.

UN-Women and UNIFEM’s contributions to this achievement included providing funding for the SSA and Community Action project, as well as technical assistance and ongoing support and advice to the implementing agency, BWA.

BWA has recently held consultations with national and international partners to jointly determine a set of priorities for implementing the plan. The tentatively proposed four

Results area relates to:

“Legislation and policies are developed, adopted and implemented to respond to and prevent violence against women and girls.”
(Reconstructed corporate results logic)

“Policy and legislation: Raising awareness and building capacity for the formulation of national legislation addressing VAW in compliance with international agreements.”
(2008-2011 LAC regional strategic plan)

Lessons/Best Practices

The draft NSAP builds on extensive research and preparatory work.²¹ In doing so it has provided an example of evidence-based policy making, and has contributed to enhancing available national data on VAW.

The NSAP enhances the likelihood of Jamaica being able to take a coordinated, systematic approach to ending VAW. However, its implementation requires operationalization and priority setting.

Similar NSAPs have been or are being developed and are being implemented in other countries in the region. This can assist Jamaican national partners in securing political will and support across state and other actors to implement the plan.

²¹ Including a baseline assessment of policing and prosecution of sexual offences in Jamaica, and a national assessment of actions on ending VAW in Jamaica.

priorities are: 1) public education, 2) shelters, 3) sustainable livelihoods, and 4) partnerships. Not all consulted stakeholders agreed that these areas are the most urgent or feasible to address – e.g. one noted concern was that enhancing livelihoods was so broad an issue that it might divert from making progress in other areas more specifically related to VAW. Others, however, believed VAW can only be addressed by tackling the underlying cause of poverty and/or women’s economic dependency.

Public consultations on sexual harassment in the workplace, carried out as part of the UN Trust Fund project to reduce GBV in Jamaica, fed into a draft policy on sexual harassment prepared by the BWA.²² However, the CEDAW NGO *Alternative Report* (2012) indicated that Jamaican women’s NGOs have not yet seen or had a chance to comment on this policy, and that a related law (as opposed to a policy) is long overdue.

UN-Women and UNIFEM’s work on HIV and AIDS has also contributed to ensuring that VAW is included in Jamaica’s HIV and AIDS national strategic plan_(2007-2012).²³ UN-Women (with funding from the United Nations Gender Equality Fund) also supported BWA develop the Jamaican Gender Equality Policy (2011) which emphasizes VAW as one of the main impediments to gender equality in Jamaica, and calls for a coordinated, multisectoral approach in its implementation. Available documents and stakeholder consultations did not indicate whether the Gender Equality Policy or the HIV and AIDS strategic plan have (yet) led to any VAW-specific results.

Relevant in this context is the work conducted by WMW and BWA on the Reducing GBV in Jamaica project, which aimed to raise awareness on sexual harassment, and influence the development of sector specific sexual harassment policies in all Jamaican ministries, and institutional sexual harassment policies in selected private sector companies. The end of project evaluation (June 2010) noted that almost all participants of training events conducted under the project confirmed the high relevance of the thematic issue and their satisfaction with the specific events they attended. At the same time, the evaluation did not find evidence of project efforts

having led to observable changes in sector and/or institutional policies, and only limited evidence of changes in individual or collective behaviours, and follow-up actions at institutional and/or individual levels resulting from these interventions.²⁴ CSOs

and community members targeted under the same project had made comparatively more efforts to share the information they had received with others, but the evaluation report notes only a few anecdotal examples of specific effects or follow-up actions the project was likely to have contributed to. The evaluation report cites several project beneficiaries stating that, while their personal awareness of sexual harassment had increased, they felt they needed additional support in order to make specific changes or influence such change in their workplace or community.

Lessons/Best Practices

One-off trainings and awareness-raising events can contribute to building a more conducive environment for change, but do not sufficiently ensure the development and implementation of institutional and/or sector specific VAW-related policies or actions.

²² The full title of the project was Reducing GBV in Jamaica: Increasing awareness, enhancing access to protection, strengthening responses.

²³ The national strategic plan notes that women, in particular, fear violence from their partners if they disclose their HIV-positive status. It also acknowledges negotiations to use condoms are often difficult for women as men tend to be the sexual decision makers.

²⁴ In June 2010, at the time of the evaluation report, none of the targeted public sector institutions had replicated the sexual harassment awareness trainings internally, nor had they developed sexual harassment policies.

Strengthening the capacity of gender advocates in Jamaica to effectively influence policies and actions to address VAW

Several consulted CSO representatives noted that UN-Women and UNIFEM had provided ongoing support for strengthening their organizational capacities²⁵ and provided opportunities for networking with relevant partners not only during the period under review, but also beforehand. This support had helped their organizations play a stronger role in conducting advocacy at both national and regional levels. One stakeholder noted, for example, that as a result of the technical support received from UNIFEM, her organization had better understood the need to work in close collaboration with BWA, and had subsequently established a productive partnership with them.

Several other stakeholders noted that UNIFEM had enabled their organizations to participate in regional networks (e.g. related to the rights of domestic workers; the rights and needs of rural women in the Caribbean) both by providing financial assistance, and by creating spaces for such networking to take place in. Contacts established through these events had not only allowed stakeholder organizations to share experiences with and learn from other actors in the region, but also to influence the development of regional movements, such as the creation of a trade union for domestic workers which is expected to be officially formed in early 2013. Such achievements may, in the mid- to long-term, positively influence the ability of women's organizations to influence policies and actions (including budget allocations) on VAW-related issues.

Women's organizations were involved in the extensive consultations around the draft NSAP for GBV led by BWA with support from UN-Women and UNIFEM, and in recent consultations to determine priorities for its implementation. Some consulted CSO stakeholders however felt that meaningful consultations and involvement of civil society by BWA had fallen in the recent past. The evaluation found no specific examples of women and/or gender advocates influencing specific sector or institutional budget allocations in relation to addressing VAW issues.²⁶

Results area relates to:

"Women and gender advocates influence policies, actions and budgets to address VAW." (Reconstructed corporate results logic)

"Policy and legislation: building capacity of key actors for the implementation of VAW-related legislation, including of judges and other civil servants, indigenous leaders and teachers, and CSOs." (2008-2011 LAC regional strategic plan)

Lessons/Best Practices

Participation in regional networks not only allows gender advocates to share experiences with and learn from other actors in the region, but also to influence the development of regional movements that can influence policies, actions and budgets to address VAW.

Positive changes in the capacity of women and gender advocates take time to translate into visible influences on policies, actions or budgets.

²⁵ Including strengthening staff capacities, e.g. through access to relevant information/knowledge and tools or networking, and organizational infrastructure, e.g. by allowing an organization to purchase essential equipment such as a computer or printer.

²⁶ In this context several stakeholders mentioned that in their view the notion of gender responsive budgeting had 'never caught on in the Caribbean.'

Strengthening the capacity of national authorities in Jamaica to enhance the quality of services to VAW survivors

UNIFEM supported initiatives from 2008-2011, in particular the SSA project, made efforts to strengthen the capacity of national actors to provide quality services for VAW survivors, in particular ensuring their access to justice. There is evidence of numerous relevant and successful activities having been carried out in this regard (both at national and regional levels). For example:

- The SSA project included various training opportunities for senior police personnel (including through short-term internships in Canada and Rwanda), to equip them with appropriate skills to work with survivors of VAW. Trained officers included two officers from CISOCA, one of whom was the Centre's Commanding Officer. Since returning from the training, these individuals have prepared a training curriculum for CISOCA staff and other police officers. CISOCA and the police academy with support from BWA are expected to roll out this programme island-wide. The process had not yet started at the time of writing and had therefore not (yet) contributed to any noticeable changes in the quality of services provided by police personnel in Jamaica. Also, the former CISOCA Commanding Officer has since been transferred to another entity. While she has indicated her willingness to conduct trainings, this change poses a challenge for the roll out of the training plans. Consulted UN-Women staff indicated that in other Caribbean countries also implementing the SSA project the roll out of follow-up trainings had worked very well, implying that challenges experienced in Jamaica are more likely to be contextual rather than due to characteristics of the training approach or envisaged approach to replication.
- In terms of reaching justice sector personnel, a representative of the Office of the Public Prosecutions participated in a regional training. The SSA also produced *Complaints and Response Protocol on Gender-Based Violence for the Office of the Public Defender in Jamaica*, outlining some guiding principles for collaboration between the Office of the Public Defender and BWA. While the (draft) SSA project evaluation notes that the project had contributed to strengthening the relationship between BWA and the Office of the Public Defender, information is not yet available as to whether this protocol has already been put to use or not and, if yes, with what results.
- Also under the SSA project, UN-Women provided funding for training of 16 facilitators to support the violence prevention Partnership for Peace Programme (PfP) under the Department of Correctional Services in October 2011. In 2008, UNIFEM, through a Jamaican NGO implementing agency, had already made efforts to launch PfP in Jamaica by conducting three trainings for facilitators and magistrates. At the time, neither the Department of Correctional Services nor other national actors had been willing or able to take on leadership for institutionalizing the programme and ensure follow-up and roll out in Jamaica.

Results area relates to:

"National and local-level authorities enhance number and/or quality of critical services to VAW survivors." (Reconstructed corporate results logic)

"Policy and legislation: building capacity of key actors for the implementation of VAW-related legislation, including of judges and other civil servants [...]" (2008-2011 LAC regional strategic plan)

Lessons/Best Practices

Positive feedback from participants on trainings for service providers did not allow conclusions to be drawn on the (likely) long-term results of these interventions. In order to assess the effectiveness of interventions, in terms of enhancing the number and/or quality of services, long-term tracking of participants' attitudes and behaviours would be required.

National leadership is essential for ensuring the institutionalization of EAW-related efforts. Actors such as UN-Women and UNIFEM can facilitate and support related processes, but cannot create national leadership.

The SSA project only concluded in December 2011, as such it is too early to expect far-reaching results in terms of notable changes in the types or quality of available services provided through police or justice sector personnel. The approaches chosen under the project were strategic in that they deliberately focused on senior officers in decision making positions in each sector, and aimed to create regional networks (and related ‘peer pressure’). Similarly, they reflect considerations regarding the sustainability and institutionalization of results, e.g. by trying to integrate VAW-related content into the ongoing work of the police training institute. However, data collected during the evaluation site visit to Jamaica and information conveyed in the draft SSA project evaluation report raise some concerns over whether (and which) national actors can and will provide the leadership, follow-up action, and resources required to ‘translate’ the achievements made at the level of individuals to date into changes at the institutional and sector levels. The experiences of launching the PfP for the first time in 2008 give reason for some concern as related efforts largely remained stand-alone workshops.

Raising awareness on VAW among decision makers and community members in Jamaica

All reviewed VAW-related projects and ongoing efforts supported by UN-Women and UNIFEM and the UN Trust Fund included components of (public) education, awareness raising, and/or securing public support for EAW. From a long-term perspective, these efforts were geared towards influencing existing institutional and social norms and behaviours and, in doing so, contributing to VAW prevention.

Although it is difficult to measure related results, consulted stakeholders expressed the view that related activities had been relevant and successful, in particular in raising awareness of VAW-related issues among the targeted individuals. This view is also supported by the findings of the draft SSA evaluation report and the evaluation of the Reducing GBV in Jamaica project. Similarly, consulted stakeholders widely agreed that events related to the UNiTE campaign had contributed to raising the visibility and public support for EAW efforts to in Jamaica and the region.

To date, there is only anecdotal information available on specific effects of the work to raise awareness and secure public support. Some consulted stakeholders said that the behaviour of women changed once they learned about their rights and/or about places they can turn to, e.g. by seeking assistance or reporting cases of abuse. At the same time, as noted above, several beneficiaries of training and sensitization events²⁷ confirmed that their own understanding and awareness of VAW (or

Results area relates to:

“Awareness of and public support for EAW from decision makers, leaders, and community members.” (Reconstructed corporate results logic)

“Communication: undertaking preventive activities that involve men, boys, adolescents [...] working with communicational campaigns to prevent VAW targeting young urban males.” (2008-2011 LAC regional strategic plan)

Lessons/Best Practices

Public education and sensitization are important means of influencing individual and collective attitudes. However, knowledge and awareness do not automatically translate into changed behaviours.

Effective information sharing can take place in ‘unexpected’ places, e.g. one Jamaican NGO successfully worked with hairdressers/cosmetologists to distribute VAW-related information, as these were able to relate to and reach out to women in an atmosphere of trust and relaxation.

In order to influence social and institutional norms, it is necessary to work with a wide range of actors who have the potential to influence others. This can include (moral/cultural) authorities such as representatives from faith based organizations, as well as individuals respected or revered for other reasons, such as well-known artists.

²⁷ As reflected in the two available project evaluation reports.

specific sub-issues such as sexual harassment) had been increased, but expressed uncertainty as to what to do with this knowledge. Also, in several cases, outreach efforts were limited to one-off events such as a workshop or meeting, with little or no opportunity for follow-up and/or sustained support to the respective beneficiaries. This made it difficult for the respective implementing organization to assess the mid- to long-term effects of efforts such as training community-based young women and men in advocacy; or training men on issues such as positive masculinity, as under the SSA project.

Nevertheless, national stakeholders consulted during the evaluation country visit shared several anecdotal examples to illustrate their experiences of how enhanced knowledge made a real difference in the lives of women, in particular information about their rights and available services for survivors of VAW. Stakeholders also emphasized how influencing changes in the behaviour of individuals or groups is a long-term process, in which progress can consist of seemingly ‘tiny steps.’

Some of the progress reports for the UN Trust Fund’s Tek it To Dem and Rise Up Wi Community project provide examples of concrete changes resulting from the work of Sistren Theatre, the implementing NGO. For example, teachers and guidance counsellors in the targeted schools noted how boys and girls who had attended ‘reasoning sessions’ facilitated by the project showed clear changes in their behaviour, including enhanced male/female interactions and less aggression in male to male interactions. Several students also showed better academic performance following the interventions.²⁸ Also,

some of the targeted men have since created Fathers for Youth Empowerment, a father’s group which aims to monitor the safety of their children and developing after school programmes. Furthermore, following counselling provided as part of the project, an increased number of families were referred to a national agency providing support to families.²⁹ Information is not currently available, however, on whether these noted changes were sustained and/or facilitated additional changes in individual and/or collective behaviours.³⁰

“Sometimes little things were big successes. For example, a young man told us how he just walked away from an argument with his wife before hitting her, which he said he would not have done before. In another case, some of the men who attended a workshop on the ‘morning after’ (an incident of domestic violence) started to show first signs of admitting that they felt bad and that they were wrong to hurt their partner. Guys were showing feelings in a culture where men do not normally do that. Those were huge successes.”

Representatives of Sistren (*Tek It To Dem And Rise Up Wi Community project*)

²⁸ Annual Progress Report for the period 1 July 2010 to 31 December 2010.

²⁹ Available data did not provide information on the exact scope of this noted increase.

³⁰ One key limitation was that the project was too short to be able to achieve or capture long-term changes, because it was interrupted by the 2010 Tivoli Gardens incursion, which led to a large number of targeted men being forced to leave their communities. The implementing NGO has not had the capacity or resources to do follow-up work in the communities after the project ended.

A tangible result of the SSA project has been that one female participant of training sessions on gender, youth and violence has since established two companies and founded an NGO to support employment opportunities for women and work with various stakeholders, including VAW survivors, to provide them with various types of support.³¹

Mid- to long-term results³²

When asked about examples of progress towards ‘bigger picture changes’ as regards VAW in Jamaica, all consulted stakeholders

referred to a time period starting considerably before 2008 and spanning the last 10-15 years. They widely agreed that Jamaica is still far from reaching a state where women and girls are free from all forms or threat of GBV or where VAW survivors are fully supported to live their lives.³³ Several individuals even expressed concerns that there might be a negative trend of increasing violence and ‘backlash’ from men (although not all stakeholders agreed on whether this was the case). At the same time, most stakeholders noted a number of positive changes, as outlined below. In view of the very limited amount of ‘hard’ data available on VAW-related changes in Jamaica, most of the information below is based on stakeholder perceptions and anecdotal examples.

Institutional and societal norms and behaviours becoming more supportive of EAW

There was wide agreement among consulted stakeholders that there has been a significant increase in public awareness of VAW over the past decade, and increasingly so during the past five years. In their view, this has resulted in a number of behavioural changes, in particular an increase in the reporting of VAW-related cases (to relevant institutions and the media), and an increase in men’s and women’s willingness to publicly discuss the issue. One stakeholder noted that the willingness to express concern on VAW has become ‘politically correct’, indicating a change in related social norms, at least at the national level, and in relation to public communication. In this context, it was also noted that VAW-related issues are now frequently discussed in Jamaican mainstream media (e.g. on popular television or radio talk shows), while a decade or so ago the topic was taboo.

Overall, stakeholders noted that a lot remains to be done to ensure that institutional and societal norms and behaviours are supportive of EAW and provide the required support to VAW survivors. In this context almost all interviewees highlighted the need to work directly with communities as a whole to address some of the deep-rooted beliefs and behaviour patterns perpetuating the use of violence in Jamaica.

Lessons/Best Practices

Mainstream media are not only a *means* to influence public discourse, but also an *indicator* of changes in social norms.

In order to influence social norms it is important to work directly with and inside communities. Participatory and creative approaches such as working through role play/drama have been shown as an effective way to share information, and as a means for different community members to express their beliefs and feelings.

Working with parents (both fathers and mothers) is of particular relevance given their (unintended) role in perpetuating the social acceptance and continuation of violence in Jamaica. Also, providing male and female children and youth with alternative ways of dealing with crisis or conflict is likely to contribute to VAW prevention.

³¹ Source: Project Evaluation Report.

³² Since regional and subregional strategies relevant for the period under review do not distinguish between shorter and longer-term results, this section is structured according to the reconstructed corporate results logic included in the final evaluation Inception Report. This results logic includes two additional mid- to longer-term results, namely “Best practices for ending violence against women and girls are integral to/ integrated in United Nations system-wide approaches to development;” and “Greater coherence and accountability for the United Nations system’s work on ending violence against women and girls.” These two results are not addressed in the country case study as they focus on *management*, rather than *development* results.

³³ Overall envisaged impacts of UN-Women’s work on ending violence against women and girls as outlined in the (draft) reconstructed results logic.

Government and service providers becoming increasingly accountable to women and girls for prevention, protection and response to VAW

Laws and policies existing prior to 2008 were largely seen as insufficient to systematically address VAW issues in Jamaica. The draft NSAP on GBV was viewed as having the potential to systematically strengthen institutional (government and service provider) accountability for prevention, protection and response to VAW, but that its actual impact remained to be seen and depended on the speed, extent and quality of its implementation.

Women and girls who are survivors of VAW demanding and having access to required services

While there are still significant weaknesses in the amount and quality of existing services (shelters, counselling services, access to justice), stakeholders noted some improvements, some of which – such as the creation of CISOCA in 1989 – date back more than 20 years. At the same time they noted that frequent cases of reported police violence against both men and women, and insensitive behaviour of justice sector personnel towards VAW survivors continued to weaken women’s (and other community members’) confidence in available services. It was also highlighted that women in rural areas of Jamaica tend to have fewer, if any, access to specialized services for VAW survivors.

4.2.4 UN-Women’s intergovernmental mandate

While work related to the intergovernmental/normative dimension of UN-Women’s mandate is largely carried out at the global headquarters level, the evaluation explored whether and what types of linkages existed between country-level operational work in Jamaica and global-level normative work.

Lessons/Best Practices

Participation of national actors in regional and/or global events (e.g. around CSW and CEDAW) contribute to informing national processes.³⁴

In this context, both government and civil society stakeholders acknowledged UNIFEM’s (and now UN-Women’s) continued assistance for strengthening their participation in and contributions to regional and global forums, in particular related to preparations for CEDAW and CSW meetings. These events were seen as highly valuable opportunities for learning with and from other gender advocates. Some CSO representatives expressed their gratitude to UN-Women and UNIFEM for introducing them to CEDAW, and helping them use the convention as a tool to educate their own members and other stakeholders on women’s rights and related government obligations.

4.2.5 UN-Women’s coordination mandate

UN-Women’s most visible contributions to VAW-related inter-agency coordination in Jamaica (and the region) have related to the UNiTE campaign. In this context, several consulted stakeholders noted that the campaign is still relatively young in the Caribbean, having only been launched in 2010.

³⁴ This lesson is also relevant in view of UN-Women’s corporate mandate of supporting and influencing global normative processes in that it indicates that and how work at national and global levels (can) link to each other.

Some consulted individuals described the campaign overall, and in particular the annual joint events, as a positive (and first ever concrete) example of United Nations coordination around VAW-related issues in the Caribbean. Some UN-Women staff also pointed out, however, that it required significant efforts on their part to ensure active participation and financial contributions from other United Nations entities, and that it had at times been challenging to ensure that the focus of the campaign remained a joint United Nations (system) campaign, rather than an event sponsored by a particular agency.

The Caribbean launch of the UNiTE campaign in October 2010 was attended by a wide range of government Ministers, members of the judiciary, and representatives of governmental agencies, organizations working on GBV and the United Nations system. Participants agreed to the **Caribbean UNiTE Consensus**, affirming state obligations to end VAW, and stating their support to the goals of the campaign.³⁵

Staff from other United Nations entities in Jamaica remarked that past activities around the UNiTE campaign had led to a number of successful meetings and sensitization events (with, for example, parliamentarians), which in turn had resulted in a list of specific recommendations aiming at substantive changes, rather than focusing exclusively on raising awareness. However, at the time of the country visit information was not available as to whether these

Lessons/Best Practices

In the Caribbean, key challenges to inter-agency coordination on VAW, including through joint programming, are: i) most United Nations entities do not have offices in each country; ii) existing offices tend to have limited human and financial resources, and, as a result, iii) programming tends to focus on short-term interventions and/or one-off events.

The UNiTE campaign has provided structured occasions for United Nations entities to jointly plan and implement VAW-related activities on an annual basis.

recommendations had been followed-up and/or implemented by the respective stakeholders. Several staff noted that, until now, while UNiTE campaign-related interventions were seen to be relevant and effective in terms of raising visibility and awareness of VAW, they tended to be ‘one off’ events with limited, if any, follow-up.³⁶ Most consulted *national* stakeholders in Jamaica were not aware of the campaign, but had not been involved in specific activities so were not aware of specific results that the campaign had achieved. While the SSA project explicitly aimed to link its public awareness-building work to the UNiTE campaign the evaluation team did not find specific examples of how this was done or with what effects.

As noted above, UN-Women and UNIFEM’s coordination role in the United Nations was also facilitated the process of collecting input to the Jamaica CEDAW report from other United Nations entities, which was seen as a valuable contribution.

4.2.6 Sustainability of results

The table below summarizes key factors likely to support or hinder the sustainability (i.e. the continuation and dynamic adaptation) of results towards EVAW achieved in Jamaica to date.

Exhibit 4.1 Factors likely to affect sustainability

Dimension	Supportive factors	Challenging/limiting factors
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³⁵ Available from <http://www.eclac.cl/mujer/noticias/noticias/5/41145/CaribbeanUNITEConsensus.pdf>.

³⁶ As noted by UN-Women staff, UNICEF, UNFPA and UN-WOMEN recently put a committee in place to sustain their collaboration and ensure follow-up on the gains achieved under the UNiTE campaign to date.

National ownership and leadership	Explicit government commitment to addressing VAW, including from the Prime Minister. Commitments e.g. under CEDAW	Difficult economic situation may impact the government's willingness and ability to address VAW issues. Jamaica has not yet signed the CEDAW Optional Protocol. Only a few examples to date of government taking the lead to institutionalize and/or expand VAW efforts, such as trainings for service providers.
Increased capacity of women's organizations/ gender equality advocates	Strong, experienced women's organizations. History of good collaboration between government and civil society. Jamaican gender advocates are embedded in national and regional networks. Related support but also 'peer pressures' can contribute to sustainability.	Jamaica's status as a middle-income country makes it difficult to attract donor funding. This can negatively influence the ability of all actors working on VAW to continue and/or expand their work. Recent concerns by NGOs about decreasing quality of collaboration with the government over gender equality issues.
Institutionalization of VAW in relevant policy mechanisms and institutions	NSAP provides a framework and mandate for systematically and comprehensively addressing VAW.	It is not yet clear whether the existing national leadership, buy-in from other government actors and resources will suffice to effectively operationalize and implement NSAP.

Overall, while the existing supporting factors create a conducive environment for the continuation and dynamic adaptation of results achieved to date, the noted gaps in national government leadership and (financial) capacity may pose significant limitations to the sustainability of results. This is particularly evident in case of the draft NSAP which, on the one hand is a major achievement in view of institutionalizing VAW, but on the other hand, will not have a significant impact if it is not effectively operationalized, implemented and owned by national decision makers.

4.3 Organizational strengths and weaknesses in managing EVAW: Lessons learned

This section presents evaluation findings on what have been and currently are UN-Women's organizational strengths and weaknesses, and lessons learned from its predecessor entities in view of planning, implementing, monitoring and evaluating their EVAW-related work.

Strengths and weaknesses³⁷

Consulted stakeholders emphasized the following strengths of the UN-Women and UNIFEM Barbados office team which positively influenced its ability and approach to planning and implementing VAW-related interventions during the period under review.

Accessibility and dedication of UN-Women and UNIFEM staff:

All consulted government and civil society partners reported that UN-Women staff had been highly

responsive to requests for support and had been available at all times. Support was not limited to partners receiving project specific funding, but was provided to all actors addressing VAW (and/or related broader issues of women's human rights). All consulted national partners stressed that UN-Women (in particular the former RPD) had provided strong support despite UN-Women not having a country office in Jamaica.

Technical expertise and sound knowledge of the Caribbean subregion: National partners described UN-Women and UNIFEM staff as highly competent and knowledgeable of the specific realities of the Caribbean region, of global trends and issues on VAW, and on broader issues of women's human rights.

Continuity of support and partnerships: UN-Women and UNIFEM supported and worked with the same government and CSOs over extended periods of time. While some of these partners may not have had any VAW specific projects during the period reviewed, they have continued to be involved in VAW-related work and networks at national and regional levels. One CSO representative noted, for example, that her organization still uses and benefits from VAW tools that UNIFEM had helped to develop many years ago.

Resource hub: Almost all consulted national stakeholders mentioned that they had used and benefited from information, tools, guidance materials etc. available on UN-Women and UNIFEM's Caribbean and corporate websites, including the Virtual Knowledge Centre for VAW. Another important resource is the electronic database on substantive and procedural laws on GBV which was established as part of the regional SSA project.³⁸

Facilitating regional/global collaboration - Partnerships and (regional and global) networking:

Stakeholders appreciated UN-Women and UNIFEM's ability and efforts to support exchanges between and collaboration among actors at global and regional levels. CSOs and government stakeholders all positively reported that UNIFEM (and now UN-Women) "forced people to collaborate," e.g. in relation to international norms and commitments such as CEDAW. They also stressed that UN-Women and UNIFEM's position as part of the United Nations system allowed it to play a facilitating role in bringing together key actors from across the region.

Leveraging status and resources: Several CSO/NGO stakeholders noted that partnering with UN-Women and UNIFEM helped raise their organization's credibility in the eyes of other actors (government actors or potential funders) who otherwise might not have considered working with them.

Available data indicate the following challenges and/or limitations in view of UN-Women and UNIFEM's ability to plan, implement, monitor and evaluate its work on VAW in Jamaica.

Lessons/Best Practices

In the Caribbean, UN-Women and UNIFEM's successful work to facilitate regional partnerships has been helped by the comparatively small size of the region and each of its states, and by similarities between countries' legal and political systems.

Continuity of core staff members in the (sub)regional office contributed to UN-Women and UNIFEM building trust and long-term relationships with and among national and regional partners.

UN-Women and UNIFEM's status as United Nations entities allowed it to play a facilitating role, and contributed to leveraging the status of and resources for national actors.

³⁷ Relates to evaluation question 2.1.

³⁸ Available from <http://www.unifemcar.org/GBVlawportal/>.

No permanent physical presence in Jamaica: Most consulted stakeholders agreed that the absence of a country office in Jamaica limited UN-Women and UNIFEM's ability to quickly respond to events and emerging opportunities on the

ground. Government partners also pointed out that all external investments/support to government agencies are usually tracked by the Planning Institute of Jamaica (PIJ) in order to avoid duplication of efforts supported by different donors such as the United Nations and the European Commission. However, without a country office the PIJ had not been notified of UN-Women and UNIFEM's support to the Jamaican BWA.

In the fall of 2012, five women and a young girl were raped in Saint James (Jamaica). The event led to a public outcry and the first spontaneous demonstrations by women activists in years. It also led the Prime Minister to bring together a variety of government and non-government actors to jointly discuss strategies to address VAW. Not being present on the ground, UN-Women was not able to support or capitalize on the resulting momentum for change.

Implicit, rather than explicit VAW theory of change and strategy: According to staff members, UNIFEM interventions between 2008 and 2011 were deliberately designed to build upon earlier VAW-related efforts, and support UNIFEM staff members' understanding of the 'big picture' i.e. of what needed to be done in order to address key VAW-related gaps at national and regional levels. This understanding has, however, not been explicitly captured in any documents.³⁹

Project, rather than programme-based approach: While UN-Women and UNIFEM staff aimed to ensure continuity and coherence of VAW-related interventions (i.e. by engaging in long-term partnerships beyond the boundaries of time limited projects), all reviewed VAW specific projects experienced challenges due to their short-term nature, e.g. in relation to opportunities for continued follow-up, and/or replication of successful models. This includes, but is not limited to, projects funded by the UN Trust Fund.

Monitoring and evaluation: UN-Women staff noted that their capacity to effectively and systematically monitor and assess progress and results of VAW-related work throughout the Caribbean region, has been and continues to be, limited due to the absence of dedicated staff and with existing staff members already stretched by having to cover a wide range of issues in a large geographic area. Available reports on projects implemented during the period under review tend to be activity-focused and provide limited, if any, analysis of contributions to results. Further, neither UN-Women, UNIFEM nor their implementing partners have had the time or resources to systematically track changes and project contributions over longer periods of time.

Knowledge management and theory development: Consulted stakeholders noted that the projects conducted with UN-Women's or the UN Trust Fund's financial support had generated a wealth of promising approaches, in particular creative and participatory ways of engaging community members including men (e.g. work by the NGO, Sistren), and working with local artists as media to 'spread the message' (e.g. as part of the UNiTE campaign's approach and WMW's work). To date UN-Women has not been able to systematically capture related lessons or use them to inform the development of (regional or corporate) strategies, approaches or theories.⁴⁰ Consulted UN-Women staff largely attributed such limitations to being already stretched and having no or limited time to engage in additional activities.

³⁹ The UNIFEM's subregional strategy 2008-2011 captures some elements that UNIFEM set out to address, but does not provide an explicit outline of how changes in these areas are envisaged to 'fit together' and to what types of results they are envisaged to contribute. Documents relating to the regional SSA project provide more insights into key assumptions underlying violence against women and girls-related work, but focus, of course, on the particular aspects addressed by the project, thus capturing only part of UNIFEM's overall work on violence against women and girls.

⁴⁰ The Barbados country office is currently developing a concept note on working with men.

Guidance for supporting UN Trust Fund grantees: Consulted UN-Women staff reported that they were not fully clear on their expected type and extent of involvement in view of supporting the work of UN Trust Fund grantees on the ground.

While consulted UN Trust Fund grantees in Jamaica were aware that their project funding had come through the Trust Fund, they considered the UN Trust Fund, UN-Women and UNIFEM to be one and the same since contact persons were always UNIFEM or UN-Women staff.

Implications for UN-Women

As further explored in Section 4.4, most if not all of the previous observations on organizational strengths and weaknesses continue to (positively or negatively) influence UN-Women's current work on VAW. UN-Women is able to build upon and expand the strong networks at national and regional levels established under UNIFEM. Also, UN-Women can build on UNIFEM's positive reputation as regards its technical expertise and professional dedication. The latter was further emphasized by the fact that key staff members had remained the same during the transition from UNIFEM to UN-Women. At the same time, the noted organizational weaknesses of UNIFEM have not yet been effectively addressed and are therefore likely to continue to affect the work of UN-Women.

4.4 UN-Women's strategic positioning

This section presents evaluation findings in Jamaica concerning the extent to which UN-Women has strategically positioned itself to add value in preventing and responding to VAW in global,⁴¹ regional and national contexts. UN-Women's strategic positioning in relation to VAW in Jamaica is strongly influenced by the organizational strengths and weaknesses outlined in Section 4.3 and by the contextual factors highlighted throughout this case study.

Contextual factors⁴²

Logistical challenges for UN-Women's work include the geographic nature of the region with many small island states, and that it cannot always be present in each country. As noted in Section 4.2.4, it may pose particular challenges in view of UN-Women's inter-agency coordination role with regards to VAW, given the small size and geographic distribution of offices of different United Nations entities in the region. At the same time, the existing linkages and similarities of countries in the Caribbean have shown to invite and facilitate approaches which focus on building regional capacity and momentum, and in this regard UN-Women can base its future work on a broad base of existing experience and partnerships. Other key contextual factors likely to influence UN-Women's current and future strategic positioning with regards to VAW are: i) the continued need to support national efforts to address VAW across the region, given the continuously high prevalence and incident rates; and ii) UN-Women being only one of two entities (the other being UNFPA) specifically focusing on VAW issues.⁴³ A potentially challenging factor is the middle-income status of most Caribbean countries, which may negatively affect donor interest and willingness to invest in the region.

⁴¹ Due to the nature of the country case study, the following reflection focuses on UN-Women's positioning in view of the respective regional and national contexts.

⁴² Relates to evaluation sub-question 3.1.

⁴³ Factors i and ii addressing issues of 'demand' and 'supply' of support for VAW-related work.

Progress in defining and operationalizing UN-Women’s mandate⁴⁴

The process of defining and operationalizing UN-Women’s overall mandate and defining implications for VAW-related work, in particular, is still a ‘work in progress.’ There is a need for guidance and clarification among UN-Women staff in the Barbados office and UN-Women partners in Jamaica. Key observations in this regard are outlined below.

- At the time of writing, UN-Women’s future approach to and overall ‘vision’ for addressing VAW in Jamaica (or the Caribbean as a whole) has not yet been clearly articulated. The most recent LAC subregional annual workplan (December 2011) does not provide specific guidance, nor has UN-Women developed an explicit framework or strategy for its VAW-related work at the global and/or regional levels that could inform future interventions in Jamaica.
- Staff from UN-Women and other United Nations entities consulted indicated that they are still unclear as to what UN-Women’s inter-agency coordination role can and should look like (in general and with regards to VAW specifically). The Barbados subregional office is currently awaiting further guidance from the newly established LAC regional centre in Panama and headquarters. In the meantime, UN-Women staff in Barbados, in particular the recently appointed Coordination Specialist, are consulting with other United Nations entities in the Caribbean to explore their needs and the related implications for UN-Women’s inter-agency coordination role. It is expected that the Coordination Specialist position will provide a more systematic channel for developing joint programming for VAW (and other areas of UN-Women programming) across the six UNCTs with which the Caribbean subregional office interfaces. The (limited) data further indicates that other United Nations entities are also unsure about how UN-Women’s coordination role could add most value to their and other agencies’ work in relation to VAW.
- Consultations with UN-Women staff in Barbados and stakeholders in Jamaica indicate that the transition from UNIFEM to UN-Women has not (yet) resulted in many observable changes⁴⁵ likely to influence the extent of UN-Women’s strategic positioning as regards VAW. UN-Women staff hope the creation of UN-Women might lead to an increase in human and financial capacity of existing field offices, including the office in Barbados, although to date this has not taken place.

Some consulted stakeholders in Jamaica noted that they had paid little attention to the transition from UNIFEM to UN-Women with one interviewee stating “[i]t doesn’t matter what they are called, in the end they are still about helping women.”

Overall, UN-Women appears to be well-positioned to continue to support efforts of national (and regional) partners to end VAW in Jamaica and the Caribbean region. UN-Women can build on UNIFEM’s experience and positive reputation, in particular given its role as a ‘knowledge broker.’

Lessons/Best Practices

Consulted NGO partners in Jamaica feel that UN-Women and UNIFEM’s mandate, with its specific focus on women, positively distinguished it from other United Nations entities or other development partners. They regarded UN-Women as their ‘natural ally,’ whereas collaboration with most other United Nations entities sometimes required more efforts to identify suitable linkages.

UN-Women has sustained the networks and partnerships with and among government and civil society actors at national and regional levels that have been established with support from UNIFEM. UN-Women is working on expanding these

⁴⁴ Relates to evaluation sub-question 3.2.

⁴⁵ Other than the creation of the coordination specialist position tasked with inter-agency coordination.

partnerships, e.g. to engage with more actors who focus on working with men. The existing and emerging partnerships form a strong foundation for UN-Women's future work on VAW in Jamaica and the Caribbean in that: i) working with a wide range of stakeholders is a condition for supporting coordinated, multi-sector approaches at the national level to preventing and responding to VAW; and ii) cross-country/regional partnerships and exchange are likely to continue to form a key part of UN-Women's overall approach to affecting change in the Caribbean region.

In order to make best use of this positive foundation, UN-Women will need to further define and operationalize its overall mandate (especially in relation to its new responsibility of inter-agency coordination), and further elaborate its corporate, regional and national view of and strategy for addressing VAW.

5. Recommendations

The following suggestions and recommendations to the UN-Women offices in Barbados and headquarters are based on the data collected for the country case study.

Strategic Question 1: Contributions to results

The UN-Women subregional (multi-country) office in Barbados should:

- 1) **Improve VAW coordination efforts:** All consulted stakeholders working in Jamaica emphasized the need for all actors (including, but not limited to UN-Women) to further enhance the coordination of their efforts to end VAW in light of the scarce resources available. For UN-Women, this could include providing additional support to BWA to implement the NSAP on GBV thereby ensuring the plan lives up to its envisaged role as a mechanism for bringing together stakeholders from different sectors.⁴⁶ UN-Women could, for example, help BWA develop a feasible (graded and staged) approach to implement the NSAP, and an approach to monitor its implementation. In this context, UN-Women may also want to explore how it can best support BWA's collaboration with other government actors (line ministries).
- 2) **Encourage and support measures to enhance sustainability of capacity development initiatives:** The UN-Women Caribbean office should avoid supporting 'one-off' training or similar events, and should encourage national partners to plan for and implement measures to enhance the potential sustainability of results, for example, by planning for systematic follow-up of trainees.
- 3) **Ensure national tracking of VAW support:** To ensure future support can be tracked in national systems and to avoid overlap with other (especially non-United Nations) types of international support, the UN-Women Caribbean office should ensure that PIJ is informed of all its future initiatives with BWA or other government entities in Jamaica.

Strategic question 2: Organizational strengths/weaknesses

The UN-Women subregional (multi-country) office in Barbados should:

- 4) **Enhance systems to report on results and lessons learned:** The UN-Women Caribbean office should strengthen its M&E and knowledge management capacities so that it can more systematically capture contributions to results and lessons learned. This may, however, not be possible without additional dedicated financial and human resources (see recommendation 8).

⁴⁶ Assuming that UN-Women will have to continue to strongly rely on short-term, project-based funds to support VAW-related work, the NSAP – if operationalized effectively – can provide an overarching framework to anchor individual interventions.

-
- 5) **Further develop its theories and approaches to prevention of VAW:** By pushing ahead with developing an approach to working with men on VAW issues and identifying the underlying assumptions, the UN-Women Caribbean office could not only benefit the Caribbean but could also contribute to shaping UN-Women's corporate understanding of and approaches to preventing VAW.

UN-Women headquarters should:

- 6) Ensure that **human and financial resources** for the Caribbean subregional (multi-country) office are aligned with the expanded mandate of UN-Women and are adequate to carry out related tasks (including inter-agency coordination) and also for strengthening M&E capacities at the country level.
- 7) Provide more frequent and explicit **guidance** to regional/country focal points on managing the UN Trust Fund, to clarify the type and scope of **support required to follow the work of Trust Fund grantees**.

Strategic question 3: UN-Women strategic positioning

The UN-Women subregional (multi-country) office in Barbados should:

- 8) **Continue to work towards identifying new/additional entry points for VAW coordination with other United Nations entities:** While awaiting further guidance on how to fulfill its inter-agency coordination role, the UN-Women Barbados office should continue to explore possible entry points for VAW-related coordination and/or collaboration with other United Nations entities in Jamaica. This can build on existing discussions within the Jamaica UNCT, and bilateral explorations with existing partners, in particular UNFPA and UNICEF. With UNFPA, continued discussions are needed to further clarify and make explicit a suitable division of labour around sexual violence issues. In the short-term, there may also be opportunities for community outreach meetings during Jamaica's 50th anniversary celebrations, and for collaboration with UNICEF on VAW prevention approaches in the education sector and in the broader context of its corporate commitment to gender mainstreaming.

UN-Women headquarters should:

- 9) As soon as feasible, provide and share corporate and/or regional **guidance** on: i) how to operationalize UN-Women's mandate, in particular with regards to inter-agency coordination; and ii) UN-Women's corporate (and regional) understanding of and approach to addressing/ending VAW.

6. Implications for the overall evaluation

The following observations made in the context of the Jamaica country case study deserve particular attention when comparing the results of all seven country case studies conducted as part of this evaluation, as well as in compiling the overall synthesis evaluation report:

- The particular nature of the Caribbean as a comparatively small geographic (sub)region consisting of small island states with similar cultural, political and socio-economic contexts;
- The strong emphasis given by UN-Women and UNIFEM on working at the (sub)regional level as a way to use available resources efficiently, but also to stimulate (sub)regional dynamics for change;
- The emphasis placed on strengthening state accountability for preventing and responding to VAW, with the NSAP a key tool for furthering this accountability; and
- The various efforts made and (often creative) approaches used for working with men and women, girls and boys at the community level in an effort to positively influence VAW prevention.

The table below summarizes key information derived from the Jamaica country case study relevant to informing the overall evaluation, in particular in view of the evaluation’s intent to work towards elaborating one (or more) theory/theories of change for UN-Women’s work on VAW. The information is structured according to the three dimensions of UN-Women’s mandate.

Exhibit 6.1 Implications for the overall evaluation

Dimension	UN-Women strategies/ types of interventions in Jamaica	Linkages to results outlined in reconstructed corporate results logic	Implicit assumptions underlying VAW work in Jamaica/risks
Operational	<ul style="list-style-type: none"> • Providing financial and technical support to help strengthen the capacity of national partners, in particular the national gender machinery and women’s organizations. • Providing access to relevant information, tools, and (human) resources constitutes a key element of capacity strengthening work. • Facilitating dialogue mechanisms among and between government and non-government actors at national and regional levels • Supporting national partners to collect, analyze and use data on the national context of VAW for evidence-based policy making. • Supporting national partners in developing context specific training programmes for service providers 	<ul style="list-style-type: none"> • UN-Women’s VAW-related work in Jamaica addressed – albeit to varying degrees – all four operational (operational) short-/mid-term results and the three mid- to long-term results outlined in the preliminary results model included in the evaluation Inception Report.⁴⁷ • Prevention work conducted with male perpetrators of VAW as part of the PfP does not easily ‘fit’ under any of the noted results. It may be necessary to explore if there is a need to formulate an additional result to capture envisaged results focused on VAW <i>prevention</i>. 	<ul style="list-style-type: none"> • Individual and collective knowledge of VAW issues forms the basis for influencing institutional and social norms, and behavioural changes. • Bringing about changes in attitudes and behaviours requires community-level interventions tailored to the national and local contexts and address a wide range of stakeholders. • National response to VAW needs to be coordinated and multisectoral in order to be effective. • Creating networks and exchange among government and non-government stakeholders at the (sub)regional level enhances individual and collective capacities, and creates positive ‘peer pressure’ that can positively influence national government commitment to EAW. • Evidence-based VAW specific policies/ action plans and related monitoring frameworks enhance government accountability for addressing VAW.
Inter-agency coordination	<ul style="list-style-type: none"> • Mobilization around the UNiTE campaign and in relation to CEDAW reporting 	<ul style="list-style-type: none"> • Contribution to enhancing the United Nations system’s mobilization of ending violence against women and girls activities and investments. • No visible contribution to strengthened United Nations system <i>accountability</i> in this regard. 	<ul style="list-style-type: none"> • Challenges in securing continued participation and financial contributions for joint VAW activities under the UNiTE campaign from other United Nations entities. • Limited ownership and shared understanding of the joint nature of work related to UNiTE.

⁴⁷ See Appendix VII

Dimension	UN-Women strategies/ types of interventions in Jamaica	Linkages to results outlined in reconstructed corporate results logic	Implicit assumptions underlying VAW work in Jamaica/risks
Normative	<ul style="list-style-type: none"> • Promoting knowledge and use of CEDAW among national and regional actors • Facilitating national actors' participation in global fora (e.g. CSW) to inform or 'back up' national processes 	<ul style="list-style-type: none"> • UN-Women's and national partners' work guided by CEDAW. 	

Appendix I National Reference Group

Faith Webster, Bureau of Women's Affairs, Jamaica

Mildred Crawford, Jamaica Network of Rural Women Producers

Linnette Vassell, Women's Resource & Outreach Centre

Jewel Quallo Rosberg, United Nations Population Fund (UNFPA)

Appendix II Case Study Methodology and Evaluation Matrix

Purpose

The country site visits provide context specific insights to both the evaluation’s backwards and forward-looking components. The retrospective insights involve gathering information on the ‘distance travelled’ in terms of EVAW to date; the contributions of UN-Women’s predecessor entities to this progress in the respective country (including questions about linkages between country specific operational work, coordination and regional/global normative work); and context specific lessons learned. The forward-looking perspective will review factors shaping UN-Women’s current strategic positioning for VAW-related work in each country, and will explore the needs and expectations of UN-Women’s country and/or regional based staff and other United Nations entities with regards guidance and support.

Approach

The case studies contribute to specific evaluation sub questions identified in the evaluation matrix in the Inception Report. A more specific breakdown of the lines of inquiry applied to each country, and their respective contributions, is provided below and was used in developing data collection instruments.

LINES OF INQUIRY METHODS EVALUATION QUESTIONS	Case Studies					
	Country records	Observation	UN-Women interviews	National Government interviews	UN CMT interviews	CSO focus interviews or focus
1. For the period 2008-2011, what was the contribution to results made by UN-Women’s predecessor entities towards ending violence against women and girls? What are related lessons learned?						
1.1 During the period 2008-2011, how did contextual and environmental factors affect or influence the VAW work of UN-Women’s predecessor entities?	√		√	√		√
1.2 How relevant and responsive has the work of UN-Women’s predecessor entities been to global, regional and national commitments and priorities including those within the United Nations?			√	√	√	√
1.3 What have been UN-Women predecessor entities’ key contributions to achieving national results on preventing VAW and expanding access to services at country level?	√		√	√		√
1.5 What have been UN-Women’s predecessor entities’ contributions to results with regards to coordinating EVAW related efforts inside (and outside) the United Nations system?	√	√	√	√	√	√
1.6 To what extent are the global, regional and national-level results achieved with the support of UN-Women’s predecessors entities likely to be sustained over time?			√	√		√
1.7 What are the implications of results achieved in EVAW to date and related lessons learned for UN-Women’s current and future work in this area?			√	√	√	√
2. What have been and are organizational strengths and weaknesses of UN-Women and lessons learned from its predecessor entities in view of planning, implementing, monitoring and evaluating their EVAW related work?						

LINES OF INQUIRY METHODS EVALUATION QUESTIONS	Case Studies					
	Country records	Observation	UN-Women interviews	National Government interviews	UN CMT interviews	CSO focus interviews or focus
2.1 What have been the strategic organizational strengths and weaknesses of UN-Women’s predecessor entities in designing, implementing, and monitoring and evaluating EVAW related interventions?	√	√		√		√
3. To what extent has UN-Women strategically positioned itself to add value in preventing and responding to VAW in global, regional and national contexts?						
3.1 What have been key developments in the global, regional, national and United Nations contexts since the creation of UN-Women, and how have these (positively or negatively) affected UN-Women’s ability to fulfill its normative, operational and coordination obligations in relation to EVAW?	√		√	√		√
3.2 What progress has UN-Women made to date in clearly defining and operationalizing its mandate for EVAW aligned with its normative, operational and coordination dimensions?	√		√		√	

Data collection instruments were developed for the October Jamaica country visit and have been revised based on this pilot. The revised interview guides accompany this briefing note and case study team members were briefed on the evaluation approach and interview guide. Interview notes were recorded by the team members using the guides, allowing for analysis within each country and across the country case studies. An interview record template and document review tool were also provided.

Appendix III Documents Reviewed

UN-Women and UNIFEM documents

UN-Women (2012). Caribbean Consultations. Internal document. 16 March.

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UN-Women (n.d.). *LAC Regional Strategy 2008-2011*.

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UN-Women (n.d.). *Caribbean Sub-Regional Strategy 2008-2009*

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N.D. (2011). *Complaints and Response Protocol on Gender-Based Violence for the Office of the Public Defender in Jamaica*.

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UN Trust Fund (2008). *Tek It To Dem and Rise Up Wi Community Project Document*.

UN Trust Fund (n.d.). *Reducing Gender-Based Violence in Jamaica: Increasing Awareness, Enhancing Access to Protection, Strengthening Responses*. Available from <http://untf-evaw.org/beta/?grantees=175>.

UN Trust Fund (2011). *Six-Month Progress Report on Tek It To Dem and Rise Up Wi Community Project, January 2011-June 2011*.

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Bellony, A., Alejandro Hoyos and Hugo Nopo (n.d.). *Gender Earning Gaps in the Caribbean: Evidence from Barbados and Jamaica*. IDB Working paper Series No. IDB-WP-210.

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<http://www.eclac.cl/mujer/noticias/noticias/5/41145/CaribbeanUNITEConsensus.pdf>

Appendix IV Stakeholders Consulted

Organization	Role/Title	Method of Consultation
UN-Women		
UN-Women Sub Regional Office Barbados	Acting Officer in Charge	Individual and Group interviews
UN-Women Sub Regional Office Barbados	Gender Equality Coordination Specialist	Individual and Group interviews
UN-Women Sub Regional Office Barbados	Programme Specialist	Individual and Group interviews
UN-Women Sub Regional Office Barbados	Communications Specialist	Individual and Group interviews
UN-Women Sub Regional Office Barbados	Former Regional Program Director	Skype interview
Partners/Stakeholders in Jamaica		
Bureau of Women's Affairs	Executive Director Project Officer	Group interview
Dispute Resolution Foundation	CEO	Individual Interview
Institute for Gender and Development Studies	Senior Lecturer, Head	Individual Interview
Jamaica Household Worker Association	President	Individual Interview
Jamaica Network of Women Rural Producers	Director	Telephone Interview
Ministry of Finance	Director of International Organizations Gender Focal Point	Group interview
Ministry of Justice	Minister of Justice Permanent Secretary Consultant (former head of legal reforms) Two staff members	Group interview
Partnership for Peace Project	Consultant/Expert	Skype Interview
Prime Minister's Office	Chief Technical Director	Individual Interview
Sistren Theatre Collective	Director Gender Specialist Programme officer	Group interview
UNFPA	Director Sub-Regional Office Gender Advisor	Group interview
UNICEF	Representative Deputy Representative	Group interview
Women Inc.	President Member	Group interview
Women's Media Watch	Two team members	Group interview
Women's Resource and Outreach Centre	Executive Director Gender Specialist	Group interview

Appendix V Sample Interview Protocol (for NGO/CSO Partners)

Please note that the following, as well as all other interview protocols used during the Jamaica site visit have subsequently been revised to reflect lessons learned from the pilot visit.

Introduction: Universalia has been engaged to undertake an evaluation of UN-Women’s work on Ending Violence Against Women and Girls (EVAWG). This thematic evaluation includes studies of EVAWG work in seven countries and this interview will contribute to your country case study. Thank you for agreeing to this interview. This document is intended to be a guide for our discussion, which I expect will take roughly one hour. All interviews are confidential, in that information you provide will only be reported in aggregate, summarizing all key informant interviews without attribution to the sources.

1. Your Role

1.1 Can you briefly describe your role in EVAWG work? What is the nature of the relationship between your organization and UN-Women?

2. Context & Relevance

1.2 Since 2008, what socio economic or political factors in Jamaica have impacted work on EVAWG?

1.3 Have there been any additional or emerging issues or factors in the last year, which will implicate future EVAWG work going forward?

1.4 How have the needs and priorities of Jamaica’s Government and population been considered in the EVAWG interventions?

1.5 To what extent does the attached Logic Model accurately reflect EVAWG work in Jamaica? Where is it not a good reflection of EVAWG work in Jamaica?

3. Activities and Results

1.6 What approaches and innovative interventions has your organization worked on to address EVAWG? (i.e. interventions focused on prevention? boys & men? other?)

1.7 How much of your organization’s work on EVAWG is connected to or funded by UN-Women?

1.8 At an operational level, can you comment on the results below; the nature and extent of achievement in Jamaica over the last four years?

Immediate Outcomes	Jamaica
1. Legislation and policies are adopted and implemented to respond to and prevent violence against women and girls	
2. Women and gender advocates influence policies, actions and budgets to address VAWG	
3. National and local level authorities enhance number and/or quality of critical services to VAWG survivors	
4. Awareness of, and public support for Ending VAWG from decision makers, leaders, and community members	
5. Other results?	

1.9 Other than UN-Women, do you work with other UN Agencies? If so who and on what interventions?

1.10 How would you compare the relationship with UN-Women to that with other UN Agencies and why?

1.11 Does UN-Women provide your Organization with useful data, information and knowledge on EVAWG work? Can you provide an example?

1.12 Do you (or your Organization) participate in any networks domestically, regionally or globally that informs EVAWG work? Please explain which and how?

1.13 How would you assess Jamaica's progress in the following from 2008 –present and why? (Possible rating; if 2008 = 0 how is 2011 on a scale of 1-5?)

Intermediate Outcomes	Jamaica
1. Government and service providers are accountable to women and girls for prevention, protection and response to VAWG	
2. Women and girls who are survivors of VAWG demand, and have increased access to critical services, including justice	

1.14 How has the issue of sustainability been addressed or considered in interventions in Jamaica?

1.15 To what extent and what evidence is there that Jamaica is moving towards a state where “women and girls are free from all forms of gender based violence and from the threat of such violence?”

4. Strengths & Weaknesses

1.16 Looking back over the last 4 years, can you identify any specific strengths in your partnership with UN-Women (or predecessor entities) that should be capitalized on in future?

1.17 In that same time frame, are there weaknesses to the EVAWG interventions/program in Jamaica that require attention going forward?

5. Strategic Positioning

1.18 What are the most significant opportunities and barriers to successful EVAWG work in Jamaica?

1.19 Going forward, what is critical to success in Jamaica's efforts to EVAWG?

1.19 Do you have any suggestions related to the strategic positioning of UN-Women's EVAWG work in your country, relative to:

- UN-Women having a clearly defined approach and the capacity to operationalize its EVAWG mandate
- UN-Women's partners (in particular other UN Agencies) have a shared understanding of and are in agreement with UN-Women's leadership in and approach to EVAWG,
- Other?

Thank you for your contribution to the evaluation.

Appendix VI Brief Project Descriptions

UNIFEM and UN-Women projects

1. Strengthening State Accountability and Community Action Project (SSA) for Ending Gender-Based Violence (GBV) in the Caribbean

The project was funded by UNIFEM and supported by the Association of Caribbean Commissioners of Police (ACCP) and implemented by the Bureau of Women's Affairs (BWA) in Jamaica. The budget for this intervention, which took place from January 2009 to November 2011, was around \$191,000.

According to the December 2011 project progress report, the objectives of the project were:

- Development of multisectoral strategic plans to address the protection, prevention and punishment of sexual and GBV;
- Building of technical competencies of the justice and security sectors and the non-governmental sector to respond effectively to GBV;
- Development of a monitoring framework to ensure state accountability through civil society-state partnerships; and
- Promotion of a gender-sensitive, youth focused social communications strategy on GBV.

The expected outputs of the project were:

- A National Strategic Action Plan for GBV;
- The Partners for Peace programme – A national framework for batterer intervention established;
- Baseline report on the justice and security sectors;
- Development of complaints and response protocols;
- Culturally and age appropriate advocacy materials on GBV targeting school youths, community spaces and faith-based institutions;
- Strengthen technical competencies of police and prosecutors;
- Police internship programme;
- Trained community-based young women and men in advocacy and peer interventions; and
- Trained network of male advocates – Champions for Change.

2. Partnership for Peace Programme (PfP)

Starting in 2004, UNIFEM supported efforts to develop a standardised approach to BIPs in the Caribbean. The work built on related efforts of the Economic Commission for Latin America and the Caribbean (ECLAC) and the Canadian International Development Agency (CIDA) who had agreed that BIPs needed to be guided by some basic principles which included prioritising the safety of the abused and the acknowledgement of accountability and responsibility by the perpetrator.

UNIFEM convened a regional expert group meeting in 2004, and in 2005 commissioned the Grenada Legal Aid and Counselling Clinic to implement a pilot BIP in Grenada. UNIFEM, supported by a project expert group embarked on developing a regional training strategy for Caribbean countries, and workshops to train facilitators were initially held in Grenada, Saint Lucia, and Trinidad & Tobago. In 2008, UNIFEM contracted the Jamaican NGO Dispute Resolution Foundation to conduct three workshops as part of this process.

Participants of the first two trainings included staff from the Department of Correctional Services and representatives from the Dispute Resolution Foundation. A third separate training was held for Jamaican magistrates and judges. The total budget for the initial two workshops was \$26,000.

Following these workshops, no further (documented) programme activities were conducted in relation to the PFP until October 2011 when the programme was (re)launched by the Department of Correctional Services, and another workshop for training facilitators was conducted with support from BWA and funds provided by the SSA project.

UN Trust Fund projects

1. Tek It To Dem And Rise Up Wi Community (2009-2012)

The project was initiated as part of the UN Trust Fund grant cycle 13 (year 2008) for a budget of \$537,598. It was implemented by the Sistren Theatre Collective - in partnership with the Women's Media Watch (WMW), the Dispute Resolution Foundation, Creative Production and Training Centre, and the Department of Community Health and Psychiatry in University Hospital of the West Indies. According to the 2008 project document, the main goals and objectives of the project were to:

- Build personal and social awareness of the problem of violence against women and girls;
- Promote behaviour change through public education and social analysis;
- Engage men, who are perpetrators and potential perpetrators, and victims of violence in interactive discussions about the problems of GBV; and
- Engage young men (between 15 and 25 years of age) in a training programme to build self-esteem and life skills in order to arrest and prevent women and girls from being exposed to the prevailing typologies of violence that are now treated as norms of social interaction.

As per the project progress report (January-June 2011), the expected outcomes of the project are to:

- 1) Increase awareness of the target communities of the issues involved in violence against women and girls within three years;
- 2) Reduce risk behaviours for VAW among 860 boys and men in the target communities by 2011;
- 3) Increase the number of victims/survivors by 1275 with coping skills in the target communities within three years; and
- 4) Raise awareness of the negative cultural practise of the initiation of girls into early sexual activities.

2. Reducing GBV in Jamaica: Increasing awareness - strengthening responses (2008-2010)

The project was headed by BWA in collaboration with WMW with a budget of \$70,874. It aimed to increase awareness, enhance access to protection and strengthen responses to VAW, with a focus on sexual harassment. The first component was carried out by BWA and focused on training judges and magistrates on international conventions and treaties. The second component, carried out by WMW trained key target groups on relevant national policies and laws, and United Nations conventions addressing VAW. Through partnerships with BWA, Friedrich Ebert Stiftung, the Caribbean Institute for Media and Communications, Roots FM, KSAAF, Jamaica Network of Rural Women Producers and the National Association of Hairdressers and Cosmetologists, WMW aimed for the following outputs:

- A cadre of media practitioners committed to promoting gender aware coverage of GBV and related existing laws;
- A body of community leaders with knowledge of factors surrounding domestic and sexual violence and of the laws that exist to protect citizens and how to access protections under the laws;

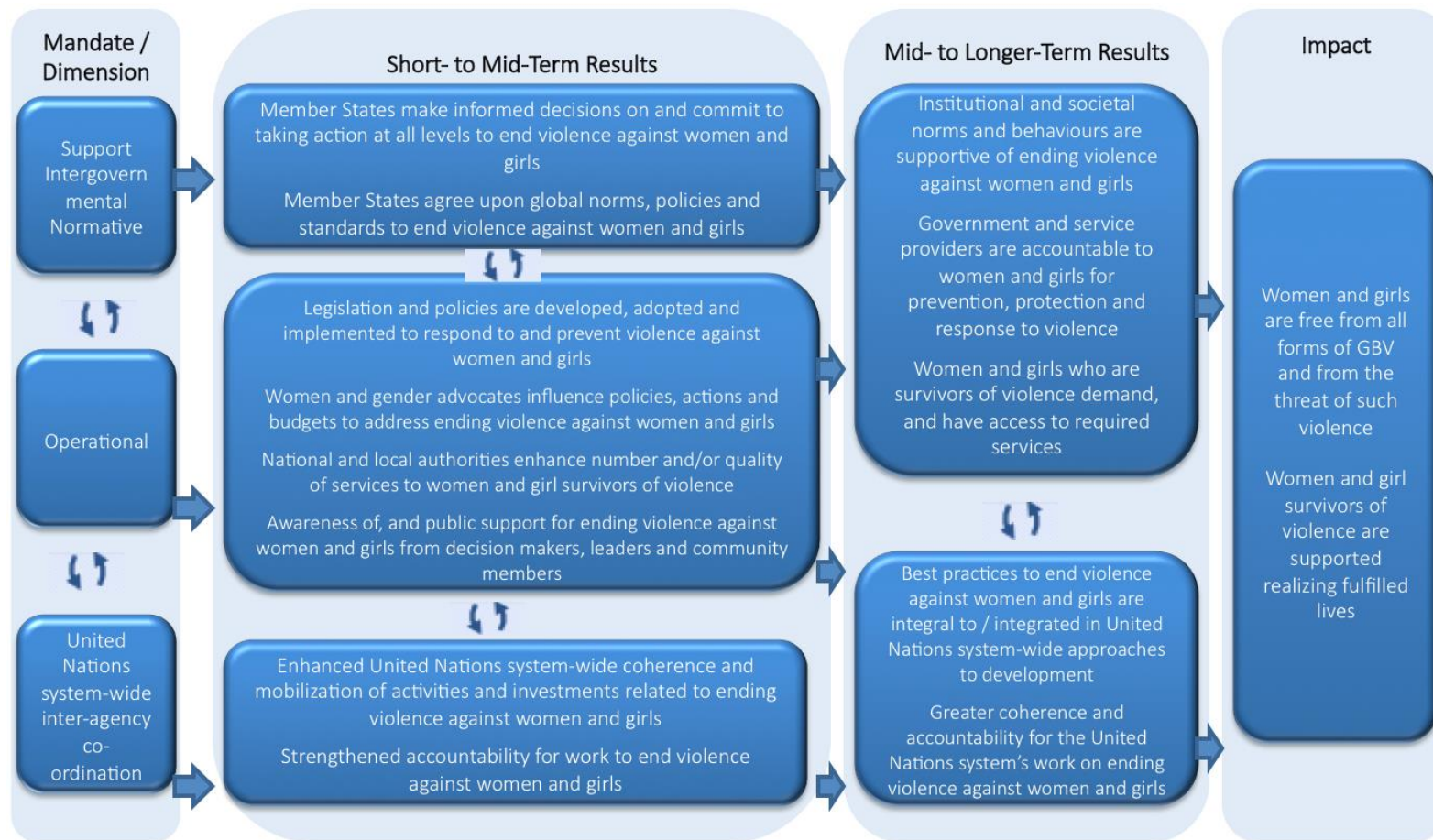
-
- Instances of youth challenging stereotypes and analyzing media messages;
 - Constructive public debate and action on women's rights, GBV and women's equity; and
 - Reaching a diverse range of persons through the dissemination of public education materials.

3. Enhancing public access to protection under laws on domestic and sexual violence, (2008-2010)

The project was implemented by WMW with a budget of \$103,936. The project focused on the sensitization and training of target groups on prevention of sexual harassment and GBV, especially domestic violence. The project objectives according to the final report (March 2010) were to:

- Increase the capacity of key target groups to effectively respond to violations of gender equality and women's rights;
- Raise public awareness and reduce public tolerance of GBV by using effective mass communication tools;
- Create and distribute training and information material on GBV to be used in training of target groups and for general information; and
- Share knowledge and strengthen partnerships between BWA, WMW and other government agencies and CSOs.

Appendix VII Preliminary Results Model⁴⁸



⁴⁸ As outlined in the evaluation Inception Report.

**Thematic Evaluation of the
Contribution of UN-Women to
Prevent Violence against Women and
Expand Access to Services**

Country Case Study: Brazil



United Nations Entity for Gender Equality
and the Empowerment of Women

Acronyms

AECID	Spanish Agency for International Development Cooperation
AGENDE	<i>Ações em Gênero e Cidadania</i>
CDD	<i>Católicas pelo direito de decidir</i>
CEDAW	Committee on the Elimination of Discrimination against Women
CSO	Civil Society Organisation
DEAMs	<i>Delegacias Especiais de Atendimento as Mulheres</i>
ECLAC	Economic Commission for Latin-America and the Caribbean
EVAW	Ending Violence Against Women
LAC	Latin America and the Caribbean
M&E	Monitoring and Evaluation
NGO	Non-governmental Organizations
SPM	Special Secretariat for Policies for Women
UN Trust Fund	United Nations Trust Fund in Support of Actions to Eliminate Violence against Women
UN-Habitat	United Nations Human Settlements Programme
UN-Women	United Nations Entity for Gender Equality and the Empowerment of Women
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNIC	United Nations Information Centre
UNICEF	United Nations Children's Fund
UNIFEM	United Nations Fund for Women
UNODC	United Nations Office on Drugs and Crime
VAW	Violence Against Women

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1. Introduction

Background

The country case study constitutes one element of the broader *Thematic Evaluation of the Contribution of the United Nations Entity for Gender Equality and Women's Empowerment (UN-Women) to Prevent Violence Against Women and Expand Access to Services*.

The objectives of the overarching evaluation were to i) capture key results and lessons learned from the various contributions of UN-Women's four predecessor entities⁴⁹ between 2008 and 2011 which UN-Women has taken forward, relating to supporting countries to prevent violence against women and girls and expand access to related services, and ii) analyze how well UN-Women is strategically positioned to implement its mandate of normative, operational and coordination work in the area of violence against women (VAW).⁵⁰

This case study summarizes key observations and findings on the work of both UN-Women and the United Nations Development Fund for Women's (UNIFEM), its predecessor entity, on preventing VAW and expanding access to services in Brazil. The draft study will be revised based on feedback from UN-Women and the Brazil National reference group (see Appendix I).

Methodology

Based on a pilot site visit to Jamaica, and following feedback from the UN-Women Evaluation Office, the evaluation team developed a case study methodology outlining the purpose and approach to the case studies, and a tailored version of the evaluation matrix.

The case study evaluation matrix (Appendix II) outlined the three strategic questions upon which data collection for the country case studies was structured. Key data sources included documents (see Appendix III for a list of reviewed documents), in-person interviews conducted during the evaluation team mission to Brazil, 3-7 December 2012, and telephone interviews. The evaluation team conducted interviews with 18 stakeholders for this case study, as shown in Appendix IV. Appendix V presents a sample interview protocol; protocols for other stakeholder groups were similar, but tailored to the respective group. Appendix VI presents a description of the projects reviewed for the case study.

To guide the overall evaluation, the evaluation team, in consultation with the evaluation reference group at UN-Women headquarters in New York, developed a more detailed corporate theory of change on its work on EAW (Appendix II). This results logic was used in the design of interview protocols and was the basis of efforts to understand the rationale for the types of initiatives being implemented in each country and the results they sought to achieve. The results logic also informed the structure of evaluation findings in section 4 below.

Limitations

The timing of the field visit presented the main challenges for the evaluation team in conducting interviews. December was a busy end-of-year period for stakeholders, including national counterparts and

⁴⁹ UN-Women's predecessor entities are: the Division of the Advancement of Women (DAW), the United Nations International Research and Training Institute for the Advancement of Women (INSTRAW), the United Nations Development Fund for Women (UNIFEM), and the Office of the Special Advisor on Gender Issues and the Advancement of Women (OSAGI).

⁵⁰ More information on evaluation objectives and methodology is available in the evaluation Inception Report (November 2012).

civil society representatives, making many unavailable for interviews. In addition, stakeholders from the Special Secretariat for Policies for Women were unavailable as Brazil was hosting of a meeting of Ministers and High-Level Authorities for Women for Mercosur and the Brazil subregional office was hosting a meeting concerning the reorganization of UN-Women's regional architecture making it difficult to schedule meetings with local staff.

To minimise the impact of these challenges, the national consultant remained available from 10-12 December 2012 to conduct two additional stakeholder interviews. The respondents represent most of the key UN-Women government and civil society partners in the thematic area of ending violence against women and girls. Nonetheless, the limited number of respondents negatively impacted the strength of the data.

Report structure

This case study is structured in five sections. Section 2 provides a summary of the contexts that provided the backdrop for UN-Women's predecessor entities' work on violence against women and girls during the period 2008-2011. Section 3 presents a profile of UN-Women and UNIFEM managed or supported programming from 2008-2011. Section 4 provides the evaluation's findings on the three strategic evaluation questions and finally, some suggestions and recommendations for UN-Women that emerged from the Brazil case study are presented in Section 5.

2. Context

2.1 Regional

The Southern Cone region traditionally includes Argentina, Chile, Paraguay, Uruguay and Southern Brazil. UN-Women includes Brazil as a whole in its regional strategy for the Southern Cone. All countries in the Southern Cone are classified as upper middle income countries, with the exception of Paraguay, a lower-middle-income country.⁵¹ In the region, the population living below the national poverty line ranges from 5.9 per cent in Chile to 35.1 per cent in Paraguay.⁵² The region has experienced economic growth within the past decade and a combination of favorable economic conditions and public policies has resulted in a notable reduction in income inequality over the last 15 years. Nonetheless, income inequality in the region remains significantly high when compared to non-Latin America and the Caribbean (LAC) countries.⁵³ Also regional/subregional numbers mask the inequalities experienced within individual countries.

Despite economic advances in the Southern Cone, gender equality and discriminations remain a challenge. Although female secondary education completion rate is at parity with male completion rates for all five countries, the participation of women in the formal labour market remains significantly lower than that of their male counterparts. Female political participation in the region remains significantly low, with less than 15 per cent of parliamentary seats occupied by women. Argentina is the exception where women occupy 38 per cent of the seats.⁵⁴

In 2008, UN-Women reported a 50 per cent rate of violence against women and girls.⁵⁵ More recent research in Brazil indicates that 66 per cent of women in Brazil believe there has been an increase in gender-based domestic and family violence, although the majority (60 per cent) also recognizes that there are more protective measures in place after the approval of the Maria da Penha Law.⁵⁶ Governments in the sub-region, with the exception of Chile, have acknowledged this issue and have made substantial efforts to eliminate VAW, notably by ratifying all major gender-related legal instruments (including the Convention on the Elimination of All Forms of Discrimination Against Women [CEDAW] and its optional protocol, as well as the Belem do Para Convention). Progress has also been made toward the Beijing Platform for Action, as illustrated in government efforts to define and implement national plans and equal opportunities.⁵⁷ Nevertheless, despite the adopted international commitments and national legislation on

⁵¹ World Bank list of economies 2012, available from <http://siteresources.worldbank.org/DATASTATISTICS/Resources/CLASS.XLS>. Accessed 27 November 2012.

⁵² United Nations Development Programme (UNDP). “Multidimensional Poverty Index” Statistical Annexes, Table 5 in *UNDP Human Development Report 2011*, 2011.

⁵³ World Bank Latin America and the Caribbean. *A Break with History: Fifteen Years of Inequality Reduction in Latin America*, p.1. 2011.

⁵⁴ UNDP. “Gender Inequality Index and related indicators,” statistical annexes, Table 4, *UNDP Human Development Report 2011*, 2011.

⁵⁵ UNIFEM. *Brazil and Southern Cone Countries: Sub-Regional Strategic Plan 2008-2009*, p.9. New York, 2008. See also ECLAC, *Review of the Implementation of the Beijing Declaration and Platform for Action and the Outcome of the Twenty-Third Special Session of the General Assembly in Latin American and Caribbean Countries*, LC/L.3175, 2009.

⁵⁶ Senado Federal Brasil, Portal de Noticias, available from http://www.senado.gov.br/noticias/datasenado/release_pesquisa.asp?p=32.

⁵⁷ Ibid.

domestic violence, denunciation of gender-related crimes and the full application of existing laws remain a challenge.⁵⁸

2.2 National - Brazil

Brazil is the seventh largest economy in the world with a gross domestic product (GDP) of \$2.48 trillion and it has significantly increased its presence on global markets in recent years. Over the past decade, Brazil has greatly improved its macro-economic stability and significantly reduced its foreign debt. After strong economic growth in 2007, Brazil was hit by the 2008 financial crisis but was the first 'emerging economy' to begin recovery. Recent data from the Brazilian Institute for Geography and Statistics shows a consistent reduction in the Gini Coefficient in the past years, from 0.56 in 2004 to 0.51 in 2011.⁵⁹ These statistics reflect aggregate data, thus it is probable that economic inequality among vulnerable populations remains an important issue.

In addition, a study conducted by the Economic Commission for Latin-America and the Caribbean (ECLAC) reveals that the unemployment rate is systematically higher by approximately 4 per cent among female workers to male workers.⁶⁰ Furthermore, in its concluding observations to the seventh periodic report submitted in 2012 by Brazil to the CEDAW, the Committee expressed deep concerns over a wage gap that persists between men and women and which can fluctuate between 17 and 40 per cent depending on the race, ethnicity and education of the woman.⁶¹ With regard to gender and political participation in Brazil, although the recently-elected President Dilma Rousseff is a woman, the percentage of female politicians in parliament is the lowest of all Southern Cone countries, with only 9.6 per cent of seats currently occupied by women.⁶²

VAW in Brazil

Up to 34 per cent of women in Brazil have reported to have been victims of physical violence at some point in their lives.⁶³ In 2011, the Ministry of Health recorded 70,270 cases of assistance to women victims of violence, of which 13,000 were victims of sexual violence. There are some reports that indicate that femicide rates in Brazil have increased at an alarming pace during the past three decades and reached 4.6 deaths per thousand women in 2010, ranking Brazil as 7th worldwide.⁶⁴

The prevention and elimination of violence against women and girls in Brazil is framed in the context of the human rights struggles and mobilisation of CSOs that emerged from the country's democratization processes in the 1970s and early 1980s. This process of democratization has yielded a public policy context that is strongly oriented towards addressing the realisation of rights, both individual and collective, as evidenced in the creation of a variety of instruments to address the effects of differences based on gender, race and age (among others) in accessing public policies necessary for the realization of rights. Hence, a

⁵⁸ United Nations Office of Drugs and Crime (UNODC) and UN-Women, *Informe Regional sobre los Mecanismos de Respuesta a la Violencia contra la Mujer en los países de Cono Sur*, p.1, 2011.

⁵⁹ Instituto Brasileira de Geografia e Estatística, *Síntese de Indicadores Sociais: Uma Análise das Condições de Vida da População Brasileira 2012*, chapter on and life patterns and income distribution, p. 161, 2012.

⁶⁰ ECLAC, *The Economic and Financial Crisis. Its Impact on Poverty, Work and Women's Time*, 2012,.

⁶¹ CEDAW, *Concluding observations of the Committee on the Elimination of Discrimination against Women: Brazil*, CEDAW/C/BRA/CO/7, p. 7, 2012.

⁶² Op. cit. 6

⁶³ *Secretaria Especial de Políticas para as Mulheres, Enfrentamento à violência contra a mulher*, p.23., 2007.

⁶⁴ *Centro Brasileiro de Estudos Latino-Americanos, Mapa da Violência 2012 – Atualização: Homicídio de Mulheres no Brasil*, 2012.

wide-ranging agenda of government initiatives to promote human rights has been put in place, including the promotion of gender equality and women’s rights.

As a result, the operationalization of Brazil’s international commitments in terms of women’s rights has accelerated since the return of democracy. Indeed, while Brazil ratified CEDAW in 1984, it was not until 1988 that constitutional provisions were included to guarantee formal gender equality, and not until 2002 that Brazil approved CEDAW nationally. In that same year, it ratified the Optional Protocol to the CEDAW. It should be noted also that, in 1995, Brazil ratified the Inter-American Convention on the Prevention, Punishment and Eradication of Violence against Women (Convention of Bélem do Pará, 1994).

The national **legal and policy framework** for addressing VAW is widely considered to be relatively strong, and mostly arose in the 2000s, in the aftermath of the democratization process. Relevant documents are outlined in the sidebar.

During the past decade, the Government of Brazil has adopted several policies aimed at addressing VAW. In 2003, Brazil adopted a National Policy for Fighting Violence against Women. In 2006, it enacted the Maria da Penha Law, legislation specifically aimed at tackling domestic VAW. The Maria da Penha Law is recognized as one of the three most advanced in the region.⁶⁵ In 2007, the government adopted the National Pact to Fight Violence against Women.

Relevant national laws/policies

- Law No. 10.224 to Modify Decree No. 2.848 of 7 December 1940 (on sexual harassment) (2001)
- Establishment of Law No. 10.886/2004 specifies domestic violence as a crime under Article 129 the Penal Code (2004)
- Law No. 10.886/2004 specifies domestic violence as a crime under Article 129 the Penal Code (2004)
- Law No. 11.340 creating domestic and family violence courts (2006)
- National Plan to Confront Violence Against Women (2006-2007)
- National Policy to Confront Violence Against Women (2007)
- Law 11340 of 7 August 2006 (The “Maria da Penha Law”) (2006)
- National Pact to Combat Violence Against Women (2007)

Respondents (civil society, United Nations entity staff) to this study note that while the legislation is considered to be very progressive, there are many challenges in the concrete operationalization and implementation of the legal and policy framework. Most respondents indicated that the laws ‘have not stuck’ (*nao pegam*) or ‘have stayed on paper’ (*ficam no papel*), due to a combination of capacity constraints (including financial and human) and limited awareness of the content of the laws among the judiciary and the police. In fact, in its concluding observations to Brazil’s seventh periodic report to the CEDAW, the Committee expressed concerns about compliance with the Maria da Penha Law, primarily because of widespread resistance to the application of the law from law enforcement officers and because of lack of expertise within the judiciary sector on domestic and family violence.⁶⁶ While the Committee acknowledged the comprehensiveness of the measures in the National Pact to Combat Violence Against Women, it also noted that implementation “might be at stake due to the lack of adequate capacity and financial resources in the areas of education, health and social assistance.”⁶⁷

Brazil’s **institutional framework** for addressing VAW was also put in place in the mid-2000s. Its most important element is the Special Secretariat for Policies for Women (SPM), created in 2003 and directly

⁶⁵ ECLAC, Review of the Implementation of the Beijing Declaration and Platform for Action and the Outcome of the Twenty-Third Special Session of the General Assembly in Latin American and Caribbean Countries, LC/L.3175, p. 10, 2009.

⁶⁶ CEDAW, Concluding Observations of the Committee on the Elimination of Discrimination against Women, CEDAW/C/BRA/CO/7, p.4, 23 March 2012.

⁶⁷ Ibid. p.4.

linked to the Presidency. SPM oversees and leads the Service Network for Women in Situations of Violence (*Rede de Atendimento as Mulheres em Situacao de Violencia*), created in 2005. The network is comprised of police stations specialising in services for women (*Delegacias Especiais de Atendimento as Mulheres –DEAMs*), referral centres for services for women (*Centros de Referência de Atendimento à Mulher*), shelters for women in violent situations (*Casas-Abrigo*), referral centres for social assistance (*Centros de Referência da Assistência Social -CRAS*), and special services provided by public defenders and health services.

Despite these initiatives, stakeholders identified access to services as a remaining challenge, as they are generally limited to the metropolitan areas of the country's biggest cities (Brasilia, Rio de Janeiro and São Paulo). Similarly, stakeholders identified challenges in coordination between federal authority and state-level implementation of services, such as with the Service Network. The Service Network is under the authority of the federal government, whereas services should be established at the state or municipal-levels. Sub-national entities have encountered challenges in supporting the network's functions.

Brazil's generally vibrant civil society has given rise to several organizations involved in advocacy and the provision of services and support for victims of sexual and gender-based violence. These organizations are generally well established and operate to a large extent within well-articulated networks. However, the majority of these organizations face important challenges in securing adequate funding, and therefore many operate only on a regional or local basis.

2.3 United Nations, UN-Women and UNIFEM⁶⁸

United Nations context

In the Southern Cone, United Nations entities have a presence in every country of the sub-region. The United Nations has had a presence in Brazil since 1947 when it established the United Nations Information Centre (UNIC) in Rio de Janeiro. In 1950, the United Nations Children's Fund (UNICEF) and the International Labour Organization (ILO) started developing their work in the country. Today, programmes and activities of the United Nations are coordinated by the United Nations country team (UNCT), which is composed of 18 entities including specialized agencies, funds, programmes and regional commissions.⁶⁹

Support varies from one United Nations entity to another, as each entity works according to its own mandate and acts in specific areas. However, these entities work together and develop their projects in collaboration with the Brazilian government at the country (federal, state and municipal-levels), and with Brazilian CSOs, non-governmental organizations (NGOs) and the private sector.

UN-Women and UNIFEM context

During the period under review, UN-Women and UNIFEM work in Brazil and the Southern Cone was led by the subregional office in Brasilia. The subregional office was created in 1992 and covered five countries (Brazil, Argentina, Chile, Paraguay and Uruguay). It worked closely with national governments, women's organizations, and the UNCT to coordinate and align with the national priorities and the United Nations Development Assistance Frameworks (UNDAFs).

Under the current process of restructuring UN-Women's regional architecture, the Brazil office will lose its status as a sub-regional office, and will instead be transformed into country office. As a result, the office in Brasilia will be able to focus its human and financial resources on Brazil alone, rather than dividing its attention among five different countries. At the same time, the transformation will have negative

⁶⁸ The case study will refer to UNIFEM for the period 2008-2010, UN-Women for the period 2011 onwards and UN-Women and UNIFEM for the entire period under review.

⁶⁹ Available from <http://unic.un.org/imucms/rio-de-janeiro/64/160/onu-no-brasil.aspx>.

implications for the Brazil office's staffing and budget, in terms of a reduction in personnel and core resources.

3. Profile of UNIFEM-supported VAW programming in Brazil (2008- 2011)

3.1 Overview

This section provides an overview of the types and foci of work on VAW during the period 2008-2011 led or supported by UNIFEM in the LAC region and the Southern Cone sub-region. This includes activities funded and managed by UN-Women and UNIFEM, as well as projects funded by the United Nations Trust Fund in Support of Actions to Eliminate Violence against Women (UN Trust Fund) which were administratively supported by UNIFEM (and, since 2011, by UN-Women).

3.2 Background: VAW programming in the subregion

Violence against women and girls programming was guided by the regional strategic plan for the Latin America and Caribbean region (2008-2011). The strategic plan highlighted three programming areas related to violence against women and girls:

- **Policy and legislation:** Raising awareness and building capacity for the formulation of national legislation addressing VAW in compliance with international agreements; and building capacity of key actors for the implementation of VAW-related legislation, including of judges and other civil servants, indigenous leaders and teachers, and CSOs.
- **Communication:** Leading the annual campaign of *16 Days of Activism against VAW*, involving the United Nations system and other stakeholders; undertaking preventive activities to involve men, boys, adolescents and indigenous peoples including working with communicational campaigns to prevent VAW targeting young urban males; and leading the Task Force of United Nations partners in LAC in their efforts to develop a regional strategy to support the Secretary-General's UNiTE to End Violence against Women campaign.
- **Safe Cities:** Expanding implementation of this programme to other cities in the LAC region to strengthen women's citizenship rights in order to reduce public and private gender-based violence, and increase women's safety and security.

VAW programming in Brazil was also guided by the Southern Cone countries sub-regional strategic plan (2008-2009) which aimed to prioritize the implementation and monitoring of legal frameworks to raise awareness, prevent and combat all kinds of VAW and protect the rights of women. Brazil is one of the priority countries in the region due to its high percentage of indigenous and afro-descendent populations; its ability to offer subregional leadership and South-South cooperation; because of its strong feminist and black women's movement; and its social, racial, ethnic and territorial diversity.

3.3 VAW programming in Brazil

UNIFEM supported VAW programming in Brazil through direct project support, core funding, and through the UN Trust Fund (as shown in Exhibit 3.1). This has been a key area of programming in Brazil with dedicated staff which, in 2013, comprised a coordinator and an assistant.

In line with the subregional strategy, the focus of the office's VAW programming was to disseminate the Maria da Penha Law and implement the Safe Cities regional programme. The primary funding partners in these efforts were the Avon Institute and the Spanish Agency for International Development Cooperation (AECID). Work in Brazil has focused on raising the awareness of the general public and key target groups on the issue of gender-based violence, the legal framework to prevent and combat violence, the legal

resources and services available to women and, to a lesser extent, on supporting institutional capacity to provide services.

Exhibit 3.1. UN-Women and UNIFEM support to EVAW in Brazil 2008-2011

UN-Women and UNIFEM Project Support	UN-Women and UNIFEM funding
Education for Women’s Rights: Dissemination of Maria da Penha Law	US \$32,786.89 in kind
Safe Cities for All	
• Project: “Escalating the debate and feminist actions in the fight against violence against women in cities” (2009)	US \$12,000
• Project “Cities without VAW in informal labor” (2011)	US \$35,000
UN Trust Fund	
Gender violence: action and training for policy change and care services	US \$120,000 (in Argentina and Brazil combined)
Engaging Men to End Gender-Based Violence: a Multi-Country Intervention and Impact Evaluation Study –	US \$309,268 (in Brazil only)
Core funding support	
UNIFEM contributions to staff costs and projects	US \$ 738, 800

UNIFEM project support

Based on data in the documents reviewed, the projects listed above were implemented by UNIFEM in collaboration with other governmental and non-governmental entities in Brazil. Most of the funding was channelled through the project **Dissemination of Maria da Penha Act**, with an important investment from AVON (US\$819, 672) from June 2009 until December 2013 and through the **Safe Cities for All** initiative, which invested US\$47,000 in Brazil.

The Dissemination of the Maria da Penha Law was a national project funded by Avon Institute and implemented by UNIFEM with the support of CSOs and the SPM. The project’s purpose was aligned with the expected outcomes of the Southern Cone sub-regional strategy noted above.

Purpose of the Project Dissemination of Maria da Penha Law

“to contribute to the implementation of the Maria da Penha Act and the reduction of domestic and family violence against women in Brazil by enhancing sensitivity and raising awareness to the issue, while disseminating information, and mobilizing two segments of society that are crucial in preventing and confronting such violence, namely: young people and qualified professionals (police chiefs, public defenders, public prosecutors, magistrates and lawyers) that operate the legal system in Brazil”

The Safe Cities for All initiative was part of a broader global initiative aiming to contribute to the reduction of public and private forms of VAW in cities, which was also given priority in the sub-regional and regional strategy for LAC. Other funds were channelled to two programmes as detailed in Appendix VI.

UNIFEM core funding support

UNIFEM also supported VAW-related work in Brazil (and the subregion) through two staff positions which focused primarily on EVAW and activities financed through core funds and which are not included in the project investments noted above. During the period 2008-2011, the Brazil office invested \$738,800 in core funds in EVAW.

Key activities included:⁷⁰

- Preparing a document about the creation of the Maria da Penha Law, to distribute in the LAC region.
- Creating monitoring mechanisms on the implementation of laws on VAW.
- Collecting data on indigenous young women trafficking in the Brazil/Paraguay border.
- Leadership training and production of information on VAW in the Amazon.
- Raising awareness on EVAW among small business managers, women, administrators and human resource personnel in Rio de Janeiro.
- Raising the awareness of legal professionals on the Maria da Penha Law.
- Working with post-conflict favelas in Rio de Janeiro on public safety and prevention of VAW.
- Increasing the capacity of mass media to raise awareness on gender equality.
- Training of law enforcement agents on the use of national and international instruments to defend women's rights and monitor their capacity to provide victims with access to justice.
- Training public civil servants on how to incorporate gender into the design, execution and assessment of programmes and public policies with emphasis on sexual and gender-based violence.
- Strengthening women's organizations and networks to increase their influence in combating VAW, support their participation in gender-responsive budget processes, and helping them organize activities, produce knowledge, exchange experiences, and improve internal and external communications.

UN Trust Fund

Between 2008 and 2011, **\$1,120,000** was disbursed through two projects funded through the UN Trust Fund, which were both implemented in Brazil and one or more countries:

1) Gender violence: action and training for policy change and care services in Argentina and Brazil, with perspectives for the Southern Cone (2008-2009) with an initial grant of \$120,000⁷¹ implemented by the organization *Católicas pelo Direito de Decidir* (Female Catholics for the Right to Choose).⁷² The project aimed to train stakeholders from different sectors, raise awareness about VAW, and track the extent to which local sub-national laws comply with Belem do Para and CEDAW through training, workshops, expert group meetings, campaign activities, and promoting national and regional debate around VAW to hold policymakers accountable.

2) Engaging Men to End Gender-Based Violence: a Multi-Country Intervention and Impact Evaluation Study (2008-2010): This project was implemented by the *Instituto Promundo*, working cross regionally in Brazil, Chile, India and Rwanda. The total project budget was \$999,893,⁷³ of which \$309,268

⁷⁰ Brazil and Southern Cone subregional work plans, 2009-2011.

⁷¹ UN Trust Fund Active Portfolio Summary August 2012 Database.

⁷² Information on UN Trust Fund projects in Brazil is available from: <http://untf-evaw.org/beta/?grantees&country=246&organization=&window=&cycle=&year=&violence=&primary=&secondary=&strategies=>.

⁷³ As reported in the UN Trust Fund Active Portfolio Summary database.

was dedicated to activities in Brazil.⁷⁴ The project aimed to break traditional notions of masculinity and replacing them with gender-equitable non-violent versions. The project interventions included a combination of group educational workshops and campaign activities with young and adult men aged between 15 and 40 years of age and engaged between 2,000 and 3,000 young and adult men.

Appendix VI provides additional information on the projects noted above.

3.4 Inter-agency coordination and collaboration

UN-Women and UNIFEM collaborated on and coordinated the Secretary-General's UNiTE campaign. In July 2011, men and women from the Brazilian delegation to the fifth military world games participated in the campaign. In partnership with United Nations entities in Brazil (including UN-Women), the Brazilian Peacekeeping Joint Operations Centre and the Ministry of Defense, the games raised awareness and involved people in preventing VAW. A UNiTE campaign video was shown and several other awareness-raising materials were distributed throughout the event.

Another initiative that demonstrated coordination by UNIFEM was the Safe Cities initiative outlined above. The initiative began in Latin America in partnership with the United Nations Human Settlements Programme (UN-Habitat)⁷⁵ and was coordinated by the NGO, Coalition Women and Habitat Network.

During the period under review UNIFEM staff participated in meetings of the gender and race theme group, which met every two months. In addition, under the UNDAF for the period 2007-2011 another important coordination mechanism was the urban crime and violence prevention theme group. Key UN-Women and UNIFEM partners in this thematic area were the Joint United Nations Programme on HIV/AIDS (UNAIDS), the United Nations Population Fund (UNFPA) and UN-Habitat.

⁷⁴ *Instituto Promundo*. Project Engaging Men to End Gender-Based Violence: A Multi-country intervention and Impact Evaluation Study. 2012. In particular Annex 2.2 Detailed Total Budget.

⁷⁵ UNIFEM. *UNIFEM Annual Report 2009-2010*. 2010.

4. Findings on strategic evaluation questions

4.1 Overview

This section presents the findings on the three strategic evaluation questions as outlined in the case study evaluation matrix, namely:

- 5) For the period 2008-2011, what has been the contribution to results towards ending VAW in Brazil made by UN-Women’s predecessor entities? What are related lessons learned? (Section 4.2)
- 6) What have been and are organizational strengths and weaknesses of UN-Women and lessons learned from its predecessor entities in view of planning, implementing, monitoring, and evaluating their EVAW related work? (Section 4.3)
- 7) To what extent has UN-Women strategically positioned itself to add value in preventing and responding to VAW in global, regional and national contexts? (Section 4.4).

The lessons/best practices noted in the sidebars in this chapter reflect the views of consulted stakeholders and observations made by the evaluation team based on available data. As noted in the limitations section, these findings are based on a limited number of respondents, which were triangulated with document review.

4.2 Contributions to results and related lessons learned

4.2.1 General

This section presents evaluation findings on UN-Women’s contributions to results and lessons learned in Brazil. Section 4.2.2 presents findings on context and relevance, which cut across the different dimensions of UN-Women’s mandate. Sections 4.2.3 to 4.2.5 present findings on contributions to key results in the three dimensions of UN-Women’s mandate (operational, normative, inter-agency coordination) as outlined in the reconstructed results logic for UN-Women’s corporate work on EVAW.⁷⁶ Section 4.2.6 outlines a number of factors likely to affect the sustainability of results achieved to date.

4.2.2 Relevance

Context

Contextual factor	Effects/influences on UN-Women and UNIFEM’s VAW work in Brazil
Strong legal framework that is not yet fully implemented	Highlights the relevance of VAW-related work that aims to improve awareness of legal and policy frameworks, monitor implementation and improve service provider capacities to meet the requirements of the law.
Vibrant civil society/women’s movement that is now facing funding challenges	These well-established organizations have been long-time partners of UNIFEM and UN-Women and they are strategic allies for the work on EVAW – giving UN-Women an ability to interact at different levels of the federalist system. The majority of these organizations face significant challenges in securing adequate funding and note the relevance of UNIFEM’s/UN-Women’s small but important financial contributions.

⁷⁶ See final evaluation Inception Report, Exhibit 3.2.

Contextual factor	Effects/influences on UN-Women and UNIFEM's VAW work in Brazil
Access to services is still limited for some sectors of the population	<p>Services for women, such as the DEAMs, are generally limited to the metropolitan areas of the country's biggest cities (Brasília, Rio de Janeiro and São Paulo).</p> <p>This illustrates the important role played by NGOs/gender advocates with regard to expansion of services at the state and local areas and the relevance of UN-Women and UNIFEM work through these partners in order to expand access to services.</p>
Federalism in Brazil and challenges in coordinating federal and state authorities	<p>In order to be an effective EAW advocate, it is important to work with the federal and state levels that have different areas of responsibility with regard to EAW policy and services. While policies are made at the federal level, the states are the implementers and service providers.</p> <p>Given UN-Women and UNIFEM's limited staff and financial resources, and its location in Brasília, the organisation has to have strong NGO/CSO partners that will enable advocacy work at state and municipal levels as required. This has been the strategy followed by the subregional office.</p>

Relevance

UNIFEM's EAW-related work was relevant in Brazil in light of the country's global and regional commitments and its strong legislative framework to support prevention of VAW. At the same time the subregional office's approach was aligned with the broad priorities established in the UNIFEM subregional strategy for the Southern Cone.

Lessons/Best Practices

In Brazil, VAW needs to be understood in the context of many other forms of violence that affect men and women, boys and girls on a daily basis. In addition, the profound social cleavage of race creates a situation of particular vulnerability for Afro-descendent women and girls.

See for example: *Centro Brasileiro de Estudos Latino-Americanos. Mapa da Violência 2012 – Atualização: Homicídio de Mulheres no Brasil. 2012.*

4.2.3 UN-Women's operational mandate

The following findings focus on the operational dimension of UN-Women's mandate and are grouped around the key results outlined in the reconstructed corporate results logic as noted in the final evaluation *Inception Report*.

Overall, the evaluation found some evidence of VAW-related results achieved during (and prior to) the period under review in Brazil. However, available data do not always paint a clear picture of what UNIFEM's specific contributions have been in each case, or what (implicit) priorities and 'bigger picture' goals its VAW-related work was aiming to contribute to. Evaluation data indicate that UNIFEM's most notable influence in Brazil has been its support to women's CSOs to undertake VAW-related awareness-raising activities, and strengthen their capacities to monitor the implementation of relevant laws and policies.

Short and mid-term results

Supporting and strengthening the implementation of legislation and policies to respond to and prevent violence against women and girls in Brazil

Although the Maria da Penha Law was in place before the period under review, evaluation respondents highlighted UNIFEM's role in adoption of the law through its support to CSOs and in promoting political dialogue.

For the period under review, UN-Women and UNIFEM's contribution in this key result area focused on the implementation of the law and the development of partner capacities. In particular, it provided technical support for training judges on the content of the law and its application. Similar training and capacity-building activities were undertaken for other service providers. Available evaluation data did not provide specific information on results deriving from these types of activities.

Continuing support and capacity building for Brazil's women and gender advocacy actors to influence the implementation of policies, actions and budgets to address VAW

Building on partnerships created prior to the adoption of the Maria da Penha Law, UN-Women and UNIFEM provided support to a variety of CSOs to influence the implementation of policies, actions and budgets to address VAW. In the Safe Cities initiative, for example, UN-Women and UNIFEM provided support for the development of the women's movement through educational activities to increase their understanding of the situation of violence and of the new vulnerabilities that have emerged for women in urban spaces. UN-Women also provided support to knowledge creation processes and promoting dialogue among diverse CSOs. In addition, financial support from UN-Women and UNIFEM has enabled organizations such as SOS Corpo to participate in the processes for monitoring the implementation of the Maria da Penha Law, as well as of the Service Network. This financial support has been important given the funding limitations CSOs face in the current context and it has enabled them to play a monitoring role (through education and training of women to be involved in monitoring the law) that they might otherwise not have been able to play to the same extent without UN-Women and UNIFEM funding.

Similarly, UNIFEM has worked with organisations such as *Catolicas Pelo Direito de Decidir* to organise capacity-building seminars for multipliers to empower women through awareness raising with regards to the cultural elements that legitimate VAW, so that they can better advocate for the effective implementation of the existing laws and policies.

As noted by respondents from the SPM, the contributions of such organizations to the participatory planning and monitoring meetings within the Observatory for the Implementation of the Maria da Penha Law have reflected the increased knowledge and awareness of the CSOs.

Results area relates to:

"Legislation and policies are developed, adopted and implemented to respond to and prevent violence against women and girls." (Reconstructed corporate results logic)

"Policy and legislation: raising awareness and building capacity for the formulation of national legislation addressing VAW in compliance with international agreement." (2008-2011 LAC regional strategic plan)

Lessons/Best Practices

In Brazil, UN-Women and UNIFEM has focused its support on CSOs and government partners by providing technical assistance and training to further the operationalization of the existing Maria da Penha Law, thus serving to enhance existing strong national capacities to further the EVAW agenda.

Results area relates to:

"Women and gender advocates influence policies, actions and budgets to address VAW." (Reconstructed corporate results logic)

"Policy and Legislation: building capacity of key actors for the implementation of VAW-related legislation, including of judges and other civil servants, indigenous leaders and teachers, and Civil Society Organizations." (2008-2011 LAC regional strategic plan)

One respondent eloquently summarised a view expressed by the majority of respondents, in noting that UNIFEM's support has significantly contributed to developing "a more qualified and informed women's movement, which is better able to formulate arguments for public policies and keep the issue of VAW on the public agenda."

Supporting the strengthening of service network for women in situations of violence in Brazil

There is no evidence collected or available on the demand for access to services by survivors of VAW. As reported in the CEDAW report, from its creation in 2006 until 2009, the call centre recorded an increase of approximately 1,890% in the volume of calls received and aid given.⁷⁷ Use of the Service Network's hotline to request information specifically about the Maria da Penha Law increased steadily from the adoption of the law until 2009 (with 48,087 calls in 2007, 118,372 in 2008 and 171,714 in 2009), but this number fell in 2010, when only 82,170 calls were received.⁷⁸

Results area relates to:

"National and local level authorities enhance number and/or quality of critical services to VAW survivors." (Reconstructed corporate results logic)

"Policy and legislation: building capacity of key actors for the implementation of VAW-related legislation, including of judges and other civil servants [...]" (2008-2011 LAC regional strategic plan).

In order to enhance critical services to VAW survivors, sufficient resources (financial and human) need to be made available to ensure that both national and local-level authorities are supported/targeted.

In Brazil, the work of the UNIFEM subregional office has focused mostly on the local and subregional-levels. At the federal district-level, evaluation respondents indicated that UNIFEM (and now UN-Women) supported government initiatives to

Results area relates to:

"Awareness of and public support for Ending VAW from decision makers, leaders, and community members." (Reconstructed corporate results logic)

"Communication: undertaking preventive activities that involve men, boys, adolescents [...] working with communicational campaigns to prevent VAW targeting young urban males." (2008-2011 LAC regional strategic plan)

raise awareness of services for women available through the Service Network. UN-Women and UNIFEM also regularly participated in campaigns organized by the Government of Brasilia, and at the time of the field visit, the VAW programme team was distributing leaflets in the centre of Brasilia to raise awareness of the law, the Service Network and, in particular, the telephone hotline "*ligue 180*," which in many ways constitutes the backbone of the Service Network.

Recruiting decision makers, leaders and community members to the cause of ending VAW in Brazil

Based on the data available in the documents reviewed, much of UNIFEM and UN-Women's project support was channeled through the dissemination of Maria da Penha Law. Evaluation respondents noted that the Military Games organized in Rio de Janeiro in 2011 were one particular success of this project.⁷⁹ Also in 2011, another mobilization was conducted during a football game of the Brazilian League in which the players' jerseys all bore the name of Maria da Penha and which are now being sold online.⁸⁰ These efforts were seen as successful dissemination events which complemented the more formal but less visible seminars and workshops. Building on this successful association, UN-Women is advocating with high-

⁷⁷ CEDAW, Consideration of reports submitted by States parties under article 18 of the Convention on the Elimination of All Forms of Discrimination against Women, Seventh Periodic reports of States parties, CEDAW/C/BRA/7, paragraph 28, p. 14, August 2012.

⁷⁸ *Departamento Intersindical de Estatística e Estudos Socioeconômicos, Anuário das Mulheres Brasileiras*, p. 382, 2011.

⁷⁹ See for example <http://www.onu.org.br/atletas-pedem-fim-da-violencia-contra-as-mulheres-durante-os-jogos-rio-2011/>.

⁸⁰ Available from *Mercado Livre* (http://produto.mercadolivre.com.br/MLB-455086346-camisa-corinthians-de-jogo-maria-da-penha-5-g-_JM).

level authorities to convince FIFA to make ending violence against women and girls a theme associated with the World Cup to be held in Brazil in 2014.

UNIFEM also supported the work of Instituto Promundo between 2008 and 2010 (Engaging Men to End Gender-Based Violence: a Multi-Country Intervention and Impact Evaluation Study), which aimed to involve men in the fight against VAW. Respondents from the subregional office, other United Nations entities and national partners commended these efforts but expressed that more needs to be done to incorporate men and boys in efforts to end VAW.

The Brazil subregional office participated actively in the Secretary-General's UNiTE campaign, known in Brazil as *UNA-SE* (see section 4.2.4). Evaluation respondents indicated that the campaign attracted important personalities, in particular then President Luiz Inácio Lula da Silva, to the network of men leaders.

Lessons/Best Practices

Civil society, UN-Women and other United Nations entity staff were interviewed for this case study cited UN-Women's efforts in the area of awareness-raising and mobilization of public support as the hallmark of the subregional office's work in Brazil. However, it is unclear the extent to which various events have contributed to a longer term, sustainable change in societal attitudes and behaviours.

Mid- to long-term results

When asked about the larger, more significant changes of VAW in Brazil, the central themes raised by respondents were the symbolic importance of the Maria da Penha Law and the creation of the SPM. These two elements were generally cited with pride in having – at least on paper – one of the most progressive legal and policy architectures with regard to VAW. While these developments predate the period under review for this evaluation, they do constitute the backdrop against which UN-Women and UNIFEM's interventions have taken place.

As remarkable as these achievements are, all respondents expressed some degree of concern that the significance of the law may remain symbolic, and that implementation may not reach the women it is intended to support due to the long process of changing societal norms which requires continuing efforts by all stakeholders.

Transforming societal norms and behaviours while strengthening institutions to support EVAW

In Brazil, although data are collected on the number of women seeking information from the VAW network of service providers, there is a significant gap in systematically-collected data on changing norms and behaviours. For example:

- The *Anuario das Mulheres* (Women's Yearbook) 2011, published by the *Departamento Intersindical de Estatística e Estudos Socioeconômicos* (DIEESE)⁸¹ contains information on incidents of violence and also reports on the number of calls received by the Service Network to either report instances of VAW, to seek services from the Service Network, or to request information on the legal framework on VAW. It does not, however, include information on societal norms.
- The *Mapa da Violencia* (map of violence) 2012, published by Brazilian Centre for Latin American Studies (CEBELA) and the Latin American Faculty of Social Sciences (FLACSO), reports on the

⁸¹ Availble from www.dieese.org.br/anu/anuarioMulheresBrasileiras2011.pdf.

incidence of violence resulting in death, with data disaggregated by sex. While this information is useful, it is too far removed from data on attitudes and norms to be a useful indicator in this regard.

The Brazil subregional office is aware of this data deficiency. While it has not yet made major contributions to addressing the issue, it is currently studying the possibility of sponsoring a survey of institutions and households, inspired by an experience from Colombia, to assess the extent to which domestic violence is tolerated in Brazil. Indeed, respondents indicated that data collection is an important priority for UN-Women in Brazil as a step forward in developing an evidence base on which to assess societal transformations.

4.2.4 UN-Women's intergovernmental mandate

While work related to the intergovernmental/normative dimension of UN-Women's mandate is largely carried out at the global (headquarters) level, the evaluation explored whether and what types of linkages existed between country-level operational work in Brazil and global-level normative work.

As noted earlier, Brazil is a signatory to key conventions such as CEDAW and Belem do Para and it is very likely that UNIFEM's/UN-Women's work in the country has been and is guided by these global frameworks. However, evaluation data collected through document review and stakeholder consultations in Brazil did not provide any specific information on whether and how these linkages have come to bear and with what effects.⁸²

4.2.5 UN-Women's coordination mandate

The Secretary-General's UNiTE campaign is known in Brazil as *UNA-SE pelo fim da violência contra as mulheres*.⁸³ As part of this campaign, UN-Women has coordinated activities with other agencies, institutions and governments such as "*Homems Unidos pelo Fim da Violência contra as Mulheres*" (Men United to End Violence against Women), which is led by Brazil's SPM, and developed jointly with UN-Women and UNIFEM, UNFPA, Instituto Papai, Instituto Promundo and Ações em Gênero e Cidadania (AGENDE).

Another VAW initiative coordinated by the United Nations is "Mulheres e Direitos" (Women and Rights), launched in August 2011. It presented three films about the importance of denouncing VAW and activated a Centre for Attention to Women, called the Service 180, to raise public awareness of VAW and promote gender equality and women's health.⁸⁴ The campaign is a joint initiative of UNAIDS, UN-Women, UNFPA, UNICEF, UNIC Rio and the Maria da Penha Institute, with support of the German Backup Initiative of GIZ.

Within the context of the gender, race and ethnicity working group of the UNCT, UN-Women and other United Nations entities have increased their emphasis on working more with men as potential allies against VAW (e.g. linking ERAW and football as noted above).

Most respondents felt that the creation of UN-Women provided legitimacy to its inter-agency coordination role in matters related to women, and noted, for example, that UN-Women now coordinates the gender, race and ethnicity working group. Nevertheless, there is a perception that the practical role of inter-agency

⁸² For example, in at least one of the other country case studies stakeholders emphasized that UN-Women and UNIFEM had supported them in participating in regional and global events related to meetings of the Commission on the Status of Women, and/or had assisted them in enhancing their knowledge and use of key conventions such as CEDAW. While similar efforts may have taken place in Brazil, this was not explicitly highlighted by consulted stakeholders.

⁸³ Not clear when it was initiated.

⁸⁴ Available from http://www.unifem.org.br/003/00301009.asp?ttCD_CHAVE=145539.

coordination in Brazil has been fulfilled by UNFPA and UNAIDS rather than by UN-Women. Evaluation respondents noted that UN-Women is not yet very visible in inter-agency working groups, perhaps as a result of the high levels of turnover in personnel, combined with the small size of the VAW team. However, respondents also noted that this situation appears to have improved in recent years, due at least in part to the engagement of the current subregional office representative.

4.2.6 Sustainability of results

The key factors challenging sustainability of results towards EAW in Brazil are the lack of follow-up on specific activities (for example, training events) and lack of data. In other words, there is no formal data collection on what happens after the activity, thus no way of tracking what has changed and the extent to which it is sustained.

During the period under review, UNIFEM's support for strengthening existing VAW-related laws, policies and response services for women in Brazil has been channelled primarily through various CSOs. Some consulted stakeholders noted concerns, as they see that relations with CSOs had weakened with the creation of UN-Women.⁸⁵ They felt that this might endanger the sustainability of results achieved through previous collaborations.

UN-Women staff and the small number of government respondents consulted also noted that while relations between the organizations are strong at the highest levels, the extent of coordination between the organizations at technical levels in EAW has varied over the years. Some consulted SPM personnel acknowledged the success of the relationship between UN-Women and the SPM in general terms, but also commented on the lack of engagement at the technical level in EAW, which they attributed primarily to the high rotation of personnel within UN-Women and UNIFEM. This situation was also acknowledged by interviewed UN-Women staff, who noted that the very small size of the VAW team and the high-levels of staff turnover made it difficult to maintain the necessary links with the SPM. UN-Women's mandate is increasingly geared towards upstream processes involving the formulation of public policies. Thus, engaging with government partners at different levels – both political and technical—will be increasingly important.⁸⁶

4.3 Organizational strengths and weaknesses in managing EAW: Lessons learned

This section presents evaluation findings on what have been and are organizational strengths and weaknesses of UN-Women and lessons learned from its predecessor entities in planning, implementing, monitoring and evaluating EAW-related work.

Strengths

Consulted stakeholders noted the following strengths of the UN-Women and UNIFEM Brazil office that had positively influenced their work on EAW in the country:

- The personal commitment and dedication of staff members to the cause of gender equality and EAW;
- UNIFEM's long-standing relationships with CSOs. UNIFEM traditionally worked with civil society partners in EAW and other themes in Brazil. However, the CSO respondents interviewed

⁸⁵ Stakeholders did not elaborate whether they attributed this change to the creation of UN-Women, or whether they saw the timing as a mere coincidence and attributed the change to other factors.

⁸⁶ It should be noted that, during the field visit, obtaining a meeting with the SPM counterparts was particularly challenging which could be interpreted as a sign of the relative weakness of the relationship.

perceive a shift in emphasis with the transition to UN-Women, with greater emphasis on policy development and capacity development with government rather than NGOs. Thus, there is some concern that less attention will be paid to the relationship with CSOs.

- UNIFEM's/UN-Women's existing links with various levels of government has enabled the organization to engage in policy-oriented discussions.

Challenges/limitations

Available evaluation data also indicate a number of significant challenges and limitations that have negatively affected UNIFEM's/UN-Women's ability to plan, implement, monitor and evaluate its VAW-related work in Brazil.

Limited resources spread too thinly: As a sub-regional office, the Brazil office was responsible not only for Brazil but also for other countries in the sub-region. At the same time, human and financial resources were limited which, in turn, limited UNIFEM's ability to focus on any one country or thematic area. Resource constraints also limited the number and size of individual projects/initiatives on VAW in Brazil that the subregional office could engage in.

Frequent staff turnover and capacity gaps:

Frequent staff turnover posed challenges for creating sustainable relationships or establishing any kind of institutional memory. Consulted UN-Women staff and partners also noted that some staff members had limited monitoring and evaluation (M&E) and effective knowledge management capacity. In addition, due to budget constraints, the subregional office often relied on the work of junior staff on temporary employment contracts. This sometimes limited the trust that (more senior and experienced) government counterparts had in the technical expertise that UN-Women and UNIFEM might be able to provide them with.

Lessons/Best Practices

In Brazil, the high turnover of UN-Women and UNIFEM staff also posed challenges to building an effective working relationship on VAW with the federal government and/or providing significant amounts of technical support on VAW.

Project, rather than programme based approach: Despite links to the (broad) LAC regional strategic plan, UNIFEM's VAW related interventions in Brazil during the period under review did not visibly contribute to a broader mid- to long-term plan or vision for VAW related changes. Instead, they were a collection of short-term, micro-projects that not necessarily built upon and complemented each other. As such, (some) national stakeholders were not sure what technical expertise or specific value-added UN-Women and UNIFEM had been able to provide to VAW-related work.

4.4 UN-Women's strategic positioning

Evaluation question 3 examines to what extent UN-Women has strategically positioned itself to add value in preventing and responding to VAW in global, regional and national contexts.⁸⁷ UN-Women's strategic positioning with regards to VAW in Brazil is strongly influenced by the organizational strengths and weaknesses outlined in section 4.3, by contextual factors noted in Chapter 2 and other sections of this report.

⁸⁷ Due to the nature of the country case study, this section focuses on UN-Women's positioning in the regional and national contexts.

Contextual factors

Brazil has strong government institutions and a political climate which is receptive to rights claims. As such, there is the potential for a natural alliance with UN-Women in the pursuit of EVAW. In addition, longstanding close links with Brazil's well developed civil society in general, and CSOs working in this area in particular, mean that UN-Women is well respected and trusted.

Progress in defining and operationalizing UN-Women's mandate

Several consulted stakeholders believed the creation of UN-Women had given the agency a considerable boost in terms of its perceived legitimacy as the primary point of reference for gender themes within the UNCT. At the same time they noted that some legacies would probably take time to change. Historically, UNIFEM had been perceived more as a type of NGO or activist organization than a United Nations entity and, as such, national stakeholders tended to approach, for example, established agencies such as UNFPA for VAW-related policy advice. At the time of the country site visit, this practice appears to have continued, indicating that UN-Women is not yet being seen as the port of call for coordinating and mainstreaming gender equality concerns within the UNCT and/or as the main 'go to place' for national government partners. However, as noted above, consulted stakeholders did acknowledge that the transition to UN-Women carried the potential to change this. At the same time, some respondents also noted the need to further clarify and explain UN-Women's new mandate and priorities to national partners, as not all of them had a clear understanding of these dimensions.

In terms of focusing on upstream policy work, respondents indicated that the transition from UNIFEM to UN-Women has not been easy. Some consulted UN-Women staff noted that they still lack the required expertise at the policy level, and are more comfortable with the more traditional advocacy role that had characterised UNIFEM's work in Brazil in the past.

5. Recommendations

The following suggestions and recommendations to the UN-Women offices in Brazil and headquarters are based on the data collected for the country case study.

The UN-Women country office in Brazil should:

- 8) **Continue and broaden efforts to communicate the mandate and objectives of UN-Women** as regards work on VAW in Brazil to other United Nations entities and national partners. This would also be a first step towards enhancing UN-Women's collaboration with other agencies in the UNCT, and, eventually, taking on more of a coordination role as regards gender equality in general, and VAW in particular.
- 9) **Further strengthen its relationship with the specialized technical units working in EVAW in Brazil's federal government**, e.g. by identifying specific areas where UN-Women's technical expertise can add value to the work of its government counterparts. This suggestion recognizes the strength of the relationship at the political level, but the potential for more consistent coordination with specialized units in SPM, for example.
- 10) **Reaffirm relationships with CSO/NGO partners**. Given the concerns raised by CSOs/NGOs about a potentially loosening relationship with UN-Women (if UN-Women places greater emphasis on work with government), UN-Women may want to revitalize engagement strategies with key CSO/NGO partners, within the limits of human and financial resources available. At the same time, UN-Women may want to take stock of its existing government and non-government partners and explore what, if any, additional 'non-traditional' groups it may want to/be able to

engage with in relation to its work on VAW (e.g. how to enhance its engagement with men and boys; or with cultural/religious groups including conservative entities).

- 11) **Explore possibilities of increasing the proportion of permanent/long- term staff** versus short-term contract employees. Related measures would, of course, depend on the availability of appropriate resources (see suggestion 8 below).
- 12) **Strengthen its systems for planning, monitoring, capturing and communicating the results of its VAW-related work.** This suggestion relates to the noted need to strengthen the country offices M&E and knowledge management capacities.
- 13) In line with the new country (rather than regional) focus of the UN-Women office in Brazil, explore whether and how VAW-related efforts can be shaped more clearly as part of a **mid- to long-term strategy** for the whole country, rather than a collection of short-term micro projects. Should the Brazil country office decide that available resources are not sufficient to carry out VAW specific programming, it should still aim to make explicit and capture VAW-related components of other areas/initiatives that it engages in.

UN-Women at headquarters should:

- 14) **Provide further corporate and/or regional guidance** on i) operationalizing UN-Women’s mandate as it relates to VAW, in particular as regards inter-agency coordination; and ii) UN-Women’s corporate understanding of, and approach to, addressing VAW.
- 15) **Align required tasks and available human and financial resources** by, for example, allocating resources to strengthen M&E capacities and/or by supporting measures to reduce staff turnover in the Brazil country office.

6. Implications for the overall evaluation

The following observations made in the context of the Brazil case study deserve particular attention when comparing the results of all seven country case studies conducted as part of this evaluation, as well as in compiling the overall synthesis evaluation report:

- Challenges posed to Brazil’s specific work by the UNIFEM office being a sub-regional rather than country office, and that available human and financial resources were largely considered too limited to allow adequate attention to each individual country and/or thematic area;
- The absence of an explicit or implicit theory of change and/or clear ‘bigger picture’ plan for addressing VAW in Brazil, and the dominance of short-term micro-projects or activities;
- At the onset of the period under review Brazil already possessed a fairly developed legal and policy framework for addressing VAW.

Exhibit 6.1. Implications for the overall evaluation

Dimension	UN Women strategies/Types of interventions in Brazil	Link to results outlined in reconstructed corporate results logic	Implicit assumptions underlying VAW work in Brazil/risks
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Operational	<p>The main strategies focused on:</p> <ul style="list-style-type: none"> • Monitoring implementation of the Maria da Penha Law • Increasing the capacity of service providers, particularly in the justice sector (often in the form of training) • The Safe Cities Initiative • Raising awareness of cultural elements that legitimate violence as a form of empowering women 	<p>These types of strategies link to the corporate results in the areas of :</p> <ul style="list-style-type: none"> • Legislation and policies implemented to respond and prevent violence against women and girls • National and local-level authorities enhance number or quality of services • Gender advocates and women influencing policies, actions, and budgets to address ending violence against women and girls 	<ul style="list-style-type: none"> • Training activities for service providers lead to institutional change • Strong partner organizations (e.g. with sufficient funding) continue to work on ERAW and advocate for change at state and local levels
Inter-agency coordination	<ul style="list-style-type: none"> • UNITE campaign • <i>Mulheres e Direitos</i> initiative • Participation in the gender, race, and ethnicity working group 	<ul style="list-style-type: none"> • Enhanced United Nations system-wide understanding and mobilization of ending violence against women and girls activities and investments 	<ul style="list-style-type: none"> • Lack of empirical evidence to illustrate the effects of the campaigns • Continuity of innovative programming e.g. with men and boys in the different United Nations entities

Appendix I National Reference Group

The following individuals participated in the national reference group:

- Rebecca Reichmann Tavares, UN-Women representative
- Júnia Puglia, former UN-Women Programme Manager
- Luis Fujiwara, UN-Women
- Fernanda Lopes, UNFPA
- Glaucia Souza, SPM (staff at the national women's mechanism)
- Veronica Ferreira, SOS Corpo (national NGO)

Appendix II Case Study Methodology and Evaluation Matrix

Purpose

The country site visits provide context specific insights to both the evaluation’s backwards and forward-looking components. The retrospective insights involve gathering information on the ‘distance travelled’ in terms of EVAW to date; the contributions of UN-Women’s predecessor entities to this progress in the respective country (including questions about linkages between country specific operational work, coordination and regional/global normative work); and context specific lessons learned. The forward-looking perspective will review factors shaping UN-Women’s current strategic positioning for VAW-related work in each country, and will explore the needs and expectations of UN-Women’s country and/or regional based staff and other United Nations entities with regards guidance and support.

Approach

The case studies contribute to specific evaluation sub questions identified in the evaluation matrix in the Inception Report. A more specific breakdown of the lines of inquiry applied to each country, and their respective contributions, is provided below and was used in developing data collection instruments.

EVALUATION QUESTIONS	Case Studies					
	Country records	Observation	UN-Women interviews	National Government interviews	UN CMT interviews	CSO focus interviews or focus
1. For the period 2008-2011, what was the contribution to results made by UN-Women’s predecessor entities towards ending violence against women and girls? What are related lessons learned?						
1.1 During the period 2008-2011, how did contextual and environmental factors affect or influence the VAW work of UN-Women’s predecessor entities?	√		√	√		√
1.2 How relevant and responsive has the work of UN-Women’s predecessor entities been to global, regional and national commitments and priorities including those within the United Nations?			√	√	√	√
1.3 What have been UN-Women predecessor entities’ key contributions to achieving national results on preventing VAW and expanding access to services at country level?	√		√	√		√
1.5 What have been UN-Women’s predecessor entities’ contributions to results with regards to coordinating EVAW related efforts inside (and outside) the United Nations system?	√	√	√	√	√	√
1.6 To what extent are the global, regional and national-level results achieved with the support of UN-Women’s predecessors entities likely to be sustained over time?			√	√		√
1.7 What are the implications of results achieved in EVAW to date and related lessons learned for UN-Women’s current and future work in this area?			√	√	√	√
2. What have been and are organizational strengths and weaknesses of UN-Women and lessons learned from its predecessor entities in view of planning, implementing, monitoring and evaluating their EVAW related work?						

LINES OF INQUIRY METHODS EVALUATION QUESTIONS	Case Studies					
	Country records	Observation	UN-Women interviews	National Government interviews	UN CMT interviews	CSO focus interviews or focus
2.1 What have been the strategic organizational strengths and weaknesses of UN-Women's predecessor entities in designing, implementing, and monitoring and evaluating EVAW related interventions?	√	√		√		√
3. To what extent has UN-Women strategically positioned itself to add value in preventing and responding to VAW in global, regional and national contexts?						
3.1 What have been key developments in the global, regional, national and United Nations contexts since the creation of UN-Women, and how have these (positively or negatively) affected UN-Women's ability to fulfill its normative, operational and coordination obligations in relation to EVAW?	√		√	√		√
3.2 What progress has UN-Women made to date in clearly defining and operationalizing its mandate for EVAW aligned with its normative, operational and coordination dimensions?	√		√		√	

Data collection instruments were developed for the October Jamaica country visit and have been revised based on this pilot. The revised interview guides accompany this briefing note and case study team members were briefed on the evaluation approach and interview guide. Interview notes were recorded by the team members using the guides, allowing for analysis within each country and across the country case studies. An interview record template and document review tool were also provided.

Appendix III Documents Reviewed

UNIFEM documents

UNIFEM (2011). *Brazil and Southern Cone 2011 Budget Allocations*.

UNIFEM (2010). *Annual Report 2009-2010*.

UNIFEM (2008a). Sub-regional strategic plan 2008-2009 for Brazil and Southern Cone Countries.

UNIFEM (2008b). Brazil and Southern Cone sub-Regional Work plan 2008-2009.

Documents related to specific UN-Women, UNIFEM or UN Trust Fund projects

Catolicas pelo direito de decidir (CDD) (2009). Informe de Actividades: Violencia de género: acción y capacitación para el cambio de políticas y servicios de atención en Argentina y Brasil con perspectivas hacia el Conosur.

CDD (2008a). *Informe de Actividades Parcial/Final: Violencia de género: acción y capacitación para el cambio de políticas y servicios de atención en Argentina y Brasil con perspectivas hacia el Conosur.*

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UNIFEM (2011a). Cooperation Agreement UNIFEM-SOS Corpo, Project 006/2011.

UNIFEM (2011b). Cooperation Agreement UNIFEM- CDD Brasil projeto 050/2011.

UNIFEM (2011c). Cooperation Agreement UNIFEM- CAMTRA projeto 052/2011.

UNIFEM (2011d). Cooperation Agreement UNIFEM- CDDHEP projeto 053/2011.

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- UNIFEM (2011e). Safe Cities without Violence towards Women, Safe Cities for All Men and Women (regional programme): Sixth progress report to AECID, September 2010 – August 2011.
- UNIFEM (2011f). Project Document: Education for women’s rights: disseminating knowledge about the Maria da Penha Act and how to use it.
- UNIFEM (2010a). Cooperation Agreement UNIFEM- CAMTRA *projeto 077/2010*.
- UNIFEM (2010b). Cooperation Agreement UNIFEM- CAMTRA *projeto 077/2010*.
- UNIFEM (2010c). Safe Cities without Violence towards Women, Safe Cities for All Men and Women (regional programme): Fifth progress report to AECID, September 2009 -September 2010.
- UNIFEM (2010d). Periodic Progress Report for UNIFEM LAC (subregional, regional and global programmes).
- UNIFEM (2010e). *Relatorio Financeiro: Projeto Ampliando Debate e Ação Feministas no Enfrentamento à Violência contra as Mulheres nas Cidades 2009-2010*.
- UNIFEM (2009a). Cooperation Agreement UNIFEM-SOS Corpo, Project 017/2009.
- UNIFEM (2009b). *Cooperation Agreement UNIFEM-Secretaria de Asistencia Social e Direito Humanos*.
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Centro Brasileiro de Estudos Latino-Americanos (2012). Mapa da Violência 2012 – Atualização: Homicídio de Mulheres no Brasil.

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UN Trust Fund. Grantees- *Instituto Promundo: Engaging Men to End Gender-Based Violence: a Multi-Country Intervention and Impact Evaluation Study*. Available from <http://untf-evaw.org/beta/?grantees=123>

World Bank. List of Economies 2012. Available from <http://siteresources.worldbank.org/DATASTATISTICS/Resources/CLASS.XLS>. Accessed 27 November 2012.

Appendix IV Stakeholders Consulted

Organization	Role/Title	Method of Consultation
UN-Women		
UN-Women Regional Office Brazil and Southern Cone	Coordinator of Strategic Planning and Institutional Development	Individual interview
UN-Women Regional Office Brazil and Southern Cone	Former Programme Coordinator	Individual interview
UN-Women Regional Office Brazil and Southern Cone	Coordinator of Leadership and Participation Thematic Area	Group interview
UN-Women Regional Office Brazil and Southern Cone	Programme Associate Leadership and Participation	Group interview
UN-Women Regional Office Brazil and Southern Cone	Regional Representative	Individual interview
UN-Women Regional Office Brazil and Southern Cone	Programme Officer EAW	Individual interview and Group interview
UN-Women Regional Office Brazil and Southern Cone	Programme Associate EAW	Individual and group interview
UN-Women Regional Office Brazil and Southern Cone	Programme Manager	Individual interview
Partners/Stakeholders in Brazil		
SEPPIR (Secretaria de políticas de promoção da igualdade racial) – government ministry	Special Programmes Manager	Group interview
SEPPIR	Project Manager	Group interview
SPM (Secretariat of Policies for Women) - government	General Coordinator for Strengthening the Service Network for Women in Situations of Violence	Individual interview
UN AIDS	Country Coordinator	Group interview
UN AIDS	Programme Associate	Group interview
UN Country Team	Resident Coordinator	Individual interview
UNFPA	Assistant Representative	Individual Interview
SOS Corpo	Researcher	Individual interview
THEMIS – Assessoria Jurídica e Estudos de Gênero	Executive Coordinator	Individual interview
Instituto Avon	Diretor Executivo da Área de Responsabilidade Social	Individual interview

Appendix V Sample Interview Protocol (for NGO/CSO Partners)

Interview Guide CSO Representatives

Introduction: An external company has been engaged to undertake an evaluation of UN-Women’s work on ending violence against women and girls. This thematic evaluation includes studies of ending violence against women and girls work in seven countries and this interview will contribute to your country case study. Thank you for agreeing to this interview. This document is intended to be a guide for our discussion, which I expect will take roughly one hour. All interviews are confidential, in that information you provide will only be reported in aggregate, summarizing all key informant interviews without attribution to the sources.

Guiding Questions	Prompts (What to probe for)
1. Your role 1.1 Can you briefly describe your role on work to end violence against women and girls? 1.2 What is the nature of the relationship between your organization and UN-Women as regards EAW?	How much of your organization’s work on ending violence against women and girls is connected to or funded by UN-Women?
2. Relevance 2.1 To what extent has UNIFEM and UN-Women’s violence against women and girls work been aligned with the needs and priorities of [insert country]’s Government and population?	For example in view of priorities outlined in national action plans, strategies or other guiding documents Needs, e.g. in terms of technical capacities, financial resources, facilitation, access to networks etc.
3. Contributions to Results 3.1 What types of support have you received from UN-Women to support your EAW work?	Does UN-Women provide your organization with useful data, information and knowledge on ending violence against women and girls work? If yes, can you give examples of information/tools that were helpful to you? Does UN-Women help you/ your organization participate in any networks domestically, regionally or globally that inform ending violence against women and girls work? Any other types of support?
3.2 Other than UN-Women, do you work with other United Nations entities? If so who and on what interventions?	How would you compare the relationship with UN-Women to that with other United Nations entities and why?

Guiding Questions	Prompts (What to probe for)
<p>3.3 In your view, what have been specific results of work to end violence against women and girls supported by UN-Women and UNIFEM in [insert country] over the last four years?</p>	<p>For example in view of:</p> <ul style="list-style-type: none"> a) Legislation and policies adopted and implemented to respond to and prevent violence against women and girls; b) Women and gender advocates influencing policies, actions and budgets to address violence against women and girls; c) National and local-level authorities enhancing the number and/or quality of critical services to survivors of violence against women and girls; d) Awareness of, and public support for ending violence against women and girls from decision makers, leaders, and community members; e) Other and/or unintended results
<p>3.4 How would you assess [insert country]’s overall progress on ending VAW from 2008 – present and why?</p> <p>3.5 To what extent and how has UNIFEM and UN-Women’s work contributed to these changes?</p>	<p>For example in view of:</p> <ul style="list-style-type: none"> a) Institutional and/or societal norms and behaviours have become more supportive of ending violence against women and girls; b) Government and service providers are accountable to women and girls for prevention, protection and response to violence against women and girls; c) Women and girls who are survivors of violence demand, and have increased access to critical services, including justice; <p>What other factors/actors beyond UN-Women’s work are likely to have contributed to these changes (or the lack thereof)?</p>
<p>3.6 In your view, to what extent and how have contextual factors or developments supported or hindered UN-Women and other actors in achieving violence against women and girls-related results?</p>	<p>For example, changes in the socio economic and/or political environment; changes in social contexts (e.g. norms, values, priorities of different groups)</p>
<p>3.7 Based on your experience, what are key lessons learned as regards the question of ‘what works and what does not’ in violence against women and girls programming?</p>	<p>For example, in view of specific approaches/strategies; including working with specific stakeholder groups (men, boys), in specific sectors, or using innovative/creative methods.</p> <p>Which have worked well, which have not? Why?</p>

Guiding Questions	Prompts (What to probe for)
3.8 How has the issue of sustainability been addressed or considered in interventions in [insert country]?	For example, by ensuring that capacity is institutionalized; by providing follow-up support; by strengthening national ownership and leadership, as well as partnerships among key actors
4. Strengths and weaknesses	
4.1 Looking back over the last four years, can you identify any specific organizational strengths of UNIFEM or UN-Women that should be capitalized on in future?	For example, related to skills/expertise, human and financial resources, tools, reputation, dedication, partnerships, way of working etc.
4.2 In that same timeframe, are there organizational weaknesses that have negatively affected UN-Women's/UNIFEM's violence against women and girls work in [insert country] and require attention going forward?	Related to the main dimensions of UN-Women's mandate: operational, normative, inter-agency coordination
5. Strategic positioning	
5.1 What are the most significant opportunities and barriers to successful work to end violence against women and girls in [insert country]?	Going forward, what is critical to success in [insert country]'s efforts to ending violence against women and girls?
5.2 In your view, what would it mean for UN-Women to be 'strategically positioned' to fulfill its mandate in relation to violence against women and girls in [insert country]?	Positioning relative to, for example: UN-Women having a clearly defined approach and the capacity to operationalize its mandate to end violence against women and girls.
5.3 Do you have any suggestions how UN-Women could further enhance its strategic positioning in view of violence against women and girls-related work in your country?	UN-Women's partners (in particular other United Nations entities) have a shared understanding of, and are in agreement with, UN-Women's leadership in and approach to ending violence against women and girls Other?

Thank you for your contribution to the evaluation!

Appendix VI Brief Project Descriptions

UN-Women and UNIFEM Projects

1. Cities without Violence against Women, Safe Cities for All

The programme was supported by the Spanish Agency of International Cooperation for Development (AECID) and aims to contribute to the reduction of public and private forms of violence against women (VAW) in cities through strengthening their active exercise of their rights and the development of a public and social agenda that generates the right conditions for a shared coexistence in freedom. From 2006-2009 AECID provided a total of €3,583,610 and a further €1,694,960 in 2011 for the entire regional project.

The programme was developed in 2009 in Brazil in partnership with SOS Corpo, a local NGO. Between 2009 and 2011, UNIFEM granted a total of \$47,000 to SOS Corpo for two projects. In 2009, UNIFEM granted \$12,000 for a six-month project on “Escalating the debate and feminist actions in the fight against violence against women in cities.” The objective of the project was to strengthen the actions of the women’s movement in the state of Pernambuco, focusing on the creating of public policy proposals for VAW within the country, the project focused on creating spaces for dialogue and debate between CSOs and the government. In 2011, UNIFEM granted \$35,000 for the implementation of the 12-month project “Cities without VAW in informal labor.” The objective of the project was to work with female informal workers, especially with collectors of recycling material, working and living on the street.

According to the *Progress Report of the Safe Cities Programme of 2009*, in 2009 UNIFEM collaborated with the SPM on a proposal that contributed to mainstreaming gender equality policies and the inclusion of women in policies for public security in the country.

2. Education for women’s rights - Disseminating knowledge about the Maria da Penha Law and how to use it

This partnership project between UN-Women and Avon Institute aims to contribute to the implementation of the Maria da Penha Law and reduce domestic VAW in Brazil by raising awareness; disseminating information; mobilizing young people and key actors in Brazilian law enforcement (police chiefs, public defenders, public prosecutors, magistrates and lawyers); and working with government organizations such as SPM and CSOs. Between June 2009 until December 2013, AVON invested \$819,672,13 whilst UNIFEM provided in-kind contributions of \$32,786.89.

Work focuses on sensitizing these actors to: women’s rights and the violation of them; the reality of domestic VAW in Brazil; the cycle, causes and consequences of domestic VAW; existing mechanisms of instruments to prevent and respond in domestic violence situations; and the importance of the implementation of Maria da Penha Law.

The expected outputs of the project were to:

- Disseminate information on human rights, especially women's rights to stimulate discussion and promote non-violent attitudes among young people.
- Use educational tools to promote behavioural changes among children and youth through magazines, schools, and organizations working with young people.
- Ensure professionals in the legal system were aware of domestic VAW issues in Brazil and the Maria da Penha Law.
- Ensure professionals in the legal system had access to the Maria da Penha Law Handbook.
- Elaborate, execute and disseminate a digital multimedia platform communication and publicity plan.

3. Programa Regional Piloto de Prevenção e Atenção à Violência Intrafamiliar Contra a Mulher

This programme was a technical cooperation between the Special Secretariat for Human Rights of the Brazilian Government and UNIFEM, in which the Inter-American Development Bank (IADB) and the Government of Brazil invested \$748,000. The programme aimed to design and implement an attention and reference system to better attend the victims of intra-domestic violence. The programme started in 1999 and was expected to be completed in 2003. However, according to the existing documents, the project was extended for short periods of time in 2005, 2007 and 2008.

4. Sexual Abuse and Exploitation of Young Women in Brazil/ Promoting the Rights of Young Women in Brazil who are Vulnerable to Sexual Abuse and Commercial Sexual Exploitation

The objective of the project was to promote young women's rights and to eliminate all forms of violence against them so that they can fully function in society. It ran for four years from 1998-2002. The project was executed by UNIFEM but managed by the State Secretariat of the Ministry of Justice of Brazil with a total project budget of \$861,735. Additional funding of \$55,407 was given in 2008 with funds being taken from the UNIFEM project *Programa Regional Piloto de Prevenção e Atenção à Violência Intrafamiliar Contra a Mulher* in order to finalize some outstanding project activities.

Core funding support

Based on the document review, data showed that UN-Women and UNIFEM also used approximately \$173,000 of core funding to support several governmental organizations and NGOs to implement projects related to EVAW. Funding was given to the following organizations and their respective projects:

- The Social Assistance and Human Rights Secretariat of the State of Rio de Janeiro received \$40,000 in 2009. The period and project name is unknown.
 - *Themis Assessoria Juridica e estudos de genero* (Themis Legal Council and Gender Studies) \$14,000 for a project, which ran from June 2009 until June 2010. The project name is unknown.
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- *Casa da Mulher Trabalhadora (CAMTRA)*: Received funding of R\$46,250 for a three-month period in 2011 for the project *Ativismo, Para Combater a Violência Contra as Mulheres* (Activism to Fight for Violence against Women). This project aimed to strengthen activism against all forms of VAW with organized or non-organized women and among society in Rio de Janeiro. UNIFEM also provided the organization R\$50,991.80 in funding between December 2010 and November 2011, but it is not clear whether or not it was for the same project.
 - *Ações em Gênero Cidadania e Desenvolvimento (AGENDE)*: Between November 2009 and January 2010, UNIFEM gave the organization \$15,000 although there is no information on the project.
 - *Católicas pelo direito de decidir (CDD)*: Received a total of R\$48,000 in UNIFEM funding for the project *Gênero e Religião: Multiplicando uma cultura de não violência* (Gender and Religion: Multiplying a non-violent culture) for a three-month period in 2011. The project was a collaboration on work related to VAW but from the religious perspective that legitimizes violent actions. The project looked to transform the violent culture, behaviours and actions through capacity-building on ethical arguments, raising awareness on existent mechanisms for implementing the Maria da Penha Law, and disseminating information about religion and VAW.
 - *Centro de Defesa dos Direitos Humanos e Educação Popular*: UNIFEM gave R\$49,904 of funds for the project *Revigorando o Enfrentamento à Violência Contra as Mulheres* (Reviving the Fight for Violence against Women) for a three-month period in 2011. The project aimed to build leadership for the human rights movement in the Amazon region by producing and disseminating information about the National Programme for Human Rights; and creating dialogue between human rights movements, women's movements and institutions related to VAW.

UN Trust Fund Projects

1. Gender violence: action and training for policy change and care services in Argentina and Brazil, with perspectives for the Southern Cone: Catholics for the Right to Decide received \$120,000 to implement the project in Argentina and Brazil for a 24-month period. In Brazil, most of the activities took place in the North and North-East and were planned around the framework of the Maria da Penha Law and its impact on VAW. Activities included several workshops and seminars around the following themes:

- Raising awareness on service centres and attention networks available for victims of VAW;
- Gender and symbolic violence;
- Sexual and reproductive rights, violence and religion;
- Public policies to confront VAW;
- Raising awareness on the Maria da Penha Law; and
- VAW and racial issues.

According to the 2009 CDD progress report, the project was able to encourage the participation of people directly involved in public policy, such delegates from government and NGOs, directors and delegates of Centres for the Attention of Women, directors from medical and legal institutes, and delegates from the SPM.

2. Engaging Men to End Gender-Based Violence: a Multi-Country Intervention and Impact Evaluation Study:

From 2008-2010, the *Instituto Promundo* received support from the UN Trust Fund for the implementation of a multi-country project (India, Brazil, Chile and Rwanda) that aimed to engage men and boys in preventing VAW and promote gender equality. Project activities included

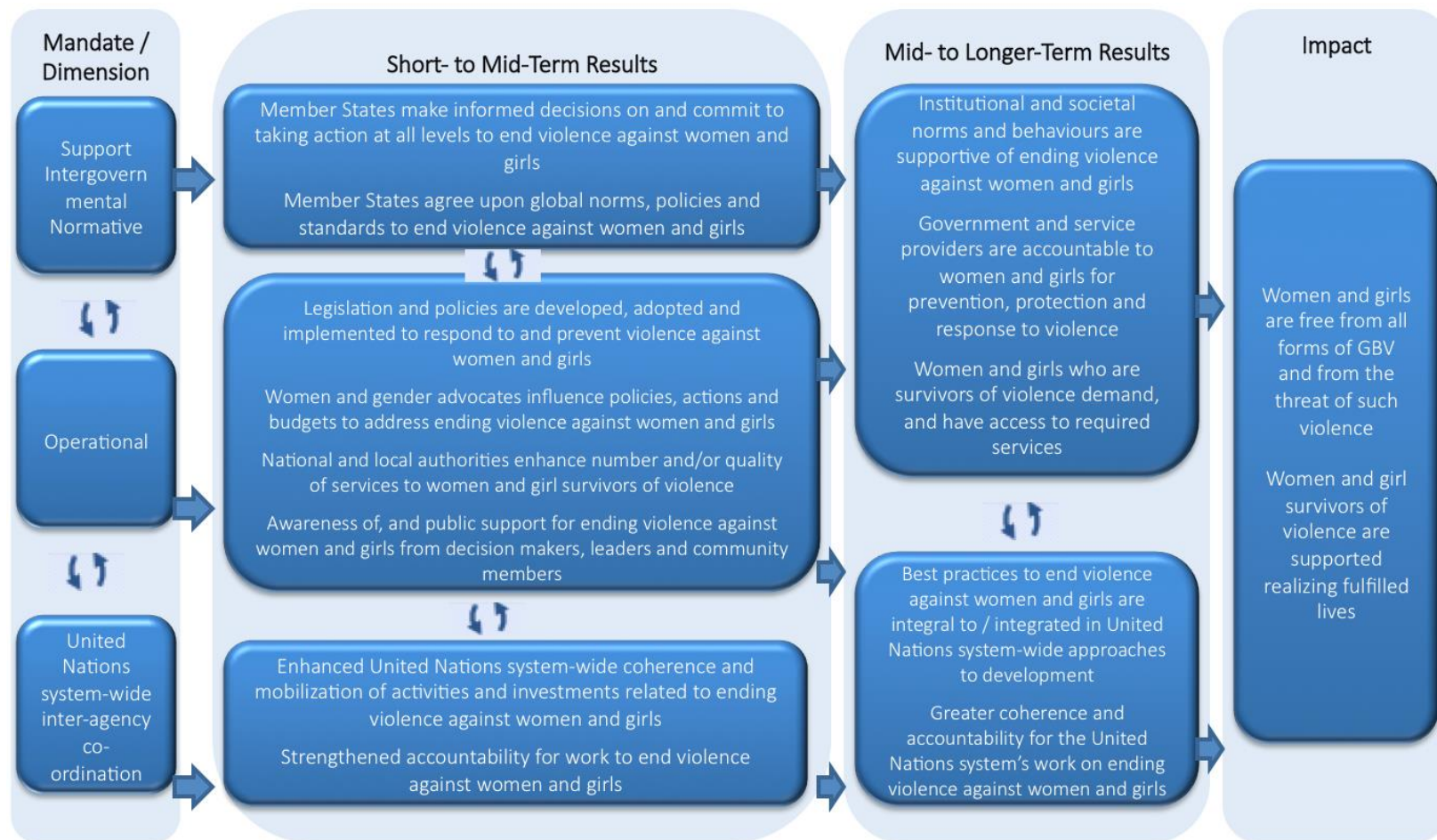
workshops with men and young men, and workshops with partner staff on evidence-based methods to prevent VAW. In Brazil, activities were implemented through sports-related interventions, particularly weekly soccer matches, which were used as a venue for dialogue and used as an opportunity to raise awareness on the workshop themes. The two main objectives of the workshops and campaigns were:

- To improve participants' knowledge on gender equity issues and different forms of VAW, an understanding on the consequences of VAW, and inform participants on the laws and policies related to VAW; and
- To encourage participants to denounce cases of VAW in their communities either by reporting cases of violence against women and girls and questions those perpetrating violence against women and girls.

According to an impact evaluation done of this project,⁸⁸ the percentage of men who believed intimate partner violence was acceptable decreased following the project activities. Other gender equity-related attitudes experienced a change following the activities.

⁸⁸ Instituto Promundo (2010). *Engaging men to prevent gender-based violence*.

Appendix VII Preliminary Results Model⁸⁹



⁸⁹ As outlined in the evaluation Inception Report.

Thematic Evaluation of the Contribution of UN-Women to Prevent Violence against Women and Expand Access to Services

Country Case Study: Grenada



United Nations Entity for Gender Equality
and the Empowerment of Women

Acronyms

CEDAW	Convention for the Elimination of All Forms of Discrimination Against Women
CSO	Civil Society Organizations
CSW	Commission on the Status of Women
ECLAC	Economic Commission for Latin America and the Caribbean
EVAW	Ending Violence against Women
GBV	Gender-Based Violence
GNOW	Grenada National Organisation of Women
GRENCODA	Grenada Community Development Agency
LAC	Latin America and the Caribbean
LACC	Legal Aid and Counselling Clinic
M&E	Monitoring and Evaluation
MoSD	Ministry of Social Development
NGO	Non-Governmental Organization
NSAP	National Strategic Action Plan
OECS	Organization for Eastern Caribbean States
SSA	Strengthening State Accountability
UN Trust Fund	United Nations Trust Fund to End Violence against Women
UN-Women	United Nations Entity for Gender Equality and Women's Empowerment
UNCT	United Nations Country Team
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UNIFEM	United Nations Development Fund for Women
VAW	Violence Against Women

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1. Introduction

Background

This country case study constitutes one element of the broader *Thematic Evaluation of the Contribution of the United Nations Entity for Gender Equality and Women's Empowerment (UN-Women) to Prevent Violence Against Women and Expand Access to Services*.

The objectives of the overarching evaluation were to: i) capture key results and lessons learned from the contributions of UN-Women's four predecessor entities⁹⁰ during the period 2008-2011 which UN-Women has taken forward, relating to supporting countries to prevent violence against women and girls and expand access to related services, and ii) analyze how well UN-Women is strategically positioned to implement its mandate of normative, operational and coordination work in the area of violence against women (VAW).⁹¹

The country case study summarizes key findings on lessons learned from the work of the United Nations Development Fund for Women's (UNIFEM), UN-Women's predecessor entity, to eliminate violence against women and girls in Grenada, and on UN-Women's strategic positioning on the issue. The draft case study was revised on the basis of feedback from the UN-Women Evaluation Office and the Grenada national reference group (see Appendix I).

Methodology

Based on a pilot site visit to Jamaica and following feedback from the UN-Women Evaluation Office, the evaluation team developed a case study methodology outlining the purpose and approach to the case studies, and a tailored version of the evaluation matrix.

The case study evaluation matrix (Appendix II) outlined the three strategic questions upon which data collection for the country case studies was structured. Key data sources included documents (listed in Appendix III) and in-person interviews during the evaluation team mission to Barbados and Grenada, 26-29 November 2012. The evaluation team conducted interviews with 12 stakeholders for the case study, as listed in Appendix IV. Appendix V provides a sample interview protocol; protocols for other stakeholder groups were similar, but tailored to the respective group. Appendix VI provides a description of the projects reviewed for the case study. The reconstructed (draft) results logic for UN-Women VAW programming, which was used to structure evaluation findings in Section 4 of this report, is presented in Appendix VII.

To guide the overall evaluation, the evaluation team, in consultation with the evaluation reference group at UN-Women headquarters in New York, developed a detailed corporate theory of change for EVAW-related work. This results logic was used to design interview protocols and was the basis of efforts to understand the rationale for the types of initiatives being implemented in each country and the results they sought to achieve. For both Grenada and Jamaica, this was complemented by discussions with UN-Women staff during the pilot visit to Jamaica to share and review this draft results logic, and elicit feedback regarding its relevance in view of UN-Women's work in the Caribbean.

⁹⁰ UN-Women's predecessor entities are: the Division of the Advancement of Women (DAW), the United Nations International Research and Training Institute for the Advancement of Women (INSTRAW), the United Nations Development Fund for Women (UNIFEM), and the Office of the Special Advisor on Gender Issues and the Advancement of Women (OSAGI).

⁹¹ More information on evaluation objectives and methodology is available in the evaluation Inception Report (November 2012).

Limitations

The main challenge for the Grenada country case study was the country's comparatively small size which meant that the number of government and non-government partners UN-Women has worked with on VAW (and who could be consulted for the evaluation) was limited. Furthermore, UN-Women and UNIFEM engaged in a limited number of VAW-specific initiatives in Grenada during the period under review and the number and quality of available documents related to each of these initiatives varied. Overall, compared to the other country case studies of this thematic evaluation, the data on which to base findings and recommendations was much more limited.

Report structure

The case study is structured in five sections. Section 2 summarizes the background contexts for UN-Women and UNIFEM's work on violence against women and girls between 2008 and 2011. Section 3 presents a profile of UN-Women and UNIFEM managed or supported programming from 2008-2011. Section 4 presents the evaluation findings on the three strategic evaluation questions. Section 5 provides suggestions and recommendations for UN-Women which emerged from the Grenada case study and Section 6 summarizes key observations from the Grenada case study relevant to the overall evaluation.

2. Context

2.1 Regional – The Caribbean⁹²

While all Caribbean countries, with the exception of Haiti, are classified as middle-income, they have all experienced negative fallout due to new trading regimes, rising fuel costs and the global financial crisis. The region is vulnerable to natural disasters which have become more frequent and/or severe due to climate change. Poverty rates in the subregion range from 14 per cent in Barbados to 39 per cent in Dominica. Poverty tends to be most concentrated in women-headed households, and most affects children, women, the elderly and those living in rural areas. Given the declining fiscal capacity of states, financial contributions to the poorest households is a policy concern in the Caribbean region.

Due to its geographic location, the Caribbean is a popular site for the shipment of narcotics and weapons. Coupled with high levels of youth unemployment, there have been increases in violent crime and community insecurity during the past decade.

Sexual VAW is alarmingly prevalent across the Caribbean, with Caribbean Community countries showing higher than the global average per capita rates. For example, a 2011 study by the Pan American Health Organization (PAHO) found that almost 50 per cent of the region's adolescent girls' first sexual encounter was forced or coerced.⁹³

All countries in the region have signed and ratified the Convention for the Elimination of All Forms of Discrimination Against Women (CEDAW), although only Antigua and Barbuda, Belize, and Saint Kitts and Nevis have signed and ratified its Optional Protocol. Fewer than half of the countries have national gender policies.⁹⁴

⁹² Adapted from the Latin and Caribbean subregional office annual workplan, December 2011. In particular Part 1 Strategic Narrative Note.

⁹³ National Domestic Violence and Sexual Abuse Protocol for Grenada (2010).

⁹⁴ UN-Women, Caribbean subregional office. *Strategic Note and Annual Workplan*. 2011. Jamaica and the Dominican Republic have gender policies ratified by parliament. Gender policies are under consideration/development in Barbados, Trinidad and Tobago and Grenada.

2.2 National - Grenada

Political and economic contexts

The Commonwealth of Grenada consists of three islands (Grenada, Carriacou and Petite Martinique) which form the southern end of the Windward Islands. Grenada gained independence from Britain in 1974 and has a parliamentary form of government. It has a population of approximately 104,890.

General elections are held every five years and the first democratic elections since 1976 were held in December 1984. The current government, which came to power in 2008 under Prime Minister Tillman Thomas, is facing internal strife – three ministers resigned in 2012 and a no-confidence motion was filed in September 2012. The Prime Minister dissolved parliament on 10 January 2013 and general elections were held on 19 February 2013.⁹⁵ The incumbent centre-left National Democratic Congress lost the election to the conservative opposition New National Party and the new Prime Minister, Dr. Keith Mitchell, took office in March 2013. The newly formed House of Representatives includes five female parliamentarians, a record number for the Parliament of Grenada.⁹⁶

Grenada has a small, largely tourism-based, open economy.⁹⁸ Over the past two decades, the economy has shifted from agriculture to services, with tourism being the highest foreign currency-earning sector.⁹⁹ Hurricanes Ivan (2004) and Emily (2005) badly damaged the nutmeg industry which had been an important driver of economic growth. Partly due to the necessary rebuilding efforts after the hurricanes, public debt-to-gross domestic product (GDP) in Grenada is nearly 110 per cent, leaving the Thomas administration limited room to engage in public investment and social spending.

Gender Equality and ending VAW (EVAW) in Grenada

The Government of Grenada has expressed its commitment to gender equality and EVAW through international commitments, and national laws and policies. However, at the time of writing, Grenada does not (yet) have a comprehensive national gender policy.¹⁰⁰

International and Regional Commitments to EVAW

CEDAW (signed in 1990)

Beijing Declaration and Platform for Action (1995)

Inter-American Convention on the Prevention, Punishment and Eradication of Violence (*Belem do Para*) (signed in 2001)

Relevant national laws, policies, and strategies

National Action Plan to Reduce Gender-Based Violence (GBV) in Grenada 2012-2017 (2012)⁹⁷

Criminal Code (amended in 2012)

Domestic Violence Act (2001, amended in 2010)

Domestic Violence and Sexual Abuse Protocol (2010)

Education Act (2002, Section III, 27)

Employment Act (1999, Section 26)

Child Protection Act (2008)

⁹⁵ The political situation in Grenada has since settled.

⁹⁶ Most Gracious Speech to Both Houses of Parliament by His Excellency the Governor-General. 27 March 2013. Available from: http://www.gov.gd/egov/docs/speeches_statements/throne_speech_2013.pdf.

⁹⁷ UNIFEM funded the Strengthening State Accountability (SSA) project which was instrumental in developing the Action Plan as detailed in Section 4.

⁹⁸ The official website of the Government of Grenada is available from <http://www.gov.gd>.

⁹⁹ Grenada's principal export crops are nutmeg and mace (Grenada is the world's second largest producer of nutmeg after Indonesia). Other export crops include cocoa, citrus fruits, bananas, cloves and cinnamon. Manufacturing industries in Grenada are mostly small-scale, comprising the production of beverages and other foodstuffs, textiles, and the assembly of electronic components for export.

¹⁰⁰ UN-Women is supporting the Government of Grenada to pursue the development of such a policy, including by providing financial resources for a consultant to lead the process.

According to Grenada's report to CEDAW's 51st Session on government progress and implementation of CEDAW (February 2012), gender inequality is prevalent and pervasive in Grenada, particularly in the labour market with unemployment twice as high for women as for men.

Domestic violence in Grenada is common and tends to be underreported.¹⁰¹ Women victims of domestic abuse often do not seek help

In 2012, Grenada amended the Criminal Code, Art. 29 pertaining to spousal rape. Prior to 2012, spousal rape was acknowledged, but in a limited fashion. It is now recognized under the same provisions as non-spousal rape, except the penalty is less harsh.

because they are economically dependent on their abusers. Homicide rates for the period under review are also grounds for concern. While more men than women were murdered in Grenada between 2008 and 2012 (48 men compared to 14 women), the number of women victims is rising. A 2012 analysis of homicides on Grenada noted a lack of effective sanctions against perpetrators of sexual violence.¹⁰²

The Government of Grenada recognizes that violence against women and girls is part of the larger problem of overall discrimination against women. The Grenada National Organization of Women (GNOW), one of the country's most prominent non-governmental organizations (NGOs) working on women's needs and issues, has advocated the need to address sexual harassment in all sectors.

Same sex relations between men are criminalised under the law¹⁰³ and there is a pronounced reluctance to recognize the human rights of all regardless of sexual orientation. This is relevant in the context of VAW as it is likely to reflect and impact on dominant concepts of masculinity.

Grenada's national infrastructure for ending violence against women and girls comprises mainly the Ministry of Social Development (MoSD), which supports the Division of Gender and Family Affairs, the Cedars Home for Abused Women and Children and the Domestic Violence Unit. The latter was set up within the MoSD in May 2003 and is located in the northern part of the island. It has one staff member and houses up to 18 women for a period of six months each.

Besides relevant government structures it is important to highlight the significant role of civil society organizations (CSOs) and NGOs in Grenada. As highlighted by consulted UN-Women staff and national stakeholders, the NGO sector in Grenada has historically played a pivotal role in the country's national response to VAW and is widely recognized for having spearheaded most national initiatives addressing issues of social justice.

2.3 United Nations, UN-Women and UNIFEM

United Nations in the Caribbean

Most United Nations entities in the Caribbean do not have offices in each country, making inter-agency coordination such as joint programming difficult. Moreover, existing offices/teams tend to be small (e.g. the United Nations Population Fund [UNFPA] regional office has three staff members) and funds are limited. Consequently, programming tends to be limited to short-term interventions and/or one-off events.

The United Nations Secretary-General's *UNiTE to End Violence against Women* campaign was officially launched in the Caribbean in 2010, two years after its global launch. Since then, all United Nations country teams (UNCTs) in the region have participated in at least one joint event per year. In 2012, the United

¹⁰¹ Immigration and Refugee Board of Canada. *Grenada: Domestic violence, including legislation, state protection, and services available to victims (2009-October 2011)*. 1 November 2011. GRD103888.E. Available from <http://www.refworld.org/cgi-bin/texis/vtx/rwmain?docid=4ed8d72b2>.

¹⁰² Government of Grenada. *An Analysis of Homicides in Grenada, 2008-2012*. 2012.

¹⁰³ Government of Grenada. *Criminal Code, Act 29, Section 177 of the 1958*. Revised Laws of Grenada.

Nations Children's Fund (UNICEF) led events on violence against girls, while UNFPA led the 2011 event on access to justice.

In the absence of a UNCT, Grenada is covered by the United Nations subregional team (UNSRT) serving Barbados and the Organization of Eastern Caribbean States (OECS). There are eight UNSRTs based in Barbados (including UN-Women) and four in other Caribbean countries.

UN-Women and UNIFEM in the Caribbean

The work of UNIFEM and UN-Women in the Caribbean has been led from the subregional office in Barbados, which covers programming in 26 countries. As part of the ongoing restructuring process of UN-Women's regional architecture, the Barbados office was renamed a 'multi-country office' as UN-Women no longer has subregional offices. It is still unclear whether this change will affect the responsibilities of the Barbados office, e.g. whether it will focus on fewer countries.¹⁰⁴

Throughout the period 2008-2011, the UNIFEM subregional team consisted of one to two administrative staff and approximately four to five programme staff, including a Programme Officer for VAW, mostly on short-term service contracts. More recently, a Gender Equality Coordination Specialist has been responsible for operationalizing UN-Women's inter-agency coordination role. Staffing has not increased since UN-Women was created and, according to consulted UN-Women team members, no plans are being made to change this situation. Similarly, available budgets for programming on VAW or any other thematic areas have not changed significantly since the creation of UN-Women.

The long-serving Caribbean Regional Programme Director recently left, having held the position from 2004-2012. In mid-October 2012, the position was taken over by an interim Officer in Charge and a new Head of Office was appointed in early 2013.

¹⁰⁴ Consulted staff members in the Barbados office mentioned ongoing discussions over a proposal for the office to focus on four to five countries only.

3. Profile of UNIFEM supported VAW programming in Grenada (2008-2011)

3.1 Overview

This section provides an overview of UNIFEM assisted or led work on violence against women and girls in the Latin America and the Caribbean (LAC) region between 2008 and 2011. This includes initiatives funded and managed by UNIFEM, and projects funded by the UN Trust Fund that were administratively supported by UNIFEM and (since 2011) UN-Women.

3.2 Background: VAW programming in the subregion

Violence against women and girls-related programming was guided by the UNIFEM regional strategic plan for the LAC Region (2008-2011). The plan highlighted two areas relating to violence against women and girls:

- **Policy and legislation:** Raising awareness and building capacity for the formulation of national legislation addressing VAW in compliance with international agreements; and building capacity of key actors for the implementation of VAW-related legislation, including of judges and other civil servants, indigenous leaders and teachers, and CSOs.
- **Communication:** Leading the annual campaign of 16 Days of Activism against VAW, involving the United Nations system and other stakeholders; undertaking preventive activities that involve men, boys, adolescents and indigenous peoples including communications campaigns to prevent VAW targeting young urban males; and leading the Task Force of United Nations partners in LAC in their efforts to develop a regional strategy to support the *UNiTE* campaign.

Programming was also guided by UNIFEM's Caribbean subregional strategy (2008-2009) which reflected regional priorities and identified the following foci of VAW-related work: i) building capacities for ending widespread impunity of sexual assault and domestic violence with a focus on technical, forensic skills building for the justice and security sectors and monitoring of the state by human rights institutions (e.g. Ombudsman¹⁰⁵) and women's rights networks and communities; and ii) piloting of the Safe Cities Initiative in Jamaica and Haiti. Within the Caribbean subregion, Haiti was the only country identified in the regional strategy as a priority country of UNIFEM's work.

UNIFEM Core Funding Support

During the period under review, UNIFEM supported VAW-related work in the subregion through a number of ongoing efforts largely financed through core funds and are therefore not included in the project investments noted below. UN-Women did not have data on the size of VAW-related investments supported through core funding. Key efforts conducted with core funding support include the following:

Capacity development

- Providing occasional financial support to CSO members to attend regional or global meetings (e.g. related to CEDAW or the CSW).
- Providing financial support for institutional strengthening and capacity development of women's NGOs working on VAW-related issues, and/or with stakeholder groups for whom VAW is a key issue.

¹⁰⁵ The state has yet to fully integrate the Ombudsman within its monitoring mechanism of VAW.

- Facilitating regional exchanges and networking of state actors (e.g. representatives of police forces, judges and other justice sector personnel) and civil society representatives.
- Following and providing guidance to grantees of the UN Trust Fund to End VAW (UN Trust Fund).

Knowledge management/Sharing

- Sharing relevant information and resources (tools, reports, studies, etc.) on VAW-related issues, including information on funding opportunities through other entities. Information was shared through the corporate and subregional UNIFEM websites, and through active outreach (e.g. UNIFEM staff members sending out information on relevant resources or events).

Inter-agency coordination

- The UNIFEM office in Barbados took a lead role in organizing and reporting on UNiTE campaign annual events in the Caribbean subregion.

Consulted UN-Women staff emphasized that a lot of programming in the Caribbean had a (sub)regional character, i.e. that it aimed to facilitate the creation of, and use the synergies and momentum created by (sub)regional exchanges and collaboration, usually through applying best practices.

3.3 VAW programming in Grenada

UNIFEM supported violence against women and girls-related programming in Grenada through direct project support and the UN Trust Fund.

UNIFEM project support

UNIFEM and UN-Women invested approximately \$231,209 in violence against women and girls programming in Grenada from 2008-2011.¹⁰⁶ The majority of these resources were channelled through three projects:¹⁰⁷

UNIFEM VAW-related investments 2008-2011
UNIFEM project support - approximately \$231,209
UN Trust Fund – \$886,878
UNIFEM core funding – Financial data not available

- Strengthening State Accountability (SSA) and Community Action for Ending GBV in the Caribbean (2009-2011). The project was implemented by the MoSD with a contribution from UNIFEM of \$85,000.
- Institutional strengthening of the Legal Aid & Counselling Clinic (LACC). The project provided support for psychological and educational programming in the areas of aggressor intervention and victim empowerment between 2010 and 2013 with a UNIFEM contribution of \$68,857.
- The Partnership for Peace/ Man-to-Man batterer intervention programme was a regional programme piloted and evaluated in Grenada by the Grenada Community Development Agency (GRENCODA) and LACC between 2010 and 2012 which received a contribution of \$60,000 from UN-Women.¹⁰⁸

¹⁰⁶ Unless otherwise indicated, currency denotes United States dollars.

¹⁰⁷ Brief descriptions of the three projects are available in Appendix VI.

¹⁰⁸ In reviewing a draft version of this case study report members of the national evaluation reference group noted that UN-Women had supported two other psycho-educational programmes in Grenada, namely the CHANGES victim empowerment programme, and the development of certain modules for the Sexual Abuse Awareness and Prevention Programme created for schools. However, the evaluation team did not learn about these interventions during the country visit, nor were these mentioned in the documents made available by UN-Women.

The latter two projects focused on VAW prevention by working with aggressors and constituted more than half of the total investments made through donor funded projects.

In addition, UNIFEM supported smaller initiatives focusing on specific events related to addressing VAW including:

- International Day to Protest VAW & 16 Days of Activism Against GBV (2010) implemented by the MoSD. UNIFEM contributed \$6,000.
- National GBV Conference (16 Day activity) (2011) implemented by GNOW. UNIFEM contributed \$6,000.
- Community Fora on Domestic Violence (16 Day activity) (2008) implemented by the MoSD, Domestic Violence Unit. UNIFEM contributed \$1,852.
- Putting Men at the Forefront of the Protest Against Domestic Violence (16 Day activity) (2009) implemented by the Grenada Save the Children Development Agency. UNIFEM contributed \$3,500.

UN Trust Fund projects

Between 2008 and 2011, the UN Trust Fund disbursed \$886,878 to two projects in Grenada, namely:

- Community Support Network for Women Experiencing GBV (2007-2010). The project was implemented by GNOW and received \$212,706.
- State Response to End VAW: Legislative and Policy Reform Implementation Programme (2011-2014). The project was implemented by the MoSD and received \$674,172.

3.4 Inter-agency coordination and collaboration

UNIFEM led and coordinated the 2010 launch of the UNiTE campaign in the Caribbean, and took a lead role in planning and implementing annual joint United Nations events and country-specific media campaigns. Since 2011 UN-Women has continued this involvement.

Alongside UNIFEM, UNFPA and UNICEF have also actively engaged in issues relating to VAW in Grenada. UNFPA has focused on issues of sexual violence and VAW in the context of reproductive health and rights, while UNICEF has addressed violence against girls under its child-protection mandate and gender mainstreaming commitment. Consulted stakeholders noted that, at the time of writing, UNFPA and UN-Women were widely recognized as the two United Nations entities working most frequently on VAW in Grenada.

4. Findings

4.1 Overview

This section presents findings on the three strategic evaluation questions outlined in the case study evaluation matrix:

- 1) For the period 2008-2011, what has been the contribution to results towards EVAW in Grenada made by UN-Women's predecessor entities? What are related lessons learned? (Section 4.2).
- 2) What have been and are organizational strengths and weaknesses of UN-Women and lessons learned from its predecessor entities in view of planning, implementing, monitoring and evaluating their EVAW-related work? (Section 4.3).

- 3) To what extent has UN-Women strategically positioned itself to add value in preventing and responding to VAW in global, regional and national contexts? (Section 4.4).

The lessons/best practices in the sidebars of this chapter reflect the views of consulted stakeholders, project reports and observations of the evaluation team based on available data.

4.2 Contributions to results and related lessons learned

4.2.1 General

This section presents evaluation findings on UN-Women’s contributions to results and lessons learned in Grenada based on data collected through interviews with national stakeholders, United Nations entity staff and through document review.

Section 4.2.2 presents findings on context and relevance, which cut across the different dimensions of UN-Women’s mandate. Sections 4.2.3 to 4.2.5 present findings on contribution to key results in the three dimensions of UN-Women’s mandate (operational, normative, inter-agency coordination) as outlined in the reconstructed logic for UN-Women’s corporate work on EVAW. Section 4.2.6 outlines factors likely to affect the sustainability of results achieved to date.

4.2.2 Context and relevance

Context

The table below summarizes the effects or influences some of the key contextual factors noted in Section 2 above have had on UN-Women and UNIFEM’s violence against women and girls-related work in Grenada.

Exhibit 4.1 Effects/influences of contextual factors

Contextual factor	Effects/influences on VAW work in Grenada
Grenada is one of several small island states in the subregion.	<ul style="list-style-type: none"> Like most United Nations entities working in the Caribbean, UNIFEM did not have a separate country office in Grenada, but served the country from its subregional office. As a result, UNIFEM staff often had to rely on electronic forms of communication with national partners in Grenada. The same applies to UN-Women today. There is no UNCT in Grenada which limits opportunities for country specific inter-agency coordination on VAW (or other issues). Grenada shares a number of similarities with neighbouring countries with regards to its governance systems, culture and traditions. These similarities and the relevance of the subregion as a political and economic unit enhances the potential relevance of (sub)regional approaches including on VAW. The SSA project also involves conducting research on the cultural basis for VAW.
Economic challenges due to the global economic crisis and natural disasters.	<ul style="list-style-type: none"> Effects the actual/potential extent to which the Government of Grenada is or will be able to allocate resources to issues of social development, including on gender equality in general, and for addressing VAW in particular. In Grenada, economic dependency is one of the main causes for many women to stay in abusive relationships. The difficult economic situation, which has resulted in rising levels of unemployment, exacerbates this problem.
High prevalence of sexual violence across the Caribbean, including in Grenada.	<ul style="list-style-type: none"> This factor highlights the relevance of any VAW-related interventions conducted in Grenada and the subregion (see below). The high prevalence of sexual violence is likely to influence public perceptions and related social norms in a way that makes VAW appear to be ‘normal’ and, as such, socially tolerable. This poses additional challenge for trying to influence and change public opinions, social norms and related behaviours.
Commitment and	<ul style="list-style-type: none"> The Government of Grenada is generally supportive of and committed to ensuring gender

Contextual factor	Effects/influences on VAW work in Grenada
capacity of national stakeholders.	<p>equality and women's human rights, and addressing issues of VAW. However, actions to this end have been limited by limited financial and human resources, and a broad number of competing priorities.</p> <ul style="list-style-type: none"> • Civil society and women's organizations in Grenada possess considerable experience and expertise in addressing VAW both at national and (sub)regional levels. Their ability to influence related planning and decision making processes has often been negatively affected by gaps in funding and related organizational capacity.

Relevance

UNIFEM's VAW-related work in Grenada was relevant given the country's global and regional commitments under the Beijing Platform for Action, CEDAW and the regional convention, *Belem do Para*. VAW-related interventions responded to the broad priorities outlined in UNIFEM's strategic plan for the LAC region (2008-2011) and those noted in the Caribbean subregional strategy (2008-2009).

Furthermore, UNIFEM supported interventions such as the SSA project, addressed gaps in Grenada's policy and legal framework, the absence of a comprehensive and coordinated national approach to addressing VAW and, to a lesser extent, gaps in the related capacity of duty bearers (including service providers in the security sector) and rights holders.

4.2.3 UN-Women's operational mandate

The following findings focus on the operational dimension of UN-Women's current mandate and are grouped around key types of results. Where applicable, these are linked to the key results outlined in the reconstructed corporate results logic, as noted in the final evaluation Inception Report, and the LAC regional strategy (2008-2011) and/or the subregional strategy for the Caribbean (2008-2009).

Short- and mid-term results

Developing national policies and legislation addressing VAW in Grenada

The SSA project was spearheaded by the MoSD and brought together government and non-government actors to jointly develop Grenada's first draft **National Strategic Action Plan (NSAP) to Reduce GBV** (2012 -2017). Consulted stakeholders widely agreed this was a major achievement as it enhances Grenada's chances of being able to introduce a coordinated and systematic multi-sectoral approach to addressing VAW. The draft NSAP aims to provide a common framework and guidance for:

- 16) Identifying, protecting and supporting victims as they move from being disempowered to becoming survivors who are empowered to make decisions and take actions in their best interests;
- 17) Identifying, punishing and rehabilitating perpetrators to reduce offending and re-offending, whether with current or potential victims;
- 18) Creating an environment of zero-tolerance to GBV at the institutional, community and personal levels;
- 19) Promoting healthy intimate relationships and early intervention to reduce inequalities; and

Results area relates to:

"Legislation and policies are developed, adopted, and implemented to respond to and prevent violence against women and girls."
(Reconstructed corporate results logic)

"Policy and legislation: raising awareness and building capacity for the formulation of national legislation addressing VAW in compliance with international agreement." (2008-2011 LAC regional strategy)

20) Reducing the incidence of all forms of GBV in Grenada.

Implementation of the NSAP is scheduled to begin in 2013¹⁰⁹ and will require operationalization, resources and priority setting. Similar NSAPs have been or are being developed and implemented in other countries in the region, as noted in the Jamaica country case study. This will help national partners in Grenada to secure political will and support across state and other actors to implement the plan.

The SSA project also led to the development of a **National Domestic Violence and Sexual Abuse Protocol** for Grenada. Related baseline research conducted under the SSA project provided current information on the police and courts, laws and policies on VAW which laid the foundation for the current ongoing UN Trust Fund project, State Response to End VAW. Overall, consulted stakeholders agreed that the SSA project had considerably contributed to strengthening the legal and policy environment in Grenada. UN-Women provided funding for the SSA project, as well as technical assistance and ongoing support and advice to the MoSD as the implementing agency.

In addition to work under the SSA project, some national stakeholders noted UNIFEM's indirect contributions to the passing of the Domestic Violence Act (2010) alongside the Domestic Violence and Sexual Assault Protocol.¹¹⁰ While UNIFEM was not directly involved in the development of this Act, stakeholders noted it only came into being as a result of previous work on a (sub)regional Domestic Violence Bill conducted by the OECS, which had received financial support from UNIFEM prior to the period under review.

Strengthening the capacity of gender advocates in Grenada to effectively influence policies and actions to address VAW

Stakeholders felt that the financial and technical support provided by UN-Women and UNIFEM were pivotal in building and maintaining the visibility of CSOs on interventions related to ending violence against women and girls – particularly with regards to increasing advocacy in the area of women's rights and the availability of information on how to access support, care and justice.

For example, UN-Women provided financial support and ongoing advice in the drafting of the Shadow Report to the 51st CEDAW Session, at the request of the Inter-Agency Group of Development Organisations (IAGDO). In March 2012, the CEDAW Committee called on Grenada to enact legislation pertaining to sexual harassment in the workplace and trafficking in persons, and amend the sexual offences provisions in the criminal code. Consulted stakeholders felt that the CEDAW Committee recommendations, coupled with recent high profile cases of sexual harassment in the workplace, had increased government interest in the Sexual Harassment Bill. They also noted that the work of gender advocates in Grenada had influenced

Results area relates to:

"Women and gender advocates influence policies, actions and budgets to address VAW." (Reconstructed corporate results logic)

"Policy and legislation: building capacity of key actors for the implementation of VAW-related legislation, including of judges and other civil servants, indigenous leaders and teachers, and CSOs." (2008-2011 LAC regional strategy)

Results area relates to:

"National and local-level authorities enhance number and/or quality of critical services to VAW survivors." (Reconstructed corporate results logic)

"Policy and legislation: Building capacity of key actors for the implementation of VAW-related legislation, including of judges and other civil servants [...]" 2008-2011 LAC regional strategy)

¹⁰⁹ Appendix VIII provides an overview of the envisaged roles and responsibilities of different government and non-government actors in the implementation process.

¹¹⁰ The Domestic Violence Act was passed on 1 November 2010 and implemented on 16 May 2011.

recent amendments to the national criminal code, notably on the issue of spousal rape. Ongoing financial and technical support (e.g. providing advice, sharing information and tools, or connecting individuals and/or organizations) provided first by UNIFEM and then by UN-Women had significantly contributed to this success.

Women’s organizations were involved in the extensive consultations on the draft NSAP for GBV led by the MoSD with support from UNIFEM.

Strengthening the capacity of national authorities in Grenada to enhance the quality of services to VAW survivors

Capacity-building initiatives of the SSA project included strengthening the police response to violence against women and girls. Several police officers and prosecutors in the Royal Grenada Police Force were trained as trainers, and eight instructors from the Police Training School were instructed in prosecution methods and approaches. Some were also sent on international and regional internships and training ventures. Internship programmes were set-up to manage domestic violence and sexual offence cases. Several officers attended a domestic violence course and internship programme in 2011 at the Algonquin Police College in Ottawa (Canada), where they learnt techniques for interviewing and interrogation, dealing appropriately with child witnesses, proper use of firearms, and understanding and handling aggressors.¹¹¹

One training participant who teaches at the police school said, “I’m seeing things differently in terms of gender bias and getting officers to understand we all have these biases, and we have to be more professional. Judgmental attitudes where I might blame the victim have changed.”

Several stakeholders applauded the SSA project as having had a notable impact on helping to enhance VAW survivors’ access to justice. Anecdotal evidence provided by interviewed stakeholders indicates that the trainings conducted under the SSA project had positively influenced the behaviour of the participating police officers working with VAW survivors. Stakeholders claimed that this had also led to an increased willingness of women to seek out police support first before accessing additional services as, for example, provided by NGOs.

One consulted stakeholder reported how SSA project supported trainings within the police force had contributed to strengthening the practical relevance of the Domestic Violence Act (amended in 2010). Police officers now understand that criminal charges for domestic violence offences are mandatory provided there is a clear statement and supporting medical evidence. The SSA project also contributed to a revision of the police training manual to include (and thus institutionalize) information on gender responsive investigation of sexual offences and approaches to treating situations of domestic violence. Following the SSA project, the Royal Grenada Police Force has also engaged in public relations campaigns to encourage reporting of

Lessons/Best Practices

Positive feedback from participants on trainings for service providers does not allow conclusions to be drawn on the (likely) longer-term results of these interventions. In order to assess the effectiveness of interventions, in terms of enhancing the number and/or quality of services, longer-term tracking of attitudes and behaviours – and related reactions of rights holder accessing available services - would be required.

Integrating VAW concerns into the regular training curriculum for police officers and training in-house trainers in the police force are positive examples of institutionalizing VAW-related capacity development, as opposed to focusing on ‘one-off’ trainings.

¹¹¹ MoSD. *Draft National Strategic Action Plan to Reduce Gender-Based Violence in Grenada 2012 -2017*. 2012, p. iv.

violence against women and girls and, at the request of the public, is currently looking into setting-up a special desk on domestic violence, although funding has not yet been secured.

Important contributions were also made under the Man-to-Man Batterer Intervention Programme, which, as outlined in the final project report, led to an expansion of available psychosocial support services, and to strengthening the knowledge, skills and tools available to service providers in Grenada.

Raising VAW awareness among decision makers and community members in Grenada

All reviewed VAW-related projects and ongoing efforts supported first by UNIFEM, and then UN-Women and the UN Trust Fund, included components of (public) education, awareness raising and/or securing public support for EVAW, including the need for systematic efforts to prevent VAW (e.g. through batterer intervention programmes).

Results area relates to:

“Awareness of and public support for EVAW from decision makers, leaders, and community members.” (Reconstructed corporate results logic)

“Communication: Undertaking preventive activities that involve men, boys, adolescents [...] working with communicational campaigns to prevent VAW targeting young urban males.” (2008-2011 LAC regional strategy)

All consulted stakeholders expressed the view that related activities had been relevant and successful, in particular in raising awareness of VAW-related issues among targeted individuals. To date, however, there is only anecdotal information available on specific effects of the work done around awareness raising and securing public support for VAW-related work. Existing evidence includes testimonies of training participants (e.g. police officers) and beneficiaries of the Man-to-Man programme. That the Government of Grenada has significantly increased financial support for related activities is an indication of both the projects’ effectiveness, and its impact on influencing public perceptions of the relevance and effectiveness of psychosocial interventions.

Another result deriving from efforts supported by UNIFEM is a protocol of partnership between the police, ombudsmen, and community and human rights organizations that has been developed under the SSA project. The protocol has the potential to support gender advocates to enhance the knowledge and awareness, as well as the actual behaviours, of key duty bearers as regards VAW.

Engaging with perpetrators of VAW as part of VAW prevention

An important element of UNIFEM’s work on VAW in Grenada has been the Partnership for Peace/Man-to-Man Batterer Intervention Programme led by LACC. The 16-week psycho-educational intervention focused on perpetrator accountability and has been extended throughout the region due to its successful implementation at LACC in Grenada.

One beneficiary of the Man-to-Man programme has become an anti-VAW activist who now facilitates a programme for young men with LACC.

Another programme participant disclosed that the experience had transformed him, as it had taught him *how to* deal with his anger in more constructive ways. The programme had given him a new perspective on relationships. He further stated that he had taken the decision to break the cycle of violence that had shaped his family’s history over several generations.

The final report of the Man-to-Man programme highlighted a low recidivism rate of only 7 out of 100 participants over the 10 programme cycles as an indicator of the effectiveness of the initiative in terms of preventing further cases of violence.¹¹²

¹¹² MoSD. *Final Project Report, Strengthening State Accountability and Community Action for Ending Gender-Based Violence in the Caribbean*. December 2011, p.9.

Consulted UN-Women staff highlighted that the Caribbean office's engagement with perpetrators of VAW, as part of VAW-related prevention efforts, were unique within both UNIFEM and UN-Women. As such, related experiences had the potential to generate relevant lessons and/or valuable discussions throughout UN-Women, despite differing views on whether, how and to what extent the organization should engage in related interventions. At the time of writing, neither UNIFEM nor UN-Women had made efforts to systematically share or discuss related lessons or their implications for UN-Women's overall approach to VAW prevention.

Mid- to long-term results

Consulted stakeholders generally felt a number of positive changes had taken place in Grenada before the period under review which could influence current progress.

Institutional and societal norms and behaviours becoming more supportive of EVAW

Several consulted stakeholders saw an increase in reporting of VAW incidents over the past decade or so, which they attributed to women's increasing awareness of their rights and more men reporting VAW incidents. The evaluation team was not able to access any formal documentation to verify developments in the numbers of reported cases or on who reported them and was not aware of any national tracking system for VAW incidents.

Some interviewed individuals remarked on the positive change in the attitude of the police, both in terms of their behaviour when responding to VAW survivors but also in being less likely to 'overlook' VAW committed by their own colleagues than in the past. While it is impossible to attribute longer-term changes to any one influence or actor, several consulted stakeholders felt that UN-Women's continued efforts around engaging both duty bearers and rights holders, and sharing relevant information on VAW had contributed to enhancing the visibility of and attention to the issue in Grenada. Stakeholders also noted that the work of UNIFEM and now UN-Women around the Man-to-Man project was contributing to changes in public awareness and support for psychosocial interventions, and the need for preventative measures addressing the root causes of VAW.

Government and service providers becoming increasingly accountable to women and girls for prevention, protection and response to VAW

Grenada is seen as a leader in VAW legislative reform in the Eastern Caribbean, in particular following the recent acknowledgement of spousal rape in the criminal code which several other Caribbean countries have not yet addressed. UN-Women is widely seen to have contributed to enhancing the overall legal and policy framework for VAW in Grenada through its support to the compilation of the most recent CEDAW Shadow Report, the SSA project, and its continued collaboration with and support to gender advocates.¹¹³ The draft NSAP on GBV in particular is widely seen as an important step towards ensuring that the government's commitments to EVAW can be put into practice.

4.2.4 UN-Women's intergovernmental mandate

Work related to the intergovernmental/normative dimension of UN-Women's mandate is carried out mainly at the global (headquarter) level. The evaluation therefore explored whether and what types of linkages existed between country-level operational work in Grenada and global-level normative work.

¹¹³ The CEDAW Shadow Report (Section 10.2) specifically mentions UN-Women's funding contributions to the public and NGO sectors in Grenada, and its role in providing consultants, support and training on women's and gender rights and relations.

Consulted stakeholders acknowledged the continued financial and technical support received from UN-Women and UNIFEM for, for example, attending meetings or preparing documents for global intergovernmental fora such as the Commission on the Status of Women (CSW) and CEDAW. They also noted how UNIFEM's financial support had allowed gender advocates from Grenada to participate in global forums for advancing women's rights helping them increase their knowledge and understanding of effective programming, and extending their national advocacy efforts by providing input to global deliberations.

Lessons/Best Practices

Participation of national actors in regional and/or global events (e.g. around CSW and CEDAW) contribute to informing national processes.

Both government and NGO stakeholders specifically highlighted UN-Women's support for developing Grenada's first CEDAW report to the 51st Session in 2012. As noted above, funding was provided to write the NGO Shadow Report which led to government action on legislation pertaining to sexual harassment.

4.2.5 UN-Women's coordination mandate

To date, UNIFEM's and UN-Women's most visible contributions to VAW-related inter-agency coordination in the region have related to the UNiTE campaign.

Many stakeholders in Grenada attended a UNiTE event in November

2012, including the Minister of Social Development, the Honourable Sylvester Quarless. While the UNiTE campaign offers an opportunity to showcase the United Nations system response to ending violence against women and girls as a coordinated and comprehensive United Nations system initiative, some consulted stakeholders noted that the last UNiTE campaign effort was not presented as such. One stakeholder claimed that child sexual abuse had not been sufficiently framed within the broader context of GBV.

The Caribbean launch of the UNiTE campaign in October 2010 was attended by government ministers, members of the judiciary, representatives of government agencies, representatives of the United Nations and organizations working on GBV. Participants agreed to the **Caribbean UNiTE Consensus**, affirming state obligations to end VAW and stating their support to the goals of the campaign.¹¹⁴

Lessons/Best Practices

In the Caribbean, the UNiTE campaign has provided structured occasions for United Nations entities to jointly plan and implement VAW-related activities on an annual basis.

Key challenges to inter-agency coordination on VAW, including through joint programming are: i) the absence of an office of most United Nations entities in each country; ii) the limited human and financial resources of the existing offices, and, as a result, iii) programming tends to focus on short-term interventions and/or one-off events.

¹¹⁴ Caribbean UNiTE Consensus. Available from <http://www.eclac.cl/mujer/noticias/noticias/5/41145/CaribbeanUNITEConsensus.pdf>.

Overall, consulted stakeholders felt that UNIFEM was, and that UN-Women remains, a reliable partner in inter-agency ventures but that the United Nations system as a whole needs a more coordinated response to ending violence against women and girls. Some interviewees suggested that UN-Women should give priority support to the new Gender Equality Coordination Specialist position in the Caribbean subregional office but questioned whether coordination was a UN-Women priority and whether a solid strategy existed to address coordination challenges for this position.

“UN-Women has to be the biggest advocate of joint programming as it’s the only way to infuse ending violence against women and girls, and women’s equality into development thinking. The coordinator position has to comprise strong dialoguing. Shift in thinking comes from dialoguing. UN-Women needs more capacity to influence. It needs to move from the marginal to the mainstream.”

Consulted stakeholder

United Nations entities other than UN-Women are undertaking interventions to end violence against women and girls. For example, UNICEF supports a fathers’ parenting programme and a programme for boys on masculine identity. UNICEF and UNFPA also support the LACC’s alternatives programme for youth in conflict with the law. Stakeholders saw these programmes as opportunities for UN-Women to provide technical support, strengthen its approach and expand its efforts on working with men.

Several stakeholders recommended UN-Women seek additional strategic entry points for inter-agency coordination on ending violence against women and girls, such as public security, climate change and alternative energy development programming.¹¹⁵

4.2.6 Sustainability of results

The table below summarizes some key factors likely to support or hinder the sustainability of results achieved to end VAW in Grenada to date.

Exhibit 4.2 Factors likely to affect sustainability

Dimension	Supportive Factors	Limiting Factors
Institutional response of state machinery	<p>There is adequate knowledge, infrastructure and access to resources to move forward with the agenda on ending violence against women and girls.</p> <p>Grenada has completed its first CEDAW report, showing a high level of government commitment to securing women’s equality and to ending violence against women.</p> <p>The development of the draft NSAP to end GBV in Grenada 2012-2017 by the MoSD indicates some level of state commitment. Its implementation will be supported by legislative reforms and through implementation of the UN Trust Fund project <i>State Response to End Violence Against Women: Legislative and Policy Reform Implementation Programme, 2011-2014</i>.</p> <p>Institutional changes such as the reform of the police training curriculum to better address VAW.</p>	<p>The dominant ideology put forward in the state response tends to reinforce a division of labour by gender and gender inequality and inequity.</p> <p>As the CEDAW Committee notes, the Government of Grenada takes its time in addressing violence against women and girls. Grenada has yet to sign the CEDAW Optional Protocol.</p> <p>The achievement of NSAP goals will require strong intergovernmental agency collaboration and commitment and extensive capacity-building across sectors.</p>

¹¹⁵ These last points were also suggested as possible areas for expanding UN-Women’s work on women’s economic empowerment.

Dimension	Supportive Factors	Limiting Factors
Coordinated and informed NGO/CSO response	The NGO/CSO community is creative and resourceful. They have formed close ties with one another to share resources and ensure stronger intervention impact. They also work closely with government. NGO/CSO commitment to ending violence against women and girls has been maintained as a priority for a long period of time.	Economic uncertainty and the fragmented approach of development agencies to funding make sustained interventions difficult. Sustainability of results in society at large is at risk. Unless the government fulfills its obligations, the NGO/CSO sector will continue to struggle to maintain its impact. This drain on resources means that initiatives have to be repeated over the years with very small gains.
Transforming masculinities	Men are becoming more open to critically assessing their thinking and behaviour regarding ending violence against women and girls. There is now a foundation upon which future work with men can be based.	Without an institutional shift in government, gender inequality will persist in Grenada. Government discourse based on patriarchal notions of male power in the social order is an obstacle to sustainable changes in ideology.

Overall, the existing supporting factors in Grenada create an environment conducive for the continuation and dynamic adaptation of results achieved to date. Document review and stakeholder consultations alike emphasized the strong potential inherent in the draft NSAP, but also highlighted the significant challenges for its operationalization and implementation. While there is considerable commitment and increasing capacity among national stakeholders – both within and outside of government – continued financial and technical support will be required to continue and expand achievements made to date, including those related to the NSAP.

4.3 Organizational strengths and weaknesses in managing EAW: Lessons learned

This section presents evaluation findings on UN-Women’s organizational strengths and weaknesses, and lessons learned from its predecessor entities in view of planning, implementing, monitoring and evaluating their EAW-related work.

Strengths and weaknesses¹¹⁶

Consulted stakeholders emphasized some strengths of the UNIFEM Barbados office team which had positively influenced its ability and approach to planning and implementing VAW-related interventions during the period under review.

Lessons/Best Practices

In the Caribbean, UNIFEM’s successful work in facilitating regional partnerships has been helped by the comparatively small size of the region and each of its states, and by the similarities between the countries’ legal and political systems.

UNIFEM’s status as a United Nations entity allowed it to play a facilitating role, and contributed to leveraging the status of and resources for national actors.

Resourcefulness and partnership building:

All stakeholders regarded UNIFEM’s ability to extend its reach despite limited resources a strength, and noted that it has reached out by building partnerships and maintaining close ties with stakeholders. UNIFEM’s engagement has helped put mainstream ending violence against women and girls

¹¹⁶ UNIFEM Caribbean Office. *Engaging Men as Partners for Gender Equality in the Caribbean*. Proposal for Funding to the Government of Iceland, December 2007.

onto the agenda of several government agencies. Partners described the former Regional Programme Director as a driving force for reform.

Increasing visibility and access to resources: Several stakeholders noted that UNIFEM increased the regional visibility of their partners' work. NGOs and governmental agencies reported UNIFEM's support has increased their credibility and inspired other United Nations entities and donors to support their work. One interviewee commented that "*work with UNIFEM and now UN-Women has given regional visibility to [our organisation] which has generated more funding [from other sources] and given us leverage*" in the socio-political arena.

Some respondents also noted that, due to this increased visibility, the capacity of their staff improved through exposure to diverse and complex national and regional work, leading to more integrated and meaningful national endeavours. One interviewee said UN-Women and UNIFEM had both helped forge stronger relationships between NGOs.

Strategic interventions and sustainability: Several consulted stakeholders commended UNIFEM for its targeted approach. Specifically, the SSA project was seen as an extremely relevant and strategic venture that had significant impact and which supported the national machinery to end violence against

"Men as Champions of Change" engaged 26 men from a cross-section of communities and organizations in a two-day workshop. The goal was to create a cadre of men who could effectively engage in public advocacy on ending violence against women and girls, and equip them with tools to manage the issues and challenges they would face as agents of change.¹¹⁷ The intervention never gained momentum and some beneficiaries reported that there was no follow-up to sustain participant interest in the programme.

women and girls in fulfilling its mandate. The Partnership for Peace project was also praised and stakeholders credited the sustained support received over a critical period of time for the success of the project. By the time funding was discontinued, the programme had attracted funding from international donors and the Government of Grenada. Some respondents even suggested that the model might be replicated in other programmes.

Institutional stability and sustainability: According to some consulted stakeholders, the transition from UNIFEM to UN-Women has added new layers of bureaucracy. Some stakeholders worry that new interventions, including the disbursement of funds, will be centralized at the government level. One NGO respondent felt that funds should not be channelled primarily through the government (as was the tendency under the SSA project) as "*this level of state control may undermine the work of NGOs and result in the neglect of certain populations.*"

An NGO stakeholder noted that access to funding to sustain programmes to end violence against women and girls is fragmented: when thematic focuses change the funding focus also changes. This hinders impact and effectiveness of programmes, almost cancelling out previous efforts. Recent staff turnover within UN-Women was also noted as a potential challenge for sustainability due to the close and positive working relationship that partners had established with the long-term serving staff members.

Short-term, project-based interventions and sustainability: Sustainability was a main concern for the majority of stakeholders who felt that project-based funding fragmented the approach to ending violence against women and girls and work on gender equality. While interventions often generated some momentum, this was not always sustained due to lack of follow-up.

Addressing VAW as a cross-cutting issue: There was general agreement that, due to its complexity, VAW

In an economic livelihood project supported by UNIFEM and implemented by GRENCODA, women participants learned about violence against women and girls, their rights, and gained computer and entrepreneurship skills (livelihood projects are often based on the premise that if women become financially independent they will be less likely to stay in abusive situations). The participants started a business raising chickens, but the feed became too expensive and the business generated was not enough to sustain them.

¹¹⁷ Op. cit. 25. p. 12.

needed to be addressed by a variety of approaches and avenues, including by integrating it into programming which focuses on other aspects of gender equality. Several stakeholders also noted that VAW in Grenada was closely linked to economic empowerment, since many women stayed in abusive relationships because they were economically dependent. While UN-Women initiatives on economic empowerment had made efforts to link the issue with VAW, some stakeholders felt that overall UN-Women's work in this area could be strengthened and become more innovative. For example, it was noted that existing programming tended to focus on traditional sectors such as the clothing industry, while not yet making full use of opportunities related to emerging market in which women could build skills, e.g. alternative energy/solar technologies.

Monitoring and evaluation (M&E): Stakeholders agreed that M&E needs attention and regretted the lack of resources to help them engage effectively in these activities. One respondent noted that his organisation tries to engage in work in the same communities and attempts to chart progress through observation of the socio-economic conditions of women and girls over time. However, this is not a comprehensive and viable approach and in order for results to be tracked and sustained, M&E resources have to be provided as part of project implementation.

Technical support and accessibility: All stakeholders applauded the technical support provided by UN-Women staff and their willingness to assist partners. One stakeholder commented *“there is an ongoing closeness that we have with UN-Women. We have a good sense of each other’s work and this assists in grounding our own work. We do not feel as isolated.”*

National and regional integration of work: Stakeholders appreciate UN-Women’s integrated approach to ensure partners are included in local, regional and global ventures (e.g. through sharing of resources, attendance in strategic planning meetings and relevant conferences, consultations and capacity-building activities). Stakeholders were grateful that UN-Women consistently informs them of important meetings on CEDAW and CSW, and other activities taking place at the global level. While UN-Women cannot always support attendance, stakeholders appreciate that it has maintained a comprehensive approach to national and regional development through a global grounding.

Capacity-building: Evaluation respondents noted the contribution of UN-Women to supporting capacity development of state and non-state actors through provision of key resources; exposure at national, regional and international meetings; and training initiatives. They also noted, however, that gender analysis must be mainstreamed in the

development process, and that increasing the technical capacity of government agencies and NGOs to do this themselves is critical. They also expressed a desire to increase local capacity so that fewer outside consultants will be needed to undertake work related to ending violence against women and girls. As one respondent commented, *“we have to update policies; we need in-house capacity for that. We would like to increase local expertise and engage in training on mainstreaming gender analysis for the public service.”*

Support to survivor services: Stakeholders voiced concern over the lack of investment in survivor services on the part of UN-Women, particularly shelters for battered women. Mental health services and access to skills training are also seen as crucial and underfunded. As one stakeholder commented, *“women tolerate violence as a result of economic dependency.”*

Limited country presence: Stakeholders noted that the lack of a country presence in Grenada had limited UNIFEM’s ability to reach out to the public. They pointed to UNICEF as an example of a (larger) United

Lessons/Best Practices

UNIFEM provided direct support for capacity-building by sponsoring attendance at the Summer Institute of Gender and Development Studies hosted by the Institute for Gender and Development Studies at the University of the West Indies Caverhill Campus.

Several stakeholders noted this as a best practice. Some suggested that the service should be extended to the University’s open campus in Grenada or perhaps through an online option.

Nations entity which, due to its size and country presence, had been able to make deeper inroads into the state machinery and become a household name.

Implications for UN-Women

Most, if not all, of the observations on organizational strengths and weaknesses continue to (positively or negatively) influence UN-Women’s current work on VAW, as further explored in Section 4.4 below. UN-Women is able to build upon and expand the strong national and regional level networks established by UNIFEM. Also, UN-Women can build on UNIFEM’s positive reputation for its technical expertise and professional dedication. At the same time, UNIFEM’s organizational weaknesses have not yet been effectively addressed and are therefore likely to continue to affect the work of UN-Women. This applies in particular to the challenges arising from the absence of a country presence and the limited number of staff dedicated to EVAW work. Moreover, UN-Women will have to continue to rely on ad hoc donor funding, rather than core funding, which will continue to make it difficult to adopt a programme, rather than project-based, approach.

4.4 UN-Women’s strategic positioning

This evaluation question examines the extent to which UN-Women has strategically positioned itself to add value in preventing and responding to VAW in global, regional and national contexts.¹¹⁸

UN-Women’s strategic positioning with regards to VAW in Grenada is also influenced by the organizational strengths and weaknesses outlined in Section 4.3 above, and by the contextual factors noted in Chapter 2 and other sections of this report.

Contextual factors¹¹⁹

The Caribbean is a complex geopolitical area. Cultural, social and economic factors are similar in member countries, but gender inequality and the emergence of violence against women and girls vary. Interventions must be strategic and based on country-specific needs and capacities, especially given the United Nations system’s current regional approach.

Key contextual factors characterizing work to end violence against women and girls in Grenada include UN-Women’s limited in-country presence; lack of resources for sustainability of programmes; weak inter-agency coordination mechanisms; and the current economic insecurity of Caribbean countries, compounded by their classification as middle-income countries.

Progress in defining and operationalizing UN-Women’s mandate

The process of defining and operationalizing UN-Women’s overall mandate and defining implications for VAW-related work in particular is still ‘work in progress’ and both UN-Women staff in the Barbados office and UN-Women partners in Grenada require further guidance and clarification. Key observations are outlined below.

- Several NGO and United Nations entity respondents commented on UN-Women’s marginal status in the United Nations system. One

Lessons/Best Practices

Consulted NGO and United Nations representatives felt that the status of women’s issues in the wider development agenda was fragile. They spoke protectively of the entity, worrying that if UN-Women did not emerge strongly in its new entity status, their own work on ending violence against women and girls, and women’s equality would derail.

¹¹⁸ GRENCODA. *Institutional Strengthening of the Grenada Legal Aid and Counselling Centre: Support for Psycho-Educational Programming. Proposal to UN-Women* by GRENCODA on behalf of the LACC programme. 2012.

¹¹⁹ Op. cit. 27.

stakeholder suggested UN-Women reposition itself closer to the centre of the action at the United Nations saying “UN-Women walks into a room and then explains why they are there; they need to walk into the room with the authority to be there and just do what needs to be done.”

- Another stakeholder commented “UN-Women [needs to address] its own consciousness of the complexities of women’s subordination in Grenada” to make interventions more strategic.
- NGO stakeholders expressed concern that UN-Women has less contact with government in Grenada than other United Nations entities. They felt there should be more consistent interaction with government, regardless of what projects/programmes are being negotiated or are ongoing.
- Some NGO stakeholders voiced uncertainty about the future of their relationship with UN-Women. In the wake of its transition from UNIFEM, key staff have changed including the Regional Programme Director and a long-serving programme specialist.

There was a general sense from stakeholders that while UN-Women and UNIFEM’s work has been relevant in Grenada, it needs to be more firmly grounded in a sustainable framework and that to make a sustained impact, interventions need to be more strategic.

5. Recommendations

The following suggestions and recommendations to the UN-Women offices in Barbados and headquarters are based on the data collected for the country case study.

Strategic question 1: Contributions to results

The UN-Women multi-country office in Barbados should:

- 21) **Support the implementation of the NSAP for GBV:** UN-Women should explore how (within the limitations of its financial and human resources) it can best continue to support the implementation of the NSAP, e.g. by assisting the MoSD develop a feasible, graded and staged approach to implementing the strategy and/or monitor its implementation.
- 22) **Encourage and support measures to enhance sustainability of capacity development initiatives:** UN-Women, and national partners (including NGOs and possibly government) may want to explore whether and how existing opportunities for ERAW-related training and resources in Grenada could be further strengthened and systematized to ensure consistent quality and sustainability of interventions. The latter should take into account measures such as the long-term tracking of participants, and the provision of appropriate follow-up to monitor results and ensure sustainability.
- 23) **Support and promote collaborative programmes between men's and women's organizations:** At the time of this study, GNOW had two male interns specializing in information technology (IT). This situation exposes men to GNOW's work, whilst it benefits from free IT services. UN-Women can play a role in sharing related experience and examples of good practice among its partners to encourage similar efforts of including men in planning and organizing work related to ending violence against women and girls.

Strategic question 2: Organizational strengths/weaknesses

The UN-Women multi-country office in Barbados and at headquarters should:

- 24) **Enhance systems to report on results and lessons learned:** The UN-Women Caribbean office should strengthen its M&E, and knowledge management capacities so that it can more systematically capture contributions to results as well as lessons learned. This may, however, not be possible without additional dedicated financial and human resources, as outlined in Recommendation 8.
- 25) **Further develop its theories and approaches to prevention of VAW:** Given the uniqueness¹²⁰ of its work with perpetrators of VAW as a strategy for preventing VAW, the Caribbean office could significantly contribute to shaping UN-Women's still evolving corporate understanding of and approaches to preventing VAW. The Caribbean office should be proactive in capturing and sharing related lessons and successes with key actors (in particular the ERAW section at UN-Women headquarters), and ensure that related considerations are taken into account within internal strategic planning processes.
- 26) **Maintain accessibility to national partners:** UN-Women should safeguard partner relations, particularly with NGOs and individual resource persons working at the state level. While the United Nations system is increasingly centralizing country interventions within the state machinery, this can be detrimental to achieving UN-Women's goals to end violence against women and girls, and gender equality in general. Grenadian partners have proven to be reliable

¹²⁰ Unique within UN-Women.

and legitimate agents of change with great community and national influence. Direct links with these partners should continue to be prioritized and maintained in order to continue and build upon the basis of mutual trust and support established under UNIFEM.

- 27) Ensure that different staff members' **roles and responsibilities** are clearly defined in terms of UN-Women's thematic priorities (including for VAW), and that existing capacity gaps (e.g. available numbers of staff or specific knowledge and skills) are identified and communicated to key partners.

UN-Women headquarters should:

- 28) Ensure that the **human and financial resources** for the Caribbean multi-country office are aligned with the expanded mandate of UN-Women and are adequate to carry out VAW-related programming and inter-agency coordination tasks, as well as for strengthening M&E capacities at the country level.

Strategic question 3: UN-Women's strategic positioning

UN-Women headquarters should:

- 29) As soon as feasible, **provide and share corporate and/or regional guidance** on: i) how to operationalize UN-Women's mandate, in particular as regards inter-agency coordination; and ii) UN-Women's corporate (and regional) understanding of and approach to addressing/ending VAW.

UN-Women headquarters and the multi-country office in Barbados should:

- 30) **Proactively shape the UN-Women 'brand'**: As one stakeholder put it, women's equality work in Grenada is often met by a sexist attitude. While this attitude reflects the dominant patriarchal ideology that UN-Women seeks to transform, it also constitutes an honest expression of how its work is perceived by many. What image can UN-Women put forward to generate a more positive response? It may be worth exploring the feasibility and potential benefits of developing a targeted branding strategy for the Caribbean office that makes it distinct and culturally accessible. Related considerations would be guided by questions such as: What characteristics does UN-Women wish to embody in the Caribbean in order to have the strongest impact? How can UN-Women be made accessible to the general population, not just to existing partners? How can the UN-Women mandate be communicated without garnering habitual, often dismissive responses?

6. Implications for the overall evaluation

The following observations made in the context of the Grenada case study deserve particular attention when comparing the results of all seven country case studies conducted as part of this evaluation, as well as in compiling the overall synthesis evaluation report:

- The particular nature of the Caribbean as a comparatively small geographic (sub)region consisting of small island states with similar cultural, political and socio-economic contexts;
- The strong emphasis given by UN-Women and UNIFEM on working at the (sub)regional level as a way to use available resources efficiently, and also stimulate (sub)regional dynamics for change;
- The emphasis placed on strengthening state accountability for preventing and responding to VAW, with the development of a NSAP as a key tool for furthering this accountability; and
- The various efforts and often creative approaches used for working with men and women, girls and boys at the community level to positively influence VAW prevention.

The table below summarizes key information from the Grenada country case study which is relevant in informing the overall evaluation, in particular in view of the evaluation's objective of elaborating one (or more) theory/theories of change for UN-Women's work on EAW. The information is structured according to the three dimensions of UN-Women's mandate.

Exhibit 6.1 Implications for the overall evaluation

Dimension	UN-Women strategies/Types of interventions in Grenada	Linkages to results outlined in reconstructed corporate results logic	Implicit assumptions underlying VAW work in Grenada/Risks
Operational	<ul style="list-style-type: none"> • Support for gender-responsive and human rights-based capacity building programmes for service providers in multiple sectors. • Ensuring the use of current information and resources through up-to-date materials to ensure that approaches to end violence against women and girls reflect global best practices. • Ensuring national ownership and strengthening national response to violence against women and girls through intergovernmental and NGO collaboration and information exchange. • Ensuring regional cooperation and impact through regional planning processes. • Promoting research for evidence-based programming. • Supporting national partners in organizational policy development to guide 	<ul style="list-style-type: none"> • Grenada has enjoyed a high success rate with the Partnership for Peace (Man-to-Man) batterer intervention programme; however, the results framework does not adequately capture these results. • Specific result areas related to rural women and economic livelihood interventions would be useful as these are weak programmatic areas. • A section documenting advances in the research capacity of national stakeholders on violence against women and girls would be very useful. • Partners' work guided by CEDAW. 	<ul style="list-style-type: none"> • There is the required level of political will to engage in work to end violence against women and girls. The impact of such work can be sustained through mainstreaming gender analysis into policies and programmes. • Sustainability of results of interventions to end violence against women and girls requires national ownership of implemented programmes. • To ensure sustainability of results, programmes must be relevant and must work from the ground up as well as from the top down. • Evidence-based interventions ensure relevance and promote state accountability. • National resource persons must be recognized as advocates for ending violence against women and girls, and efforts of NGOs must be given support and visibility. • Approach is accepted as the main framework for engaging in work to end violence against women and girls.

Dimension	UN-Women strategies/Types of interventions in Grenada	Linkages to results outlined in reconstructed corporate results logic	Implicit assumptions underlying VAW work in Grenada/Risks
	<p>internal and inter-agency relations on VAW-related work and services.</p> <ul style="list-style-type: none"> • Supporting prevention by working with batterers through the court system. 		
Inter-agency coordination	<ul style="list-style-type: none"> • Mobilizing around the UNiTE campaign. 	<ul style="list-style-type: none"> • Contribution to enhancing United Nations system mobilization of activities and investments to end violence against women and girls. 	<ul style="list-style-type: none"> • Challenges in securing continued participation and financial contributions from other United Nations entities for joint VAW activities under the UNiTE campaign. • Limited ownership and shared understanding of the joint nature of work related to the UNiTE campaign.
Normative	<ul style="list-style-type: none"> • Supporting CEDAW reporting and including national partners in the global discourse on ending violence against women and girls. 	<ul style="list-style-type: none"> • UN-Women's and national partners contributions to regional and global discussions. 	<ul style="list-style-type: none"> • The human rights-based approach.

Appendix I National Reference Group

Ms. Elaine Henry-Mc-Queen - Senior Programme Officer, Division of Gender and Family Affairs.
Ministry of Social Development

Ms. Jacqueline Lorice Pascal, Project Coordinator, Grenada National Organisation of Women (GNOW)

Ms. Jacqueline Sealey Burke, Director, Legal Aid and Counseling Clinic (LACC)

Appendix II Case Study Methodology and Evaluation Matrix

Purpose

The country site visits provide context specific insights to both the evaluation’s backwards and forward-looking components. The retrospective insights involve gathering information on the ‘distance travelled’ in terms of EVAW to date; the contributions of UN-Women’s predecessor entities to this progress in the respective country (including questions about linkages between country specific operational work, coordination and regional/global normative work); and context specific lessons learned. The forward-looking perspective will review factors shaping UN-Women’s current strategic positioning for VAW-related work in each country, and will explore the needs and expectations of UN-Women’s country and/or regional based staff and other United Nations entities with regards guidance and support.

Approach

The case studies contribute to specific evaluation sub questions identified in the evaluation matrix in the Inception Report. A more specific breakdown of the lines of inquiry applied to each country, and their respective contributions, is provided below and was used in developing data collection instruments.

LINES OF INQUIRY METHODS	Case Studies					
	Country records	Observation	UN-Women interviews	National Government interviews	UN CMT interviews	CSO focus interviews or focus
EVALUATION QUESTIONS						
1. For the period 2008-2011, what was the contribution to results made by UN-Women’s predecessor entities towards ending violence against women and girls? What are related lessons learned?						
1.1 During the period 2008-2011, how did contextual and environmental factors affect or influence the VAW work of UN-Women’s predecessor entities?	√		√	√		√
1.2 How relevant and responsive has the work of UN-Women’s predecessor entities been to global, regional and national commitments and priorities including those within the United Nations?			√	√	√	√
1.3 What have been UN-Women predecessor entities’ key contributions to achieving national results on preventing VAW and expanding access to services at country level?	√		√	√		√
1.5 What have been UN-Women’s predecessor entities’ contributions to results with regards to coordinating EVAW related efforts inside (and outside) the United Nations system?	√	√	√	√	√	√
1.6 To what extent are the global, regional and national-level results achieved with the support of UN-Women’s predecessor entities likely to be sustained over time?			√	√		√
1.7 What are the implications of results achieved in EVAW to date and related lessons learned for UN-Women’s current and future work in this area?			√	√	√	√
2. What have been and are organizational strengths and weaknesses of UN-Women and lessons learned from its predecessor entities in view of planning, implementing, monitoring and evaluating their EVAW related work?						

LINES OF INQUIRY METHODS EVALUATION QUESTIONS	Case Studies					
	Country records	Observation	UN-Women interviews	National Government interviews	UN CMT interviews	CSO focus interviews or focus
2.1 What have been the strategic organizational strengths and weaknesses of UN-Women's predecessor entities in designing, implementing, and monitoring and evaluating EVAW related interventions?	√	√		√		√
3. To what extent has UN-Women strategically positioned itself to add value in preventing and responding to VAW in global, regional and national contexts?						
3.1 What have been key developments in the global, regional, national and United Nations contexts since the creation of UN-Women, and how have these (positively or negatively) affected UN-Women's ability to fulfill its normative, operational and coordination obligations in relation to EVAW?	√		√	√		√
3.2 What progress has UN-Women made to date in clearly defining and operationalizing its mandate for EVAW aligned with its normative, operational and coordination dimensions?	√		√		√	

Data collection instruments were developed for the October Jamaica country visit and have been revised based on this pilot. The revised interview guides accompany this briefing note and case study team members were briefed on the evaluation approach and interview guide. Interview notes were recorded by the team members using the guides, allowing for analysis within each country and across the country case studies. An interview record template and document review tool were also provided.

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Appendix IV Stakeholders Consulted

Organisation	Role/Title	Method of Communication
Ministry of Legal Affairs, Foreign Affairs, National Security Information, & Public Administration	Prime Minister and Minister of Legal Affairs, Foreign Affairs, National Security Information, & Public Administration	Individual Interview
Ministry of Social Development	Minister of Social Development	Individual interview
Ministry of Social Development	Permanent Secretary	Two person interview
Division of Gender and Family Affairs, Ministry of Social Development	Senior Programme Officer	Individual and two person interview
Domestic Violence Unit, Ministry of Social Development	Coordinator	Individual Interview
Ministry of Health	Minister	Individual Interview
State Accountability Project	Beneficiary Police Officer	Individual Interview
Partnership for Peace/Man to Man Programme, Champions for Change	Beneficiary	Individual Interview
Royal Grenada Police Force	Commissioner	Individual Interview
Grenada National Organisation of Women (GNOW)	Project Coordinator	
Legal Aid and Counselling (LACC)	Director	Individual Interview
Grenada Community Development Agency (GRENCODA)	General Secretary	Individual Interview

Appendix V Sample Interview Protocol (for NGO/CSO Partners)

Interview Guide CSO Representatives

Introduction: An external company has been engaged to undertake an evaluation of UN-Women’s work on ending violence against women and girls. This thematic evaluation includes studies of ending violence against women and girls work in seven countries and this interview will contribute to your country case study. Thank you for agreeing to this interview. This document is intended to be a guide for our discussion, which I expect will take roughly one hour. All interviews are confidential, in that information you provide will only be reported in aggregate, summarizing all key informant interviews without attribution to the sources.

Guiding Questions	Prompts (What to probe for)
<p>1. Your role</p> <p>1.1 Can you briefly describe your role on work to end violence against women and girls?</p> <p>1.2 What is the nature of the relationship between your organization and UN-Women as regards EVAW?</p>	<p>How much of your organization’s work on ending violence against women and girls is connected to or funded by UN-Women?</p>
<p>2. Relevance</p> <p>2.1 To what extent has UNIFEM and UN-Women’s violence against women and girls work been aligned with the needs and priorities of [insert country]’s Government and population?</p>	<p>For example in view of priorities outlined in national action plans, strategies or other guiding documents</p> <p>Needs, e.g. in terms of technical capacities, financial resources, facilitation, access to networks etc.</p>
<p>3. Contributions to Results</p> <p>3.1 What types of support have you received from UN-Women to support your EVAW work?</p>	<p>Does UN-Women provide your organization with useful data, information and knowledge on ending violence against women and girls work? If yes, can you give examples of information/tools that were helpful to you?</p> <p>Does UN-Women help you/ your organization participate in any networks domestically, regionally or globally that inform ending violence against women and girls work?</p> <p>Any other types of support?</p>
<p>3.2 Other than UN-Women, do you work with other United Nations entities? If so who and on what interventions?</p>	<p>How would you compare the relationship with UN-Women to that with other United Nations entities and why?</p>

Guiding Questions	Prompts (What to probe for)
<p>3.3 In your view, what have been specific results of work to end violence against women and girls supported by UN-Women and UNIFEM in [insert country] over the last four years?</p>	<p>For example in view of:</p> <ul style="list-style-type: none"> a) Legislation and policies adopted and implemented to respond to and prevent violence against women and girls; b) Women and gender advocates influencing policies, actions and budgets to address violence against women and girls; c) National and local-level authorities enhancing the number and/or quality of critical services to survivors of violence against women and girls; d) Awareness of, and public support for ending violence against women and girls from decision makers, leaders, and community members; e) Other and/or unintended results
<p>3.4 How would you assess [insert country]'s overall progress on ending VAW from 2008 – present and why?</p> <p>3.5 To what extent and how has UNIFEM and UN-Women's work contributed to these changes?</p>	<p>For example in view of:</p> <ul style="list-style-type: none"> a) Institutional and/or societal norms and behaviours have become more supportive of ending violence against women and girls; b) Government and service providers are accountable to women and girls for prevention, protection and response to violence against women and girls; c) Women and girls who are survivors of violence demand, and have increased access to critical services, including justice; <p>What other factors/actors beyond UN-Women's work are likely to have contributed to these changes (or the lack thereof)?</p>
<p>3.6 In your view, to what extent and how have contextual factors or developments supported or hindered UN-Women and other actors in achieving violence against women and girls-related results?</p>	<p>For example, changes in the socio economic and/or political environment; changes in social contexts (e.g. norms, values, priorities of different groups)</p>
<p>3.7 Based on your experience, what are key lessons learned as regards the question of 'what works and what does not' in violence against women and girls programming?</p>	<p>For example, in view of specific approaches/strategies; including working with specific stakeholder groups (men, boys), in specific sectors, or using innovative/creative methods.</p> <p>Which have worked well, which have not? Why?</p>

Guiding Questions	Prompts (What to probe for)
3.8 How has the issue of sustainability been addressed or considered in interventions in [insert country]?	For example, by ensuring that capacity is institutionalized; by providing follow-up support; by strengthening national ownership and leadership, as well as partnerships among key actors
4. Strengths and weaknesses	
4.1 Looking back over the last four years, can you identify any specific organizational strengths of UNIFEM or UN-Women that should be capitalized on in future?	For example, related to skills/expertise, human and financial resources, tools, reputation, dedication, partnerships, way of working etc.
4.2 In that same timeframe, are there organizational weaknesses that have negatively affected UN-Women's/UNIFEM's violence against women and girls work in [insert country] and require attention going forward?	Related to the main dimensions of UN-Women's mandate: operational, normative, inter-agency coordination
5. Strategic positioning	
5.1 What are the most significant opportunities and barriers to successful work to end violence against women and girls in [insert country]?	Going forward, what is critical to success in [insert country]'s efforts to ending violence against women and girls?
5.2 In your view, what would it mean for UN-Women to be 'strategically positioned' to fulfill its mandate in relation to violence against women and girls in [insert country]?	Positioning relative to, for example: UN-Women having a clearly defined approach and the capacity to operationalize its mandate to end violence against women and girls.
5.3 Do you have any suggestions how UN-Women could further enhance its strategic positioning in view of violence against women and girls-related work in your country?	UN-Women's partners (in particular other United Nations entities) have a shared understanding of, and are in agreement with, UN-Women's leadership in and approach to ending violence against women and girls Other?

Thank you for your contribution to the evaluation!

Appendix VI Brief Project Descriptions

1. Strengthening State Accountability and Community Action for Ending Gender-Based Violence in the Caribbean

The project was funded by UN-Women and supported by the Association of Caribbean Commissioners of Police (ACCP). It was implemented by the Ministry of Social Development (MoSD) from January 2010 - November 2011 and had a budget of \$65,000.¹²¹

Long-term goal: To end GBV through strengthened and responsive state and civil society actions
Short-term objectives:

- i. Develop multi-sectoral strategic plans to address the protection, prevention and punishment of sexual and GBV;
- ii. Build competencies of the justice and security sectors, and the non-governmental sector to respond effectively to GBV;
- iii. Build a monitoring framework to ensure state accountability and end impunity through civil society-state partnerships; and
- iv. Promote a gender-sensitive, youth-focused social communications strategy on GBV.

The expected outputs of the project were:

- A NSAP for GBV;
- Baseline report on the justice and security sectors;
- Development of complaints and response protocols;
- Culturally and age appropriate advocacy materials on GBV targeting school youths, community spaces and faith-based institutions;
- Strengthened technical competencies of police and prosecutors;
- Police internship programme;
- Trained community-based young women and men in advocacy and peer interventions; and
- Network of male advocates trained – Champions for Change.

2. Man-to-Man Batterer Intervention Programme

Starting in 2004, UNIFEM supported efforts to develop a standardised approach to batterer intervention programmes in the Caribbean. The work built on related efforts of Economic Commission for Latin America and the Caribbean (ECLAC) and the Canadian International Development Agency (CIDA) who had agreed that batterer intervention programmes needed to be guided by some basic principles that included the prioritisation of the safety of the abused and the acknowledgement of accountability and responsibility by the perpetrator.

UNIFEM convened a regional expert group meeting in 2004, and in 2005, commissioned the Grenada LACC to implement a Batterer Intervention Pilot Project in Grenada. UNIFEM, supported by a project expert group then embarked on developing a regional training strategy for Caribbean countries. To this end, workshops for training of facilitators were initially held in Grenada, St Lucia, and Trinidad and Tobago.

¹²¹ Op. cit. 25.

The programme is a 16 week psycho-educational intervention based on women's human rights and perpetrator accountability. A comprehensive programme manual and operational guideline for management of the programme have been created. Based on the success of the Grenada programme with UNIFEM support, the regional equivalent of the programme Partnership for Peace – A Violence Prevention Programme has been extended to Belize, the British Virgin Islands, Jamaica, St. Lucia and Trinidad.¹²²

3) UN Trust Fund: Community Support Network for Women Experiencing GBV, 2007-2010 – GNOW

Women in Grenada confront huge gaps in response mechanisms to violence. Sexual harassment goes unchallenged, marital rape is not recognized by law and there are no medical protocols for treating victims of rape, domestic and sexual violence. The project is helping mobilize community activists to form a community network of trained volunteers to assist survivors of violence through a process of healing and empowerment, accessing support services and realizing rights. It is developing national protocols and laws for treatment of cases of VAW and guidelines for the Ministry of Labour to address sexual harassment in the workplace. The Domestic Violence Unit within the MoSD and members of the police force have received training on how to deal with domestic violence, and these efforts will be further strengthened and advocacy deepened to criminalize marital rape and sexual harassment.

4) UN Trust Fund: State Response to End VAW - Legislative and Policy Reform Implementation Programme, 2011-2014 – MoSD

This multi-sectoral initiative is led by the MoSD and aims to increase outreach to survivors, improve the quality of health and justice services, and coordinate systematic data collection to ensure accountability. The project links and engages police and law enforcement officials, the justice sector, social services, health personnel, the education system, faith-based organizations, trade unions, women's organizations and policy makers. In order to address impunity, the project aims to create a special victims unit in several of the key state agencies, including the police force.

¹²² Op. cit. 31.

Appendix VII Preliminary Results Model¹²³



¹²³ As outlined in the evaluation Inception Report.

Appendix VIII Implementing the National Strategic Action Plan

The table below provides an overview of the envisaged roles of different government and non-government actors as regards the implementation of the recently developed draft NSAP to reduce GBV in Grenada 2012-2017.

Stakeholder Agency	Key Roles
Ministry of Social Development (including the Domestic Violence Unit within the Division of Gender and Family Affairs)	<ul style="list-style-type: none"> - Planning for implementation, M&E of the NSAP - Programming for victims, witnesses, perpetrators, and others affected by GBV - Providing direct social and psychological services - Providing economic support to victims and their families - National sensitization and community education - Advocating, facilitating, coordinating and monitoring for effective programming by other stakeholders
Ministry of National Security	<ul style="list-style-type: none"> - Recognition of GBV as a category of crime and adopting appropriate mechanisms to address it
Royal Grenada Police Force	<ul style="list-style-type: none"> - Law enforcement, including emergency response, investigation, charging and prosecution
Ministry of Health and health care facilities	<ul style="list-style-type: none"> - Health-care services (physical and mental) - Providing medical and legal responses
Ministry of Education and educational institutions	<ul style="list-style-type: none"> - Formal education at all levels, including general education, and specialized training for pre-service and in-service professionals - Policies for staff and students
Ministry of Legal Affairs	<ul style="list-style-type: none"> - Legislative reform - Ensuring/facilitating justice
Civil society actors, such as NGOs, CBOs, faith-based organizations and the private sector	<ul style="list-style-type: none"> - Provision of direct social and psychological services - Advocacy - National sensitization and community education - Partnership, engagement and involvement

Thematic Evaluation of the Contribution of UN-Women to Prevent Violence against Women and Expand Access to Services

Country Case Study: Guatemala



Siglas

ACCD	Catalan Agency for Development Cooperation
ACNUDH	Alto Comisionado de las Naciones Unidas para los Derechos Humanos
AECID	Agencia Española de Cooperación Internacional
AGEM	Agenda Económica de las Mujeres
AMIRF	Asociación de Mujeres para Estudios Feministas
BMZ	Federal Ministry of Economic cooperation and Development (Germany)
CAIMUs	Centros de Apoyo Integral a las Mujeres Sobrevivientes de Violencia
CAT	Comité contra la Tortura
CEDAW	Convención sobre la Eliminación de todas la Formas de Discriminación contra la Mujer
CEH	Comisión de Esclarecimiento Histórico
CICAM	Centro de Investigación, Capacitación y Apoyo a la Mujer
CICIG	Comisión Internacional contra la Impunidad en Guatemala
COCODES	Consejos Comunitarios de Desarrollo
CODEDES	Consejos Departamentales de Desarrollo
CODISRA	Comisión Presidencial contra la Discriminación y el Racismo contra los Pueblos Indígenas en Guatemala
COMUDES	Consejos Municipales de Desarrollo
CONAPREVI	Coordinadora Nacional para la Prevención de la Violencia Intrafamiliar y contra las Mujeres
CONAVIGUA	Coordinadora Nacional de Viudas de Guatemala
COPAF	Comisión Presidencial para el Abordaje del Femicidio
COPREDEH	Comisión Presidencial Coordinadora de la Política del Ejecutivo en materia de Derechos Humanos
CSW	Comisión de la Condición Jurídica y Social de la Mujer
DEMI	Defensoría de la Mujer Indígena
EPU	Examen Periódico Universal
EVAW	Eliminate Violence Against Women
EVCM	Eliminación de la violencia contra las mujeres
FIMI	Foro Internacional de Mujeres Indígenas
FLACSO	Facultad Latinoamericana de Ciencias Sociales
F-ODM	Fondo para el logro de los Objetivos de Desarrollo del Milenio
GGM	Grupo Guatemalteco de Mujeres
INACIF	Instituto Nacional de Ciencias Forenses

Siglas

INE	Instituto Nacional de Estadísticas
INSTRAW	El Instituto Internacional de Investigaciones y Capacitación de las Naciones Unidas para la promoción de la Mujer
IUMUSAC	Instituto Universitario de la Mujer de la Universidad de San Carlos de Guatemala
MAI	Modelo de Atención Integral
MIRMPAZ	Mesa Interinstitucional para la Implementación de las Resoluciones del Consejo de Seguridad de las Naciones Unidas sobre Mujeres, Paz y Seguridad
MSPAS	Ministerio de Salud Pública y Asistencia Social
MYDEL	Mujer y Desarrollo Local
OMS	Organización Mundial de la Salud
ONU	Organización de las Naciones Unidas
ONU Mujeres	Entidad de la ONU para la Igualdad de Género y el Empoderamiento de la Mujer
OPS	Organización Panamericana de la Salud
PLANOVI	Plan Nacional para la Prevención de la Violencia Intrafamiliar y contra las Mujeres
PMA	Programa Mundial de Alimentos
PNC	Policía Nacional Civil
PNSM	Programa Nacional de Salud Mental
PNUD	Programa de las Naciones Unidas para el Desarrollo
PROPEVI	Programa para la Prevención y Erradicación de la Violencia Intrafamiliar
REDNOVI	Red de la No Violencia contra las Mujeres
SBS	Secretaría de Bienestar Social
SEGEPLAN	Secretaría de Planificación y Programación de la Presidencia
SEPREM	Secretaría Presidencial de la Mujer
SNU	Sistema de las Naciones Unidas
UNAMG	Unión Nacional de Mujeres Guatemaltecas
UNDAF	Marco de Asistencia de las Naciones Unidas para el Desarrollo
UNEG	Grupo de Evaluación de las Naciones Unidas
UNFPA	Fondo de Población de las Naciones Unidas
UNIFEM	Fondo de Desarrollo de las Naciones Unidas para la Mujer
UNTF	Fondo Fiduciario de la ONU para la Eliminación de la Violencia contra las mujeres
URNG	Unidad Revolucionaria Nacional Guatemalteca
VCM	Violencia contra las mujeres
VCMN	Violencia contra las mujeres y las niñas

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1. Introducción

Antecedentes

Este estudio de caso forma parte de la Evaluación Temática Global de los Aportes de ONU Mujeres a la Prevención de la Violencia contra las Mujeres y la Expansión del Acceso a los Servicios. Los objetivos de la evaluación temática son: i) sistematizar los principales resultados y las lecciones aprendidas sobre las contribuciones aportadas por las cuatro agencias predecesoras¹²⁴ de ONU Mujeres durante el periodo 2008-2011 y sobre las cuales ONU Mujeres se ha apoyado para llevar a cabo su trabajo en la prevención de la violencia contra las mujeres y las niñas (VCMN); ii) analizar qué tan estratégicamente posicionada está ONU Mujeres para implementar su mandato de trabajo normativo, operativo y de coordinación en el tema de la violencia contra las mujeres y niñas.¹²⁵

Este documento sintetiza las principales conclusiones y recomendaciones sobre las lecciones aprendidas relacionadas con la labor de UNIFEM, agencia predecesora de ONU Mujeres, en la erradicación de la VCMN en Guatemala, y también con el posicionamiento estratégico de ONU Mujeres sobre este tema.

Metodología

El estudio de caso sobre Guatemala es uno de siete estudios de caso que se llevaron a cabo entre finales de 2012 y principios del 2013 en el contexto de esta evaluación temática. Se estructuró la recopilación de datos en torno a las tres preguntas estratégicas de la evaluación, que hacen referencia a las lecciones aprendidas sobre los aportes de UNIFEM/ONU Mujeres en relación a los resultados, las fortalezas y debilidades de la organización para abordar este tipo de trabajo y al posicionamiento estratégico de ONU Mujeres de cara al futuro (las tres preguntas se plantean en los Términos de Referencia de la Evaluación, que se incluye como Anexo I.) El ámbito temporal del estudio es el periodo 2008-2011, pero cuando es pertinente se consideran también avances producidos en el año 2012, fundamentalmente en lo relacionado con el análisis del tema de posicionamiento estratégico.

Teoría de cambio. Para guiar esta evaluación temática, el equipo de evaluación, en consulta con un Grupo de Referencia de ONU Mujeres en la sede en Nueva York¹²⁶, reconstruyó un modelo lógico de resultados como un aporte a la posterior elaboración, por parte de ONU Mujeres, de su teoría de cambio para el trabajo en VCMN. Este modelo se utilizó en el diseño de los protocolos de entrevista y representa la base analítica de los distintos tipos de iniciativas implementadas en cada país y los resultados que dichas iniciativas buscan lograr.

Fuentes. Las fuentes utilizadas para el estudio de caso incluyen documentos (ver Anexo II), entrevistas en persona (individuales y grupales), visitas de observación, así como conversatorios que se realizaron durante la visita a Guatemala del 7 al 14 de enero de 2013.¹²⁷ En total se consultó a más de 140 personas, incluyendo a funcionarias de ONU Mujeres y a representantes de otras agencias de las Naciones Unidas, instituciones gubernamentales y organizaciones de la sociedad civil. Debido al cambio de gobierno en

¹²⁴ La División para el Adelanto de la Mujer (DAW), El Instituto Internacional de Investigaciones y Capacitación de las Naciones Unidas para la promoción de la Mujer (UN-INSTRAW), el Fondo de Desarrollo de las Naciones Unidas para la Mujer (UNIFEM), y la Oficina del Asesor Especial del Secretario General en cuestiones de Género y Adelanto de la Mujer (OSAGI).

¹²⁵ Para más información sobre los objetivos de la evaluación y la metodología, favor de consultar el Informe final de iniciación para la evaluación (noviembre de 2012).

¹²⁶ El Grupo de Referencia fue identificado por la Oficina de Evaluación e incluye representantes de diferentes divisiones e iniciativas de ONU Mujeres que trabajan sobre el tema de VCM desde la sede en Nueva York.

¹²⁷ Las personas entrevistadas fueron identificadas por la oficina de ONU Mujeres en Guatemala, con el criterio fundamental de contar con personas con conocimiento sobre el trabajo realizado en la temática de EVCM y contar con distintas perspectivas sobre ese trabajo.

Guatemala¹²⁸, también fueron entrevistadas ex funcionarias que trabajaban para el gobierno durante el periodo 2008-2011. Del mismo modo se realizaron entrevistas a representantes de los gobiernos locales de las municipalidades de Mixco, Guatemala y de las Autoridades Ancestrales de los 48 cantones de Totonicapán. Así mismo, se realizaron consultas con 15 mujeres y 2 hombres¹²⁹ de la comunidad de Sacanillá y con integrantes del equipo técnico y administrativo del Centro de Apoyo Integral para Mujeres Sobrevivientes de Violencia “Ak ‘ Yu’ Am” en Cobán, Alta Verapaz. En la zona metropolitana, se pudieron conocer las perspectivas de mujeres en la comunidad de Santa Faz, Zona 18 y la Casa de la Mujer. La agenda de entrevistas permitió recabar las perspectivas de mujeres, cuyas voces son particularmente importantes para ONU Mujeres.

El listado de las personas entrevistadas se encuentra en el Anexo III.¹³⁰ En Guatemala, también se contó con el apoyo de un Grupo Nacional de Referencia para este estudio de caso y sus integrantes se presentan en el Anexo IV. El Anexo V incluye un ejemplo de protocolo de entrevistas para las organizaciones de la sociedad civil; los protocolos para las otras categorías de actores entrevistados eran semejantes, solo hubo algunos ajustes en función de las distintas categorías de actores entrevistados. El Anexo VI presenta información sintetizada sobre los proyectos relacionados con el tema VCMN que fueron considerados en el marco de este estudio de caso, y el Anexo VII presenta un mapeo de los actores principales involucrados en la implementación de estos proyectos.

Ética del proceso. El proceso llevado a cabo en este estudio de caso se alineó con el plan de evaluación, el Marco de Evaluación de UNEG, y los requerimientos de ONU Mujeres. Se garantiza la confidencialidad de la información provista y los compromisos sobre el uso de tal, conforme la normativa general para este tipo de investigación.

Limitaciones La metodología propuesta para el estudio de caso tuvo serias limitantes debido a:

- La oficina de UNIFEM en Guatemala era una Oficina de Programa que dependía de la Oficina Subregional de UNIFEM para **México**, Centroamérica, **Cuba** y República Dominicana con sede en México. Parte de la gestión de la Oficina de Programas de Guatemala y la información sobre proyectos y aspectos financieros se canalizaba a través de esa Oficina Subregional. En Guatemala se operaba sin un marco estratégico de país propio, a través de los distintos proyectos implementados en el país, la mayoría de los cuales eran regionales.
- Para el periodo que se considera en este estudio de caso (2008-2011), si bien existe diferentes tipos de informaciones puntuales hay una escasez de sistematización de la información (incluyendo aspectos financieros) sobre las diferentes iniciativas en el tema de la EVCMN implementadas en Guatemala.
- Hay una ausencia institucional de sistemas de monitoreo y de gestión del conocimiento que permita evidenciar los avances en los procesos (más allá de proyectos puntuales) que apoyó UNIFEM/ONU Mujeres a lo largo de estos años. La memoria institucional reside en las personas que han trabajado en la oficina.

¹²⁸ Otto Pérez Molina llegó al poder en enero de 2012, reemplazando a Álvaro Colom, que fue Presidente de Guatemala entre 2008 y 2012.

¹²⁹ Estas personas fueron identificadas por la lideresa y principal contacto para el programa “Comunidades Libres de Violencia.”

¹³⁰ Siguiendo los protocolos establecidos por ONU Mujeres, no se revelan los nombres de las personas entrevistadas para salvaguardar su confidencialidad.

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- La ausencia de una estrategia unificada de trabajo y de elaboración de informes sobre el conjunto de trabajo de UNIFEM/ONU Mujeres, en general y en especial en esta área temática fue otra limitación. Durante ese periodo, se trabajaba el tema como parte de proyectos específicos. En 2011 se elabora la primera estrategia bianual de país para 2012-2013 y se define el trabajo en el marco de dos áreas - Paz y Seguridad y Empoderamiento Económico-. El trabajo en EVCN se ha reportado en informes a la sede bajo el área temática de Paz y Seguridad.

El presente informe recoge los logros obtenidos por ONU Mujeres en Guatemala en el ámbito EVCN que pudieron ser constatados por el equipo de evaluación. Conviene mencionar que, a pesar de que se contó con el apoyo del personal de la oficina para intentar reconstruir la memoria institucional y un mapeo de las distintas iniciativas y los actores clave, fue difícil allegar a procesos, identificar los aportes específicos a los logros y resultados alcanzados en el trabajo de VCMN durante el periodo 2008-2011.

Estructura del Estudio de Caso

Este estudio de caso está estructurado en cinco secciones. La sección 1 ofrece una introducción. La sección 2 incluye un resumen del contexto en el cual UNIFEM/ONU Mujeres ha trabajado durante el periodo 2008-2011. La sección 3 presenta la programación de UNIFEM/ONU Mujeres en el tema de la VCMN durante este periodo. La sección 4 presenta los hallazgos de la evaluación en relación con las tres preguntas estratégicas. La sección 5 incluye algunas recomendaciones para ONU Mujeres que resultaron del estudio de caso en Guatemala.

2. Contexto

2.1 Contexto regional

Todos los países centroamericanos son países de ingresos medios-bajos, salvo Panamá, que está clasificado como un país de ingresos medios-altos.¹³¹ A pesar de que el índice de pobreza en todos los países centroamericanos ha disminuido de forma significativa en las últimas dos décadas,¹³² el porcentaje de la población que vive bajo la línea de pobreza sigue siendo sumamente alto.¹³³ El porcentaje de la población que vive con menos de US\$ 1.25 por día es de 16.9 por ciento en Guatemala y de 23.3 para Honduras, en comparación con el 0.7 por ciento en el caso de Costa Rica.¹³⁴

Debido a su ubicación estratégica, Centroamérica es un punto crítico para el tráfico de personas y drogas. Esto, combinado con el fácil acceso a las armas, a la existencia de pandillas y a la ausencia de un sistema de sólido, ha fomentado altos niveles de violencia, particularmente en El Salvador, Guatemala y Honduras.¹³⁵ Los índices de homicidio para estos tres países figuran entre los más altos del mundo: 69.2, 38.5 y 91.6 por cada 100,000 habitantes respectivamente.¹³⁶

El informe *Crime and Violence in Central America: A Development Challenge* revela que el 60 por ciento de las víctimas de homicidios en Centroamérica son hombres entre 15 y 34 años de edad.¹³⁷ Aunque la mayor parte de las víctimas de violencia en la región son hombres jóvenes, no se puede ignorar el alto nivel de violencia basada en género. La violencia sexual contra las mujeres y las niñas, así como la falta de acceso a los mecanismos de justicia, representa un problema social de gran envergadura.¹³⁸

Las mujeres centroamericanas también son víctimas de discriminación social y económica. En términos de desigualdad de los ingresos percibidos por mujeres y hombres, el estudio *Advancing Gender Equality in the Context of Decent Work*, realizado por la Comisión Interamericana de Mujeres en el 2011, revela que en Centroamérica los salarios de las mujeres son sistemáticamente inferiores a los de sus contrapartes masculinas. Además, debido al bajo nivel educativo, muchas de ellas deben recurrir al sector informal para buscar trabajo, el cual ofrece menos beneficios y seguridad económica.¹³⁹ En cuanto a la participación política, la representación de las mujeres en el parlamento sigue siendo baja (menos de 20 por ciento) en todos los países centroamericanos, menos en Costa Rica, donde las mujeres ocupan el 39 por ciento de los escaños.¹⁴⁰

¹³¹ Banco Mundial. List of Economies 2012. <http://siteresources.worldbank.org/DATASTATISTICS/Resources/CLASS.XLS> Consultado el 7 de diciembre de 2012.

¹³² Para más amplios datos sobre la disminución de la pobreza en Centroamérica, favor de consultar: CEPAL. 2013. “Panorama Social de América Latina 2012”, *Anexos Estadísticos en Formato Excel*: Cuadro 4 – Magnitud de la Pobreza y la Indigencia, 1990-2011.

¹³³ *Ibid.* Costa Rica – 18.8 % (2011); El Salvador – 46.6 % (2010); Guatemala – 54.8 % (2006); Honduras – 67.4 % (2010); Nicaragua – 58.3 % (2009); Panamá – 25.3 % (2011).

¹³⁴ PNUD. “Índice de Pobreza multidimensional” *Índice de Desarrollo Humano 2011: Anexos Estadísticos*, Cuadro 5.

¹³⁵ Banco Mundial LAC. 2011. “Crime and Violence in Central America: A Development Challenge”: p. ii-iii; UNODC. 2012. “Trafficking of Women and Girls in Central America” en *Transnational and Organized Crime in Central America and the Caribbean*: p. 53-57.

¹³⁶ UNODC. “Intentional homicide, count and rate per 100,000 population (1995-2011)” *Estadísticas sobre los homicidios* <http://www.unodc.org/unodc/en/data-and-analysis/homicide.html> Consultados el 5 de marzo del 2013.

¹³⁷ Banco Mundial LAC. 2011. *Opt Cit*: p. 3.

¹³⁸ Comisión Interamericana de Derechos Humanos. 2011. “Access to Justice for Women Victims of Sexual Violence in Mesoamerica”. *Organización de los Estados Americanos*, San José.

¹³⁹ Comisión Interamericana de Mujeres. 2011. “Advancing Gender Equality in the Context of Decent Work”. *Organización de los Estados Americanos*, Washington, DC.

¹⁴⁰ PNUD. “Índice de Desigualdad de Género e indicadores relacionados”. *Índice de Desarrollo Humano 2011: Anexos Estadísticos*, Cuadro 4.

2.2 Contexto guatemalteco

Guatemala ocupa el lugar 133 (de 187 países) en el Índice de Desarrollo Humanos 2012. El 17 por ciento de su población vive con menos de US\$ 1.25 por día y, tal y como lo refleja el coeficiente de Gini para este país (53.7)¹⁴¹, el nivel de desigualdad de los ingresos es sumamente alto. La riqueza se concentra principalmente en los estratos socioeconómicos más altos y las personas que pertenecen a estos estratos poseen la mayor parte de las tierras cultivables del país. El nivel de pobreza es considerablemente más alto entre las poblaciones indígenas que viven en zonas rurales.¹⁴² En cuanto a la igualdad entre los géneros, Guatemala se posiciona en el rango 109 (de 146 países) en el Índice de Desigualdad de Género (IDG). Solamente el 48 por ciento de las mujeres trabajan en el sector formal de la economía, en comparación con el 88 por ciento en el caso de los hombres.

En comparación a otros países latinoamericanos, Guatemala cuenta con una elevada tasa de mortalidad materna (139 por cada 100,000 nacimientos), lo que puede ser explicado en parte por el hecho de que solamente la mitad de los partos se realizan con la ayuda de un profesional.¹⁴³

Guatemala es un país multiétnico y pluricultural,¹⁴⁴ en el que conviven 22 etnias de origen maya, cuatro pueblos: garífuna, xinca, maya, mestizos o ladinos.¹⁴⁵ A pesar de que constitucionalmente se reconoce el principio de igualdad “subsiste una exclusión de hecho de los pueblos indígenas en las esferas de lo social, político y cultural”¹⁴⁶ y económica, aún cuando representan el 60% de la población del país.¹⁴⁷

Como queda reflejado en su informe de actividades en Guatemala, durante 2011 la Alta Comisionada de las Naciones Unidas para los Derechos Humanos afirmó: “La gran disparidad de los indicadores sociales entre la población indígena y no indígena revela patrones de discriminación que comprometen el cumplimiento de la obligación internacional del Estado de asegurar una protección y desarrollo adecuados, como el disfrute pleno y equitativo de los derechos humanos. Los departamentos de mayoría indígena registran los índices más altos de pobreza (74,8%) y extrema pobreza (27,2%). En Alta Verapaz y Quiché, ambos de mayoría indígena, las tasas de matriculación y finalización de primaria son las más bajas y subsiste una enorme brecha por origen étnico en relación a la tasa de alfabetismo entre indígenas (59,6%) y no indígenas (83,4%)”.¹⁴⁸

En la actualidad persiste una marcada desigualdad de género en la participación política, reflejada en el bajo número de mujeres que ocupan cargos públicos, sobre todo en los puestos de toma de decisión (solamente el 12 por ciento de las curules parlamentarias están ocupadas por mujeres). El Estado guatemalteco no fomenta políticas públicas que generen reformas al interior de los partidos políticos ni la participación real y efectiva de las mujeres en los Consejos Comunitarios de Desarrollo (COCODES), Consejos municipales de desarrollo (COMUDES), Consejos Departamentales de Desarrollo (CODEDES) y las Oficinas Municipales de las Mujeres a nivel rural, en las cuales de manera nominal las mujeres tienen la

¹⁴¹ Según el Índice de Desarrollo Humano ajustado por la Desigualdad, el 0 representa igualdad absoluta mientras 100 representa desigualdad absoluta.

¹⁴² Consejo de Derechos Humanos. 2010. “Informe del Relator Especial sobre el derecho a la alimentación, Sr. Olivier De Schutter: Misión a Guatemala”, periodo de sesión número 13, informe no. A/HRC/13/33/Add.4.

¹⁴³ PNUD. “Estudio Nacional de Mortalidad Materna”. Tercer Informe Nacional de Avance de los Objetivos de Desarrollo del Milenio. 2010

¹⁴⁴ Corte Constitucional. Opinión consultiva, emitida por solicitud del Congreso de la República, Gaceta No. 37, expediente No. 199-95, página No. 9, resolución: 18-05-95. Art. 66 Constitución Política de Guatemala.

¹⁴⁵ “Guatemala es un país pluricultural (por la diversidad de culturas que lo habitan); multilingüe (por los 25 idiomas que se hablan); multiétnico (por sus 25 etnias). En los Acuerdos de Paz, se reconoce que en el país, cohabitan 4 culturas (Maya, Garífuna, Xinca y Ladino o mestizo)”. En http://www.segeplan.gob.gt/index2.php?option=com_content&do_pdf=1&id=85 Consultado 7 de marzo de 2013.

¹⁴⁶ ACNUDH. 2012. “Informe de la Alta Comisionada de las Naciones Unidas para los Derechos Humanos sobre las actividades de su oficina en Guatemala” *Presentado al Consejo de Derechos Humanos durante el periodo de sesión número 19*, Informe no. A/HRC/19/21/Add. Párrafo 52.

¹⁴⁷ *Ibidem*.

¹⁴⁸ *Ibidem*, párr. 53.

oportunidad de participar, pero no se brindan oportunidades reales de participación por parte de las autoridades locales.

El conflicto armado en Guatemala, terminó formalmente el 1996 con la firma del Acuerdo de Paz Firme y Duradera, entre el gobierno y la Unidad Revolucionaria Nacional Guatemalteca (URNG). Como consecuencia del conflicto murieron más de 150,000 personas y 50,000 figuran como desaparecidas. Dieciséis años después de la entrada en vigor de los Acuerdos, aún existe una cultura de violencia en Guatemala, país cuya tasa de homicidios es de las más altas en todo el mundo (38.5 por cada 100,000 habitantes).¹⁴⁹

La Comisión de Esclarecimiento Histórico (CEH), reconociendo que “las cifras de violación sexual, muestran un subregistro en relación con otras violaciones de derechos humanos”, registró 1,465 hechos de violación sexual, de los cuales pudo documentar 285 casos. Este tipo de violencia estuvo dirigida en un 99% de los casos contra mujeres, y en su gran mayoría, contra mujeres indígenas (80%), quienes han tenido obstáculos reales en el acceso a la justicia y a la reparación.

La Procuraduría de Derechos Humanos de Guatemala afirma que entre 2008 y 2011 en Guatemala se registraron 2.733 casos de homicidios de mujeres, el 14 por ciento de las cuales fueron niñas menores de dieciocho años.¹⁵⁰ Durante el mismo período de tiempo, el Poder Judicial registró 223.565 casos de violencia intrafamiliar¹⁵¹ y 11.594 casos de violencia sexual¹⁵² contra mujeres y niñas. El Comité contra la Tortura (CAT) expresó su profunda preocupación por el hecho de que muchas mujeres víctimas de femicidio también sufren violación sexual, tortura y desmembramiento antes de ser asesinadas.¹⁵³ Según la Comisión Presidencial para el Abordaje del Femicidio, el INACIF ha reportado 2,913 muertes violentas de mujeres del 2008 al 2011.¹⁵⁴

Leyes y políticas relevantes en materia de Eliminación de la VCMN

Ley para Prevenir, sancionar y erradicar la violencia intrafamiliar (Decreto 97-1996)

Reglamento de la ley para prevenir, sancionar y erradicar la violencia intrafamiliar (Acuerdo Gubernativo No.831-2000)

Ley contra el Femicidio y otras formas de violencia contra la mujer (Decreto 22-2008)

Ley contra la violencia sexual, explotación y trata de personas (Decreto 9-2009)

Plan Nacional para la Prevención de la Violencia Intrafamiliar y contra las Mujeres 2004-2014 – PLANNOVI

Plan de Equidad de Oportunidades 2008-2023 en la planificación y presupuestos de las instituciones estatales a nivel nacional y local.

Política Nacional de Promoción y Desarrollo Integral de las mujeres.

Decreto 54-2010 Reforma al Art. 24 de Presupuesto Nacional con enfoque de Género y Etnia. Informes de ejecución presupuestaria de acuerdo al Clasificador con enfoque de Género

Decreto 28-2010 Comisión de la Mujer, Congreso de la República de Guatemala. El Objeto de la ley es regular el funcionamiento del Sistema de alerta Alba Keneth, para la localización y resguardo inmediato de niños y niñas sustraídos/as o desaparecidos.

¹⁴⁹ UNODC. “Intentional homicide, count and rate per 100,000 population (1995-2011)” *Estadísticas sobre los homicidios* <http://www.unodc.org/unodc/en/data-and-analysis/homicide.html> Consultados el 11 de diciembre del 2012.

¹⁵⁰ Procurador de los derechos humanos. 2012. “Estadísticas sobre homicidios contra la mujer: De enero a diciembre 2007-2011”. Guatemala.

¹⁵¹ Procurador de los Derechos Humanos. 2012. “Situación de los Derechos Humanos en Guatemala” *Presentado a la Comisión Interamericana de Derechos Humanos durante su periodo de sesión número 146*, Guatemala.

¹⁵² Procurador de los Derechos Humanos. 2012. “Violencia Sexual en Contra de Niñas, Adolescentes y Mujeres en Guatemala” *Presentado al Relator Especial sobre la venta de niños, la prostitución infantil y la utilización de niños en la pornografía*: Guatemala.

¹⁵³ CAT. 2006. “Conclusiones y recomendaciones del Comité contra la Tortura”. *Sesión 36*, Informe no. CAT/C/GTM/CO/4.

¹⁵⁴ 537 en 2008; 829 en 2009; 842 en 2010 y 705 en 2011.

El Gobierno de Guatemala ha reconocido la urgencia de abordar la problemática de la violencia contra las mujeres. Ha ratificado los principales instrumentos internacionales relacionados con los derechos de las mujeres, como la Convención sobre la Eliminación de todas las Formas de Discriminación contra la Mujer (CEDAW) y su Protocolo Facultativo, así como la Convención de Belem do Pará para Prevenir, Sancionar y Erradicar la Violencia contra la Mujer y el Protocolo de Palermo sobre la trata de personas, además de ser parte de otros instrumentos internacionales de derechos humanos. El gobierno también ha expresado su compromiso con la Declaración de Beijing y su Plataforma de Acción.

Guatemala ha hecho importantes esfuerzos para adaptar su marco jurídico nacional a los compromisos internacionales en materia de violencia contra las mujeres. En 2004 se aprobó el **Plan Nacional para la Prevención de la Violencia Intrafamiliar y contra las Mujeres** (PLANOVI) para el período 2004-2014, que destaca cuatro áreas de enfoque con respecto a la violencia contra las mujeres: la investigación, la prevención, el apoyo a las sobrevivientes y la creación de capacidades institucionales.

El país también adoptó en 2008 la **Política Nacional para el Desarrollo Integral de la Mujer** y el **Plan de Equidad de Oportunidades**, que incluye un eje temático sobre violencia contra las mujeres. En ese mismo año se aprobó también la **Ley contra el Femicidio y otras Formas de Violencia contra la Mujer** la cual tipificó penalmente el asesinato de mujeres por razones de género (femicidio). Con el objetivo de promover el acceso a la justicia para las mujeres víctimas de la violencia, el Gobierno de Guatemala emitió la Orden N° 46-2012 que crea la **Comisión Presidencial para el Abordaje del Femicidio**.¹⁵⁵ A pesar de estos avances normativos el número de femicidios ha ido en aumento,¹⁵⁶ pasando de 590 en 2007 a 631 en 2011,¹⁵⁷ lo cual evidencia el inmeso trabajo que aún queda por hacer respecto a la aplicación de la ley.

En cuanto a la violencia sexual, en 2009 fue aprobada la ley contra la Violencia Sexual, Explotación y Trata de Personas y se creó la Secretaría contra la Violencia Sexual, Explotación y Trata de Personas.¹⁵⁸ En 2012 se creó la Comisión Interinstitucional contra la Violencia Sexual, la cual es responsable de la legislación, la investigación y sanción, así como los procedimientos judiciales de casos de violencia sexual. (Ver recuadro para el marco normativo completo sobre violencia contra las mujeres).

Guatemala cuenta con un importante **marco institucional** que aborda el tema de violencia contra las mujeres, el cual se describe brevemente a continuación.

Figura 2.1 Marco institucional para la EVCN

Entidad	Creación	Mandato
Gabinete de la Mujer	Acuerdo Gubernativo 264-2012 de octubre del 2012	Coordinar, articular e impulsar las acciones interinstitucionales para la implementación de planes, políticas públicas, programas y proyectos enfocados al desarrollo integral de la mujer guatemalteca y velar por el cumplimiento de la Política Nacional de Promoción y Desarrollo Integral de las Mujeres y el Plan de Equidad de Oportunidades.

¹⁵⁵ Gobierno de Guatemala. 2012. “Informe nacional presentado con arreglo al párrafo 5 del anexo de la resolución 16/21 del Consejo de Derechos Humanos: Guatemala” *Presentado al Consejo de Derechos Humanos durante el periodo de sesión número 14 sobre el Examen Periódico Universal*.

¹⁵⁶ ACNUDH. 2012. “Informe de la Alta Comisionada de las Naciones Unidas para los Derechos Humanos sobre las actividades de su oficina en Guatemala” *Presentado al Consejo de Derechos Humanos durante el periodo de sesión número 19*, Informe no. A/HRC/19/21/Add.

¹⁵⁷ Procurador de los derechos humanos. 2012. “Estadísticas sobre homicidios contra la mujer: De enero a diciembre 2007-2011”. Guatemala.

¹⁵⁸ Decreto 9-2009, Título II, art. 4.

Entidad	Creación	Mandato
Secretaría Presidencial de la Mujer (SEPREM)	La SEPREM, creada en 2000, es el mecanismo principal de la Mujer en Guatemala. Fue creada mediante el acuerdo Gubernativo 200-2000.	Es la instancia del Ejecutivo, que asesora y coordinadora políticas públicas para promover el desarrollo integral de las mujeres guatemaltecas y el fomento de la cultura democrática. Asesora y apoya al Presidente de la República en los programas y proyectos para la promoción y adopción de las políticas públicas inherentes al desarrollo integral de las mujeres, propiciando los efectos y condiciones de equidad entre hombres y mujeres, atendiendo a la diversidad socio cultural del país. ¹⁵⁹
Defensoría de la Mujer Indígena (DEMI)	Creada mediante Acuerdo Gubernativo no. 525-99 el 19 de julio de 1999	Defender y promover el pleno ejercicio de los derechos de las mujeres indígenas, para contribuir a la erradicación de todas las formas de violencia y discriminación contra la mujer indígena. ¹⁶⁰
Comisión Presidencial para el Abordaje del Femicidio (COPAF)	Creada el 9 de marzo de 2012 mediante el Acuerdo Gubernativo 46-2012 de Ministerio de Gobernación.	Estudiar, analizar y determinar las causas del femicidio en Guatemala y recomendar políticas, estrategias, programas, planes y proyectos para prevenir, atender, sancionar y disminuir los femicidios en Guatemala. ¹⁶¹
Comisión de la Mujer en el Congreso	La Comisión constituye un órgano técnico de estudio y conocimiento de los diversos asuntos que les someta a consideración el Pleno del Congreso de la República, o que sean promovidas por su propia voluntad, encaminados esencialmente a la realización del bien común de los guatemaltecos, en cumplimiento al mandato constitucional.	Es la Comisión que promueve una agenda legislativa en pro de los derechos de las mujeres. ¹⁶² Además, le compete la fiscalización de los mecanismos e instrumentos de protección a favor de la mujer.
Coordinadora Nacional para la Prevención de la Violencia Intrafamiliar y contra las Mujeres (CONAPREVI)	Creada por el Acuerdo Gubernativo 831-2000, Reglamento de la Ley para prevenir, sancionar y erradicar la violencia intrafamiliar y el Acuerdo Gubernativo 417-2003 que lo reforma. La Comisión está conformada por una serie de entidades gubernamentales y no gubernamentales que trabajan el tema de violencia contra las mujeres y que tiene como objetivo fortalecer las capacidades institucionales y de sensibilización de la problemática de la violencia contra la mujer. Coordinó la elaboración del Plan Nacional para la Prevención de la Violencia Intrafamiliar y contra las Mujeres 2004-2014 (PLANOVI)	Es el ente coordinador, asesor e impulsor de las políticas públicas dirigidas a prevenir, atender, sancionar y erradicar la violencia intrafamiliar y contra las mujeres. La Conaprevi trabajó en el diseño, impulso e implementación del PLANOVI.

¹⁵⁹ En <http://www.seprem.gob.gt/site.php?id=1> Consultada el 5 de marzo de 2013.

¹⁶⁰ En <http://demi.gob.gt/paginas.asp?id=1299&clc=249> Consultada el 5 de marzo de 2013.

¹⁶¹ Acuerdo Gubernativo 46-2012. En *Diario de Centro América*, No. 8, 13 de marzo de 2012 y en <http://www.s21.com.gt/nacionales/2012/03/13/crean-comision-que-abordara-femicidio> Consultado el 5 marzo de 2013.

¹⁶² En <http://www.congreso.gob.gt/comision.php?id=11> Consultado el 5 marzo de 2013.

Entidad	Creación	Mandato
Secretaría contra la violencia sexual, explotación y trata de personas	Creada por la Ley Contra la Violencia Sexual, Explotación y Trata de Personas, Decreto Número 9-2009	Es la responsable de velar y dar cumplimiento a la Ley contra la violencia sexual, explotación y trata de personas, a políticas y planes relacionados con la misma, con el propósito de garantizar su aplicación. ¹⁶³
Oficinas Municipales de la Mujer	Decreto 22-2010, en el que se aprueba la incorporación de las Oficinas Municipales de la Mujer en el Artículo 96 Bis de este Código.	Las OMM se constituyen en el mecanismo para el avance de las mujeres, dentro de la estructura municipal; facilitando el vínculo entre las demandas, necesidades y propuestas de las mujeres con las decisiones municipales y con el diseño e implementación de políticas públicas con equidad de género y ejercicio pleno de los derechos de las mujeres. ¹⁶⁴
Otras Secretarías y Ministerios que también contribuyen a la agenda para EVCMMN		
Ministerio de Salud Pública y Asistencia Social (MSPAS), a través de su Programa Nacional de Salud Mental (PNSM) y de la Unidad de Género.		
La Secretaría de Bienestar Social (SBS), a través de su Programa para la Prevención y Erradicación de la Violencia Intrafamiliar (PROPEVI)		
Ministerio Público		
Ministerio de Gobernación		
Ministerio de Educación		
Mecanismos en otros poderes del Estado		
Los órganos jurisdiccionales especializados en femicidio y otras formas de violencia contra las mujeres y la Secretaría de Género del Organismo Judicial		

A pesar de la existencia de este complejo entramado institucional, algunas de las personas entrevistadas, manifestaron que muchas de estas instituciones tienen mandatos dispersos por lo cual, en ocasiones, no se tienen claras las competencias de cada institución.

Una constante en las entrevistas con todos los actores claves fue su preocupación por la actual debilidad de esta institucionalidad. Por un lado, se reconoce que la institucionalidad de las mujeres ha sido frágil desde su inicio puesto que no fue creada a través de decreto del Congreso, sino por Acuerdo Presidencial, por lo que el riesgo de desaparecer o debilitarse ha estado presente durante todos los gobiernos. Así mismo, en su Informe de Actividades, la Alta Comisionada de Naciones Unidas reitera que “la organización estructural del Estado no está diseñada para atender la dimensión pluricultural y multilingüe de su población. Instituciones gubernamentales aisladas con mandatos específicos para la atención a las violaciones de los derechos humanos de las mujeres de los pueblos indígenas, como la Defensoría de la Mujer Indígena (DEMI), han desarrollado sus funciones sin los adecuados recursos financieros, poder político, presencia regional e independencia.”¹⁶⁵

Guatemala posee una variada **red de prestación de servicios** para las mujeres víctimas de violencia: La Coordinación Nacional de Asistencia Legal a la Víctima y sus Familiares del Instituto de la Defensa Pública y Penal; los Centros de Apoyo Integral para la Mujer Sobreviviente (CAIMUS)¹⁶⁶ a los cuales el Estado debe garantizar los recursos financieros, humanos y materiales para su funcionamiento y que son administrados por Organizaciones no Gubernamentales de mujeres, acompañadas por la CONAPREVI y

¹⁶³ Decreto 9-2009. Ley Contra la Violencia Sexual, Explotación y Trata de Personas.

¹⁶⁴ <http://ommguatemala.org/v1/que-es-una-omm> (Consultada el 8 de marzo)

¹⁶⁵ *Ibidem*. Párr. 54

¹⁶⁶ Decreto 22-2008. Ley contra el femicidio y otras formas de violencia. Art., 16.

los Centros de Atención Integral, las cuales pertenecen a la Red de Derivación; las Oficinas de Atención Integral a la Víctima,¹⁶⁷ y el reciente Modelo de Atención Integral (MAI¹⁶⁸), así como las Fiscalías de la Mujer del Ministerio Público.

Adicionalmente, el Organismo Judicial, en cumplimiento con la Ley contra el Femicidio, ha instalado el centro de justicia especializada en femicidio y otras formas de violencia contra las mujeres de la ciudad de Guatemala, que aglutina juzgados pluripersonales especializados de primera y segunda instancia penal, y los órganos jurisdiccionales de Alta Verapaz, Chiquimula, Huehuetenango y Quetzaltenango.

Aunque esta red existe, varias instancias son de creación reciente y según algunas de las personas entrevistadas todavía existen problemas de accesibilidad y de falta de cobertura tanto en las zonas rurales como en las urbanas o por una cuestión lingüística, ya que casi todas son atendidas por personas que no hablan alguno de los idiomas mayas.

Por otro lado, a pesar de los avances legales y normativos, los diferentes planes de acción como el PLANOVI y el marco institucional existente, aunque buscan velar por los derechos de las mujeres, se ven limitados por un Estado que aún no cuenta con un sistema eficiente de servicio civil, que permita la carrera administrativa y cuyas instituciones se debilitan por la práctica de que cada nuevo Gobierno entrante cambia su aparato administrativo.¹⁶⁹

Existe, además, un numeroso y variado grupo de **organizaciones de la sociedad civil** que trabajan el tema de VCMN: la Fundación Sobrevivientes, la Unión Nacional de Mujeres Guatemaltecas (UNAMG), la Coordinadora Nacional de Viudas de Guatemala (CONAVIGUA), Centro de Investigación, Capacitación y Apoyo a la Mujer (CICAM), el Grupo Guatemalteco de Mujeres (GGM), la Asociación Nuevos Horizontes, son solo algunos ejemplos de tales organizaciones. Las dos últimas forman parte de la Red de la No Violencia contra las Mujeres (REDNOVI), la cual participa activamente en la CONAPREVI.¹⁷⁰

A pesar de la existencia del Instituto Nacional de Estadísticas (INE), Guatemala no cuenta con **fuentes estadísticas** fiables sobre violencia contra las mujeres. Algunas organizaciones de la sociedad civil han hecho un importante esfuerzo de sistematizar y analizar las diferentes fuentes existentes: el Instituto Nacional de Ciencias Forenses (Inacif), el Ministerio Público e información de prensa. De la misma manera la Procuraduría de Derechos Humanos publica periódicamente informes estadísticos sobre actos de violencia contra la mujeres. Por otro lado, no existe una plataforma común para recopilar los datos administrativos de las distintas instituciones involucradas en los procesos de denuncia. Esto se traduce en los pocos datos fiables disponibles para poder demostrar avances o mejoras en la situación general, o en las zonas geográficas donde se concentran las iniciativas promovidas por ONU Mujeres u otras organizaciones.

¹⁶⁷ Existen 34 redes de derivación a nivel nacional –departamentales y municipales- compuestas por instituciones públicas y organizaciones sociales. En: Departamento de Atención a la Víctima, Ministerio Público. 2011. “Directorio Red Nacional de Derivación para la Atención a las Víctimas de Delito”. Guatemala, 2011. p. 3

¹⁶⁸ Los MAIs atienden todos los delitos de violencia contra la Mujer, así como las denuncias de sustracción y desaparición de menores, cuentan con atención psicológica, jurídica –auxiliares fiscales- médica y forense los 7 días de la semana. las 24 horas del día. En <http://www.mp.gob.gt/2012/10/ministerio-publico-inauguro-fiscalia-de-la-mujer-y-modelo-de-atencion-integral-en-coban/> consultada el (28 de enero de 2013).

¹⁶⁹ PNUD Guatemala, *Guatemala: hacia un Estado para el desarrollo humano*, Informe nacional de desarrollo humano 2009-2010, p. 295

¹⁷⁰ Comisión Interamericana de Mujeres. 2010. “Análisis situacional: VIH y violencia contra las mujeres en Guatemala”. *Organización de los Estados Americanos*, Washington, DC: p. 27-37.

2.3 Contexto de la ONU y de UNIFEM/ONU Mujeres

El Sistema de Naciones Unidas en Guatemala

Guatemala tiene un equipo de país que incluye representantes de 18 agencias.¹⁷¹ Según el Marco de Asistencia de las Naciones Unidas para el Desarrollo Guatemala (UNDAF por sus siglas en inglés) para el período 2010-2014, agencias como UNIFEM/ONU Mujeres, el UNFPA, el PNUD, UNICEF, UNESCO, y la OPS/OMS, trabajan programas que abordan el tema de la VCMN.¹⁷² Según distintas personas entrevistadas, el sistema de la ONU en Guatemala ha contado con bastante disposición para avanzar en el trabajo conjunto, con ocho programas conjuntos desde el 2008, de los cuales cinco han sido implementados con fondos del Fondo para el Logro de los Objetivos de Desarrollo del Milenio (F-ODM). Los esfuerzos de coordinación con relación al tema de género, y que responden al tema de la erradicación de la violencia contra las mujeres se describen en la sección 3.3.

UNIFEM y ONU Mujeres en Guatemala

Es importante ubicar el análisis presentado en este estudio de caso con relación al tipo de oficina y el personal que tuvo UNIFEM Guatemala durante el periodo evaluado.

Hasta el 2011, la Oficina de Guatemala dependía y reportaba a la Oficina Sub-Regional de ONU Mujeres para México, Centroamérica, Cuba y República Dominicana, ubicada en la ciudad de México. Como se describe en la sección 4.2, esto tuvo varias implicaciones en la forma de operar en Guatemala: se trabajaba en función de la implementación de proyectos concretos, con personal contratado para ese efecto, por periodos definidos y en muchas ocasiones las iniciativas implementadas en Guatemala formaban parte de un programa regional. La Oficina de Programas se financiaba a través de esos proyectos, no se contaba con una visión global de Oficina y la dependencia de México influyó en aspectos tales como la planificación, administración de fondos y los reportes sobre resultados.

Durante estos años, la oficina en Guatemala, que era una Oficina de Programas, contó con poco personal técnico (4 coordinadoras de proyectos o de áreas y una coordinadora regional para el programa Mujeres y Desarrollo Económico Local, MYDEL, que era quien ejercía la función de Coordinadora de la Oficina de Programas), cuya contratación también estaba vinculada a proyectos específicos.¹⁷³ No había persona o unidad específica a cargo del tema de VCMN, sino que este tema se trabajó dentro de varios proyectos, programas regionales y en el contexto del programa conjunto financiado por el F-ODM e implementado durante el periodo 2008-2011. En 2011 se inició la transición a ONU Mujeres y se elaboró una estrategia de país para los años 2012-2013. En 2012 se creó una oficina de Representación que reporta a la nueva Oficina Regional para América Latina y el Caribe en Panamá y en mayo de ese mismo año fue nombrada la representante de ONU Mujeres para Guatemala.

¹⁷¹ Según el sitio web del SNU en Guatemala, <http://www.onu.org.gt/contenido.php?ctg=1354-1338-naciones-unidas-en-guatemala>, acceso 04-03-2013

¹⁷² United Nations. “Marco de Asistencia de las Naciones Unidas para el Desarrollo – UNDAF”, Guatemala, 2010-2014.

¹⁷³ El tipo de personal se presenta en el UN Women Presence Matrix que forma parte del *UN Women’s Field Capacity Assessment – Minimum Requirements for UN Women’s Presence at the Country Level*, February 2011.,

3. Perfil del Trabajo de UNIFEM/ONU Mujeres en el Tema de VCMN en Guatemala (2008-2011)

Esta sección presenta una visión general del trabajo gestionado o apoyado por UNIFEM/ONU Mujeres en Guatemala en relación a la VCMN, específicamente en el periodo 2008-2011. Esto incluye iniciativas financiadas y/o acompañadas por UNIFEM/ONU Mujeres, así como proyectos financiados por el Fondo Fiduciario de la ONU para poner fin a la Violencia contra las Mujeres (UNTF to EVAW en sus siglas en inglés), administrado por UNIFEM/ONU Mujeres.

3.1 El Marco de las Estrategias Regionales y Sub-regionales

La programación de UNIFEM/ONU Mujeres en materia de VCMN se enmarca dentro del Plan Estratégico Regional para América Latina y el Caribe (2008-2011) y la Estrategia Sub-Regional para México, Centroamérica, Cuba y la República Dominicana (2008-2009). El **Plan Estratégico Regional** hace énfasis en dos áreas relacionadas con la VCMN:

- **Políticas y legislación:** La sensibilización y el fortalecimiento de capacidades para la elaboración de leyes nacionales que abordan el tema de la VCMN, conforme a los instrumentos internacionales; y el fortalecimiento de las capacidades de los principales actores responsables para la implementación de leyes relacionadas con la VCMN, incluyendo jueces y otros funcionarios públicos, líderes indígenas, profesores y organizaciones de la sociedad civil.
- **Comunicación:** Dirigir la campaña anual de 16 días de activismo contra la violencia basada en género, involucrando al Sistema de las Naciones Unidas y otras partes interesadas; llevar a cabo actividades preventivas que implican incluir a hombres, niños, adolescentes y personas indígenas en el desarrollo de campañas de comunicación para prevenir la VCM en poblaciones urbanas masculinas.

La **Estrategia Sub-Regional**, hace hincapié en la participación política de las mujeres y el fortalecimiento de las capacidades de las instituciones gubernamentales y no-gubernamentales. En cuanto a la eliminación de la violencia contra las mujeres en la sub-región, la labor de la organización se centraba en dos asuntos principales: 1) la violencia hacia las mujeres migrantes como resultado del aumento del fenómeno migratorio; 2) el aumento de la inseguridad y de la violencia contra las mujeres que viven en zonas urbanas como consecuencia del proceso de urbanización en la región. En relación al último punto, UNIFEM/ONU Mujeres impulsó en El Salvador y Guatemala el Programa Ciudades Seguras, que se describe más ampliamente en la siguiente sección.

A nivel sub-regional, UNIFEM/ONU Mujeres se planteó un trabajo con los gobiernos de la sub-región en el desarrollo de herramientas para la eliminación de la VCMN. Éstos incluyen el fortalecimiento institucional, la realización de campañas de sensibilización y la promoción de mejoras en el marco normativo. En relación al marco normativo, la estrategia propone reducir brechas que existen entre las legislaciones nacionales y los instrumentos internacionales para la promoción de los derechos de las mujeres ratificados por los gobiernos de la sub-región.

3.2 La Programación EVCM en Guatemala

La programación en VCMN en Guatemala respondía principalmente a la financiación de proyectos concretos y no a una estrategia de trabajo claramente definida. Sin embargo, las acciones programáticas se enmarcaban dentro de las estrategias de UNIFEM/ONU Mujeres para la región y la sub-región. Además, sus iniciativas se han desarrollado dentro de un contexto postconflicto en el cual tanto el Sistema de la ONU como organizaciones de la sociedad civil han estado trabajando para eliminar la cultura de

impunidad, una preocupación también expresada con relación a los derechos de las mujeres por el Comité para la Eliminación de la Discriminación contra la Mujer (2009) y por la Relatora Especial sobre Violencia contra las Mujeres, Yakin Ertürk, en su visita a Guatemala en 2005.

UNIFEM/ONU Mujeres apoyó distintas iniciativas cuyo objetivo era la eliminación de la VCMN en Guatemala a través del apoyo directo a proyectos, fondos regulares, y a través del Fondo Fiduciario de la ONU para poner fin a la VCMN.

Apoyo financiero de proyectos

Tomando en cuenta los datos recopilados durante la revisión de documentos y las entrevistas con el personal, las inversiones de UNIFEM/ONU Mujeres relacionadas con la eliminación de la VCMN en Guatemala fueron aproximadamente de **US \$1,547,019** para el periodo 2008-2011, periodo durante el cual UNIFEM/ONU Mujeres Guatemala trabaja el tema de VCMN como componente o enfoque principal de cinco proyectos.¹⁷⁵

Inversiones de UNIFEM/ONU Mujeres relativas a la VCMN 2008-2011

Monto aproximado¹⁷⁴ del apoyo financiero de ONU Mujeres basado en proyectos / aportes específicos de donantes- US \$1.547,019

Fondos regulares de UNIFEM – El monto exacto para Guatemala no está disponible.

Fondo Fiduciario de la ONU para poner fin a la VCM – US \$851,758

Inversiones de UNIFEM/ONU Mujeres relativas a la VCMN en Guatemala (por proyecto)	
Proyecto	Monto invertido ¹⁷⁶
Fortaleciendo la Institucionalidad de las Mujeres en Guatemala	US \$256,516
Ciudades Seguras	US\$530,102
Alianza para la Acción	US\$680,700 (2007 hasta la fecha)
Mujeres, Paz y Seguridad	US \$149,953
Trabajando contra la Discriminación Étnica/Racial y de Género: Programa para el Ejercicio Efectivo de los Derechos de las Mujeres Indígenas Latinoamericanas	Datos para Guatemala no están disponibles

El proyecto **Fortaleciendo la Institucionalidad de las Mujeres en Guatemala** financiado por el **F-ODM**, fue el primer programa conjunto implementado en Guatemala, liderado por el Fondo de Población de Naciones Unidas (UNFPA). En el proyecto también participaron UNIFEM/ONU Mujeres, PNUD, FAO, PMA, y OPS y fue implementado por un periodo de tres años (2008-2011). Contaba con cinco ejes temáticos: el fortalecimiento institucional, el abordaje de la violencia, discriminación y racismo contra las

¹⁷⁴ No siempre se pudo conseguir el monto financiero exacto por el periodo (2008-2011) así que en algunos casos, como el de Alianza para la Acción o Ciudades Seguras, se incluyó la totalidad de la inversión para la duración entera del proyecto.

¹⁷⁵ El monto aproximado para los proyectos manejados por UNIFEM/ONU Mujeres en Guatemala no incluye los fondos para el Programa Mujeres Indígenas porque éstos se manejaron a partir de un presupuesto regional y no se cuenta con un desglose de datos financieros por país.

¹⁷⁶ El monto indicado en el cuadro es para el periodo 2008-2011. Cuando no fue posible recopilar datos para este periodo exacto, se precisa el periodo para el cual se pudo recopilar información.

mujeres, el empoderamiento económico, la participación política y el monitoreo y evaluación. El cuadro a la derecha describe los objetivos principales del proyecto.

El presupuesto total para el proyecto fue de \$US 7.200,000. Entre todas las agencias se ejecutaron aproximadamente \$US920,455. De estos fondos recibidos por UNIFEM/ONU Mujeres, **US\$ 256,516**¹⁷⁷ se asignaron inicialmente a actividades en el eje de violencia, el cual tenía como resultado el aumento de los servicios para la prevención y respuesta a la violencia, la discriminación y el racismo. Sin embargo, tomando en cuenta que el fortalecimiento institucional (eje 1) está estrechamente vinculado a la erradicación de la violencia contra las mujeres, se puede considerar que parte de los fondos asignados a este eje contribuyeron a los esfuerzos de UNIFEM /ONU Mujeres para la erradicación de la VCMN.

Otro proyecto significativo es el de **Ciudades Seguras**, un programa regional en América Latina (que ahora se ha replicado en otras regiones) cuyo objetivo es fortalecer la participación ciudadana de las mujeres con el objetivo de reducir la VCMN en el ámbito público y privado de las ciudades. El presupuesto total asignado a la implementación del Programa Regional en Guatemala es de aproximadamente **US \$372,350**, el cual se está utilizando para desarrollar varias actividades relacionadas con el fortalecimiento institucional en el sector de la seguridad urbana y para impartir capacitaciones en el tema de VCMN a mujeres que viven en zonas urbanas.

Los objetivos principales del proyecto *Fortaleciendo la Institucionalidad de las Mujeres en Guatemala*¹⁷⁸

1. El fortalecimiento de la Secretaría Presidencial de la Mujer, de la Defensoría de la Mujer Indígena y de los mecanismos de los gobiernos locales para el avance de las mujeres facilita la integración de la Política Nacional de Promoción y Desarrollo de las Mujeres Guatemaltecas y de su Plan de Ejecución 2008-2012 en la planificación y presupuestos de las instituciones estatales a nivel nacional y local.
2. Las principales instituciones del gobierno central y los gobiernos locales que son responsables de la implementación de los ejes globales de la Política Nacional de Promoción y Desarrollo de las Mujeres Guatemaltecas y de su Plan de Ejecución 2008-2012 para la erradicación de la violencia, la discriminación y el racismo contra las mujeres, el desarrollo económico y productivo con equidad, y la equidad en la participación sociopolítica, diseñan e implementan estrategias para avanzar en su cumplimiento.

La programación de UNIFEM/ONU Mujeres en el periodo 2008-2011 en materia de VCM incluye otros tres proyectos clave:

- 31) El proyecto **Alianza para la Acción** es una iniciativa conjunta para la cual se han invertido **US \$768,200** desde el 2007 hasta la fecha, que tiene como objetivo principal erradicar la impunidad relativa al femicidio y otras formas de VCM;
- 32) El programa **Mujeres, Paz y Seguridad** se implementó tanto en Guatemala como en Colombia a partir del 2005 hasta el 2012 con el objetivo de fortalecer la gobernabilidad democrática y el proceso de construcción de la paz integrándole un enfoque en género. El monto invertido durante el periodo 2008-2011 en el marco de este proyecto en Guatemala fue de **US \$149,953** y el trabajo se enfocó en el fortalecimiento de la gobernabilidad democrática y la paz con justicia de género en el contexto posconflicto;

¹⁷⁷ Esta cifra fue proporcionada por la oficina de ONU Mujeres en Guatemala. Sin embargo, la evaluación final señala que de los \$7.2 millones, entre todas las agencias ejecutaron unos \$920,455 el eje de la VCM.

¹⁷⁸ Tal como están presentados en los documentos de UNIFEM/ONU Mujeres.

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- 33) El programa Trabajando contra la Discriminación Étnica/Racial y de Género: Programa para el Ejercicio Efectivo de los Derechos de las Mujeres Indígenas Latinoamericanas es un programa de alcance regional que pretende promover los derechos humanos de las mujeres indígenas y disminuir la discriminación étnica y de género. Los fondos se manejaron a partir de un presupuesto regional que cubre actividades en Bolivia, Ecuador, Guatemala, Honduras, Panamá y Perú y alcanzaron los US \$3.265,792. Sin embargo, los datos financieros desglosados por país están disponibles únicamente para los años 2011 y 2012, a saber, US\$ 365,000 y US\$ 242,863 respectivamente para Guatemala.

Fondos regulares de UNIFEM/ONU Mujeres

Lamentablemente, no es posible estimar el financiamiento regular que se asignó al área temática VCMN en Guatemala durante el periodo de estudio. Se sabe que una parte de los fondos regulares de UNIFEM/ONU Mujeres se asignó para la implementación de los proyectos. Los documentos de proyectos revisados indican que se utilizaron fondos regulares para financiar actividades en los proyectos **Mujeres, Paz y Seguridad en América Latina y Trabajando contra la Discriminación Étnica/Racial y de Género: Programa para el Ejercicio Efectivo de los Derechos de las Mujeres Indígenas Latinoamericanas**. Sin embargo, estos eran proyectos regionales y con los datos disponibles no se ha podido desagregar los fondos regulares por país.¹⁷⁹

Fondo Fiduciario de la ONU para poner fin a la VCM (UNTF de sus siglas en inglés)

Durante el periodo 2008-2011, se desembolsó a través del UNTF un monto total de US\$ 851,758 para financiar el proyecto: **"Safescaping" Guatemala's Indigenous Communities: Primary prevention of gender violence by forming and mentoring young Mayan social change agents** (2010-2012). Este proyecto fue implementado por el *Population Council* conjuntamente con la Defensoría de la Mujer Indígena (DEMI) y el Centro de Investigación, Capacitación y Apoyo a la Mujer (CICAM) y recibió el apoyo del Grupo Interagencial de Trabajo de Adolescencia y Juventud del SNU en Guatemala. El proyecto, cuyo objetivo principal era prevenir y reducir la violencia basada en género entre las niñas y adolescentes indígenas, se implementó en 20 de las comunidades indígenas más pobres de Guatemala. Este proyecto fue gestionado a través de la Oficina Sub-regional de México, quien estuvo a cargo del monitoreo del mismo, razón por la cual, afirmaron algunas de las personas entrevistadas, no existe memoria institucional de este proyecto en la Oficina de Guatemala, ni se tuvo relación entre socias implementadoras y el personal de UNIFEM/ONU Mujeres en Guatemala.

El Anexo VI ofrece más información sobre los proyectos enumerados arriba.

3.3 Coordinación y Colaboración Interagencial

Durante el periodo considerado por este estudio, la coordinación interagencial del Sistema de las Naciones Unidas en Guatemala en términos de la erradicación de la VCM se realizó en el marco del principal espacio de trabajo en materia de género del Sistema de Naciones Unidas (SNU) que es el Grupo Interagencial de Género y Avance de las Mujeres (GIGAM) cuyo trabajo se sustenta en el Marco de Asistencia de las Naciones Unidas para el Desarrollo (UNDAF por sus siglas en inglés) 2005-2009 y el UNDAF 2010-2014. Mientras el primer UNDAF citado aborda muy brevemente la problemática de la VCM, el segundo incluye varios indicadores para medir el avance del SNU en esta área, los cuales están incluidos principalmente dentro del componente “seguridad y justicia.”

¹⁷⁹ El proyecto *Mujeres, Paz y Seguridad en América Latina* (implementado en Guatemala y Colombia) recibió US\$ 185,000 en fondos básicos para el periodo 2005-2012; El proyecto *Trabajando contra la Discriminación Étnica/Racial y de Género: Programa para el Ejercicio Efectivo de los Derechos de las Mujeres Indígenas Latinoamericanas* recibió US\$ 260,000 en fondos regulares para la fase preliminar (abril-diciembre 2008).

Aparte de UNIFEM/ONU Mujeres, los actores que más han trabajado en el tema de la VCMN son UNFPA y el PNUD, el primero aportando a los esfuerzos de la SNU en materia de violencia sexual y el segundo participando, principalmente, desde la perspectiva de la gobernabilidad.

Las agencias del SNU presentes en Guatemala han trabajado conjuntamente desde 2009 en el marco de la Campaña ÚNETE del Secretario General para poner fin a la violencia, la cual se llevará a cabo hasta finales del 2015.

Durante el periodo 2008-2011, el Sistema de las Naciones Unidas en Guatemala contaba con un total de cinco programas financiados por el F-ODM, uno de los cuales tenía un componente encaminado a erradicar la violencia contra las mujeres. Adicionalmente, se desarrolló una alianza estratégica entre UNFPA y UNIFEM dentro del marco de la iniciativa Alianza para la Acción. Actualmente, el equipo de país cuenta con dos programas conjuntos adicionales que atienden la VCMN, ambos financiados por el Fondo para la Consolidación de la Paz, uno con enfoque en la investigación criminal y otro con enfoque en la atención a las víctimas.¹⁸⁰

Los dos principales espacios de coordinación en el SNU son el GIGAM, liderado por UNFPA hasta 2012 momento en que su coordinación fue asumida por ONU Mujeres, y el Grupo Interagencial de Derechos Humanos, Gobernabilidad, Seguridad y Justicia, en el cual la agencia líder es la Oficina en Guatemala de la Alta Comisionada para los Derechos Humanos.

¹⁸⁰ Los dos programas conjuntos son: 1) *Fortalecimiento de las Capacidades Nacionales para la Investigación Criminal*, implementado conjuntamente con ONU Mujeres, PNUD y UNODC desde noviembre de 2011 y 2) *Fortalecimiento de las Capacidades Nacionales para la Atención a la Víctima*, implementado conjuntamente con ONU Mujeres, UNFPA y UNICEF desde septiembre de 2012.

4. Hallazgos sobre las preguntas estratégicas de la Evaluación

Esta sección presenta los resultados de las tres preguntas que plantea la evaluación temática del trabajo de UNIFEM/ONU Mujeres en este tema de la VCMN:

- Período 2008-2011. ¿Cuál ha sido la contribución enfocada a los resultados para poner fin a la violencia contra las mujeres en Guatemala, realizada por las entidades predecesoras de ONU Mujeres? ¿Cuáles son las lecciones aprendidas? (Sección 4.1).
- ¿Cuáles han sido y son las fortalezas y debilidades de UNIFEM/ONU Mujeres y las lecciones aprendidas de sus entidades predecesoras, con relación a la planificación, la implementación, el monitoreo y la evaluación de su trabajo relacionado con la EVCM? (Sección 4.2).
- ¿En qué medida ONU Mujeres se ha posicionado estratégicamente para aportar un valor agregado en la prevención y respuesta a la violencia contra las mujeres en contextos globales, regionales y nacionales? (Sección 4.3).

4.1 Pregunta estratégica # 1: Las contribuciones a los resultados y las Lecciones aprendidas relacionadas

En esta sección se presentan las observaciones sobre las contribuciones de UNIFEM/ONU Mujeres con relación a las tres áreas de su mandato. En el numeral 4.1.2 se presenta un análisis del enfoque de UNIFEM/ONU Mujeres y su relevancia según elementos del contexto y las perspectivas de las personas entrevistadas. En los numerales 4.1.2 y 4.1.2 se presentan los hallazgos sobre contribución a los resultados en el trabajo operativo, normativo/inter-gubernamental, y de coordinación interagencial. Es importante señalar que es difícil precisar el aporte específico de UNIFEM/ONU Mujeres a los procesos dada, como se ha indicado anteriormente, la falta de sistemas de información idóneos y de memoria institucional al respecto. Unido a esto, algunas de las personas entrevistadas caracterizan el acompañamiento de UNIFEM/ONU Mujeres en función de la organización, el apoyo a actividades o procesos clave, o colaboraciones en momentos estratégicos dependiendo de un determinado contexto.

El 4.1.3 describe una serie de factores que afectaron la sostenibilidad de los procesos impulsados por UNIFEM/ONU Mujeres y por ende también incidieron en los resultados logrados hasta la fecha.

4.1.1 Relevancia del Trabajo de ONU Mujeres según el Contexto

El Continuo de la Violencia y Énfasis en la Impunidad

Como se mencionó anteriormente, parte de la violencia que se ejerció durante el conflicto armado en Guatemala estuvo especialmente dirigida contra las poblaciones indígenas. Según la Comisión de Esclarecimiento Histórico (CEH), más de 10,000 mujeres fueron víctimas de violencia de género y 1,500 de violencia sexual. El mismo informe afirma que el 89 por ciento de las víctimas eran de origen maya. Aunque el conflicto armado ha terminado, las mujeres sobrevivientes siguen sufriendo las secuelas físicas y psicológicas de estos crímenes.¹⁸¹

¹⁸¹ Inter-American Commission of Women. 2010. “Análisis situacional: VIH y violencia contra las mujeres en Guatemala”. *Organization of American States*, Washington, DC: p. 28.

Dieciséis años después de la firma de los Acuerdos de Paz, la violencia contra las mujeres en Guatemala está lejos de haber terminado. Este país tiene una de las tasas más altas del mundo de delitos violentos contra las mujeres, incluyendo el femicidio. La violencia contra las mujeres guatemaltecas se inscribe en un contexto de discriminación, racismo, machismo y una cultura patriarcal que ha estado presente en los actos de violencia aún antes del conflicto armado y que unido a la situación de pobreza ponen a las mujeres en una mayor condición de vulnerabilidad. Es así como las organizaciones guatemaltecas de mujeres definen ésta situación como un *continuum de violencia* en contra de ellas, en el que se entiende el femicidio como la continuación de la violencia ejercida durante el conflicto armado interno.¹⁸²

Varios de los actores claves entrevistados afirmaron que “en Guatemala hace diez años la violencia contra la mujer era una conducta ‘normalizada’ y aceptada socialmente. La entrada en vigencia de la Ley contra el Femicidio y otras formas de violencia (2008) y el lanzamiento de la Campaña ÚNETE del Secretario General (2009) han significado un “antes” y un “después” en el entendimiento de la VCMN como un delito, como un comportamiento no aceptado.”

En el Informe de 2011 sobre sus actividades anuales en Guatemala, la ACNUDH indicó que el acceso a la justicia para las mujeres víctimas de violencia sigue siendo un problema, especialmente para las mujeres indígenas, que se enfrentan a una doble barrera en la búsqueda de la asistencia del sistema judicial: el machismo y el racismo.¹⁸³ También afirmó que el 98% de los casos de femicidio reportados permanecen impunes y que el Estado hace poco para investigar los casos, enjuiciar a los responsables y ofrecer reparaciones justas a sus familias.¹⁸⁴

Buenas Prácticas

Trabajar el tema de erradicación de la VCMN como parte del continuo de la violencia desde el conflicto armado permite abordar la impunidad desde una perspectiva histórica y prolongada en el tiempo, visibilizando las violencias que se han ejercido en contra de las mujeres y situándolas como constructoras de paz.

Es por esta razón que algunos de los objetivos y resultados de los diferentes proyectos implementados por UNIFEM/ONU Mujeres se entrecruzan, relacionando constantemente la violencia y las violaciones de derechos humanos durante el conflicto armado con los hechos de violencia de la actualidad. El trabajo de empoderamiento de las mujeres, de incidencia y de fortalecimiento institucional responde indistintamente a las violencias que han vivido las mujeres guatemaltecas y tienen un énfasis muy fuerte en el marco legal, entendido éste como la aprobación de leyes, que acordes con los Instrumentos internacional de protección de los derechos humanos de las mujeres, tipifican la violencia en contra de las mujeres, el seguimiento a su implementación y al fortalecimiento al Sistema de Justicia para reducir los altos índices de impunidad y mejorar la atención a las mujeres sobrevivientes. Este enfoque ha sido relevante en el contexto guatemalteco, según los aportes de la mayoría de las personas entrevistadas. Sin embargo, otros actores clave señalan la preocupación de que un enfoque centrado en la impunidad, y en el sistema de justicia en un sentido amplio, no permite abordar las causas fundamentales de la violencia contra las mujeres y lograr prevenirla.

¹⁸² Stanford Victoria, *Guatemala: del genocidio al femicidio*. Guatemala: F&G Editores, 2008.

¹⁸³ UNHCHR. 2012. “Informe de la Alta Comisionada de las Naciones Unidas para los Derechos Humanos sobre las actividades de su oficina en Guatemala” *Presented to the Human Rights Council during its 19th sesión*, Report no. A/HRC/19/21/Add.1: párrafo 48.

¹⁸⁴ MADRE, Bárcenas Women's Working Committee, Muixil, and International Women's Human Rights Clinic City University of New York School of Law. 2010. “Violations of Women's Human Rights in Guatemala: Recommendations for the List of Issues to the Guatemalan Government”. *Presented to the UN Human Rights Committee at its 100th session*, New York.

En relación con el PLANNOVI

A pesar de que las actividades y los resultados planeados en los proyectos de ONU Mujeres se alineaban con, por lo menos, una de las cuatro áreas de trabajo del Plan Nacional de Prevención y Erradicación de la Violencia Intrafamiliar contra las Mujeres PLANNOVI (investigación, prevención, apoyo a las sobrevivientes y la creación de capacidades institucionales), no hubo un trabajo específico en el impulso para la implementación del mismo. En algunos casos, incluso, se evidenció confusión en el rol que cumple el Sistema de Naciones Unidas –UNIFEM/ONU Mujeres y UNFPA- en función del apoyo para la implementación del PLANNOVI.

En su informe de actividades la ACNUDH ha expresado su preocupación por el hecho de que este Plan no ha sido implementado plenamente, debido a la insuficiencia de la asignación de fondos gubernamentales. Esta misma observación la hacen algunos de los actores entrevistados, quienes en varios casos reconocieron la ausencia total de su implementación.

Trabajo con Autoridades Ancestrales/Locales

Guatemala es un país en el que predomina la población indígena. Cerca del 60% de la población pertenece a la cultura Maya, Xinca o Garífuna y cohabitan en el mismo territorio 25 idiomas maternos (22 mayas, 1 xinca, 1 garífuna y el español). De ahí la importancia de trabajar e incorporar en todos los programas o proyectos establecidos una perspectiva respetuosa y acorde a esa pluriculturalidad.

UNIFEM/ONU Mujeres ha intentado incorporar de manera transversal el enfoque de derechos de las mujeres indígenas en cada uno de sus proyectos y programas. Sin embargo, según se pudo identificar, el gran peso de esa transversalización recae en el Programa de Mujeres Indígenas, a través del trabajo que se realiza con las organizaciones de mujeres indígenas maya y con las Autoridades Ancestrales de los 48 cantones de Totonicapán. En este sentido, algunas de las personas entrevistadas manifestaron su preocupación por la división indígena/mestiza o ladina que se da en el trabajo cotidiano de UNIFEM/ONU Mujeres, donde, según varias personas entrevistadas, no se hace el suficiente esfuerzo de integrar y coordinar el trabajo de todas las organizaciones, manteniendo una forma de trabajo paralela que no permite concertar esfuerzos “mixtos” para unos objetivos común.

4.1.2 El Mandato Operativo de ONU Mujeres

Esta dimensión del mandato de UNIFEM/ONU Mujeres se centra en las acciones que se llevan a cabo en el país por medio de los proyectos financiados y a través de la asistencia técnica. Una de las dificultades con las que se contó en el momento de hacer este estudio de caso fue la ausencia de planificación estratégica por parte de la Oficina de Programa de UNIFEM/ONU Mujeres en Guatemala hasta el año 2011. El trabajo desarrollado en Guatemala estuvo organizado y priorizado por proyectos, los cuales se iban desarrollando de manera paralela sin coordinación aparente entre ellos. Algunas de las personas entrevistadas hicieron referencia a esta situación, incluso, entre las organizaciones e instituciones socias de un mismo proyecto. Este hecho generó que se duplicaran algunas actividades y, en algunos casos, conflictos entre los componentes de un mismo proyecto. Algunas de las personas entrevistadas manifestaron tener la “sensación de poca claridad en la implementación de los mismos”, en este sentido el Informe de la Evaluación del Proyecto F-ODM señaló entre sus recomendaciones que es necesario “llevar procesos de comunicación e interlocución entre las socias y las agencias al mismo nivel, garantizando que las socias tengan acceso a la rendición de cuentas y a la transparencia de la información para evitar la desconfianza generada que en vez de fortalecer el Sistema de Naciones Unidas lo debilita”¹⁸⁵ (sic). (Estas características del funcionamiento de la organización se retoman en la sección 4.2.)

¹⁸⁵Naiara Tres-Castro Arnedo. 2011. Fortaleciendo la Institucionalidad de las Mujeres en Guatemala. Informe final de evaluación. Recomendación R1. pág. 44

En este sentido se dificulta poder visibilizar de forma concreta los resultados del trabajo de UNIFEM/ ONU Mujeres en Guatemala, a pesar de que la mayoría de los actores relevantes destacaron el importante rol político que ha tenido a través de sus aportes a organizaciones e instituciones en momentos en que el contexto lo ha exigido.

Resultados a corto y mediano plazo

Políticas públicas y normativa interna para la erradicación de la violencia contra la mujer.

Todos los actores consultados resaltaron el marco legal y normativo existente en Guatemala para la erradicación de la VCMN como uno de los más importantes avances del periodo 2008-2011 y destacaron, así mismo, la contribución de UNIFEM/ONU Mujeres a través del trabajo directo con los mecanismos de la mujer y el trabajo de acompañamiento técnico y cabildeo para contribuir a la aprobación de leyes complementarias a la erradicación del femicidio y a la implementación de los marcos jurídicos y políticos por parte de las instituciones responsables.¹⁸⁶

UNIFEM/ONU Mujeres contribuyó a los siguientes resultados:

“Un marco normativo y legal que protege los derechos de las mujeres y se enfoca a la erradicación de la VCMN”

“Establecimiento de la Comisión para el Abordaje del Femicidio (COPAF) en seguimiento a la recomendación del Comité CEDAW”.

“La aprobación del Decreto 22-2010, en el que se aprueba la incorporación de las Oficinas Municipales de la Mujer en el Artículo 96 Bis de este Código”.

“Las Oficinas de Atención a la Víctima del Ministerio Público fortalecidas en su Modelo de Atención Integral”.

En cuanto al marco institucional y de políticas públicas, como se señaló en el apartado 2.2, Guatemala cuenta con una importante y diversa institucionalidad enfocada a la erradicación de la VCMN. La SEPREM, la COPAF, la DEMI, las Oficinas Municipales de la Mujer y la CONAPREVI son algunas de las principales instituciones encargadas de esta cuestión.

En ese sentido implementó el Proyecto F-ODM (*Fortaleciendo la Institucionalidad de las mujeres en Guatemala*), cuyo objetivo principal era el **fortalecimiento de la SEPREM y la DEMI, dos de las instituciones públicas que trabajaban por “el avance de las mujeres” y la implementación de dos de las Políticas Públicas relacionadas con la participación política de las mujeres y planificación y presupuesto con perspectiva de género.**

Uno de los logros identificados del Proyecto F-ODM fue la “alineación” de las instituciones en el tema de erradicación de la violencia contra las mujeres. Según el Informe de evaluación final del proyecto “La mayor contribución del programa en éste eje ha sido una coordinación inter-agencial que ha permitido abordar la cuestión de manera integral. Esto es; por un lado el apoyo a DEMI a nivel central y departamental para proveer servicios directos a las mujeres víctimas no sólo de violencia, sino también de discriminación y racismo (género/etnia/pobreza)”.¹⁸⁷

Durante el período de estudio, UNIFEM/ONU Mujeres también apoyó a la Comisión de la Mujer del Congreso de la República, sexta legislatura, a través de la instalación de la Secretaria Técnica de la Comisión, desde la cual contribuyó al diseño, consenso y desarrollo de la Agenda Legislativa para el Avance de las Mujeres, la cual contó con proyectos de ley relacionados, tanto directamente como indirectamente con el tema de EVCN y a la aprobación de por lo menos las siguientes leyes relacionadas directamente con la EVCN: la Ley contra la Violencia Sexual, Explotación y Trata de Personas (Decreto No. 9-2009) y al Decreto 22-2010, con el que se aprueba la incorporación de las Oficinas Municipales de la

¹⁸⁶ Proyecto F-ODM Fortaleciendo la Institucionalidad de las Mujeres en Guatemala. 2008-2011; Alianza para la Acción en la prevención de los asesinatos contra las mujeres en Guatemala; Campaña ÚNETE del Secretario General.

¹⁸⁷ Informe Final Evaluación “ Fortaleciendo la Institucionalidad de las Mujeres en Guatemala”, Guatemala 2011.

Mujer en el Artículo 96 Bis de este Código; y además, apoyó el proceso de fiscalización de la implementación de las leyes contra el Femicidio y otras Formas de Violencia contra la Mujer y contra la Violencia Sexual, la Explotación y la Trata de Personas y la Ley para Prevenir, Sancionar, y Erradicar la Violencia Intrafamiliar en los 22 departamentos del país. Del mismo modo, se contribuyó a fortalecer mecanismos de rendición de cuentas y planificación estratégica en la implementación de las leyes en el territorio nacional a través de la Comisión de la Mujer del Congreso de la República, que contó con la participación de los mecanismos de la mujer y muchas organizaciones de mujeres. Todas estas actividades se desarrollaron como parte del proyecto financiado por el F-ODM.

Algunos de los actores clave entrevistados resaltaron el trabajo de acompañamiento de UNIFEM en la aprobación de la Ley Contra el Femicidio (2008), la cual marcó un antes y un después en el tema de Erradicación de la VCMN.

Personas entrevistadas, pertenecientes tanto a organizaciones indígenas como mestizas, manifestaron también la importancia del trabajo de descentralización de la temática de VCMN, realizado por las Diputadas del Congreso de la

Buenas Prácticas

El acompañamiento técnico y político en el diseño y la aprobación de leyes en materia de erradicación de la VCMN acompañado de un proceso de “fiscalización” en su implementación a nivel nacional.

República en el marco del proyecto apoyado por UNIFEM/ONU Mujeres. Personas entrevistadas afirmaron que el hecho de trasladarse a zonas rurales del país contribuyó a la difusión de la Ley contra el Femicidio como instrumento de prevención del delito y permitió, además, el conocimiento de los mecanismos e instrumentos de protección por parte de mujeres y hombres que no tenían alcance a ellos. En el mismo sentido señalaron que este ejercicio permitió tener un diagnóstico de los retos para la implementación de la Ley.

La fiscalización da luces sobre una “buena práctica” en los esfuerzos de asegurar la implementación de una ley. Por lo cual debería fortalecerse, continuando con el ejercicio y haciendo un seguimiento claro de los resultados de dicho proceso.

Las organizaciones defensoras de los derechos de la mujer influyen en políticas, acciones y presupuestos para hacer frente a la VCMN.

Durante 2008-2011, según información de la Oficina de ONU Mujeres en Guatemala, UNIFEM/ONU Mujeres implementó cinco proyectos enfocados en el fortalecimiento de organizaciones de mujeres y de derechos humanos -indígenas y no indígenas-, en la incidencia e interlocución con el Estado para la implementación de las políticas y la normativa relacionada con la VCMN: *Fortaleciendo la Institucionalidad de las Mujeres en Guatemala, la Alianza para la Acción en la Prevención de los asesinatos contra mujeres en Guatemala, Programa de Mujeres Indígenas, Ciudades Seguras y Mujeres, paz y seguridad.*

En este eje de trabajo UNIFEM/ONU Mujeres enfocó su acción en dos sentidos: apoyar e incidir para el aumento del número de mujeres -especialmente mujeres indígenas y rurales- que participan en la toma de decisiones en los ámbitos social, político y económico a nivel municipal, departamental y nacional,¹⁸⁸ por medio del fortalecimiento de su ciudadanía y del ejercicio de sus derechos;¹⁸⁹ y el fortalecimiento de alianzas e interlocución sociedad civil y Estado¹⁹⁰.

¹⁸⁸ Proyecto: F-ODM, Fortalecimiento a la Institucionalidad de las Mujeres de Guatemala, Resultado 2.3.

¹⁸⁹ Proyecto Ciudades Seguras.

¹⁹⁰ Alianza para la Acción en la prevención de los asesinatos contra las mujeres en Guatemala, obj. 2.1, Fase 2

De esta forma muchas de las acciones realizadas durante este periodo estuvieron centradas en apoyar a organizaciones de la sociedad civil para promover la participación de las mujeres en la incidencia o toma de decisiones de las políticas para la erradicación de la VCMN.

En el marco del Proyecto *Alianza para la Acción en la Prevención de los Asesinatos contra Mujeres en Guatemala*, se apoyó a organizaciones de la sociedad civil en el fortalecimiento de su interlocución con el Estado en el acompañamiento para **la efectiva implementación de las Políticas Públicas existentes en materia de erradicación de la VCM.**¹⁹¹

Uno de los logros resaltados en este sentido fue el apoyo al diseño y la implementación de la Estrategia de la Comisión Nacional para el Abordaje del Femicidio¹⁹², la cual permitió el fortalecimiento de la coordinación entre los tres poderes del Estado. También se sentaron las bases para la construcción de alianzas estratégicas entre organizaciones de mujeres e instituciones estatales; se desarrollaron conversatorios con jueces y juezas para fortalecer la aplicación de la Ley contra el Femicidio y otras Formas de Violencia contra las Mujeres; y se realizó el primer Curso de Formación en Violencia Sexual a jueces y juezas de la Ciudad de Guatemala, en el marco del proyecto *GTM Mujeres, paz y seguridad*. El trabajo realizado por medio de la incidencia ante la Comisión para el Abordaje del Femicidio propició, cuatro años después, la creación de la Comisión Presidencial para el Abordaje del Femicidio instalada por el Presidente de la República en 2012.

En el marco del *proyecto Mujeres Indígenas* se fortaleció el liderazgo de las mujeres indígenas. Un ejemplo de este trabajo fue el realizado con las mujeres pertenecientes a los 48 Cantones de Totonicapán, en el ejercicio de sus derechos y su participación política a nivel comunitario y también los talleres de formación y liderazgo para fomentar la participación de las mujeres en los COCODES. Parte de este trabajo fue el acompañamiento al proceso de selección y nominación de las autoridades de los Cantones, el cual desembocó en el nombramiento para el 2012 de **la primera mujer Presidenta de los 48 Cantones**; y por otro lado la mayor apropiación de los instrumentos y mecanismos internacionales de protección de los derechos de las mujeres, trabajo que también se realizó en el marco del proyecto *Ciudades Seguras*.

Este último proyecto de carácter regional –también operó en El Salvador–, fue implementado en el departamento de Izabal, por parte de la Fundación Guatemala; la Ciudad de Guatemala por medio del trabajo desarrollado con la Municipalidad; y en la Universidad de San Carlos de Guatemala por intermedio de su Instituto Universitario de la Mujer. A través de este proyecto, se han capacitado cerca de 70 mujeres en 3 escuelas de liderazgo, y se logró una alianza, para su implementación con la Gobernación del departamento de Izabal. Se ha trabajado a lo largo del proyecto con la Municipalidad de Guatemala con lo cual se ha realizado un trabajo comunitario sostenido en por lo menos dos de las zonas capitalinas, entre ellas la zona 5, en la que se ha trabajado en la capacitación de mujeres y en la conformación de comisiones de la mujer los Comités Únicos de Barrio, las cuales han sido replicadas en 6 zonas más de la ciudad..

Varios de los actores entrevistados resaltaron el importante apoyo que UNIFEM/ONU Mujeres ha brindado para la interlocución y la articulación de alianzas entre la sociedad civil y el Estado, “lo que en el contexto de polarización del movimiento de mujeres es muy importante para el avance y la consolidación de las políticas públicas.”

Sin embargo, uno de los grupos de personas clave manifestó que fueron algunas de las organizaciones de la sociedad civil quienes le abrieron el camino a UNIFEM/ONU Mujeres en su interlocución con las

¹⁹¹ Alianza para la Acción en la prevención de los asesinatos contra las mujeres en Guatemala, obj. 2.1, Fase 2.

¹⁹² La Comisión Nacional para el Abordaje del Femicidio se creó en el 2006 a través de una carta de entendimiento entre los presidentes de los tres poderes del Estado diseñando un plan de acción conjunto que permitió la coordinación entre las tres ramas. En 2008 se “diluyó” la Comisión al no darle seguimiento. Ante la demanda de las organizaciones de mujeres y la Instancia Coordinadora de la Modernización del Sector Justicia, se creó la figura de la Comisionada Presidencial para el Abordaje del Femicidio, hasta el 09 de marzo 2012, cuando se crea la Comisión Presidencial para el Abordaje del Femicidio, COPAF bajo acuerdo gubernativo 46-2012, cumpliendo parcialmente la recomendación del Comité CEDAW de institucionalizar la Comisión Nacional para el Abordaje del Femicidio.

instituciones del Estado. Esta doble lectura puede deberse a la historia de UNIFEM/ONU Mujeres en Guatemala, agencia que comenzó como una Oficina de Programa y que recién para 2008 tuvo un funcionamiento más articulado y sostenido en el país, a través del financiamiento recibido del **Fondo para el Logro de los Objetivos del Milenio (F-ODM)**.

Otra de las constantes afirmaciones durante las entrevistas fue la ausencia de apoyos a procesos de largo “plazo” con la sociedad civil. El apoyo dado por UNIFEM a la sociedad civil fue caracterizado, por algunos actores, como: “coyuntural, sin estrategia ni sostenibilidad”, lo cual no ha significado un aporte de UNIFEM/ONU Mujeres al fortalecimiento de las organizaciones, ni a su rol político de incidencia.

Según los actores entrevistados, las organizaciones de mujeres se caracterizan por su diversidad de enfoques para abordar la temática de VCMN en donde resaltan diferencias conceptuales y políticas específicamente en lo referente a la atención a las víctimas. Las diferencias de abordajes, señalan algunas personas entrevistadas, van desde las diferencias de enfoques teóricos feministas, hasta del tipo de acompañamiento -con enfoque cultural o no- que se le hace a las víctimas, en especial a las mujeres indígenas.

Pese a la importancia del movimiento de mujeres y los logros alcanzados, materializados en la normativa y la institucionalidad, algunas de las personas entrevistadas señalaron el alto nivel de polarización que existe entre ellas, lo que ha dificultado la continuidad y el fortalecimiento del trabajo realizado.

Las autoridades nacionales y locales mejoran la cantidad y/o calidad de los servicios esenciales para las sobrevivientes de VCM.

Por lo menos dos de los proyectos implementados por ONU Mujeres durante 2008-2011 orientaron sus resultados y actividades hacia el fortalecimiento de las Instituciones prestadoras de servicios y de atención a las mujeres VCM: F-ODM y *Alianza para la Acción*.

Como en otras de las líneas de acción, UNIFEM trabajó por medio de dos estrategias: una de trabajo directo con los mecanismos de la mujer (como la SEPREM, la DEMI y la Comisión de la Mujer del Congreso de la República) y la otra consistente en apoyar a las organizaciones de la Sociedad Civil para el fortalecimiento de las instituciones y organizaciones de presentación de servicios. Además del trabajo realizado por medio de los proyectos, cabe resaltar el acompañamiento de UNIFEM al Ministerio de Gobernación y al Ministerio Público.

Los resultados esperados de estos proyectos estuvieron orientados a que las mujeres, niñas y adolescentes, especialmente mujeres indígenas y rurales, tuvieran mayor acceso a servicios integrales, multisectoriales, con pertinencia cultural y étnico-lingüística para prevenir y responder a la violencia, discriminación y racismo en su contra.¹⁹³ Esto se llevó a cabo a través del fortalecimiento de las capacidades en materia de enfoque de género de las unidades, secciones o programas de las instituciones de seguridad, justicia, salud y la institucionalidad de las mujeres,¹⁹⁴ actividades que, para una de las personas entrevistadas, le ha dado sostenibilidad al trabajo realizado en el marco del proyecto F-ODM, al interior de algunas instituciones estatales como se intentará ejemplificar más adelante.

Dos de las instituciones beneficiarias directas del proyecto F-ODM fueron la DEMI y la SEPREM. En cuanto a los resultados que se evidenciaron a través del apoyo a la SEPREM está la instalación de la Unidad de Género del Ministerio de la Salud Pública y Asistencia Social y la transversalización de la perspectiva de género por medio de la Mesa Técnica de la No Violencia contra las Mujeres del poder ejecutivo, liderada por la SEPREM, en la que participan instancias institucionales que abordan el tema de VCMN. También se trabajó para el fortalecimiento de las Oficinas de Atención a la Víctima, del Ministerio Público¹⁹⁵, por medio de capacitaciones en investigación criminal, y en el establecimiento del

¹⁹³ Proyecto Fortalecimiento de la Institucionalidad de las mujeres de Guatemala, Resultado 2.1

¹⁹⁴ Proyecto Alianza para la Acción Resultado 2.2

¹⁹⁵ Proyecto Fortalecimiento de la Institucionalidad de las mujeres de Guatemala, Resultado 2.1

modelo de atención integral de atención a las víctimas (MAI), que se comenzó a implementar en 2012. Uno de los reconocimientos que hace el Informe al Proyecto ODM es la creación de “espacios que venían siendo demandados por la población y sociedad civil, para el abordaje de la violencia, discriminación y racismo en contra de las mujeres. En los departamentos priorizados se impulsaron oficinas de DEMI que fueron determinantes para atender las necesidades y demandas de muchas mujeres Guatemaltecas”.¹⁹⁶

Algunos de los actores claves manifestaron la poca o nula sostenibilidad del fortalecimiento de la DEMI, visibilizado en el cierre de las oficinas de Totonicapán y de Chiquimula, las cuales habían sido instaladas durante la implementación del proyecto. Sin embargo, algunas de las personas entrevistadas atribuyeron esta debilidad no solo a la falta de sostenibilidad del proyecto, sino al difícil entramado burocrático con el que se tiene que enfrentar la DEMI para su fortalecimiento institucional a través de la ampliación de presupuesto y planta de personal, caso contrario a lo ocurrido con la SEPREM, la cual, según algunas de las personas entrevistadas y el Informe citado “se vio fortalecida y posicionada institucionalmente” a través del proyecto, al fortalecer tanto cuantitativamente su planta de personal de forma permanente, como de forma cualitativa al mejorar la capacidad técnica de su equipo.¹⁹⁷

Algunos de los resultados de las actividades que se desarrollaron a través de las socias implementadoras del proyecto *Alianza para la Acción* estuvieron enfocados en apoyar al proceso de **Reforma de la Policía Nacional Civil (PNC)**, formando a los mandos superiores y medios de la institución y a las 3,000 mujeres policías (que representan el 10% de la fuerza policial) en la aplicación de la normativa sobre los derechos de las mujeres en el mandato institucional, las Resoluciones 1325 y la 1820 del Consejo de Seguridad de la ONU y las normas institucionales sobre el abuso y el acoso sexual. Se apoyó el análisis comparativo de los cuatro diagnósticos regulares sobre la situación de las mujeres en la PNC que permitió **la incorporación de un enfoque de derechos de las mujeres en el actual proceso de reforma, materializado en la integración de mecanismos para el abordaje del abuso y el acoso sexual en la Institución**, en el marco del Proyecto *Mujeres, Paz y Seguridad*. Una de las personas entrevistadas destacó el trabajo realizado en esta materia y confirmó el impacto que tiene en la prevención de la violencia contra la mujer, tanto al interior de la PNC como en la atención que se brinda a las mujeres sobrevivientes de violencia.

En el marco del proyecto de la *Alianza para la Acción* se trabajó, además, en el diseño del Sistema Integrado de Respuesta a las Sobrevivientes de Violencia, con el cual se han georeferenciado los recursos para servicios gratuitos a las sobrevivientes de violencia de las 22 cabeceras departamentales y 130 municipalidades y se ha instalado un sistema de orientación y atención electrónica para jóvenes y mujeres en riesgo para potenciar los mecanismos de protección y reducir el impacto y las secuelas de la violencia.¹⁹⁸

Los tomadores de decisiones, líderes y miembros de la comunidad son conscientes y apoyan públicamente la erradicación de la VCMN.

En Guatemala UNIFEM/ONU Mujeres ha orientado algunas de sus acciones a posicionar públicamente - autoridades nacionales, locales, indígenas y no, y en la sociedad en general- la problemática de la VCM y la importancia de su prevención y atención.

La *Campaña ÚNETE del Secretario General* ha sido la principal plataforma de acción en este sentido.

¹⁹⁶ Naiara Tres-Castro Arnedo. 2011. Fortaleciendo la Institucionalidad de las Mujeres en Guatemala. Informe final de evaluación. pág. 44

¹⁹⁷ Naiara Tres-Castro Arnedo. 2011. Fortaleciendo la Institucionalidad de las Mujeres en Guatemala. Informe final de evaluación. pág. 44

¹⁹⁸ El sistema georeferenciado está diseñado. Para poder tener información sobre su funcionamiento, es posible ingresar a la página web <http://www.sosmujeres.com>

Muchas de las actividades realizadas por la Oficina estuvieron orientadas a la concientización pública y social sobre la importancia de prevenir, sancionar y eliminar la violencia contra las mujeres en la sociedad en su conjunto,¹⁹⁹ ya sea a partir de acciones de información, educación y comunicación;²⁰⁰ a través de la ampliación del conocimiento y fortalecimiento del debate público sobre la seguridad de las mujeres en las ciudades;²⁰¹ o mediante el trabajo específico con autoridades indígenas, para promover el derecho a una “vida libre de violencia” de las mujeres indígenas en particular.²⁰²

De esta manera, algunas de las actividades realizadas se centraron en la socialización de los derechos de las mujeres, el abordaje y prevención de la violencia contra las mujeres por medio de programas radiales cortos, actividades artísticas y lúdicas como obras de teatro, festivales de arte y mujer, y ferias del conocimiento, en el que se compartieron diferentes experiencias de abordaje de las violencias contra las mujeres.

Vale la pena resaltar el trabajo realizado en el marco del *Programa Mujeres Indígenas* orientado a fortalecer las capacidades de las mujeres indígenas para ejercer sus derechos humanos que ha logrado incidir en el entorno colectivo y social de las mujeres pertenecientes a los 48 Cantones del departamento de Totonicapán y posicionar el tema de prevención de la VCMN.

Esto se refleja en la entrevista con uno de los grupos focales, en la que se evidencia el trabajo realizado desde 2009, con las tres últimas presidencias de la Junta Directiva del Consejo de Alcaldes Comunales de los 48 cantones de Totonicapán, de las cuales una –la correspondiente al año 2012- estuvo liderada por una mujer²⁰³; otro de los logros resaltados durante las entrevistas fue la generación de conciencia comunitaria en lo referente a la importancia de la prevención de la VCMN desde el ámbito familiar y la necesidad de involucrar a los hombres en los procesos de capacitación y sensibilización en derechos humanos de las mujeres.

Para algunas de las personas entrevistadas, con respecto a este proceso, “Lo más importante ha sido el fortalecer la participación de las mujeres en los 48 Cantones. Se comenzó desde la Junta Directiva para luego hacer réplica en las comunidades. Se comenzó con 15 mujeres y se terminó con más de 75. En el proceso hubo involucramiento de los hombres alcaldes”. De la misma manera señalan la necesidad

Buenas Prácticas

La realización de intervenciones públicas a nivel local y nacional: Festivales por la Memoria; obras teatrales y encuentros artísticos.

El trabajo a nivel **comunitario** en la promoción de los derechos de las mujeres que contaron con la participación de mujeres y hombres de las localidades.

Comentarios de hombres y mujeres de los 48 Cantones de Totonicapán.

“Con la orientación y el apoyo que UNIFEM/ONU Mujeres nos han dado ha comenzado a cambiar. Incluso uno de hombre ayuda para no maltratar a la mujer. Desde las autoridades vemos que las mujeres sufren mucho maltrato”.

“Hoy hombres y mujeres estamos en equilibrio”.

“Somos los hombres los que debemos concientizarnos, no necesariamente sólo las mujeres”.

“Los hombres debemos esforzarnos para que hayan espacios para la participación política de las mujeres”.

¹⁹⁹ Campaña ÚNETE Secretario General

²⁰⁰ Proyecto Alianza para la Acción en la Prevención de los Asesinatos contra Mujeres en Guatemala, fase 1 objetivo específico 1.1.

²⁰¹ Proyecto Ciudades Seguras, resultado 1

²⁰² Programa Mujeres Indígenas.

²⁰³ La autoridad principal del Consejo de Alcaldes Comunales de los 48 cantones de Totonicapán es la Presidencia y su junta directiva, la cual es elegida anualmente por medio de un sistema de asambleas comunitarias.

“implementar más campañas de prevención que ayuden a cambiar la mentalidad de las nuevas generaciones”

El proyecto **Territorios Libres de Violencia contra las mujeres**, iniciado en 2009 en el marco de la Campaña ÚNETE, se inició en dos territorios, Nahualá, Departamento de Sololá y Sacanillá,

Departamento de Alta Verapaz. El conversatorio en la comunidad de Sacanillá confirmó una de las premisas de estas iniciativas: brindar espacio de juego y ocio a las mujeres es una forma de promover procesos de empoderamiento y hacer valer los derechos de las mujeres y aportar a la reconstrucción del tejido social en la comunidad. Así mismo, demostró diferencias en las perspectivas de los hombres cuando ellos también habían participado en capacitaciones. Sin embargo, demostró las implicaciones

que existen para las mujeres cuando éstas denuncian a sus parejas ante la ley (la dependencia económica del aporte masculino, el cual deja de existir al quedarse solas) y, en términos generales, los retos para la sostenibilidad de los procesos, los cuales a pesar de tener un enfoque comunitario siguen evidenciando la necesidad de un trabajo continuado de empoderamiento en la vida cotidiana de las mujeres más allá del trabajo realizado y convocado por un proyecto o facilitador/a en concreto. Parece ser que diversos factores, como la carga de trabajo doméstico y laboral, impiden que las mujeres se reúnan para realizar actividades por iniciativa propia y esperan que la convocatoria venga de una facilitador/a externo/a.

Comentarios de las Mujeres participantes en el Proyecto Territorios Libres de Violencia contra las Mujeres, Sacanillá

“Nos sentíamos contentas cuando jugábamos.”

“Antes solo decíamos adiós cuando nos veíamos y ahora nos conocemos por nombre y preguntamos cómo están las otras mujeres.”

“Antes me quedaba callada. Mi esposo como cambió después de yo “no me dejo” y lo amenacé con denuncia. Me dejó entrar al Comité. Ahora me viene a buscar después de las reuniones.”

“Los que denuncian, hemos visto que el esposo va a la cárcel. Se asustan las otras mujeres porque ven que quedan solas.”

Resultados a mediano - largo plazo

Como se señaló al comienzo de esta sección, resulta difícil lograr identificar los resultados a mediano-largo plazo que ha tenido el trabajo de UNIFEM/ONU Mujeres en Guatemala. Sin embargo, al realizar la reflexión con los actores claves, sobre los resultados o logros

obtenidos durante el periodo 2008-2011, todos coincidieron en afirmar que, hoy en día el tema de VCMN esta posicionado en la opinión pública, en algunas instancias estatales y gubernamentales y al interior del Sistema de Naciones Unidas.

Sin embargo, la naturaleza de la Oficina de Programas de UNIFEM/ONU Mujeres en Guatemala hasta 2012, fue en si misma un reto para la consolidación de los resultados a largo plazo.

A dicha debilidad institucional de la agencia en el país se une la debilidad estatal e institucional que tiene Guatemala, donde los cambios de gobierno implican una ruptura y dificultan la continuidad de las políticas públicas y las iniciativas encaminadas a la erradicación de la VCMN. Esta situación en el traspaso entre el poder ejecutivo –saliente y entrante- genera un sentimiento de que “cada cuatro años hay que partir de cero”, tal y como lo afirmaron varios de los actores clave. Por ende, lo que se señala a continuación es fundamentalmente la evidencia que hay sobre las brechas y el trabajo que falta por hacer y fortalecer por parte de ONU Mujeres y otros actores e instituciones clave en relación al resultado **Normas y comportamientos institucionales y/o sociales apoyan la EVCMN.**

Comentario de una persona entrevistada, SNU

“La realidad guatemalteca es muy difícil y pedirle a una Oficina tan pequeña ‘grandes cambios’ es injusto, incluso en agencias grandes los cambios toman mucho tiempo y se comienza de cero”.

Varias de las personas entrevistadas durante el proceso de evaluación afirmaron que después del conflicto armado la agenda de las mujeres se centró en las necesidades posconflicto -búsqueda de sus seres desaparecidos, recuperación de la memoria, incidencia para la creación del Programa Nacional de Resarcimiento- y que es a partir de 2006 que inicia la construcción de una agenda en la que comienzan a articularse otras demandas, como las relacionadas con la violencia sexual y los homicidios actuales o la participación política, entre otras²⁰⁴, relacionadas directamente o no con el posconflicto. Es el caso de la Ley contra el Femicidio (2008), a partir de cuya aprobación todos los actores claves coincidieron en resaltar que hubo un “antes y después” en materia de VCMN.

Buenas Prácticas

En un país multiétnico, trabajar con enfoques tradicionales no es solo un medio para influir en el discurso público, sino también es un indicador de los cambios en las normas sociales.

En Guatemala es importante, descentralizar el plan de acción y trabajar directamente con las comunidades. Los enfoques participativos y creativos, tales como el trabajo a través del arte y elementos lúdicos han sido un medio eficaz para compartir información y un medio para que diferentes miembros de la comunidad puedan expresar sus creencias y sentimientos.

Trabajar tanto con hombres y mujeres resulta relevante debido a la “naturalización” de la violencia contra las mujeres en Guatemala. Además, de proporcionar a los niños, niñas y jóvenes enfoques y visiones alternativas que pueden contribuir a la prevención de la VCMN.

Para las personas entrevistadas, a partir de 2008 hay un sentimiento de haber avanzado en el posicionamiento social que hoy en día tiene el tema de EVCM, la contribución al “entendimiento” sobre lo que es la VCMN y las implicaciones sociales y, sobre todo, penales que tiene y destacan de manera positiva el trabajo político que realizó UNIFEM en esta tarea. También resaltan el importante trabajo político con el que UNIFEM y UNFPA han apoyado las organizaciones de mujeres para el posicionamiento del tema de VCMN a nivel social, evidenciándolo como “una forma de violencia distinta, que es punible porque es un delito”.

El trabajo de sensibilización a nivel local ha supuesto un acierto, pero sigue representando un reto. Los avances a nivel comunitario señalados anteriormente, logrados en los 48 cantones de Totonicapán, el trabajo de prevención a través de medios artísticos y culturales han sido apuestas que deberían replicarse y fortalecerse.

El gobierno y los proveedores de servicios son responsables ante las mujeres y las niñas de la prevención, protección y respuesta a la VCM.

La mayoría de las personas entrevistadas reconocen los avances legales y normativos y el marco institucional orientado a la erradicación de la VCMN. Sin embargo, manifestaron que, a pesar de su existencia son entidades con poco fortalecimiento institucional, dada la falta de continuidad en las políticas de los diferentes gobiernos, el poco presupuesto con el que son dotadas, la dispersión de mandatos y la falta de coordinación entre las diversas instituciones -SEPREM, DEMI, CONAPREVI, COPAF, etc-. En este mismo sentido, el Comité de la CEDAW expresó su preocupación no solo por la falta de coordinación sino por los posibles traslapes de su trabajo,²⁰⁵ además de resaltar que, pese a la adaptación “gradual” del marco

²⁰⁴ Según representantes de ONU-Mujeres Guatemala, esto coincide precisamente con la implementación del componente Guatemala del programa regional Mujeres Paz y Seguridad, que invierte en fortalecer los esfuerzos de articulación entre organizaciones de mujeres que trabajan Violencia Contra las Mujeres y las que trabajan justicia transicional para mujeres, así como entre organizaciones de mujeres e instituciones estatales.

²⁰⁵ CEDAW. 2009. “Observaciones finales del Comité para la Eliminación de la Discriminación contra la Mujer: Guatemala”, periodo de sesión número 43, informe no. CEDAW/C/GUA/CO/7

legal con los estándares internacionales, “la violencia en general y particularmente la violencia contra las mujeres, sigue siendo una realidad que representa una prioridad a atender.”²⁰⁶

A pesar de la diversidad de centros de atención a las víctimas de violencia y de los importantes esfuerzos de las instituciones gubernamentales prestadoras de servicios, algunas de las personas entrevistadas manifestaron que la dispersión y la duplicidad de esfuerzos dificulta la coordinación entre las entidades y limita la información y atención adecuada a las mujeres. Esto se agrava en las áreas rurales, donde los servicios del Estado son escasos, la atención ginecológica y obstétrica requiere de un componente de atención física, complementado con aspectos psicológicos y de pertinencia cultural, para que las mujeres no sientan que las re victimizan y las tratan de manera discriminatoria.

En este sentido, algunos actores clave señalaron que el servicio de atención a las mujeres víctimas de violencia en Guatemala aún carece de una perspectiva de pertinencia étnica y de género. Esto se caracteriza por la falta de atención a las mujeres en los idiomas maternos (limitante que también se da en la prestación de otros servicios públicos como educación, salud o justicia, por ejemplo), falta de integralidad de los servicios con respeto a las costumbres propias, por ejemplo la falta de integración en los servicios de atención de las comadronas²⁰⁷ y servidores de salud tradicionales y, en muchas ocasiones, una falta de atención sensibilizada y diferenciada de acuerdo con las necesidades de las mujeres.

Las mujeres y niñas sobrevivientes de violencia demandan y tienen mayor acceso a los servicios necesarios.

Algunos de los actores claves entrevistados señalaron como positivo el aumento en el número de denuncias de casos de violencia en contra de las mujeres. Este incremento, señalan, demuestra por lo menos dos cuestiones: existe un mayor conocimiento de sus derechos y de los mecanismos -legales e institucionales- para la denuncia y la atención de los casos y ha aumentado la confianza en las instituciones que prestan los servicios, en especial en el Ministerio Público.

Sin embargo, señalan algunas personas entrevistadas, el aumento en la denuncia no se ha traducido en una respuesta real por parte de las instituciones y en especial del Ministerio Público, para el que el aumento de denuncias implica “un reto”.

En un país en el que más del 50% de la población es indígena y vive en las zonas rurales, la falta de una visión pluricultural y multilingüe en la prestación de los servicios, desde la que se tengan en cuenta el idioma, las costumbres y las tradiciones ancestrales, son algunas de las limitaciones que tienen los servicios de atención a las mujeres sobrevivientes de violencia.

4.1.3 El Mandato Intergubernamental y Normativo de ONU Mujeres

El trabajo relacionado con la dimensión intergubernamental/normativa del mandato de ONU Mujeres se realiza principalmente a nivel global desde la sede de ONU Mujeres. El presente estudio de caso investiga los vínculos entre el trabajo operativo de UNIFEM/ONU Mujeres en Guatemala y el trabajo normativo a nivel global que antes se llevaba a cabo por entidades como DAW y OSAGI.

Las organizaciones de mujeres se expresan ante los foros intergubernamentales y mecanismos de protección de derechos humanos y de las mujeres

Durante los últimos años, UNIFEM/ONU Mujeres ha apoyado de forma activa la participación de varias organizaciones de mujeres guatemaltecas en las sesiones de la CEDAW, del Examen Periódico Universal (EPU), y en la Comisión de la Condición Jurídica y Social de la Mujeres (CSW por sus siglas en inglés), y

²⁰⁶ Comité para la Eliminación de la Discriminación contra la Mujer 2012. *Observaciones finales del Comité para la Eliminación de la Discriminación contra la Mujer: Guatemala. Adición Información proporcionada por el Gobierno de Guatemala sobre el seguimiento de las observaciones finales del Comité.* 53º período de sesiones (CEDAW/C/GUA/CO/7)*

²⁰⁷ Mujeres que asisten de manera tradicional los partos.

por medio de INSTRAW les ha brindado capacitaciones para la elaboración de informes alternativos presentados a los mismos. Según distintas personas entrevistadas, INSTRAW capacitó organizaciones que lograron presentar al menos cuatro informes alternativos (uno por parte de las organizaciones lesbico-feministas; otro por organizaciones de Mujeres Indígenas Mayas; el tercero por la Convergencia Cívico Político de Mujeres y el último por la Unión Nacional de Mujeres Guatemaltecas –UNAMG), al último informe gubernamental de la CEDAW en 2009.

UNIFEM/ONU Mujeres ha apoyado de forma activa la labor del Foro Internacional de Mujeres Indígenas (FIMI), una red global que se creó en el marco de la Plataforma de Acción de Beijing. A través del programa regional **Mujeres Indígenas**, UNIFEM/ONU Mujeres brindó apoyo al FIMI para la realización de procesos de formación encaminados a aumentar el poder de cabildeo de las mujeres indígenas. Adicionalmente, el FIMI, con el apoyo de UNIFEM/ONU Mujeres, participó en la sesión número 56 de la CSW lo que dio como resultado concreto la adopción de la resolución sobre las mujeres indígenas y rurales. Con el apoyo de ONU Mujeres el FIMI se preparó para participar en la 57 reunión de la CSW en marzo 2013, la cual se dedicó al tema de la eliminación y prevención de la violencia contra las mujeres y niñas.

En el contexto de este programa, UNIFEM apoyó el diseño e implementación del Observatorio de Mujeres Indígenas contra la Violencia, un mecanismo regional impulsado por el FIMI que tiene por objetivo monitorear la situación de violencia contra las mujeres indígenas en Centroamérica y México. Las estadísticas generadas por el Observatorio permitirán, entre otras cosas, darle seguimiento al nivel de cumplimiento de las recomendaciones de los órganos de tratados internacionales en materia de VCM.²⁰⁸

Con respecto al cumplimiento de las recomendaciones emitidas por dichos organismos y tratados al Estado de Guatemala: algunos de los actores entrevistados afirmaron que "Ninguna de las Instancias de Naciones Unidas ha cumplido con su rol de seguimiento y observación de las recomendaciones, han sido las organizaciones de mujeres quienes han presionado al Estado para su cumplimiento. El Sistema de Naciones Unidas no ha sido garante del cumplimiento de los compromisos del Estado en Materia de DDHH."

Sin embargo, es importante resaltar que durante el periodo 2008-2011 UNIFEM/ONU Mujeres apoyó o acompañó a las instituciones del Estado en varias actividades encaminadas al cumplimiento de las recomendaciones, entre otras, la difusión de la trilogía de leyes -Ley para Erradicar la Violencia Intrafamiliar, Ley contra el Femicidio y Ley contra la Violencia Sexual- y el proceso de fiscalización sobre la implementación de las mismas, el fortalecimiento de las instituciones de justicia que trabajan en el tema de la VCMN, el fortalecimiento de la SEPREM/DEMI, y el acompañamiento a la Comisionada Presidencial para el Abordaje del Femicidio.²⁰⁹ Cabe destacar también el apoyo al cumplimiento de la Resolución 1325 del Consejo de Seguridad a través del Programa Mujeres, Paz y Seguridad.

4.1.4 El Mandato de Coordinación Interagencial de ONU Mujeres

La coordinación interagencial del Sistema de las Naciones Unidas en el tema de la VCMN en Guatemala se ha dado en niveles más operativos por medio del programa conjunto financiado por el F-ODM y de la Campaña ÚNETE del Secretario General.

Programa conjunto

²⁰⁸ ONU Mujeres. Trabajando Contra la Discriminación Étnica/Racial y de Género: Programa para el Ejercicio Efectivo de los Derechos de las Mujeres Indígenas Latinoamericanas. Febrero 2010 – Febrero 2011. II Informe de Avance para la Agencia Española de Cooperación Internacional (AECID).

²⁰⁹ Para un listado completo de las recomendaciones emitidas al Estado de Guatemala en materia de VCM, favor de consultar 1) el Informe de la Relatora Especial sobre la Violencia contra la Mujer, Yakin Ertürk (Misión a Guatemala 2005); las Observaciones Finales del Comité para la Eliminación de la Discriminación contra la Mujer al Estado de Guatemala (2006 y 2009); y el Informe del Grupo de Trabajo sobre el Examen Periódico Universal para Guatemala (2008).

El programa F-ODM *Fortaleciendo la Institucionalidad de las mujeres de Guatemala*, es un ejemplo del trabajo conjunto de UNIFEM/ONU Mujeres y otras agencias del sistema para poner fin a la VCM. Según las partes entrevistadas, las principales contribuciones de este programa fueron el fortalecimiento institucional de la SEPREM y la DEMI y la creación de oficinas de la DEMI en los departamentos de Totonicapán y Chiquimula, donde antes de la implementación del programa no tenían presencia.

Por otro lado, la evaluación final del F-ODM menciona que hubo una falta de coordinación administrativa entre las agencias implementadoras. Para el otorgamiento de fondos, las socias tuvieron que realizar distintos procesos sumamente burocráticos con cada una de las agencias, lo que causó retrasos importantes en la implementación de las distintas actividades del proyecto.²¹⁰

Buenas Prácticas

El lanzamiento regional de la Campaña ÚNETE, del Secretario General, se hizo en Guatemala en el año 2009. Esto le dio una visibilidad importante. Este lanzamiento y la continuidad de la campaña ha jugado un papel importante en el esfuerzo para “posicionar el tema de la VCM” en el ámbito público. Esto a pesar de las críticas que también existen sobre el uso de recursos y el tipo de actividades lúdicas apoyadas.

La evaluación también hace hincapié en el hecho de que no hubo una gestión por resultados conjunta, ya que cada agencia se enfocaba en la implementación de sus propias actividades. Adicionalmente, algunos representantes de las agencias del SNU resaltaron durante las entrevistas la necesidad de desarrollar sólidos indicadores de género para mejorar el sistema de monitoreo y evaluación en el tema de la VCMN.

Campaña ÚNETE

De acuerdo a algunas personas entrevistadas, el lanzamiento regional de la Campaña ÚNETE para Latinoamérica y el Caribe en Guatemala en 2009, tuvo como consecuencia que la coordinación y los esfuerzos de las agencias del SNU fueran más importantes en Guatemala que en otros países latinoamericanos. Según las percepciones de algunas personas entrevistadas, antes de la Campaña el tema de la violencia contra las mujeres no tenía mucha visibilidad en el país, por lo que los esfuerzos realizados dentro del marco de la Campaña contribuyeron a la movilización de las instituciones estatales, la sociedad civil y la población guatemalteca. Muchos de los procesos que acompañó UNIFEM/ONU Mujeres desde 2008 hasta la fecha (descritos en la sección 4.1.2) surgieron en el marco de la Campaña, concebida realmente como un esfuerzo multianual, con picos de trabajo en ciertos periodos del año.²¹¹

Mucho del trabajo con el Organismo Judicial y con el Sector Justicia ha estado enmarcado en la Campaña. Sin embargo, en opinión de una de las personas entrevistadas “no todo lo que se hace en el tema de VCMN se enmarca en la Campaña, puesto que hace falta identificación con la iniciativa”. La falta de identificación con la Campaña se evidencia tanto entre las organizaciones sociales y de mujeres como al interior del Sistema de Naciones Unidas.

En cuanto al relacionamiento de la sociedad civil, se obtuvieron afirmaciones sobre el sentir que “la Campaña genera competencia entre la sociedad civil y el Sistema de Naciones Unidas”, y relacionadas a la alta inversión económica que se realiza a las actividades lúdicas que se desarrollan, como los conciertos.

Con respecto al relacionamiento con el Sistema, algunas de las personas entrevistadas afirmaron que “desafortunadamente, no todas las agencias están coordinadas en el marco de la Campaña durante todo el año, no todas manejan el tema”. Esta situación evidencia la necesidad de realizar más esfuerzos para comunicar de qué se trata la Campaña y cuáles son sus objetivos “nos quedamos cortos en comunicar e informar lo que se hace y dar a conocer su impacto”, afirma una de las actores clave.

²¹⁰ Naiara Tres-Castro Arnedo. 2011. *Fortaleciendo la Institucionalidad de las Mujeres en Guatemala*. Informe final de evaluación.

²¹¹ Vega, Melissa (2012) “Gobierno y Sociedad Unen Esfuerzos para Poner Fin a la Violencia contra las Mujeres: Guatemala”.

A **nivel estratégico** no se evidencia una visión coordinada del SNU de cara al gobierno en este tema. Varios de los entrevistados señalaron, por ejemplo, la necesidad de definir de forma más clara el rol de cada agencia en la lucha contra la VCMN. Se percibe el establecimiento de la oficina de país de ONU Mujeres en Guatemala como una oportunidad para que ONU Mujeres tome el liderazgo en las cuestiones de género y particularmente en lo referente al trabajo del SNU en VCMN y colabore con las demás agencias en la identificación de su función en esta área.

Cabe destacar que, por ser una Oficina de Programa, los recursos de UNIFEM/ONU Mujeres en Guatemala durante el periodo 2008-2011, y por lo tanto el rol que desempeñaba, eran muy limitados. Por consiguiente, no actuó como agencia colíder del GIGAM, de la Campaña ÚNETE, ni del Programa Conjunto, mientras que el rol de agencia líder fue asumido por UNFPA. Solo fue a partir del 2012 que ONU Mujeres empezó a liderar la coordinación interagencial en el GIGAM y, en particular, asumió el liderazgo del trabajo del SNU en el ámbito de VCMN, particularmente, de la Campaña del Secretario General y el GIGAM.

4.1.5 Sostenibilidad de los Resultados

La siguiente tabla resume los factores clave que pueden contribuir o dificultar **la sostenibilidad** (es decir, la continuación y adaptación dinámica) de los resultados para poner fin a violencia contra la mujer realizados en Guatemala hasta la fecha.

Figura 4.1 Factores que pueden afectar la sostenibilidad

Dimensión	Factores de apoyo	Retos/Factores limitantes
Aspectos internos del funcionamiento de UNFEM/ONU Mujeres	Establecimiento de Oficina de País a partir de 2012 Posicionamiento estratégico de ONU Mujeres en el tema	La ausencia de planificación estratégica lleva a una cantidad de iniciativas diversas y dispersas. La limitación de recursos limita la posibilidad de dar un seguimiento apropiado El funcionamiento por proyectos de plazos determinados La ausencia de una estructura de Oficina País hasta el año 2012
Capacidad de incidencia de las mujeres y organizaciones defensoras de sus derechos	organizaciones de mujeres históricas, diversas, fuertes y posicionadas	La ausencia de integración entre las organizaciones de mujeres y de mujeres indígenas Las organizaciones de mujeres, a pesar de sus fortalezas, están polarizadas y politizadas. Las diferencias de enfoques para el abordaje en la atención y prevención de la VCM Posiciones encontradas en cuanto al relacionamiento con el Estado, la disposición de hacer interlocución y alianza entre organizaciones e instituciones públicas. Las diferencias generacionales entre algunas de las organizaciones.

Dimensión	Factores de apoyo	Retos/Factores limitantes
Institucionalización del tema de VCM en los mecanismos e instituciones relacionadas	<p>Se cuenta con un avanzado marco legal y normativo que propende para la EVCMN.</p> <p>Guatemala tiene una diversa estructura de mecanismos para la protección de los derechos de las mujeres y la atención a las víctimas.</p> <p>Compromiso a nivel del Ejecutivo del cumplimiento de los compromisos internacionales en materia de EVCM.</p> <p>El Ministerio Público ha incorporado en su planificación estratégica en enfoque de atención a las mujeres sobrevivientes de violencia.</p> <p>Prácticas de algunas autoridades ancestrales (tales como las consignas que pasan de una administración a la otra y el periodo de traspaso)</p> <p>La creación de juzgados especializados en femicidio y otras formas de violencia contra las mujeres .</p>	<p>Los cambios de gobierno muchas veces significan un alto y una reorientación en el camino</p> <p>La Institucionalidad de la Mujer es frágil y susceptible a posibles reformas durante el actual Gobierno.</p> <p>Falta de asignación de recursos por parte del ejecutivo.</p> <p>Los mecanismos de la mujeres tienen competencias difusas y dispersas.</p> <p>La dispersión de la información y falta de coordinación entre las Instituciones produce un traslape de funciones y de tareas que genera confusión entre las beneficiarias al momento de acudir para la prestación de los servicios.</p> <p>Necesidad de integrar el componente pluricultural, multilingüe y de insertar las prácticas tradicionales en la prestación de servicios de atención.</p>
Estrategias de formación de empoderamiento de las mujeres	<p>Beneficios positivos para las mujeres del tiempo compartido en las actividades lúdicas</p> <p>Mayor intolerancia a situaciones de violencia y mayor capacidad de denuncia</p>	<p>La dependencia de la “facilitadora” o el “facilitador” externo para organizar esos espacios compartidos</p> <p>Vínculo entre la situación económica de la mujer y su capacidad/posibilidad de denuncia (pese a conocer sus derechos ante la ley no denuncia a su pareja por su situación de dependencia económica)</p>

4.2 Pregunta Estratégica #2: Lecciones aprendidas sobre las Fortalezas y Debilidades Organizacionales en la Gestión de la EVCM

La evaluación también busca identificar las fortalezas y debilidades de UNIFEM/ONU Mujeres en cuestiones relacionadas con la gestión de la agencia y las lecciones que se puedan extraer de cara al futuro. Si bien el estudio de caso se centra en el trabajo temático en EVCM, muchas de estas fortalezas y debilidades organizativas se aplican a otras áreas de trabajo de UNIFEM/ONU Mujeres.

Dependencia de una oficina sub-regional

La oficina de Programas de UNIFEM en Guatemala dependía de la Oficina Sub-Regional para México, Centroamérica, Cuba y República Dominicana, ubicada físicamente en México. Esa dependencia no sólo suponía una falta de autonomía (y falta de estrategia propia como se señala a continuación), sino que también generó una percepción de lentitud en los procesos de aprobación y en los desembolsos.

Capacidad y funcionamiento de la oficina

Antes del 2008, UNIFEM operaba en Guatemala sin una estrategia de país definida a través de la implementación no coordinada de los tres proyectos principales que se ejecutaban en el país bajo la dirección de la oficina sub-regional: Mujer y Desarrollo Local (MYDEL), Agenda Económica de las Mujeres (AGEM), y Mujeres, Paz y Seguridad.

El financiamiento del F-ODM (que se inició en 2008) se considera un “parteaguas” que dio una primera oportunidad para planificar en forma conjunta y establecer una oficina que unía a todo el equipo de UNIFEM en el país. Se crearon mayores espacios de coordinación e intercambio entre el personal. Sin embargo, se siguió funcionando por medio de los proyectos y programas concretos.

A comienzos del año 2011, la ya creada ONU Mujeres contaba en Guatemala con 12 personas trabajando para la agencia en el país, incluyendo cuatro coordinadoras de programas (Mujeres, Paz y Seguridad, Ciudades Seguras, Programa Regional de Mujeres Indígenas, y AGEM). Tres de las coordinadoras de programas tenían a su cargo distintos componentes del trabajo para prevenir la VCM. De las(os) 12 integrantes del personal en 2011, 10 de ellas(os) contaban con contratos temporales vinculados a proyectos concretos y la mayoría de esos contratos llegan a su fin durante el primer trimestre de 2013.²¹² En 2012, ONU Mujeres empezó a ejecutar su estrategia de descentralización y la composición y naturaleza de la oficina de Guatemala empezó a cambiar con la llegada de la Representante de ONU Mujeres y el reclutamiento de los puestos del modelo básico de oficina de ONU Mujeres -en términos de personal- para una oficina de Representación de la organización, tal y como se plantea en la estrategia de descentralización aprobada en 2012.²¹³

Gestión de la información y el conocimiento

En Guatemala, se evidencia una falta de sistemas internos de gestión de la información sobre los proyectos y de sistematización/documentación del trabajo durante el periodo 2008-2011. Por ende, la memoria institucional reside en las diferentes personas que han trabajado en la organización durante este período. Esto no sólo fue un reto para la oficina en Guatemala, sino para toda la organización.

Estrategia de país

Como ya ha sido mencionado, en los años previos a 2012, la oficina de ONU Mujeres en Guatemala operaba a través de la implementación de los proyectos y programas que formaban parte de la Estrategia Subregional de la agencia y los resultados del trabajo en Guatemala eran reportados a través de la Oficina Subregional con sede en México. El trabajo de VCM se hizo en el marco regional y de un programa nacional, como el F-ODM. La primera estrategia formal de país se elaboró para el periodo 2012-2013 y enmarcó el trabajo de la organización en dos de las áreas temáticas de ONU Mujeres: paz y seguridad y empoderamiento económico. Este plan da una orientación general sobre el tema, pero no profundiza sobre el porque se definen ciertas líneas (y no otras), donde se va a trabajar, y como se articulan todas las iniciativas para conllevar a ciertos resultados.

Marcos corporativos de planificación y reporte de resultados

El plan estratégico de ONU Mujeres, que cubre el periodo 2011-2013, introdujo una nueva forma de conceptualizar los resultados por áreas temáticas tales como liderazgo y participación de las mujeres, empoderamiento económico de las mujeres, prevención de violencia contra las mujeres y niñas y ampliación de los servicios, el liderazgo de las mujeres en los procesos de paz, entre otros. Al mismo tiempo, la oficina en Guatemala recibió directrices desde la sede sobre la necesidad de focalizar el trabajo y no cubrir todas las áreas temáticas contempladas por la organización.²¹⁴ Esta directriz conllevó que la oficina continuara su trabajo en VCM, pero lo clasificara en el área de Paz y Seguridad y reportara sus resultados en esta área.

²¹² Estas cifras para Guatemala se presentaron en el “UN Women Presence Matrix” el Anexo VII del UN Women, Field Capacity Assessment – Minimum Requirements for UN Women’s Presence at the Country Level,” 2011

²¹³ Executive Board of the United Nations Entity of Gender Equality and the Empowerment of Women, *Regional Architecture*, UNW/2012/5, 24 April 2012.

²¹⁴ Por ejemplo, violencia contra las mujeres, empoderamiento económico, liderazgo y participación política, VIH/SIDA, presupuestos sensibles al género, situaciones de conflicto y pos-conflicto.

Rol de la agencia en el país: navegando en medio de una realidad compleja y polarizada

Entre las organizaciones de mujeres en Guatemala existen distintas visiones, posiciones y prioridades. Para algunas de las personas consultadas, ONU Mujeres ha tenido la capacidad de relacionarse con diferentes expresiones de las organizaciones y no perder los objetivos de su rol y mandato. Para otras partes consultadas, en ocasiones, la agencia ha carecido de una apertura a diálogo político con algunas de las diferentes expresiones. Algunas personas entrevistadas perciben y reclaman que UNIFEM/ONU Mujeres apoyó más a las instituciones del Estado que a las organizaciones de mujeres durante este periodo. Sin embargo, otros actores claves, afirmaron tener la impresión de que la agencia ha apoyado y trabajado más con las organizaciones de mujeres que con la institucionalidad.

Estas distintas perspectivas señalan la naturaleza del reto que tuvo UNIFEM y que tiene ONU Mujeres en Guatemala y el rol que juega como entidad del Sistema de la ONU pero con vínculos cercanos al movimiento de mujeres. El hecho de que una diversidad de organizaciones de mujeres hayan participado en las consultas para este estudio de caso demuestra el interés que ellas tienen en el papel que juega ONU mujeres y en su orientación estratégica en el futuro.

Implicaciones para ONU Mujeres

Con la creación de ONU Mujeres en julio de 2010 y su puesta en marcha en enero de 2011, se empiezan a cambiar algunos elementos de los procesos que afectaban de forma negativa la labor de la organización en el tema de la VCMN. Sin embargo, durante las entrevistas y la revisión documental para este estudio de caso también se generaron algunas interrogantes sobre los siguientes puntos:

- Creación de Oficina de País: Algunas personas están a la expectativa de ver cuán distinto va a ser la forma de operar de la nueva Oficina de País de ONU Mujeres en Guatemala y la relación que tendrá con la oficina regional en Panamá.
- Capacidades para asumir el mandato: Si bien hay mucha expectativa para ONU Mujeres y el rol que puede jugar a nivel político y en cuanto a la coordinación interagencial, en la práctica no está claro cuál va a ser su capacidad (en términos financieros, humanos, de sistemas) para cumplir con estas expectativas.
- Focalización de la estrategia: Para poder actuar de forma más estratégica, ONU Mujeres tendrá que focalizar aún más su trabajo en el tema de la VCMN y esto puede afectar sus relaciones con socias y con distintas organizaciones de mujeres. En este proceso de definición de estrategia es importante la transparencia en la toma de decisiones y la conformación y los aportes del Consejo Asesor Nacional que se prevé para la oficina de ONU Mujeres en Guatemala.

4.3 Pregunta Estratégica #3: El Posicionamiento Estratégico de ONU Mujeres

En esta sección se presenta el análisis sobre la pregunta de evaluación relacionada con el posicionamiento estratégico de ONU Mujeres con relación a su valor agregado en la prevención y respuesta de la VCM en Guatemala.

Factores Contextuales

El posicionamiento estratégico al que se hará referencia está directamente relacionado con el contexto de polarización que se vive en Guatemala y en específico la diversidad de las organizaciones de mujeres, la falta de continuidad general de las políticas públicas, la debilidad de la institucionalidad -específicamente la de las mujeres- y la ausencia de una efectiva implementación de las políticas relacionadas con la VCMN,

factores que obstaculizan y, algunas veces, reversan procesos sociales y de fortalecimiento de las acciones relacionadas para la erradicación de la VCMN.

Es importante, además, tener en cuenta el contexto interno que tuvo UNIFEM entre 2008-2011. Como se ha hecho referencia en otras secciones el hecho de haber sido una Oficina de Programa supeditada de la Oficina Subregional de México, limitó su gestión de recursos, la implementación de proyectos, su liderazgo en la coordinación interagencial, así como su capacidad de incidencia y de interlocución a nivel Estatal.

La mayoría de los actores entrevistados hicieron referencia a este contexto en el momento de contestar a la pregunta relacionada con el posicionamiento estratégico que pensaban podía tener ONU Mujeres y reconocieron que la agencia “ha hecho un aporte inmenso a pesar de las limitaciones; ha trabajado con recursos limitados siendo una Oficina de Programa y no una Oficina de País” y que, en ese sentido, “se ha ganado el posicionamiento” que tiene en la actualidad.

Avances en la definición y puesta en práctica del mandato de ONU Mujeres

La actual Oficina de ONU Mujeres en Guatemala parte de una serie de ventajas y retos que enfrentar en la transición a Oficina de País. Cuenta con reconocimiento por parte de las otras agencias del Sistema de Naciones Unidas, de la sociedad civil y del Estado y es considerada una importante asesora técnica y una aliada política clave para algunos sectores de la sociedad civil con los que trabaja.

El nombramiento en mayo de 2012 de la actual Representante de ONU Mujeres en Guatemala ha reforzado ese posicionamiento, dándole mayor nivel a la interlocución con el Estado y de articulación con el Sistema de Naciones Unidas, con algunas instituciones gubernamentales y con el movimiento de mujeres. Sin embargo, esto ha generado también grandes expectativas, lo cual sitúa a la agencia ante dos retos muy importantes: “la necesidad de posicionar su mandato” y “la limitación de los recursos disponibles”.

Durante la misión de evaluación pudo observarse que muchos de los actores clave -estatales, del Sistema de la ONU y de la sociedad civil- no tienen claro cuál es el rol que una agencia como ONU Mujeres puede tener en un contexto como el guatemalteco. De ahí la necesidad de posicionar el mandato y rol de ONU Mujeres en sus tres ámbitos de acción (operativo, normativo/intergubernamental, y de coordinación).

- El proceso de “reingeniería” al que esta sometida la Oficina de ONU Mujeres en Guatemala ha generado una expectativa muy alta del papel que puede jugar a nivel nacional. Por esta razón es necesario realizar una mirada hacia adentro en el diseño de marcos estratégicos propios que se articulen con los de otras agencias que trabajen el tema de VCMN, particularmente con UNFPA y/o UNICEF, complementando las prioridades de ONU Mujeres con las prioridades de éstas, armonizando planificaciones estratégicas que permitan, no solo la transversalización del trabajo en materia de género, sino el trabajo de prevención de la VCMN y la descentralización del trabajo a nivel territorial.
- ONU Mujeres Guatemala se enfrenta a un contexto polarizado en la sociedad civil y en el relacionamiento de ésta con el Estado. Diferentes actores entrevistados hicieron énfasis en el fortalecimiento de su rol político, dando posibilidad a un “diálogo político” con las diferentes expresiones del movimiento de mujeres, potenciando un papel mediador y articulador de puntos y acuerdos mínimos.

5. Recomendaciones para ONU Mujeres Guatemala

En esta sección el equipo de evaluación ofrece algunas recomendaciones que podría considerar la Oficina de País de cara al futuro. Es importante recalcar que estas recomendaciones surgen de una corta e intensa semana de entrevistas y retroalimentación con el equipo de ONU Mujeres y con el Grupo de Referencia Nacional en el tema de erradicación de la violencia contra la mujer. Posteriormente, se profundizó en la revisión documental.

En general, las recomendaciones se orientan hacia cómo maximizar efectos, con los recursos aún limitados que puede tener la Oficina de País. En este sentido, reconocemos la constante labor que realiza la Oficina para manejar la tensión entre las múltiples demandas (con base en necesidades y expectativas) y su capacidad de respuesta.

- 34) Profundizar el enfoque multiétnico y pluricultural en el trabajo, asegurando la participación real de mujeres de los pueblos Maya, Garifuna y Xinca en los procesos y diálogos políticos que se establezcan.
- 35) Parte del posicionamiento estratégico de ONU Mujeres se debe al potencial papel político y articulador que puede jugar en el contexto guatemalteco. Esto supone una labor fuerte en cuanto a “tender puentes” con diferentes organizaciones de mujeres y entre estas organizaciones de la sociedad civil y el Estado,
- 36) Construir un marco estratégico de más largo plazo en el tema de EVCMN. Si bien ONU Mujeres, en estos momentos, opera con una planificación bianual, es importante contar con una visión marco de resultados y una teoría de cambio propia que se visualice en el largo plazo (5 o más años). La estrategia debe describir como ONU Mujeres va a focalizar el trabajo en este tema. La estrategia marco también se debe armonizar con las otras agencias del sistema ONU en el país para que contribuya a complementar los vacíos existentes.
- 37) El marco estratégico, con su respectivo focalización, debe describir lo que significa el vínculo entre EVCMN y el trabajo en un contexto de posconflicto. Es importante no solo describirlo en términos conceptuales sino también en lo que supone en términos prácticos -qué se hace o no se hace al trabajar con ese enfoque-. El continuo de la violencia y por ende el vínculo con temas de paz y seguridad tiene sentido en el contexto guatemalteco, pero no tiene sentido reportar todo el trabajo en EVCMN como parte de los resultados corporativos en el área de paz y conflicto.
- 38) Pensar en un acompañamiento a la sociedad civil de manera estratégica y no coyuntural con procesos y proyectos a mediano y largo plazo que impliquen un acompañamiento, político y financiero sostenido y constante fue una de las demandas que, de manera reiterada, manifestaron algunas de las personas entrevistadas. Este acompañamiento debe realizarse a las diversas expresiones de la sociedad civil.
- 39) Apoyar las instituciones de la mujer y actores relevantes para reactivar el Plan Nacional de Prevención y Erradicación de la Violencia contra las Mujeres. El PLANNOVI llega a su fin en el 2014 y es un buen momento para llamar a la reflexión sobre el pasado y lo que se necesita hacia el futuro. Es importante que el trabajo de ONU Mujeres se de dentro de un plan de acción nacional que permita articular todos los esfuerzos tanto preventivos como de atención.

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- 40) Fortalecer y respaldar, política y técnicamente, la institucionalidad pública para las mujeres. En parte debido a la coyuntura que vivía el país en el momento de la visita de campo de este estudio de caso, se señaló varias veces la necesidad de proteger la institucionalidad de la mujer y fortalecerla en todas sus expresiones, incluyendo la Oficina Municipal de la Mujer, la SEPREM, la DEMI, la CONAPREVI, y las Oficinas de Género en Ministerios clave, etc. La institucionalidad de la mujer es importante para todas las áreas temáticas de ONU Mujeres, no solo la VCMN. Sin embargo, sigue siendo una estrategia válida en los esfuerzos para eliminar la VCMN.
 - 41) Considerar cómo fortalecer la regionalización y el trabajo descentralizado usando una estrategia interagencial. Por un lado, varios actores entrevistados señalaron que el ámbito descentralizado es apropiado para el trabajo en la EVCMN. Por otro lado, las experiencias con autoridades ancestrales, por ejemplo, muestran mayores posibilidades en cuanto a institucionalización del tema. Sin embargo, un trabajo a largo plazo en territorios requiere capacidad y recursos para acompañar procesos. Otras agencias del sistema tendrán experiencias complementarias y mayores capacidades en términos de recursos para participar.
 - 42) Con relación al aspecto interagencial, es necesario clarificar el mandato de coordinación que tiene ONU Mujeres a nivel del Sistema de Naciones Unidas y cómo se materializa este trabajo en la Oficina de País. Hay muchas demandas de parte de las agencias del sistema para que ONU Mujeres juegue un papel más fuerte en su apoyo a la transversalización de género y del trabajo en EVCMN. Se mencionó, por ejemplo, el deseo de desarrollar enfoques e indicadores comunes para las agencias del sistema, y la necesidad de compartir lecciones aprendidas. Sin embargo, al inicio lo más importante puede ser compartir los marcos estratégicos y tener claridad de “quien está haciendo qué” en lo referente a la EVCMN.
 - 43) Fortalecer sistemas de monitoreo y de gestión del conocimiento que permita dar cuenta de los procesos apoyados por ONU Mujeres y cómo estos procesos han contribuido a generar cambios en la situación de VCMN en el país. La gestión del conocimiento incluye también la posibilidad de extraer y compartir fácilmente lecciones aprendidas sobre los enfoques, resultados positivos y negativos, y otras dimensiones del trabajo en VCMN.
 - 44) Posicionarse a través de una estrategia de comunicación adecuada, tanto hacia fuera como hacia lo interno. En la mayoría de las entrevistas realizadas se evidenció un desconocimiento general del rol, la estrategia, ámbito de trabajo, las prioridades y las limitaciones de la Oficina -tanto las pasadas como las actuales- con relación al Estado, el movimiento de mujeres y el SNU. A nivel interno en ONU Mujeres, se reconoció la falta de un sistema de comunicación claro y eficaz que permita la coordinación de las actividades y la unión de esfuerzos y ayude a la sostenibilidad y visibilidad de los resultados.
 - 45) Potenciar el rol de promotor del cumplimiento de las obligaciones en materia de derechos humanos de las mujeres por parte del Estado guatemalteco. En especial la implementación de la CEDAW y de su protocolo facultativo, la Convención Belem do Pará y el seguimiento de recomendaciones que en materia de erradicación de la VCMN han realizado diversos mecanismos del Sistema de NU, por medio de la asesoría técnica necesaria, tanto a las instituciones estatales como a las organizaciones de mujeres que trabajen los temas EVCMN.

Anexo I: Términos de Referencia del Estudio de Caso y Matrices de la Evaluación

Purpose

The country site visits provide context specific insights to both the evaluation's backwards and forward-looking components. The retrospective insights involve gathering information on the 'distance travelled' in terms of EVAW to date; the contributions of UN-Women's predecessor entities to this progress in the respective country (including questions about linkages between country specific operational work, coordination and regional/global normative work); and context specific lessons learned. The forward-looking perspective will review factors shaping UN-Women's current strategic positioning for VAW-related work in each country, and will explore the needs and expectations of UN-Women's country and/or regional based staff and other United Nations entities with regards guidance and support.

Approach

The case studies contribute to specific evaluation sub questions identified in the evaluation matrix in the Inception Report. A more specific breakdown of the lines of inquiry applied to each country, and their respective contributions, is provided below and was used in developing data collection instruments.

LINES OF INQUIRY METHODS EVALUATION QUESTIONS	Case Studies					
	Country records	Observation	UN-Women interviews	National Government interviews	UN CMT interviews	CSO focus interviews or focus
1. For the period 2008-2011, what was the contribution to results made by UN-Women's predecessor entities towards ending violence against women and girls? What are related lessons learned?						
1.1 During the period 2008-2011, how did contextual and environmental factors affect or influence the VAW work of UN-Women's predecessor entities?	√		√	√		√
1.2 How relevant and responsive has the work of UN-Women's predecessor entities been to global, regional and national commitments and priorities including those within the United Nations?			√	√	√	√
1.3 What have been UN-Women predecessor entities' key contributions to achieving national results on preventing VAW and expanding access to services at country level?	√		√	√		√
1.5 What have been UN-Women's predecessor entities' contributions to results with regards to coordinating EVAW related efforts inside (and outside) the United Nations system?	√	√	√	√	√	√
1.6 To what extent are the global, regional and national-level results achieved with the support of UN-Women's predecessors entities likely to be sustained over time?			√	√		√

LINES OF INQUIRY METHODS EVALUATION QUESTIONS	Case Studies					
	Country records	Observation	UN-Women interviews	National Government interviews	UN CMT interviews	CSO focus interviews or focus
1.7 What are the implications of results achieved in EVAW to date and related lessons learned for UN-Women's current and future work in this area?			√	√	√	√
2. What have been and are organizational strengths and weaknesses of UN-Women and lessons learned from its predecessor entities in view of planning, implementing, monitoring and evaluating their EVAW related work?						
2.1 What have been the strategic organizational strengths and weaknesses of UN-Women's predecessor entities in designing, implementing, and monitoring and evaluating EVAW related interventions?	√	√		√		√
3. To what extent has UN-Women strategically positioned itself to add value in preventing and responding to VAW in global, regional and national contexts?						
3.1 What have been key developments in the global, regional, national and United Nations contexts since the creation of UN-Women, and how have these (positively or negatively) affected UN-Women's ability to fulfill its normative, operational and coordination obligations in relation to EVAW?	√		√	√		√
3.2 What progress has UN-Women made to date in clearly defining and operationalizing its mandate for EVAW aligned with its normative, operational and coordination dimensions?	√		√		√	

Data collection instruments were developed for the October Jamaica country visit and have been revised based on this pilot. The revised interview guides accompany this briefing note and case study team members were briefed on the evaluation approach and interview guide. Interview notes were recorded by the team members using the guides, allowing for analysis within each country and across the country case studies. An interview record template and document review tool were also provided.

Anexo II: Documentos Revisados

Documentos de ONU Mujeres/UNIFEM:

ONU Mujeres Sub-Regional Strategy Mexico, Central America, Cuba and Dominican Republic 2008-2009

ONU Mujeres LAC Regional Strategy 2008-2011

Documentos relacionados a los proyectos de ONU Mujeres/UNIFEM o del Fondo Fiduciario de la ONU

Cecilia Umul. Agosto 2012. Las mujeres indígenas, forjando liderazgo desde la cosmovisión de su pueblo: Sistematización de buenas prácticas implementadas en el Programa de Mujeres Indígenas de ONU Mujeres 2009-2012.

Documento del Programa Conjunto Fondo para las metas del milenio Ventana de Género: Fortaleciendo las Institucionalidad de las Mujeres en Guatemala. 2008. UNFPA/UNIFEM/Sistema de Naciones Unidas en Guatemala/FAO/OPS/OMS/PMA/PNUD/SEGEPLAN/SEPTEM/DEMI.

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Julie Lafrenière, Mary Jane Real y Ricardo Wilson-Grau. Octubre 2011. The United Nations Trust Fund to End Violence Against Women Mapping of Grantees' Outcomes 2006 to Mid-2011. ONU Mujeres.

Naiara Tres-Castro Arnedo. 2011. Fortaleciendo la Institucionalidad de las Mujeres en Guatemala. Informe final de evaluación.

Partnership for Action: Preventing Murders against Women in Guatemala. UNFPA/Sistema de las Naciones Unidas en Guatemala/UNIFEM.

Peace Building Fund Annual Programme Narrative Progress Report. Enero – Diciembre 2011. PNUD/ONU Mujeres/UNODC/Ministerio Público/Ministerio de Gobernación/Instituto Nacional de Ciencias Forenses.

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Rosa Sánchez del Valle. Diciembre 2011. Sistematización de la Experiencia de la Alianza para la Acción. Informe de consultoría.

Trabajando Contra la Discriminación Étnica/Racial y de Género: Programa para el Ejercicio Efectivo de los Derechos de las Mujeres Indígenas Latinoamericanas. Febrero 2010 – Febrero 2011. II Informe de Avance para la Agencia Española de Cooperación Internacional (AECID). ONU Mujeres.

United Nations Trust Fund to End Violence Against Women. 2011. Informe Annual de Avance.

Women, Peace and Security in Colombia and Guatemala. Septiembre 2010 – Agosto 2011. Informe al donante AECID. ONU Mujeres.

Working Against Ethnic and Gender Discrimination: Programme for the Effective Exercise of Latin American Indigenous Women's Rights. 2009. Documento de proyecto. UNIFEM.

Zonta International Grant Project Final Report Form. Noviembre 2008 – Octubre 2010. Informe al donante para el proyecto Ciudades Seguras. ONU Mujeres.

Zonta International Grant Project Final Report Form. Informe anual 2011. Informe al donante para el proyecto Ciudades Seguras. ONU Mujeres.

Otros Documentos

ACNUDH. 2012. “Informe de la Alta Comisionada de las Naciones Unidas para los Derechos Humanos sobre las actividades de su oficina en Guatemala” *Presentado al Consejo de Derechos Humanos durante el periodo de sesión número 19*, Informe no. A/HRC/19/21/Add.

Banco Mundial. List of Economies 2012.

<http://siteresources.worldbank.org/DATASTATISTICS/Resources/CLASS.XLS> Consultado el 7 de diciembre de 2012.

Banco Mundial LAC. 2011. “Crime and Violence in Central America: A Development Challenge”: p. ii-iii;

UNODC. 2012. “Trafficking of Women and Girls in Central America” en *Transnational and Organized Crime in Central America and the Caribbean*: p. 53-57.

CAT. 2006. “Conclusiones y recomendaciones del Comité contra la Tortura”. *Sesión 36*, Informe no. CAT/C/GTM/CO/4.

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Comisión Interamericana de Mujeres. 2011. “Advancing Gender Equality in the Context of Decent Work”. *Organización de los Estados Americanos*, Washington, DC.

Comisión Interamericana de Mujeres. 2010. “Análisis situacional: VIH y violencia contra las mujeres en Guatemala”. *Organización de los Estados Americanos*, Washington, DC: p. 27-37.

Consejo de Derechos Humanos. 2010. “Informe del Relator Especial sobre el derecho a la alimentación, Sr. Olivier De Schutter: Misión a Guatemala”, *periodo de sesión número 13*, informe no. A/HRC/13/33/Add.4.

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María Luisa Cabrera Pérez-Armiñan. Guatemala 2009. Mapeo de Organizaciones de sociedad civil en el tema Violencia Contra las Mujeres.

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Procurador de los derechos humanos. 2012. “Estadísticas sobre homicidios contra la mujer: De enero a diciembre 2007-2011”. Guatemala.

Procurador de los Derechos Humanos. 2012 “Situación de los Derechos Humanos en Guatemala” *Presentado a la Comisión Interamericana de Derechos Humanos durante su periodo de sesión no.146*, Guatemala.

Procurador de los Derechos Humanos. 2012. “Violencia Sexual en Contra de Niñas, Adolescentes y Mujeres en Guatemala” *Presentado al Relator Especial sobre la venta de niños, la prostitución infantil y la utilización de niños en la pornografía*: Guatemala.

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Sitios Web

Índice Universal de los Derechos Humanos. <http://uhri.ohchr.org/es/>

Foro Internacional de Mujeres Indígenas. <http://www.fimi-iiwf.org/>

Ministerio Público de Guatemala. <http://www.mp.gob.gt>

Secretaría Presidencial de la Mujer. <http://www.seprem.gob.gt>

Defensoría de la Mujer Indígena. <http://demi.gob.gt>

Anexo III: Actores y actoras entrevistadas

Organización	Cargo	Método de Consulta	Número de personas entrevistadas
ONU Mujeres			
Oficina de ONU Mujeres en Guatemala	Representante de ONU Mujeres en Guatemala	Entrevista Individual	1
Oficina de ONU Mujeres en Guatemala	Coordinadora del área de Mujeres, Paz y Seguridad	Entrevista Individual	1
ONU Mujeres	Encargada del Programa Mujeres Indígenas	Entrevista Individual	1
ONU Mujeres	Encargada del Proyecto Ciudades Seguras	Entrevista Individual	1
ONU Mujeres	Encargada de Comunicación	Entrevista Individual	1
Oficina de ONU Mujeres en Guatemala	Equipo de asistentes de ONU Mujeres	Entrevista de Grupo	¿cuántos?
Organizaciones socias en Guatemala			
<i>Gobierno Nacional</i>			
Mesa Interinstitucional para la Implementación de las Resoluciones del Consejo de Seguridad de las Naciones Unidas sobre Mujeres, Paz y Seguridad (MIRMPAZ)	Embajadora (Ministerio de Relaciones Exteriores) Representante (Ministerio de Relaciones Exteriores) Secretaría de Comunicación Social (Presidencia de la República) Representante (Organismo Judicial) Representante (Impunity Watch) Consultora	Entrevista de Grupo	6
Defensoría de la Mujer Indígena (DEMI)	Defensora Encargadas del Abordaje de la VCM	Entrevista de Grupo	3
Comisión de la Mujer del Congreso de la República de Guatemala	Presidenta	Entrevista Individual	1
Comisión de la Mujer del Congreso de la República de Guatemala	Expresidenta	Entrevista Individual	1

Organización	Cargo	Método de Consulta	Número de personas entrevistadas
Ministerio Público	Secretaria de asuntos internacionales y cooperación Subsecretaria de asuntos internacionales y cooperación Jefa del departamento de cooperación Jefa Oficina de Atención a las Víctimas Encargada de las Red de Derivación	Entrevista de Grupo	5
Secretaría Presidencial de la Mujer (SEPREM)	Secretaria Equipo de trabajo	Entrevista de Grupo	¿cuántos?
Comisión Presidencial Contra el Femicidio	Comisionada Presidencial para el Femicidio Asistente de la Comisionada	Entrevista de Grupo	2
Grupo de exfuncionarias (COPREDEH, SEPREM SEGEPLAN, MINGOV)	ExPresidenta (COPREDEH) ExSecretaria Presidencial de la Mujer (SEPREM) ExSubsecretaria de Políticas Públicas (SEGEPLAN) ExSecretaria (SEGEPLAN) ExAsosora (MINGOB)	Entrevista de Grupo	5
<i>Gobierno Local</i>			
Autoridades Ancestrales de Totonicapán (48 cantones)	Presidente y miembros(as) de la Junta Directiva 2013 Expresidenta de la Junta Directiva 2012 Expresidente de la Junta Directiva 2011 Mujeres beneficiarias directas	Entrevista de Grupo	19
Gobierno Municipal de Mixco		Entrevista de Grupo	5
Municipalidad de Guatemala	Vice-Regente Municipal Coordinadora de cooperación Internacional de la Municipalidad de Guatemala Representante de la Oficina Municipal de la Mujer Coordinador de programas sociales Representante de la dirección social de la Municipalidad		¿cuántos?
<i>Sociedad Civil</i>			
Organizaciones de Mujeres Indígenas	MOLOJ CONAVIGUA IXMUKANE MAJAWIL	Entrevista de Grupo	6

Organización	Cargo	Método de Consulta	Número de personas entrevistadas
Alianza para la Acción	Directora (Fundación Sobrevivientes) Integrante de la Junta Directiva (Fundación Sobrevivientes) Coordinadoras Generales (Convergencia Cívico-Política de Mujeres) Representante (CICAM) Consultora	Entrevista de Grupo	7
Socias de la Campaña y otras integrantes del Movimiento de Mujeres	AMUGEN Naik Madera GGM Asociación Alas de Mariposas Tierra Viva IUMUSAC FLACSO CONCYT/SENACYT REDNOVI Asociación Nuevos Horizontes ATRAHDOM Colectivo Artesana Foro de la Mujer NDI FIMI SINERGIA NOJ CLADEM CONASIDA ASOGEN-CAIMU USAC	Conversatorio	26
Population Council	Directora de Programa	Entrevista Individual	1
Unión Nacional de Mujeres Guatemaltecas (UNAMG)	Directora	Entrevista Individual	1
Fundación Guatemala	Asesora Legal y Técnica de Proyectos Asistente Administrativa y Técnica de Proyectos	Entrevista de Grupo	2
<i>Sistema de la Naciones Unidas</i>			
Sistema de las Naciones Unidas	Integrantes del GIGAM y el GTI Seguridad y Justicia Director de País (PNUD) Representante (UNFPA) Representante Adjunto (UNICEF) Coordinadora (VNU) Coordinador Oficina Proyectos (OIT)	Conversatorio	20

Organización	Cargo	Método de Consulta	Número de personas entrevistadas
	UNFPA ONUSIDA OPS/OMS PMA OIM UNESCO Banco Mundial FIDA OIT OACNUDH PNUD Representante Adjunto OACNUDH		
UNFPA	Representante Representante adjunta Oficial de género Especialista en Juventud, Educación y Masculinidades	Entrevista de Grupo	¿cuántos?
Comisión Internacional contra la Impunidad en Guatemala (CICIG)	Comisionado	Entrevista Individual	1
Oficina Coordinador Residente	Coordinador Residente Asesora Oficina Coordinador Residente	Entrevista de Grupo	2
<i>Mujeres y Hombres de Comunidades</i>			
Sacanillá	Grupo de mujeres participantes en actividades de Territorios Libres de Violencia Dos hombres participantes	Entrevista de Grupo	20
<i>Visitas</i>			
Casa de la Mujer, Zona 18 Centro de Apoyo Integral para Mujeres Sobrevivientes de Violencia "Ak ' Yu' Am", Coban			
<i>Otros (Academia, etc.)</i>			
Universidad de San Carlos	Directora del Instituto de la Mujer Encargada de Proyecto	Entrevista Grupo	3

Anexo IV: Grupo Nacional de Referencia

Walda Barrios, Facultad Latinoamericana de Ciencias Sociales FLACSO; Asociación de Mujeres para Estudios Feministas AMIRF; Unión de Mujeres Guatemaltecas UNAMG

Ana Grace Cabrera, ONU Mujeres Guatemala

Norma Cruz, Fundación Sobrevivientes

Otilia Lux, Fondo Internacional de Mujeres Indígenas FIMI; Comisión de la Mujer del Congreso de la República de Guatemala; Comisión de Esclarecimiento Histórico

Vilma Masaya, Congreso de la República de Guatemala

Hilda Morales, Procuraduría de Derechos Humanos

Ana Luisa Rivas, UNFPA

Catalina Soberanis, Oficina del Coordinador Residente

Anexo V: Ejemplo de un protocolo de entrevista (para representantes de organizaciones de la sociedad civil)

Introducción: Universalia ha sido contratada para realizar una evaluación del trabajo de ONU Mujeres en Eliminar la Violencia Contra las Mujeres y las Niñas (EVAWG por sus siglas en inglés). Esta evaluación temática incluye estudios sobre el trabajo en EVAWG en siete países. Esta entrevista contribuirá al estudio de caso de su país.

Gracias por acceder a esta entrevista. Este documento tiene como propósito ser una guía para nuestra conversación, que espero tendrá una duración de aproximadamente una hora. Todas las entrevistas son confidenciales; la información que usted proporcione solo será reportada en conjunto, resumiendo todas las entrevistas a informantes clave sin identificación de las fuentes.

1. Su rol

- 1.1 ¿Puede describir brevemente su rol en el trabajo en EVAWG?
- 1.2 ¿Cuál es la naturaleza de la relación entre su organización y ONU Mujeres respecto al trabajo en EVAWG?

2. Relevancia

- 2.1 ¿En qué medida el trabajo de UNIFEM/ONU Mujeres en EVAWG se ha alineado con las necesidades y prioridades del Gobierno y de la población de Guatemala?

3. Contribución a los resultados

- 3.1 ¿Qué tipos de apoyo ha recibido usted de ONU Mujeres para el desarrollo de su trabajo en EVAWG?
- 3.2 ¿Además de ONU Mujeres, trabaja usted con otra agencia del sistema de las Naciones Unidas? Si es así, ¿con cuál y en qué intervenciones?
- 3.3 En su opinión, ¿cuáles han sido los resultados específicos del trabajo apoyado por ONU Mujeres en EVAWG en los últimos cuatro años en Guatemala?
- 3.4 ¿Cómo evaluaría usted el progreso general hacia la eliminación de la violencia contra la mujer del 2008 al presente y por qué?
- 3.5 ¿En qué medida y cómo ha contribuido el trabajo de ONU Mujeres (UNIFEM) a lograr estos cambios?
- 3.6 En su opinión, ¿en qué medida y cómo los factores o desarrollos contextuales han apoyado o dificultado el trabajo de ONU Mujeres y de otros actores para alcanzar resultados en EVAWG?
- 3.7 Basado en su experiencia, ¿cuáles son las principales lecciones aprendidas en cuanto a "qué funciona y qué no funciona" en la programación sobre EVAWG?
- 3.8 ¿Cómo se ha considerado o tratado el tema de la sostenibilidad en las intervenciones en Guatemala?

4. Fortalezas y debilidades

- 4.1 Pensando en los últimos 4 años, ¿puede usted identificar algunas fortalezas organizacionales de ONU Mujeres (UNIFEM) que deberían capitalizarse en el futuro?

4.2 En ese mismo período de tiempo, ¿existieron debilidades organizacionales que han afectado negativamente el trabajo de ONU Mujeres/UNIFEM en EVAWG en Guatemala y que requieren atención en el futuro?

5. Posicionamiento estratégico

5.1 ¿Cuáles son las oportunidades y los obstáculos más importantes para el trabajo exitoso en EVAWG en Guatemala?

5.2 En su opinión, ¿qué significaría para ONU Mujeres estar "estratégicamente posicionada" para cumplir con su mandato en relación con VAWG en Guatemala?

5.3 ¿Tiene usted alguna sugerencia relacionada con cómo ONU Mujeres podría mejorar aún más su posicionamiento estratégico en relación al trabajo en VAWG en su país?

¡Gracias por su contribución con esta evaluación!

Anexo VI: Descripción de los Proyectos

Proyectos de UNIFEM/ONU Mujeres²¹⁵

1. Ciudades Seguras para las Mujeres

Este proyecto que se está implementando en ambos Guatemala y El Salvador por una duración de cinco años (2008-2013) es financiado por *Zonta International* y por la Agencia Española de Cooperación Internacional para el Desarrollo (AECID), con un presupuesto total de US \$372,350 para Guatemala. El objetivo general del proyecto es fortalecer la ciudadanía activa de las mujeres en el ejercicio de sus derechos, a fin de reducir la violencia pública y privada que se ejerce contra ellas en las ciudades. Según el informe anual para 2011 al donante *Zonta International*, los objetivos específicos del proyecto son:

- Profundizar el conocimiento sobre el vínculo entre la violencia urbana y la VCM con el objetivo de aportar al debate público sobre la seguridad urbana y las mujeres;
- Capacitar a funcionarios, redes de mujeres y ciudadanos acerca de la importancia de adoptar políticas que atienden el problema de la VCM en las ciudades;
- Fortalecer la cooperación entre los gobiernos locales, las organizaciones de mujeres y la sociedad civil en el desarrollo de planes urbanos que responden a la problemática de la violencia hacia las mujeres en las ciudades;
- Fortalecer el papel de las redes y organizaciones de mujeres para que influyan los gobiernos locales en la formulación de políticas públicas que atienden a la seguridad de las mujeres en las ciudades;
- Divulgar las lecciones aprendidas sobre la VCM en zonas urbanas.

Los tipos de actividades que se llevaron a cabo para lograr dichos resultados incluyen la realización de campañas de sensibilización sobre la VCM, formaciones con instancias gubernamentales sobre los derechos de las mujeres, talleres con mujeres y jóvenes sobre la VCM, implementación de iniciativas para la eliminación de la VCM en lugares públicos, diagnósticos para la identificación de lugares inseguros en las zonas urbanas y presentación de propuestas de mapeo para una ciudad segura.

2. Trabajando contra la Discriminación Étnica/Racial y de Género: Programa para el Ejercicio Efectivo de los Derechos de las Mujeres Indígenas Latinoamericanas (Programa Mujeres Indígenas)

El Programa Mujeres Indígenas se implementó en seis países latinoamericanos (Bolivia, Ecuador, Guatemala, Honduras, Panamá y Perú) a partir del 2008 hasta finales del 2012. El monto total para el proyecto, que fue financiado por la AECID, BMZ y ACCD, fue de aproximadamente US \$ 3.265,792, sin embargo, información sobre el presupuesto por país no está disponible. El objetivo general del programa era promover los derechos humanos de las mujeres indígenas y disminuir la discriminación étnica y de género que enfrentan. Los resultados anticipados del programa eran:

- Las mujeres indígenas tienen mayores recursos, capacidades y voz para asegurar que sus prioridades sean incluidas en las políticas, los programas y los presupuestos pertinentes;
- Los sistemas ancestrales promueven los derechos de las mujeres indígenas, en particular el derecho a una vida libre de violencia.

²¹⁵ Información sobre los objetivos y resultados anticipados de los siguientes proyectos está basada en los documentos de UNIFEM/ONU Mujeres. La información puede haber sido resumida o presentada tal como está escrita en los documentos de referencia.

Los tipos de actividades desarrolladas por UNIFEM/ONU Mujeres incluyen la realización de capacitaciones con mujeres indígenas sobre sus derechos humanos y actividades para el fortalecimiento de las capacidades de dichas mujeres para ser líderes, el establecimiento de espacios de diálogo para organizaciones de mujeres indígenas, el apoyo a propuestas de mujeres indígenas presentadas a varios órganos internacionales tales como el Comité de CEDAW, Rio +20 y otros, y el soporte a las autoridades ancestrales para que desarrollen e implementen estrategias para la eliminación de la VCM.

3. Alianza para la Acción: Previendo los Femicidios y Otras Formas de Violencia contra las Mujeres

Alianza para la Acción es una iniciativa conjunta implementada por UNIFEM/ONU Mujeres, UNFPA y tres organizaciones de la sociedad civil: Centro de Investigación, Capacitación y Apoyo a la Mujer (CICAM), Convergencia Cívico-Política y Fundación Sobreviviente. La iniciativa, que empezó en el 2007, no cuenta con fecha de finalización. El monto total invertido hasta la fecha es de US \$768,200, del cual la mayor parte proviene de la Fundación Ford. El objetivo principal de la iniciativa es contribuir a la erradicación de la impunidad relacionada con los femicidios y otras formas de violencia contra las mujeres, con énfasis en la violencia sexual, a través de acciones estratégicas de incidencia y coordinación con las instituciones responsables de justicia, seguridad y salud sexual y reproductiva, para la efectiva aplicación del marco jurídico y una respuesta pronta y pertinente. La iniciativa cuenta con cinco objetivos específicos:

- Contribuir a la prevención de los asesinatos de mujeres;
- Fortalecer la colaboración entre la sociedad civil y las instituciones del Estado;
- Vigilar y aportar a la efectiva implementación del marco jurídico y político;
- Contribuir al acceso de las mujeres a la justicia, la seguridad y la salud para el ejercicio de su derecho a una vida libre de violencia;
- Facilitar procesos de empoderamiento y autonomía para que las mujeres incrementen sus capacidades de exigir y demandar seguridad, justicia, servicios de salud sexual y salud reproductiva y la transformación de un proyecto de vida centrado en ellas.

En relación con la prevención de asesinatos de mujeres, UNIFEM/ONU Mujeres ha brindado capacitaciones sobre la prevención y respuesta a la VCM a responsables locales, así como apoyo psicológico/legal para las familias de las víctimas. También ha establecido foros y otros espacios de diálogo para facilitar la colaboración entre la sociedad civil y las instituciones gubernamentales en temas relacionados con la VCM. En el marco de esta iniciativa, UNIFEM/ONU Mujeres también ha estado trabajando en estrecha colaboración con las instituciones de seguridad y de justicia, brindándoles capacitaciones y apoyo técnico para mejorar la implementación de las legislaciones en términos de la VCM y facilitar el acceso a los servicios para las víctimas.

4. F-ODM Fortaleciendo la Institucionalidad de las Mujeres en Guatemala

El proyecto conjunto de las Naciones Unidas para el fortalecimiento de las instituciones de mujeres en Guatemala fue implementado de forma conjunta por UNIFEM, UNFPA, PNUD, FAO, PMA, OPS y UNV por una duración de tres años (2008-2011). Los principales socios a nivel nacional eran la SEPREM y la DEMI, sin embargo, SEGEPLAN y otros Ministerios de línea tales el de Economía, Finanzas Públicas, Salud Pública y Asistencia Social, Agricultura, y el Instituto Nacional de Estadísticas también estuvieron involucrados en el proyecto. Éste contaba con cinco ejes temáticos principales: el fortalecimiento institucional, el abordaje de la violencia, discriminación y racismo contra las mujeres, el empoderamiento económico, la participación política y el monitoreo y evaluación. El presupuesto total comprometido para el proyecto era de US \$7.200,000, del cual UNIFEM recibió US \$ 2.638,883 para implementar su parte del proyecto. De este monto, UNIFEM desembolsó US \$ 2.998,055 para actividades en el eje del abordaje de la violencia, discriminación y racismo contra las mujeres. Los dos objetivos específicos del proyecto eran:

-
- El fortalecimiento de la Secretaría Presidencial de la Mujer, de la Defensoría de la Mujer Indígena y de los mecanismos de los gobiernos locales para el avance de las mujeres facilita la integración de la Política Nacional de Promoción y Desarrollo de las Mujeres Guatemaltecas y de su Plan de Ejecución 2008-2012 en la planificación y presupuestos de las instituciones estatales a nivel nacional y local.
 - Las principales instituciones del gobierno central y los gobiernos locales que son responsables de la implementación de los ejes globales de la Política Nacional de Promoción y Desarrollo de las Mujeres Guatemaltecas y de su Plan de Ejecución 2008-2012 para la erradicación de la violencia, la discriminación y el racismo contra las mujeres, el desarrollo económico y productivo con equidad, y la equidad en la participación sociopolítica, diseñan e implementan estrategias para avanzar en su cumplimiento.

El resultado anticipado principal relacionado con el eje sobre el abordaje de la violencia, discriminación y racismo contra las mujeres era:

- Las mujeres, niñas y adolescentes, especialmente mujeres indígenas y rurales, tienen mayor acceso a servicios integrales, multisectoriales, y con pertinencia cultural y étnico-lingüística para prevenir y responder a la violencia, discriminación y racismo en su contra.

Los tipos de actividades llevadas a cabo por UNIFEM/ONU Mujeres incluyen, entre otras, capacitaciones para el fortalecimiento de las instituciones gubernamentales de mujeres y procesos de formación en derechos humanos; apoyo al proceso de coordinación interinstitucional en el tema de la VCM; actividades de sensibilización al público; y asesoría legal para el fortalecimiento del marco normativo nacional en materia de la VCM.

5. Proyecto Mujeres, Paz y Seguridad en América Latina: Componente Guatemala

El Proyecto Mujeres, Paz y Seguridad en América Latina, el cual se implementó en ambos Guatemala y Colombia durante el periodo 2005-2012, recibió financiamiento de la AECID. El presupuesto para Guatemala durante este periodo fue de US \$358,939.

A través de este proyecto, UNIFEM/ONU Mujeres trabajó en estrecha colaboración con varias instituciones estatales y organizaciones no-gubernamentales de mujeres guatemaltecas para fortalecer la gobernabilidad democrática y los procesos de construcción de la paz con enfoque en justicia de género. Los resultados anticipados del proyecto eran:

- Aumentar la protección de los derechos de las mujeres afectadas por el conflicto y la violencia social a través del fortalecimiento institucional y de la promoción de políticas públicas para la erradicación de la VCM;
- Fortalecer y promover la participación e influencia de las mujeres en los procesos de construcción de la paz en los niveles local, nacional e internacional a través del empoderamiento de las organizaciones y redes de mujeres.

En el marco de este proyecto, UNIFEM/ONU Mujeres apoyó, entre otras cosas, el proceso de formulación e implementación de estrategias, facilitó las alianzas entre los relevantes ministerios e organizaciones de mujeres para el proceso de diseño y aprobación de la Ley contra el Femicidio y otras formas de Violencia contra las Mujeres; le brindó capacitaciones a la Policía Nacional Civil y a jueces y juezas para alentar la aplicación de las leyes relativas a los derechos de la mujeres; y realizó campañas de sensibilización sobre la VCM y los derechos de las mujeres.

Proyectos del Fondo Fiduciario de la ONU

6. "Safescaping" Guatemala's Indigenous Communities: Primary prevention of gender violence by forming and mentoring young Mayan social change agents

El *Population Council*, una organización no-gubernamental internacional, recibió financiamiento del Fondo Fiduciario de la ONU para implementar este proyecto, cuya duración fue de tres años (2010-2012). El monto total de los fondos recibidos durante este periodo alcanzó los US\$ 851,758. El proyecto se implementó en conjunto con la Defensoría de la Mujer Indígena (DEMI) y el Centro de Investigación, Capacitación y Apoyo a la Mujer (CICAM), en colaboración con el Grupo de trabajo técnico inter-agencial de la ONU para los adolescentes vulnerables en Guatemala (el cual incluye UNFPA, UNICEF, UNIFEM, UNESCO, OPS y ONUSIDA). Su objetivo era prevenir y reducir la violencia basada en género entre las niñas y adolescentes indígenas que viven en las comunidades rurales de Guatemala. Los objetivos específicos de la iniciativa eran los siguientes:

- Nivel institucional: Fortalecer la capacidad local institucional de distintos sectores para: a) trabajar con y para niñas y jóvenes indígenas; y b) integrar un mayor enfoque en la prevención primaria contra la VBG en comunidades indígenas rurales.
- Nivel comunitario: Llevar a efecto el PVSE en las comunidades rurales buscando crear un entorno más equitativo en relación con el género, y más a favor de las adolescentes de las comunidades.
- Nivel de relaciones: Fomentar en el seno familiar y en los grupos de jóvenes relaciones de género más respetuosas y equitativas y proclives a las adolescentes.
- Nivel individual: Desarrollar valores y capacidades personales (incluyendo conocimientos, destrezas, recursos y oportunidades) para apoyar y capacitar a adolescentes vulnerables en el desarrollo de normas de género positivas y para prevenir la VBG.

El proyecto se implementó en 20 comunidades rurales indígenas en los departamentos de Alta Verapaz, Chimaltenango, Sololá y Quetzaltenango. Las actividades que se llevaron a cabo en el marco de este proyecto incluyeron, entre otras, la realización de talleres de capacitaciones para jóvenes mayas sobre la VCM, la salud sexual y reproductiva, y la salud materna; el establecimiento de espacios para niñas y adolescentes en cada comunidad; soporte a los líderes comunitarios para el establecimiento de servicios de atención a las víctimas de VCM; y la realización de campañas de sensibilización sobre el tema de la VCM

Anexo VII: Mapeo de Actores trabajando en el tema de la VCM

		Proyecto Fortalecimiento de la Institucionalidad de las Mujeres de Guatemala - Fondo ODM	Proyecto Alianza para la Acción en la Prevención de los Asesinatos contra Mujeres en Guatemala	Proyecto GTM Mujeres, Paz y Seguridad	Programa Mujeres Indígenas	Campaña SG en Guatemala	Proyecto Ciudades Seguras
Socias implementadoras	Instituciones Estatales	Secretaría Presidencial de la Mujer, SEPREM Defensoría de la Mujer Indígena DEMI Organismo Legislativo especialmente la Comisión de la Mujer del Congreso de la República					
	Gobiernos Locales						Municipalidad de Guatemala/Oficina Municipal de la Mujer
	Sociedad Civil	CICAM	Alianza para la Acción en la Prevención de los Asesinatos contra Mujeres – CICAM, Convergencia Cívico Política de Mujeres y Fundación Sobrevivientes	Convergencia Cívico Política de Mujeres UNAMG REMUPAZ	Asociación Política de Mujeres Mayas de MOLOJ, Coordinadora Nacional de Mujeres Mayas, Garífunas y Xincas (CONMAG AXI), CONAVIGUA, IXMUKANE, KAQLA, MAJAWILL QUIEJ	La Cuerda, CERIGUA	Fundación Guatemala

		Proyecto Fortalecimiento de la Institucionalidad de las Mujeres de Guatemala - Fondo ODM	Proyecto Alianza para la Acción en la Prevención de los Asesinatos contra Mujeres en Guatemala	Proyecto GTM Mujeres, Paz y Seguridad	Programa Mujeres Indígenas	Campaña SG en Guatemala	Proyecto Ciudades Seguras
	Academia						Universidad de San Carlos de Guatemala, especialmente IUMUSAC
Socias Estratégicas/beneficiarias de implementación directa	Instituciones Estatales	Secretaría de Planificación y Programación de la Presidencia, SEGEPLAN Comisión Presidencial contra la Discriminación y el Racismo contra los Pueblos Indígenas en Guatemala, CODISRA Coordinadora Nacional para la Prevención de la Violencia Intrafamiliar y contra las Mujeres CONAPREVI Comisión Presidencial Coordinadora de la Política del Ejecutivo en materia de Derechos Humanos - COPREDEH	Secretaría Presidencial de la Mujer, SEPREM Coordinadora Nacional para la Prevención de la Violencia Intrafamiliar y contra las Mujeres CONAPREVI Organismo Judicial Organismo Legislativo especialmente la Comisión de la Mujer del Congreso de la República Corte de Constitucionalidad Ministerio de Gobernación Ministerio Público Ministerio de Salud Pública Policía Nacional Civil	Secretaría Presidencial de la Mujer, SEPREM Defensoría de la Mujer Indígena, DEMI Comisión Presidencial Coordinadora de la Política del Ejecutivo en materia de Derechos Humanos - COPREDEH - Coordinadora Nacional para la Prevención de la Violencia Intrafamiliar y contra las Mujeres CONAPREVI Comisionada Presidencial para el Femicidio	Defensoría de la Mujer Indígena, DEMI Comisión contra el Femicidio COPAF Comisión Presidencial contra la Discriminación y el Racismo contra los Pueblos Indígenas en Guatemala CODISRA	Secretaría Presidencial de la Mujer, SEPREM Defensoría de la Mujer Indígena, DEMI Comisión Presidencial contra la Discriminación y el Racismo contra los Pueblos Indígenas en Guatemala, CODISRA Coordinadora Nacional para la Prevención de la Violencia Intrafamiliar y contra las Mujeres CONAPREVI Organismo Judicial Organismo Legislativo especialmente la Comisión de la Mujer del Congreso de la República Ministerio de Gobernación Ministerio Público Ministerio de Salud Pública Policía Nacional Civil Parlamento Centroamericano	Organismo Legislativo especialmente la Comisión de la Mujer del Congreso de la República

		Proyecto Fortalecimiento de la Institucionalidad de las Mujeres de Guatemala - Fondo ODM	Proyecto Alianza para la Acción en la Prevención de los Asesinatos contra Mujeres en Guatemala	Proyecto GTM Mujeres, Paz y Seguridad	Programa Mujeres Indígenas	Campaña SG en Guatemala	Proyecto Ciudades Seguras
		Comité Nacional para la Alfabetización, CONALFA (Institución Autónoma) Organismo Judicial Ministerio Público Ministerio de Educación Ministerio de Salud Colegio de Abogados y Notarios		COPAF Comisión para la reforma policial Organismo Judicial Organismo Legislativo especialmente la Comisión de la Mujer del Congreso de la República Ministerio de Gobernación Ministerio Público Ministerio de Relaciones Exteriores Parlamento Centroamérica -PARLACEN- Policía Nacional Civil Colegio de Psicología			
	Gobiernos Locales	Autoridades Ancestrales de los 48 cantones Oficinas Municipales de la Mujer, OMMs Consejos de Desarrollo Departamental, CODEDES especialmente, la Comisión de la Mujer del Consejo de Desarrollo y la Comisión de Seguridad Ciudadana Consejos	Comités Comunitarios Locales		Autoridades Ancestrales de los 48 cantones	Municipalidad de Nahualá Municipalidad de Sacanillá	Municipalidad de Livingston

		Proyecto Fortalecimiento de la Institucionalidad de las Mujeres de Guatemala - Fondo ODM	Proyecto Alianza para la Acción en la Prevención de los Asesinatos contra Mujeres en Guatemala	Proyecto GTM Mujeres, Paz y Seguridad	Programa Mujeres Indígenas	Campaña SG en Guatemala	Proyecto Ciudades Seguras
		Municipales de Desarrollo, COMUDES					
	Sociedad Civil	Red de Mujeres de Chiquimula, REDMUCH Mamá Maquín Asociación Guatemalteca de Mujeres Defensoras de los Derechos Humanos de Guatemala		ECAP Grupo Guatemalteco de Mujeres IEPADES Impunity Watch, MAMA MAQUIM, Fundación Sobrevivientes, CICAM CONAVIGUA Asociación Política de Mujeres Mayjas MOLOJ Actoras de Cambio RAMMCA Colectivo Artesanas	Foro Internacional de Mujeres Indígena, Alianza de Mujeres Indígenas de Centroamérica y México, AMUTED	GGM, REDNOVI, Tierra Viva, Radio Internacional Feminista Colectivo Artesana, Asociación Alas de Mariposas, ATHRADOM, Foro de la Mujer, REMUPAZ, ECAP, CODEFEM, Asociación Política de Mujeres Mayas MOLOJ, Coordinadora Nacional de Mujeres Mayas, Garifunas y Xincas (CONMAGAXI), CONAVIGUA, IXMUKANE, KAQLA, MAJAWILL QUIEJ, Convergencia Cívica Política de Mujeres Actoras de Cambio UNAMG, Fundación Sobrevivientes, CICAM, Mujeres Transformando el Mundo, Agenda de las Mujeres, INCIDE Joven, SINERGIA NOJ, Agenda por	Organizaciones de la Red Mujer y Hábitat de América Latina

		Proyecto Fortalecimiento de la Institucionalidad de las Mujeres de Guatemala - Fondo ODM	Proyecto Alianza para la Acción en la Prevención de los Asesinatos contra Mujeres en Guatemala	Proyecto GTM Mujeres, Paz y Seguridad	Programa Mujeres Indígenas	Campaña SG en Guatemala	Proyecto Ciudades Seguras
						la Diversidad, Naik Madera	
	Academia	Universidad de San Carlos de Guatemala, especialmente el Instituto Universitario de la Mujer, IUMUSAC		Universidad de San Carlos de Guatemala, especialmente el Instituto Universitario de la Mujer, IUMUSAC			Universidad Rafael Landívar

Thematic Evaluation of the Contribution of UN-Women to Prevent Violence against Women and Expand Access to Services

Country Case Study: India



United Nations Entity for Gender Equality
and the Empowerment of Women

Acronyms

AIDS	Acquired Immune Deficiency Syndrome
APAS	Asia Pacific and Arab States
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
CSO	Civil Society Organisation
DESA	United Nations Department of Economic and Social Affairs
ESCAP	United Nations Economic and Social Commission for Asia and the Pacific
EVAW	Ending Violence Against Women
FIRs	First Information Reports
GBSS	Gender Biased Sex Selection
GBV	Gender-Based Violence
GGGI	Global Gender Gap Index
GII	Gender Inequality Index
HDI	Human Development Index
HIV	Human Immunodeficiency Virus
ILO	International Labour Organization
IMF	International Monetary Fund
M&E	Monitoring and Evaluation
NCW	National Commission for Women, India
NGO	Non-Governmental Organization
OECD	Organisation for Economic Cooperation and Development
OHCHR	Office of the United Nations High Commissioner for Human Rights
P4P	Partners for Prevention
PWDVA	Protection of Women from Domestic Violence Act
SAARC	South Asian Association for Regional Cooperation
SASRO	South Asia Subregional Office
SIGI	The Social Institution and Gender Index
UN-Habitat	United Nations Human Settlements Programme
UN-Women	United Nations Entity for Gender Equality and Women's Empowerment
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme

A c r o n y m s

UNDP-TAHA	UNDP Trafficking and HIV/AIDS Project
UNESCO	United Nations Educational, Scientific, and Cultural Organization
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
UNIC	United Nations Information Centre
UNICEF	United Nations Children’s Fund
UNIDO	United Nations Industrial Development Organization
UNIFEM	United Nations Fund for Women,
UNODC	United Nations Office On Drugs and Crime
UNOPS	United Nations Office for Project Services
VAW	Violence against Women
WFP	World Food Programme
WHO	World Health Organization

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1. Introduction

1.1 Background

This country case study summarizes key observations and findings on the work of United Nations Entity for Gender Equality and Women's Empowerment (UN-Women) and its predecessor, the United Nations Fund for Women (UNIFEM), to end violence against women and girls in India, and its contributions to results. The draft case study report was revised on the basis of feedback from UN-Women and the national reference group established in India for the purpose of the evaluation.²¹⁶

The country case study constitutes one element of the broader *Thematic Evaluation of the Contribution of UN-Women to Prevent Violence Against Women and Expand Access to Services*, the purposes of which were to: i) capture key results and lessons learned from the contributions of UN-Women's four predecessor entities²¹⁷ between 2008 and 2011 which UN-Women has taken forward to help countries prevent violence against women and girls and expand access to related services, and ii) analyze how well UN-Women is strategically positioned to implement its mandate of normative, operational and coordination work in the area of violence against women (VAW).²¹⁸

The India country case study is one of seven country case studies conducted for the overall thematic evaluation.

1.2 Methodology

The key data sources for the country case study were documents (as listed in Appendix V below), in-person interviews during the country visit from 14 – 18 January 2013 and telephone interviews. A total of 46 stakeholders were consulted and are listed in Appendix II.²¹⁹ The country visit included consultations with UN-Women staff, staff from other United Nations entities, government officials, civil society, and a small group of rights holders that included a support group of women who are survivors of domestic violence, and widows who have experienced violence. International standards on conducting research with women affected by violence were followed when consulting these women.²²⁰ Informed consent was received and measures were taken to ensure interactions were respectful, ethical and based on a rights-based approach.

Data collection was structured according to the three strategic evaluation questions and related sub-questions outlined in the evaluation Inception Report and included in Appendix III.

The evaluation team, in consultation with the national reference group, reconstructed a preliminary theory of change on its work on ending violence against women (EVAW) as a contribution to a more detailed corporate theory of change. This results logic was used in the design of interview protocols and provided the basis of efforts to understand the rationale for the types of initiatives being implemented in each country and the results they sought to achieve. For India, this was complemented by discussions with UN-Women staff during the country visit to share and review this draft results logic, and elicit feedback regarding its relevance in view of UN-Women's work in India.

²¹⁶ National reference group members are listed in Appendix 1.

²¹⁷ UN-Women's predecessor entities are: the Division of the Advancement of Women (DAW), the United Nations International Research and Training Institute for the Advancement of Women (INSTRAW), the United Nations Development Fund for Women (UNIFEM), and the Office of the Special Advisor on Gender Issues and the Advancement of Women (OSAGI).

²¹⁸ Further information on the objectives and methodology of the evaluation are available in the evaluation Inception Report (November 2012).

²¹⁹ Thirty widows from a UN-Women supported widow's programme were also interviewed as part of a focus group. Three individual widows and two related project staff members were interviewed from the partner organization.

²²⁰ World Health Organization (WHO) and Program for Appropriate Technology in Health (PATH), *Researching Violence against Women: A Practical Guide for Researchers and Activists*. 2005.

1.3 Limitations

The following limitations should be taken into consideration when reading this country case study:

- The limited institutional memory among the existing UN-Women country staff, due to staff turnover during the transition from UNIFEM to UN-Women.
- Some external respondents interviewed by the team were not involved with UN-Women or UNIFEM during the period under review and were not familiar with the kinds of interventions being supported at that time.
- Document management systems at the country level appear to be highly fragmented which made it a challenge for the evaluation team to gather correct and quality information for the evaluation time period.
- The lack of a coherent or centralized system within UN-Women to manage information/ documentation regarding projects also posed a challenge during in-country data collection.

1.4 Report structure

The country case study is structured in six sections. Section 2 summarizes the background contexts for UN-Women and UNIFEM work on ending violence against women and girls during the period 2008-2011. Section 3 presents a profile of UN-Women and UNIFEM managed or supported programming during the same period. Section 4 provides the evaluation findings on the three strategic evaluation questions and suggestions and recommendations for UN-Women that emerged from the India case study are presented in Section 5. Finally, Section 6 briefly summarizes observations relevant to the overall evaluation's aim to inform a theory of change for the work of UN-Women on ending violence against women and girls.

2. Context

2.1 Regional

For UN-Women's programming purposes, the South Asia region consists of seven countries, namely, India, Pakistan, Nepal, Bangladesh, Sri Lanka, Bhutan and the Maldives.²²¹ The region was originally part of the British Empire and is characterized by a long history of colonial ties dating back to the early 1800's. The departure of the British and partitioning of the region led to the creation of the independent states of India and Pakistan in 1947, and subsequently Bangladesh in 1971. This background echoes within the politics of the region to this day, as illustrated by recurring political tensions between India and Pakistan; internal ethnic conflicts within Sri Lanka fuelled by armed Tamil rebels; and recurring Maoist insurgencies in Nepal. The political situation in the region has been further exacerbated by the war on terror, which affects Pakistan in particular and continues to have repercussions in the region as a whole. An attempt to unify trade and cultural relations within the region was made with the creation of the South Asian Association for Regional Cooperation (SAARC) in 1985, which includes all seven countries as members.

Most countries are also struggling in terms of economic growth. Bangladesh and Nepal are classified as low-income countries by the World Bank. Bhutan and Pakistan are lower-middle-income countries, while the Maldives is categorized as an upper-middle-income country²²². Differences in scores obtained from the human development index (HDI) also illustrate significant socio-economic differences in these countries²²³. Based on this index, Sri Lanka ranks first in the region with a score of (0.691) whereas Nepal ranks last (0.458). India ranks third in the HDI rankings within the region (0.547).²²⁴

In terms of global ratings, according to the United Nations Development Programme's (UNDP) Gender Inequality Index (GII)²²⁵, within South Asia, India had the highest level of inequality with a GII of 0.617, followed by Nepal with a score of 0.558, Bangladesh (0.550), Bhutan (0.495), Sri Lanka (0.419), and Pakistan (0.373).²²⁶ However, according to the World Economic Forum's Global Gender Gap Index (GGGI)²²⁷, Pakistan had a higher level of inequality than India, while Sri Lanka had the lowest level of inequality. While the statistics may vary from one index to another, South Asia is still considered to be amongst the regions with the highest levels of inequality in the world.

2.2 National - India

India is the world's largest democracy and the second most populous country in the world with 1.24 billion inhabitants.²²⁸ The United Nations estimates that India's population will surpass that of China, currently the most populous country in the world, in the coming years. The United Nations Department of Economic and Social Affairs (DESA), Population Division projects that "by 2016, the population of India is expected to be larger than the population of all more developed countries combined (that is, all the countries of Europe

²²¹ During the 2008-2011 programming period UNIFEM included Afghanistan and Iran as part of the South Asia region making a total of nine countries.

²²² World Bank. *Poverty and Equity Data*. 2011. Available from <http://povertydata.worldbank.org/poverty/home>.

²²³ The HDI is a "composite index measuring average achievement in three basic dimensions of human development—a long and healthy life, knowledge and a decent standard of living."

²²⁴ UNDP. *Human Development Report: The Human Development Index and its Components*. Statistical Annexes: Table 1. 2011. Available from http://hdr.undp.org/en/media/HDR_2011_EN_Table1.pdf.

²²⁵ The GII combines five variables (maternal mortality, adolescent fertility, educational attainment, parliamentary representation and labour force participation) into a final score. A score of 1 indicates complete inequality; a score of 0 indicates complete equality. Definition available from <http://hdr.undp.org/en/statistics/gii/>.

²²⁶ Op.cit. 9. Table 4. Available from http://hdr.undp.org/en/media/HDR_2011_EN_Table4.pdf.

²²⁷ The *Global Gender Gap Report*, introduced by the World Economic Forum in 2006, provides a framework for capturing the magnitude and scope of gender-based disparities around the world. GGGI benchmarks national gender gaps of different countries on economic, political, education- and health-based criteria. The GGGI allows comparisons to be made over time.

²²⁸ Op. cit. 7.

[including Russia], Australia, New Zealand, Japan, Canada and the United States).²²⁹ There are 22 official languages in India²³⁰ with Hindi being the most widely spoken language (41 per cent of the population). The enormity and diversity of the population and its impact on social and economic development efforts by both the government and the United Nations cannot be underestimated.

Since 1997, the Indian economy has grown at an average rate of more than seven per cent per year. It is now one of the top ten most powerful economies in the world, part of the Group of 20 (G20), and the Brazil, Russia, India, China and South Africa emerging economies and was recently classified as a newly industrialized country (NIC). Despite this, India, faces numerous challenges: poverty is widespread with an estimated 32.7 per cent of the population (approximately 405 million people) living below the international poverty line of \$1.25 per day²³¹ and inequality has risen with the top 10 per cent of wage earners now making 12 times more than the lowest, compared to 6 per cent in the 1990s.²³²

India has been democratically governed since independence from British rule in 1947. In the early 1990s, the *Panchayati Raj* institutions (village councils) were created as a three-tier system of governance under the 73rd and 74th Amendments in the Indian Constitution²³³. In most states, one-third of these seats are reserved for women while 12 states reserve 50 per cent of their seats for women.²³⁴

2.3 Gender equality and VAW in India

In India, violence against women and girls needs to be understood in the context of a deeply ingrained culture of patriarchy, harmful customary practices and acceptance of (especially domestic) violence.²³⁵ In terms of gender inequality, India is ranked 129 of 146 countries on the GII, with an index value of 0.617.²³⁶ The maternal mortality rate is significantly high (230 per 100,000 births), partially as a result of only 53 per cent of all births being attended by a skilled professional. Gender-biased sex selection (GBSS) is prevalent in India, where the declining sex ratio has been a matter of grave concern. The 2011 census reported a sex ratio of 914 females per 1,000 males.²³⁷ These numbers however, tend to mask regional differences. During the same decade the child sex ratio (0-6 years) dropped from 945 to 927.²³⁸ This is attributed to the decline in the number of girls due to neglect of the girl child, high maternal mortality, female infanticide and female foeticide.²³⁹ Women in general tend to be less educated than men, with only 27 per cent having received a high school diploma compared to 50 per cent for men. In addition, only 33 per cent of women

²²⁹ DESA, Population Division. India becomes a billionaire. Available from <http://www.un.org/esa/population/pubsarchive/india/ind1bil.htm>.

²³⁰ Government of India. *The Constitution Of India*, p.330. 2007. Available from <http://lawmin.nic.in/coi/coiason29july08.pdf>.

²³¹ Unless otherwise stated, all currency indicated are in United States dollars. World Bank 2010 estimate. Available from <http://povertydata.worldbank.org/poverty/country/IND>.

²³² Organization for Economic Cooperation and Development (OECD), "Special Focus: Inequality in Emerging Economies." 2011. Available from <http://www.oecd.org/social/socialpoliciesanddata/49170475.pdf>.

²³³ UN-Women and International Center for Research on Women (ICRW). *Violence, Economics and Power: Decoding the impact of violence and economic insecurity on women's political participation in India*. 2012.

²³⁴ Panchayats, Bihar. "50% reservation for women in Andhra Pradesh," *Sify News*, 25 November 2011. Available from <http://www.sify.com/news/50-reservation-for-women-in-ap-bihar-panchayats-news-politics-llzpcIcjjii.html>.

²³⁵ This statement was agreed upon by UN-Women India unit staff working on ending violence against women and girls in the theory of change workshop during the country visit during which the unique characteristics of the problem of violence against women and girls in India were outlined.

²³⁶ Unless otherwise indicated, all statistics in this paragraph taken from the UNDP *Human Development Report Statistical Annexes: Table 4*. Op. cit. 11.

²³⁷ United Nations Population Fund (UNFPA) and Centre for Development Studies, *Declining Child Sex Ratio (0-6 Years) in India: A Review of Literature and Annotated Bibliography*. 2009. Available from <http://india.unfpa.org/drive/Bibliography.pdf>. Also, Government of India, *Annual Report on Implementation of the Pre-Conception and Pre-Natal Diagnostic Techniques (Prohibition of Sex Selection) Act 2005*. Ministry of Health and Family Welfare. 2005. Available from <http://www.pndt.gov.in/writereaddata/mainlinkfile/file22.pdf>.

²³⁸ Ibid.

²³⁹ UNFPA. *Guidance Note on Prenatal Sex Selection*. 2010.

actively participate in the labour force, compared to 81 per cent of men. As such, a large percentage of the female population turn to the informal sector where they are faced with increased discrimination and poor labour conditions. In India, female political participation remains low, with only 11 per cent of seats in parliament occupied by women. However, according to the UN-Women India annual workplan (2012), “India has the largest absolute number of women in grassroots politics, with approximately 1.2 million elected women representatives across India – but the women’s reservation bill, guaranteeing one-third of seats in the national legislature to women, is yet to be made into law by Parliament.”²⁴⁰

The women’s movement in India is one of the most established in the region and has been very effective in instituting legislation and policy to promote women’s human rights in the country which began with the *Towards Equality Report* issued in 1974, which examined the status of women in the country. This was also the time when major social movements such as the Chipko Movement (1973), the Self-Employed Women’s Association in 1972 and the Progressive Organization of Women in 1974, came into being. These movements spurred the growth of the autonomous women’s organizations into what they are today and helped the women’s movement in India achieve international recognition.²⁴¹ As a result, civil society participation and voice in public policymaking is now a norm in India, notably with the recent establishment of the National Advisory Council (NAC).²⁴² The women’s movement in India today is a rich and vibrant movement, which has spread to other parts of the country. There is no one single national cohesive movement, but rather a number of fragmented campaigns which activists see as a strength as a strong and plural force nonetheless.²⁴³

²⁴⁰ UN-Women. *UN-Women Strategic Annual Workplan India (2012-2013)*, p 1. 2012.

²⁴¹ Available from http://shodhganga.inflibnet.ac.in/bitstream/10603/2722/13/13_chapter%204.pdf.

²⁴² Op. cit. 25, p.2.

²⁴³ Third World Network. The women’s movement in India: Action and reflection. Available from <http://www.twinside.org.sg/title/india1-cn.htm>.

Recent studies have shown that 35.1 per cent of Indian women reported at least one incident of physical violence by an intimate partner over their lifetime, while 10 per cent reported cases of intimate partner sexual violence.²⁴⁴ As for violence committed by someone other than their partner, 33.5 per cent of women reported having experienced physical violence while 8.5 per cent reported at least one act of sexual violence.²⁴⁵ In addition, rape appears to be the fastest growing crime in India with 22,172 cases reported in 2010 alone.²⁴⁶ Although some of this may be attributable to more women reporting incidents of violence, stakeholders have also noted a perceived increase in violence against women and girls overtime. India's high score on the OECD's Social Institution and Gender Index (SIGI) indicates a high tolerance towards domestic violence.²⁴⁷ India currently ranks 56th out of 86 countries in the 2012 SIGI.²⁴⁸

With regards to international human rights law, India ratified the Convention on the Elimination of all Forms of Discrimination against Women (CEDAW) in 1993 with reservations, but has yet to sign or ratify its Optional Protocol. In May 2011, India also ratified the Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, supplementing the United Nations Convention against Transnational Organized Crime.

As for the national legal framework, the Constitution of India guarantees equal status of women but personnel laws vary according to religion. For instance, the law can be interpreted to legally allow Muslims to engage in polygamy which is not legally permitted for members of other religious groups.²⁴⁹ In recent years, there have been significant advancements in the rights of women. For instance, the Sexual

National Legal Framework Addressing Violence against Women and Girls in India

- The Sexual Harassment of Women at Workplace (Prevention, Prohibition and Redressal) Bill (2012)
- Prohibition of Child Marriage Act (2006)
- Protection of Women from Domestic Violence Act (2005)
- Protection of Children from Sexual Offences Act (2012)
- Twelfth Five-Year Plan (2012 - 2017)
- National Policy on the Empowerment of Women (2001)
- National Plan of Action to Combat Trafficking and Commercial Sexual Exploitation of Women and Children (1998)
- Pre-natal Diagnostic Techniques (Regulation and Prevention of Misuse) Act, 1994, amended in 2003 as The Pre-Conception and Pre-Natal Diagnostic Techniques (Prohibition of Sex Selection) Act (1994)
- Judicial Manual on Combating Trafficking of Women and Children for Commercial Sexual Exploitation (2006)
- Immoral Traffic Prevention Act (ITPA) (1956)
- The Dowry Prohibition Act (1961)

Harassment of Women at Workplace (Prevention, Prohibition and Redressal) Bill 2012 was passed on 26

²⁴⁴ UN-Women. Violence against Women Prevalence Data: Surveys by Country. 2011. Available from http://www.endvawnow.org/uploads/browser/files/vaw_prevalence_matrix_15april_2011.pdf.

²⁴⁵ Ibid.

²⁴⁶ Immigration and Refugee Board of Canada. *India: Rates of Women Lodging Complaints with Police for Violent Crimes; Police Response to Female Victims of Violence*. 9 May 2012. Available from <http://www.unhcr.org/refworld/country,,IRBC,,IND,,50b4a23b2,0.html>.

²⁴⁷ OECD. Social Institution and Gender Index 2011. 2011. Available from <http://genderindex.org/country/india>.

²⁴⁸ SIGI was first launched by the **OECD Development Centre** in 2009 as a innovative measure of the underlying drivers of gender inequality for over 100 countries. Instead of measuring gender gaps in outcomes such as employment and education, SIGI instead captures discriminatory social institutions, such as early marriage, discriminatory inheritance practices, VAW, son preference, restricted access to public space and restricted access to land and credit. The 2012 SIGI is made up of 14 unique variables, grouped into five sub-indices: discriminatory family code, restricted physical integrity, son bias, restricted resources and entitlements, and restricted civil liberties

²⁴⁹ Other customary laws exist in India which allow for polygamy among certain tribal communities.

February 2013. In addition, an act prohibiting the marriage of men under 21 and women under 18 was passed in 2006. In 2005, the government passed a law to criminalize domestic violence, including physical, sexual and emotional abuse, as well as all other forms of harassment related to dowry arrangements. This law also recognizes spousal rape as a crime and allows for women to file protection orders against a family member or partner who has committed an act of domestic violence. In addition, the Planning Commission of India, through its Five-Year Plans promotes women as “equal partners and participants in development.”

Important institutions focusing on women’s rights have been established in the last few years. The National Mission for Empowerment of Women (2010-2015) was launched to secure convergence amongst different ministries of central and state governments, as well as to review gender budgeting and social laws impacting women. The National Commission for Women, India (NCW), a statutory body mandated to protect the constitutional and legal rights of women, monitors legal safeguards for women provided under existing legislation. A system granting police protection to women victims of violence was also established in 2010.²⁵⁰

Stakeholders have pointed out that services for survivors of VAW are limited throughout India and that, even though a number of initiatives have been made to improve services, they are still scant especially in rural areas. There are still significant weaknesses in the quantity and quality of existing comprehensive services (shelter, counseling services, access to justice, emergency medical services etc.).

Current context - Landmark incident brought attention to the movement to end violence against women and girls

VAW in India gained worldwide attention shortly before the country visit. On 16 December 2012, a 23-year old physiotherapy student was gang raped by six men on a moving bus in Delhi. She subsequently died 13 days later from injuries sustained from an iron bar used in the hour-long attack.²⁵¹ The incident sparked mass protests in Delhi and around India, calling for increased government action to prevent VAW and prosecuting perpetrators of sexual violence. The public protests included young people, student unions and women’s movements from all over the country, as well as lay people from all walks of life. Protests continued for well over a month after the incident and social media played a fundamental role in both organizing the protests and creating pressure on central and state governments.²⁵² There have been a number of consultations between the United Nations and other civil society organizations (CSOs) with key government ministries and departments.

The Justice JS Verma Committee was constituted to review rape laws and respond to the readiness of the government to formulate and implement strict legislation.²⁵³ The Committee released a 630-page report on 23 January 2013 which recommended better implementation of existing laws, police reforms, gender sensitization training of security and judiciary officials, and changes to the Indian Penal Code.²⁵⁴ A draft ordinance has since been prepared in light of the recommendations, beginning

²⁵⁰ Government of India. National Commission for Women (1992). Available from <http://sgdatabse.unwomen.org/searchDetail.action?measureId=36823&baseHREF=country&baseHREFId=633> (accessed 7 January 2013).

²⁵¹ C. Jones, Indian victim of gang rape dies in hospital in Singapore, *The Guardian*, 28 December 2012. Available from <http://www.guardian.co.uk/world/2012/dec/28/indian-gang-rape-dies-singapore>.

²⁵² Social media turns pivot for Delhi protests. *Hindustan Times*, 29 December 2012. Available from <http://www.hindustantimes.com/India-news/NewDelhi/Social-media-turns-pivot-for-Delhi-protests/Article1-982167.aspx>.

²⁵³ Justice Verma committee recommendations at a glance. *IBN Live: India*, 24 January 2013. Available from <http://ibnlive.in.com/news/justice-verma-committee-recommendations-at-a-glance/317432-3.html>.

²⁵⁴ Ibid.

the legislative process.²⁵⁵ However, women's groups have protested the ordinance, saying that it is insufficient and a diluted version of Committee's recommendations.²⁵⁶

The Supreme Court has directed all high courts to complete all rape trials within two months and to set-up special courts. Five fast track courts for rape cases were approved by the Delhi High Court on 19 December 2012.²⁵⁷ On 30 January 2013, five fast track courts were also set up in Gauhati High Court, in the state of Assam.²⁵⁸ A new camera conferencing system for hearing the victim statement led to a conviction in a case in Dwarka, New Delhi. The state proposed a controversial measure to publish the names and photographs of thousands of convicted sex offenders.²⁵⁹

New norms have been approved for safe public transport. Buses are to have two cameras with a two-day recording facility, GPS/GPRS monitoring, an automatic fare collection system, signboards and audio-visual passenger information systems. Limousines and taxis are to install GPS/GPRS and be linked to a common control centre.²⁶⁰ Furthermore, in accordance with a Supreme Court ban, there will be efforts to remove tinted glass from vehicles.²⁶¹

Delhi Police officials confirmed that the city was unsafe for women, with 706 cases of rape registered in 2012, a 24 per cent increase from 2011.²⁶² Measures have been taken by Delhi Police to make the city safer through mapping of the city, increased patrolling, the appointment of officers, self-defense programmes for women, increasing the number of telephone helplines from 60 to 100, instructions to station house officers to make the reporting process smooth and confidential for women, and zero tolerance towards sexual harassment, locally referred to as 'eve teasing.' There will be compulsory registration of first information reports (FIRs) made to the police.²⁶³

The wider impacts of the incident are still unknown. Cases of rape which prior to 16 December would have not been covered by the media, are now receiving increased publicity.²⁶⁴ However, there are also fears that the incident could result in further restrictions on women. For example, women students were advised by Delhi police to return home immediately after college, while some village councils in Northern India have banned girls from using mobile phones and dancing at weddings.²⁶⁵

²⁵⁵ Nothing rejected from Verma report, need talks on marital rape: Govt. *IBN Live: India*, 4 February 2013. Available from <http://ibnlive.in.com/news/nothing-rejected-from-verma-report-need-talks-on-afspa-marital-rape-govt/370737-37-64.html>.

²⁵⁶ Delhi gang rape row: Women groups protest anti-rape ordinance. *The Economic Times*, 4 February 2013. Available from http://articles.economicstimes.indiatimes.com/2013-02-04/news/36743051_1_ordinance-recommendations-women-groups-protest.

²⁵⁷ A. Garg. Delhi HC clears fast-track courts for rape cases. *The Times of India*, 20 December 2012. Available from http://articles.timesofindia.indiatimes.com/2012-12-20/delhi/35933115_1_trial-courts-delhi-high-court-justice-murugesan

²⁵⁸ Gauhati HC forms 5 special courts for rape cases. *The Times of India*, 31st January 2013. Available from <http://timesofindia.indiatimes.com/city/guwahati/Gauhati-HC-forms-5-special-courts-for-rape-cases/articleshow/18265331.cms>

²⁵⁹ O. Khazan. How India's rape name-and-shame database could backfire. *The Washington Post*, 28 December 2012. Available from <http://www.washingtonpost.com/blogs/worldviews/wp/2012/12/28/how-indias-rape-name-and-shame-database-could-backfire/>.

²⁶⁰ Dipak Kumar Dash. New norms for safe public transport. *The Times of India* (n.d.). Available from <http://epaper.timesofindia.com/Default/Scripting/ArticleWin.asp?From=Archive&Source=Page&Skin=TOINEW&BaseHref=CAP/2013/01/16&PageLabel=2&EntityId=Ar00202&ViewMode=HTML>

²⁶¹ A. Garg. Delhi HC clears fast-track courts for rape cases. *The Times of India*, 20 December 2012. Available from http://articles.timesofindia.indiatimes.com/2012-12-20/delhi/35933115_1_trial-courts-delhi-high-court-justice-murugesan

²⁶² K. Sharma. Delhi Police records show 24 per cent rise in number of rape cases in 2012. *India Today*, 19 January 2013. Available from <http://indiatoday.intoday.in/story/delhi-police-records-show-rise-in-number-of-rape-cases-in-2012/1/242884.html>.

²⁶³ A. Viswanathan. Going from Zero FIRs to e-FIRs. *The Hindu*, 22 January 2013. Available from <http://www.thehindu.com/opinion/lead/going-from-zero-firs-to-efirs/article4329575.ece?homepage=true>.

²⁶⁴ J. Burke. Indian report on gang rape receives guarded welcome from campaigners. *The Guardian*, 23 January 2013. Available from <http://www.guardian.co.uk/world/2013/jan/23/indian-report-gang-rape-campaigners>.

²⁶⁵ J. Burke. Indian culture war breaks out over Delhi gang rape. *The Guardian*, 15 January 2013. Available from <http://www.guardian.co.uk/world/2013/jan/15/india-gang-rape-women-attitudes>.

2.4 United Nations, UN-Women and UNIFEM

The United Nations in South Asia

The United Nations country team (UNCT) in India is comprised of 26 entities including UN-Women, the United Nations Economic and Social Commission for Asia and the Pacific (ESCAP), the United Nations Educational, Scientific and Cultural Organization (UNESCO), the United Nations Human Settlement Programme (UN-Habitat), the United Nations Information Centre (UNIC), the United Nations Industrial Development Organization (UNIDO), the World Health Organization (WHO), Joint United Nations Programme on HIV/AIDS (UNAIDS), UNDP, UNFPA, the United Nations High Commissioner for Refugees (UNHCR), the United Nations Children's Fund (UNICEF), the United Nations Office for Project Services (UNOPS), the World Food Programme (WFP), the International Monetary Fund (IMF), the World Bank and others. The work of these agencies is currently being guided by the United Nations Development Assistance Framework (UNDAF).²⁶⁶ Opportunities are provided by the UNDAF/Common Country Assessment processes in the region, which are aligned to national development planning. In India, the overarching objective of the UNDAF 2008-2012, in which UNIFEM was involved, was "promoting social, economic and political inclusion for the most disadvantaged, especially women and girls."²⁶⁷ UNDAF 2013-2017 includes a gender equality outcome for the first time, and GBSS was identified as the joint-programming priority.²⁶⁸ Many of the United Nations entities in India are currently working on VAW, among them are UNICEF, the International Labour Organization (ILO), the United Nations Office on Drugs and Crime (UNODC), UNDP-Trafficking and HIV/AIDS project (TAHA), United Nations Volunteers (UNV), UN-Habitat and UNFPA.

UN-Women has a memorandum of understanding with UNODC on trafficking; a joint-statement with UNFPA and UNICEF for sex-selection; and works with UN-Habitat on global Safe Cities initiatives.

On 25 June 2008, India publicly expressed its desire to put an end to violence against women and girls when Renuka Chowdhury, Minister of State for the Ministry of Women and Child Development, became a signatory of the Secretary-General's UNiTE to End Violence against Women campaign.²⁶⁹

UN-Women and UNIFEM context

Between 2008-2011 and from 2011 onwards, the UNIFEM and UN-Women India office respectively fell under the jurisdiction of the South Asia subregional office (SASRO) located in New Delhi which also oversaw Afghanistan, Bangladesh, Bhutan, Iran, the Maldives, Nepal, Pakistan and Sri Lanka.²⁷⁰ Country offices were established in Bangladesh and Nepal in 2012, and in Pakistan in 2011. In line with the strategic annual workplan 2012-2013, the UN-Women office in India has become a multi-country office covering India, Bhutan, Sri Lanka and the Maldives, as well as supporting the SAARC.²⁷¹

²⁶⁶United Nations in India, United Nations Resident Coordinator's Office. Available from <http://www.un.org.in/Pages/index.html>

²⁶⁷Government of India and the United Nations. *India UNDAF: 2008-2012*. p.1. 2007.

²⁶⁸Government of India and the United Nations. *India UNDAF: 2013-2017*. 2011.

²⁶⁹UNiTE to End Violence against Women. Available from <http://endviolence.un.org/>.

²⁷⁰More information on the South Asia subregional office available from <http://www.unwomensouthasia.org/>.

²⁷¹UN-Women, Executive Board. *Report on the Regional Architecture Review*. 24 April 2012.

3. Profile of UNIFEM-supported VAW programming in India (2008-2011)

3.1 Overview

This section provides an overview violence against women and girls-related work led or assisted by UN-Women and UNIFEM in India from 2008-2011, including initiatives funded and managed by UN-Women and UNIFEM, and projects funded by the UN Trust Fund in Support of Actions to Eliminate Violence against Women (UN Trust Fund) that were administratively supported by UN-Women and UNIFEM.

3.2 Background: VAW programming in the subregion

Violence against women and girls-related programming was guided by UNIFEM's regional strategic plan for the Asia Pacific and Arab States (APAS) 2008-2011. With regards to VAW at the regional level, the strategy emphasized a) implementation and allocation of budgetary resources for anti-domestic violence laws and to support advocacy efforts for enactment where there is none as recommended by CEDAW concluding observations; b) development of a common advocacy agenda for trafficked women, women survivor-victims of violence and HIV-positive women; c) emphasize prevention of VAW and raising awareness among men and boys; and d) guidance for the informal justice system that is usually the first and last recourse of women survivor victims of violence.²⁷²

In addition to its regional strategy, UN-Women also has more localized strategies. Work in the South Asia subregion was guided by the UNIFEM subregional strategy 2008-2009, which included capacity-building especially with regards to planning, process and implementation on three key themes (including violence against women and girls, and HIV and AIDS).²⁷³ Under this framework, several VAW-related projects across the Asia Pacific region were implemented with the support of UN-Women and the UN Trust Fund. UN-Women supported 19 interventions amounting to a total of \$56,264,924.²⁷⁴ The UN Trust Fund supported 25 interventions and, across the Asia Pacific region, invested \$15,598,604.²⁷⁵ Ending violence against women and girls is one of five key themes of UN -Women's strategic annual workplan 2012-2013. Within this theme, there is an emphasis on capacity development, enhanced knowledge of and access to VAW services, across a range of government, civil society, United Nations entities and donor partners.²⁷⁶

In response to the context of violence against women and girls in the region (see Section 2), SASRO focuses its efforts on a number of key interventions, namely: women excluded from socio-economic and political opportunities; women survivors of violence; widows; women living with HIV; home-based female workers; and migrant workers. UN-Women South Asia also aims to transform institutions to increase accountability in gender equality and women's rights, and to strengthen the capacity and voice of women's rights advocates.²⁷⁷

3.3 VAW programming in India

Before 2011, positions at UNIFEM India in the area of ending violence against women and girls were issue-based and staffing was allocated by project. Since 2011, UN-Women India has had a unit dedicated to programming issues related to ending violence against women and girls. The work area also cuts across other UN-Women India units, where it is integrated in a few specific projects assigned in 2011 to the work

²⁷² UNIFEM. *Regional Strategy for Asia-Pacific and Arab States (2008-2011): Answering to Excluded and Discriminated Women*, UN-Women. 2009. p.5.

²⁷³ UNIFEM. *Subregional Strategy 2008-2009: South Asia subregional Office*. 2008. p.2.

²⁷⁴ According to the portfolio provided by UN-Women.

²⁷⁵ Ibid.

²⁷⁶ UN-Women. *Strategic Annual Workplan for India 2012-2013*. 2012.

²⁷⁷ UN-Women. *Report on the regional architecture review*. UN-Women Executive Board. 24 April 2012.

streams of the Economic Empowerment and Governance units (programme descriptions included in Appendix IV).

In India, UN-Women currently has programming in 16 States, with EVAW programming in 10 States (Rajasthan, Bihar, Jharkhand, West Bengal, Odisha, Andhra Pradesh, Karnataka, Uttar Pradesh, Tamil Nadu and Kerala). Operations are managed from the office in Delhi without a physical presence in those states.

UN-Women supports programming on violence against women and girls in India through direct project support, core funding and the UN Trust Fund.²⁷⁸ According to the UN-Women *Field Capacity Assessment 2011*, UN-Women and UNIFEM India's total portfolio was \$18,799,923.²⁷⁹ However, precise data on levels of investment from core and other resources in this theme were not tracked over this period and is difficult to reconstruct since the unit working to end violence against women and girls was only established in 2011, and prior information on projects is dispersed among each project (and position). Also, some staff who held these positions are no longer with UN-Women. Additionally, some projects do not have violence against women and girls as their central focus, making it impossible to determine exact contribution amounts.²⁸⁰

UNIFEM and UN-Women VAW-related investments 2008-2011

UNIFEM project support – incomplete financial data

UNIFEM core funding – incomplete financial data

UN Trust Fund to End VAW – US \$6,648,898

3.4 Inter-agency coordination and collaboration

UN-Women and UNIFEM have been increasingly involved in the creation of UNDAFs in the South Asia region, working in 10 countries, including the Pacific Islands, to mainstream frameworks for both gender issues and rights-based approaches. In total, gender equality has been explicitly identified as a cross-cutting theme in 17 APAS UNDAFs, including in India. In India, UN-Women was successful in advocating for outcome 3 on gender equality (which includes preventing gender discrimination) to be included in the current India UNDAF (2013-2017).²⁸¹ This type of inclusion has provided a very important entry point for UN-Women to work within the system.

In addition, the United Nations in India identified GBSS as a priority area for joint work and issued a global interagency statement on preventing GBSS. This statement has been endorsed by Office of the United Nations High Commissioner for Human Rights (OHCHR), UNFPA, UNICEF, UN-Women and WHO. A joint United Nations response statement on 'Addressing gender-biased sex selection in India' was then issued in India by UN-Women, UNFPA and UNICEF.²⁸² UN-Women is a member of the United Nations core group jointly addressing this issue in India.²⁸³

In India, UN-Women leads the UNCT Gender-Based Violence (GBV) Cluster which aims to facilitate information sharing and increase coordination of responses on this issue. Section 4.2.5 provides further details on this achievement.

²⁷⁸ See Appendix IV for a list of UN-Women/ UNIFEM India projects aimed at ending violence against women and girls.

²⁷⁹ UN-Women. UN-Women Presence Matrix – Field Capacity Assessment 2011. 2011.

²⁸⁰ Funding per project (where information is available) is detailed in Appendix IV.

²⁸¹ Government of India and the United Nations. *India UNDAF: 2013-2017*. 2011.

²⁸² This statement was initiated by UNFPA since it is the United Nations system lead on the issue of sex selection.

²⁸³ UN-Women, *India National Consultation on the UN Secretary-General's UNiTE to End Violence against Women Campaign*, 31 October 2012. New Delhi, 2012. p.9.

UN-Women has also facilitated a United Nations inter-agency consensus in Bangladesh, Bhutan, India, the Maldives, Nepal and Pakistan to roll out the Secretary-General's UNiTE campaign in South Asia. Further information on UN-Women's contribution to this initiative is available in Section 4.2.4.

4. Findings

4.1 Overview

This section presents the findings on the three strategic evaluation questions as outlined in the case study evaluation matrix, namely:

- 46) For the period 2008-2011, what has been the contribution to results towards ending VAW in India made by UN-Women's predecessor entities? What are related lessons learned? (Section 4.2).
- 47) What have been and are organizational strengths and weaknesses of UN-Women and lessons learned from its predecessor entities in view of planning, implementing, monitoring, and evaluating their EVAW related work? (Section 4.3).
- 48) To what extent has UN-Women strategically positioned itself to add value in preventing and responding to VAW in global, regional and national contexts? (Section 4.4).

The lessons/best practices noted in the sidebars in this chapter reflect the views of consulted stakeholders and, observations and findings from available evaluations, and observations made by the evaluation team based on available data, the limitations of the case study should be noted.

4.2 Contributions to results and related lessons learned

4.2.1 General

This section presents evaluation findings on UN-Women's contributions to results and related lessons learned in India. Section 4.2.2 presents findings on context and relevance, which cut across the different dimensions of the UN-Women mandate. Sections 4.2.3 and 4.2.4 present findings on contributions to the key results outlined in the proposed changes to the reconstructed results logic for corporate work by UN-Women on EVAW, appropriate to the UN-Women India context (outlined in Appendix VI), which were agreed upon by UN-Women India staff working to end violence against women and girls during a theory of change workshop during the evaluation mission to India.²⁸⁴ Section 4.2.5 outlines a number of factors likely to affect the sustainability of results achieved to date.

4.2.2 Context and relevance

Context

The table below summarizes the effects or influences some of the key contextual factors presented above have had on the work of UN-Women's predecessor entities in India concerning violence against women and girls.

Exhibit 4.1 Effects/influences of contextual factors

Contextual factor	Effects/influences on VAW work in India
High and increasing prevalence of VAW, particularly sexual violence and trafficking	<ul style="list-style-type: none">• These factors highlight the relevance of any VAW-related interventions conducted in India (see below).• The high prevalence of violence is likely to influence public perceptions and related social norms in a way that makes VAW appear to be 'normal' and, as such, socially tolerable. This poses additional challenge for trying to influence and change public opinions, social norms, and related behaviours.

²⁸⁴ See final evaluation Inception Report, Exhibit 3.2.

Contextual factor	Effects/influences on VAW work in India
Persistent patriarchal mindset and high gender inequality	<ul style="list-style-type: none"> Actual/potential limitations to the extent that the Indian government is or is willing to allocate resources to issues of social development, including on gender equality in general, and for addressing VAW in particular.
Lack of application of laws and legislation concerning violence against women and girls	<ul style="list-style-type: none"> Highlights the relevance of VAW interventions related to monitoring of the application of laws, as well as creating awareness to educate others who will demand their rights are fulfilled.
Active and engaged women's movement and civil society	<ul style="list-style-type: none"> The consistent, although varied advocacy efforts of the women's movement in India which can drive the VAW agenda outside of the government and act as a catalyst for both the government and United Nations/donor related efforts towards ending violence against women and girls.
Commitment from the Government of India towards ending violence against women and girls	<ul style="list-style-type: none"> As a newly emerging economy, India has the opportunity to divert resources internally towards the ending violence against women and girls movement.
Ratification of international instruments	<ul style="list-style-type: none"> Ratification of international conventions could be effectively used for negotiations and persuasion (advocacy) with the government to meet their international commitments. The definition of trafficking in the SAARC convention (i.e. is limited currently to trafficking for prostitution) could be brought in line with the United Nations Convention against Transnational Organized Crime (UNTOC) which most of the SAARC countries (except for Bhutan) have ratified.
Recent VAW incidents that have garnered high-profile media attention	<ul style="list-style-type: none"> Create a heightened and time sensitive opportunity for furthering the VAW agenda. Highlights the relevance of VAW-related interventions in India.

Relevance

UN-Women and UNIFEM's VAW-related work in India was relevant in view of the country's global and regional commitments under, for example, the Beijing Platform for Action, CEDAW and its own Eleventh Five-Year Plan. VAW-related interventions responded to the broad priorities outlined in UNIFEM's strategic plan for the Asia and the Pacific region (2008-2011). Several stakeholders also pointed out the relevance of VAW work in light of issues such as a lack of adequate service delivery mechanisms for women, alignment with CSO advocacy efforts to combat VAW, and India's ratification of the United Nations Protocol on Trafficking (2011).

Furthermore, UN-Women and UNIFEM supported interventions, which have convened stakeholders to provide inputs to India's Twelfth Five-Year Plan in the absence of a comprehensive and coordinated national approach to addressing VAW, has provided further relevance to the programme.

4.2.3 UN-Women's operational mandate

The following findings focus on the operational dimension of UN-Women's mandate. They are grouped around five areas of envisioned short- to mid-term results modified from the UN-Women headquarters theory of change on ending violence against women and girls, in consultation with the UN-Women India office at the theory of change workshop held during the country visit (see Appendix VI for agreed modifications to the theory of change).

Short- and mid-term results

Legislation, policies and budgets in India adopted and implemented to respond to and prevent violence against women and girls

An important achievement in this area was the establishment of a monitoring and evaluation (M&E) framework and tools to track progress on the implementation of the Protection of Women from Domestic Violence Act 2005 (PWDVA). It was achieved through UN-Women and UNIFEM's Staying Alive - Ending Violence Through the Law project under which funding was provided to implementing partner Lawyers Collective Women's Rights Initiative. The monitoring tool is now in its sixth year of reporting and is in the process of being transitioned to be administered by the government. Interviewed stakeholders found this mechanism provided accountability in the application of PWDVA, since implementation of this type of legislation remains an ongoing problem in India. Moreover, although legislation has become more favourable to ending violence against women and girls over the last decade in India, the challenge remains ensuring the implementation and monitoring of these laws.

UNIFEM India also signed a Tripartite memorandum of understanding with the Government of Delhi and the NGO Jagori through the Global Safe Cities Initiative (June 2010- June 2013), which has continued under UN-Women. Following work completed in New Delhi under the Safe Cities initiative during the evaluation period, public protests in Delhi in

Results area relates to:

"Legislation and policies are developed, adopted and implemented to respond to and prevent violence against women and girls."

(Reconstructed corporate results logic)

"Increased number of national development strategies that incorporate gender equality in line with national commitments to women's empowerment and human rights." and "Increase in the numbers of Constitutions, legal frameworks and processes that promote and protect women's human rights."

(Subregional strategy for South Asia, 2008-2009)

response to the gang rape cases in Delhi (December 2012) and Gurgaon (2011) demanded the government take action to make the city safer and address violence against women and girls. Although impossible to attribute directly to UN-Women and UNIFEM, the awareness created by the programme had synergies with the public protests demanding the government take action. Furthermore, because of the pressure to take action, the Government of Delhi has been in consultation with UN-Women. Stakeholders noted that the Safe Cities baseline survey research study (2009-2010) has been quoted repeatedly in the media, as it is the only available data set on women's safety in the city.

UN-Women and UNIFEM contributed to India's Eleventh and Twelfth National Five-Year Plans, which outline the countries goals and direction for development efforts over the next five years (the Twelfth Five-Year Plan covers 2012-2017). This was seen as a major achievement by consulted stakeholders. The Twelfth Plan included a chapter dedicated to women and child rights where it states that "the ending of gender-based inequities, discrimination and violence is an overriding priority in the Twelfth Plan, and improvement in the adverse and steeply declining child sex ratio, is therefore recognized as an overarching monitorable target of the Twelfth Plan for women and children."²⁸⁵ UN-Women's contribution to this result included convening CSOs and feminist economists to provide substantive recommendations into the planning process of this national plan.²⁸⁶

Although not yet adopted, UN-Women also contributed technical advice to the Ministry of Women and Child Development to amend the Immoral Traffic (Prevention) Amendment Act, 2006 (Section 5C), which unfortunately continues to be stalled by the government.

Key constituencies in India (local panchyats, NGO's, self-help groups, men and boys, and gender advocates) are mobilized to influence local policies and plans to take action to address ending violence against women and girls

²⁸⁵Government of India. *Twelfth Five-Year Plan (2012-2017) Social Sectors, Volume III*, Planning Commission, Government of India. 2012. Available from http://planningcommission.gov.in/plans/planrel/12thplan/pdf/vol_3.pdf.

²⁸⁶Mehta, A.K., M. Eapen and Y. Mishra. *Locating Gender in the Twelfth Five-Year Plan Approach: Issues Emerging from a Gendered Analysis*. 2012.

Through the Promoting Women's Political Leadership and Governance in South Asia programme, research for evidence-based advocacy was carried out in 2010 and 2011 with a specific outcome of prevention of VAW before, during and after elections.²⁸⁷ The study reached out to women elected to *Panchayati Raj* institutions, where more than 1.5 million women have been elected since 1995. Results showed that the programme has gone on to work with 67,000 women representatives in India on issues of violence against women and girls, to increase their knowledge and capacity to transform and implement policies and programmes and advocate for resource allocations to address the issue.

UN-Women and UNIFEM also successfully contributed to the mobilization of community youth, college and university students demanding that the government take action to ensure women's safety in Delhi, a result which the UN-Women Safe Cities initiative (2009-2013) in New Delhi has been working towards. This programme has been implemented through Jagori, a CSO partner, and was successful in engaging with and

raising awareness among diverse constituencies including communities, youth, women, police and various government departments including urban planning to make infrastructure (street lights, roads) in communities safe. Following work completed in New Delhi on Safe Cities during the evaluation period, there has been increased awareness and engagement of youth on ending violence against women and girls, in particular after the Delhi and Gurgaon rape cases. Although it is difficult to directly attribute this to the Safe Cities initiative, it did contribute towards raising awareness and youth engagement. Furthermore, following pressure to take action, as noted by various stakeholders, the government in Delhi consulted with UN-Women and the Safe Cities research study (2009-2010) has been quoted repeatedly in the media as one of few available data sets on women's safety in the city.²⁸⁸

UN-Women and UNIFEM contributed to raising awareness and mobilizing civil society to influence action on anti-trafficking at local, national and regional levels through *Improving Protection of Women and Girl's Human Rights towards the Prevention of Trafficking (2006-2009)* and the *Initiative against Trafficking in Women and Girls: State Accountability and Community Action 2011-2014*. According to the UNIFEM evaluation of the regional anti-trafficking programme in South Asia (2000-2009), UNIFEM generated awareness, advocacy and strengthened national and regional networks against trafficking. This included the formation of the Inter-Faith Religious Priest Forums in India and a state-level religious forum in Bihar, sensitizing religious leaders to issues of violence against women and girls, and trafficking. Partner NGOs developed websites to share information and other data sources and, through their teachings, religious leaders played a key role in mobilizing local stakeholders to address trafficking and raising awareness to

Results area relates to:

"Women and gender advocates influence policies, actions and budgets to address VAW." (Reconstructed corporate results logic)
"Gender equality experts, advocates and their organizations or networks effectively demand the implementation of gender equality dimensions in national laws, policies and strategies" and "women who are subject to exclusion and/or discrimination are able to successfully advocate for having their priorities incorporated in relevant national policies, programmes, budgets and processes."

(Subregional strategy for South Asia, 2008-2009)

Lessons/Best Practices

Public awareness and willingness to discuss violence against women and girls are increasing in India, but traditional norms and values are such that it is not yet broadly understood in the context of gender inequality.

²⁸⁷UN-Women and ICRW. *Violence, Economics and Power*. 2012.

²⁸⁸ Other studies include police and safety guidelines by the Delhi Development Authority and findings of women's safety audits.

violence against women and girls-related issues. In line with the SAARC convention, UNIFEM conducted a regional assessment to examine national laws and institutional mechanisms to combat trafficking in Bangladesh, India, Nepal and Pakistan. UNIFEM highlighted and integrated the linkages between HIV, and unsafe migration and trafficking, and facilitated the formation of regional networks against trafficking such as the South Asian Professionals against Trafficking and South Asian Forum against Trafficking.²⁸⁹

UNIFEM also encouraged religious leaders and local authorities to raise awareness on stigma and discrimination of widows through a pilot project implemented in Vrindawan from 2009 to 2011. The project ran prior to the start of the regional programme Empowerment of Widows and their Coalitions which began in 2011.

As mentioned as a key result above, UN-Women and UNIFEM were able to mobilise diverse stakeholders to identify priorities and targets for ending violence against women and girls by convening CSOs and feminist economists to provide substantive recommendations into the planning process of India's Twelfth Five-Year National Plan.

National and local-level authorities in India enhance number and/or quality of services to women and girl survivors of violence

Through *Improving Protection of Women and Girl's Human Rights towards the Prevention of Trafficking (2006-2009)* and *Initiative against Trafficking in Women and Girls (2011-2014)*, working in collaboration with the NCW, UN-Women and UNIFEM have contributed to the rehabilitation of survivors of trafficking. Through these projects UN-Women and UNIFEM India have completed a large body of work on anti-trafficking initiatives working with 28 partners, encompassing 45 programmes. Results achieved in this outcome area include shelters for survivors of trafficking being set-up; the creation and dissemination of research and self-help manuals addressing the psycho-social impact of trafficking on survivors; and building the capacity of survivors through livelihood programmes and leadership training. Additionally, UN-Women has contributed to enhancing economic empowerment of survivors of trafficking through training and certifying women in cosmetic applications, leading to employment for these women outside of the programmes.

The "Staying Alive" - Strengthening Access to Justice project implemented by Lawyer's Collective, a partner of UN-Women, has made efforts to assist the government in enhancing the quality of services to women and girls who survived violence through creating and disseminating a training reference manual, a handbook on the Law of Domestic Manual for judges, and training sessions for key stakeholders, members, and trainees from judicial and law enforcement communities. The Lawyer's Collective completed the fifth M&E report in 2011. The project also provided legal aid and counselling to survivors of domestic violence (see sidebar), and created and facilitated survivors groups to enhance support to victims.

From the voice of a rights holder at the UN-Women supported survivor's group facilitated by the Lawyer's Collective

"We get strength and support from each other. It makes us feel that we are not alone and that we are not the only one suffering."

The Empowerment of Widows and their Coalitions (2011-2014) project, implemented by partner Guild for Services in Vrindavan on behalf of UN-Women, has contributed to increasing access to information regarding government pension schemes and awareness of services and rights for widows through rights-based peer counsellors and religious leaders. UN-Women has

From the voice of a rights holder at the UN-Women supported Guild for Services 'Ma Dham' home for widows in Vrindavan

"I was pressured to have children, but couldn't get pregnant. Everyone taunted me and pressured me. I left my husband so he could marry again to have children. I come here to collect grass and learn skills for economic empowerment. I was able to learn about the pension which gives me some money."

²⁸⁹ Community Action Centre Nepal. *Final Report on Trafficking – Regional Consultation on Effective Implementation of the SAARC Convention on Trafficking.* July 2006, p.2-3. Available from <http://www.cac-nepal.org.np/pdf/publication/SAARC%20Final%20Report.pdf>.

also contributed to increasing awareness of the gaps in the current publicly provided services and schemes for widows. For example, as noted by project staff, the national pension scheme is for widows between the ages of 40 and 64 years of age, meaning a large number of young widows cannot access the scheme. In some states the pension scheme for widows does not allow widows who have a son older than 25 years old to receive pension benefits because it is assumed that he will provide for his mother. The project is also being implemented in Sri Lanka and Nepal.

Stakeholders have, however, noted that repeated cases of police insensitivity and lack of action, as well as a biased and slow justice system can weaken the confidence of women in the services provided, and that specialized services tend to be less available (if at all) to rural women.

Awareness of and public support for ending violence against women and girls in India from decision makers, leaders and community members

Consulted stakeholders agreed that there has been a huge increase in public awareness, social media involvement, and monitoring on sexual violence, sexual harassment and rape over the past five-to-ten years. The gang rape incident in Delhi in December 2012 has further intensified the focus on these issues. This has resulted in some related behavioral changes, in particular in the increased reporting of VAW related cases (both to relevant institutions, as well as to the media), as well as an increase in people’s willingness to publicly discuss the issue.

Through Partners for Prevention (P4P), a UNDP, UNFPA, UN-Women and UNV regional joint programme for Asia and the Pacific, UN-Women contributed to creating public awareness, new knowledge and technical support to prevent

GBV in the region. P4P has three closely integrated project areas, namely: research, capacity development and communication for social change. Policy advocacy cuts across these areas of work. Specifically, P4P has leveraged social media for change in India with the “Must Bol” campaign targeting youth to examine violence in their lives and speak out against it through social media and creative media to generate thought-provoking discussions on gender and violence. The campaign examines issues relevant to the inner circle of young people’s lives, namely: self; body; family; peers; intimate relationships; and the workplace. “Must Bol” is led by CYC, a youth organization, and has 14,000 followers on the social networking site Facebook. Their campaign website video blog had over 30,000 views in 2011, and over 80 short films were created by volunteer campaigners.²⁹⁰

Lessons/Best Practices

Context specific events such as the aftermath of the gang rape case in Delhi (December 2012) provide a strategic opportunity for UN-Women to capitalize on pushing the agenda to end violence against women and girls forward with timely, comprehensive support to the government and CSOs.

Results area relates to:

“Awareness of and public support for ending VAW from decision makers, leaders and community members.” Reconstructed corporate results logic)

²⁹⁰ P4P. *Partners for Prevention – Annual Report 2011*. 2012.

The award-winning media campaign Bell Bajao was another important achievement for UN-Women and UNIFEM in terms of raising awareness to dispel the belief that domestic violence is a private affair. The campaign was carried out by Breakthrough Trust and received funding from the UN Trust Fund. The campaign used well-known actors and innovative media to raise awareness and Breakthrough was later able to raise more funds and scale-up the campaign. Most notably, an organization in Viet Nam working in the area of domestic violence and HIV prevention expressed their intention to replicate the initiative, as highlighted in the *UN Trust Fund Outcome Mapping Report* (2011).²⁹¹ The campaign was also identified as a case study for the India Social and Tactical Technology Collective in July 2011 based on the “comprehensive and innovative ways through which it used media (television, print, radio, internet and video van) in its efforts to reduce domestic violence, and stigma and discrimination faced by women living with HIV and AIDS integrated with grass roots community mobilization (trainings/workshops).”²⁹²

Bell Bajao project: Inspiring action

“In front of my house, there is a family that drags the woman by her hair. They drag her near the gas and say ‘burn yourself’. They don’t give her food in winters I see her without warm clothes. In summers she has no fan. She stays locking [sic] a room, like a prisoner. After watching the *Bell Bajao* ads, we started making some noise every time we heard violence. The violence used to stop for the time being. Eventually it stopped entirely. I did feel good about helping her. Earlier I used to feel helpless around her. Now she’s happy, so I am happy. It was like helping my own child. I want to thank *Bell Bajao* for inspiring me to take action.”

Pramod Tiwari, government worker in India quoted on the Bell Bajao website. Available from <http://www.bellbajao.org/about/>

In addition, UNIFEM contributed to identifying vulnerable and excluded women who required enhanced services and generated awareness of and public support for moving forward the ending violence against women and girls agenda, in conjunction with the NCW. For example, the 2010 mapping study *Dimensions of Deprivation*, was the first attempt to map and understand deprivation experienced by widows in India, and identify areas in India vulnerable to trafficking of women and girls.²⁹³

Also under this outcome UN-Women launched an initiative to mobilise diverse stakeholders to identify priorities and targets for ending violence against women and girls by convening CSOs and feminist economists to provide substantive recommendations into the planning process of India’s Twelfth Five-Year National Plan.

Making infrastructure and design of public spaces safer for women

UN-Women and UNIFEM’s Safe Cities initiative (2009-2013) in New Delhi, implemented by CSO partner Jagori, has been transforming urban planning to make infrastructure (street lights, roads) and design of public spaces safer for women. As noted above, subsequent to Safe Cities work completed in New Delhi during the evaluation period, the government has made a public commitment to make some infrastructure changes such as the addition of CCTV cameras on some public buses, in the aftermath of the gang rape case in Delhi (December 2012) and resulting public outcry. Although it is impossible to directly attribute this result to the Safe Cities initiative, it did contribute towards this outcome.

²⁹¹ Further information was not available about the organization or whether the model was indeed replicated. Lafreniere, J., M.J. Real and R. Wilson-Grau. *The United Nations Trust Fund to End Violence against Women – Mapping of Grantees’ Outcomes (2006 to Mid-2011)*. New York: UN-Women, 2011.

²⁹² Ibid. p.28.

²⁹³ At time of writing, the study was pending publication after being shared with the Ministry of Women and Child Development for validation.

Mid- to long-term results

In terms of progress towards ‘bigger picture changes’ relating to VAW in India, consulted stakeholders noted that whilst legislation has changed over the past decade, implementation and enforcement of the law, and behavioural changes are slow to progress. It is widely agreed that India is far from reaching a place where women and girls are free from all forms of GBV and from the threat of such violence, or where VAW survivors are fully supported to live their lives.²⁹⁴ Several individuals even expressed concerns that there might be a negative trend of increasing violence, although increased statistics may only be a reflection of more women and girls coming forward to report cases of violence. Stakeholders noted a number of positive changes, as outlined below, although given the limited amount of data available on VAW-related changes in India, most of the information below is based on stakeholder perceptions and anecdotal examples.

Institutional norms and behaviours slowly becoming more supportive of ending violence against women and girls in India

Consulted stakeholders widely agreed that there has been a significant increase in public awareness of violence against women and girls over the past decade and increasingly so during the past five years which can be attributed to the exponential increase in use of social media for rapid communication. This may have resulted in a number of behaviour changes, in particular an increase in the reporting of VAW-related cases (to relevant institutions as well as in the media).

Results area relates to:

“Institutional and societal norms and behaviours are supportive of EVAW.” (Reconstructed corporate results logic)

“Key policy, service delivery and media institutions create enabling institutional environments to promote and protect women’s human rights in line with global, regional and national agreements.” (Subregional strategy for South Asia, 2008-2009)

Interviewed stakeholders agreed that much remains to be done for institutional and societal norms and behaviours to be supportive of ending violence against women and girls, and providing the required support to women and girls who survived violence.

Government at national and local levels is becoming increasingly accountable to women and girls for prevention, protection and response to VAW through the implementation of gender-responsive budgets and the establishment of information systems

The Government of India has committed to addressing VAW through its Twelfth Five-Year Plan (2012-2017), which includes targets in prevention, protection and response to VAW.²⁹⁵ It is a major achievement to have these commitments outlined in India’s national development planning, and the first step towards the government becoming increasingly accountable to women and girls on this issue. However, it remains to be seen if these commitments will be upheld.

Results area relates to:

“Government and service providers are accountable to women and girls for prevention, protection, and response to VAW.” (Reconstructed corporate results logic)

“Community-level initiatives generate effective models for advancing women’s human rights & eliminating gender inequality.” (Subregional strategy for South Asia, 2008-2009)

²⁹⁴ Overall envisaged impacts of UN-Women’s work on ending violence against women and girls as outlined in the (draft) reconstructed results logic.

²⁹⁵ A national tracking system on VAW in India does not exist and there is an overall lack of information infrastructure. The only statistics about violence are provided by the National Crime Records Bureau, although it is reported their statistics are neither reliable nor up-to-date, and statistics from each state are factually and alarmingly incorrect. Available from <http://www.unhcr.org/refworld/country,,IRBC,,IND,,50b4a23b2,0.html>.

Women and girl who are survivors of violence demanding and having access to required services

While there are still significant weaknesses in the amount and quality of existing services for survivors of VAW in India (shelters, counselling services, access to justice, comprehensive health system response to addressing VAW), the Government of India has committed to improving access to these services through its Twelfth Five-Year Plan moving forward.

Results area relates to:

“Women and girls who are survivors of violence demand and have access to required services.” (Reconstructed corporate results logic)

It was also pointed out that women in rural areas of India tend to have limited, if any, access to specialized services for VAW survivors.

4.2.4 UN-Women’s intergovernmental mandate

The intergovernmental/normative dimension of UN-Women and UNIFEM’s mandate is largely carried out at the global (headquarters) level. The evaluation explored whether linkages existed between country-level operational work in India and global-level normative work, and what form they took. This area of work was also an envisioned short or mid-term result modified from the corporate level UN-Women theory of change on ending violence against women in girls. The modifications were made in consultation with UN-Women’s ending violence against women and girls unit in India at the theory of change workshop held during the country visit (see Appendix VI for agreed modifications to the theory of change).

India makes informed decisions on and commits to taking action at all levels to end violence against women and girls

UN-Women and UNIFEM have contributed to normative processes in both India and the region by convening government and civil society partners to take stock of progress, gaps and emerging challenges, particularly in the context of the Beijing Platform for Action, CEDAW and the UNiTE campaign.

As follow-up to the Beijing Platform for Action, UN-Women, UNIFEM and SAARC act as a regional conveners to review progress on the 12 points of action, meeting every two years (2008, 2010 during the evaluation period). UN-Women and UNIFEM are the only United Nations entities that have a memorandum of understanding with SAARC, which is a way to bring regional countries together. UN-Women continues to play a convening role in this initiative, taking stock at ministerial level, bringing in civil society partners to critique and create balance in discussion among key stakeholders. As convener, UN-Women and UNIFEM guided the process to strategically narrow the focus from 12 to 2 areas at one time to facilitate greater impact. These two areas are currently VAW and economic empowerment, and the linkages between the two are also addressed.

Efforts have also been made to create the SAARC Gender Info Base, a database which includes a component on violence on women and girls, with a particular focus on trafficking of women and girls.

However, interviewed stakeholders agreed that this effort has been less successful. Nevertheless, an evaluation completed in 2011 found that the SAARC Gender Info Base provided the first opportunity for gender-based mapping and disaggregation of available data at

Lessons/Best Practices

Participation of national actors in regional and/or global events (e.g. around UNiTE and CEDAW) contribute to informing national processes.

the national level for participating Member States and that UN-Women provided valuable technical advice. The evaluation also found room for improvements, in particular in defining a results framework, and roles and responsibilities.²⁹⁶

Additionally, to support India and other regional governments' report on their CEDAW commitments, UN-Women co-hosted two intergovernmental peer learning workshops during the evaluation period for senior government officials from SAARC nations (Afghanistan, Bangladesh, Bhutan, India, Maldives, Nepal and Pakistan). These workshops are part of an ongoing process of intergovernmental sharing through UN-Women SASRO since 1999.

Since 2008, the UNIFEM SASRO (and later, UN-Women) has been successful in encouraging a United Nations inter-agency consensus in Bangladesh, Bhutan, India, the Maldives, Nepal, and Pakistan to roll out the Secretary-General's UNiTE campaign in South Asia. Bangladesh, India and the Maldives held national consultations on UNiTE. In India the focus was on accountability, and changing mindsets and practices. The UN Trust Fund has

Lessons/Best Practices

The regional UNiTE campaign has been successful in bringing together high-level government representatives, United Nations entities, and other experts and practitioners from across the region. The UNiTE campaign facilitated discussion on 'good practices' and 'lessons learned' regarding means to increase synergy between the governments, civil society and development partners to further efforts to end violence against women and girls. Regional campaign activities since 2011 have led to a range of both prevention and response strategies to address VAW through the mobilization of men, boys and religious leaders.

supported the objectives of the UNiTE campaign through the Bell Bajao campaign; raising awareness through media targeting men and boys; promoting the concept that domestic violence is not a private affair; and monitoring the Domestic Violence law through the Lawyer's Collective, which is now being used as an advocacy tool to raise public awareness and ensure human and financial resources are in place to implement the law.

The 57th Session of the Commission on the Status of Women (CSW57) was held at United Nations headquarters in New York from 4 to 15 March 2013, the central theme of which was "elimination and prevention of all forms of violence against women and girls." UN-Women India presented research on empowering widows and organized a panel discussion to raise the profile of India's widows at the national level and reflected India's ongoing efforts in VAW over the last five years. It was a significant opportunity for UN-Women to raise awareness of the violence faced by marginalized groups of women.

4.2.5 UN-Women's coordination mandate

UN-Women and UNIFEM's most visible contributions to violence against women and girls-related inter-agency coordination in India (and the region) have centred around the GBV Cluster in India and the UNiTE campaign in South Asia.

As chair of the GBV cluster, UN-Women and UNIFEM have convened United Nations entities including UNFPA, UNDP, UNICEF, UNESCO, UNHCR, UNODC, ILO, IFAD, UN-Habitat, UNAIDS and WHO to critical monthly exchanges of information on issues related to ending violence against women and girls. The cluster was formed in 2008 and was active throughout the period of evaluation. Despite the importance of information sharing to greater coordination of work, interviewees reported that there is the potential for UN-Women to provide a stronger leadership role as a lead entity in coordinating a response to violence against women and girls issues in a comprehensive and timely manner. Interviewees suggested that UN-

²⁹⁶ UN-Women, South Asia regional office. *Programme Evaluation of SAARC Gender Info Base of SAARC-UN-Women*. January 2011.

Women could focus its efforts on the macro-level picture by identifying strategic areas where focus is needed and where gaps exist to end violence against women and girls in India, ultimately contributing to improved coordination and coherence of partner efforts, including the United Nations system and civil society.

An example of integration in United Nations system work is the P4P: Working with Boys and Men to Prevent GBV, a joint initiative between UN-Women and UNIFEM, UNDP, UNFPA and UNV. According to the project’s mid-term review, the collaboration of several United Nations entities gave legitimacy and momentum to the project which was well received by CSOs. There were, however, some difficulties in terms of coordination, since not all entities were equally involved or aware of programme activities and the activities were not consistently integrated into the United Nations system at the country level.²⁹⁷

UN-Women and UNIFEM’s ability to bring other entities together is also demonstrated by UNIFEM SASRO’s successful efforts to garner a United Nations inter-agency consensus in Bangladesh, Bhutan, India, the Maldives, Nepal and Pakistan to roll out the Secretary-General’s UNiTE campaign in South Asia.

4.2.6 Sustainability of results

The table below summarizes key factors likely to support, or hinder the sustainability of results achieved to date in the effort to end violence against women and girls in India.

Exhibit 4.2 Factors likely to affect sustainability

Dimension	Supportive factors	Challenging/limiting factors
National ownership and leadership	Explicit commitment to address VAW, outlined in the Governments Twelfth Five-Year Plan. International commitments under CEDAW.	India has not yet signed the CEDAW Optional Protocol and has signed CEDAW with reservations. Limited coordination capacity of the Ministry of Women and Child Development, the Ministry primarily responsible for gender equality issues and limited implementation capacity of the NCW, a partner to the Safe Cities initiative. Although the government has been pressured into implementing changes since the Delhi gang rape case, political will and corresponding resources to tackle the systemic and deeply entrenched issues confronting ending violence against women and girls are low.
Increased capacity of women’s organizations/gender equality advocates	Strong and experienced women’s movement. Presence of well established NGOs working in support of gender equality-related issues. Variety of approaches used by women’s organizations and gender equality advocates in promoting gender equality.	Limited core funds for NGOs, which must rely largely on voluntarism and grants. Some NGOs working in this area lack credibility/accountability. Limited capacity of some NGOs to develop strategies for fundraising activities.

²⁹⁷Menon-Sen, Kalyani. *Partners for Prevention: A Joint Programme of the United Nations System in the Asia-Pacific Region Mid-Term Review 2010*. November 2010.

Dimension	Supportive factors	Challenging/limiting factors
Institutionalization of ending violence against women and girls	<p>India's Twelfth Five-Year Plan is seen as a national plan of action to address violence against women and girls including monitorable targets.</p> <p>UN-Women and UNIFEM's monitoring framework of the Domestic Violence Act developed with partner Lawyer's Collective, has been reported upon for five years and is ready to be taken over by the government.</p>	<p>It is not yet clear whether existing leadership, buy-in from other government actors, and resources will be sufficient in effectively implementing the Twelfth Five-Year Plan.</p> <p>Although there are many laws and policies to address violence against women and girls, implementation of these laws is weak.</p> <p>Effective implementation of laws and strategies to combat violence against women and girls is hindered by capacity issues of government and service providers, availability of resources, mindset, limited inter-sectoral coordination, and limited efforts to recognize and address VAW as a multi-sectoral issue.</p>

4.3 Organizational strengths and weaknesses in managing EVAW: Lessons learned

This section presents evaluation findings on what have been and currently are the organizational strengths and weaknesses of UN-Women, and lessons learned from its predecessor entities in view of planning, implementing, monitoring and evaluating EVAW-related work

Most, if not all, of the following observations continue to influence the current work of UN-Women in its efforts to end violence against women and girls.

Strengths

Consulted stakeholders emphasized the following strengths of the UN-Women and UNIFEM India office team in planning and implementing VAW related interventions during the period under review.

Energy and personal dedication: All consulted government and civil society partners reported UN-Women staff as being highly energetic and passionate about their work. The responsiveness of operational-level staff to requests, and their willingness to help if and when needed was specifically highlighted.

Technical expertise and knowledge of the South Asian (sub)region: UN-Women staff were described as competent and highly knowledgeable of the contextual realities in India and South Asia, to issues relating to violence against women and girls and women's rights.

Increasing credibility: Several CSO/NGO stakeholders noted that partnering with UN-Women and, as United Nations entities, helped raise their organization's credibility in the eyes of other actors (government actors or potential funders) who otherwise might not have paid attention to their requests or considered collaborating with them.

UN-Women's mandate with its specific focus on Women: NGO/CSO partners and other United Nations entities stated that UN-Women's specific focus on women, and mandate on VAW in particular, is clearly articulated and communicated. This mandate is a key factor distinguishing it from other United Nations entities.

Successful creation of bases of evidence: UN-Women and UNIFEM have established a base of evidence in key areas (mapping of deprived widows and trafficking, the Safe Cities initiative) that has resulted in programming driven by evidence.

Developing a stronger M&E capacity: The UN-Women India office has been improving its M&E capacity over the last couple of years despite the lack of core funding in this area (although core budget funding for

M&E is expected to begin in July 2013). Results are yet to be seen at the project-partner level, where consulted stakeholders believed that partners funded by UN-Women could gain M&E capacity. Closer engagement (provision of inputs and ideas) with UN-Women, rather than external M&E agencies who are seen as auditors and are not close to the programme, would be mutually beneficial.

Regional convenor: UN-Women and UNIFEM have played an effective role in convening national government and CSO's at regional and national levels (in particular on the issue of anti-trafficking and excluded and vulnerable populations).

Challenges and limitations

Available data indicate the following challenges and/or limitations to UN-Women's ability to plan, implement, monitor and evaluate its work on VAW in India.

Lack of personnel with strategic links: Several interviewed stakeholders were of the opinion that, although the UN-Women India team has strong expertise in working with NGOs and an in-depth knowledge of the issues of violence against women and girls in India, there is still a lack of appropriate personnel/advisors who have strategic links with government to successfully 'open doors' and influence government attitudes and processes.

Bureaucracy: Consulted CSO stakeholders and UN-Women staff noted that processing project documentation and contracts is time intensive, with some projects experiencing significant delays. Additionally consulted CSO interviewees found there is limited financial flexibility in terms of changing or shifting programming as the project cycle progresses to adapt to changing demands and needs.

Supporting CSO engagement with government: Some consulted CSO stakeholders noted that when components of UN-Women programming require engaging and collaborating with government, they do not have enough resources to do so effectively due to time, resource and capacity intensive interaction processes.

Holistic approach to ending violence against women and girls: Consulted partners and documentation recognize violence as a crosscutting issue that should be addressed in a holistic manner across UN-Women programming. Although there has been some movement in this direction in a few programmes on land rights (linked with economic empowerment) and violence and elections (linked with governance), opportunities exist for UN-Women to further integrate ending violence against women and girls across its programming. Opportunities also exist to address the issue in a more holistic manner, by focusing across the spectrum on: prevention to address the root causes; legal frameworks and policies; and services addressing the physical, economic and psycho-social effects on women.

Visibility and physical presence: With comparatively little funding, and only sufficient resources for a physical presence in Delhi, consulted stakeholders agreed that UN-Women has limited visibility compared to other United Nations entities in the country. Several consulted stakeholders also noted that UN-Women has not yet been able to establish wide recognition for its connections with government, especially with high-level officials at the ministerial level, despite its presence in the capital. Some stakeholders also noted that the selection of government partners has not always been the most appropriate for UN-Women's strategy.

Effective leveraging of networks for knowledge sharing: Although UN-Women has been instrumental in convening global, regional and national networks around issues related to violence against women and girls, interviewed stakeholders believe it has not effectively leveraged these networks to facilitate exchange of knowledge and expertise between these levels.

Short-term nature of projects: Consulted stakeholders agreed that short-term projects of one to two years, as seen from 2008-2011, implemented to end violence against women and girls are less effective than long-term engagement. Additionally, consultants hired by UN-Women to advise/implement a programme in

collaboration with government have been less effective, and therefore have less impact and are less sustainable.

Coordination: Some interviewed stakeholders noted that UN-Women lacks the appropriate leadership capacity to effectively coordinate and mobilize other key stakeholders, especially high-level government representatives in a wide selection of ministries, to launch more proactive, comprehensive and timely responses to pressing issues.

Implications for UN-Women

Most, if not all, of the previous observations on organizational strengths and weaknesses continue to influence UN-Women's current work on violence against women and girls. UN-Women is able to build upon and expand the strong networks at national and regional levels that had been established under UNIFEM, its status as a constituent and partner in the women's movement, and the positive reputation it has achieved with regards to the technical expertise and dedication to ending violence against women and girls. Additionally, UN-Women India initiatives in ending violence against women and girls will benefit from the research evidence base it has created over the past five years, to substantiate its advocacy with government and the public, and its programming choices moving forward. The capacity of UN-Women to maintain the role played by UNIFEM in India in gender-equality and violence against women and girls-related work will also continue to depend on the capacity and credibility of its staff, and particularly of the future country representative. Also, the increasing bureaucratization of procedures may weaken the capacity of UN-Women to support CSO advocacy work, which has been recognized by all stakeholders as a key catalyst for change. Some of the organizational weaknesses of UNIFEM highlighted above remain to be addressed and are likely to continue to affect the work of UN-Women until they are addressed.

4.4 UN-Women's strategic positioning

This section presents evaluation findings on the extent to which UN-Women has strategically positioned itself to add value in preventing and responding to VAW in global,²⁹⁸ regional and national contexts. Strategic positioning by UN-Women on VAW issues in India and the region is strongly influenced by organizational strengths and weaknesses outlined in Section 4.3, and by contextual factors covered throughout the report.

Contextual factors

Major factors affecting UN-Women's position and reach in the country and region include: the wide population coverage; the vast geographic size of India and the South-Asian region; the diversity of religious, cultural and linguistic groups; and the different forms of violence affecting women across these groups. These contextual factors will continue to pose logistical challenges to UN-Women's work, in particular with the office in Delhi serving all of Bhutan, India, the Maldives and Sri Lanka. Despite this, similarities and synergies of the work in these four countries, in particular UN-Women's work on trafficking and migration, mean approaches to ending violence against women and girls can continue to build on the momentum regarding these issues in the South Asia region. Other key contextual factors likely to influence UN-Women's current and future strategic positioning are demand and supply-related. In terms of 'supply', UN-Women is only one of two United Nations entities in India (the other being UNFPA) focusing specifically on issues relating to violence against women and girls (although other entities address particular forms of VAW as a component of their work e.g. UNODC on trafficking, UNICEF on mother and child rights etc.). In terms of 'demand,' there are persistently high rates of a variety of forms of violence against women and girls in India, and across the region.

²⁹⁸ The focus here is UN-Women positioning in terms of regional and national contexts.

Attracting financial resources for the UN-Women office will also be a challenge because India is classified as a middle-income country, and the Government of India has a substantial national and international development budget with India providing bilateral funding to countries around the world.

Progress in defining and operationalizing the UN-Women mandate

Overall, UN-Women appears well-positioned to continuously support the efforts of national partners to end violence against women and girls in India. UN-Women can build on UNIFEM's experience and its good reputation as an expert on violence against women and girls-related issues. The clear mandate and strong relationship with the Women's Movement, NGOs, government ministries and other United Nations entities make UN-Women uniquely positioned to work on violence against women and girls in the country. Key observations and challenges in putting its mandate into operation are outlined below.

Partnership with the Women's Movement: Through its role as a constituency in the Women's Movement, UN-Women, and UNIFEM India before it, was able to advance human rights-based strategies at policy and programme levels. This unique partnership positioning provides UN-Women India with greater legitimacy in tackling issues of violence against women and girls. UN-Women is seen as strategically positioned to link the women's movement, civil society and government.

UNIFEM to UN-Women: Interviewed stakeholders believe the transition has resulted in enhanced positioning because of increased capacities (financial²⁹⁹ and human resources) and its heightened importance as a United Nations entity.

Established base of evidence on violence against women and girls: Consulted stakeholders recognize that UN-Women acts as a catalyst in the way that it influences discourses on violence against women and girls in India and the region, and has notably

"UN-Women is strategically positioned to share knowledge and bring different stakeholders together - nationally, regionally and globally. However, it needs to work towards fully leveraging this position."

Source: Interviewed stakeholder

created a quality base of evidence on many surrounding issues (e.g. trafficking, widows, Safe Cities), such that it is strategically positioned to provide expert evidence-based advice.

Networking: UN-Women has convened key stakeholders around violence against women and girls issues at regional and national levels, but interviewed stakeholders were of the opinion that it had not fully reached its potential in effectively harnessing these networks to increase the impact of their work.

Government relationships: Although UN-Women and UNIFEM have established relationships with government at the national and local levels, consulted stakeholders believe UN-Women has limited visibility and leverage with strategic high-level government officials, in particular compared to other United Nations entities, in order to effectively mobilize political will.

UN-Women's coordination role: Interview data suggest that UN-Women could provide strategic direction for work towards ending violence against women and girls. It was suggested that UN-Women could be most effective in its coordination role by carrying-out a needs assessment to map out issues and areas of work where attention could be focused; ask United Nations partners to identify the areas in which they are working; and subsequently outline gaps and areas to be strengthened.

Mainstreaming work on violence against women and girls in UN-Women: Some UN-Women staff and external stakeholders believe an introspective look at the positioning of ending violence against women and girls-related work would be beneficial. This could be carried out with a view to: better integrating the

²⁹⁹ The perception of increased financial resources is a result of the UN-Women India office efforts. The office successfully raised approximately \$10 million from outside donors, rather than an increase in core budget allocation when it transitioned from UNIFEM to UN-Women.

violence against women and girls agenda throughout the work of UN-Women and other United Nations entities as a cross-cutting issue; harnessing their strengths and comparative advantage; and moving the agenda through partnership.

5. Recommendations

The following suggestions and recommendations to the UN-Women offices in India and headquarters are based on the data collected for the country case study.

Contributions to results

The UN-Women subregional (multi-country) office in India should:

- 1) **Consider sustainability in project planning:** When supporting short-term projects, in particular initiatives with capacity-building components, measures to enhance the potential sustainability of results should be incorporated. Similarly, where applicable, it should aim to build in opportunities for follow-up and continued support and avoid ‘one-off’ stand-alone trainings and projects.
- 2) **Continue building relationships with government:** UN-Women has had success in some initiatives that required fostering strong working relationships with government personnel (e.g. Delhi Department of Women and Child Development for the Safe Cities initiative). However, consulted stakeholders noted that UN-Women India would benefit from establishing stronger relationships with key strategic and high-level government personnel in order to further the agenda, especially since the demands of ending violence against women and girls are multi-sectoral and there is a need to widen cross-sectoral collaboration with the government. UN-Women needs to think strategically about how to best partner with the government to ensure the sustainability of efforts.
- 3) **Conduct contact mapping within government ministries:** In order to further the violence against women and girls agenda, foster better relations and identify key government entry points and potential allies, UN-Women India could conduct a mapping of government ministries to identify appropriate contacts with whom to strategically engage.
- 4) **Support formulation of a national action plan and strategy:** Although India has acknowledged and integrated measures to address ending violence against women and girls in its Eleventh and Twelfth Five-Year Plans, India is yet to create a formal national action plan or strategy, as called for under the Beijing Platform for Action and the UNiTE campaign.³⁰⁰ UN-Women could therefore encourage and support the government in formulating such a national strategy and plan of action.
- 5) **Facilitate cross-sectoral partnerships and initiatives and a holistic approach to ending violence against women and girls:** Although UN-Women has started to integrate ending violence against women and girls-related considerations into programming, emphasis should be on cross-sectoral initiatives and partnerships (e.g. addressed along-side economic empowerment) since it is rarely a stand-alone issue.
- 6) **Continue and expand national tracking of support to ending violence against women and girls:** One of UN-Women’s greatest achievements has been its support to the Lawyer’s Collective in establishing a monitoring framework for the 2005 Protection of Women from Domestic Violence Act. Based on its success, this type of national monitoring and tracking support could be further expanded to monitor government and civil society commitments and progress.

Organizational strengths/weaknesses

³⁰⁰UNIFEM. Introductory Brief and Suggestions: Formulating National Action Plans to End Violence against Women and Girls. 2010. Available from <http://www.un.org/womenwatch/daw/vaw/egm/nap2010/EGM.GPNAP.2010.SP.02.pdf>.

The UN-Women subregional (multi-country) office in India should:

- 7) **Fund partners through longer-term and more flexible funding approaches:** During the evaluation period, UN-Women/UNIFEM has supported CSOs with short-term project support. Consulted stakeholders noted that this type of support does not allow CSOs to fund the appropriate level of staff to run long-term projects, nor does it allow for flexibility in use of programme funds. A long-term approach to funding would allow CSOs greater flexibility in their work (maintaining appropriate accountability mechanisms), while helping them ensure their sustainability (ability to retain staff and continue programming by integrating the activities within a larger CSO/institutional framework rather than limited project-based implementation).
- 8) **Extend phases in longer-term programming:** Consulted stakeholders found that a two-year phased approach on a ten-year programme is not very effective as grantees are in a constant state of planning, reporting and applying for funding which takes up excessive use of scarce staff resources and is not conducive to achieving results. For example, the Safe Cities initiative has a 10-year timeframe with funding and contracts to be renewed every two years. UN-Women could consider extending the phases in these types of longer contracts.
- 9) **Strengthen M&E of partner implemented projects:** The UN-Women India office should consider further strengthening support to, and building the capacity of, partner implementing agencies in M&E rather than using external M&E professionals to monitor and evaluate results.

UN-Women strategic positioning

The UN-Women subregional (multi-country) office in India should:

- 10) **Ensure UN-Women's visibility with government:** UN-Women India should ensure that the Government of India recognizes UN-Women's assets and comparative advantage, in particular its ability to connect the on-the-ground needs to national, regional and global policy dialogue.

UN-Women at headquarters should:

- 11) **Increase timely sharing of best practices from other countries:** Being able to offer and/or respond to government/ civil society requests with best practices solutions in a timely manner when a point of crisis/opportunity presents itself in a local context, is crucial to UN-Women's reputation as a knowledge leader in ending violence against women and girls. UN-Women at headquarters should be ready to engage in the sharing of best practice models in a timely manner in response to high-profile incidents.

6. Implications for the overall evaluation

This section briefly summarizes key observations from the India country case study that can help inform the overall evaluation, in particular concerning the evaluation’s intent to elaborate theory/theories of change for UN-Women’s work on VAW. Observations are structured according to the three dimensions of UN-Women’s mandate.

Exhibit 6.1 Implications for the overall Evaluation

Dimension	UN-Women strategies/ types of interventions in India	Linkages to results outlined in reconstructed corporate results logic	Implicit assumptions underlying VAW work in India/Risks
Operational	<ul style="list-style-type: none"> • Providing financial and technical support to help strengthen the capacity of national partners, in particular the national gender machinery and women’s organizations. • Providing access to relevant information, tools, and exchange opportunities, which constitutes a key element of capacity-strengthening work. • Facilitating dialogue mechanisms among and between government and non-government actors at regional and national levels. 	<ul style="list-style-type: none"> • Important changes made in wording of the four existing short- to mid-term results in the corporate reconstructed theory of change, to specifically reflect results in the Indian context. An additional (fifth) result reflects the work being done under the Safe Cities initiative in order to improve the safety of public infrastructure and spaces for women.³⁰¹ • At the short- to mid-term results level, UN-Women India staff recognized how this level of results closely mirrors their programming on VAW (with nuanced changes suggested as outlined in the bullet above), and identified with the results logic in view of country-level work. They also identified with the short to mid-term level result on normative work, and the mid- to long-term results, which they considered to also fit UN-Women India’s work on ending violence against women and girls. 	<ul style="list-style-type: none"> • Work to end violence against women and girls requires the capacity to work with both key government stakeholders and CSOs, and the capacity to facilitate dialogue between the two. • Evidence based VAW specific policies/ action plans and related monitoring frameworks enhance government accountability for addressing VAW. • The reform of national laws is a key achievement upon which further achievements of the fight against violence against women and girls rely. • Continued pressure on government for changes in legislation relies on the capacity of the women’s movement to ally with other CSOs and to connect with public voices (e.g. protest demands/pressure on government).

³⁰¹See Appendix VI

Dimension	UN-Women strategies/ types of interventions in India	Linkages to results outlined in reconstructed corporate results logic	Implicit assumptions underlying VAW work in India/Risks
	<ul style="list-style-type: none"> • Supporting national partners to collect, analyze, and use data on the national context of VAW for evidence-based policy development. • Supporting national partners in developing context-specific training programmes for service providers. 		<ul style="list-style-type: none"> • Changing mindsets and behaviours requires consciousness-raising in ministries and high-level decision makers and also the general public through the media. • To be effective, the national response to VAW must be coordinated and multi-sectoral. • Individual and collective knowledge about VAW issues which is evidence based is the basis for influencing institutional and social norms, and introducing behavioural changes. • Access to reliable data on the degree and forms of violence against women and girls increase the effectiveness of the advocacy work with government.
Inter-Agency Coordination	<ul style="list-style-type: none"> • Coordination of the United Nations GBV Cluster in India. • Coordinating United Nations entities on the UNiTE campaign. 	<ul style="list-style-type: none"> • Contribution to enhancing the short-term coordination of United Nations system work on ending violence against women and girls. • Contribution to strengthened United Nations system <i>accountability</i> in this regard (avoiding overlap and duplication of work through information sharing). 	<ul style="list-style-type: none"> • Effective inter-agency coordination may require a high-level of financial and human resources. • Competition among United Nations entities for limited resources.
Normative	<ul style="list-style-type: none"> • Promoting knowledge of and use of CEDAW and other pertinent internationally agreed development goals among national actors • Presenting evidence-based research in global forums to inform national processes. 	<ul style="list-style-type: none"> • Using CEDAW and other pertinent internationally agreed development goals to guide work by UN-Women and national partners. 	<ul style="list-style-type: none"> • Government and civil society accept internationally agreed development goals and are willing to work together with the United Nations to implement.

Appendix I National Reference Group

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Appendix II Case Study Methodology and Evaluation Matrix

Purpose

The country site visits provide context specific insights to both the evaluation’s backwards and forward-looking components. The retrospective insights involve gathering information on the ‘distance travelled’ in terms of EVAW to date; the contributions of UN-Women’s predecessor entities to this progress in the respective country (including questions about linkages between country specific operational work, coordination and regional/global normative work); and context specific lessons learned. The forward-looking perspective will review factors shaping UN-Women’s current strategic positioning for VAW-related work in each country, and will explore the needs and expectations of UN-Women’s country and/or regional based staff and other United Nations entities with regards guidance and support.

Approach

The case studies contribute to specific evaluation sub questions identified in the evaluation matrix in the Inception Report. A more specific breakdown of the lines of inquiry applied to each country, and their respective contributions, is provided below and was used in developing data collection instruments.

EVALUATION QUESTIONS	Case Studies					
	Country records	Observation	UN-Women interviews	National Government interviews	UN CMT interviews	CSO focus interviews or focus
1. For the period 2008-2011, what was the contribution to results made by UN-Women’s predecessor entities towards ending violence against women and girls? What are related lessons learned?						
1.1 During the period 2008-2011, how did contextual and environmental factors affect or influence the VAW work of UN-Women’s predecessor entities?	√		√	√		√
1.2 How relevant and responsive has the work of UN-Women’s predecessor entities been to global, regional and national commitments and priorities including those within the United Nations?			√	√	√	√
1.3 What have been UN-Women predecessor entities’ key contributions to achieving national results on preventing VAW and expanding access to services at country level?	√		√	√		√
1.5 What have been UN-Women’s predecessor entities’ contributions to results with regards to coordinating EVAW related efforts inside (and outside) the United Nations system?	√	√	√	√	√	√
1.6 To what extent are the global, regional and national-level results achieved with the support of UN-Women’s predecessors entities likely to be sustained over time?			√	√		√
1.7 What are the implications of results achieved in EVAW to date and related lessons learned for UN-Women’s current and future work in this area?			√	√	√	√
2. What have been and are organizational strengths and weaknesses of UN-Women and lessons learned from its predecessor entities in view of planning, implementing, monitoring and evaluating their EVAW related work?						

LINES OF INQUIRY METHODS EVALUATION QUESTIONS	Case Studies					
	Country records	Observation	UN-Women interviews	National Government interviews	UN CMT interviews	CSO focus interviews or focus
2.1 What have been the strategic organizational strengths and weaknesses of UN-Women's predecessor entities in designing, implementing, and monitoring and evaluating EVAW related interventions?	√	√		√		√
3. To what extent has UN-Women strategically positioned itself to add value in preventing and responding to VAW in global, regional and national contexts?						
3.1 What have been key developments in the global, regional, national and United Nations contexts since the creation of UN-Women, and how have these (positively or negatively) affected UN-Women's ability to fulfill its normative, operational and coordination obligations in relation to EVAW?	√		√	√		√
3.2 What progress has UN-Women made to date in clearly defining and operationalizing its mandate for EVAW aligned with its normative, operational and coordination dimensions?	√		√		√	

Data collection instruments were developed for the October Jamaica country visit and have been revised based on this pilot. The revised interview guides accompany this briefing note and case study team members were briefed on the evaluation approach and interview guide. Interview notes were recorded by the team members using the guides, allowing for analysis within each country and across the country case studies. An interview record template and document review tool were also provided.

Appendix III Documents Reviewed

UN-Women and UNIFEM documents

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Appendix IV Stakeholders Consulted

Organization	Role/Title	Method of Consultation
UN-Women		
UN-Women	Deputy Director	In Person
UN-Women	Acting Manager South Asia	In Person
UN-Women	Director MCO	In Person
UN-Women	M&E Specialist	In Person
UN-Women	Information Officer	In Person
UN-Women	Programme Associate	In Person
UN-Women	Programme Officer	In Person
UN-Women	Former Regional Advisor	In Person
UN-Women	Head Governance Unit	In Person
UN-Women	Women's Economic Empowerment Specialist	In Person
UN-Women	Program Assistant	In Person
UN-Women	Monitoring and Evaluation Officer	In Person
Partners/Stakeholders in India		
UNCT/Other United Nations entities		
UNFPA	Senior Programme Officer, Gender, UNFPA	In Person
UNFPA	National Programme Officer, UNFPA	In Person
UNDP	United Nations Resident Coordinator and UNDP Resident Representative	In Person
UNDP	Gender, UNDP	In Person
UNICEF	Child Protection Specialist, UNICEF	In Person
UNHCR	Senior Protection Officer, UNHCR	In Person
UNDP	Assistant Country Director, HIV & Development Unit, UNDP	In Person
Government		
State Commission for Women	Chairperson, State Commission for Women	In Person
Department of Women & Child Development, Govt of NCT of Delhi	Director, Department of Women & Child Development, Govt of NCT of Delhi	In Person
Police	Retired. Former Director General of Police	In Person

Organization	Role/Title	Method of Consultation
NGOs/Civil Societies		
Butterflies	Founder/Director of Butterflies-Programme with street and working children	In Person
Jagori	Director, Jagori	In Person
Jagori	Project Assistant, SaferCities Program, Jagori	In Person
Jagori	Senior Advisor, Safe Delhi Initiative, Jagori	In Person
Jagori	Members of JAGORI Youth Group	In Person
Shakti Vahini	President, Shakti Vahini (anti-trafficking organization)	In Person
Cross-Border Anti-Trafficking Network	Cross-Border Anti-Trafficking Network	In Person
Breakthrough Trust	Director, Breakthrough Trust (NGO)-partner in Bell Bajao (UN Trust Fund Project)	In Person
Lawyer's Collective	Lawyer's Collective (UN Trust Fund Project)	In Person
Lawyer's Collective	The Survivor's Group, Lawyer's Collective (UN Trust Fund Project)	In Person
ApneAap Women Worldwide	Founder/President, ApneAap Women Worldwide, Kolkata	Skype
the Youth Collective	Process Facilitator, The Community Learning and Leadership Journey, Community – the Youth Collective (CYC)	In Person
the Youth Collective	Founder Member, CYC	In Person
the Youth Collective	<i>Associate Coordinator, Leadership & Learning Journey, Must Bol Campaign, CYC</i>	In Person
Saarthak	Founder Director, Saarthak	In Person
Sanlaap	Executive Director & Founder Secretary, Sanlaap	Skype
Guild for Service	Guild for Service	In Person
Focus group with Widows from Vrindavan	Vrindavan Widows	In Person
Others		
Saksh	Advocate and Equality Consultant at Law, Founder/former Director of Sakshi (NGO)	In Person
Church of North India	Church of North India	In Person
Independent Consultant	Co-author, final evaluation of the trafficking programme	In Person
National Human Rights Commission	Former Director National Police, Chief coordinator, National Human Rights Commission (NHRC) and UNIFEM project on "Trafficking Women and Children"	In Person

Appendix V Sample Interview Protocol (for NGO/CSO Partners)

Interview Guide CSO Representatives

Introduction: An external company has been engaged to undertake an evaluation of UN-Women’s work on ending violence against women and girls. This thematic evaluation includes studies of ending violence against women and girls work in seven countries and this interview will contribute to your country case study. Thank you for agreeing to this interview. This document is intended to be a guide for our discussion, which I expect will take roughly one hour. All interviews are confidential, in that information you provide will only be reported in aggregate, summarizing all key informant interviews without attribution to the sources.

Guiding Questions	Prompts (What to probe for)
<p>1. Your role</p> <p>1.1 Can you briefly describe your role on work to end violence against women and girls?</p> <p>1.2 What is the nature of the relationship between your organization and UN-Women as regards EAW?</p>	<p>How much of your organization’s work on ending violence against women and girls is connected to or funded by UN-Women?</p>
<p>2. Relevance</p> <p>2.1 To what extent has UNIFEM and UN-Women’s violence against women and girls work been aligned with the needs and priorities of [insert country]’s Government and population?</p>	<p>For example in view of priorities outlined in national action plans, strategies or other guiding documents</p> <p>Needs, e.g. in terms of technical capacities, financial resources, facilitation, access to networks etc.</p>
<p>3. Contributions to Results</p> <p>3.1 What types of support have you received from UN-Women to support your EAW work?</p>	<p>Does UN-Women provide your organization with useful data, information and knowledge on ending violence against women and girls work? If yes, can you give examples of information/tools that were helpful to you?</p> <p>Does UN-Women help you/ your organization participate in any networks domestically, regionally or globally that inform ending violence against women and girls work?</p> <p>Any other types of support?</p>
<p>3.2 Other than UN-Women, do you work with other United Nations entities? If so who and on what interventions?</p>	<p>How would you compare the relationship with UN-Women to that with other United Nations entities and why?</p>

Guiding Questions	Prompts (What to probe for)
<p>3.3 In your view, what have been specific results of work to end violence against women and girls supported by UN-Women and UNIFEM in [insert country] over the last four years?</p>	<p>For example in view of:</p> <ul style="list-style-type: none"> a) Legislation and policies adopted and implemented to respond to and prevent violence against women and girls; b) Women and gender advocates influencing policies, actions and budgets to address violence against women and girls; c) National and local-level authorities enhancing the number and/or quality of critical services to survivors of violence against women and girls; d) Awareness of, and public support for ending violence against women and girls from decision makers, leaders, and community members; e) Other and/or unintended results
<p>3.4 How would you assess [insert country]'s overall progress on ending VAW from 2008 – present and why?</p> <p>3.5 To what extent and how has UNIFEM and UN-Women's work contributed to these changes?</p>	<p>For example in view of:</p> <ul style="list-style-type: none"> a) Institutional and/or societal norms and behaviours have become more supportive of ending violence against women and girls; b) Government and service providers are accountable to women and girls for prevention, protection and response to violence against women and girls; c) Women and girls who are survivors of violence demand, and have increased access to critical services, including justice; <p>What other factors/actors beyond UN-Women's work are likely to have contributed to these changes (or the lack thereof)?</p>
<p>3.6 In your view, to what extent and how have contextual factors or developments supported or hindered UN-Women and other actors in achieving violence against women and girls-related results?</p>	<p>For example, changes in the socio economic and/or political environment; changes in social contexts (e.g. norms, values, priorities of different groups)</p>
<p>3.7 Based on your experience, what are key lessons learned as regards the question of 'what works and what does not' in violence against women and girls programming?</p>	<p>For example, in view of specific approaches/strategies; including working with specific stakeholder groups (men, boys), in specific sectors, or using innovative/creative methods.</p> <p>Which have worked well, which have not? Why?</p>

Guiding Questions	Prompts (What to probe for)
3.8 How has the issue of sustainability been addressed or considered in interventions in [insert country]?	For example, by ensuring that capacity is institutionalized; by providing follow-up support; by strengthening national ownership and leadership, as well as partnerships among key actors
4. Strengths and weaknesses	
4.1 Looking back over the last four years, can you identify any specific organizational strengths of UNIFEM or UN-Women that should be capitalized on in future?	For example, related to skills/expertise, human and financial resources, tools, reputation, dedication, partnerships, way of working etc.
4.2 In that same time frame, are there organizational weaknesses that have negatively affected UN-Women's/UNIFEM's violence against women and girls work in [insert country] and require attention going forward?	Related to the main dimensions of UN-Women's mandate: operational, normative, inter-agency coordination
5. Strategic positioning	
5.1 What are the most significant opportunities and barriers to successful work to end violence against women and girls in [insert country]?	Going forward, what is critical to success in [insert country]'s efforts to ending violence against women and girls?
5.2 In your view, what would it mean for UN-Women to be 'strategically positioned' to fulfill its mandate in relation to violence against women and girls in [insert country]?	Positioning relative to, for example: UN-Women having a clearly defined approach and the capacity to operationalize its mandate to end violence against women and girls.
5.3 Do you have any suggestions how UN-Women could further enhance its strategic positioning in view of violence against women and girls-related work in your country?	UN-Women's partners (in particular other United Nations entities) have a shared understanding of, and are in agreement with, UN-Women's leadership in and approach to ending violence against women and girls Other?

Thank you for your contribution to the evaluation!

Appendix VI Brief Project Descriptions

UNIFEM project support

Regional anti-trafficking programme in South Asia

UNIFEM operated two regional anti-trafficking programmes in India and other countries (see next project listed). In 2000, UNIFEM launched the nine-year project which received \$8,774,460 from different donors. The project sought to address the structural causes of trafficking in women and girls, namely, the political, social, economic challenges, and severe human rights violations that fuel trafficking. It focused mostly on policy advocacy with the regional governments to engage them in the fight against trafficking.

Improving Protection of Women and Girl's Human Rights towards the Prevention of Trafficking

In 2006, UNIFEM started a second, more-localized phase to the regional project which took place in India only and sought to increase awareness about and advocacy against trafficking with community groups and other smaller stakeholders. The project also had a component designed to build capacity of States to provide services to trafficking victims. The project received funding for \$3,344,354 over a three-year period.

Initiative against Trafficking in Women and Girls: State Accountability and Community Action 2011-2014

The initiative was launched in collaboration with the NCW to prevent internal trafficking of women and children. It focused on three *panchayats* of Andhra Pradesh, Bihar and West Bengal and in three *panchayats* of Jharkhand, Orissa and Rajasthan. Donor contributions included €240,000 from Europe Aid, €400,000 from the Government of Spain and a contribution of €60,000 from UN-Women. The programme aims to sensitize and empower communities to adopt the human rights approach to claim their entitlements, prevent VAW and reduce vulnerability to trafficking in the source areas, as well as creating opportunities and enhancing the capacities of survivors and vulnerable women and girls to undertake sustainable livelihoods.

Partners for Prevention (P4P)

P4P is a UN-Women, UNDP, UNFPA and UNV regional joint programme for Asia and the Pacific that provides new knowledge and technical support to prevent GBV in the region. P4P has three main project areas that are closely integrated: research, capacity development and communication for social change. Policy advocacy cuts across these areas of work.

Safe Cities (2008 -2017)

The Safe Cities initiative builds on years of advocacy and best-practices on women's safety from around the world. Between 2008 and 2009, UNIFEM supported the development of a Safe Cities project through rigorous research and the selection of cities (New Delhi was one of them). UNIFEM conducted safety audits, built the capacity of leaders and raised awareness about women's safety.

Reduction of Violence against Women: Property Ownership and Employment in Rural Haryana

This research study was completed by UNIFEM's Economic Empowerment Unit³⁰² based on fieldwork conducted in June-August 2011. The study sought to determine the effect of property ownership and economic independence of women in reducing violence, especially spousal violence, in rural Haryana.

³⁰² This project did not take place within the Ending Violence against Women and Girls unit in UNIFEM/UN-Women India, and thus is an example of how the issue of ending violence against women and girls cross-cuts other units in UN-Women India.

Dalit Women Livelihoods Accountability Initiative, Rural Employment Guarantee Scheme for Government of India (2009-2012)

This research study was completed by UNIFEM's Economic Empowerment Unit¹³⁰³ based on fieldwork conducted in September-October 2011. The study sought to understand women's land rights by documenting how women acquire land, their feelings about tenure security to that land, exploring their knowledge of their land rights, and the extent to which they would like to and expect to gain access to family land through inheritance.

Promoting Women's Political Leadership and Governance in South Asia (2009-2012)

Funded by the Government of Norway, this programme was situated in the Governance section in UN-Women India.³⁰⁴ The programme aimed to empower elected women representatives in local governance to make public policy and resource allocation patterns responsive to women's human rights. The programme covers Bangladesh, Bhutan, India, Nepal and Pakistan. In India, the programme is co-owned by the Ministry of Panchayati Raj, Government of India. One of the key outcomes of the programme has been the generation of a body of knowledge on women's political leadership and governance in India and South Asia.

UNIFEM core funding support

Justice for Women – Empowerment through the Law (2006-2008) – \$140,000

The project sought to develop material for various stakeholders to increase their ability to protect women from violence. The group sought to develop a bench manual for judicial officers to help them deal with the PWDVA Act 2005; a training manual with protection guidelines for protection officers and service providers; create an audio-visual campaign against domestic violence; and build the capacity of some stakeholders to fight domestic violence. This project was funded by UNIFEM.³⁰⁵

Bell Bajao and Reducing the Twin Pandemics of HIV/AIDS and VAW

Bell Bajao is an award-winning campaign to raise awareness about domestic violence and how to stop it. Breakthrough Trust, the implementing-CSO, created a website, television campaign and other types of awareness media. Reducing the Twin Pandemics of HIV/AIDS and VAW is another project from Breakthrough Trust which consisted of a large media campaign to raise awareness about the link between HIV/AIDS and VAW. The campaign targeted men of all ages, religious leaders and local leaders.

UN Trust Fund

Ending Violence against Women through the Law – \$997,853

To overcome the gaps in coordination between judiciary, protection officers, legal aid, service providers, shelter homes, medical facilities and the police, this project supported the implementation of training workshops on the relevant laws and multi-agency responses. This project extended from 2008 to 2011 and was implemented by the Lawyer's Collective.

"Staying Alive" - Strengthening access to Justice (2006-2013, including a one year no cost extension) – \$997,853

Implemented by the Lawyer's Collective, the outcomes of this project include: enhanced capacities of law enforcement officials (judiciary and police) and other government officials to ensure effective implementation of the PWDVA at national and state (Delhi, Maharashtra and Tamil Nadu) levels by 2015; institutionalization of an M&E system by the Ministry for Women and Child Development for the effective

³⁰³ Ibid.

³⁰⁴ Ibid.

³⁰⁵ Grant Agreement signed by UNIFEM and the Lawyer's Collective in 2006.

implementation of the PWDVA by 2015; increased access to legal services and support to women who are/have been subject to domestic violence in Delhi and Mumbai; and ensuring access to the Lawyers Collective Women's Rights Initiative's legal aid cell.

Community Initiative to Address Violence against Women in Sex Workers in Karnataka, India – \$999,999

This three-year project (2011-2014) is implemented by the Karnataka Health Promotion Trust. It has christened the project *Samvedana* to signify the empathy toward the marginalised group it serves. Its objective is to create an inclusive society free from VAW in sex work. The project works in 15 of the 30 districts of Karnataka.

Subregional project

Anti-harassment Committee and Violence Prevention System in Export-Oriented Garment Factories – \$471,000

This three-year project (2011-2014) is currently taking place in Bangladesh and India and is being implemented by Wear Fair. The project objective is to reduce VAW in export-oriented garment factories in these countries.

Regional project

Empowering Indigenous Women in Traditional Customary Institution – \$633,000

This project aimed to build a pool of local indigenous women to engage in advocacy and community mobilization to reform local legislation and customary law. These efforts sought to put an end to VAWG, transform the dowry systems and increase women's participation in decision making. The project began in 2009 and took place in the Philippines, Nepal and India. It was implemented by the Asia Indigenous Peoples Pact Foundation.

Cross-sectional projects

Gender Inclusive Cities: Increasing Women's Safety by Identifying and Disseminating Effective and Promising Approaches that Promote Women's Equal Access to Public Spaces- \$999,300

This project was implemented by Women in Cities and sought to promote women's "rights to the city" i.e. the right to live, move around and work. The project mapped out the geography of public gender exclusion and its interaction with race, caste, religion and migrant status and identified effective policies, tools and strategies for greater equality for women and girls. The project took place in Cairo, New Dehli, Kigali, Port Moresby and Quito over three years from 2008-2011.

Engaging Men to End Gender-Based Violence: A Multi-Country Intervention and Impact Evaluation Study - \$999,893

In the context of this project, *Instituto Promundo* and partners sought to identify effective strategies for engaging men in ending VAW, and contribute to the global knowledge base in this critical area. Educational workshops and campaign activities were tailored to requirements in each country and centred on deconstructing traditional notions of masculinity and manhood, promoting gender-equitable and non-violent alternatives, and encouraging positive changes in attitudes and behaviours. The project ran in Brazil, Chile, India and Rwanda from 2008-2011.

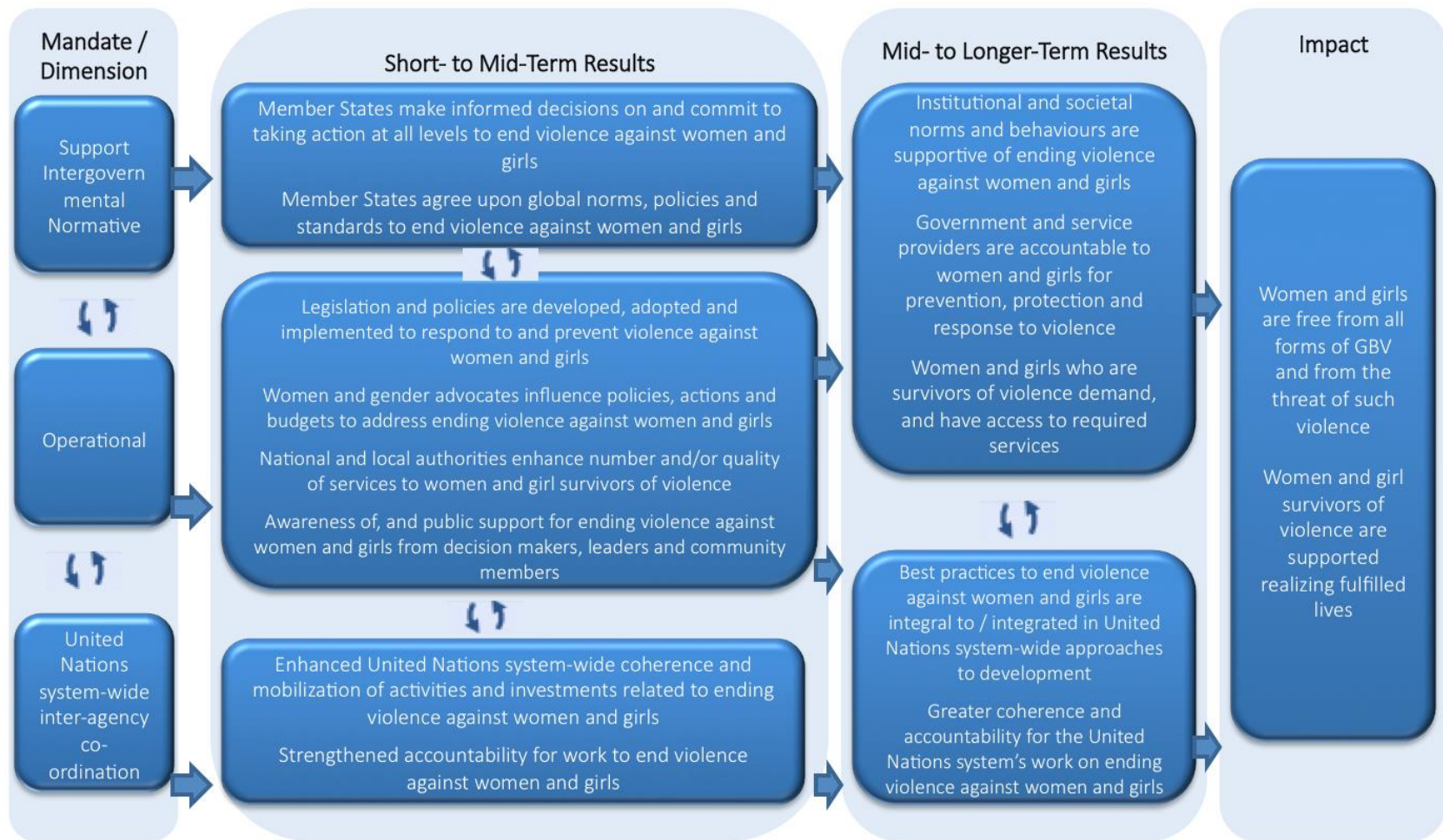
Other: Regionally (UN-Women SASRO) funded project

SAARC Gender Info Base of SAARC-UN-Women, South Asia regional office

UN-Women SASRO was the collaborating body and the primary funder of the project whose thematic areas covered: feminization of poverty; women's health (including HIV and AIDS); and VAW (especially trafficking in women and children). The key objectives of the info base are to: 1) Develop a regional resource knowledge base by collecting, processing and analyzing agreed set of gender-related information

in the region; 2) enable advocacy with national governments and international agencies for introducing a gender perspective in governance and bringing about greater gender equality, equity and sustainable development; 3) catalyze gender mainstreaming in the region by enabling, informing, and influencing governments to develop appropriate and gender sensitive policies, programmes and plans using the vast reservoir of gender related information; 4) facilitate drafting of a South Asia regional plan of action to promote gender equality, peace and development and end gender discrimination; and 5) promote regional learning and provide a forum for dialogue on gender equality and the empowerment of women in the SAARC region

Appendix VII Preliminary Results Model³⁰⁶



³⁰⁶ As outlined in the evaluation Inception Report.

Appendix VIII Notes from the Theory of Change Session

During the theory of change workshop in India during the evaluation site visit week, UN-Women India unit staff working on ending violence against women and girls agreed upon the following reconstructed short- to mid-term results as appropriate for India (to replace the second segment of short- to mid-term results in the preliminary corporate results model depicted above:

- Legislation, policies, and budgets in India adopted and implemented to respond to and prevent violence against women and girls;
- Key constituencies in India (local *panchayats*, NGO's, self-help groups, men and boys, and gender advocates) are mobilized to influence local policies and plans to take action to address ending violence against women and girls;
- National and local level authorities in India enhance number and/or quality of services to women and girls who survived violence;
- Awareness of and public support for ending violence against women and girls in India, from decision makers, leaders and community members; and
- Action is taken to make the infrastructure and design of public spaces safer for women.

Thematic Evaluation of the Contribution of UN-Women to Prevent Violence against Women and Expand Access to Services

Country Case Study: Morocco



Acronymes

ADFM	Association Démocratique des Femmes du Maroc
AGRE	Activités génératrices de revenu
ALCS	Association de la lutte contre le sida
AMVÉF	Association Marocaine de lutte contre la Violence à l'Égard des Femmes
ATMDAS	Association Troisième Millénaire pour le développement de l'action associative au Sud Est
BIT	Bureau international du Travail
BSG	Budgétisation sensible au genre
CCDH	Conseil consultatif des droits de l'homme
CCF	Commission de la condition de la femme
CÉDEF	Convention sur l'élimination de toutes les formes de discrimination à l'égard des femmes (CEDAW en anglais)
CNDH	Conseil national des droits de l'homme (antérieurement CCDH)
DAW	Division de la promotion de la femme
EHF	Égalité hommes-femmes
FAO	Organisation des Nations Unies pour l'alimentation et l'agriculture
FNUAP	Fonds des Nations Unies pour la population
F-OMD	Fonds pour la réalisation des Objectifs du Millénaire pour le développement
FVVFG	Femmes victimes de violences fondées sur le genre
HCDH	Haut-Commissariat aux droits de l'homme
ID	Identification
IDH	Indice de développement humain
IER	Instance équité et réconciliation
INDH	Initiative nationale pour le développement humain
INSAF	Institut nationale de solidarité avec les femmes en détresse
INSTRAW	Institut international de recherche et de formation pour la promotion de la femme
IPDF	Initiatives pour la protection des droits des femmes
LCVFF	Lutte contre les violences à l'égard des femmes et des filles
MDSFS	Ministère de la Solidarité, de la Femme, de la Famille et du Développement social
NSEVAW	Stratégie nationale de lutte contre la violence à l'égard des femmes
OCHA	Bureau de la coordination des affaires humanitaires
OIM	Organisation internationale pour les migrations
OMD	Objectifs du Millénaire pour le développement
OMS	Organisation mondiale de la Santé

Acronymes

ONG	Organisation non gouvernementale
ONU	Organisation des Nations Unies
ONUDC	Office des Nations Unies contre la drogue et le crime
ONUSIDA	Programme commun des Nations Unies sur le VIH/sida
OSAGI	Bureau de la Conseillère spéciale pour la problématique hommes-femmes et la promotion de la femme
OSC	Organisation de la société civile
PANDDH	Plan d'action national en matière de démocratie et des droits de l'homme
PNUAD	Plan-cadre des Nations Unies pour l'aide au développement
PNUD	Programme des Nations Unies pour le développement
SIC	Système d'information communale
UNESCO	Organisation des Nations Unies pour l'éducation, la science et la culture
UNGASS	United Nations General Assembly Special Session
UNICEF	Fonds des Nations Unies pour l'enfance
UNIFEM	anciennement Fonds de développement des Nations Unies pour la femme, maintenant ONU Femmes
VÉF	Violence à l'égard des femmes
VÉFF	Violence à l'égard des femmes et des filles
VIH/sida	Virus d'immunodéficience humaine/syndrome d'immunodéficience acquise

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1. Introduction

1.1 Contexte

Ce document fait la synthèse des principales observations et conclusions des travaux menés par ONU Femmes et son prédécesseur, le Fonds des Nations Unies pour la femme (UNIFEM), sur la prévention de la violence à l'égard des femmes (VÉF) et sur l'élargissement de l'accès aux services au Maroc, et des contributions d'ONU Femmes aux résultats. Le rapport d'étude de cas préliminaire a été révisé en fonction des commentaires d'ONU Femmes et du Groupe national de référence du Maroc.³⁰⁷

L'étude de cas s'inscrit dans l'ensemble de l'évaluation thématique globale sur la contribution d'ONU Femmes à la prévention de la violence à l'égard des femmes et à l'élargissement de l'accès aux services. Les buts de cette évaluation globale sont les suivants : i) saisir les résultats et les enseignements clés des contributions des quatre prédécesseurs³⁰⁸ d'ONU Femmes couvrant les années 2008-2011, période durant laquelle l'agence s'est engagée à aider les pays à prévenir la violence à l'égard des femmes et des filles et à étendre l'accès aux services connexes, et ii) analyser la façon dont ONU Femmes se positionne stratégiquement dans la mise en œuvre de son mandat sur le plan des activités normatives, opérationnelles et de coordination dans le domaine de la violence à l'égard des femmes.³⁰⁹

La visite sur le terrain au Maroc a été l'une de sept visites programmées dans le cadre de l'évaluation thématique globale.

Il est important de remarquer que l'étude de cas n'est ni une évaluation du bureau sous-régional d'UNIFEM au Maroc (maintenant bureau multipays Maghreb) ni une évaluation des efforts du pays pour éliminer la violence faite à l'égard des femmes et des filles (VÉFF).

1.2 Méthodologie

Les principales sources de données utilisées pour alimenter l'étude de cas étaient : des documents (voir l'annexe II pour consulter la liste des documents examinés), des entrevues en personne menées au cours de la visite d'évaluation au Maroc du 3 au 11 décembre 2012, et des entrevues téléphoniques. Au total, 29 intervenants, répertoriés à l'annexe III, ont été consultés dans le cadre de cette étude de cas.

La collecte des données était structurée selon trois questions d'évaluation stratégiques et sous-questions connexes décrites dans le rapport d'évaluation initial. Voir l'annexe IV.

³⁰⁷ L'annexe I dresse la liste des membres du Groupe national de référence.

³⁰⁸ La Division de la promotion de la femme (DAW), l'Institut international de recherche et de formation pour la promotion de la femme (INSTRAW), le Fonds de développement des Nations Unies pour la femme (UNIFEM) et le Bureau de la Conseillère spéciale pour la parité entre les sexes et la promotion de la femme (OSAGI).

³⁰⁹ Pour en connaître davantage sur les objectifs et la méthodologie d'évaluation, veuillez consulter le rapport initial d'évaluation (novembre 2012).

1.3 Limites à l'étude de cas

Les limites de l'étude de cas du Maroc sont relatives à la collecte et à l'analyse de données. Pour des raisons budgétaires, les entretiens avec les parties prenantes d'UNIFEM dans le pays ont été menés sur une période de seulement six jours, dont une demi-journée a été consacrée à la présentation et à la discussion des observations qui sont ressorties des entrevues réalisées au Maroc avec le Groupe national de référence ainsi qu'à la discussion, avec ce même groupe, sur une théorie du changement du programme d'UNIFEM relatif à l'élimination de la VÉFF. Par conséquent, la collecte de données n'a pas permis de couvrir la totalité de la programmation d'UNIFEM au Maroc relative à la VÉFF pour la période 2008-2011. De plus, compte tenu du budget disponible, l'examen des documents disponibles pour chaque projet a été fait de manière sélective et s'est concentré sur les informations relatives aux résultats atteints.

1.4 Structure du présent rapport

Ce rapport comprend six sections. Après l'introduction, la section 2 résume les contextes du travail sur la VÉFF effectué par UNIFEM de 2008 à 2011 ; la section 3 présente un profil des programmes gérés ou appuyés par UNIFEM de 2008 à 2011. La section 4 présente les résultats de l'évaluation sur trois questions d'évaluation stratégique. La section 5 propose des suggestions et des recommandations à l'intention d'ONU Femmes, tirées de l'étude de cas du Maroc. La sixième et dernière section résume les observations faites en lien avec l'objectif global de l'évaluation, soit l'élaboration d'une théorie du changement pour le travail d'ONU Femmes sur l'élimination de la VÉFF.

2. Contexte

2.1 Contexte régional

Le terme Maghreb désigne les pays du soleil couchant – l'Occident nord-africain – par opposition au Machreq («le Levant»), pays du soleil levant – l'Orient arabe ou le Moyen orient. Dans son acception traditionnelle, il comprend le Maroc, l'Algérie et la Tunisie, trois anciens pays berbères, islamisés et arabisés. En 1989 fut signé le traité portant création de l'Union du Maghreb arabe (UMA), qui réunit, outre ces pays, la Libye et la Mauritanie.³¹⁰

Les pays du Maghreb ont connu des parcours historiques et politiques différents. Cependant, ils font face à une multitude de problèmes pour la plupart communs aux cinq nations, notamment la prédominance de l'économie de rente, la dépendance alimentaire, le chômage des jeunes, l'analphabétisme et l'extrême précarité d'une bonne partie de la population, les disparités territoriales, la discrimination à l'égard des femmes ainsi que les défis de la transition démocratique, de l'instauration de l'État de droit et de la lutte contre le terrorisme. Les taux de pauvreté et de richesse varient selon les pays, le Maroc, l'Algérie, la Libye et la Tunisie sont considérés par la Banque Mondiale comme des pays à revenu moyen supérieur, alors que la Mauritanie est considérée comme un pays à faible revenu. Le taux de pauvreté est plus élevé en Algérie, où 22,6 pour cent de la population vit en dessous du seuil de pauvreté, suivie par la Mauritanie avec 23,4 pour cent, le Maroc avec 15 pour cent, et la Tunisie avec 3,4 pour cent. Les données sur les taux de pauvreté n'étaient pas disponibles pour la Libye.³¹¹

Violence à l'égard des femmes et des filles

L'une des manifestations flagrantes de la discrimination à l'égard des femmes est le phénomène de la violence sexiste qui caractérise, à des degrés différents, les cinq pays du Maghreb.

Au Maroc, l'enquête nationale de la prévalence de la violence à l'égard des femmes,³¹² réalisée en 2009 par le HCP,³¹³ indique que 24 pour cent des femmes subissent des violences physiques ou sexuelles. Si l'on tient compte de l'ensemble de toutes les formes de violences, ce pourcentage s'élève alors à de 62,8 pour cent. Au sein de ménages marocains plus d'une femme sur deux est victime de violence, et le taux de prévalence des violences conjugales est de 55 pour cent. Notons cependant que le cadre juridique marocain s'est nettement amélioré grâce au Code de la famille de 2004, aux changements introduits dans le code pénal et dans le code du travail (pénalisation de l'harcèlement sexuel), et à la nouvelle Constitution adoptée en 2011, qui représente une avancée prometteuse en matière de protection des droits des femmes.

En Tunisie,³¹⁴ selon l'Enquête nationale sur la violence à l'égard des femmes, réalisée en 2011, 15 pour cent des femmes sont victimes de violences (physiques ou sexuelles), et 34 pour cent le sont si l'on prend également en compte la violence psychologique et économique. En Tunisie, le cadre juridique permet aux femmes de bénéficier d'une meilleure protection contre la violence.³¹⁵

³¹⁰ Source : <http://www.larousse.fr/encyclopedie/autre-region/Maghreb/131068>

³¹¹ La Banque mondiale 2011: <http://data.worldbank.org/country/>

³¹² Haut Commissariat au Plan. La violence à l'égard des femmes au Maroc 2009. Rapport de synthèse.

³¹³ Haut Commissariat au Plan : institution officielle relevant de la primature sous l'autorité d'un haut commissaire au plan nommé, avec rang de Ministre, par Sa Majesté le Roi. Le HCP est une institution jouissant d'une indépendance institutionnelle et intellectuelle dans l'établissement de ses programmes et la conduite de ses travaux d'enquêtes et d'études. Il est le principal producteur de l'information statistique économique, démographique et sociale, et chargé de l'établissement des comptes de la nation et élabore des études dans les domaines de la conjoncture, du cadrage macroéconomique et de la prospective.

³¹⁴ Onfp, Enquête nationale sur la violence à l'égard des femmes en Tunisie. Décembre 2010. Accessible au : <http://sgdatabase.unwomen.org/uploads/Enquete%20sur%20VAW%20-%202010.pdf>

³¹⁵ Commission économique pour l'Afrique. African Women's Report 2009. Disponible ici : http://www.uneca.org/eca_resources/publications/books/awr/AWR09_FIN.pdf

En Algérie,³¹⁶ selon la première enquête sur la prévalence de la violence à l'égard des femmes réalisée en 2006, ce sont 9,4 pour cent des Algériennes qui subissent des violences physiques répétées et 31,4 pour cent qui subissent des pressions psychologiques répétées. Les femmes algériennes ont beaucoup souffert pendant la guerre civile qui a sévi pendant 15 ans dans leur pays; on soupçonne que le viol, la torture et les meurtres commis par des groupes armés ont été pratique courante.³¹⁷ Le cadre juridique algérien a connu des améliorations significatives, et la représentativité politique de la femme algérienne s'est nettement améliorée. Néanmoins, la violence contre les femmes, y compris la violence conjugale, continue d'être un problème très répandu, alors que la législation nationale ne contient pas de dispositions spécifiques interdisant et criminalisant la violence domestique, y compris le viol conjugal.³¹⁸

Les femmes en Libye jouissent de peu de protection juridique contre la violence : selon les plus récentes observations du Comité pour l'élimination de la discrimination à l'égard des femmes, en 2009, la Lybie ne s'était pas encore dotée d'une législation complète relative à la protection des femmes contre la violence, notamment la violence dans la famille. De plus, le Comité notait, avec préoccupation, la pratique généralisée qui consiste à encourager les mariages entre l'auteur et la victime d'un viol afin de les protéger de l'opprobre et de la marginalisation et d'éviter toute ambiguïté quant à la filiation si la victime est enceinte (ce qui débouche sur l'impunité de l'auteur du viol), ainsi que le maintien de la loi no 70 de 1973 qui érige en infraction pénale les relations sexuelles hors mariage.³¹⁹

Enfin, en Mauritanie, l'inexécution de la législation, ainsi que l'absence de politiques et de programmes pour combattre la violence contre les femmes (y compris la violence familiale, les mutilations génitales féminines, le viol, notamment conjugal, toutes les formes d'abus sexuel des femmes, et le gavage des fillettes) représentent d'importants obstacles pour les femmes à la pleine jouissance de leurs droits.³²⁰

2.2 Contexte marocain

Selon les données de la Banque Mondiale le Maroc est un pays à revenu intermédiaire se situant dans la tranche inférieure de cette catégorie.³²¹ Depuis les années 1980, l'économie marocaine a connu une croissance constante, caractérisée par un taux faible d'inflation et par une dette publique généralement à la baisse. Cependant, la pauvreté persiste. Selon la Banque Mondiale, le taux de chômage à l'échelle nationale est de 9,4 pour cent et atteint 21,9 pour cent chez les jeunes. Neuf pour cent de la population vivent

³¹⁶ Centre de recherche en anthropologie sociale et culturelle sous la responsabilité du Ministère Délégué Chargé de la Famille et de la Condition Féminine, Première enquête spécifique de prévalence de la violence à l'égard des femmes en Algérie, 2006

³¹⁷ Institution sociale et l'indice de genre 2012 sur l'Algérie : <http://genderindex.org/country/algeria>

³¹⁸ UN Committee on Economic, Social and Cultural Rights (CESCR), Consideration of reports submitted by States parties under articles 16 and 17 of the Covenant : concluding observations of the Committee on Economic, Social and Cultural Rights : Algeria, 7 June 2010, E/C.12/DZA/CO/4, disponible ici : <http://www.unhcr.org/refworld/docid/4c173992.html> [accédé le 27 février 2013]

³¹⁹ Comité pour l'élimination de la discrimination à l'égard des femmes. Quarante-troisième session 19 janvier-6 février 2009. Observations finales du Comité pour l'élimination de la discrimination à l'égard des femmes : Jamahiriya arabe libyenne. Disponible ici : <http://daccess-dds-ny.un.org/doc/UNDOC/GEN/N09/227/85/PDF/N0922785.pdf?OpenElement>

³²⁰ Comité pour l'élimination de la discrimination à l'égard des femmes. Trente-huitième session 14 mai-1^{er} juin 2007. Observations finales du Comité pour l'élimination de la discrimination à l'égard des femmes : Mauritanie. Disponible ici : <http://daccess-dds-ny.un.org/doc/UNDOC/GEN/N07/375/85/PDF/N0737585.pdf?OpenElement>

³²¹ Banque mondiale 2011: <http://donnees.banquemondiale.org/pays/maroc>

actuellement en dessous du seuil national de pauvreté.³²² Selon l'indice de développement humain (IDH)³²³, en 2011, le Maroc se situait en 130^e position sur 187 pays, avec un score de 0,582.³²⁴

Depuis 1999, sous l'égide du Roi Mohammed VI, et grâce au plaidoyer continu des organisations de la société civile (OSC), en particulier des organisations de femmes, le pays a connu d'importantes avancées de ses cadres normatif, institutionnel et législatif liés à la protection et à la promotion des droits de la personne. Le pays a également vécu des processus de réformes importantes sur les plans politique et social.

Sur le plan politique le Maroc a entamé, depuis les années 2000, un processus de réconciliation et de réformes politiques progressives après les années de terreur pendant lesquelles les forces de sécurité de l'État (armée et police) pratiquaient des violations flagrantes des droits de la personne (disparitions, détentions arbitraires et actes de torture).³²⁵ L'Instance Équité et Réconciliation (IER), établie en 2002, a été mandatée d'enquêter sur les violations des droits de l'Homme commises entre 1956 et 1999, d'en faire l'évaluation et l'arbitrage, et de présenter des recommandations et de propositions³²⁶ appropriées. Consciente de l'ampleur de la violence perpétrée à l'encontre des femmes durant les années de plomb, l'IER a recommandé,³²⁷ entre autres choses, la nécessité d'intégrer l'égalité hommes-femmes dans les programmes de justice transitionnelle. Sous la direction du Conseil national des droits de l'Homme (CNDH), le pays est actuellement en train d'intégrer cette approche dans le processus de réconciliation.

Sur le plan social, afin d'accélérer les avancées dans l'atteinte des Objectifs du Millénaire pour le développement (OMD), de promouvoir et d'améliorer les droits de l'Homme (y compris des efforts particuliers pour renforcer l'égalité des femmes et des jeunes filles), le Roi a lancé, en 2005, l'Initiative nationale pour le Développement Humain (INDH). L'INDH se veut une stratégie de développement axée sur le respect des droits économiques, sociaux et culturels avec une emphase sur le développement des femmes et la réduction de la pauvreté au niveau local.

Sur le plan juridique, au cours de la dernière décennie, les réalisations les plus importantes des OSC et du mouvement des femmes en faveur d'une plus grande reconnaissance et de la protection des droits des femmes et l'égalité hommes-femmes sont les suivantes :

- **la révision du Code de la famille (Moudawana) en 2004** : fondé sur le principe de l'égalité et la coresponsabilité, le Code a introduit : l'abolition de l'obligation de la tutelle, l'égalité pour l'âge minimum du mariage (maintenant fixé à 18 ans), le divorce judiciaire sous contrôle de la justice, le droit pour les femmes d'accéder désormais automatiquement au divorce par « la discorde », et des mesures provisoires en cas de litige entre les époux pour la protection de la femme et des enfants en cas de litige.³²⁸ Afin de garantir la mise en œuvre du Code de la famille, des mesures d'accompagnement ont été mises en place, y compris une formation et un guide pour les juges, la création des sections de la famille dans les tribunaux, et l'accès des femmes à la fonction de juges

³²² Ibid.

³²³ L'IDH évalue progrès à long terme de trois indicateurs principaux: vie longue et saine, accès à la connaissance, et niveau de vie décent. En 2011, l'espérance de vie au Maroc s'établit à 72,2 ans, tandis que la moyenne de la population en matière de scolarité atteint 4,4 ans, Voir: <http://hdr.undp.org/en/reports/global/hdr2011/>

³²⁴ PNUD, Rapport sur le développement humain 2011, voir: <http://hdr.undp.org/en/reports/global/hdr2011/>

³²⁵ Youssef Belal. Gender and transitional justice: modelling the Moroccan experience. Octobre 2009; page 7.

³²⁶ Site web de l'Instance Équité et Réconciliation. Disponible ici : http://www.ier.ma/article.php3?id_article=147

³²⁷ Youssef Belal. Gender and transitional justice: modelling the Moroccan experience. Octobre 2009; page 30.

³²⁸ Mise en œuvre de la CEDAW 3^{ème} et 4^{ème} rapports périodiques. Présenté par Madame Nouzha Skalli Ministre du Développement Social, de la famille et de la Solidarité Genève Jeudi 24 Janvier 2008. Disponible ici : www2.ohchr.org/english/bodies/cedaw/docs/statement/40Morocco_fr.ppt

de la famille;³²⁹ et la création (en 2011) d'un fonds de solidarité familiale destiné aux femmes divorcées nécessiteuses.³³⁰

- **la réforme du Code du travail (2004)**, qui reconnaît l'égalité entre les femmes et les hommes en matière d'accès au travail et a introduit la notion de l'harcèlement sexuel;³³¹
- **la réforme du Code de la nationalité (2007)**, qui donne désormais aux femmes et aux hommes des droits égaux dans la transmission de leur nationalité à leurs enfants;³³⁴
- **les réformes au Code pénal et au Code de procédure pénale**, pour l'élimination de mesures discriminatoires contre les femmes et de meilleures garanties de protection des droits de l'Homme;³³⁵
- **l'adoption d'une nouvelle Constitution en 2011**, qui, entre autres choses, consacre l'égalité et la parité hommes-femmes; reconnaît pour la première fois la diversité de l'identité marocaine; décline un certain nombre de principes relatifs aux libertés, aux droits fondamentaux et aux obligations et constitue ainsi une avancée vers la citoyenneté effective; consacre l'égalité des hommes et les femmes dans les droits civils, politiques, économiques, culturels et environnementaux et introduit la notion d'effectivité des droits et des libertés; préconise des mesures d'action affirmative ainsi que des mécanismes dont « l'Autorité pour la parité et la lutte contre toute forme de discrimination »; reconnaît la suprématie des conventions internationales ratifiées par le Maroc sur les lois nationales et l'obligation d'harmoniser celles-ci en conséquence. Comme le notent les répondants, ces dispositions constitutionnelles marquent un saut qualitatif en matière de droits des femmes, mais la déclinaison de l'esprit de ces dispositions dans les lois organiques prévues par la constitution exigera beaucoup de savoir-faire et de vigilance pour consolider les acquis constitutionnels.

Les avancées les plus récentes du Maroc en termes d'engagements internationaux³³²

- Levée des réserves émises sur le paragraphe '2' de l'article '9' et sur l'article '16' de la Convention sur l'élimination de toutes les formes de discrimination à l'égard des femmes (CÉDEF) et le dépôt des instruments de levée de réserves auprès du Secrétariat général des Nations Unies, le 7 avril 2011.³³³
- Annonce par le gouvernement de l'adhésion du Maroc au protocole optionnel de la CÉDEF.
- Adhésion au Protocole additionnel à la Convention des Nations Unies contre la criminalité transnationale organisée visant à prévenir, réprimer et punir la traite des personnes, en particulier des femmes et des enfants, le 25 avril 2011.

³²⁹ Ibid.

³³⁰ Conseil des droits de l'homme. Groupe de travail sur l'Examen périodique universel. Treizième session. Genève, 21 mai–4 juin 2011. Rapport national présenté conformément au paragraphe 5 de l'annexe à la résolution 16/21 du Conseil des droits de l'homme.

³³¹ Ibid.

³³² Conseil des droits de l'homme. Groupe de travail sur l'Examen périodique universel. Treizième session. Genève, 21 mai–4 juin 2011. Rapport national présenté conformément au paragraphe 5 de l'annexe à la résolution 16/21 du Conseil des droits de l'homme; voir aussi : Association Démocratique des Femmes du Maroc. Rapport des ONG de défense des droits des femmes au Maroc au titre du 2e Examen Périodique Universel (EPU). Soumis au Haut Commissariat des droits de l'Homme.

³³³ Selon le rapport de l'ADMF préparé au titre du 2e Examen Périodique Universel, la déclaration maintenue à propos de l'article '2' de la CÉDEF est incompatible avec l'objet et le but de la Convention et celle maintenue à propos du paragraphe '4' de l'article '15' n'a plus lieu d'être, car la législation nationale accorde ce droit à la femme.

³³⁴ Ibid.

³³⁵ Ibid.

Cependant, plusieurs lacunes demeurent dans le cadre juridique national, qui limitent les femmes dans l'exercice de leurs droits politiques, sociaux, économiques, et culturels tels que prévus dans les conventions et traités internationaux relatifs aux droits de l'Homme.³³⁶

La violence à l'égard des femmes et des filles

Au Maroc, les efforts déployés pour éliminer la violence à l'égard des femmes et des filles (VÉFF) ont été menés (conjointement ou de manière concertée) par les OSC, notamment des organisations des droits des femmes, les différents gouvernements qui se sont succédé au Maroc, et les agences des Nations Unies. Grâce à ces efforts conjoints, depuis les années 90 :

- plusieurs **services**³³⁷ ont été mis en place pour offrir une réponse et protection adéquates à la violence à l'égard des femmes comme, par exemple : la mise en place d'un numéro économique au profit des femmes victimes de violence; l'extension des centres d'écoute, de soutien psychologique et d'orientation juridique; la mise en place de cellules ou unités de la Justice, de la Santé, de la Sûreté nationale et de la Gendarmerie royale pour accueillir les femmes victimes de violence (y compris les violences juridiques telles que stipulées dans le domaine du code de la famille); la création des sections de la famille au sein des tribunaux de première instance; et l'ouverture de services d'accueil aux femmes victimes de violence dans les centres hospitaliers universitaires de Rabat et de Casablanca;
- de campagnes de **sensibilisation** à l'égalité, à la lutte contre la violence, à la promotion des droits de l'Homme ont été réalisées, y compris des campagnes nationales pour la lutte contre la violence à l'égard des femmes et des filles, dont la première a été menée en 1998. De surcroît, selon l'information fournie par le Bureau multipays Maghreb d'UNIFEM, le Maroc s'est inscrit à la campagne UNiTE. En effet, la campagne nationale de lutte contre la violence à l'égard des femmes de 2010 a été organisée dans ce cadre et plusieurs activités de sensibilisation aux niveaux national et local ont été organisées (dans six régions), dont la production d'un spot publicitaire et d'une capsule radio sous le thème « Messieurs : la lutte contre les violences à l'égard des femmes est aussi votre affaire ». Au Maroc, 21 ministres ont déjà signé l'appel « Dites NON » à la violence à l'égard des femmes;³³⁸
- un **processus de révision du cadre juridique** a été entamé aboutissant à plusieurs réformes, dont celles mentionnées dans les paragraphes précédents. De plus, un projet de loi sur les violences domestiques a été élaboré en 2009 par le Ministère du Développement social, de la Famille et de la Solidarité et la réforme du Code pénal, lancée depuis deux ans, est en cours;
- des **stratégies et programmes nationaux** de lutte contre la VÉFF ont été adoptés et exécutés (ou sont en phase d'exécution), tels que la Stratégie Nationale de lutte contre la Violence à l'égard des femmes (approuvée en 2002) et son plan opérationnel (approuvé en 2004); et le programme

³³⁶ Association Démocratique des Femmes du Maroc. Rapport des ONG de défense des droits des femmes au Maroc au titre du 2e Examen Périodique Universel (EPU). Soumis au Haut Commissariat des droits de l'Homme. Disponible ici : http://lib.ohchr.org/HRBodies/UPR/Documents/session13/MA/ADFM_UPR_MAR_S13_2012_AssociationDemocratiquesFemmesduMaroc_F.pdf

³³⁷ Mise en œuvre de la CEDAW 3^{ème} et 4^{ème} rapports périodiques. Présenté par Madame Nouzha Skalli Ministre du Développement Social, de la famille et de la Solidarité Genève Jeudi 24 Janvier 2008. Disponible ici : www2.ohchr.org/english/bodies/cedaw/docs/statement/40Morocco_fr.ppt; Réseau National des Centres d'écoute des Femmes Victimes de Violences. Les violences fondées sur le genre au Maroc: Mariage des mineures et partage des biens acquis pendant le mariage : lacunes du texte et difficultés de l'application. Mai, 2012; Promouvoir l'égalité entre les hommes et les femmes dans la région euro-méditerranéenne (2008-2011) -Programme financé par l'Union Européenne. « Rapport National d'Analyse de la Situation: Droits humains des femmes et Égalité hommes-femmes – Maroc ».

³³⁸ Source: http://saynotoviolence.org/sites/default/files/FR_Who_Says_No_Govs.pdf

multisectoriel « Tamkine » de lutte contre les violences fondées sur le genre (2008-2012), ayant le but de faire converger les actions et d'institutionnaliser la question des violences;

- le **renforcement des capacités** des prestataires des services et autres acteurs œuvrant dans le domaine est en cours, à travers, par exemple, la formation continue des magistrats afin qu'ils soient qualifiés pour la mise en application des dispositions du code de la famille selon l'approche «genre»; le développement de supports de sensibilisation audiovisuels, de films et de documentaires; et le développement de brochures d'information/sensibilisation pour faciliter la vulgarisation des procédures et modalités requises portant sur les différents types d'affaires traitées par les sections de la justice de la famille dans le cadre de l'application du Code de la famille; et
- **des nouvelles connaissances** sur le phénomène de la VÉFF ont été **générées**, à travers la collecte de données, recherches, et production de rapports menés par le réseau national des Centres d'écoute des femmes victimes de violences (réseau ANARUZ), et la réalisation en 2009, par le Haut Commissariat au Plan, de l'enquête nationale sur la prévalence de la violence à l'égard des femmes.

Force est de constater que, malgré ces efforts, la prévalence de la violence à l'égard des femmes et des filles reste encore très élevée, avec 62,8 pour cent des femmes victimes de violence.³³⁹ Les entrevues menées et les documents consultés³⁴⁰ lient ce taux alarmant au contexte socioculturel et aux mentalités qui changent très lentement, tolèrent encore la VÉFF et acceptent difficilement les principes d'égalité hommes-femmes ou considèrent la VÉFF comme faisant partie de la sphère privée des familles. Par ailleurs, les carences en ressources disponibles et les modestes capacités du gouvernement, des prestataires de services, et des centres d'écoute ne permettent pas d'apporter une réponse efficace au problème. Ce problème est exacerbé par le manque d'accès à l'information dont souffrent les femmes (surtout en milieu rural), par l'insuffisance du nombre de structures de soutien, notamment de tribunaux de la famille ou de réseau de soutien aux femmes victimes de violence, par le manque de sensibilisation et d'information à la culture de l'égalité, et par le rôle insuffisant joué par les médias en matière de lutte contre les stéréotypes. L'Association Démocratique des Femmes du Maroc, en concertation avec 21 ONG et réseaux marocains œuvrant dans le domaine des droits humains et des droits des femmes, ont identifié³⁴¹ les défis et lacunes les plus importants pour contrer cette problématique, notamment la **législation pénale** (avec des dispositions qui restent discriminatoires), **l'accueil, l'orientation et l'assistance juridique aux victimes** (l'accès des femmes les plus pauvres et les plus vulnérables aux violences et violations de leurs droits aux institutions chargées de leur protection (hôpitaux, police, gendarmerie, tribunaux,...) restant difficile, voire parfois impossible); et **la cohérence et l'efficacité de l'action gouvernementale** (affaiblie par l'éparpillement des initiatives et des interventions, donnant lieu ainsi à une faible capitalisation de connaissances, des acquis et des moyens humains et financiers alloués à la lutte contre les violences).

³³⁹ Haut Commissariat au Plan. La violence à l'égard des femmes au Maroc 2009. Rapport de synthèse. Page 91.

³⁴⁰ Voir, par exemple: Comité pour l'élimination de la discrimination à l'égard des femmes. Quarantième session 14 janvier-1er février 2008. Observations finales du Comité pour l'élimination de la discrimination à l'égard des femmes : Maroc. Disponible ici : http://www2.ohchr.org/english/bodies/cedaw/docs/CEDAW.C.MAR.CO.4_fr.pdf; Mise en œuvre de la CEDAW 3^{ème} et 4^{ème} rapports périodiques. Présenté par Madame Nouzha Skalli Ministre du Développement Social, de la famille et de la Solidarité Genève Jeudi 24 Janvier 2008. Disponible ici : www2.ohchr.org/english/bodies/cedaw/docs/statement/40Morocco_fr.ppt; Promouvoir l'égalité entre les hommes et les femmes dans la région euro-méditerranéenne (2008-2011) -Programme financé par l'Union Européenne. « Rapport National d'Analyse de la Situation: Droits humains des femmes et Égalité hommes-femmes – Maroc »

³⁴¹ Association Démocratique des Femmes du Maroc. Rapport des ONG de défense des droits des femmes au Maroc au titre du 2e Examen Périodique Universel (EPU). Soumis au Haut Commissariat des droits de l'Homme. Disponible ici : http://lib.ohchr.org/HRBodies/UPR/Documents/session13/MA/ADFM_UPR_MAR_S13_2012_AssociationDemocratiquesFemmesduMaroc_F.pdf

2.3 Contexte d'ONU Femmes (UNIFEM)

Pendant la période 2008-2011, le Bureau sous-régional de l'Afrique du Nord desservait le Maroc, l'Algérie, la Tunisie, la Libye et la Mauritanie.³⁴² Depuis l'établissement de la nouvelle structure régionale décidée en 2012, le bureau (maintenant appelé « bureau multipays Maghreb ») et dirigé par madame Leila Rhiwi, dessert le Maroc, l'Algérie, et la Tunisie, mais, dans ces deux derniers pays, seuls un conseiller principal pour la problématique hommes-femmes ou un administrateur de projet y assurent une présence. À l'instar de l'Algérie et de la Tunisie, ONU Femmes est également représentée en Lybie et en Mauritanie soit par un conseiller principal pour la problématique hommes-femmes soit par un administrateur de projet.³⁴³ Cependant, selon la nouvelle structure régionale, la Lybie et la Mauritanie ne font pas partie du bureau multipays Maghreb; elles dépendent, respectivement, du Centre régional pour les États arabes, situé au Caire, en Égypte, et du bureau pour l'Afrique de l'ouest, situé au Sénégal.

Le bureau multipays Maghreb est appuyé par le Centre régional pour les États arabes.

³⁴² Source: <http://www.unifem.org/about/contact.html>

³⁴³ Conseil d'administration de l'Entité des Nations Unies pour l'égalité des sexes et l'autonomisation des femmes, Structure régionale : incidences administratives, budgétaires et financières et plan de mise en œuvre, 18 septembre 2012.

3. Profil du programme d'élimination de la violence à l'égard des femmes au Maroc appuyé par UNIFEM (2008-2011)

3.1 Présentation

Cette partie donne un aperçu des travaux sur la VÉFF dans la sous-région de l'Afrique du Nord au cours de la période 2008-2011 qu'UNIFEM a dirigés ou pour lesquels elle a fourni de l'aide. Ces travaux portent sur des initiatives financées et gérées par UNIFEM, ainsi que sur des projets administrativement soutenus par UNIFEM et financés par le Fonds d'affectation spéciale des Nations Unies pour l'élimination de la violence à l'égard des femmes.

3.2 Contexte : Programme de l'élimination de la violence à l'égard des femmes dans la région

UNIFEM a appuyé les efforts contre la VÉFF de trois façons 1) par un appui direct à des projets 2) par l'octroi de financements de base, et 3) par le Fonds d'affectation spéciale des Nations Unies pour éliminer la violence à l'égard des femmes, administré par UNIFEM. Selon les données de l'analyse du portfolio des interventions d'UNIFEM, analyse réalisée pendant la phase de démarrage de l'évaluation globale, au total 24 interventions au niveau régional ont eu lieu avec le soutien d'UNIFEM (financement de base et appui direct), grâce à un investissement global de 30 503 468 \$. Le Fonds d'affectation spéciale des Nations Unies pour l'élimination de la violence à l'égard des femmes a permis de financer six interventions avec un investissement total de 3 884 052 \$. Au niveau sous-régional, le Maroc est le pays qui a le plus bénéficié de l'appui d'UNIFEM.

3.3 Programme de l'élimination de violence à l'égard des femmes au Maroc

Entre 2008 et 2011, de tous les pays de la sous-région de l'Afrique du Nord, le Maroc a reçu le soutien le plus important d'UNIFEM. UNIFEM a octroyé un appui direct à 4 interventions et financé, à travers un financement de base, 14 interventions. Le Fonds d'affectation spéciale des Nations Unies pour l'élimination de la violence à l'égard des femmes a financé deux interventions au Maroc, dont l'une a été gérée par le Bureau régional pour les États Arabes d'UNIFEM (basée à Amman en Jordanie). La liste de ces projets et une courte description de ceux-ci sont présentées à l'annexe VI.

Comme les entrevues et l'examen de documents le révèlent, au Maroc, le travail d'UNIFEM pour l'élimination de la VÉFF a été conçu, d'une part, comme un enjeu stratégique spécifique de l'action d'UNIFEM (par exemple, à travers son appui au Réseau national des Centres d'écoute des femmes victimes de violences (réseau ANARUZ) pour son renforcement à travers l'expansion et le réseautage des centres) et, d'autre part, comme une dimension intégrée aux autres enjeux stratégiques de son intervention, notamment celui de la gouvernance démocratique (par exemple, à travers l'appui au Conseil national des droits de l'homme dans le processus de justice transitionnelle, aux Sections de la famille des tribunaux de première instance pour la mise en œuvre du Code de la famille, ou aux organisations de la société civile (OSC) pour la réforme du Code pénal) et celui de l'autonomisation économique (par exemple, à travers l'appui aux organisations non gouvernementales (ONG) pour le plaidoyer en faveur de l'égalité successorale et au Ministère de la Justice pour la création d'un fonds d'entraide familiale pour les femmes pauvres divorcées dont l'ex-conjoint ne remplit pas ses obligations).

Le travail d'UNIFEM au Maroc a visé :

- le renforcement des capacités institutionnelles (au niveau du gouvernement central et des gouvernements provinciaux et municipaux) à mettre en œuvre la législation et les plans d'action relatifs à l'égalité hommes-femmes et au combat contre la VÉFF à travers, par exemple, le soutien à des projets pilotes (comme celui concernant le travail des travailleurs sociaux dans les sections de famille des tribunaux de première instance), à l'élaboration d'outils (brochures, guides, etc.) pour les prestataires de services aux femmes survivantes de violence, à la réalisation d'enquêtes de satisfaction de l'offre des services qui s'adressent aussi à ces femmes, ou encore au développement de systèmes pour la collecte de données qui tiennent compte de la distinction hommes-femmes avec des indicateurs spécifiques sur la VÉFF;
- le renforcement des capacités des ONG pour plaider en faveur de réformes constitutionnelles et législatives à travers, par exemple, le soutien à l'analyse du Code pénal dans une perspective hommes-femmes, le réseautage des ONG et la formation de coalitions pour le plaidoyer, l'élaboration d'outils de communication pour le plaidoyer et le renforcement organisationnel du réseau ANARUZ;
- le renforcement des capacités des ONG à offrir des services aux femmes survivantes de violence en soutenant, par exemple, la formation du personnel des centres d'écoute des femmes victimes de violences, membres du réseau ANARUZ;
- la promotion de l'autonomisation psychosociale et économique des femmes survivantes de violence en outillant, par exemple, des femmes survivantes de violence pour la recherche et la création d'activités génératrices de revenu, en créant un fonds de solidarité pour les activités génératrices de revenu, en réalisant une étude sur les activités génératrices de revenu, ou encore en formant, en sensibilisant et en informant des femmes sur leur droits;
- la promotion de l'autonomisation politique des femmes à travers, par exemple, le soutien au processus de justice transitionnelle et de réconciliation et à la réalisation de formations sur le leadership des femmes vivant dans des sites ravagés par les violences politiques pendant les années de plomb;
- une meilleure connaissance de l'étendue et des formes de violence à l'égard des femmes au Maroc, à travers l'appui à la réalisation d'une enquête sur la prévalence de la VÉF à l'échelle nationale, ainsi qu'aux rapports des centres d'écoutes des ONG pour les femmes survivantes de violence sur des problématiques telles que le mariage des mineures; et
- la sensibilisation de l'opinion publique et des décideurs politiques sur le phénomène de la violence à l'égard des femmes et des filles à travers les activités susmentionnées relatives au soutien aux ONG pour le plaidoyer, l'appui à la réalisation d'une enquête sur la prévalence de la VFF à l'échelle nationale, ainsi qu'à travers le soutien à des ONG dans la réalisation de campagnes de sensibilisation sur des formes spécifiques de VÉFF dans des régions reculées du pays.

3.4 Coordination/collaboration entre les agences de l'ONU

Plusieurs agences de l'ONU sont présentes au Maroc. Le travail de ces agences est guidé, depuis 2002, par le Plan-cadre des Nations Unies pour l'aide au développement (PNUAD) pour le Maroc. Dans le PNUAD couvrant la période 2007-2011,³⁴⁴ la question de la VÉFF était traitée principalement en lien avec le résultat D : « Progrès significatifs atteints en matière d'égalité hommes-femmes, de protection des droits des femmes et des filles et de participation à la vie publique, économique, sociale et culturelle » et en lien avec le résultat C : « Les enfants, les jeunes et les populations vulnérables ont un meilleur accès aux services sociaux et participent au processus de développement ». L'action des agences des Nations Unies, et plus particulièrement d'UNIFEM, du Fonds des Nations Unies pour la population (FNUAP), du Programme des Nations Unies pour le Développement (PNUD), du Fonds des Nations Unies pour l'enfance (UNICEF), du Haut-Commissariat aux droits de l'homme (HCDH), de l'Organisation des Nations Unies pour l'éducation, la science et la culture (UNESCO), du Bureau international du Travail (BIT), du Programme commun des Nations Unies sur le VIH/sida (ONUSIDA), de l'Organisation mondiale de la santé (OMS), de l'Organisation des Nations Unies pour l'alimentation et l'agriculture (FAO), et de l'Office des Nations Unies contre la drogue et le crime (ONUDC), visait le renforcement des capacités :

- des institutions et autres acteurs clés à prévenir et à lutter contre la VÉFF, mais aussi à suivre, à réviser et à faire appliquer la législation relative à toutes les formes de violence, d'abus et d'exploitation à l'égard des enfants, des adolescents et des femmes;
- des différents acteurs à prévenir et à lutter contre la VÉFF; et
- des décideurs et des détenteurs de droits à assurer l'application de la loi, conformément aux droits humains des femmes.

Au cours de la période 2008-2012, la collaboration la plus importante entre les agences des Nations Unies dans le pays s'est organisée autour de la mise en œuvre du « Programme multisectoriel conjoint et soutenu par le Fonds de l'OMD de Lutte contre la violence sexiste par l'autonomisation des femmes et des filles », également connu sous le nom de programme « Tamkine », financé par le Fonds pour la réalisation des Objectifs du Millénaire pour le développement (F-OMD). Avec un budget de 8 400 000 \$, le Programme commun a été conçu pour prévenir toute forme de violence sexiste en établissant des liens entre la situation de pauvreté des femmes et des filles au Maroc et leur vulnérabilité à des situations de violence. Un total de huit agences onusiennes³⁴⁵ (dont UNIFEM assurait la coordination avec, du côté du gouvernement, le Ministère de la Solidarité, de la Femme, de la Famille et du Développement social), 13 départements ministériels, et 60 OSC ont travaillé ensemble entre les mois de mai 2008 et juin 2012 à la promotion des droits fondamentaux des femmes et des filles. Le programme Tamkine s'inscrivait dans le cadre de l'Initiative nationale pour le développement humain (INDH), une stratégie de développement axée sur le respect des droits économiques, sociaux et culturels avec une emphase mise sur le développement des femmes et la réduction de la pauvreté au niveau local, lancée en 2005.

³⁴⁴ Plan-cadre des Nations Unies au Maroc 2007-2011. Bilan commun de pays. Mars 2006.

³⁴⁵ Les agences des Nations Unies sont l'ONUSIDA, ONU Femmes, la FAO, l'OIT, l'UNICEF, le HCR, l'UNESCO et le FNUAP.

4. Conclusions sur les questions d'évaluation stratégique

4.1 Aperçu

Cette section présente les résultats des trois questions d'évaluation stratégiques telles que décrites dans la matrice d'évaluation des études de cas :

- 49) Pour la période 2008-2011, quelle a été la contribution à l'élimination de la violence à l'égard des femmes au Maroc des entités antérieures à ONU Femmes ? Quels sont les enseignements ? (Section 4.2).
- 50) Quels ont été et sont les points forts et les faiblesses organisationnelles d'ONU Femmes et les enseignements tirés de ses prédécesseurs en matière de planification, mise en œuvre, suivi et l'évaluation de leur travail connexe sur l'élimination de la violence à l'égard des femmes ? (Section 4.3).
- 51) Dans quelle mesure ONU Femmes s'est-elle stratégiquement positionnée de façon à bien prévenir et intervenir face à la violence à l'égard des femmes dans des contextes mondial, régional et national ? (Section 4.4).

Les enseignements/bonnes pratiques relevées dans les encadrés de ce chapitre reflètent les points de vue des parties prenantes consultées, les observations et les conclusions des évaluations disponibles, et les observations faites par l'équipe d'évaluation, en fonction des données disponibles.

4.2 Question stratégique n° 1 : Contributions aux résultats et les enseignements retenus

4.2.1 Aperçu

Cette partie présente les conclusions de l'évaluation au Maroc sur la question d'évaluation n° 1 énoncée ci-dessus. La section 4.2.2 présente les résultats sur la pertinence des efforts d'UNIFEM pendant la période 2008-2011, le critère de pertinence recoupant les différentes dimensions du mandat d'ONU Femmes. Les sections 4.2.3, 4.2.4 et 4.2.5 présentent des conclusions sur les contributions aux principaux résultats énoncés dans le cadre logique des résultats des travaux d'UNIFEM sur l'élimination de la violence à l'égard des femmes.³⁴⁶ La section 4.2.6 décrit un certain nombre de facteurs susceptibles d'avoir une influence sur la pérennité des résultats obtenus à ce jour.

4.2.2 Pertinence

Tel qu'expliqué à la section 2 du présent rapport, la VÉFF est ancrée dans la culture et les traditions existant au Maroc. La VÉFF est souvent justifiée non

seulement par la personne qui a commis l'acte, mais également par celle qui l'a subi. Le travail accompli par UNIFEM, notamment celui d'appuyer les efforts des ONG pour sensibiliser le grand public et les décideurs (aux niveaux national et local) sur la problématique de la VÉFF apparaît, en conséquence, très pertinent. Ceci a été confirmé par les parties prenantes consultées, qui ont d'ailleurs souligné, d'un côté, l'importance de continuer le travail de sensibilisation sur la problématique afin d'influencer, à long terme, la culture et les traditions qui, de manière directe ou indirecte, favorisent la reproduction de ce fléau et, de

Enseignements/Bonnes pratiques

Au Maroc, la violence à l'égard des femmes et des filles est une pratique néfaste ancrée dans la culture et les traditions. Les interventions visant à éliminer cette pratique néfaste doivent mettre l'accent sur le cadre juridique marocain et sur la sensibilisation du public à cette violation des droits de la personne.

³⁴⁶ Voir le rapport final d'évaluation. Annexe 3.2

l'autre côté, de continuer l'appui et le renforcement des ONG, notamment les organisations des femmes, qui ont joué jusqu'à présent un rôle décisif dans les avancées réalisées au pays sur le thème de l'égalité hommes-femmes et de la lutte à la VÉFF.

Le soutien financier et technique octroyé par UNIFEM et visant le renforcement des capacités institutionnelles semble également aligné sur les priorités nationales et les besoins de ces institutions. L'action d'UNIFEM s'est insérée dans le processus de mise en œuvre du cadre normatif et législatif national révisé par le nouveau Code de la famille (2004) et de la Stratégie nationale de lutte contre la violence à l'égard des

Enseignements/Bonnes pratiques

Plusieurs intervenants ont souligné que les organismes internationaux d'aide au développement devraient continuer à appuyer le gouvernement du Maroc et la société civile dans les réformes en cours dans le pays et dans l'exécution et le suivi de celles-ci.

De plus, les parties prenantes interviewées ont exhorté à que le soutien de ces organismes soit adapté au processus de régionalisation en cours dans le pays, conçu pour décentraliser le processus décisionnel. Les organismes d'aide au développement doivent, selon elles, travailler davantage avec les institutions régionales et provinciales.

femmes (2002) et de son plan opérationnel (2005). Ainsi, le travail réalisé par UNIFEM avec le Ministère de la Justice (dans le cadre des projets d'appui aux sections de la famille), avec le Ministère des Finances (pour la budgétisation sensible au genre), et avec le Ministère de la Solidarité, de la Femme, de la Famille et du Développement social (pour le renforcement de la coordination des efforts ministériels sur le thème de la VÉFF dans le cadre du programme Tamkine et du suivi de la mise en œuvre des stratégies nationales) s'aligne sur les priorités nationales et les besoins de ces institutions.

La section 2 de ce rapport a également présenté l'état des services auxquels les femmes et les filles victimes de violence ont accès et le rôle de premier plan joué par les ONG, notamment par le réseau ANARUZ, dans l'offre de ces services. En même temps, compte tenu des chiffres sur la prévalence de la violence à l'égard des femmes et des filles, le renforcement de ces services est nécessaire pour assurer leur accessibilité, compromise par leur nombre et une coordination insuffisante entre les différents acteurs. Dans ce contexte, le soutien d'UNIFEM au réseau ANARUZ se révèle très pertinent car il est venu combler certaines lacunes des services offerts aux femmes et aux filles victimes de violence, en plus de promouvoir la réflexion autour de ces services.

4.2.3 Dimension opérationnelle du mandat d'ONU Femmes

Les constatations suivantes portent essentiellement sur la dimension opérationnelle du mandat et du travail d'ONU Femmes et de leurs principaux résultats énoncés dans le cadre logique des résultats reconstruit et présenté dans le rapport final de l'évaluation initiale.

Résultats à court et à moyen terme

Renforcement du cadre juridique par la reconnaissance de l'égalité hommes-femmes comme principe constitutionnel et ratification/adoption des traités internationaux sur les droits des femmes.

Les intervenants interrogés ont indiqué que l'inclusion, dans les articles 19 et 22 de la Constitution

de 2011, des principes de respect de l'égalité hommes-femmes et de l'intégrité physique de tous les êtres

Ce résultat concerne :

« La législation et les politiques sont élaborées, adoptées et mises en œuvre pour répondre et prévenir la violence à l'égard des femmes et des filles » (cadre logique des résultats)

« Politique et législation : la sensibilisation et le renforcement des capacités pour la formulation d'une législation nationale concernant la VÉF dans le respect des accords internationaux » (stratégie sous-régionale pour l'Afrique du Nord, 2008-2010)

humains constituait l'une des réalisations les plus importantes de la période évaluée ici. Le soutien d'UNIFEM envers le mouvement des femmes et, plus précisément, du Printemps pour l'égalité et de la Coalition pour la Démocratie, est considéré comme ayant été déterminant pour assurer l'inclusion des droits des femmes dans la nouvelle Constitution. Si le principe de l'égalité hommes-femmes existait déjà dans la Constitution de 1996, les nouvelles dispositions réaffirment ces principes, conférant davantage d'autorité à la lutte pour l'égalité et contre toutes les formes de discrimination. L'inclusion de ces principes s'avère, pour les défenseurs de l'égalité, un puissant levier pour exiger que des mesures garantissant l'égalité hommes-femmes soient adoptées par les gouvernements actuels et futurs.

Une autre réalisation importante a été le retrait des réserves formulées par le Gouvernement marocain sur la Convention sur l'élimination de toutes les formes de discrimination à l'égard des femmes (CÉDEF)³⁴⁷ et l'approbation, par le Conseil du

Gouvernement et le Conseil des Ministres, du Protocole facultatif de la CÉDEF en 2011, qui nécessitera des amendements à la législation nationale de façon à l'aligner sur les principes énoncés dans ces traités internationaux.

Des ONG, soutenues par UNIFEM/ONU Femmes, concentrent actuellement leurs efforts sur le renforcement du cadre juridique national à travers, notamment, la réforme du Code pénal. UNIFEM a, en effet, appuyé la formation d'une coalition d'ONG (appelée « Printemps de la dignité ») et l'élaboration d'outils pour plaider en faveur de la réforme de la législation pénale. Au moment de réaliser la mission sur le terrain, les discussions sur la réforme du Code étaient encore en cours.

En termes de politiques, pour répondre à la violence à l'égard des femmes et des filles, il est aussi important de souligner la contribution d'UNIFEM à l'institutionnalisation de l'action sociale au sein des sections de la justice de la famille des tribunaux de première instance. Selon les intervenants, cette institutionnalisation de l'action sociale découle directement du soutien d'UNIFEM au Ministère de la Justice dans la mise en œuvre du Code de la famille de 2004. Le Ministère de la Justice a créé les sections de justice familiale, pièce maîtresse de la mise en œuvre des droits des femmes dans le cadre de l'application du code de la famille. Le succès du projet pilote d'UNIFEM, mis en place dans six sites pilotes, qui permettait à des travailleurs sociaux d'être présents dans les cours des affaires familiales, a incité le Ministère de la Justice à formaliser cette fonction. Entre 2010 et 2011, plus de 100 travailleurs sociaux ont ainsi été embauchés.

La mise sur pied, en 2012, d'un fonds d'entraide familiale par le Ministère de la Justice, a été également rendue possible grâce au soutien d'UNIFEM dans la réalisation d'une étude de faisabilité sur la création dudit fonds. Le fonds d'entraide familiale est destiné aux mères divorcées dont l'ex-conjoint ne remplit pas ses obligations pour éviter qu'elles ne deviennent vulnérables à la violence suite à leur divorce. UNIFEM a aussi contribué à l'harmonisation du calcul (baromètre) pour déterminer le montant de la pension alimentaire fixé par les juges lors d'un divorce afin que cela ne dépende pas de la discrétion du juge.

Par ailleurs, le représentant de l'ONUSIDA a mentionné qu'UNIFEM a directement contribué à l'intégration de la VÉFF au plan sectoriel de lutte contre le VIH/sida du Ministère de l'Éducation, en 2012, grâce à son implication dans le programme Tamkine.

Enseignements/Bonnes pratiques

Les intervenants interrogés ont considéré les changements pour harmoniser le cadre juridique du Maroc avec le principe d'égalité hommes-femmes, comme étant préliminaires, mais nécessaires pour faire avancer les droits des femmes dans le pays. La grande majorité a reconnu que la mise en œuvre efficace des lois sur l'égalité hommes-femmes sera une autre bataille importante pour le mouvement des femmes et les ONG des droits de la personne, mais aussi qu'il restait encore beaucoup de travail à accomplir pour garantir un cadre juridique non discriminatoire pour les femmes et les filles.

³⁴⁷ Le Maroc avait émis des réserves sur les articles 2, 9, 15, 16 et 29 de la Convention, subordonnant les droits des femmes marocaines au choix de la résidence et du domicile, les droits de transmission de leur nationalité et de dissolution de leur mariage à la Charia islamique et au Code marocain du statut personnel. Source : <http://daccess-ods.un.org/TMP/4115878.9396286.html>

Outre les résultats mentionnés ci-dessus, UNIFEM a aidé le Conseil national des droits de la personne (CNDH)³⁴⁸ à intégrer la question de l'égalité hommes-femmes dans sa structure et ses actions, en contribuant aux résultats suivants :

- La création du Groupe de travail permanent sur la parité, la non-discrimination et les nouvelles générations de droits de la personne qui concentre son action sur les femmes et autres groupes vulnérables ;
- Le rôle joué par le CNDH dans l'élaboration du mandat, des pouvoirs et des fonctions de l'Autorité pour la parité, un organisme créé en vertu des articles 19 et 164 de la Constitution de 2011 pour lutter contre toutes les formes de discrimination. Grâce au soutien financier et technique fourni par ONU Femmes, le CNDH a mené une étude comparative en 2011³⁴⁹ qu'il utilise aujourd'hui pour déterminer les caractéristiques de la nouvelle autorité ;
- L'inclusion de femmes victimes de la violence politique qui a secoué le pays de 1956 à 1999 dans le processus de démocratisation au niveau régional. Selon les représentants du CNDH interviewés, le soutien financier et technique d'UNIFEM a contribué à la réalisation d'études maintenant utilisées comme outils de référence pour une réflexion sur ce processus et pour l'inclusion des femmes survivantes de violence;
- La mise en place d'une commission sur l'égalité hommes-femmes pour intégrer la question de l'égalité hommes-femmes dans la structure et le travail du CNDH. Suite à sa mise en place, la commission sur l'égalité hommes-femmes a intégré le comité de pilotage du Plan National pour la Démocratie et la Citoyenneté (PANDDH) 2011-2016, ce qui a incité le comité à proposer une série de recommandations relatives aussi à la VFF pour la mise en œuvre du PANDDH (voir encadré).³⁵⁰ Le comité a émis un avis pour la levée des réserves à la CÉDEF ainsi que pour la reconnaissance du droit des femmes à l'accès à la terre.

Le comité de pilotage a proposé une série de recommandations pour la mise en œuvre du PANDDH. Les membres du comité comprennent notamment l'exigence de protéger les femmes victimes de violence, et d'améliorer l'accès des femmes aux services de justice.

Source : <http://www.ccdh.org.ma/spip.php?article3125>

³⁴⁸ Le Conseil national des droits humains est l'organe chargé de surveiller, de promouvoir et de protéger les droits humains au Maroc. Dans le cadre de son mandat, le Conseil national des droits humains soumet au Roi du Maroc et au Gouvernement marocain des circulaires et des conseils. Il surveille également la mise en œuvre des recommandations formulées par l'Instance Équité et Réconciliation (IER). Après une longue période de violence politique et de violations flagrantes des droits humains commises après l'indépendance de 1956, le Maroc a créé l'instance indépendante d'arbitrage dans le but d'indemniser les victimes en 1999. En 2002, elle a été remplacée par l'Instance Équité et Réconciliation (IER). L'IER jouit d'un mandat beaucoup plus large pour enquêter sur les violations graves et systématiques des droits humains et formuler des recommandations pour prévenir de nouvelles violations. Elle a fait des efforts pour adopter une approche qui tient compte de la notion d'égalité hommes-femmes.

³⁴⁹ Conseil national des droits de l'homme, *Vers la mise en place de l'Autorité pour la parité et la lutte contre toutes formes de discrimination*, Novembre 2011. Disponible à l'adresse: www.ccdh.org.ma/IMG/pdf/RapportVFNum.pdf

³⁵⁰ ONU Femmes, « Promotion des droits humains des femmes et de leur rôle dans le processus de justice transitionnelle au Maroc » Rapport d'évaluation du projet par Khalid Lahsika, Baptiste Buob, Janvier 2010.

Renforcement des capacités des défenseurs de l'égalité hommes-femmes au Maroc pour influencer les politiques et les actions portant sur la VÉFF.

Apprécié pour sa flexibilité et son approche orientée sur le long terme, UNIFEM, de 2008 à 2011, a apporté aux défenseurs de l'égalité hommes-femmes au Maroc:

- un soutien financier : les représentants des ONG, des agences des Nations Unies et des gouvernements ont grandement apprécié ce soutien, compte tenu de la concurrence et des ressources limitées et des problèmes de viabilité de nombreuses

ONG. Les intervenants

interrogés ont affirmé que la plupart de leurs initiatives n'auraient pu avoir lieu sans ce soutien. Un exemple donné est celui de l'enquête de prévalence menée par le Haut Commissariat au Plan. Le représentant du Haut Commissariat au Plan a indiqué que cette enquête (dont l'importance a été soulignée par l'ensemble des intervenants interrogés, grâce à la qualité de ses données sur la VÉFF, méthodologiquement robustes, valides et, à l'échelle nationale, utiles pour défendre l'égalité) n'aurait pu être réalisée sans le soutien financier d'UNIFEM, qui a permis la formation et le déplacement d'agents recenseurs dans tout le pays. Les caravanes

organisées par la fondation Ytto dans les zones reculées du pays en sont un autre exemple. Elles ont donné une visibilité à la question des mariages coutumiers et précoces, souvent associés à des violations des droits de la personne. UNIFEM a également fourni un

soutien financier aux représentants des ONG et du gouvernement pour leur permettre d'assister à des événements régionaux ou internationaux, créant ainsi, pour eux, des occasions de partager leurs expériences ;

- un soutien technique : les documents, données et renseignements spécialisés fournis par UNIFEM ont été considérés par des ONG, des représentants du gouvernement, des institutions publiques et d'autres organismes des Nations Unies comme des outils précieux pour l'accomplissement de leur travail. Ce type de soutien a été particulièrement apprécié par les représentants des ONG, ces derniers affirmant que ces outils structuraient leur réflexion stratégique et les aidaient à développer des stratégies en phase avec la mission et les objectifs de leurs organisations.

Ce résultat concerne :

« Les défenseurs des femmes et l'égalité influencent les politiques, les mesures et les budgets pour répondre à la violence à l'égard des femmes » (cadre logique des résultats)

« Les spécialistes et défenseurs de l'égalité et leurs organisations ou réseaux exigent la mise en œuvre de dimensions d'égalité hommes-femmes dans les lois, les politiques et les stratégies » tandis que les « politiques clés, la prestation de services et les institutions médiatiques créent un environnement institutionnel propice visant à promouvoir et à protéger les droits de la personne des femmes en accord avec accords mondiaux, régionaux et nationaux. » (Stratégie sous-régionale pour l'Afrique du Nord, 2008-2010)

Enseignements/Bonnes pratiques

Les intervenants au Maroc considèrent le soutien d'UNIFEM/ONU Femmes dans la production d'information spécialisée et des données robustes sur VÉFF comme une importante contribution aux efforts pour éliminer la VÉFF. L'information spécialisée et des données robustes sont essentielles pour les activités de plaidoyer. Compte tenu de l'amplitude de la VÉFF, sous ses différentes formes, les connexions à d'autres thèmes (par exemple, le travail domestique des enfants, le VIH/sida, et la traite des êtres humains), et le peu d'informations disponibles dans le pays à ce jour, les intervenants consultés ont considéré que beaucoup de travail reste à faire en ce qui concerne la production d'informations et de données spécialisées dans certains de ces thèmes.

Sur le plan des politiques, des mesures et des budgets touchant la question de la VÉFF, le soutien d'UNIFEM a contribué aux résultats suivants :

- Régularisation de 10 000 mariages coutumiers (fatiha) et établissement d'actes de naissance pour 50 000 enfants dans plusieurs villages reculés du pays (provinces d'Ouarzazate, d'Azilal, et d'autres). Les actes de naissance sont obligatoires pour l'obtention d'une carte d'identité qui permet la reconnaissance des droits fondamentaux de la personne et garantit l'accès aux services. Il s'agit d'une étape cruciale pour garantir aux filles et aux femmes le droit d'hériter et le droit à la subsistance après un divorce. Suivant le chemin tracé par la fondation Ytto, les ONG ont lancé des campagnes de sensibilisation organisées avec UNIFEM (soutien financier) pour l'application de l'article 16 du Code de la famille de 2004 (qui prévoit que le mariage est une preuve suffisante de l'existence des droits qui en découlent). Le Ministère de la Justice a organisé des tribunaux dans des régions reculées du pays pour enregistrer les mariages et ainsi régulariser les cas de mariage coutumier ;
- Prolongation du délai relatif à l'application de l'article 16 du Code de la famille de 2004 (reconnaissance du mariage coutumier) à l'année 2014. Le travail de plaidoyer effectué par la fondation Ytto et d'autres ONG, soutenues par UNIFEM, a permis de prolonger le délai d'enregistrement des mariages prévu en 2009 à 2014;
- La révision du Code pénal et du Code de procédure pour la protection des femmes et des enfants, qui, selon nos entrevues, est actuellement influencée par la coalition d'ONG « Printemps de la dignité », avec le soutien d'UNIFEM/ONU Femmes ;
- Tous les intervenants interrogés ont également estimé qu'UNIFEM a contribué, en particulier à travers le programme Tamkine, à une collaboration meilleure ou accrue entre les ONG, le gouvernement et d'autres agences des Nations Unies. Ils ont souligné la volonté du gouvernement de collaborer avec les ONG sur la nouvelle Constitution, et ont donné l'exemple des programmes de formation en matière de VÉFF proposés par les ONG aux fonctionnaires comme preuve d'une meilleure collaboration.

Renforcement de la qualité des services fournis par les systèmes de justice et de santé aux victimes de VÉF

Au cours de la période 2008-2011, UNIFEM a appuyé un certain nombre d'initiatives visant à améliorer la qualité des services pour les femmes victimes de VÉF.

Comme mentionné ci-dessus, une de ces initiatives a été l'appui fourni au Ministère de la Justice pour l'institutionnalisation de l'action sociale dans les sections de

justice familiale. Parmi les résultats espérés de l'intervention des travailleurs sociaux il y a : 1) une meilleure qualité des sentences rendues par les tribunaux de famille et 2) l'accès des mères divorcées à une pension alimentaire adéquate pour leurs enfants de manière à leur éviter une situation de précarité économique, facteur qui favorise souvent la violence. Lorsque cette mission sur le terrain a été réalisée, une évaluation de cette initiative venait de commencer. Aucune donnée n'est donc encore disponible sur les différences constatées dans la qualité des services proposés aux femmes et aux filles victimes de violence. Les répondants estiment toutefois que la qualité des services offerts aux femmes survivantes de violence a été améliorée grâce à la mise en place du Fonds d'entraide familiale ainsi qu'à la création d'une échelle de

Ce résultat concerne :

« Les autorités nationale et locale à accroître le nombre et/ou la qualité des services essentiels aux victimes de VFF » (cadre logique des résultats)

« Un grand nombre de systèmes de justice formels et informels appuient et protègent les droits de la personne des femmes aux niveaux national et local » (Stratégie sous-régionale pour l'Afrique du Nord, 2008-2010)

calculs (baromètre) pour déterminer le montant de la pension alimentaire, déjà évoqués plus tôt. Le soutien d'UNIFEM, dans ce cas, cible les mères divorcées qui sont plus vulnérables face à la violence.

Une autre initiative appuyée par UNIFEM visant à améliorer la qualité des services pour les femmes victimes de VÉF est le volet du programme Tamkine visant à améliorer la chaîne multisectorielle des services³⁵¹ proposés par les principaux intervenants de cette chaîne (par exemple, les ONG, le Ministère de la Santé, la police, le Ministère de la Justice et le Ministère de la Solidarité de la Femme, de la Famille et du Développement social). L'évaluation de 2012 du programme Tamkine³⁵² a reconnu la territorialisation des services hospitaliers et des cellules de prise en charge provisoire pour femmes victimes de violence comme une des réussites du programme.

Enseignements/Bonnes pratiques

Une stratégie efficace pour encourager les politiques marocaines, les actions et les budgets pour lutter contre la VÉFF, et accélérer le processus de changement consiste à faciliter la coordination/collaboration entre les intervenants afin que tout le monde défende un seul et même message. Des coalitions d'ONG ont été créées pour plaider en faveur de la révision du Code de la famille, du Code criminel et de la Constitution. Une collaboration a également eu lieu entre le gouvernement, les ONG et les agences des Nations Unies dans le cadre du programme Tamkine.

L'évaluation a également relevé un certain nombre d'activités menées pour améliorer les services offerts à ces femmes et à ces filles (relatives aux équipements dans les unités hospitalières et les cellules de prise en charge provisoire, le développement des capacités des prestataires de services dans les six régions pilotes, et la formation des fonctionnaires : juges et policiers). L'évaluation de 2012 du programme Tamkine n'indique pas si ces activités ont permis d'améliorer les services aux femmes et aux filles, d'une part parce que certaines données manquaient et, d'autre part, parce que trop peu de temps s'était écoulé entre la mise en œuvre des activités et leur évaluation.

Sensibilisation à la violence à l'égard des femmes auprès des décideurs et des membres de la communauté au Maroc

Les entrevues menées ont conclu que, depuis le début du nouveau millénaire, la sensibilisation du grand public, du gouvernement, des autorités locales et des agences de l'ONU et leur soutien pour mettre fin à la VÉFF ont grandi. Les entretiens suggéraient par

Ce résultat concerne : « La sensibilisation et le soutien public des décideurs, leaders et membres de la communauté pour mettre fin aux VÉF » (cadre logique des résultats)

ailleurs que les progrès enregistrés sont attribuables au travail d'un large éventail d'intervenants, notamment d'UNIFEM. UNIFEM est apprécié pour le soutien constant qu'elle a apporté, au fil des ans, aux initiatives visant à éliminer la violence. Au cours de la période 2008-2011, les intervenants ont estimé que l'une des contributions les plus importantes d'UNIFEM a été de convaincre le F-OMD de se concentrer sur la thématique de la VÉFF. Cela a permis aux agences onusiennes et au gouvernement marocain de travailler main dans la main, y compris des ministères, tels que le ministère de l'Agriculture, auparavant exclus de ce genre d'initiatives. L'évaluation de 2012 du programme Tamkine a également relevé une sensibilisation accrue à la VÉFF chez les bénéficiaires, tout en reconnaissant que les niveaux de sensibilisation étaient inégaux d'une région à l'autre.

³⁵¹ En fournissant du matériel (par exemple, des ordinateurs et un accès internet), suffisamment d'espace physique et de la documentation sur la formation et le renforcement des capacités des prestataires de services et des fonctionnaires du ministère de la Justice et de la police (par exemple, des lignes directrices et normes sur la façon de traiter les femmes et les filles victimes de violence).

³⁵² Virginie Dayde, Hicham Hantar, « Rapport d'évaluation finale du programme conjoint multisectoriel de lutte contre les violences fondées sur le genre par l'autonomisation des femmes et des filles au Maroc – Tamkine », 11 juillet 2012.

Les questions de sensibilisation et de soutien ont également été soulevées par les projets de la fondation Ytto (financée par UNIFEM) et de l'INSAF (qui a reçu le support financier du Fonds d'affectation spéciale des Nations Unies pour l'élimination de la violence à l'égard des femmes). Les représentants de la fondation Ytto ont indiqué que dans de nombreux villages où ils ont mené des activités de sensibilisation, les femmes victimes de violence, les membres de la communauté et les autorités locales ont commencé à modifier leurs attitudes et à s'impliquer dans

des activités de soutien aux femmes victimes de violence. Les représentants de l'INSAF ont déclaré que les autorités locales du ministère de l'Éducation dans les villages où ils travaillaient avaient commencé à aider les enfants travaillant comme domestiques, et à faire en sorte qu'ils aillent à l'école. Ils affirment que dans

Enseignements/Bonnes pratiques

Le fait de travailler avec les autorités aux niveaux national et local au Maroc a montré aux OSC et à ONU Femmes que les efforts menés dans la lutte contre la VÉFF dépassaient les clivages politiques. Travailler avec les autorités nationales et locales a également révélé l'importance de sensibiliser le public — une première étape fondamentale pour obtenir la coopération des autorités. En effet, le travail avec les autorités nationales et locales a montré que, parfois, ces autorités n'étaient pas contre l'élimination de la VÉFF, mais tout simplement elles ne connaissaient pas l'ampleur de la problématique ou les conséquences de la violence.

les villages où ils travaillaient, les enfants ne sont plus retirés de l'école. Ils ont reconnu, toutefois, la portée limitée de leurs activités, en espérant qu'elles seront développées par le gouvernement.

L'enquête menée par le HCP avec le soutien d'UNIFEM a également contribué à sensibiliser les personnes sur la VÉFF. Même si aucune étude n'a encore été menée pour évaluer l'effet des résultats de l'enquête sur la sensibilisation du public à la VÉFF, les intervenants ont noté que les médias et les responsables gouvernementaux citaient les résultats de l'enquête sur la prévalence de la VÉFF, disséminant ainsi le sujet. UNIFEM a sensibilisé aussi sur les liens entre la violence et d'autres questions, telles l'autonomisation économique, le VIH/sida, le travail domestique des enfants, la traite des femmes et des filles, et la condition de mère célibataire.

Résultats à moyen-long terme

Les intervenants ont indiqué que des changements de taille dans la lutte pour éliminer la VÉF au Maroc avaient été amorcés bien avant 2008. Tous se sont entendus pour dire que le Maroc n'est pas encore un pays où les femmes et les filles sont exemptes de toute forme de violence à caractère sexiste et de menaces de violence, ou encore où les victimes de VÉFF reçoivent le soutien dont elles ont besoin. Néanmoins, les acquis obtenus, en particulier sur le plan de la législation, sont considérés comme des réalisations sur lesquelles les futurs gouvernements devront rendre des comptes et sur lesquelles l'évolution des normes et des comportements pourraient se construire. Le référentiel religieux au sein du gouvernement était une préoccupation pour certains représentants de groupes d'intervenants, qui craignaient des répercussions sur le processus de réforme en cours et sur les changements d'attitude et de comportement. Cependant, le fait que la violence fondée sur le sexe ait été déclarée une priorité nationale inscrite dans le programme gouvernemental pour l'égalité 2012-2016, que la réforme du Code pénal est en cours et que le Ministère de la Femme travaille actuellement sur un projet de loi spécifique sur les violences domestiques sont vus par plusieurs parties prenantes comme des éléments encourageants pour la poursuite des réformes au Maroc. De plus, la plupart des intervenants ont constaté un certain nombre de changements positifs, tel qu'indiqué ci-dessous.

Normes institutionnelles et comportements en phase de devenir plus favorables à l'élimination de la violence à l'égard des femmes et des filles au Maroc

Les intervenants ont souligné que de nombreux défis faisaient obstacle à l'affirmation de normes institutionnelles et sociétales et aux

comportements qui soutiennent l'élimination de la VÉFF. Si les intervenants ont reconnu les progrès réalisés par le Maroc depuis 2000 (en particulier en matière de normes institutionnelles et de comportements), la tolérance culturelle et religieuse de la VÉFF, la masculinité, la pauvreté, l'analphabétisme et l'impunité sont encore profondément enracinés dans la

société marocaine. Les occurrences de suicides de jeunes filles violées et, dans certains cas, forcées d'épouser l'auteur de ces violences continuent de se produire.³⁵³ Certains intervenants ont indiqué que des représentants du gouvernement se sont appropriés du dossier de l'élimination de la VÉFF, sans pouvoir l'institutionnaliser, étant donné le manque de ressources, une mentalité conservatrice très répandue, et la lourdeur des structures bureaucratiques et des processus au sein de certains ministères.

Ce résultat concerne : « les normes institutionnelles et sociétales et les comportements en faveur de l'élimination de la violence à l'égard des femmes » (cadre logique des résultats)

« Les politiques, la prestation des services et les institutions médiatiques créent des environnements institutionnels favorables visant à promouvoir et à protéger les droits de la personne des femmes dans la lignée des accords mondiaux, régionaux et nationaux » (stratégie sous-régionale pour l'Afrique du Nord, 2008-2010)

Les gouvernements national et local doivent de plus en plus rendre des comptes auprès des femmes et des filles en matière de prévention, de protection, et de réponse à la VÉFF grâce à la mise en œuvre de budgets tenant compte de la problématique hommes-femmes et à la mise en place de systèmes d'information

Pendant la période 2008-2011, UNIFEM a aidé à renforcer la responsabilité du gouvernement sur l'élimination de la VÉFF en contribuant à des changements constitutionnels et législatifs importants qui ont aussi des implications en termes de

reddition de comptes car la nouvelle Constitution dispose d'une nouveauté qui est *l'effectivité des droits reconnus aux citoyens-ennes*. En effet, l'article 6 de la Constitution énonce

l'engagement des pouvoirs publics à œuvrer pour « la création des conditions permettant de généraliser l'effectivité de la liberté et de l'égalité

des citoyennes et des citoyens, ainsi que leur participation à la vie politique, économique, culturelle et sociale ». L'article 30, quant à lui, énonce la nécessité de prévoir dans la loi « des dispositions de nature à favoriser l'égal accès des femmes et des hommes aux fonctions électives ».

Ce résultat concerne :

« Les représentants du gouvernement et les prestataires de services doivent rendre des comptes auprès des femmes et des filles en matière de prévention, de protection et d'intervention en matière de VÉF » (cadre logique des résultats)

« L'augmentation du nombre de processus budgétaires intégrant pleinement l'égalité hommes-femmes » (Stratégie sous-régionale pour l'Afrique du Nord, 2008-2010)

Qui plus est, UNIFEM a renforcé la reddition de comptes des autorités gouvernementales notamment à travers l'appui octroyé à la budgétisation sensible au genre (BSG) au niveau national et local. Au niveau national, UNIFEM/ONU Femmes a soutenu le Ministère des Finances dans la mise en œuvre du processus de BSG avec de très bons résultats, tels que l'institutionnalisation d'un rapport annuel sur le genre et l'identification d'indicateurs spécifiques à l'élimination de la VÉFF dans les programmes de certains ministères. Dans le rapport sur le budget genre relatif au projet de loi de finances pour l'année budgétaire 2012, par exemple, le Ministère de la Justice a identifié, parmi d'autres, les indicateurs « Nombre de cellules chargées des femmes et des enfants aux tribunaux » et « Normes de qualité des prestations de prise

³⁵³ Article 475 : cet alinéa vient d'être abrogé par la deuxième chambre du parlement.

en charge des femmes et des enfants victimes de violence » pour le suivi genre de ses programmes sur l'amélioration de l'accès à la justice. Au niveau local, le travail de BSG appuyé par UNIFEM a été intégré au cadre du programme Tamkine. En partenariat avec la Direction générale des collectivités locales, les provinces et les communes ciblées par le programme, UNIFEM a contribué à la mise au point d'un système d'information au niveau municipal capable d'intégrer des indicateurs sur le genre, y compris le type de violence perpétrée, pour des fins de planification, de budgétisation et de mise en œuvre de plans de développement des communes. Il est cependant encore trop tôt pour en évaluer l'impact, puisque le système a seulement été testé dans six municipalités à ce jour et doit encore être étendu à l'échelle nationale. En outre, pour ce qui est de la BSG au niveau national, l'appropriation de la BSG par les ministères, mais aussi par les membres du Parlement et les organisations de la société civile (OSC) est essentielle pour que le rapport genre soit utilisé comme un outil efficace de responsabilité.

De l'autre côté, UNIFEM/ONU Femmes a travaillé, indirectement, sur le renforcement de la responsabilité du gouvernement à travers l'appui fourni aux organisations des femmes et aux organisations pour la protection des droits humains pour renforcer leurs capacités à maintenir les autorités gouvernementales responsables du respect de la législation nationale et des engagements pris au niveau international. Au-delà des résultats importants obtenus en termes de développement d'argumentaires de plaidoyer et de formation de coalitions d'ONG sur des thèmes spécifiques (comme ceux pour la révision de la Constitution ou de la législation sur l'égalité hommes-femmes en matière successorale), un résultat remarquable obtenu tout récemment (décembre 2012) est celui de la mobilisation de femmes victimes de violence pour manifester en faveur de la refonte du Code pénal.³⁵⁴

Au Maroc, les femmes et les jeunes filles victimes de violence demandent et obtiennent de meilleurs services, mais des lacunes persistent dans l'accès à ces services

Selon les entretiens et l'analyse des documents de projet réalisés, l'accès à des services appropriés pour les femmes et les jeunes filles victimes de violence s'est amélioré grâce, entre autres, au soutien

Ce résultat concerne :

« Les femmes et les filles victimes de VÉF ont accès aux services nécessaires lorsqu'elles en font la demande » (cadre logique des résultats)

donné par UNIFEM au réseau ANARUZ. En effet, plusieurs projets appuyés par UNIFEM pendant la période 2008-2011, visaient le renforcement des centres d'écoutes pour les femmes survivantes de violence. Ainsi, par exemple, grâce à l'appui financier d'UNIFEM, il a été possible de développer des liens d'échanges, d'écoute et de partage entre les ONG féminines et les ONG travaillant sur le sida. Selon les rapports projet consultés, le résultat est probant : les centres d'écoute pour les femmes victimes de violence sont aujourd'hui plus attentifs aux éventuelles infections du VIH/sida et, en même temps, les OSC travaillant sur le VIH/sida sont de plus en plus sensibles aux questions de la VÉFF.³⁵⁵ Par ailleurs, le réseau a également été renforcé grâce à une meilleure coordination entre les différents centres permettant de partager les expériences, d'uniformiser les méthodes et l'approche de travail du réseau. Le répertoire de 2012 des interventions des Nations Unies pour l'élimination de la VÉF³⁵⁶ mentionne qu'au Maroc, grâce à l'appui octroyé par UNIFEM/ONU Femmes au réseau ANARUZ, environ 1700 femmes survivantes de violence ont eu accès à des services d'orientation et à du soutien psychologiques et juridiques.

³⁵⁴ La « Chaîne humaine de solidarité pour une législation pénale qui protège les femmes et fillettes contre la violence et prohibe la discrimination basée sur le genre » a défilé dans les rues de Rabat le 8 décembre 2012.

³⁵⁵ Rapport final des Fonds d'appui aux programmes ONUSIDA 2010 /2011 (FAP).

³⁵⁶ ONU Femmes. "Inventory of United Nations system activities to prevent and eliminate violence against women." February 2012.

De l'analyse des documents du projet, il ressort aussi que les femmes « viennent se plaindre plus rapidement et n'attendent plus d'être violentées plusieurs fois, ce qui constitue une grande avancée en termes de prise de conscience des femmes de leurs droits, notamment pour la protection effective de leurs droits et de ceux des enfants ». ³⁵⁷ De plus, les documents révèlent que le temps d'attente pour l'obtention d'un jugement dans les cas de divorce et de pension alimentaire s'est amélioré, « mais il reste néanmoins difficile pour les femmes de faire appliquer ces jugements, notamment en matière de pension alimentaire ». ³⁵⁸

Aussi, grâce à l'appui d'UNIFEM, l'importance de lier les efforts d'élimination de la VÉFF à des efforts pour l'autonomisation économique des femmes survivantes fait son chemin dans les consciences. Non seulement le programme Tamkine a permis de faire ce lien, mais aussi, pendant la période 2008-2011, d'autres initiatives en ce sens ont été appuyées par UNIFEM. L'une d'entre elles a mené à la création d'un fonds (« Fonds Attahadi ») d'appui aux activités génératrices de revenu économique pour femmes victimes de violences fondées sur le genre et l'autre à la formation d'une coalition d'ONG pour le plaidoyer en faveur de l'égalité hommes-femmes en matière successorale.

Cependant, des lacunes importantes dans la quantité et la qualité des services existants (centres d'écoute, foyers d'accueil pour femmes, conseil) persistent encore. De même, des obstacles de taille à l'accès à ces services continuent d'exister. Comme mentionné ci-dessus, les obstacles ont trait aux attitudes et aux comportements des prestataires de services et des fonctionnaires, mais aussi aux croyances religieuses et culturelles, aux normes, au manque de sensibilisation d'encore beaucoup de femmes et de filles, et à la nature centralisée des politiques et des structures. En ce qui concerne ce dernier point, l'évaluation de 2012 du programme Tamkine a conclu que la territorialisation des services pour les femmes et les jeunes filles victimes de violence n'a pas encore été atteinte et que la lenteur de la territorialisation est un obstacle important à l'accès effectif aux services. L'évaluation relevait également que l'accès aux services de proximité dépendait de la volonté des individus et de la capacité de dynamisation locale des ONG au niveau local.

4.2.4 Dimension intergouvernementale/normative du mandat d'ONU Femmes

Les travaux relatifs à la dimension intergouvernementale/normative du mandat d'ONU Femmes sont en grande partie réalisés au niveau du siège de l'organisation. L'évaluation examinait si des liens existaient entre le travail opérationnel au niveau des pays au Maroc et le travail normatif au niveau mondial, et quelle forme ils prenaient.

La collecte de données sur les efforts d'UNIFEM au Maroc a montré que la dimension normative a été étroitement liée à la dimension opérationnelle. La CÉDEF, en effet, a été utilisée par les ONG et les institutions chargées de la protection des droits humains comme point de référence pour leurs actions. Par exemple, selon les entrevues réalisées, il ressort que le retrait des réserves formulées sur la CÉDEF et l'adoption par le gouvernement de son Protocole facultatif en 2011 ont été rendus possible en partie grâce à l'appui d'UNIFEM au mouvement féministe et aux institutions nationales ayant un mandat sur les droits de la personne (à savoir, le Conseil national des droits de la personne (CNDH)). Le soutien technique d'UNIFEM au CNDH a permis de mettre en place une commission sur l'égalité hommes-femmes pour intégrer la question de l'égalité hommes-femmes dans la structure et le travail du CNDH. La commission sur l'égalité hommes-femmes a soumis un mémorandum au Roi préconisant le retrait des réserves sur la CÉDEF et la ratification de son Protocole facultatif.

³⁵⁷ Association démocratique des femmes du Maroc. Renforcement des centres d'écoute de femmes victimes de violences pour la lutte contre les violences à l'égard des femmes et des filles au Maroc. Rapport final. Mars 2010-Août 2012.

³⁵⁸ Association démocratique des femmes du Maroc. Renforcement des centres d'écoute de femmes victimes de violences pour la lutte contre les violences à l'égard des femmes et des filles au Maroc. Rapport final. Mars 2010-Août 2012.

Comme il ressort aussi des documents analysés, les partenaires d'UNIFEM ont utilisé la CÉDEF comme source de référence ou instrument de plaidoyer. Par exemple, dans le cas du projet avec le Ministère de la Justice pour améliorer l'accès à la justice et assurer la mise en œuvre du Code de la famille, la CÉDEF a été utilisée pour le renforcement des capacités des juges à appliquer des standards universels en matière de droits humains. Cela a eu pour résultat que des jugements prononcés en matière de pension alimentaire et de garde des enfants ont commencé à référer à la CÉDEF et à la Convention sur les Droits de l'Enfant.³⁵⁹ Le projet VIH/sida vise « le renforcement des capacités des membres du réseau ANARUZ en termes de suivi et d'évaluation des progrès réalisés dans le respect des engagements sur l'égalité de genre et les droits humains des femmes et des filles dans le contexte du VIH (engagements UNGASS, CEDAW) ». ³⁶⁰ La CÉDEF a servi de texte de référence à des fins de plaidoyer : i) par le réseau ANARUZ, pour analyser les lacunes et les défaillances existantes qui entravent l'application des lois et la protection des femmes et des filles sur les questions de mariage précoce et du partage des biens acquis pendant le mariage;³⁶¹ et ii) par la coalition « Printemps de la dignité », pour développer les arguments du plaidoyer en faveur de la refonte du Code pénal.³⁶² De plus, les ONG sont organisées en coalition pour la rédaction de rapports parallèles sur l'état de mise en œuvre de la CÉDEF par le Maroc. Leurs rapports sont utilisés par le groupe CÉDEF.

De plus, aussi bien les intervenants gouvernementaux que ceux de la société civile ont reconnu le soutien constant qu'UNIFEM leur a apporté pour leur permettre de participer à des réunions et à des forums mondiaux sur des thèmes liés à la CÉDEF et à la Commission de la condition de la femme (CCF). Certains représentants du gouvernement, en particulier, ont reconnu que le fait d'assister aux réunions de la CCF a aidé leur capacité à influencer l'action du gouvernement sur des questions spécifiques et d'alimenter le Plan cadre des Nations Unies pour l'aide au développement (PNUAD).

4.2.5 Dimension de la coordination entre les agences des Nations Unies du mandat d'ONU Femmes

Il ressort des entrevues réalisées que c'est grâce aux encouragements d'UNIFEM que différents acteurs gouvernementaux et des Nations Unies ont présenté une proposition de programme conjoint sur l'élimination de la VÉFF et l'autonomisation des femmes (devenu le programme Tamkine) pour répondre à l'appel du Fonds pour la réalisation des Objectifs du Millénaire pour le développement (F-OMD) sur l'OMD 3 (égalité hommes-femmes). De plus, toutes les parties prenantes interviewées ont reconnu le rôle clé joué par UNIFEM dans la coordination du programme Tamkine. Tous considèrent qu'UNIFEM, par son rôle de coordination et de soutien, a contribué indirectement à améliorer, dans six régions pilotes, la qualité des services hospitaliers et des cellules de prise en charge provisoire mises en place par le Ministère de la Justice pour les femmes victimes de violence.

³⁵⁹ Programme « Appui à l'application du code de la famille par la facilitation de l'accès des femmes aux services de la Justice » - Genre et Gouvernance démocratique. Rapport de la réunion du Comité de Pilotage. Rabat, le 17 Octobre 2011.

³⁶⁰ Association Troisième Millénaire pour le développement de l'action associative du Sud-Est. Demande d'appui à UNIFEM pour le projet « Renforcement de compétences des ONG de défense des droits des femmes au Maroc dans la lutte contre le VIH/sida et le plaidoyer pour le suivi des engagements nationaux dans le domaine ».

³⁶¹ Réseau national des centres d'écoute des femmes victimes de violence. Les violences fondées sur le genre au Maroc : mariage des mineurs et partage des biens acquis pendant le mariage : lacunes du texte et difficultés de l'application. Mai, 2012.

³⁶² Printemps de la dignité : pour une législation pénale qui protège les femmes contre la discrimination et la violence. Rapport final, avril-décembre 2011.

Certaines agences onusiennes ont travaillé ensemble sur d'autres projets, mais leurs représentants ont dit que programme Tamkine avait réuni pour la première fois tous les organismes autour d'un thème spécifique. Cette coordination a permis une plus grande efficacité du système des Nations Unies pendant le déroulement du programme Tamkine (qui a duré quatre ans), et offert de nouvelles possibilités de collaboration entre certains organismes à l'issue du programme. Tous les représentants ont déclaré qu'une autre phase du programme Tamkine était nécessaire afin de parvenir au même niveau de coordination.

En dehors du travail effectué dans le cadre du programme Tamkine, en termes de programmation conjointe, on peut aussi mentionner le travail accompli par UNIFEM avec le Ministère de la Justice sur les Sections de la famille des tribunaux de première instance, un travail auquel ont également collaboré le PNUD et l'UNICEF. D'après ce qu'a compris l'équipe d'évaluation, d'autres agences ont mis en place des programmes pour l'élimination de la VÉF, mais aucun autre programme conjoint des agences des Nations Unies sur ce thème n'a été développé au Maroc. Une proposition au Fonds d'affectation spéciale pour l'élimination de la violence à l'égard des femmes avait été présentée en 2012 par sept agences de l'ONU, y compris ONU Femmes, l'UNICEF et l'UNESCO, mais la proposition n'a pas été retenue.

4.2.6 Pérennité des résultats

De l'analyse des documents du projet et des entrevues réalisées, il ressort qu'afin de promouvoir la pérennité des résultats des initiatives appuyées, UNIFEM a utilisé les stratégies suivantes :

- le renforcement des capacités tant des institutions gouvernementales que des organisations de la société civile;
- le soutien à des initiatives visant la révision du

Enseignements/Bonnes pratiques

Deux principaux enseignements sur le plan de la pérennité des résultats ressortent de l'expérience du travail sur la VÉFF au Maroc. Le premier enseignement est que l'appropriation n'équivaut pas l'institutionnalisation. Seule l'institutionnalisation peut assurer la pérennité des résultats et des efforts.

Le deuxième enseignement a trait à la nécessité de passer d'une approche individuelle à une approche organisationnelle lorsque l'on travaille avec des organisations, afin de surmonter les problèmes liés à la rotation du personnel.

- cadre législatif du Maroc et pour une effectivité de la protection des droits des femmes ainsi que le renforcement de la redevabilité de l'État pour la mise en œuvre de ces lois;
- le soutien aux activités de production et de dissémination des connaissances et des données sur la VÉFF destinées à être utilisées, par différents acteurs, pour le plaidoyer ainsi que pour la sensibilisation du public et des décideurs;
- le soutien à des coalitions d'ONG pour que la cause de l'élimination de la VÉFF ne soit pas portée exclusivement par les organisations des femmes; et
- l'accompagnement des partenaires sur plusieurs années pour que : i) lorsque nécessaire, les changements de mentalités et de comportements puissent avoir le temps de se produire, et ii) les partenaires, notamment les ONG et les coalitions d'ONG, puissent avoir le temps de se renforcer et de développer les stratégies qui guideront leurs actions.

Cela dit, il est important de reconnaître que plusieurs facteurs de contexte sont susceptibles de soutenir ou d'entraver la pérennité des résultats obtenus à ce jour pour mettre fin à la VÉFF au Maroc. Ces facteurs sont présentés dans le tableau ci-dessous.

Tableau 4.1 Facteurs susceptibles d'influencer la pérennité

Dimension	Facteurs favorables	Facteurs limitatifs/défavorables
<p>Appropriation des questions touchant l'élimination de la VÉFF et l'égalité homes-femmes par les instances gouvernementales</p>	<p>Un engagement ferme de Sa Majesté le Roi Mohammed VI pour promouvoir l'égalité hommes-femmes par la réforme du cadre juridique.</p> <p>Engagements internationaux découlant de la CÉDEF.</p> <p>Programme gouvernemental inscrivant la lutte contre les violences parmi les préoccupations du gouvernement pour sa législature 2011-2016.</p>	<p>Le référentiel religieux du nouveau gouvernement, des déclarations de représentants du gouvernement, ainsi que la décision par le Ministère de la Solidarité, de la Femme, de la Famille et du Développement Social de ne pas organiser en 2012 de campagne nationale pour l'élimination de la VÉFF ont soulevé des inquiétudes parmi certaines parties prenantes sur le suivi des engagements pris par l'État en matière d'égalité hommes-femmes et d'élimination de VÉFF.</p> <p>La capacité de coordination limitée du Ministère de la Solidarité, de la Femme, de la Famille et du Développement social, qui est le ministère principalement responsable des questions d'égalité hommes-femmes.</p> <p>Certains répondants craignent que, suite aux élections de 2011, le nouveau contexte au Maroc ne soit plus aussi propice à un dialogue soutenu entre les ONG et le gouvernement et aux réformes en faveur de l'égalité hommes-femmes et l'élimination de la VÉFF comme il avait pu l'être auparavant.</p>
<p>Renforcement de la capacité des organisations de femmes/Défenseurs de l'égalité hommes-femmes</p>	<p>Mouvement des femmes fort et expérimenté.</p> <p>Forte capacité du mouvement des femmes à unir leurs forces avec d'autres ONG pour appuyer les questions d'égalité hommes-femmes.</p> <p>Diversité des approches utilisées par les organisations féminines et les défenseurs dans la promotion de l'égalité hommes-femmes.</p>	<p>Ressources financières limitées des ONG, qui doivent compter en grande partie sur le travail bénévole.</p> <p>Préoccupations exprimées par certaines ONG sur la capacité des organisations de femmes et des défenseurs de l'égalité hommes-femmes à transmettre un message uniforme.</p> <p>Préoccupations exprimées par certaines ONG sur la capacité des organisations de femmes à attirer et à retenir les jeunes et à maintenir le fonctionnement du mouvement des femmes.</p> <p>Capacité restreinte de certaines ONG à concevoir des stratégies d'activités de collecte de fonds.</p>

Dimension	Facteurs favorables	Facteurs limitatifs/défavorables
Institutionnalisation de la violence à l'égard des femmes	<p>La Constitution de 2011 consacre : 1) les principes d'égalité hommes-femmes et d'intégrité physique, établissant ainsi une base pour la création d'un cadre juridique et de politiques qui permettront de guider les efforts pour mettre fin à la violence à l'égard des femmes, et 2) la suprématie des normes découlant des conventions internationales.³⁶³</p> <p>Un processus de budgétisation sensible au genre (BSG) avec un accent sur la VÉFF existe au Maroc et le pays aspire à devenir un modèle d'excellence.</p>	<p>Une interprétation limitée de la Constitution peut diminuer l'efficacité des mesures prises pour lutter contre la VÉFF.</p> <p>Absence d'une loi spécifique interdisant la VÉFF.</p> <p>La mise en œuvre effective des lois et des stratégies de lutte contre la VÉFF est entravée par des problèmes de capacité des gouvernements et des prestataires de services, la disponibilité des ressources, et la mentalité.</p>

De manière générale, il semble que le Maroc soit bien placé pour faire avancer le processus de réforme. Les points forts : l'existence d'engagements internationaux relatifs à l'égalité hommes-femmes, la volonté du Roi, et la présence d'un mouvement de femmes expérimenté. Malgré ces points forts, les lacunes dans le leadership du gouvernement national, les problèmes de capacité auxquels font face le mouvement des femmes et les ONG et les capacités limitées des ressources humaines et financières au niveau régional/local peuvent ralentir le processus de changement et éventuellement poser des limites importantes à la pérennité des résultats.

4.3 Question stratégique n° 2 : Enseignements tirés des forces et faiblesses dans la gestion de la programmation sur l'élimination de la violence à l'égard des femmes et des filles

Cette section présente les résultats de l'évaluation sur la question d'évaluation n° 2 : Au Maroc, quelles ont été et sont actuellement les forces et les faiblesses d'ONU Femmes et les enseignements tirés de ses prédécesseurs en vue de la planification, de la mise en œuvre, du suivi et de l'évaluation de leur travail sur l'élimination de la violence à l'égard des femmes et des filles ?

La plupart, voire toutes les observations suivantes continuent d'influer sur les travaux en cours d'ONU Femmes dans ses efforts d'élimination de la violence à l'égard des femmes et des filles.

³⁶³ Préambule de la Constitution de 2011 : « [...] le Royaume du Maroc, État uni, totalement souverain, appartenant au Grand Maghreb, réaffirme ce qui suit et s'y engage : [...] accorder aux conventions internationales dûment ratifiées par lui, dans le cadre des dispositions de la Constitution et de lois du Royaume, dans le respect de son identité nationale immuable, et dès la publication de ces conventions, la primauté sur le droit interne du pays, et harmoniser en conséquence les dispositions pertinentes de sa législation nationale. »; article 19 : « L'homme et la femme jouissent, à égalité, des droits et libertés à caractère civil, politique, économique, social, culturel et environnemental, énoncés dans le présent Titre, et dans les autres dispositions de la Constitution, ainsi que dans les conventions et pactes internationaux dûment ratifiés par le Maroc et ce, dans le respect des dispositions de la Constitution, des constantes du Royaume et de ses lois. [...] »

Points forts

Les parties prenantes consultées ont souligné les points forts suivants de l'équipe du bureau sous-régional d'UNIFEM au Maroc/bureau multipays Maghreb d'ONU Femmes dans la planification et la mise en œuvre des interventions liées à l'élimination de la VÉFF au cours de la période évaluée.

Ensemble de compétences du personnel d'UNIFEM : Les intervenants des différents groupes interviewés ont indiqué comme force organisationnelle les bonnes connaissances du contexte local chez le personnel d'UNIFEM/ONU Femmes. Ils ont également souligné les capacités d'UNIFEM à coordonner les différents intervenants, en particulier dans le cadre du programme Tamkine. Les parties prenantes, en particulier les ONG, ont été particulièrement impressionnées par les compétences interpersonnelles et la vision stratégique du représentant du bureau. Ils ont également souligné la capacité du staff à travailler avec les différents intervenants comme une force, ce qui facilite le dialogue et la collaboration entre ceux-ci.

Mandat clair et valeurs : La plupart des répondants considèrent le mandat et les valeurs claires en matière d'égalité hommes-femmes d'UNIFEM comme une force, car cette clarté rend plus facile pour les parties prenantes l'identification des organisations auxquelles s'adresser pour obtenir réponse à des questions d'égalité hommes-femmes.

Continuité du soutien et des partenariats : Le gouvernement et les ONG ont particulièrement apprécié la continuité du partenariat qu'ONU Femmes a eu avec eux. Contrairement à d'autres organismes ou donateurs qui fournissent un soutien à court terme, UNIFEM a travaillé avec les mêmes organisations pendant une longue période, en les accompagnant dans le processus de développement de leurs capacités et dans leurs efforts de lutte contre la VÉFF. Cela a permis de développer une meilleure compréhension du rôle de chacun et une relation de travail basée sur le respect mutuel et l'égalité.

Enseignements/Bonnes pratiques

Le soutien octroyé par le bureau multipays Maghreb d'ONU Femmes a été très apprécié par les représentants des ONG et du gouvernement, car le bureau leur a offert la possibilité de partager des expériences avec d'autres intervenants à des fins d'apprentissage. Certains représentants des gouvernements ont également apprécié la projection sous-régionale du bureau, car elle permet la comparaison des performances entre pays et exerce une pression pour l'amélioration au niveau national.

Défis/Limites

Les données disponibles ont mis en évidence les défis suivants ou les limites aux capacités d'UNIFEM à planifier, à mettre en œuvre, à faire le suivi et à évaluer son travail sur la violence à l'égard des femmes au Maroc.

Le manque d'expertise sur la VÉFF et sur l'autonomisation économique dans le bureau sous-régional d'UNIFEM au Maroc/bureau multipays Maghreb : Même si les répondants n'ont pas signalé un manque d'expertise en matière de VÉFF dans le bureau sous-régional d'UNIFEM au Maroc/bureau multipays Maghreb pour la période 2008-2011 limitant la réussite de la mise en œuvre des activités menées, plusieurs l'ont mentionné comme un défi à venir. Compte tenu des progrès réalisés et de l'amélioration des connaissances sur la VÉFF entre les intervenants, la demande d'expertise sur la violence fondée sur le genre est susceptible d'augmenter, tout comme les attentes des partenaires pour qu'ONU Femmes réponde à cette demande accrue d'expertise. Selon le personnel d'ONU Femmes, le développement d'une expertise dans l'autonomisation économique est également nécessaire, maintenant qu'il s'agit d'une priorité de l'Agence.

Personnel restreint : Compte tenu de la portée régionale du bureau sous-régional d'UNIFEM au Maroc/bureau multipays Maghreb, la taille du personnel a été jugée trop petite par des personnes y travaillant. Ils ont fait remarquer que son représentant pays avait un double mandat : celui de représentant pays, et celui de spécialiste du programme, avec des responsabilités de contrôle de la qualité pour l'ensemble des programmes. La charge de travail est très lourde.

Bureaucratisation croissante des procédures : Si les représentants des ONG et d'ONU Femmes ont apprécié la flexibilité d'UNIFEM en ce qui concerne la production de rapports et le décaissement, ils soulignent une bureaucratisation accrue des procédures d'ONU Femmes dans l'octroi de financement. Les nouvelles exigences en matière de rapport et de décaissement ont été perçues comme problématiques et contreproductives pour les efforts de plaidoyer. Le plaidoyer est une activité très sensible au facteur temps, et nécessite à cet effet une plus grande flexibilité sur les plans de la production de rapports et du décaissement.

Suivi et évaluation : Le personnel d'ONU Femmes a identifié le suivi et l'évaluation de son travail comme une faiblesse. Cela a été en grande partie attribuable au manque de capacités du personnel, une situation qui a été partiellement corrigée.

Le recours aux individus en tant que points focaux: UNIFEM a travaillé avec ses partenaires (du gouvernement et des agences des Nations Unies) à travers des points focaux (c'est-à-dire des délégués nommés par leurs entités). Cependant, à cause de la rotation de ce personnel, certains répondants ont considéré cette approche comme un obstacle potentiel à la pérennité et à l'efficacité des réalisations d'ONU Femmes.

Implications pour ONU Femmes

Comme nous l'expliquons plus en détail à la section 4.4 ci-après, la plupart, sinon la totalité, des observations antérieures sur les points forts et les faiblesses organisationnelles continuent à influencer le travail actuel d'ONU Femmes sur l'élimination de la violence à l'égard des femmes et des filles. ONU Femmes peut s'appuyer sur la réputation et l'expérience d'UNIFEM dans les travaux sur l'élimination de la VÉFF, et sur les liens établis avec des intervenants du gouvernement, les OSC et le mouvement des femmes. La capacité d'ONU Femmes à maintenir le rôle joué par UNIFEM au Maroc dans le travail de l'égalité hommes-femmes et l'élimination de la VÉFF dépendra aussi de la capacité et de la crédibilité de son personnel, et en particulier de ses prochains représentants pays. Néanmoins, des faiblesses organisationnelles de l'Agence restent à régler, et sont susceptibles de continuer à affecter le travail d'ONU Femmes jusqu'à ce qu'elles soient prises en compte. La bureaucratisation croissante des procédures est susceptible d'affaiblir la capacité d'ONU Femmes à appuyer le travail de plaidoyer des OSC, qui a été reconnu par tous les intervenants comme un catalyseur essentiel pour les efforts d'élimination de la VÉFF au Maroc.

4.4 Question stratégique n° 3 : Positionnement stratégique d'ONU Femmes

Cette partie présente les résultats de l'évaluation au Maroc sur la question d'évaluation n° 3 : Dans quelle mesure ONU Femmes s'est-elle stratégiquement positionnée de façon à mieux prévenir et répondre à la violence à l'égard des femmes et des filles dans des contextes mondial,³⁶⁴ régional et national ? Le positionnement stratégique d'ONU Femmes sur les questions de VÉFF au Maroc est fortement influencé par les forces et les faiblesses organisationnelles décrites à la section 4.3, et par des facteurs contextuels énumérés au chapitre 2 du présent rapport.

Facteurs contextuels

Le positionnement stratégique d'ONU Femmes dans le futur apparaît être influencé par des facteurs externes et internes. En ce qui concerne les premiers, les processus de réforme en cours au Maroc, la nouvelle Constitution, le retrait des réserves sur la CÉDEF, l'adoption de son Protocole facultatif, et le vif engagement public de Sa Majesté le Roi Mohammed VI dans l'égalité hommes-femmes ont créé un climat propice à ONU Femmes dans le soutien des efforts pour mettre fin à la VÉFF dans le pays. Le besoin de

³⁶⁴ L'accent ici est le positionnement d'ONU Femmes dans les contextes régional et national.

continuer à soutenir les efforts nationaux de lutte contre la VÉFF dans la région, étant donné ses taux élevés seront également susceptibles d'influencer le positionnement stratégique actuel et futur d'ONU Femmes au Maroc en matière d'élimination de la VÉFF. De plus, le type d'interprétation qui sera donnée aux articles de la Constitution par les autorités nationales et la mesure dans laquelle le dialogue sur les droits de la femme et l'égalité hommes-femmes au Maroc sera maintenu ouvert par le gouvernement représentent d'autres facteurs externes qui pourraient jouer un rôle dans le positionnement stratégique d'ONU Femmes au Maroc. En ce qui concerne les facteurs internes, il dépendra de la capacité du bureau multipays Maghreb d'assurer à ses partenaires le soutien nécessaire et adéquat (en termes de ressources humaines, d'accès à la connaissance spécialisée sur la VÉFF, d'opportunités d'échange au niveau régional et international, et de flexibilité des modalités de soutien).

Les progrès effectués dans la définition et l'opérationnalisation du mandat d'ONU Femmes

Dans l'ensemble, ONU Femmes semble être bien positionnée pour continuer à soutenir les efforts des partenaires nationaux dans l'élimination de la violence à l'égard des femmes et des filles au Maroc. ONU Femmes peut s'appuyer sur l'expérience d'UNIFEM et sur sa bonne réputation dans son travail connexe sur l'élimination de la VÉFF. Son mandat clair et sa très bonne relation avec le mouvement des femmes, mais aussi avec les ONG, les gouvernements et d'autres organismes des Nations Unies placent ONU Femmes dans une position unique pour travailler sur l'élimination de la VÉFF dans le pays. Cependant, afin de rendre son mandat opérationnel, ONU Femmes a à relever les défis suivants :

- En matière de fonctionnement opérationnel, il n'est pas clair dans quelle mesure ONU Femmes aura accès à des connaissances spécialisées (en français) à l'interne ou à l'externe pour aider les partenaires nationaux dans le travail afférent à l'élimination de la VÉFF. Les intervenants ont des attentes élevées concernant la capacité d'ONU Femmes à jouer un rôle de pôle de connaissances sur les questions de VÉFF. Un juste équilibre devra être trouvé entre l'appui aux actions stratégiques (c'est-à-dire entre plaidoyer et influence politique) et les actions de proximité (par exemple, la prestation de services), et le lien entre ces deux types d'actions devra être facilité pour catalyser les processus de changement.
- En ce qui concerne son rôle de coordination entre les agences sur la thématique de la VÉFF, le positionnement stratégique d'ONU Femmes dépend aussi des ressources disponibles pour mobiliser d'autres agences des Nations Unies sur celle-ci et de l'existence de mécanismes pour qu'ONU Femmes puisse promouvoir la redevabilité des agences des Nations Unies pour l'élimination de la VÉFF et, de manière plus générale, la promotion de l'égalité hommes-femmes.

5. Suggestions

À partir des données recueillies pour l'étude de cas du Maroc, l'équipe d'évaluation propose les suggestions suivantes à l'intention du bureau multipays Maghreb d'ONU Femmes et au siège d'ONU Femmes.

Contributions aux résultats

Le bureau multipays Maghreb d'ONU Femmes pourrait :

- 52) **Augmenter les occasions de partager l'expérience avec d'autres intervenants de la région et à l'international** : le gouvernement et les représentants des ONG, qui ont beaucoup apprécié les occasions d'apprendre de l'expérience des autres acquise dans les différentes régions, ont demandé encore plus d'échanges avec d'autres intervenants au niveau régional et international.
- 53) **Continuer à renforcer les capacités des OSC pour assurer leur viabilité organisationnelle** : le soutien aux OSC devrait se concentrer sur les capacités à lever des fonds auprès des donateurs autres qu'ONU Femmes, et à veiller au renouvellement des membres.
- 54) **Travailler avec les chefs religieux** : Compte tenu de l'importance de la religion au Maroc, ONU Femmes devrait inclure les leaders religieux dans les interventions qu'elle soutient ou qu'elle finance. L'expérience des organisations comme la fondation Ytto montre l'importance de travailler avec les chefs religieux comme acteurs de changement.
- 55) **Renforcer l'approche préventive** : étant donné le large soutien aux efforts d'élimination de la VÉFF, ONU Femmes doit continuer à travailler sur les changements d'attitudes et de comportements auprès de la population. Outre le fait de travailler avec les ONG et le Ministère de la Solidarité, de la Femme, de la Famille et du Développement Social sur des activités de sensibilisation, ONU Femmes devrait explorer l'idée d'intégrer des notions de VÉFF dans les programmes scolaires et universitaires.
- 56) **Adapter son travail au processus de territorialisation** : ONU Femmes et d'autres agences des Nations Unies et donateurs devraient profiter du processus de territorialisation en cours au Maroc pour s'assurer que les politiques, les actions et les structures visant l'élimination de la VÉFF soient décentralisées au niveau régional, provincial et communautaire.

Forces et faiblesses de l'organisation

Le bureau multipays Maghreb d'ONU Femmes pourrait :

- 57) **Modifier son approche de travail auprès de points focaux** et privilégier plutôt une approche de collaboration en unités au sein des organisations faisant l'objet du soutien. Le roulement du personnel sera moins susceptible de limiter la pérennité des résultats, et l'institutionnalisation des résultats sera plus probable.
- 58) **Renforcer les systèmes de production de rapports sur les résultats et les enseignements**, notamment à travers le renforcement de ses capacités de suivi et d'évaluation afin de répertorier les contributions aux résultats et les enseignements de manière plus systématique.

Le siège d'ONU Femmes pourrait :

- 59) Veiller à ce que les **ressources humaines** du bureau multipays Maghreb soient adéquates afin de mener à bien un travail stratégique sur la VÉFF et améliorer les capacités de suivi et d'évaluation (S & E) au niveau des pays. Ceci inclut : la mise à disposition d'expertise technique dans le domaine de la violence, de l'accès à la justice, de la prévention et de la sensibilisation ; la mise à disposition d'analyses et de données sur la violence fondée sur le genre dans les langues officielles accessibles dans cette région francophone ; et le renforcement des capacités des équipes pays à travers l'échange avec d'autres pays et le transfert d'expérience.
- 60) Veiller à ce que les **procédures administratives** facilitent le travail effectué au niveau des pays. Plus précisément, ONU Femmes devrait veiller à ce que les changements dans ses procédures administratives (décaissement ou production de rapports, par exemple) ne gênent en rien les travaux de soutien et de financement.

Positionnement stratégique d'ONU Femmes

Le bureau multipays Maghreb d'ONU Femmes pourrait :

- 61) **Continuer à sensibiliser les agences de l'ONU** : la nécessité de poursuivre les activités de sensibilisation a été reconnue comme un aspect important du positionnement stratégique d'ONU Femmes au Maroc. La résistance ou la négligence d'intégrer l'égalité hommes-femmes dans la planification et la mise en œuvre de programmes ont été identifiées comme des problèmes de capacité qui perdurent encore dans certaines agences des Nations Unies. Les activités de sensibilisation ciblant les agences de l'ONU devraient porter sur la thématique spécifique de la VÉFF afin de s'assurer que l'ensemble du système des Nations Unies continue de coordonner le travail autour de ce thème, et qu'il continue d'exercer des pressions sur le gouvernement pour appuyer le programme de réformes tout en assurant le respect de la législation nationale à la CÉDEF et à son protocole facultatif.

Le siège d'ONU Femmes pourrait :

- 62) Veiller à ce que les **ressources humaines et financières** soient suffisantes pour le bureau multipays Maghreb d'ONU Femmes pour qu'il puisse continuer à exercer son rôle de coordination et de travail stratégique sur la VÉFF au niveau sous-régional et pour permettre un meilleur accès du personnel du bureau multipays Maghreb à **l'expertise internationale** sur la VÉFF.

6. Implications pour l'évaluation globale

Cette partie résume brièvement les principales observations de l'étude de cas pour le Maroc, susceptibles d'aider à éclairer l'évaluation globale, en particulier en ce qui concerne l'intention de l'évaluation d'élaborer une ou plusieurs théories du changement pour le travail d'ONU Femmes sur la VÉFF. Les observations sont réparties selon les trois dimensions du mandat d'ONU Femmes.

Tableau 6.1 Implications pour l'évaluation globale

Dimension	Stratégies/Types d'interventions d'ONU Femmes au Maroc	Liens avec les résultats décrits dans le cadre logique reconstruit des résultats (voir encadré)	Hypothèses sous-jacentes implicites au travail sur la VÉFF au Maroc et ses risques
Opérationnelle	<ul style="list-style-type: none"> • Fournir un appui financier et technique pour aider à renforcer la capacité des partenaires nationaux, en particulier le mécanisme national sur l'égalité hommes-femmes et les organisations de femmes. • Fournir un accès à des informations pertinentes, à des outils et à des possibilités de partage — un élément clé du travail de renforcement des capacités. • Faciliter le mécanisme de dialogue entre les intervenants gouvernementaux et non gouvernementaux au niveau national. • Soutenir les partenaires nationaux dans la collecte, l'analyse et l'utilisation des données sur le contexte national de la VÉFF pour pouvoir élaborer des politiques fondées sur des données probantes. • Soutenir les partenaires nationaux dans l'élaboration de programmes de formation spécifiques au contexte pour les prestataires de services 	<p>Les interventions d'UNIFEM sur la VÉFF au Maroc ont abordé, à des degrés divers, les quatre résultats opérationnels à court/moyen terme et les trois résultats à moyen/long terme décrits dans le modèle des résultats préliminaires en annexe du rapport initial d'évaluation³⁶⁵. Cependant, le modèle des résultats ne fait pas de distinction entre résultats à court terme et résultats à moyen terme, alors que les interventions d'UNIFEM au Maroc ont produits aussi des résultats à court terme qui sont importants pour comprendre le processus de changement entrepris dans le pays.</p> <p>Les interventions d'UNIFEM ont ciblé la violence domestique. D'autres formes de violence (par exemple violence économique et mariages forcés) ont aussi été abordées, mais dans une moindre mesure. UNIFEM a adopté une approche multidimensionnelle pour l'élimination de la VÉFF à travers son intégration aux interventions en matière d'autonomisation économique des femmes. Le renforcement des</p>	<ul style="list-style-type: none"> • Le travail sur l'élimination de la VÉFF exige la capacité à travailler avec le gouvernement et les OSC, et la capacité de faciliter le dialogue entre les deux parties. • La réforme de la législation nationale est une réalisation clé sur laquelle se fondent d'autres réalisations de la lutte contre la VÉFF. • Le Ministère de l'Éducation, le Ministère de la Justice et les leaders religieux sont des acteurs nationaux clés du changement en faveur de l'élimination de la VÉFF. • Une pression continue sur le gouvernement pour amender la législation repose sur la capacité du mouvement des femmes à s'allier avec d'autres OSC. • Changer les attitudes et les comportements exige une sensibilisation auprès des ministères et des hauts décideurs. • Pour être efficace, la réponse nationale à la VÉFF doit être coordonnée et multisectorielle. • Les connaissances individuelles et collectives sur les questions de VÉFF sont à la base du travail d'influence des normes sociales et institutionnelles, et sont fondamentales pour

³⁶⁵ Voir l'annexe VII

Dimension	Stratégies/Types d'interventions d'ONU Femmes au Maroc	Liens avec les résultats décrits dans le cadre logique reconstruit des résultats (voir encadré)	Hypothèses sous-jacentes implicites au travail sur la VÉF au Maroc et ses risques
		capacités des ONG et du gouvernement apparaît être l'approche la plus utilisée par UNIFEM au Maroc pour travailler sur la thématique de la VÉFF.	introduire des changements de comportement. <ul style="list-style-type: none"> • L'accès à des données fiables sur l'ampleur et les formes de VÉFF améliore l'efficacité du travail de plaidoyer auprès du gouvernement.
Coordination des agences des Nations Unies	Coordination au sein du programme Tamkine par une approche multisectorielle pour lutter contre la VÉFF.	<ul style="list-style-type: none"> • Contribution à l'amélioration de la coordination à court terme par des activités d'élimination de la VÉFF et des investissements du système des Nations Unies. • Aucune contribution visible de renforcement durable dans le temps de la <i>responsabilité</i> du système des Nations Unies à cet égard. 	<ul style="list-style-type: none"> • La coordination inter-agences exige de fortes ressources financières et humaines. • Sensibiliser davantage les agences de l'ONU. • Il y a concurrence entre les agences de l'ONU pour obtenir des ressources limitées. • Le renforcement des capacités des OSC en matière de suivi et d'évaluation des politiques publiques est un élément clé pour continuer à demander des comptes au gouvernement.
Normative	<ul style="list-style-type: none"> • Promouvoir les connaissances et le recours à la CÉDEF auprès des intervenants nationaux. • Faciliter la participation à des forums mondiaux, à la Commission de la condition de la femme (CCF) pour alimenter ou soutenir des processus nationaux. 	Recourir à la CÉDEF pour guider le travail d'ONU Femmes et des partenaires nationaux.	

Annexe I. Groupe national de référence

Amina Slimani Ministère de Solidarité de la Femme de la Famille et du Développement Social

Samira Elmarzgioui, Ministère de la Santé

Représentant du CNDH

Kamal Alami, ONUSIDA

Représentant de l'UNFPA

Représentant de l'UNDP

Annexe II. Liste des documents consultés

Documents d'UNIFEM/ONU Femmes

- Conseil d'administration de l'Entité des Nations Unies pour l'égalité des sexes et l'autonomisation des femmes. « Structure régionale : incidences administratives, budgétaires et financières et plan de mise en œuvre. Rapport de la Secrétaire générale adjointe/Directrice exécutive ». 18 septembre 2012. Disponible à l'adresse : <http://www.unwomen.org/wp-content/uploads/2012/10/UNW-2012-10-Regional-Architecture-FR.pdf>
- UNIFEM. « Sub-Regional Strategy for North Africa, 2008-2010 ».
- ONU Femmes. "Inventory of United Nations system activities to prevent and eliminate violence against women." February 2012. Disponible à l'adresse : <http://www.un.org/womenwatch/daw/vaw/v-inventory.htm>

Documents relatifs aux projets d'UNIFEM/ONU Femmes et du Fonds d'affectation spéciale des Nations Unies pour l'élimination de la violence à l'égard des femmes

- « Appui aux Sections de la famille pour la mise en œuvre du Code de la famille (2007-2009) » : document de projet, rapport final, rapport d'évaluation, rapport final à l'Agence catalane de coopération au développement.
- « Appui à l'application du Code de la famille par la facilitation de l'accès des femmes aux services de la justice (2010-2013) » : document de projet, rapport de l'atelier sur le suivi de l'état d'avancement, rapport annuel octobre 2010- décembre 2011, rapport de la réunion du Comité de Pilotage.
- « Promotion des droits humains des femmes et de leur rôle dans le processus de justice transitionnelle au Maroc (2007-2009) » : document de projet, rapport final, rapport d'évaluation, étude « Gender and transitional justice: modelling the Moroccan experience ».
- « Renforcement de la mise en réseau et du plaidoyer des Centres d'écoute pour les femmes victimes de violence au Maroc et en Algérie (2010-2012) » : document de projet, rapport d'activités 2eme semestre, rapport final mars 2010-août 2012, étude « Les violence fondées sur le genre au Maroc : Mariage des mineurs et partage des biens acquis pendant le mariage : lacunes du texte et difficultés de l'application ».
- Réseau National des Centres d'écoute des Femmes Victimes de Violences. « Les violences fondées sur le genre au Maroc: Mariage des mineures et partage des biens acquis pendant le mariage : lacunes du texte et difficultés de l'application ». Mai, 2012.
- « Égalité de genre en matière successorale (2008- 2011) » : document de projet, rapport final mai 2008-février 2011.
- « Plaidoyer pour l'institutionnalisation des foyers d'accueil pour femmes victimes de violence (2009-2010) » : document de projet, rapport narratif final 2009-2010, étude de faisabilité et précision des approches pour l'hébergement des femmes victimes de violences.
- « Mise en œuvre sur le terrain de l'enquête sur la prévalence de la violence à l'égard des femmes au Maroc (2009) » : document de projet.

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- Haut-Commissariat au Plan. « La violence à l'égard des femmes au Maroc 2009. Rapport de synthèse ».
 - « Formation du personnel d'enquête pour la collecte de données relatives à la violence à l'égard des femmes (2009) » : document de projet.
 - « Évolution et expérimentation du SIC gendérisé (Version V3gbis) dans le but de le répandre (2010-2011) » : termes de référence, présentation « Évolution et Expérimentation du SIC Gendérisé. Expérimentation dans 5 communes de la province d'Ouarzazate »
 - « Programme Global UNIFEM sur la budgétisation sensible au genre, Phase III | Composante Maroc : « Le processus budgétaire national reflète de manière effective l'égalité de genre » (2010-2012) » : document de projet, Revue stratégique du Programme « Budgétisation Sensible au Genre au Maroc – Phase III ».
 - « Printemps de la Dignité: Pour une législation pénale qui protège les femmes contre la discrimination et la violence (2010-2011) » : document de projet, rapport final avril 2010-décembre 2011.
 - « Pour une autonomie économique des FVV (2009) » : document de projet, rapport narratif, juillet 2009-juin 2010.
 - « Mise en place d'un Fonds d'appui aux Activités Génératrices de Revenu Économique pour Femmes Victimes de Violences Fondées sur le Genre (FVVFG) » : document de projet, rapport narratif et financier.
 - « Campagne nationale pour la régularisation des mariages (2010) » : document de projet, rapport narratif, septembre 2010.
 - « Caravanes sociales et campagnes nationales pour l'application du Code de la famille et contre les mariages des mineurs (2011) » : document de projet, rapport final des Fonds d'appui aux programmes ONUSIDA 2010 /2011.
 - « Renforcement de compétences des ONG de défense des droits des femmes au Maroc dans la lutte contre le VIH/sida et le plaidoyer pour le suivi des engagements nationaux dans le domaine (2010-2011) » : document de projet, rapport narratif.
 - « Appui à la prévention de la violence fondée sur le genre auprès des femmes professionnelles du sexe bénéficiant des prestations de l'ALCS (2010-2011) » : document de projet, rapport d'activités juin 2010-mai 2011.
 - « Une approche globale de la lutte contre la traite des êtres humains en Jordanie, en Égypte et au Maroc (2009-2012) » : document de projet.
 - « Défense des droits des mères célibataires et des petites filles employées comme domestiques (2008-2011) » : document de projet, rapports de progression annuels 2009, 2010 et 2011.

Autres documents

- Virginie Dayde et Hicham Hantar. « Rapport d'évaluation finale du programme conjoint multisectoriel de lutte contre les violences fondées sur le genre par l'autonomisation des femmes et des filles au Maroc – Tamkine », 11 juillet 2012.
- Présentation « TAMKINE - Programme conjoint multisectoriel de lutte contre les violences fondées sur le genre par l'autonomisation des femmes et des filles au Maroc »
- Nations Unies. Plan-cadre des Nations Unies au Maroc 2007-2011. Bilan commun de pays, mars 2006

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 - Conseil national des droits de l'homme, *Vers la mise en place de l'Autorité pour la parité et la lutte contre toutes formes de discrimination*, Novembre 2011. Disponible à l'adresse: www.ccdh.org.ma/IMG/pdf/RapportVFNum.pdf
 - Khalid Lahsika, Baptiste Buob, « Rapport d'évaluation du projet Promotion des droits de la personne des femmes et de leur rôle dans le processus de justice transitionnelle au Maroc, », janvier 2010
 - Royaume du Maroc. Secrétariat Général du Gouvernement. « La Constitution. Edition 2011 ». Série « Documentation juridique marocaine ». Disponible à l'adresse: www.sgg.gov.ma/constitution_2011_Fr.pdf
 - Onfp, Enquête nationale sur la violence à l'égard des femmes en Tunisie. Décembre 2010. Disponible à l'adresse: <http://sgdatabase.unwomen.org/uploads/Enquete%20sur%20VAW%20-%202010.pdf>
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- Division for the Advancement of Women. Convention on the Elimination of All Forms of Discrimination against Women: <http://www.un.org/womenwatch/daw/cedaw/reservations.htm>
- « Institutions sociales et Égalité homme-femme » pour 2012 et 2009: <http://genderindex.org/country/>
- <http://www.larousse.fr/encyclopedie/autre-region/Maghreb/131068>
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- Banque mondiale 2011: <http://donnees.banquemondiale.org/pays/maroc>
- Site web de l'Instance Équité et Réconciliation. Disponible ici : http://www.ier.ma/article.php3?id_article=147
- « Institutions sociales et Égalité homme-femme » sur l'Algérie, à l'adresse: <http://genderindex.org/country/algeria>

Annexe III. Parties prenantes consultées

Organisation	Rôle/Poste	Mode de consultation
ONU Femmes		
Bureau multipays Maghreb	Représentant	Entretien individuel
Bureau multipays Maghreb	Coordinateur de programme/Accès des femmes à la justice	Entretien individuel
Bureau multipays Maghreb	Point focal pour l'évaluation	Entretien individuel
Bureau multipays Maghreb	Analyste de programmes — VÉF	Entretien de groupe
Bureau multipays Maghreb	Jeune experte associée — VÉF	Entretien de groupe
Bureau multipays Maghreb	Responsable Reporting & Communication	Entretien de groupe
Partenaires/Parties prenantes au Maroc		
Équipe de pays des Nations Unies (UNTC)/Autres entités des Nations Unies		
UNICEF	Chef de projet	Entretien de groupe
OIT	Coordonnatrice du Programme international pour l'abolition du travail des enfants	Entretien de groupe
ONUSIDA	Directeur pays	Entretien de groupe
FNUAP	Point focal — Genre	Entretien de groupe
PNUD	Gouvernance et droits de la personne Conseiller de programme	Entretien de groupe
Gouvernement national		
Conseil national des droits de la personne	Chef de service — Collectif Droits	Entretien de groupe
Conseil national des droits de la personne	Chef de division — Réparation communautaire	Entretien de groupe
Ministère de la Solidarité, de la Femme, de la Famille et du Développement Social	Chef de service — Direction des affaires féminines	Entretien individuel
Ministère de la Solidarité, de la Femme, de la Famille et du Développement social	Ancienne ministre	Entretien individuel
Haut Commissariat au Plan	Ingénieur en chef — Direction des Statistiques	Entretien individuel
Ministère des Affaires étrangères et de la Coopération	Chef de service — Agences de financement du développement	Entretien de groupe
Ministère des Affaires étrangères et de la Coopération	Chef de division — Systèmes des NU pour le développement	Entretien de groupe
Ministère de la Santé	Service de la violence à l'égard des femmes et des enfants	Entretien individuel
Ministère de la Justice et des Libertés	Magistrat chargé des affaires	Entretien individuel

Organisation	Rôle/Poste	Mode de consultation
	féminines et de l'enfant	
Ministère de la Justice et des Libertés	Directeur, Département des études, de la Coopération et de la Modernisation	Entretien individuel
Ministère de l'Économie et des Finances	Directeur des Études et de la Prévision financière	Entretien individuel
ONG/Organisations de la société civile		
Coalition du Printemps de la Dignité	Coordonnateur	Entretien individuel
Association Marocaine de lutte contre la Violence à l'Égard des Femmes (AMVÉF)	Membre	Entretien individuel
Association Initiatives pour la Protection des Droits de la Femme (IPDF)	Président	Entretien individuel
Fondation Ytto	Président et Trésorier	Entretien de groupe
Association Démocratique des Femmes du Maroc (ADMF)	Membre du Comité exécutif	Entretien individuel
INSAF	Président et Chef de la Division Mère-Enfant	Entretien de groupe
Autres répondants		
Fundación Euroarabe	Académicienne/anthropologue	Entretien individuel
Expert indépendant	Expert	Entretien individuel
Expert indépendant	Expert	Entretien individuel
Parlement	Députée	Entretien individuel
Médias	Journaliste	Entretien individuel

Annexe IV. Méthodologie de l'étude de cas et matrice d'évaluation

But

Comme stipulé dans le rapport initial, le but de ces visites de terrain dans les pays est de fournir des aperçus détaillés et en contexte des deux volets « passé » et « futur » de l'évaluation. Le premier comprend la collecte d'informations sur ce qui a été accompli à ce jour sur le plan de l'EVÉF, les contributions des prédécesseurs d'ONU Femmes aux avancées dans le pays concerné (notamment les questions concernant les liens entre les travaux opérationnels spécifiques accomplis dans le pays, la coordination et le travail normatif régional/mondial) ; ainsi que les enseignements propres au contexte. La deuxième perspective passera en revue les facteurs qui déterminent le positionnement stratégique actuel d'ONU Femmes en matière de travaux connexes sur les VÉF dans chaque pays, et étudie les besoins et les attentes du personnel du bureau du pays (ou de la région) et des autres agences de l'ONU par exemple, en matière d'orientation et de soutien/financement.

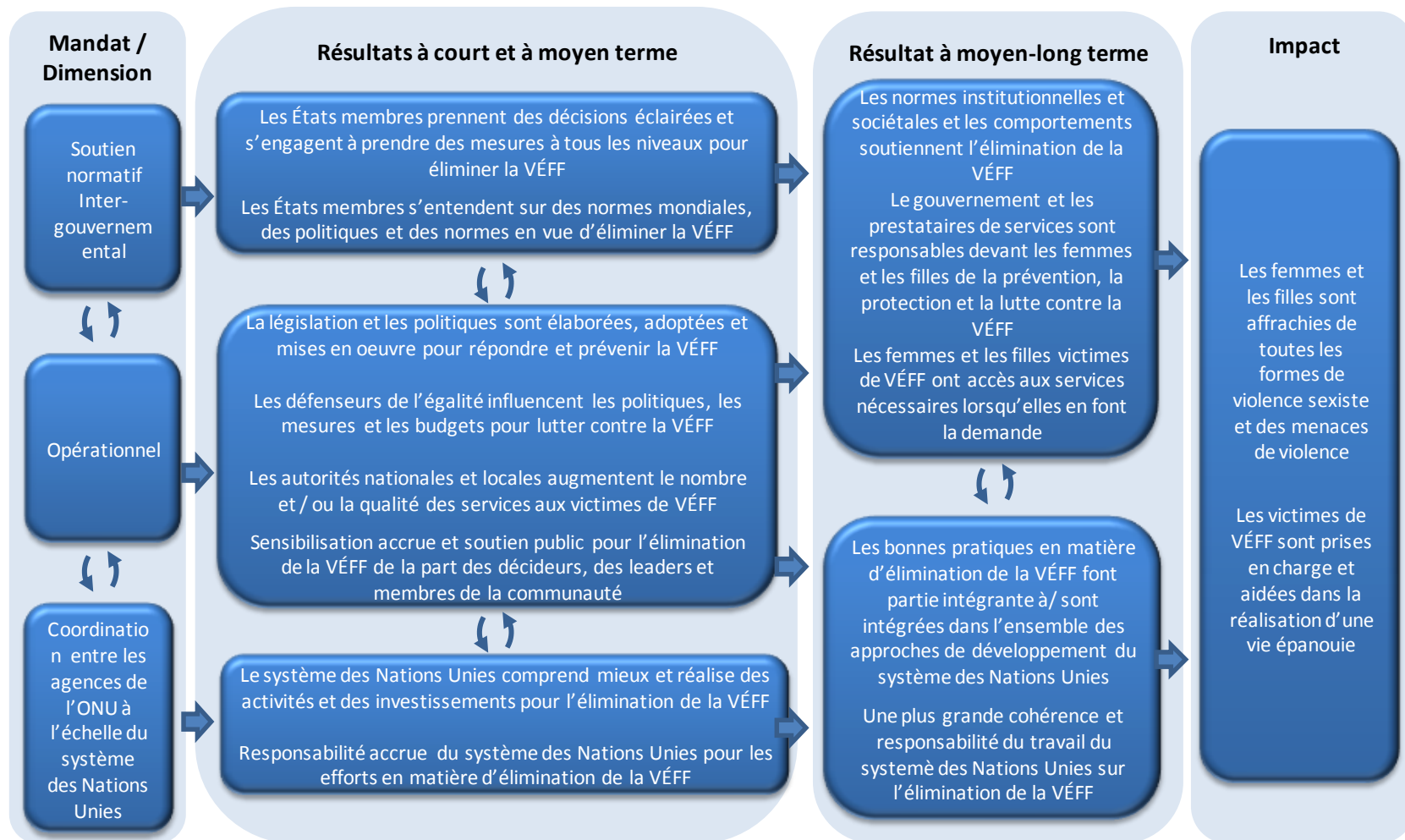
Approche

Les études de cas ont pour but de contribuer aux sous-questions d'évaluation secondaires spécifiques, comme indiqué dans la matrice d'évaluation du rapport initial. La répartition précise des axes de recherche qui s'applique à chaque pays, et ses contributions respectives sont indiquées ci-après. Ces éléments ont été utilisés pour élaborer les instruments de collecte de données.

MÉTHODES/ AXES DE RECHERCHE	Études de cas					
	Registres nationaux	Observation	Entretiens ONU Femmes	Entretiens Gouv. national	Entretiens ONU CMT	Discussion OSC Entretiens ou discussion
QUESTIONS D'ÉVALUATION						
1) Pour la période 2008-2011, quelle a été la contribution à l'élimination de la violence à l'égard des femmes des entités antérieures à ONU Femmes ? Quels sont les enseignements ?						
1.1 Au cours de la période 2008-2011, comment les facteurs contextuels et environnementaux ont-ils affecté ou influencé le travail sur la VÉFF des prédécesseurs d'ONU Femmes ?	√		√	√		√
1.2 Que dire de la pertinence et de la réactivité du travail des prédécesseurs d'ONU Femmes dans le cadre des engagements et priorités mondiaux, régionaux et nationaux, y compris au sein de l'ONU ?			√	√	√	√
1.3 Quelles ont été les grandes contributions des entités prédécesseurs d'ONU Femmes dans l'atteinte des résultats nationaux sur la prévention de la violence à l'égard des femmes et l'expansion de l'accès aux services à l'échelle nationale ?	√		√	√		√
1.5 Quels ont été les grandes contributions des entités prédécesseurs d'ONU Femmes aux résultats en ce qui concerne la coordination des efforts connexes à l'EVÉF à l'intérieur (et à l'extérieur) du système de l'ONU ?	√	√	√	√	√	√
1.6 Dans quelle mesure les résultats au niveau mondial, régional et national réalisés avec le soutien des prédécesseurs d'ONU Femmes sont			√	√		√

MÉTHODES/ AXES DE RECHERCHE	Études de cas					
	Registres nationaux	Observation	Entretiens ONU Femmes	Entretiens Gouv. national	Entretiens ONU CMT	Discussion OSC Entretiens ou discussion
QUESTIONS D'ÉVALUATION						
susceptibles de perdurer au fil du temps ?						
1.7 Quelles sont les implications des résultats obtenus sur le plan de l'EVÉF à ce jour et les enseignements vis-à-vis du travail actuel et futur d'ONU Femmes dans ce domaine ?			√	√	√	√
2. Quels ont été et quels sont les points forts et les faiblesses organisationnelles d' ONU Femmes et les enseignements de ses prédécesseurs dans la planification, la mise en œuvre, le suivi et l'évaluation de leurs travaux réalisés en matière d'EVÉF ?						
2.1 Quels ont été les points forts et les faiblesses organisationnelles stratégiques des prédécesseurs d'ONU Femmes dans la conception, la mise en œuvre, le suivi et l'évaluation des interventions liées à l'EVÉF ?	√	√		√		√
3. Dans quelle mesure l' ONU Femmes s'est-elle stratégiquement positionnée de façon à bien prévenir et intervenir face aux VÉF dans des contextes mondial, régional et national ?						
3.1 Quels ont été les principales évolutions dans les contextes, mondial, régional, national et de l'ONU depuis la création d'ONU Femmes, et en quoi ont-elles (positivement ou négativement) influencé la capacité d'ONU Femmes à remplir ses rôles normatif, opérationnel et de coordination par rapport à l'EVÉFF ?	√		√	√		√
3.2 Quels progrès ONU Femmes a-t-elle accomplis à ce jour dans la définition claire et l'exécution de son mandat en matière d'EVÉF en conformité avec ses dimensions normatives, opérationnelles, et de coordination ?	√		√		√	

Annexe V. Modèle de résultats préliminaires³⁶⁶



³⁶⁶ Tel qu'indiqué dans le rapport initial d'évaluation.

Annexe VI. Description des projets appuyés par UNIFEM pendant la période 2008-2011

Appui direct au projet

Appui aux Sections de la famille pour la mise en œuvre du Code de la famille (2007-2009), contribution d'UNIFEM de 782 802 \$, sur un budget total de 1 678 486 \$: Dans le cadre de la réforme du Code de la famille, le projet, mené par le Ministère de la Justice (MJ) avec l'appui d'UNIFEM, du PNUD, de l'UNICEF et de l'Agence catalane de coopération au développement avait pour but d'améliorer la qualité de la réponse aux justiciables et d'assurer une juste application du Code qui puisse respecter l'intégrité des droits humains des femmes et ainsi combattre toutes les formes de violences à l'égard des femmes.

Les résultats attendus étaient : 1) la mise en place d'un mécanisme de médiation et de conciliation dans les Sections de la famille participantes; 2) l'établissement d'un fonds pilote d'aide aux enfants des femmes divorcées permettant de faciliter l'obtention de la pension alimentaire; 3) l'accord de la part des différents acteurs sur une proposition de révision du mode de fixation des pensions alimentaires et du calcul du partage des biens ; 4) la mise en place d'un système de gestion informatisé de l'information dans les Sections de la famille; et 5) la mise en place d'une cellule de formation spécialisée dans la formation continue pour les cadres du Ministère et les Sections de la famille.

Selon le rapport d'évaluation du projet (CREADH 2011), plusieurs réalisations ont été atteintes. D'abord, la création d'un comité technique a joué un rôle crucial pour la bonne maîtrise du projet. Ensuite, le recrutement de travailleuses sociales s'est révélé une réelle valeur ajoutée dans la mise en œuvre du Code de la famille et la fonction d'assistance sociale a été généralisée aux autres Sections de la famille. De plus, les études réalisées et les actions de partage/diffusion ont permis de développer un nombre important d'outils de travail appropriés pour la réalisation des produits du projet. En outre, un plan de formation a été élaboré par la cellule de formation spécialisée en formation continue. En somme, on note que le projet a créé une dynamique positive au sein du Ministère de la Justice et des sections pilotes et que les autres sections non couvertes devraient bénéficier des leçons tirées de cette expérience pilote.

Appui à l'application du Code de la famille par la facilitation de l'accès des femmes aux services de la justice (2010-2013) contribution d'UNIFEM/ONU Femmes non spécifiée : En suivi au projet précédent (Appui aux Sections de la famille pour la mise en œuvre du Code de la famille), UNIFEM/ONU Femmes est en train d'appuyer le Ministère de la Justice et le Ministère de la Solidarité, de la Femme, de la Famille et du Développement social (MDSFS) dans le renforcement de la gouvernance démocratique du Ministère de la Justice pour améliorer sa prestation de services en direction des justiciables, notamment les femmes, dans le cadre de l'application du Code de la famille. Les résultats attendus sont : 1) des mécanismes institutionnels consolidés, mis en place, fonctionnels et efficaces avec un système de suivi et d'évaluation de la mise en œuvre du Code et assurant une rétroaction au niveau des politiques des différents niveaux; 2) un meilleur accès aux services des Sections de la famille pilotes et les informations et les procédures en matière d'application du Code de la famille pour les femmes.

Dans le rapport de la réunion du comité de pilotage (octobre 2011), on note les progrès suivants vers les résultats escomptés: la réalisation de plusieurs études; la formation de différents acteurs (personnel ministériel, juges, greffiers, etc.) à travers plusieurs ateliers; l'appui au développement d'un plan d'action pour la Division de la justice de la famille, des mineurs et des incapables en matière de mise en œuvre du Code de la famille intégrant la stratégie de collecte de données; l'appui au travail de recherche du MDSFS; et l'élaboration d'un guide pratique d'intervention sociale en matière de justice familiale.

Promotion des droits humains des femmes et de leur rôle dans le processus de justice transitionnelle au Maroc (2007-2009) contribution d'UNIFEM non spécifiée, sur un budget total de 572 021 \$: Ce projet, confié au Conseil consultatif des droits de l'homme (CCDH), s'inscrivait dans la mise en œuvre des recommandations de l'Instance équité et réconciliation (IER) prenant en compte la question du genre et des droits humains des femmes. Le projet se donnait comme objectif d'analyser le rôle et la contribution des femmes au processus démocratique dans le but de renforcer leur participation dans les domaines de la réconciliation et de la résolution de conflit. Les principaux résultats attendus étaient : 1) la prise en compte des droits des femmes dans le processus de réparation, de réconciliation et de préservation de la mémoire; et 2) une plus grande conscience publique des droits humains des femmes.

Selon le rapport narratif et le rapport d'évaluation final, le projet a atteint les résultats fixés. En effet, le renforcement des capacités institutionnelles des cadres du CCDH et l'appui donné à ses efforts d'intégration de la dimension de genre ont mené à la création de la Commission « genre » à l'émergence d'un nouvel état d'esprit au sein du CCDH. De plus, les actions de préservation de mémoire ont rempli leur fonction symbolique et créé de nouvelles dynamiques de reconnaissance de la contribution des femmes au processus de démocratisation. Mieux encore, le projet a produit des résultats inattendus, non programmés, et entraîné un effet boule de neige autour de ses actions. Entre autres, l'opinion publique internationale a été informée grâce au film documentaire « Women on the Frontline ». Des projets sensibles au genre ont aussi été développés et exécutés dans les sites où les trois projets pilotes ont été mis en œuvre, comme un foyer d'accueil de jeunes filles à Imilchil par exemple. On note également l'initiation d'un débat au niveau de la société civile de certaines régions pour la création d'un réseau de plaidoyer pour le développement des régions ayant connu la marginalisation.

Renforcement de la mise en réseau et du plaidoyer des Centres d'écoute pour les femmes victimes de violence au Maroc et en Algérie (2010-2012) contribution d'UNIFEM/ONU Femmes non spécifiée, sur un budget total de 386 665 \$³⁶⁷ : Le projet, mis en œuvre par l'Association Démocratique des Femmes du Maroc (ADFM) et le Centre d'Information et de documentation sur les Droits de l'Enfants et de la Femme (CIDDEF) avec le support d'UNIFEM/ONU Femmes, prévoyait de contribuer à l'amélioration de la prise en charge des femmes victimes de violence par le renforcement du pouvoir des femmes et la sensibilisation des institutions publiques au phénomène des violences fondées sur le genre dans les régions de Rabat-Casablanca-Kenitra, Oriental, Nord, Centre Fez-Meknès, Sud-Marrakech, Sud est –Errachidia. Les résultats attendus étaient : 1) l'amélioration de la prise en charge des femmes victimes de violence à travers le renforcement du pouvoir des femmes et la sensibilisation des institutions publiques au phénomène des VFG; 2) le renforcement du pouvoir des femmes et leur autonomisation pour revendiquer et faire prévaloir leurs droits; et 3) la mobilisation des acteurs au niveau local pour la prise en charge des femmes victimes de violence.

³⁶⁷ Les montants ont été calculés en utilisant le taux de change de 1 \$= EUR 0,7098 (taux change en vigueur le 21 Janvier 2010). La requête soumise à UNIFEM/ONU Femmes établit le budget total à EUR 274 455.

Selon le rapport consulté, les résultats du présent projet ont permis de consolider les résultats obtenus lors de la première phase d'appui au réseau ANARUZ, notamment en ce qui concerne la continuité des efforts et des actions des membres du réseau ANARUZ pour institutionnaliser la lutte contre les violences à l'égard des femmes et des filles (LCVFF). En particulier, le rapport final indique que cette seconde phase a permis de renforcer les liens entre les membres du réseau via l'organisation de 26 rencontres/ateliers de débats et de concertation. Ensuite, la production des 3e et 4e rapports sur les violences fondées sur le genre a marqué le lancement d'une campagne de plaidoyer au niveau local et régional en faveur de l'institutionnalisation de la LCVFF et la mise en place de chaînes de prise en charge de femmes victimes de violences. Finalement, la visibilité du réseau ANARUZ s'est améliorée grâce à l'organisation de séminaires d'information et de communication au niveau national et régional, permettant une meilleure sensibilisation sur les violences fondées sur le genre auprès des acteurs locaux.

Financement de base

Égalité de genre en matière successorale (2008- 2011) contribution d'UNIFEM (et budget total) de 66 584 \$³⁶⁸ : Ce projet, mis en œuvre par l'Association Démocratique des Femmes du Maroc (ADFM), s'inscrit dans la continuité d'une première phase complétée entre 2006 et 2008. Dans sa globalité, le projet visait l'égalité successorale. En particulier, la deuxième phase du projet avait pour objectifs d'approfondir l'argumentaire, de mettre en place et de renforcer la coalition, et d'élaborer une stratégie de plaidoyer. Lors de l'élaboration du projet, les résultats attendus ont été identifiés comme étant : 1) une réflexion approfondie autour d'un argumentaire en faveur de l'égalité successorale; 2) la création d'une coalition d'ONG de droits des femmes et de droits humains pour la mobilisation et le plaidoyer de l'égalité de genre en matière successorale; et 3) l'élaboration de la stratégie du plaidoyer de la coalition.

Les principaux résultats obtenus indiqués dans le rapport final ont été la tenue d'ateliers de discussion portant sur l'égalité successorale et la réalisation d'une étude sociologique sur les pratiques de contournement de la loi successorale. De plus, les capacités des membres de l'ADFM et de certaines ONG ont été renforcées. Enfin, un recueil rassemblant différentes études et réflexions sur la thématique dans ses différents aspects a été publié et diffusé en vue de susciter un débat social autour de la question.

Le programme conjoint multisectoriel de lutte contre les violences fondées sur le genre par l'autonomisation des femmes et des filles au Maroc (Tamkine) (2008 -2012) contribution d'UNIFEM de 2 443 155 \$, sur un budget total de 8 400 000 \$: Ce programme est le fruit de la collaboration de 13 départements ministériels, 8 organismes des Nations Unies, et 60 organisations de la société civile. Le programme conjoint avait deux axes stratégiques : i) l'appui à l'institutionnalisation du genre et des droits humains des femmes dans les politiques nationales et programmes de développement, et ii) la territorialisation des politiques nationales sensibles au genre dans 6 régions identifiées avec la mise en place: (a) de chaînes multisectorielles de prise en charge des femmes et des filles violentées ; (b) d'espaces multifonctionnels pour l'autonomisation des femmes et des filles et (c) de campagnes de sensibilisation et d'éducation pour une culture égalitaire.

³⁶⁸ Le montant a été calculé en utilisant le taux de change de 1 \$ = MAD 7.3892 (taux change en vigueur le 19 Mai 2008). La requête soumise établit la contribution d'UNIFEM à MAD 492000.

Dans le cadre du programme Tamkine, UNIFEM a appuyé les projets suivants :³⁶⁹

- Plaidoyer pour l'institutionnalisation des foyers d'accueil pour femmes victimes de violence (2009-2010) contribution d'UNIFEM non spécifiée, sur un budget total de 43 394 \$³⁷⁰ : Ce projet, entrepris par l'Association Marocaine de lutte contre la Violence à l'Égard des Femmes (AMVÉF), visait le développement de mesures pour la création de centres d'accueil pour les femmes victimes de violence en capitalisant sur les recommandations des ONG féminines et des centres pour les femmes survivantes de violence. Le résultat attendu était la création d'un cadre de référence pour l'accueil et l'hébergement des femmes survivantes de violence à être utilisé dans la prise de décision des agents impliqués dans le combat de la violence fondée sur le genre. À cet effet, l'« Étude de faisabilité et précision des approches pour l'hébergement des femmes victimes de violences » a été conduite. Celle-ci a entre autres permis un partage de connaissance sur les notions et les définitions de la violence faite aux femmes. Elle a aussi permis le partage du savoir en matière d'approches d'interventions auprès des femmes et de lutte contre les violences aux femmes.
- Mise en œuvre sur le terrain de l'enquête sur la prévalence de la violence à l'égard des femmes au Maroc (2009) contribution d'UNIFEM de 207 044 \$, sur un budget total de 597 464 \$³⁷¹ : La mise en œuvre de l'enquête avait pour objectif de collecter des données viables et détaillées pour les diffuser dans le cadre de la revue des politiques publiques en matière de lutte contre la violence faite aux femmes et aux jeunes filles au Maroc. Le résultat final se manifeste sous la forme d'un rapport détaillé sur la prévalence et la nature de la violence à l'égard des femmes au Maroc, mais aussi de données sociodémographiques générales sur les femmes marocaines.
- Formation du personnel d'enquête pour la collecte de données relatives à la violence à l'égard des femmes (2009) contribution d'UNIFEM et budget total de 29 018 \$: Dans le cadre de l'enquête nationale sur la prévalence de la violence à l'égard des femmes réalisée par le Haut-Commissariat au Plan, les enquêteurs ont été formés à la conduite d'entretiens pour qu'ils soient menés avec une méthodologie adaptée à ce sujet. Cette formation visait à sensibiliser les enquêteurs au genre et à la méthode sociologique pour le recueil des données nécessaires à l'enquête.
- Évolution et expérimentation du SIC gendérisé (Version V3gbis) dans le but de le répandre (2010-2011) contribution d'UNIFEM non spécifiée, sur un budget de 111 221 \$³⁷² : Ce projet avait pour but de déployer, dans 6 régions pilotes, un système d'information communale (SIC) qui soit sensible au genre pour récolter de l'information sur des indicateurs pertinents et qui puisse orienter la programmation et l'allocation des ressources pour favoriser l'autonomisation des femmes et des jeunes filles et l'élimination de la violence fondée sur le genre. Le projet a finalement couvert 5 communes, soit Ouisselsate, Siroua, Iznagen, Taznakhte et Ghassate, et les résultats ont été analysés et les superviseurs de l'équipe et leaders communaux ont été formés sur l'analyse des résultats des enquêtes. Enfin, ces résultats ont été présentés lors d'un atelier au niveau local.

³⁶⁹ L'appui d'UNIFEM dans le cadre du programme Tamkine a également consisté à financer l'étude menée par l'ADFM sur le Code pénal (17 000 \$), le soutien au Ministère de la Solidarité, de la Femme, de la Famille et du Développement social (570 000 \$), une enquête sur l'utilisation du temps (575 000 \$), des activités de production, de communication et de sensibilisation (80 000 \$) et l'opérationnalisation du processus de planification, de programmation et de budgétisation sensible au genre pour la lutte contre les violences faites aux femmes et aux filles (375 000 \$).

³⁷⁰ Le montant a été calculé en utilisant le taux de change de 1 \$ = MAD 7,9504 (taux de change en vigueur le 1 Juin 2009). La requête soumise établit le budget total à MAD 345 000.

³⁷¹ Le montant a été calculé en utilisant le taux de change de 1 \$ = MAD 8,56 donné dans le document du projet.

³⁷² Le montant a été calculé en utilisant le taux de change de 1 \$ = MAD 7.6289 (taux change en vigueur le 1 Juin 2009). La requête soumise établi budget total à MAD 848 500.

- Programme Global UNIFEM sur la budgétisation sensible au genre, Phase III | Composante Maroc : « Le processus budgétaire national reflète de manière effective l'égalité de genre » (2010-2012) contribution d'UNIFEM non spécifiée, sur un budget total de 840 089 \$: La composante Maroc du programme budgétisation sensible au genre (BSG) Phase III d'UNIFEM qui s'inscrit dans le cadre du programme Tamkine, visait la mobilisation des ressources en faveur de la lutte contre la violence à l'égard des femmes. À ce titre, un lien étroit au niveau sectoriel avec les départements qui interviennent dans ce domaine a été préconisé pour maximiser l'impact des ressources disponibles. On attendait du processus que la formulation du budget national intègre de manière effective l'égalité de genre à travers : 1) l'application des approches alternatives et des outils de la BSG de façon rigoureuse; et 2) l'amélioration de l'appui politique, technique et financier aux efforts de BSG. D'après la revue stratégique du programme (décembre 2012), l'une des principales réalisations de la phase III du programme BSG a été la poursuite de l'amélioration en termes quantitatif et qualitatif du contenu du Rapport Budget Genre. De plus, le programme a mené à la création du Collectif des ONG en faveur de la BSG, ce qui a renforcé le processus participatif. Cependant, la mise en œuvre de deux initiatives dans le cadre de l'intégration de la programmation budgétaire axée sur les résultats et sensible au genre a été retardée du fait des élections et ensuite du changement de gouvernement. Enfin, dans le cadre du programme global, un système de gestion des connaissances a été créé, ce qui a permis de diffuser l'expérience marocaine en matière de BSG.
- Mise en place d'un Fonds d'appui aux Activités Génératrices de Revenu Économique pour Femmes Victimes de Violences Fondées sur le Genre (FVVFG) : Consultations et Outils (2010-2011) contribution d'UNIFEM/ONU Femmes de 42 199 \$, sur un budget total de 62 621 \$³⁷³ : Dans le but de démarrer un fonds spécifique d'appui aux AGRE, ce projet, porté par l'IPDF et faisant suite au projet antérieur, visait à rapprocher les principaux acteurs régionaux pour le développement d'une compréhension commune en matière de lutte contre la précarité par l'autonomisation économique des FVVFG. De même, il proposait de renforcer les capacités institutionnelles du centre multifonctionnel Batha pour l'autonomisation des femmes de l'IPDF pour l'amélioration de l'efficacité du suivi et accompagnement des FVVFG et leur insertion économique. Le projet prévoyait : 1) le développement d'une compréhension commune entre l'IPDF et les principaux acteurs régionaux en matière de lutte contre la précarité par l'autonomisation économique des FVVFG; 2) le développement des capacités des membres de l'IPDF pour qu'ils puissent intervenir de façon efficace en matière de suivi et d'accompagnement dans l'insertion économique.

Selon le rapport final et financier, des changements de connaissance ont été atteints suite à l'ensemble des consultations, des tables rondes de concertation et de l'atelier de restitution, ainsi les acteurs concernés ont maintenant une meilleure compréhension de la relation dangereuse entre la violence à l'égard des femmes, la pauvreté et les pouvoirs des femmes. Les changements de connaissance apparaissent dans : i) la proposition par les acteurs de faire partie de la chaîne des services externe du centre Batha, ii) la proposition de mettre en place un comité impliquant l'ensemble des acteurs afin d'aborder de manière globale et concertée le suivi de l'autonomisation économique des entrepreneures potentielles, iii) l'élaboration d'un plan d'action concerté impliquant état, société civile et secteur privé, et iv) la mise en place d'un mécanisme de concertation. De plus, les connaissances des intervenants ont été enrichies. Ceux-ci maîtrisent maintenant le contenu des outils.³⁷⁴

³⁷³ Les montants ont été calculés en utilisant le taux de change de 1 \$ = MAD 8.1772 (taux change en vigueur le 1 Octobre 2010). La requête soumise à ONU Femmes établit la contribution d'ONU Femmes à MAD 345 070 et le budget total à MAD 512 070.

³⁷⁴ Suite à ce projet, le « fonds d'appui aux activités génératrices de revenu » a été créé. ONU Femmes a soutenu l'IPDF dans la création de ce fonds pour la période 2011-2012, qui n'est pas prise en considération dans cette évaluation.

Suite à ce projet, l'IPDF a demandé et obtenu du soutien additionnel d'ONU Femmes Bureau multipays Maghreb pour l'opérationnalisation du fonds d'appui aux AGRE (appelé « Fonds Attahadi ») et pour l'accompagnement des femmes victimes de violences basées sur le genre, usagères du centre Batha, dans leur processus d'autonomisation psychosociale et économique. Parmi les résultats les plus importants de ce troisième projet, le rapport final mentionne le lancement du Fonds Attahadi, l'accompagnement psychologique, juridique, social et économique de femmes victimes de violence fréquentant le Centre Batha, et l'identification par 21 femmes du centre de leur projet d'AGRE qui sera financé par le fonds.

Printemps de la Dignité: Pour une législation pénale qui protège les femmes contre la discrimination et la violence (2010-2011) contribution d'UNIFEM non spécifiée, sur un budget total de 31 434 \$: Ce projet, mis en œuvre par l'Association Démocratique des Femmes du Maroc (ADFM), voulait appuyer et renforcer la Coalition Printemps de la Dignité pour lui permettre de mener à bien son plaidoyer en faveur de la refonte de la législation pénale marocaine. Les résultats escomptés visaient deux niveaux, à savoir l'interne et l'externe : 1) au niveau interne, il s'agissait particulièrement de renforcer la mise en place de la coalition; 2) au niveau externe, on cherchait à faire connaître la coalition et présenter ses revendications aux décideurs et à l'opinion publique.

Dans le rapport final, on note que les résultats les plus probants ont été la mise en place de la coalition, comptant 22 associations membres, l'élaboration d'outils de travail (charte, règlement interne, stratégie,...) et la finalisation du mémorandum. Ce mémorandum a été présenté aux ministères concernés par la réforme du Code pénal. De plus, la stratégie de plaidoyer et de communication et l'argumentaire relatif aux thèmes pouvant susciter un débat (viol conjugal, avortement, libertés individuelles) a été élaboré. En ce sens, un travail de plaidoyer en amont et de concertation a été établi avec le Ministère de la Justice en vue d'intégrer les revendications de la coalition dans le nouveau projet du Code pénal. Enfin, quatre assemblées générales ont été tenues et des associations provenant de régions différentes ont été associées, à chaque fois, aux comités de suivi élus.

Pour une autonomie économique des femmes victimes de violence (2009) contribution d'UNIFEM de 37 675 \$, sur un budget total de 64 882 \$³⁷⁵ : Ce projet, réalisé par l'association Initiatives pour la Protection des Droits des Femmes (IPDF) dans le but de démarrer un centre multifonctionnel pour la Lutte contre la violence fondée sur le Genre (Centre Batha)³⁷⁶, visait à contribuer à l'amélioration de la situation économique des femmes et jeunes filles victimes de violences basées sur le genre et à l'autonomisation de ces femmes par le renforcement de leurs capacités. Deux résultats étaient attendus par la mise en œuvre du projet : 1) l'acquisition d'un métier pour 45 femmes bénéficiaires après avoir été outillées en techniques de recherche active du travail, et la mise en place et la gestion d'activités génératrices de revenus et d'emploi (AGRE); 2) l'appui aux intervenants pour qu'ils puissent intervenir de façon efficace, concertée et complémentaire en matière de suivi et d'accompagnement dans l'insertion économique.

La réalisation du projet, selon le rapport narratif (IPDF, 2009), a permis aux femmes un meilleur accès à l'information relative à la protection des violences fondées sur le genre via des ateliers d'information et l'animation de groupes de discussion et un meilleur contrôle de leur vie en travaillant sur l'estime de soi et leur automatisation. Trente femmes ont aussi eu accès à la formation professionnelle. On indique aussi le démarrage du processus de mise en place d'AGRE pour l'ensemble des lauréates. Enfin, le projet a permis au centre de renforcer les capacités de son équipe, de disposer d'outils de formation et de savoir-faire qui pourra être utilisé ultérieurement dans le cadre des activités du centre.

³⁷⁵ Les montants ont été calculés en utilisant le taux de change de 1 \$ = MAD 7.9629 (taux de change en vigueur le 1 Juillet 2009). La requête soumise à UNIFEM établit la contribution d'UNIFEM à MAD 300 000 et le budget total à MAD 516 648.

³⁷⁶ Le centre vise à contribuer à l'amélioration des conditions de vie et de la situation des femmes victimes de violence par la mise en place et l'institutionnalisation de services d'appui et d'accompagnement des usagères dans leur processus d'autonomisation via une approche féministe globale

Campagne nationale pour la régularisation des mariages (2010) contribution d'UNIFEM de 27 666 \$³⁷⁷, sur un budget total de 100 066 \$: La Fondation Ytto a organisé, avec le financement d'UNIFEM, des campagnes dans les régions reculées du haut et moyen Atlas Marocain, ainsi que dans la banlieue et les quartiers défavorisés de Casablanca, pour sensibiliser les femmes mariées seulement par la « fatiha » et pour qui les droits ne sont pas reconnus par la législation marocaine. Le projet visait à faire appliquer au niveau local les mesures du Code de la famille pour permettre aux femmes et aux enfants d'accéder à leurs droits et pour lutter contre les violences fondées sur le genre en renforçant les capacités des femmes vulnérables. Les résultats escomptés étaient : 1) le développement des connaissances des populations des zones ciblées de leurs droits (juridiques, sociaux et économiques); 2) une aide apportée aux femmes pour leur prise de conscience et l'acquisition de capacités pour s'organiser et revendiquer leurs droits; 3) la récolte d'informations pertinentes pour la création de campagnes de sensibilisation auprès des décideurs; 4) la sensibilisation des décideurs locaux aux droits des femmes et leur contribution à l'application du Code de la famille.

Le rapport narratif (septembre 2010) indique, en effet, que les populations ont été informées et qu'il y a eu un minimum de prise de conscience pour s'organiser et revendiquer. De plus, on constate que des actions orientées vers l'amélioration de conditions de vie des femmes ont été entreprises dans les douars visités par la caravane. Aussi, une coordination entre les associations locales et les autorités locales a été lancée pour une sensibilisation permanente contre les mariages précoces, le travail des enfants et le danger que constitue l'abandon scolaire. Enfin, on note le lancement d'une campagne de sensibilisation auprès des différents intervenants portant sur la protection des droits des femmes, en particulier ceux des petites filles victimes de mariages précoces et forcés.

Caravanes sociales et campagnes nationales pour l'application du Code de la famille et contre les mariages des mineurs (2011) contribution d'UNIFEM/ONU Femmes de 28 398 \$, sur un budget total de 265 925 \$³⁷⁸ : Lancé par la Fondation Ytto, ce projet a permis d'organiser des campagnes de sensibilisation auprès des femmes mariées dans la tradition de la « fatiha ». Les droits de ces femmes ne sont pas respectés puisque leurs mariages ne sont pas reconnus par la loi marocaine. Le projet s'ajoute à d'autres projets caravanes antérieurs de la Fondation Ytto qui ont mis à jour la condition de ces femmes et le taux très important de ces mariages. Les objectifs du projet étaient de faire appliquer les mesures du Code de la famille au niveau local et de lutter contre les violences que subissent les femmes en renforçant leur connaissance de leurs droits et des protections garanties par la loi (mariages précoces et forcés, répudiation et violation du droit à la scolarisation, la propriété et à la pension alimentaire). Les résultats attendus étaient : 1) l'acquisition de connaissances et la sensibilisation sur les droits de la femme et de l'enfant, et l'égalité et la citoyenneté des populations par les décideurs et intervenants locaux dans les zones rurales et défavorisées du Royaume; et 2) l'application des mesures égalitaires du Code de la famille (interdiction de la polygamie, l'âge du mariage, la pension alimentaire, l'abrogation de la répudiation, le partage des biens accumulés lors du mariage en cas de divorce, etc.) dans les zones rurales et défavorisées du Royaume est renforcée.

Selon le rapport narratif pour la période octobre 2011 – août 2012, le projet a atteint ses objectifs de sensibilisation. Les femmes ont été informées de leurs droits. La fondation Ytto a également contribué aux initiatives de coordination des droits des femmes par le biais d'intervenants locaux (par exemple, en empêchant les mariages précoces et forcés).

³⁷⁷ Le montant de la contribution UNIFEM est calculé en utilisant le taux de change de 1 \$ = MAD 7,5000 (calculé avec le budget total donné en MAD et \$).

³⁷⁸ Les montants ont été calculés en utilisant le taux de change de 1 \$ = MAD 8,1677 (taux change en vigueur le 17 Octobre 2011). La requête soumise à ONU Femmes établit la contribution d'ONU Femmes à MAD 231 950 et le budget total à MAD 2 172 000.

Renforcement de compétences des ONG de défense des droits des femmes au Maroc dans la lutte contre le VIH/sida et le plaidoyer pour le suivi des engagements nationaux dans le domaine (2010-2011)

contribution d'UNIFEM/ONU Femmes non spécifiée, sur un budget total de 10 000 \$: Ce projet, mis en œuvre par l'Association Troisième Millénaire pour le développement de l'action associative au Sud Est (ATMDAS), visait à doter les ressources humaines des ONG de défense des droits des femmes au Maroc de connaissances de bases sur le VIH et de compétences stratégiques en matière de négociation, de plaidoyer et d'évaluation des progrès réalisés en termes de genre dans le contexte du VIH et de mettre en réseau les différents acteurs (ONG féminines et ONG thématiques traitant du VIH/sida). Dans le cadre du projet, il s'agissait d'atteindre les résultats suivants : 1) l'acquisition de connaissances de base chez les formatrices du réseau ANARUZ au Maroc sur la gestion du risque de VIH dans la prise en charge des femmes victimes de violence et sur l'impact que les inégalités de genre peuvent avoir sur l'épidémie; 2) la préparation des formatrices du réseau ANARUZ à transmettre des connaissances stratégiques sur la dimension genre du VIH/sida et le renforcement de leurs capacités en négociation et communication en vue d'une participation active au sein des instances décisionnelles; et 3) le développement de liens d'échanges, d'écoute et de partage entre les ONG féminines et ONG thématiques sida ainsi qu'une revue et un suivi des engagements pris par le gouvernement marocain dans cette thématique.

Dans le rapport final, on note que ce projet a permis de former, pour la première fois, des femmes écoutantes sur la thématique du VIH/sida, ce qui a renforcé leurs capacités et a développé leur conscience pour intégrer de façon quotidienne cette approche dans ces activités d'appui aux femmes victimes des violences. Les écoutantes sont maintenant en mesure de sensibiliser, d'orienter et d'accompagner les femmes qui se présentent aux centres d'écoute et qui n'ont aucune information sur le VIH/sida. De plus, le projet a influencé le réseau ANARUZ, qui commencera à intégrer dans la programmation de ses 52 centres d'écoute la question de la lutte contre le VIH, en lien avec le travail que chaque centre développe en appui aux femmes victimes des violences fondées sur le genre. Aussi le nouveau Plan Stratégique du réseau ANARUZ institutionnalisera cette contribution à la riposte multisectorielle au VIH/sida au Maroc et les prochains rapports annuels du réseau incluront des données relatives au VIH/sida.

Appui à la prévention de la violence fondée sur le genre auprès des femmes professionnelles du sexe bénéficiant des prestations de l'ALCS (2010-2011) contribution d'UNIFEM/ONU Femmes non spécifiée, sur un budget total de 29 201 \$: Ce projet, entrepris par l'Association de la lutte contre le sida (ALCS), s'efforçait à prévenir la violence fondée sur le genre auprès des femmes professionnelles du sexe bénéficiaires des prestations de l'ALCS et à assurer leur orientation vers les structures et départements appropriés. Les résultats escomptés étaient : 1) d'assurer un large accès aux connaissances, à la prévention des infections transmises sexuellement/sida liées à la violence au profit des femmes professionnelles du sexe ; 2) d'informer les femmes professionnelles du sexe sur les risques de la violence auxquels elles sont exposées et leurs capacités à y faire face; 3) d'orienter les bénéficiaires du projet victimes de violences vers les structures et départements appropriés; 4) de renforcer le lien entre les ONG thématiques et les ONG féminines; 5) de renforcer les capacités des intervenants du projet en matière d'information sur la violence à l'égard des femmes et d'orientation, le cas échéant; et 6) de concevoir des outils d'information, d'éducation et de communication.

Grâce à ce projet, le rapport d'activité constate que des outils de communication ont été conçus et produits sur la thématique de la violence à l'égard des professionnelles du sexe et de sa relation étroite avec le risque d'infection VIH/sida. En effet, un CD d'une durée de 11 minutes, des dépliants et des affiches ont été réalisés passant des messages clés sur la violence, les moyens de prévention et d'orientation des femmes qui en sont victimes. De plus, les deux formations prévues au profit des intervenants du projet ont été réalisées. Enfin, durant la période du projet, sept séances thématiques au profit de 102 professionnelles du sexe ont été réalisées concernant les droits de la femme et la violence fondée sur le genre à Agadir, Fès, Bénimallal, Casablanca, Tanger, Rabat et Meknès et d'autres séances sont prévues.

Fonds d'affectation spéciale des Nations Unies pour l'élimination de la violence à l'égard des femmes

UNIFEM/ONU Femmes a également appuyé d'autres organisations bénéficiaires du Fonds d'affectation spéciale des Nations Unies pour l'élimination de la violence à l'égard des femmes. Deux organisations au Maroc ont reçu des fonds par ce biais :

Une approche globale de la lutte contre la traite des êtres humains en Jordanie, en Égypte et au Maroc (2009-2012) contribution de 994 890 \$: ce projet a été mis en œuvre par plusieurs organisations non gouvernementales (ONG) et leurs partenaires pour promouvoir la prévention et la protection des femmes à risque de traite et des travailleurs domestiques, la récupération et le rapatriement des victimes, et la criminalisation de la traite des personnes dans les pays-cibles. Cette initiative pilote a été la première du genre à aborder le problème de la traite des êtres humains dans le monde arabe. Ce projet a été géré par le bureau sous-régional d'UNIFEM à Amman (Jordanie).

Défense des droits des mères célibataires et des petites filles employées comme domestiques (2008-2011) contribution d'UNIFEM non spécifiée, sur un budget total de 770 975 \$: Ce projet, mis en œuvre par l'Institution Nationale de Solidarité avec les Femmes en Détresse (INSAF), visait à assurer la réinsertion sociale et la protection des droits des mères célibataires et des filles mineures travaillant comme domestiques. Les trois résultats attendus étaient : 1) d'avoir 80 pour cent des mères interceptées par l'INSAF en vue d'une réinsertion professionnelle stable et digne dans la société, 2) de sensibiliser les fonctionnaires ciblés aux recommandations de la société civile concernant les mères célibataires et les enfants nés hors mariage, et 3) d'éradiquer l'exploitation du travail domestique des filles dans les zones ciblées.

Selon le rapport final, depuis 2009, l'INSAF a pris en charge 519 mères en vue de leur développement professionnel et personnel et de leur intégration dans un lieu de travail décent. En 2011, l'INSAF a récupéré 45 filles en situation d'exploitation, a assuré une formation sur les moyens de subsistance à 45 mères, et a sensibilisé les dirigeants locaux sur les droits des enfants nés hors du mariage. Toujours en 2011, le gouvernement a adopté une loi interdisant le travail des enfants pour les enfants de moins de 15 ans.

**Thematic Evaluation of the
Contribution of UN-Women to Prevent
Violence against Women and Expand
Access to Services**

Country Case Study: Mozambique



A c r o n y m s

AECID	Spanish Agency for International Development Cooperation
AIDS	Acquired Immune Deficiency Syndrome
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CSO	Civil Society Organization
CSW	Commission on the Status of Women
GBV	Gender-Based Violence
GCG	Gender Coordination Group
GJT	Gender Joint Team
GRB	Gender-Responsive Budgeting
HDI	Human Development Index
HIV	Human Immunodeficiency Syndrome
HOPEM	<i>Rede Homens Pela Mudança</i> (Network of Men for Change)
IPV	Intimate Partner Violence
LeMuSiCa	<i>Levanta-se mulher e siga o seu caminho</i> (Women, Get Up and Follow Your Path)
M&E	Monitoring and Evaluation
NAFEZA	<i>Núcleo das Associações Femininas da Zâmbia</i> (Centre of Women's Associations, Zâmbia)
NGO	Non-Governmental Organizations
OHCHR	Office of the High Commissioner for Human Rights
RENAMO	<i>Resistência Nacional Moçambicana</i>
SADC	Southern Africa Development Community
SGBV	Sexual and Gender-Based violence
SIGI	Social Institutions and Gender Index
UN Trust Fund	Secretary-General's Trust Fund for Ending Violence Against Women
UN-Women	United Nations Entity for Gender Equality and Women's Empowerment
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UNIFEM	United Nations Fund for Women
VAW	Violence Against Women
WHO	World Health Organization

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1. Introduction

1.1 Background

This country case study constitutes one element of the broader *Thematic Evaluation of the Contribution of the United Nations Entity for Gender Equality and Women's Empowerment (UN-Women) to Prevent Violence Against Women and Expand Access to Services*. The objectives of the evaluation were: i) to capture key results and lessons learned from the contributions of UN-Women's four predecessor entities³⁷⁹ from 2008 to 2011 which UN-Women has taken forward to support countries in preventing VAW and expanding access to related services, and ii) to analyze how well UN-Women is strategically positioned to implement its mandate of normative, operational and coordination work in the area of VAW.³⁸⁰

This study summarizes key observations and findings on the work of UN-Women and its predecessor, the United Nations Development Fund for Women (UNIFEM), to end violence against women and girls in Mozambique, and its contributions to results. The draft study will be revised with feedback from UN-Women and the Mozambique national reference group (see Appendix I).

1.2 Methodology

Data collection was guided by the methodology and evaluation matrix presented in Appendix II and structured according to the three strategic evaluation questions and related sub-questions outlined in the evaluation Inception Report. The key data sources for the country case study were documents (see Appendix III for a list of reviewed documents), in-person interviews during the country visit to Mozambique (14-18 January 2013) and telephone interviews. A total of 28 stakeholders were consulted for this case study and are listed in Appendix IV.

To guide the overall evaluation, the evaluation team in consultation with the evaluation reference group reconstructed a preliminary results logic as a first step towards developing a more detailed corporate theory of change for UN-Women's work on EVAW (see Appendix VIII). This results logic was used in the design of interview protocols and was the basis of efforts to understand the rationale for the types of initiatives being implemented in each country and the results they sought to achieve. In Mozambique, this was complemented by discussions with UN-Women staff during the country visit – to start identifying expected results and elicit underlying assumptions leading from short/ medium to long-term results with the ultimate aim of reviewing the draft corporate results logic and elicit feedback regarding its relevance to UN-Women's work in Mozambique (see Appendix VI).

The country case study is not an evaluation of the country's performance on eliminating violence against women and girls or an assessment of the full spectrum of UNIFEM or UN-Women's work over the years.

1.3 Limitations

The following limitations should be considered in reading the Mozambique country case study:

- Availability of project documents: The UN-Women office in Mozambique did not provide complete documentation (project proposal, final/progress reports/evaluations) of the interventions undertaken in the thematic area of ending violence against women (EVAW). Some documents

³⁷⁹ The Division of the Advancement of Women (DAW), the United Nations International Research and Training Institute for the Advancement of Women (INSTRAW), the United Nations Development Fund for Women (UNIFEM) and the Office of the Special Advisor on Gender Issues and the Advancement of Women (OSAGI).

³⁸⁰ More information on evaluation objectives and methodology is available in the evaluation Inception Report (November 2012).

(such as the report of the Secretary-General's UNiTE to End Violence against Women campaign) were received two days before the start of the field mission, so it was difficult to corroborate or expand on this information in the field as documented data was still being analyzed.

- Availability of identified stakeholders: Some stakeholders were not available during the country visit, especially those from the government as January is the annual leave season in Mozambique.³⁸¹ Interviews were conducted only with representatives from the Ministry of Women and Social Action and the Ministry of Home Affairs.
- Interviews were not conducted with women survivors of violence at the shelters run by *Nhamai* and *LeMuSiCa* or who had access to the special units on violence in the police stations (*gabinetes*). This was due to a combination of factors, including limited time availability (travel being particularly challenging at the time of the mission because of the weather conditions), difficulties in identifying women survivors who had accessed the services of the special units and concerns over the risk of causing a disruption in the recovery of targeted women. As a result it was not possible to compare the perceptions of other stakeholders regarding UNIFEM's contribution to the improvement of critical services for women survivors with the views of current users of these services.³⁸²

1.4 Report structure

This case study has six sections. Section 2 provides a summary of the contexts for UNIFEM work on violence against women and girls during the period 2008-2011. Section 3 presents a profile of UNIFEM-managed or supported programming from 2008-2011. Section 4 provides the evaluation findings on the three strategic evaluation questions. Section 5 presents suggestions for UN-Women which emerged from the Mozambique case study. Finally, Section 6 summarizes observations relevant to the aim of the overall evaluation which is to develop a theory of change for UN-Women's work on VAW.

³⁸¹ Given the overall timeline of the evaluation it was not possible to conduct the site visit at a later date.

³⁸² It is also not clear whether and to what extent current users of services such as shelters could have commented on changes in the quality or accessibility of existing services over time.

2. Context

2.1 Subregional

While the Southern Africa and Indian Ocean States differ in terms of socio-economic and human development, they share common challenges with regards to women's human rights and gender equality. According to the World Bank's classification, the subregion comprises upper middle-income countries (Angola, Botswana, Mauritius, Namibia, the Seychelles, South Africa and Swaziland), lower-middle income countries (the Comoros, Lesotho and Zambia), and low-income countries (Madagascar, Mozambique, Malawi and Zimbabwe). The wide variation in economic development is also found in the levels of poverty and human development. With regard to poverty ratios, Madagascar has the highest percentage of people (81.3 per cent in 2010) earning less than \$1.25 a day.³⁸³ In contrast, in the Seychelles less than 0.3 per cent of the population earned the same amount (2007 data).³⁸⁴ According to the 2011 Human Development Index (HDI),³⁸⁵ Mozambique has the lowest rating in the region (0.322 ranking it 184th out of 187 countries), followed by Zimbabwe (0.378 ranking it 173 out of 187 countries). The Seychelles has the highest HDI score (0.773) of the subregion (and all of Africa), it 52 out of 187 countries.³⁸⁶

The Office of the High Commissioner for Human Rights (OHCHR) recognizes several challenges faced by the subregion when it comes to human rights including: independence of the judiciary; access to justice; prison conditions; freedom of expression and assembly; economic, social and cultural rights; land issues; migration and xenophobia; impunity; and sexual and gender-based violence (SGBV).³⁸⁷ The subregion also has the highest prevalence rate of HIV and AIDS in the world. Information on the prevalence of violence in the subregion is scarce, yet the data available suggest it is a widespread problem. In the 2004 Demographics and Health Survey published by UN-Women, the National Statistical Office of Malawi reported that 22.1 per cent of women had experienced physical violence and 13.4 per cent sexual violence by an intimate partner (IPV). In the 2007 Demographics and Health Survey, the Central Statistical Office of Zambia reported higher rates of 46.5 per cent for physical IPV and 18.9 per cent for sexual IPV.³⁸⁸

Nonetheless, some States in the subregion are making encouraging development and human rights achievements, thus giving hope for the overall improvement of the human rights situation. At the regional level, the Southern Africa Development Community (SADC) has undertaken several initiatives to strengthen Member States' commitments and capacity to ensure gender equality and promote women's empowerment through adoption of the Protocol on the African Charter on Human and Peoples Rights on Women's Rights in Africa (2003) and the SADC Gender and Development Protocol (2008).³⁸⁹ The latter, in particular, includes six specific targets to be attained by 2015³⁹⁰ and aims to eliminate gender-based

³⁸³ Unless otherwise indicated currencies refer to United States dollars.

³⁸⁴ Available from <http://povertydata.worldbank.org/poverty/home/>.

³⁸⁵ The HDI is a composite index measuring average achievement in three basic dimensions of human development—a long and healthy life, knowledge and a decent standard of living.

³⁸⁶ Available from http://hdr.undp.org/en/media/HDR_2011_EN_Table1.pdf.

³⁸⁷ Available from <http://www.ohchr.org/EN/Countries/AfricaRegion/Pages/SouthernAfricaSummary10.aspx>.

³⁸⁸ UN-Women, Violence against Women Prevalence Data: Surveys by Country (as of March 2011). Available from http://www.endvawnow.org/uploads/browser/files/vaw_prevalence_matrix_15april_2011.pdf.

³⁸⁹ The protocol was signed and adopted in August 2008 by 13 of the 15 Member States (Botswana and Mauritius did not sign) and ratified by 11 Member States. Available from <http://www.sadc.int/issues/gender/>.

³⁹⁰ The targets are: i) enact and enforce legislation prohibiting all forms of GBV; ii) ensure that the GBV laws provide for the comprehensive testing, treatment and care of survivors of sexual assault; iii) review and reform their criminal

violence (GBV) at every level. While progress has been made in the subregion, with several countries adopting laws for the prevention, protection and response of violence against women and girls, implementation of the laws has been slow. Cultural and traditional norms and behaviours are also factors which have hindered reducing cases of violence against women and girls.³⁹¹

2.2 National - Mozambique

After gaining independence from Portugal in 1975, Mozambique was devastated by 16 years of civil war involving its two main political groups: *Frente de Libertacao de Mocambique* (FRELIMO) and *Resistencia Nacional Moçambicana* (RENAMO). Mozambique has been scarred by the civil war (which ended in October 1992), political strife and environmental degradation due to natural catastrophe's including floods, droughts and cyclones.

Mozambique is a low-income country.³⁹² It has the lowest HDI rating in the region, and 54 per cent of its 23 million inhabitants live on less than \$1.25 a day.

Gender equality and violence against women and girls

In terms of global ratings on gender equality, Mozambique is near average for the region. It was ranked 39 out of 86 on the 2012 social institutions and gender index (SIGI)³⁹³ and 125 out of 146 on the 2011 gender inequality index.³⁹⁴

Mozambique has made progress towards gender equality and ending violence against women and girls since the 1990s, due to the advocacy efforts of the Organization of Mozambican Women (the women's section of *Frente de Libertacao de Mocambique*) and the women's movement, with the support of United Nations entities. Examples of recent progress made in this regard include:

- Mozambique signing the Beijing Declaration and Platform for Action (1995); ratifying the Convention on the Elimination of all forms of Violence against Women (CEDAW) (1997); signing of the Gender Declaration of the Head of States of SADC (1998); adopting the Protocol for the

laws and procedures applicable to cases of sexual offences and GBV; iv) enact and adopt specific legislative provisions to prevent human trafficking and provide holistic serviced to victims, with the aim of re-integrating them into society; v) enact legislative provisions, and adopt and implement policies, strategies and programmes which define and prohibit sexual harassment in all spheres, and provide deterrent sanctions for perpetrators of sexual harassment; and iv) adopt integrated approaches, including institutional cross sector structures, with the aim of halving GBV by 2015. Available from <http://www.sadc.int/issues/gender/gender-based-violence/>.

³⁹¹ Southern Africa Development Community (SADC), SADC Gender Protocol 2011 Barometer. Available from http://www.sadc.int/files/3113/5435/5263/SADCGenderBarometer_2011.pdf.

³⁹² Available from <http://povertydata.worldbank.org/poverty/home/>.

³⁹³ SIGI is a measure of the underlying drivers of gender inequality for over 100 countries. Instead of measuring gender gaps in outcomes such as employment and education, SIGI instead captures discriminatory social institutions, such as early marriage, discriminatory inheritance practices, VAW, son preference, restricted access to public space and restricted access to land and credit. The 2012 SIGI is made up of 14 unique variables, grouped into five sub-indices: discriminatory family code, restricted physical integrity, son bias, restricted resources and entitlements, and restricted civil liberties. Available from <http://genderindex.org/content/team>.

³⁹⁴ The gender inequality index reflects gender-based inequalities in three dimensions – reproductive health, empowerment and economic activity. Reproductive health is measured by maternal mortality and adolescent fertility rates; empowerment is measured by the share of parliamentary seats held by each gender and attainment of secondary and higher education by each gender. Economic activity is measured by the labour market participation rate for each gender. United Nations Development Programme (UNDP), *Human Development Report 2011. Sustainability and Equity: A better Future for All – Explanatory note on 2011 HDR composite indices: Mozambique*, 2011. Available from <http://hdrstats.undp.org/images/explanations/moz.pdf>.

African Charter of the Human Rights (2003);³⁹⁵ and acceding to the CEDAW Optional Protocol (2008);

- The inclusion of a specific provision (article 36) articulating the principle of equality between women and men in the 2004 Constitution;
- The raising of the legal age for marriage without parental consent from 16 to 18 years of age for both men and women, and the minimum age for marriage with parental consent from 14 to 16 years of age (marriage can occur earlier if the girl is pregnant or has parental consent) in the Family Law Act (2004);
- The adoption in 2008 of a law to protect persons living with HIV and AIDS against stigmatization and discrimination;
- The adoption in 2008 of the Ministry of Education's policy on zero tolerance on violence and sexual abuse in schools and the 2011 launch of the corresponding campaign;
- The development of the National Action Plan to Prevent and Combat Violence Against Women 2008-2012 (see sidebar);
- The Law on Domestic Violence against Women adopted in 2009 (*Lei sobre a Violência Doméstica praticada contra a Mulher, lei n. 29/2009*) prohibiting VAW and marital rape, and providing penalties of up to 12 years of imprisonment for engaging in sexual activity while knowingly infected with a contagious disease;
- The establishment of centres of assistance to victims of violence (*Gabinetes de Atendimento da Mulher e Criança Vítimas de Violência*) in police stations and health care facilities since 2000. In 2012, there were 236 such *gabinetes*.³⁹⁶
- The development and adoption in 2012 of a multisectoral mechanism for the integrated care of women victims of violence (*mecanismo*

Objectives of the National Action Plan to Prevent and Combat Violence Against Women (2008-2012)

- a) Expand and improve services to victims of violence, including medical, legal and psychological services;
- b) Strengthen institutional capacity and the education and training of the general public on issues of VAW;
- c) Undertake strategic advocacy, information and awareness raising on the prevention and fight against VAW; and
- d) Establish mechanisms for coordinated multisectoral action against VAW.

(Free translation)

Due to high-levels of violence, abuse and exploitation, in 2000 the Ministry of the Interior developed a programme, supported by the United Nations Children's Fund (UNICEF), to create specialised centres of assistance for women and children victims of violence. The "Gabinetes de Atendimento" is a specialised police section mandated to provide support, including reporting and referral services for women and children victims of violence. They are also responsible for raising awareness and mobilising communities in matters of prevention.

Source: UNICEF. Assessment of the model Women and Children's *gabinetes de atendimento*. Final Report. 8 February 2010.

³⁹⁵ Romão, F. and others, *Violence Against Women in Mozambique*. July 2009, p.9.

³⁹⁶ There are 21 model centres for assistance to victims of violence against women and girls located in police stations, called *Gabinetes Modelos*, in nine provinces out of ten. As of 2012 there are also 215 other *Gabinetes*, called *secções de atendimento*, located in police stations and hospitals across the country. The *Gabinetes Modelos* are better equipped (in terms of human resources and furniture) than the other *gabinetes*. Progressively, as resources are made available from the government and partners, the *Gabinetes Modelos* will expand. Ministry of Home Affairs, *Aplicação da Lei de violência doméstica em Moçambique: constrangimentos institucionais e culturais, experiências dos GAMC*, presentation at the National Conference on Gender-Based Violence, Maputo, November 2012.

multisectorial de atendimento integrado à mulher vítima de violência) by the Council of Ministries. The mechanism promotes the use of existing community mechanisms for protection of women survivors of violence,³⁹⁷ but for critical situations it foresees shelter services in integrated care centres (*Centros de atendimento integrado*), which are run by civil society organizations (CSOs) or private entities. It is not clear how many, where or how the integrated care centres will operate; the mechanism mentions that these may receive funding from the State and other sources.

Despite such progress, available data on violence against women and girls show that there are still widespread cases of domestic violence and sexual abuse of girls. The 2003 Demographic and Health Survey³⁹⁹ found that there was a high tolerance for domestic violence in the

country with high percentages of women believing it to be acceptable for a man to beat his wife if she neglects the children (38 per cent);

VAW in Mozambique remains widely unreported, estimated to only 10 per cent of all cases, as it is perceived by most as a private issue, not a serious act, or because of fear of retaliation.³⁹⁸

goes out without telling him (37 per cent); refuses to have sex with him (34 per cent); argues with him (33 per cent); or burns dinner (24 per cent). The 2004 International Violence against Women Survey found that 36 per cent of women had experienced physical IPV in their lifetime, while 12 per cent reported having experienced some type of sexual IPV. When violence committed by non-partners is included, rates increased to 48 per cent for physical violence and 24 per cent for sexual violence.⁴⁰⁰ Other forms of intra-family abuse also appeared to be common and the 2009 *African Women's Report* highlighted that hospital gynecologists had treated numerous cases of incest and rape of young girls by male relatives.⁴⁰¹ It is also estimated that almost nine per cent of girl pupils in secondary school and more than seven per cent in primary school have been forced to have intercourse whilst in the school setting.⁴⁰² Some 20 per cent of surveyed girl students reported having to choose between paying, providing sex or being expelled.⁴⁰³ Recent data revealed that 17 per cent of girls between 20 and 24 years of age were married before the age of 15, and 52 per cent were married before the age of 18.⁴⁰⁴ Violence against women and girls is further exacerbated by human trafficking and high rates of HIV and AIDS.

Factors contributing to this situation include:⁴⁰⁵

³⁹⁷ República de Moçambique, *Mecanismo Multisectorial de Atendimento Integrado a Mulher Vítima de Violencia*. June 2012, pp. 16, 30 and 34.

³⁹⁸ Op. cit. 17.

³⁹⁹ Instituto Nacional de Estatística and Ministério da Saúde and ORC Macro, *Moçambique. Inquérito Demográfico e de Saúde 2003*, Calverton, Maryland, USA. Available from <http://www.measuredhs.com/pubs/pdf/FR161/FR161.pdf>.

⁴⁰⁰ Op. cit. 10.

⁴⁰¹ Economic Commission for Africa, *Africa's Women Report 2009. Measuring Gender Inequality in Africa: Experiences and Lessons from the African Gender and Development Index*. Available from http://new.uneca.org/Portals/awr/2009/AWR09_FIN.pdf.

⁴⁰² Namburete, E. *SADC Gender Protocol Barometer Baseline Study*. June 2009, p.44.

⁴⁰³ UNICEF. *Situation Analysis of Mozambique*. 2006, p.22.

⁴⁰⁴ 2008 Multiple Indicator Cluster Survey, cited in "Compilation prepared by the Office of the High Commissioner for Human Rights in accordance with paragraph 15 (b) of the annex to Human Rights Council resolution 5/1. Mozambique." Human Rights Council. 10th Session of the Working Group on the Universal Periodic Review. Geneva, 24 January–4 February 2011, p. 9.

⁴⁰⁵ CEDAW, Concluding comments of the Committee on the Elimination of Discrimination against Women: Mozambique, 38th Session, 14 May - 1 June 2007; Human Rights Council, Compilation prepared by the Office of the

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- High illiteracy rates. Sixty per cent of the population are illiterate (39.4 per cent of men and 71.3 per cent of women);
 - Persistent harmful traditional practices, such as early or forced marriage and polygamy in some areas, although prohibited under the new Family Law;
 - Persistent discriminatory stereotypes and cultural practices and traditions of a patriarchal nature relating to the roles and responsibilities of women and men in the family and in society;
 - Widespread corruption as measured by commonly used indices, which means that some crimes of violence against women and girls are not adequately punished;
 - Discriminatory provisions in the penal code and the laws governing inheritance rights;
 - The role of traditional courts in dealing with extrajudicial conflict resolution, which often does not lead to human rights-based decisions;
 - Limited access to justice (the magistrates / population ratio is 1:96,000 and the Institute for Legal Assistance and Representation [IPAJ]⁴⁰⁶ only covers 45 per cent of the country's districts); and
 - Insufficient human, technical and financial resources of key ministries (Ministry of Justice, Ministry of the Interior and Ministry of Women and Social Action)⁴⁰⁷ in charge of preventing, protecting and responding to violence against women and girls (also given the size of the country, which requires important resources from the State to provide adequate access to services to its population).

In addition, gender advocates (including UN-Women) and women's rights organizations have raised concerns over the rapid expansion of large-scale projects to exploit national natural resources in the central and northern provinces (e.g. coal mining in Tete and gas exploration in Cabo Delgado), and their socio-economic implications which are likely to increase the prevalence of violence against women and girls.

In terms of access to services, there are still many challenges faced by women and girls survivors of violence. The *gabinetes de atendimento* are few, have limited resources and do not offer all the services required for women survivors. Non-governmental organizations (NGOs) are the main providers of services (shelters, legal assistance, etc.) but they face resource constraints. There is also limited support from the government to provide accessible, affordable and specialized legal services, including legal aid, to survivors of GBV. Instead, this type of service comes primarily from the Association of Women Lawyers.⁴⁰⁸

High Commissioner for Human Rights in accordance with paragraph 15 (b) of the annex to Human Rights Council resolution 5/1. Mozambique, 10th Session of the Working Group on the Universal Periodic Review, Geneva, 24 January–4 February 2011; United Nations, Inventory of the United Nations Systems Activities to Prevent and Eliminate Violence against Women, January 2010; and Maira Martini (Transparency International), Overview of Corruption and Anti-Corruption in Mozambique, 5 March 2012.

⁴⁰⁶ *Instituto para o patricinio e assistência jurídica (IPAJ)*.

⁴⁰⁷ The Universal Periodic Review of Mozambique (OHCHR) reports that the Ministry of Women and Social Action receives less than 1 per cent of the national budget.

⁴⁰⁸ *Op. cit.* 13.

2.3 United Nations, UN-Women and UNIFEM

UN-Women and UNIFEM context in the Southern Africa and Indian Ocean Islands Region

In the 1990s, UNIFEM operated in Mozambique through the Johannesburg (South Africa) regional office. In 2007, a UNIFEM programme coordinator was assigned to Mozambique to support the implementation of UNIFEM's gender-responsive budgeting programme. The programme coordinator also covered all other thematic areas. In 2008, a Mozambique office headed by a UNIFEM programme manager was established.

During the period 2008-2011, the UN-Women Southern Africa and Indian Ocean Islands regional office in Johannesburg was responsible for Angola, Botswana, Comoros, Lesotho, Madagascar, Malawi, Mauritius, Namibia, South Africa, Seychelles, Swaziland, Zambia and Zimbabwe. With the new regional structure put in place in 2012-2013, the regional office has become a multi-country office for Southern Africa and has kept its location in South Africa.

As a result of the new regional structure, the Mozambique office has become a full-fledged country office headed by a Country Representative since August 2012 and overseen by the regional centre in Nairobi (Kenya).⁴⁰⁹ At the time of the field mission, the office did not yet have delegated financial authority and was still relying on the UN-Women office in Johannesburg (South Africa). On the staffing side, compared to 2010-2011, staff numbers have fallen from six to three (one programme manager and two programme assistants), because of the departure of two Junior Professional Officers and the Communication Officer funded by the Spanish Agency for International Development Cooperation (AECID). Administrative staff members have fixed-term contracts while programme staff members are on short-term contracts. The office experiences regular energy cuts which affect its regular functioning (no internet connectivity or phone line).

3. Profile of UNIFEM-supported VAW programming in Mozambique (2008-2011)

3.1 Overview

This section provides an overview of work on violence against women and girls that was led or assisted by UNIFEM in the Southern African subregion and, more specifically, in Mozambique between 2008 and 2011. It includes initiatives funded and managed by UNIFEM, as well as projects funded by the Secretary-General's Trust Fund for Ending Violence against Women (UN Trust Fund) that were administratively supported by UNIFEM. A description of these projects is provided in Appendix V.

3.2 Background: VAW programming in the subregion

Between 2008 and 2011, programming on violence against women and girls in the subregion was guided by UNIFEM's subregional strategy 2008-2009, which was extended to 2010-2011. The programmatic areas of focus included: gender mainstreaming; ending VAW; piloting of the CEDAW model; women's political leadership; and humanitarian responses. The priority areas concerning ERAW identified in the 2008-2009 strategy, and confirmed in its extension for 2010-2011, were the: i) Secretary-General *UNiTE campaign*; ii) work with the Men Alliance through the South African-based *Sonkhe* Gender Justice Network to advocate for the inclusion of ending violence against women and girls as part of the World Cup 2010 hosted in South Africa; iii) linkages between VAW and HIV; and iv) the Safer Cities programme in the Northern Province of South Africa.

⁴⁰⁹ UN-Women, Executive Board of the United Nations Entity for Gender Equality and the Empowerment of Women. *Regional Architecture*. 24 April 2012.

Also during this period, UNIFEM supported efforts against VAW in the subregion through two projects (either through direct project support or core funding), and 10 projects funded through the UN Trust Fund amounting to \$7,732,472.

3.3 VAW programming in Mozambique

Mozambique received the most support from UNIFEM in the subregion. Between 2008 and 2011, UNIFEM supported one programme on gender equality and women's empowerment (consisting of several initiatives related to the UNiTE campaign), amounting to \$703,046. UNIFEM also supported VAW programming through two projects funded by the UN Trust Fund for a total investment of \$1,100,000.

UNIFEM programme/project support

Between 2008 and 2011, UNIFEM's interventions in Mozambique focused on three areas: i) SGBV; ii) domestic violence and VAW; and iii) trafficking in women.⁴¹⁰ The interviews and document review indicated that the objectives of these interventions were to improve legislative and/or policy frameworks, strengthen capacity of key actors and institutional change, and broaden social/community support for and changing social norms related to ending violence against women and girls.⁴¹¹ Key strategies applied by these interventions to achieve these objectives focused on: development of both duty bearers and rights holders; coordination of work on ending violence against women and girls; advocacy; policy guidance and advice; and social/community mobilization.

UNIFEM's efforts to end violence against women and girls in Mozambique between 2008 and 2011 were grouped under the umbrella of the United Nations Joint Programme on Women's Empowerment and Gender Equality. The joint programme was part of the governance pillar⁴¹² of the United Nations Development Assistance Framework (UNDAF) 2007-2011 and aligned with outcome 1.⁴¹³ Within the joint programme, which was used to implement the UNiTE campaign,⁴¹⁴ UNIFEM support focused on outcome 3 which requires improvements in the rule of law, access to justice and penal reforms within the domain of VAW and with an emphasis on public and human security, and output 3, whereby the national capacity of local authorities and CSOs to effectively address the issues of public security, including GBV, be strengthened. According to the financial information provided in the annual workplans of the joint programme, UNIFEM contributed \$703,046. Under the joint programme, UNIFEM:

- In partnership with the Ministries of Women and Social Affairs, Home Affairs and Health, and CSOs, provided support for the approval, implementation and enforcement of the Law on Domestic Violence against Women (n. 29/2009) and the National Action Plan for Prevention and Combat of Domestic Violence against Women (\$108,315);
- Strengthened interventions relating to advocacy and raising awareness to end violence against women and girls – through radio (particularly community radio), dissemination of the Law on Domestic Violence against Women and the National Plan on Prevention and Combat of Violence Against Women, and Men-to-Men campaign against violence perpetrated on women – in

⁴¹⁰ United Nations. *Inventory of the United Nations systems Activities to Prevent and Eliminate Violence against Women*. January 2010.

⁴¹¹ The categorization has been taken from the final inception phase workplan (7 September 2012) developed in the framework of the thematic evaluation.

⁴¹² The 2007-2011 UNDAF had three programmatic pillars: governance, human capital, and HIV and AIDS.

⁴¹³ UNDAF outcome 1 requests “[b]y 2011, government and CSO capacity at national, provincial and local level, strengthened to plan, implement and monitor socioeconomic development in a transparent, accountable, equitable and participatory way in order to achieve the MDGs.”

⁴¹⁴ In Mozambique, the UNiTE campaign was launched by President Armando Guebuza in November 2010.

partnership with the Ministry of Home Affairs and CSOs, such as the *Fórum Nacional de Rádios Comunitárias* (Forum of Community Radio Broadcasters - FORCOM), *Núcleo das Associações Femininas da Zambézia* (Centre of Women's Associations of Zambezia), and HOPEM (\$395,916);

- Conducted the evaluation, and mapped interventions and support services for women victims of violence available in the country, in partnership with the National Directorate of Women and the Provincial Directorate of Women & Social Affairs (\$15,000);
- Contributed to strengthening the services capacity of the CSOs running shelters and homes for women and children victims of violence, such as *Nhamai* in Maputo province and *LeMuSiCa*⁴¹⁵ in Manica province, ensuring exchanges of experience between them and exposing them to best practices in South Africa and Italy (\$153,815); and
- Trained CSO service providers on issues related to VAW and a study on the socio-economic costs of VAW (\$30,000).

UN Trust Fund

During the period under review, the UN Trust Fund disbursed \$1,100,000 through two projects:

- Pathfinder International Mozambique was given a grant of \$1,000,000 for a three-year (2010-2013) project entitled Enhancing Reproductive Rights to Reduce VAW in Gaza Province. The project aims to reduce gender inequality, VAW and its effects through a concerted multisectoral effort in Gaza Province. Five main strategies to establish a sustainable, coordinated response to VAW are being employed: further primary prevention of VAW through school-based programmes, community-based approaches and male involvement; establishment of an integrated package focused on secondary prevention and mitigation of VAW; building of multisectoral capacity for effective and sustained VAW interventions; collaboration with frontline advocates to support legal and policy reform; and application of a collective linking and learning approach for sustainability. These strategies aim to contribute to the UNiTE key national outcomes related to enforcement of national laws, implementation of multisectoral action plans, and social mobilization and prevention strategies. The project was mainly managed by the UNIFEM subregional office in South Africa.
- Forum Mulher, a network of over 80 national and international organisations working to promote women's rights in Mozambique, was given a grant of \$100,000 for a three-year period (2008-2011) for their project Transforming Beliefs, Traditional Practices and Service Delivery to Redress Violence against Women and Reduce Women and Girl's Vulnerability to HIV Infection. The project consisted of raising awareness over the link between HIV and AIDS and violence against women and girls, and addressing norms of masculinity and male behaviour contributing to this twin pandemic. The project was done in collaboration with the Ministry of Health and the Ministry of Women and Social Action.

Other contributions

UNIFEM's work on violence against women and girls was also included in the gender-responsive budgeting (GRB) programming carried out since 2005.⁴¹⁶ This work is coded in the UN-Women and UNIFEM database of projects under the category economic empowerment rather than violence against women and girls. However, interviews conducted with UN-Women staff during the field mission and the

⁴¹⁵ *LeMuSiCa* meaning *Levanta-se mulher e siga o seu caminho* (Women, get up and follow your path).

⁴¹⁶ There was a first phase of the GRB programme, with the support of the Government of Belgium, between February 2003 and May 2005. The first phase did not focus on budgets for efforts to end violence against women and girls. Institute of Development Policy and Management, *Integrating Gender Responsive Budgeting into the Aid Effectiveness Agenda. Mozambique Country Report*, n.d.

review of the GRB evaluation (2009)⁴¹⁷ reveal that violence against women and girls was an important dimension of this work, and that one of the five strategies was strengthening the capacities of the Ministry of Finance and the Ministry of Planning for providing technical support to shape sector-level budget allocations addressing service provision for VAW. UNIFEM, in agreement with national partners, focused the GRB programme on key thematic issues that were selected as pilots (e.g. VAW within the Ministry of Interior; and VAW, HIV and AIDS, and maternal health within the Ministry of Health). The focus has been maintained and the activities implemented in 2012 consisted of GRB training of CSOs and government staff who are part of the services chain of VAW victims in the Gaza Province with the aim of strengthening their capacities to reflect VAW dimension in institutional planning, budgeting and reporting process.⁴¹⁸

3.4 Inter-agency coordination and collaboration

In 2007, Mozambique was one of the countries selected as a pilot for the United Nations Delivering as One Initiative.⁴¹⁹ There are over 20 United Nations entities currently working in Mozambique, under the UNDAF and in 2010, at least 11 of these entities had programming on violence against women and girls.⁴²⁰ According to those interviewed, the most important entities were UNICEF, UNDP, UNIFEM and the United Nations Population Fund (UNFPA) which, until recently, was the lead agency on violence against women and girls and gender equality in Mozambique, a role that is now being increasingly played by UN-Women.

Between May 2007 and December 2011, nine United Nations entities (including UNIFEM) carried out work on violence against women and girls as part of the Joint Programme on Women’s Empowerment and Gender Equality, in partnership with some central and line ministries, CSOs and other national actors. As reported in the final report of the joint programme,⁴²¹ “efforts were concentrated in the promotion of advocacy, lobby and dialogue for the approval of the law against VAW and the dissemination of the National Plan of Prevention and Combat against Violence.” The joint programme also aimed to enhance advocacy networks for prevention and support for the establishment of services for women and child victims of violence and to improve assistance to victims of violence.

At the end of the joint programme, in January 2012, UN-Women advocated for the establishment of a United Nations Gender Joint Team (GJT) with the aim of monitoring and ensuring consistency in the integration of gender equality considerations in the implementation of the UNDAF; developing common positions and joint communications to the government; and coordinating

GJT Objectives (as per the Terms of Reference)

- i) To support the UNCT in ensuring a shared understanding of gender mainstreaming taking into account the culture and human rights approach;
- ii) To adopt a coherent United Nations approach in addressing the national priorities through the UNDAF action plan; and
- iii) To foster an internal culture of accountability for and visibility of individual and joint results.

⁴¹⁷ Social Development Direct. *UNIFEM Work on Gender-Responsive Budgeting. Gender-Responsive Budgeting Programme: Mozambique. Evaluation Report.* 2009.

⁴¹⁸ UN-Women Mozambique. *Programme Planning Exercise and Mid-Term Review of the Approved Annual Workplan 2011-2013.* 2013.

⁴¹⁹ Taken from the Delivering as One in Mozambique website. Available from <http://mz.one.un.org/eng/How-we-work/UN-Agencies>.

⁴²⁰ United Nations. *Inventory of the United Nations systems Activities to Prevent and Eliminate Violence against Women.* January 2010.

⁴²¹ United Nations. *Joint Programme on Women’s Empowerment and Gender Equality. Final Programme Narrative Report.* Available from mdtf.undp.org/document/download/9769.

events (such as the 16 Days of Activism against Gender Violence or the International Women's Day). GJT is led by the UN-Women representative, with the UNFPA representative as alternate, and is composed of staff with gender expertise who are appointed by the entities. In 2012, four key expected outputs were identified by the GJT in its annual workplan, namely: support to the UNCT to ensure gender equality is mainstreamed through the implementation processes of the UNDAF provided; availability and quality of updated gender related data and information ensured; support to UNCT in mobilizing resources for the implementation of the UNDAF's results on gender equality provided; and visibility of United Nations joint results and advocacy on gender equality and women's empowerment enhanced. According to some stakeholders interviewed, however, some GJT members have not regularly participated.⁴²²

In the framework of the existing mechanisms in place for implementing the UNDAF, UN-Women and UNIFEM also participated in the inter-agency Development Results Group on governance,⁴²³ which includes a specific sub-group on VAW.

UN-Women and UNIFEM also played a coordination role in the launch of the UNiTE campaign with the Ministry of Women and Social Action, and in the Gender Coordination Group (GCG) which is a mechanism for political dialogue, consultation, information sharing, policy analysis, technical support and advocacy for the advancement of gender equality and women's empowerment as part of the development process of Mozambique. The GCG brings together members of civil society, partners from multilateral and bilateral cooperation, the Ministry of Women and Social Action, the Ministry of Planning and Development, members of the National Council for the Advancement of Women, and gender specialists or activists.⁴²⁴ Originally co-chaired by UNFPA, the group has been co-chaired by UN-Women since 2011. Interviewed stakeholders also noted UN-Women's contribution to the establishment in 2011 of a GCG subgroup dedicated to VAW. Different views were expressed by stakeholders concerning the effectiveness of the GCG, three stakeholders (i.e. half) considering it a functional and effective mechanism to coordinate action around VAW (by, for example, helping with the dissemination of the Law on Domestic Violence against Women and CEDAW reporting process), while the remaining three noted some problems with the frequency of meetings and members' commitment.

In 2008, UNIFEM guided the gender scorecard exercise in Mozambique to assess the UNCT's contribution to gender mainstreaming and the promotion of gender equality in the country. In 2009, it led work to establish an inventory on EVAW interventions by United Nations entities (Inventory of the United Nations System Activities to Prevent and Eliminate Violence against Women, January 2010), to prompt concerted efforts to increase and improve the gender responsiveness of the UNDAF by the UNCT.⁴²⁵

At the time of the field mission to Mozambique, the UN-Women country office was also leading the development and submission of a proposal for the UN Trust Fund. UNIFEM had developed joint proposals for the UN Trust Fund in the past, but had not been awarded any grants.

⁴²² The evaluation team were not able to confirm this information. At the time of writing, it had not been able to access the GJT's meeting minutes to verify data on the frequency and participation.

⁴²³ The Development Results Group serves as the operational mechanism for the sectoral coordination, management and monitoring of United Nations interventions around UNDAF outputs and outcomes and mainstreaming of HIV and AIDS and gender across the entire UNDAF.

⁴²⁴ *Termos de referência do Grupo de Coordenação de Género*, Agosto 2010.

⁴²⁵ UN-Women Mozambique. *Enhancing Capacities to Accelerate the Implementation of Gender Equality and Women's Empowerment Commitments in Mozambique*, Strategic Note 2012-2013.

4. Findings

4.1 Overview

This section presents the findings on the three strategic evaluation questions as outlined in the case study evaluation matrix, namely:

- 63) For the period 2008-2011, what contribution to results in ending VAW in Mozambique were made by UN-Women predecessor entities? What related lessons were learned? (Section 4.2)
- 64) What are the organizational strengths and weaknesses, past and present, of UN-Women? What lessons have been learned from its predecessor entities regarding planning, implementing, monitoring and evaluating EVAW-related work? (Section 4.3)
- 65) To what extent has UN-Women strategically positioned itself to enable it to prevent and respond to VAW in global, regional and national contexts? (Section 4.4)

The lessons/best practices noted in the sidebars in this chapter reflect the views of consulted stakeholders, observations and findings from available evaluations, and observations made by the evaluation team based on available data.

4.2 Contributions to results and related lessons learned

4.2.1 General

This section presents evaluation findings on UN-Women's contributions to results and lessons learned in Mozambique. Section 4.2.2 presents findings on relevance, which cuts across the different dimensions of UN-Women's mandate. Sections 4.2.3 to 4.2.5 present findings of contributions towards the key results outlined in the reconstructed corporate results logic for UN-Women's corporate work on EVAW.⁴²⁶ Section 4.2.6 outlines factors likely to affect the sustainability of results achieved to date.

4.2.2 Relevance

From the interviews conducted and the 2007 CEDAW Committee's concluding comments for Mozambique,⁴²⁷ the most relevant areas of UNIFEM's work in contributing to cultural and behavioural changes on VAW in the period 2008-2011 have been:

- Raising awareness of violence against women and girls in society as a whole;
- Engaging men in the fight against violence against women and girls; and
- Advocating for the adoption and dissemination of the Law on Domestic Violence against Women, which makes domestic violence a punishable crime rather than a family matter.

Some stakeholders felt that UNIFEM should have played an advocacy role and critically noted that it sometimes acted more as an implementing agency (e.g. in its direct involvement with the shelter run by *Nhamai* (women's shelter) despite its catalytic mandate and very limited resources.

Lessons Learned

In Mozambique, working on the cultural aspects of norms and behaviours should be a fundamental component of any strategy aiming at ending violence against women and girls.

⁴²⁶ See final evaluation Inception Report, Exhibit 3.2.

⁴²⁷ CEDAW, 38th session. Concluding comments of the Committee on the Elimination of Discrimination against Women: Mozambique. 14 May - 1 June 2007.

Stakeholders interviewed had different views on the relevance of UNIFEM’s support to *Nhamai*. While representatives from the government and CSOs were very supportive, other stakeholders interviewed felt that shelters run by NGOs with government support would not be sustainable given Mozambique’s limited resources and that other existing community mechanisms should be promoted as ways to provide protection and critical services for women survivors of violence instead. In most cases, the *gabinetes*, CSOs and other actors working with women survivors of violence identify a secure temporary shelter in family, friends or community members whenever possible. In addition, it was felt that shelters in Mozambique are not appropriate for the needs of young girl survivors of violence as they become a sort of orphanage.

4.2.3 UN-Women’s operational mandate

The following findings focus on the operational dimension of UN-Women’s mandate and are grouped around the key results outlined in the reconstructed corporate results logic as noted in the final evaluation Inception Report.⁴²⁸

Short- and mid-term results

Legislation is developed and adopted in Mozambique to respond to and prevent violence against women and girls

Interviewed stakeholders agreed that support provided to the development and adoption of the Law on Domestic Violence against Women (n. 29/2009) represented one of the key contributions UNIFEM Mozambique made to legislative changes in favour of increased protection for women against violence. The adoption of the law was achieved with the support of parliamentarians who discussed the provisions in the project of law on domestic violence and through advocacy efforts of CSOs. Both the advocacy and the sensitization of parliamentarians were supported by UNIFEM either financially or technically.

Interviewed stakeholders consider the law a key achievement in the fight to end VAW not only because it contributes to the further alignment of the national legislation with international conventions on women’s human rights, but also because it provides women with a legal basis to denounce cases of domestic violence, thus contributing to an increase in the number of cases of domestic VAW reported to the *gabinetes de atendimento* (from 6,440 in 2004 to 11,761 as of September 2012).⁴²⁹

Results area relates to:

“Legislation and policies are developed, adopted and implemented to respond to and prevent violence against women and girls” (reconstructed corporate results logic in Annex VII)

The Law on Domestic Violence against Women (n. 29/2009) makes domestic violence a public crime (anyone can report a case) for the first time. It calls for increased penalties for offenders, and places an obligation on the State to assist victims through provision of services such as police investigation and medical treatment.

The law specifies eight types of crime: simple physical violence, serious physical violence, psychological violence, moral violence, non-consensual copulation, copulation with transmission of diseases, patrimonial violence and social violence.

⁴²⁸ Section 4.2.4 below summarizes findings regarding the inter-agency coordination dimension of UN-Women’s mandate. The third dimension of UN-Women’s mandate related to intergovernmental/normative work is not addressed separately in country case studies, as most of this work takes place at the global level. However, when a country achievement is relevant to normative work, this is noted in the case study.

⁴²⁹ República de Moçambique. “Plano Nacional de Acção para Prevenção e Combate à Violência contra a Mulher (2008-2012)” and Police Force of the Republic of Mozambique-Ministry of Interior. “Aplicação da Lei de violência doméstica em Moçambique: constrangimentos institucionais e culturais, experiências dos GAMC.” Presentation at the National Conference on Gender-Based Violence, Maputo, November 2012.

Nevertheless, interviewed stakeholders also recognized some weaknesses in the content of the law and noted the implementation challenges ahead. For example, while girls are covered by the Children’s Act (2008), the Law on Domestic Violence against Women is not considered to provide sufficient protection to girls. In terms of implementation challenges, interviewees noted that further efforts will be required to ensure the application of the law (including further dissemination of and raising awareness of the law at the grass-roots level), further sensitization of those charged with applying the provisions of the law (judges, the police and paralegals among others) and enforcement of court decisions.

Women and gender advocates in Mozambique influence policies and actions to address VAW

UNIFEM’s support to CSOs advocating for gender equality and ending violence against women and girls contributed to influencing policies, including the adoption of Law on Domestic Violence against Women (n. 29/2009) noted above, and to government action in the adoption of the multisectoral mechanism for the integrated care to women survivors of violence. This mechanism was created in response to lobbying efforts of the staff of the *gabinetes* and CSOs with the support of UNIFEM/UN-Women and other United Nations, for better coordination and increased resources for services to women and children survivors of violence.

Results area relates to:

“Women and gender advocates influence policies, actions and budgets to address VAW.” (Reconstructed corporate results logic in Annex VII)

“Gender equality experts, advocates and their organizations and networks effectively demand the implementation of gender equality dimensions in national laws, policies and strategies.”

“Women who are subject to exclusion are able to effectively advocate for having their priorities incorporated in relevant policies, programmes and processes.”

“Key policy, service delivery and media institutions create enabling institutional environment to promote and protect women’s rights in line with global, regional and national agreements.”

(Subregional strategies 2008-2009 and 2010-2011 of the Southern Africa and Indian Ocean States regional office)

UNIFEM also supported gender advocates and CSO/NGOs address VAW in Mozambique through several initiatives: engaging men and boys as agents of change to end VAW, training celebrities to become champions in raising awareness of violence against women and girls, and facilitating CSO networking and sharing of experiences.

Engaging men and boys as agents of change: The majority of interviewed stakeholders identified UNIFEM’s engagement of men in efforts to end violence against women and girls as one of its most important contributions and the first initiatives in Mozambique that engaged men in the cause. UNIFEM supported two initiatives: HOPEM -Rede Homens Pela Mudança (Network of Men for Change) and the television programme *Homem que é Homem* (Man-to-Man Initiative). Those interviewed said there is now consensus among national stakeholders that men and boys should be considered agents of change to the same extent as women – in terms of changing the culture and behaviours that support the perpetuation of violence against women and girls – and recognize the need to engage them in the fight.

These initiatives were found to: i) provide a way to reach men more easily; ii) create spaces for men to talk about VAW and masculinity; iii) contribute to making VAW an acceptable topic for public discourse (as shown by requests to produce the television programme at the community level); and iv) contribute to making VAW more visible in the media (as shown by VAW-coverage in national newspapers, the rebroadcast of the television programme on two channels and free airtime provided for the television programme).⁴³⁰

⁴³⁰ As shown by the space attributed to violence against women and girls in national newspapers, the rebroadcast of the programme *Homem que é Homem* on two channels and the free airtime given to the programme.

Homem que é Homem is giving visibility to violence against women and girls and a representative of ArtSocial who produced the programme reported that it has become a national and regional reference on the theme of engaging men. National NGOs have solicited ArtSocial for training on the theme, and the programme has received regional and international awards and recognition. Organizations in Madagascar, Uganda and Swaziland have expressed interest in having similar programmes.

The extent to which these initiatives have been successful in reaching out to men and boys who were either indifferent to the problem of violence against women and girls and/or responsible for perpetuating violence is not known since there have not yet been formal or informal evaluations of the effectiveness of these initiatives – and it may be too early to see a change in those statistics. It will be necessary, for example, to evaluate the extent to which *Homem que é Homem* has been successful in changing attitudes and behaviours to violence against women and girls (the programme dealt with the relationships between men and women and with men’s anger, rather than dealing directly with violence against women and girls). As reported by the UN-Women country office in Mozambique, part of this information will soon be available as it had started the evaluation of the impact of the UNiTE campaign.

Training celebrities and champions to end violence against women and girls: Together with Forum Mulher, UNIFEM trained four celebrities from music, theatre, journalism and television on: issues of socialization and VAW; international, regional and national commitments on VAW; and the UNiTE campaign’s goal to have campaign champions in Mozambique. The celebrity champions gained basic knowledge on gender and were provided with tools to use as reference in their advocacy work.⁴³¹ The celebrities, two men and two women, starred in four television spots which have been aired on the three main television channels.

Facilitating CSO networking and knowledge sharing: According to interviews and the document review, UNIFEM supported CSOs by facilitating networking and sharing of experiences. As a result:

- HOPEM and *Nhamai* gained access to information, potential donors and governmental partners through participation in the GCG and links with key ministries brokered by UNIFEM;
- *Nhamai* established a working relationship with the police to provide security and assistance to women survivors of violence. The shelter run by *Nhamai* provides services to women survivors of violence – over 700 since 2008⁴³² – but is still facing sustainability challenges; and
- HOPEM has started a project with UN-Women financial support and in cooperation with the Administration for Prison Services (under the Ministry of Justice) for the rehabilitation of men in prison as perpetrators of violence.

Strengthening the capacity of national authorities in Mozambique to enhance the quality of services to VAW survivors

Between 2008 and 2011, UNIFEM and other United Nations entities such as UNICEF and UNFPA, supported the government’s efforts to improve critical services to women and girls who survived violence. UNIFEM’s support focused on:

⁴³¹ Langa, J. *Report on the Consultancy to the UNiTE Campaign: June-December 2011*. December 2011.

⁴³² Joint Noticias. *Liga de ONGs em Mocambique*. 24 June 2010. Available from http://www.joint.org.mz/joint3/noticias/articlefiles/168-JOINT_NOTICIAS%5B1%5D%5B1%5D.pdf

- Providing financial support for the refurbishment of the *gabinetes de atendimento*, with UNICEF and UNDP.
- Providing support to ensure stronger collaboration between the Ministry of Justice, more specifically the Institute for Legal Assistance and Representation (IPAJ) and Ministry of Interior (police) to ensure free legal aid to victims of violence, especially women and children, at the 20 victim support units at police stations throughout the country, together with UNDP, UNFPA and UNICEF.
- Developing a multisectoral mechanism for the integrated care of women victims of violence (*mecanismo multisectorial de atendimento integrado à mulher vítima de violência*). UNIFEM and other actors supported the Ministry of Women and Social Action and other ministries to conceptualize a mechanism that ensures women survivors of violence have coordinated access to legal, health and psychological services. The mechanism, approved by the Council of Ministers in May 2012, is currently in its implementation phase.
- Providing financial support and technical assistance to strengthen shelters for women survivors of violence (*Nhamai, LeMuSiCa and NAFEZA*) and providing opportunities for exchange and sharing of experiences. It also facilitated linkages between the shelters and some ministries by promoting joint participation in study tours and by inviting *Nhamai* to be part of the GCG.

Results area relates to:

“National and local level authorities enhance number and/or quality of critical services to VAW survivors.” (Reconstructed corporate results logic in Annex VII)

“Increased numbers and relevance of models of community-level initiatives for advancing women’s human rights and eliminating gender inequality.”

(Sub-regional Strategies 2008-2009 and 2010-2011 of the Regional Office for Southern Africa and Indian Ocean States)

Overall, stakeholders interviewed felt that there has been an improvement in the quality of the critical services to women and girl survivors of violence, and some consider that there is better coordination between shelters and other service providers.

According to a 2011 UNICEF brief,⁴³³ the support provided by UN-Women, UNDP, UNFPA and UNICEF to ensure stronger collaboration between the Ministry of Justice (specifically, the IPAJ) and Ministry of Interior (police) to ensure free legal aid to victims of violence resulted in “(i) a Child Rights Campaign, 17-21 January 2011, whereby approximately 20,000 persons participated in awareness raising sessions; (ii) training of Legal Aid (IPAJ) workers on children and women’s rights; and (iii) equipping all 20 Police Station based violence victim support units (*gabinetes de atendimento*) throughout Mozambique with computers, office furniture and motorcycles.” The brief also highlighted the expectation that women and children survivors of violence would have access to free legal aid by 2011.⁴³⁴

The evaluation team is not aware of any evaluations to assess the effectiveness of UNIFEM’s support to *gabinetes* and shelters. The multisectoral mechanism was approved in 2012 and implementation is just starting. It is therefore too early to assess whether it has resulted in any systematic improvement in the care provided to women victims of violence.

⁴³³ UNICEF. *Brief on Accelerating Prevention and Response to Violence Against Children in Mozambique*. 2011. Available from <http://www.unicef.org/mz/online-files/Violence-and-Abuse-14-10-2011.pdf>.

⁴³⁴ In 2012, there were IPAJ in 57 out of 128 districts which meant, in principle, that they had access to legal aid.

Increased awareness of and public support for EVAW from decision makers, leaders and community members

UNIFEM supported the strengthening of public awareness of, and support for, ending violence against women and girls through its support of the UNiTE campaign⁴³⁵ (named UNiDOS in Mozambique meaning “we are united”).

The campaign was launched in November 2010 by the Head of State⁴³⁶ and replicated at the provincial level by each province’s respective governor.⁴³⁷

While the campaign is an inter-agency initiative and results cannot be attributed only to UNIFEM, respondents recognized UNIFEM’s important role in marketing the campaign and bringing together work by United Nations entities, CSOs and other actors under the umbrella of the UNiTE campaign, thus raising its visibility and fostering the government’s involvement.

Stakeholders considered UNIFEM’s efforts in Mozambique to have contributed to increasing public awareness and support the cause of ending violence against women and girls. They noted in particular the efforts related to men’s initiatives, training and engaging public celebrities as campaign champions, strengthening of CSOs, and the dissemination of the Law on Domestic Violence against Women. Evidence of successful efforts to raise awareness, as mentioned by stakeholders, include:

- An increase in reported cases of violence against women and girls to the *gabinetes de atendimento* (from 6,440 in 2004 to 11,761 in September 2012);
- Heightened awareness by provincial authorities of the need to carry out their own actions related to VAW;
- Greater coverage on violence against women and girls-related issues in the media;
- Increased participation in debates held on *Homem que é Homem* and requests received for rebroadcasting the programme at the community level.

Mid- to long-term results

Stakeholders agreed that efforts to strengthen the capacities of duty bearers and rights holders and increase public awareness are still required for a reduction, and eventual elimination, in the cases of violence against women and girls to be seen. Whether there has been a change in the number of cases of violence against women and girls is not clear because of a lack of data, but many stakeholders felt that the increase in the reporting of cases is a positive indication that attitudes and behaviours are changing and that eventually, with the required and sustained support from United Nations entities and other actors, women and girls

Results area relates to:

“Awareness of and public support for ending VAW from decision makers, leaders and community members.” (Reconstructed corporate results logic in Appendix VII)

Good Practice

The use of different media (including community radio) helped in reaching out to a population spread across the vast territory of Mozambique in the local languages and help create momentum for public awareness-raising on ending violence against women and girls.

⁴³⁵ The UNiTE campaign is a United Nations inter-agency initiative bringing together United Nations entities in support of the government to undertake coordinated actions to eliminate violence against women and girls.

⁴³⁶ At the time of the country visit, an evaluation of the UNiTE campaign in Mozambique was being carried out by a consulting firm. The data collection and report writing were still ongoing.

⁴³⁷ See also Julio Langa (2011), *Report on the Consultancy to the UNiTE Campaign: June-December 2011*.

survivors of violence will receive the critical services they require from the government and service providers.

Institutional and societal norms and behaviours becoming more supportive of EVAW

Stakeholders interviewed recognized that violence against women and girls is no longer a taboo topic in Mozambique and that UNIFEM had contributed to that. While this is not a

Results area relates to:

“Institutional and societal norms and behaviours are supportive of EVAW.” (Reconstructed corporate results logic in Appendix VII)

result of the last four years, but rather the result of at least 15 years of efforts made by a variety of actors (including CSOs, United Nations entities and public officials), some of the most recent initiatives supported by UNIFEM have contributed to increase the visibility of this problem.

In the media, gender equality-related discussions have been institutionalized, as shown by the success of *Homem que é Homem* which is now running with

partial financial support from the television station. Whether this programme is effective in changing societal norms and behaviours to support ending violence against women and girls still needs to be evaluated. In addition, stakeholders also noted that institutional and social behaviours are already being shaped or are likely to be shaped by the adoption of the Law on Domestic Violence against Women, the National Action Plan to Prevent and Combat VAW (2008-

Lessons Learned

In Mozambique, sustainable and effective change processes require complementary interventions that address women’s status, living conditions and autonomy, as well as power relations within the family and society, toward respectful and non violent practices.

2012) and the multisectoral mechanism for the integrated care of women victims of violence. At the same time, stakeholders recognized a number of factors which, in their view, slowed down changes in social norms and related individual and collective behaviours, including: cultural and traditional beliefs and related patterns of behaviour; women’s low level of economic empowerment; widespread illiteracy (especially among women); limited access to information in rural and remote communities because of language barriers; communication/transportation-related barriers; and the size of the country.

Government and service providers becoming increasingly accountable to women and girls for prevention, protection and response to VAW

UNIFEM’s efforts in Mozambique between 2008 and 2011 also aimed to strengthen the government’s accountability to women and girls for prevention, protection and response to violence. Efforts focused on two main areas: GRB and strengthening the Ministry of Women and Social Action in its role to promote and coordinate gender equality issues, including violence against women and girls among ministries.

Results area relates to:

Government and service providers are accountable to women and girls for prevention, protection and response to VAW. (Reconstructed corporate results logic in Annex VII)

Increase in the number of budget processes that fully incorporate gender equality.

(Subregional strategies 2008-2009 and 2010-2011 of the Southern Africa and Indian Ocean States regional office)

While this evaluation did not look in-depth at GRB-related work, stakeholders familiar with the topic recognized the important contribution UN-Women and UNIFEM have been making to give visibility to violence against women and girls-related activities in the national and sectoral/ministerial budgets. While this has likely not yet been translated into an increase in budget allocations for the cause, they considered it important because it allows the government to monitor and report on the actions conducted.

With regard to strengthening the Ministry of Women and Social Action, technical and financial support provided by UNIFEM over the years is seen as directly contributing to the development of the National Plan to Combat Violence against Women and to the Ministry's preparation of a report on the implementation of the UNiTE campaign in 2012.

To strengthen service providers' accountability for the response to violence against women and girls, UNIFEM, other United Nations entities and CSOs supported police training in the *gabinetes* and training of health providers on international, regional and national commitments on VAW. No evaluation of the training activities appears to have been carried out so far, so it is not possible to affirm whether this has contributed to the increase in the number of cases of violence against women and girls registered by the police at the *gabinetes* or improvements in services to survivors by the police or health sectors.

Stakeholders interviewed noted that an amendment to the Ministry of Home Affairs law to formalize the existence of the *gabinetes* thereby creating the condition to set aside financial resources for their functioning is currently waiting Parliament's approval. This shows the government's strong commitment to keep the *gabinetes* operational and interviewed stakeholders credit UNIFEM as one of the actors contributing to this commitment.

Women and girls who are survivors of violence increasingly have access to required services

In Mozambique, women and girls who are survivors of violence still have limited access to required services due to obstacles to demand and have access to required critical services. From the interviews

conducted, it emerged that UNIFEM contributed to increasing women's access to required services by providing support to advocacy and dissemination initiatives with the aim of empowering women to demand services. In addition, it supported (financially and technically) the strengthening of the existing shelters run by *Nhamai* (in Matola) and *LeMuSiCa* (in Manica). However, in the absence of an assessment of the services provided by these shelters it is not possible to conclude whether UNIFEM's support resulted in improved access to services.

Results area relates to:

Women and girls who are survivors of VAW demand and have access to required services. (Reconstructed corporate results logic in Appendix VII)

4.2.4 UN-Women's intergovernmental mandate

As shown by the examples below, between 2008 and 2011 the UNIFEM country office in Mozambique was able to link its interventions with the normative work conducted by UNIFEM and other actors at the global level.

UNIFEM supported the Government of Mozambique in preparing the country's first and only report to the CEDAW committee, and in preparing and participating in the Commission on the Status of Women (CSW) session held in 2008. In 2010 and 2011, the UN-Women country office also supported the participation of CSOs to the CSW. The most important result of this support appears to be the government's use of CEDAW when developing its strategy to fight violence against women and girls. The National Plan on Prevention and Combat of Violence Against Women 2008-2012 is a "mechanism for making operational the international commitments ratified or undertaken by the country among which are CEDAW, the African Charter on Human and Peoples' Rights, Rights of Women in Africa, through the design of concrete actions to realization of these commitments."⁴³⁸

In addition, the adoption of the Law on Domestic Violence against Women is a clear result of the normative work carried out by UNIFEM in Mozambique in follow-up to the 2007 CEDAW concluding

⁴³⁸ Unofficial translation of the *República de Moçambique, Plano Nacional de Acção para Prevenção e Combate à Violência contra a Mulher* (2008-2012), p. 6.

comments which called on Mozambique to adopt a draft law against domestic violence as soon as possible. Finally, according to its 2008 subregional annual report,⁴³⁹ UNIFEM’s work in preparing the government and CSOs for the 2008 CSW contributed to the government allocating \$40,000 to the National Council on Advancement of Women.⁴⁴⁰ This also aligned with the 2007 CEDAW committee’s concluding observations which urged Mozambique “to provide the existing national gender machinery with adequate human, financial and technical resources, at all levels, to ensure that it may effectively carry out its functions, including monitoring the implementation of the Convention.”⁴⁴¹

4.2.5 UN-Women’s coordination mandate

An overview of inter-agency coordination in Mozambique was presented above in Section 3.4.

UNIFEM’s contribution to the coordination of violence against women and girls-related work among United Nations entities should be

considered in the following context: i) United Nations entities worked under the Delivering as One initiative; ii) UNIFEM has only had a physical presence with an office in Mozambique since 2007; and iii) other United Nations entities with more resources than UNIFEM have played an important role in promoting the fight against violence against women and girls (e.g. UNFPA was the convening agency of the gender joint programme and the co-chair of the GCG until 2010).

Stakeholders interviewed recognized UNIFEM’s leadership role in coordinating efforts by United Nations entities in implementing the UNiTE campaign and other joint activities, such as the 16 Days of Activism against Gender Violence (see Section 3.4).

In addition, according to the UN-Women Mozambique annual workplan 2012-2013,⁴⁴² its leadership in the implementation of the Gender Scorecard in 2008 and in carrying out the inventory of ERAW-related interventions in 2009 contributed to an increase in demand (from United Nations entities) for UN-Women’s technical assistance, capacity- building and support on advocacy. It also resulted in UNICEF, UNFPA, UNDP and the World Health Organization (WHO) reallocating funds to jointly support providing equipment for sections in 15 police stations that provide services to survivors of violence in five provinces, and the one-stop model room for VAW survivors in Maputo Central Hospital.

UN-Women and UNIFEM also served as co-chair of the GCG, which is considered a strategic coordination mechanism. The GCG reviews all official government documents related to gender equality (e.g. the National Plan for the Advancement of Women, the multisectoral mechanism for the integrated care of women victims of violence) and promotes and coordinates national activities, such as the International Day of the Girl Child (to stop child marriage). Interviewed stakeholders appreciated having an entity with the specific mandate to promote gender equality and the advancement of women, and UN-Women’s capacity to work together with the government and CSOs. One stakeholder commented that UN-Women’s role as co-chair symbolizes the importance women’s issues have within the United Nations system.

Lessons Learned

Coordination among agencies requires resources and capacity by the coordinating body. In addition, the availability of / prospect for resources can drive coordination.

⁴³⁹ UNIFEM regional office for Southern Africa. *Annual Report 2008 – Development Results Framework*. 2009.

⁴⁴⁰ The National Council on the Advancement of Women is an advisory body (part of the national gender machinery) tasked with coordinating the implementation of the gender policy.

⁴⁴¹ Op. cit. 49.

⁴⁴² Op. cit. 47.

Stakeholders noted UN-Women's important contribution in establishing and functioning of the GJT. They recognized the importance of this mechanism, established in 2011, and identified results that have already been achieved, such as the development of a United Nations joint position to advocate for the reform of the criminal code, and budget allocation for an initiative on abused women and children. However, stakeholders also expressed some concerns about the regular functioning and effectiveness of the team. The regular functioning of the GJT is a common problem attributable to the considerable number of groups and subgroups existing within and outside the United Nations system, thus making it difficult for all entities to attend all fora. With regard to the GJT's effectiveness, stakeholders mentioned that the team has been working on punctual projects and that its work is not directly linked to any outputs in the UNDAF which may limit its effectiveness. However, the GJT only started its operations in 2012 and it is therefore too early to assess its effectiveness.

When asked about factors limiting UN-Women and UNIFEM's coordination role in Mozambique, interviewed stakeholders noted the following:

- Some UN-Women and UNIFEM supported projects (such as the *Nhamai* and ArtSocial-related initiatives) have not taken advantage of opportunities for collaboration with other United Nations entities in Mozambique;
- The limited financial resources of the Mozambique country office may affect its ability to coordinate common programmes with other United Nations entities; and
- Having only three programme staff members in the country office may not be sufficient, in terms of numbers to, fulfill all of UN-Women's roles whilst contributing meaningfully to inter-agency coordination efforts.

4.2.6 Sustainability of results

UNIFEM supported the sustainability of NGO results through:

- Supporting partnerships and facilitating linkages between NGOs and potential donors/partners (e.g. HOPEM and *Nhamai* were invited to be part of the GCG);
- Supporting the sharing of experiences among NGOs; and
- Facilitating a partnership and working relationship between *Nhamai* and the Ministry of Women and Social Action, and provided *Nhamai* with external consulting services to develop a sustainability strategy for the shelter.

These strategies led to some positive results and NGO representatives interviewed felt that UNIFEM's support helped strengthen their organizations and, in some cases, allowed them to attract new funds or establish new partnerships to run their activities (e.g. *Nhamai* and HOPEM).

Factors enabling sustainability

Factors enabling sustainability that were identified by stakeholders include: i) increased public awareness of the problem of violence against women and girls; ii) involvement of men as actors of change; iii) government commitments on women's human rights, gender equality and ending violence against women and girls at national, regional and international levels; iv) the adoption of the Law on Domestic Violence against Women and awareness of it in society, in particular among women; and v) mechanisms such as *gabinetes de atendimento* to support implementation of the law.

Factors hindering sustainability

Limited government resources to implement national plans and strategies for ending violence against women and girls: There are limited resources available for some ministries, such as the Ministry of

Women's Affairs, to play a key role in the fight to end violence against women and girls. The government relies on external funding to implement its programmes which has contributed to a culture of reliance and reduced incentives for the government to look for sustainable strategies to implement its programmes. Supporting the implementation of plans and strategies to end violence against women and girls has not been the responsibility of UN-Women nor UNIFEM alone, as other actors participated in the development of national plans and strategies. However, feasibility assessments do not appear to have been conducted (to ensure that resources were available) nor were accountability mechanisms established to foster effective implementation of those plans and strategies.

Limited economic empowerment of women: According to those interviewed in Mozambique, the economic dependence of women on their partners/husbands (or other family members) and the risk of not being able to meet their children's basic needs on their own, makes many women reluctant to report acts of domestic violence to the police and/or to withdraw denunciations to avoid a period in prison for their partner/husband. In addition, women's fear of family rejection or family pressure may also be an important reason, especially in rural areas, for not reporting acts of domestic violence.

Lessons Learned

The absence of or limited degree of women's economic empowerment supports impunity and perpetuation of domestic VAW.

Linking strategies to end VAW with strategies to promote women's economic empowerment is likely to decrease women's acceptance of violence and increase reporting of domestic violence cases to police.

Widespread corruption: Stakeholders interviewed noted that corruption may affect systematic recording of the domestic violence cases reported by women survivors to the *Gabinetes de Atendimento*. Stakeholders interviewed reported the police, for example, may accept a monetary bribe from the aggressor or his family in order not to file a case.

Direct implementation by UN-Women and UNIFEM: Stakeholders noted how UNIFEM's direct involvement in implementation (e.g. campaigns, workshops etc.) partially undermined the sustainability of these initiatives since it did not foster ownership by partners.

4.3 Organizational strengths and weaknesses in managing EVAW: Lessons learned

This section presents evaluation findings on what have been and are UN-Women's organizational strengths, weaknesses and lessons learned from its predecessor entities, in terms of planning, implementing, monitoring and evaluating EVAW-related work

Most, if not all, of the following observations continue to (positively or negatively) influence UN-Women's current work on VAW.

Strengths

Consulted stakeholders emphasized the following strengths of the UNIFEM Mozambique office team in planning and implementing VAW-related interventions during the period under review.

Lessons Learned

Prioritization of objectives and of strategies to achieve them is also an important exercise to conduct, and even more important when resources available are scarce.

Clear mandate on gender equality and women's empowerment which helped it advance related causes in Mozambique.

Ability to achieve results with limited resources: Despite the small number of staff in the country office and its limited financial resources, UNIFEM's contribution to the fight against violence against women and girls in Mozambique has been considered important. Several factors have supported UNIFEM's performance including: staff commitment; its capacity to work with and develop strategic relationships with both government and CSOs; its strong capacity in communication; and its good reputation.

Coordination with other United Nations entities: United Nations entity representatives noted how UNIFEM coordinated with other entities and actors on initiatives such as the 16 Days of Activism against Gender Violence and on support to the *gabinetes de atendimento*.

Challenges and/or limitations

Available data indicate the following challenges and/or limitations to UNIFEM's ability to plan, implement, monitor and evaluate its VAW-related work in Mozambique.

Limited human capacity: Identified by all stakeholders as the main challenge in the period 2008-2011 and in the subsequent years, the capacity of the office has been/is limited by the small number of programme staff and skills available for fundraising, policy change and coordination, which make it difficult for the office to contribute in an effective way to the existing coordination mechanisms with the government and with other United Nations entities (e.g. the GCG and GJT).

Limited financial capacity: The limited budget has limited the office's capacity to support its partners in effective ways. The office has also been dependent on the Southern Africa subregional office for disbursement of funds over \$30,000. According to the UN-Women country office this has caused significant delays (over one year) in disbursements to UNIFEM's partners.

Absence of sustainability strategies: While UNIFEM supported interventions it considered had the potential to effectively contribute to ending violence against women and girls in the long-term, it did not develop specific sustainability strategies. This was particularly evident in the case of *Nhamai*, which is facing important challenges in ensuring the sustainability of the shelter for women survivors of violence. UN-Women is currently supporting *Nhamai* to develop a sustainability strategy, but this was not anticipated sufficiently in advance.

Insufficient attention to reporting and evaluation: There has been limited formal reporting and no evaluation of the initiatives supported by UNIFEM. As noted in Section 1.3., a major challenge of this case study was the limited amount of documentation available to the evaluation team. In addition, there appears to have been no assessment, internal or external, of the effectiveness of UNIFEM's support to, for example, the programme developed by ArtSocial, HOPEM and *Nhamai*.

Lack of coordination with United Nations entities on some initiatives: Some United Nations entity representatives felt that UNIFEM's support of shelters in Mozambique increased its visibility in the country but did not encourage coordination of the United Nations' efforts to end violence against women and girls, raising questions about the relevance of such support.

Implications for UN-Women

Most, if not all, of the above observations on organizational strengths and weaknesses continue to influence UN-Women's current work on VAW. UN-Women can build on UNIFEM's reputation and experience in work on violence against women and girls and its links with government, CSOs, women's movement organizations and other United Nations entities. Nevertheless, unless addressed, some of UNIFEM's organizational weaknesses are likely to continue to affect the work of UN-Women. Ensuring the basic conditions required for the office to be operational (e.g. proper IT equipment, electricity, etc.) also presents a challenge. In addition, UN-Women's capacity to support the work to end violence against women and girls in Mozambique through advocacy and knowledge sharing activities, will depend on its capacity to

learn about effective and less effective strategies. In order to do so, stronger monitoring and evaluation (M&E), and reporting systems and capacities will be required.

4.4 UN-Women's strategic positioning

This section presents evaluation findings in Mozambique on the extent to which UN-Women has strategically positioned itself to add value in preventing and responding to VAW in global,⁴⁴³ regional and national contexts. UN-Women's strategic positioning with regards to VAW in Mozambique is strongly influenced by the organizational strengths and weaknesses outlined in Section 4.3 above, and other contextual factors outlined throughout the report.

Contextual factors

UN-Women's position and reach in Mozambique is constrained by several contextual factors including: i) the vast size of the country makes transportation costs high and travelling to rural districts a time-consuming activity; the high level of illiteracy and language barriers makes it difficult to reach out to the population other than through channels such as (community) radio; and iii) the limited number of CSOs and grass-roots organizations outside the capital and a few other big cities. Such a context will continue to pose logistical challenges to UN-Women's work, in particular because of its limited office presence in Maputo.

UN-Women's strategic positioning will also be affected by the role other United Nations entities have played in Mozambique until recently, and the fact that these entities have had more available resources. Mozambique is a Delivering as One country and UN-Women will need to balance its role in ending violence against women and girls within the framework of the United Nations entities' coordinated approach to design and delivery.

Progress in defining and operationalizing UN-Women's mandate

There are high expectations from all stakeholders interviewed about UN-Women's future role in ending violence against women and girls. Consulted stakeholders hoped that the transition to UN-Women would be accompanied by enhanced human and financial resources for the entity to fulfill its mandate. UN-Women's capacity to work with men's organizations, and in partnership with both the government and CSOs, and its clear mandate, reputation and expertise, is seen as a key asset towards ending violence against women and girls. Representatives of UN-Women's partners indicated a readiness to have it play a key and more important role in the fight against violence against women and girls.

However, stakeholders identified important concerns which also emerged from the data analysis concerning UN-Women's ability to fulfill the inter-agency coordination and operational dimensions of its mandate. Many of these concerns relate to the challenges/limitations stemming from the (limited) availability of resources, as highlighted in Section 4.3.

In terms of the **operational dimension** of its mandate, one of the key concerns expressed by consulted stakeholders is UN-Women's use of partnerships (existing and potential) with CSOs, the government, United Nations entities and the media. According to stakeholders, UN-Women could work more systematically with its partners to make progress in preventing violence against women and girls and expanding access to services. Tapping into the strength of its partners would also help it overcome the challenge of its own limited resources.

There is also concern as to whether UN-Women intends to focus on advocacy and coordination or implementation at the country level. Greater clarity on this would help it better define and prioritize

⁴⁴³ Due to the nature of the country case study, the following reflection focuses on UN-Women's positioning in view of the respective regional and national contexts.

strategies and approaches at country level (e.g. capacity strengthening, social mobilization, coalition building, development of legislation/national plans, etc.).

In terms of the **inter-agency coordination dimension** of its mandate and contributing meaningfully to coordination mechanisms existing within the United Nations system, the Mozambique country office is challenged by its limited (and relatively new) institutional experience in coordination, limited resources, and by the lack of clearly defined priorities on where to allocate available resources for them to bring the most value (e.g. gender equality mainstreaming, violence against women and girls, GRB and economic empowerment).

5. Recommendations

The following suggestions and recommendations to the UN-Women offices in Mozambique and headquarters are based on the data collected for the country case study.

Contributions to results

The UN-Women country office in Mozambique could:

- **Select the focus of and prioritize work on EVAW:** The UNIFEM country office in Mozambique has been supporting a variety of initiatives to end violence against women and girls despite an absence of clear guidelines from UN-Women at headquarters on how to work on this area and a strategy defined by the country office. In order to provide coherent support despite its limited capacity, the country office may want to consider defining the focus of and prioritizing work on EVAW in Mozambique.
- **Develop a holistic/multidimensional approach to ending violence against women and girls:** The limited economic empowerment of women is one of the key causes for the perpetuation of VAW in Mozambique and an important barrier to achieving sustainable results under the Law on Domestic Violence against Women. UN-Women could address this challenge by facilitating links between the interventions it supports for ending violence against women and girls and other existing or proposed interventions of other partners which focus on increasing women's economic empowerment. It could also adopt an approach which challenges cultural norms, beliefs and values in Mozambique that perpetuate violence against women and girls and gender inequality, and instead promotes changes in attitudes and behaviours, and renegotiation of power relations in the family and society toward respectful and non-violent practices. In so doing, it would increase the sustainability of results and ensure UN-Women uses its partnerships to address the issue in a holistic way, rather than adding an additional area of work.
- **Support monitoring, implementation and accountability for ending violence against women and girls:** Despite laws, strategies and plans for gender equality and eliminating violence against women and girls in Mozambique, implementation is lagging. UN-Women may want to continue strengthening the government's capacity to monitor and implement such laws, strategies and plans, and support CSOs to build capacity to monitor and hold the government accountable for implementation. This would also help increase the sustainability of results.
- **Support partners to develop a long-term vision of desired results and the corresponding implementation plans and sustainability strategies at the planning stage:** UNIFEM's partners have experienced some challenges in ensuring the implementation of initiatives supported by UNIFEM (e.g. the government and ArtSocial) and in the sustainability of results achieved (e.g. *Nhamai*). This is due in part to partners not having developed a long-term vision of the desired results and the corresponding strategies for implementation and sustainability during the planning stages. UN-Women and other collaborating United Nations entities could encourage partners to

reflect on the desired short-, medium- and long-term results and support them develop corresponding implementation and sustainability plans at the planning stage.

- **Integrate considerations specific to girls:** Not all strategies concerning VAW address the issue of violence against girls. With the support of, and in coordination with other United Nations entities and CSOs, UN-Women Mozambique could pay more attention to integrating considerations and adapting strategies (coordination, advocacy, social mobilization etc.) specifically related to girls who are victims of violence.

Organizational strengths/weaknesses

The UN-Women country office in Mozambique could:

- **Capitalize on results achieved and make use of lessons learned:** While stakeholders report that UNIFEM and other actors have contributed to important results in ending violence against women and girls in Mozambique there have been few evaluations of these efforts, and there is insufficient quantitative data and little documentation. UN-Women could identify and evaluate results achieved and lessons learned on what has worked and what has not in a more systematic way. To do so will require adequate M&E systems and capacity and more attention to baseline data collection.
- **Improve filing systems:** This would ensure that key information on supported interventions is readily available and that there is less reliance on the institutional memory of country office staff. It would also support more regular reporting on results achieved, challenges faced and lessons learned from the supported partners.
- **Provide professional development opportunities for its staff:** Country staff require additional skills in order to participate more effectively in coordination mechanisms such as the GJT, GCG and the GCG subgroup on violence; policy dialogue with government, United Nations entities and other donors on EAW and other gender-related issues prioritized in the country; support M&E activities; and support the strengthening of partners' capacities.

UN-Women headquarters could:

- Ensure that **human resources** in the Mozambique country office are adequate to carry out strategic work on violence against women and girls (as outlined in the paragraph above on contributions to results) and to monitor and evaluate. This may require additional staffing and/or support (also in terms of documentation in Portuguese) from the regional centre in Nairobi (Kenya) and/or headquarters.

UN-Women strategic positioning

The UN-Women country office in Mozambique could:

- **Prioritize objectives and strategies on the basis of current resources:** The financial and human resource constraints of the country office in Mozambique have been highlighted throughout the evaluation. Although there is an expectation that these will be eventually overcome, the country office should, in the meantime, adjust its work to its current resources. The country office could conduct a prioritization exercise to identify priority areas to work on and strategies to apply.
- **Enhance the effectiveness and efficiency of its work by identifying and/or strengthening strategic partnerships:** Once key priorities are identified UN-Women and its partners could identify areas for, and degrees of, collaboration in order to enhance the effectiveness and efficiency

of the efforts to end violence against women and girls and identify, as required, additional strategic partners.⁴⁴⁴

UN-Women headquarters could:

- **Clarify expectations regarding the implementation of each of the three dimensions of the UN-Women mandate and provide clearer guidance on its corporate approach and priorities with regards to violence against women and girls.** In seeking to fulfill UN-Women's broad mandate, country office staff are under considerable pressure to implement the different aspects of the UN-Women mandate (normative, operational and coordination) and to develop an effective strategy to end violence against women and girls. The country office should be given further guidelines/orientation from headquarters on how to implement the three dimensions of the UN-Women's mandate given the country context and capacities, and how to implement UN-Women's corporate approach and priorities to violence against women and girls, a suggestion likely to apply to other country offices as well.

⁴⁴⁴ UN-Women would need to define and identify strategic partnerships which may include: partnerships with influential organizations; partnerships with large organizations; partnerships with organizations working on specific themes related to ending violence against women and girls or targeting specific groups (such as religious leaders).

6. Implications for the overall evaluation

The table below summarizes key observations deriving from the Mozambique county case study that are relevant in view of informing the overall evaluation, in particular the evaluation’s intent to work towards developing one (or more) theory/theories of change for UN-Women’s work on VAW. The observations are structured according to the three dimensions of UN-Women’s mandate and include elements that emerged during the session on the theory of change held with UN-Women country office staff on the last day of the field mission.⁴⁴⁵

Exhibit 6.1 Implications for the overall evaluation

Dimension	UN-Women strategies/ Types of interventions in Mozambique	UNIFEM/UN-Women’s contributions to results outlined in reconstructed corporate results logic	Implicit assumptions underlying VAW work in Mozambique/Risks
Operational	<ul style="list-style-type: none"> • Providing financial and technical support to help strengthen the capacity of national partners, in particular the national gender machinery, women’s and men’s organizations • Providing access to relevant exchange opportunities to the national gender machinery and women’s and men’s organizations, which constitutes a key element of capacity-strengthening work • Facilitating dialogue mechanisms among and between government and non-government actors at national level • Supporting governmental partners to develop strategies and action plans on violence against women and girls and gender equality • Mobilizing society through the UNiTE campaign via mass media, champions for change and advocacy material 	<p>UNIFEM VAW-related work in Mozambique addressed (to varying degrees) all four operational short-/mid-term results and the three mid-/longer-term results outlined in the preliminary results model included in the evaluation Inception Report.</p> <p>The involvement of men in ending violence against women and girls is not adequately reflected in the reconstructed corporate results logic.</p> <p>In Mozambique, UNIFEM’s work tackled all forms of violence, but a special focus was given to domestic violence given the recent adoption of the law on this form of violence.</p> <p>In the country, UNIFEM worked both on the prevention and response to VAW. The preferred approach used to prevent VAW was through raising awareness and the response to VAW was technical and financial assistance aiming to improve and expand critical services to women survivors.</p> <p>In Mozambique, UNIFEM worked with both duty bearers and rights holders to support their capacity strengthening.</p>	<ul style="list-style-type: none"> • Effecting changes in attitudes/behaviours requires: <ul style="list-style-type: none"> – Sustained engagement of public leaders/champions; – Strategies and resources for reaching out to men (and women); – Capacities at all levels; and – The involvement of “guardians of culture” (men and women), including religious/traditional leaders (which requires work with partners well placed to do so). • CSOs have the capacity to keep the government accountable for the implementation of existing programmes/plans/policies/laws for ending violence against women and girls. • The government has/makes available the required resources for the implementation of its national/regional/international commitments on ending violence against women and girls and gender equality. • There are strong/equipped grass-roots organizations committed to gender equality that can reach out to the population living in the most remote areas of the country.

⁴⁴⁵ The results of the theory of change workshop are presented in Appendix VII.

Dimension	UN-Women strategies/ Types of interventions in Mozambique	UNIFEM/UN-Women's contributions to results outlined in reconstructed corporate results logic	Implicit assumptions underlying VAW work in Mozambique/Risks
Inter-Agency Coordination	<ul style="list-style-type: none"> • Coordinating United Nations entities on UNiTE • Coordinating United Nations entities of the GJT 	<ul style="list-style-type: none"> • UNIFEM/UN-Women contributed to enhancing the short-term coordination of activities and investments to end violence against women and girls by the United Nations system. • No visible contribution to strengthened <i>accountability</i> in the United Nations system. 	<ul style="list-style-type: none"> • United Nations entities participate in coordination mechanisms. • Ending violence against women and girls is recognized by UNCT and corresponding United Nations entities at headquarters as a priority. This also assumes: <ul style="list-style-type: none"> – Commitment by the UNCT; – Sufficient resources from UN-Women headquarters to support country-level activities; – United Nations entities contribute and are each accountable for results relating to ending violence against women and girls; – Roles and responsibilities of United Nations entities are clear; – UN-Women has the capacity to contribute in a meaningful way to the work of the United Nations Development Result Group; and – Staff, managers and directors of United Nations entities are accountable for gender equality results (performance assessments are linked to gender equality performance)
Normative	<ul style="list-style-type: none"> • Promoting knowledge of and use of CEDAW among national actors • Facilitating national actors' participation in global forums, (CSW) to inform or 'back up' national processes. 	UN-Women and UNIFEM contributed to having CEDAW as a guide of the work carried out by UN-Women and national partners.	Government and civil society accept internationally agreed development goals and are willing to work together with the United Nations to implement.

Appendix I National Reference Group

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Nzira de Deus, Forum Mulher

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Appendix II Case Study Methodology and Evaluation Matrix

Purpose

The country site visits provide context specific insights to both the evaluation’s backwards and forward-looking components. The retrospective insights involve gathering information on the ‘distance travelled’ in terms of EVAW to date; the contributions of UN-Women’s predecessor entities to this progress in the respective country (including questions about linkages between country specific operational work, coordination and regional/global normative work); and context specific lessons learned. The forward-looking perspective will review factors shaping UN-Women’s current strategic positioning for VAW-related work in each country, and will explore the needs and expectations of UN-Women’s country and/or regional based staff and other United Nations entities with regards guidance and support.

Approach

The case studies contribute to specific evaluation sub questions identified in the evaluation matrix in the Inception Report. A more specific breakdown of the lines of inquiry applied to each country, and their respective contributions, is provided below and was used in developing data collection instruments.

LINES OF INQUIRY METHODS EVALUATION QUESTIONS	Case Studies					
	Country records	Observation	UN-Women interviews	National Government interviews	UN CMT interviews	CSO focus interviews or focus
1. For the period 2008-2011, what was the contribution to results made by UN-Women’s predecessor entities towards ending violence against women and girls? What are related lessons learned?						
1.1 During the period 2008-2011, how did contextual and environmental factors affect or influence the VAW work of UN-Women’s predecessor entities?	√		√	√		√
1.2 How relevant and responsive has the work of UN-Women’s predecessor entities been to global, regional and national commitments and priorities including those within the United Nations?			√	√	√	√
1.3 What have been UN-Women predecessor entities’ key contributions to achieving national results on preventing VAW and expanding access to services at country level?	√		√	√		√
1.5 What have been UN-Women’s predecessor entities’ contributions to results with regards to coordinating EVAW related efforts inside (and outside) the United Nations system?	√	√	√	√	√	√
1.6 To what extent are the global, regional and national-level results achieved with the support of UN-Women’s predecessors entities likely to be sustained over time?			√	√		√
1.7 What are the implications of results achieved in EVAW to date and related lessons learned for UN-Women’s current and future work in this area?			√	√	√	√
2. What have been and are organizational strengths and weaknesses of UN-Women and lessons learned from its predecessor entities in view of planning, implementing, monitoring and evaluating their EVAW related work?						

LINES OF INQUIRY METHODS EVALUATION QUESTIONS	Case Studies					
	Country records	Observation	UN-Women interviews	National Government interviews	UN CMT interviews	CSO focus interviews or focus
2.1 What have been the strategic organizational strengths and weaknesses of UN-Women's predecessor entities in designing, implementing, and monitoring and evaluating EVAW related interventions?	√	√		√		√
3. To what extent has UN-Women strategically positioned itself to add value in preventing and responding to VAW in global, regional and national contexts?						
3.1 What have been key developments in the global, regional, national and United Nations contexts since the creation of UN-Women, and how have these (positively or negatively) affected UN-Women's ability to fulfill its normative, operational and coordination obligations in relation to EVAW?	√		√	√		√
3.2 What progress has UN-Women made to date in clearly defining and operationalizing its mandate for EVAW aligned with its normative, operational and coordination dimensions?	√		√		√	

Data collection instruments were developed for the October Jamaica country visit and have been revised based on this pilot. The revised interview guides accompany this briefing note and case study team members were briefed on the evaluation approach and interview guide. Interview notes were recorded by the team members using the guides, allowing for analysis within each country and across the country case studies. An interview record template and document review tool were also provided.

Appendix III Documents Reviewed

UN-Women and UNIFEM documents

- UN-Women Mozambique (2013). *Programme Planning Exercise and Mid-Term Review of the approved AWP 2011-2013*.
- UN-Women Mozambique (n.d.). “Enhancing Capacities to Accelerate the Implementation of Gender Equality and Women’s Empowerment Commitments in Mozambique.” Strategic Note 2012-2013.
- UNIFEM Regional Office for Southern Africa (2009). *2008 Annual Report – Development Results Framework*.
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- Gender Joint Team (2012). *2012 Annual Workplan*.

Documents related to specific UN-Women, UNIFEM or UN Trust Fund Projects

- Forum Mulher (n.d.). Transforming Beliefs, Traditional practices and Service Delivery to Redress Violence Against Women and Reduce Women and Girl’s Vulnerability to HIV. (Annual and six-month progress reports).
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Appendix IV Stakeholders Consulted

Organization	Role/Title	Method of Consultation
UN-Women		
UN-Women Country Office	Country Representative	Individual Interview
UN-Women Country Office	GRB Programme Coordinator	Individual Interview
UN-Women Country Office	Programme Assistant?	Individual Interview
Partners/Stakeholders in Mozambique		
United Nations Country Team (UNTC)/Other UN entities		
UNICEF	Child Protection Specialist	Individual Interview
RCO/UNDP	National Coordinator Officer	Individual Interview
UNDP	Special Assistant for the RC	Individual Interview
UNFPA	National Programme Officer – Gender, Culture and Human Rights	Individual Interview
Food and Agriculture Organization of the United Nations (FAO)	Chief Technical Advisor (gender and natural resources)	Individual Interview (by phone)
Government		
Ministry of Women and Social Action	Deputy National Director of Women	Individual Interview (by phone)
Ministry of Women and Social Action	Minister	Individual Interview
Ministry of Interior (Police)	Director of the Gender Department	Individual Interview
NGOs/Civil Society		
Men for Change Network	Coordinator	Individual Interview
ArtSocial/Man-to-Man Initiative	Director	
<i>Nhamai</i> (Shelter)	President	Individual Interview
<i>Fórum Nacional de Rádios Comunitárias</i> (Forum of Community Radio Broadcasters - FORCOM)	Executive Director	Individual Interview
WLSA	Anthropologist – Training Coordinator (previously, Gender Technical Advisor at Ministry of Women and Social Action)	Individual Interview
WLSA	National Coordinator	Individual Interview
Pathfinder	GBV Programme Officer	Individual Interview
AMMD	Committee member	Group Interview
Forum Mulher	Programme Director	Individual Interview
Horizonte Azul	Member	Group Interview
Others		

Organization	Role/Title	Method of Consultation
Independent	Champion for Change	Individual Interview
Judge	Chief of the Judges Association	Individual Interview
CIDA-Canada	Gender Equality Advisor	Individual Interview
Royal Norwegian Embassy	Gender Focal Point	Individual Interview
DFID	Gender Specialist	Individual Interview
KULA	Director	Individual Interview (by phone)
Royal Danish Embassy	Counsellor – Health and HIV/AIDS	Individual Interview

Appendix V Sample Interview Protocol (for NGO/CSO Partners)

Interview Guide CSO Representatives

Introduction: An external company has been engaged to undertake an evaluation of UN-Women’s work on ending violence against women and girls. This thematic evaluation includes studies of ending violence against women and girls work in seven countries and this interview will contribute to your country case study. Thank you for agreeing to this interview. This document is intended to be a guide for our discussion, which I expect will take roughly one hour. All interviews are confidential, in that information you provide will only be reported in aggregate, summarizing all key informant interviews without attribution to the sources.

Guiding Questions	Prompts (What to probe for)
<p>1. Your role</p> <p>1.1 Can you briefly describe your role on work to end violence against women and girls?</p> <p>1.2 What is the nature of the relationship between your organization and UN-Women as regards ERAW?</p>	<p>How much of your organization’s work on ending violence against women and girls is connected to or funded by UN-Women?</p>
<p>2. Relevance</p> <p>2.1 To what extent has UNIFEM and UN-Women’s violence against women and girls work been aligned with the needs and priorities of [insert country]’s Government and population?</p>	<p>For example in view of priorities outlined in national action plans, strategies or other guiding documents</p> <p>Needs, e.g. in terms of technical capacities, financial resources, facilitation, access to networks etc.</p>
<p>3. Contributions to Results</p> <p>3.1 What types of support have you received from UN-Women to support your ERAW work?</p>	<p>Does UN-Women provide your organization with useful data, information and knowledge on ending violence against women and girls work? If yes, can you give examples of information/tools that were helpful to you?</p> <p>Does UN-Women help you/ your organization participate in any networks domestically, regionally or globally that inform ending violence against women and girls work?</p> <p>Any other types of support?</p>
<p>3.2 Other than UN-Women, do you work with other United Nations entities? If so who and on what interventions?</p>	<p>How would you compare the relationship with UN-Women to that with other United Nations entities and why?</p>

Guiding Questions	Prompts (What to probe for)
<p>3.3 In your view, what have been specific results of work to end violence against women and girls supported by UN-Women and UNIFEM in [insert country] over the last four years?</p>	<p>For example in view of:</p> <ul style="list-style-type: none"> a) Legislation and policies adopted and implemented to respond to and prevent violence against women and girls; b) Women and gender advocates influencing policies, actions and budgets to address violence against women and girls; c) National and local-level authorities enhancing the number and/or quality of critical services to survivors of violence against women and girls; d) Awareness of, and public support for ending violence against women and girls from decision makers, leaders, and community members; e) Other and/or unintended results
<p>3.4 How would you assess [insert country]’s overall progress on ending VAW from 2008 – present and why?</p> <p>3.5 To what extent and how has UNIFEM and UN-Women’s work contributed to these changes?</p>	<p>For example in view of:</p> <ul style="list-style-type: none"> a) Institutional and/or societal norms and behaviours have become more supportive of ending violence against women and girls; b) Government and service providers are accountable to women and girls for prevention, protection and response to violence against women and girls; c) Women and girls who are survivors of violence demand, and have increased access to critical services, including justice; <p>What other factors/actors beyond UN-Women’s work are likely to have contributed to these changes (or the lack thereof)?</p>
<p>3.6 In your view, to what extent and how have contextual factors or developments supported or hindered UN-Women and other actors in achieving violence against women and girls-related results?</p>	<p>For example, changes in the socio economic and/or political environment; changes in social contexts (e.g. norms, values, priorities of different groups)</p>
<p>3.7 Based on your experience, what are key lessons learned as regards the question of ‘what works and what does not’ in violence against women and girls programming?</p>	<p>For example, in view of specific approaches/strategies; including working with specific stakeholder groups (men, boys), in specific sectors, or using innovative/creative methods.</p> <p>Which have worked well, which have not? Why?</p>

Guiding Questions	Prompts (What to probe for)
3.8 How has the issue of sustainability been addressed or considered in interventions in [insert country]?	For example, by ensuring that capacity is institutionalized; by providing follow-up support; by strengthening national ownership and leadership, as well as partnerships among key actors
4. Strengths and weaknesses	
4.1 Looking back over the last four years, can you identify any specific organizational strengths of UNIFEM or UN-Women that should be capitalized on in future?	For example, related to skills/expertise, human and financial resources, tools, reputation, dedication, partnerships, way of working etc.
4.2 In that same time frame, are there organizational weaknesses that have negatively affected UN-Women's/UNIFEM's violence against women and girls work in [insert country] and require attention going forward?	Related to the main dimensions of UN-Women's mandate: operational, normative, inter-agency coordination
5. Strategic positioning	
5.1 What are the most significant opportunities and barriers to successful work to end violence against women and girls in [insert country]?	Going forward, what is critical to success in [insert country]'s efforts to ending violence against women and girls?
5.2 In your view, what would it mean for UN-Women to be 'strategically positioned' to fulfill its mandate in relation to violence against women and girls in [insert country]?	Positioning relative to, for example: UN-Women having a clearly defined approach and the capacity to operationalize its mandate to end violence against women and girls.
5.3 Do you have any suggestions how UN-Women could further enhance its strategic positioning in view of violence against women and girls-related work in your country?	UN-Women's partners (in particular other United Nations entities) have a shared understanding of, and are in agreement with, UN-Women's leadership in and approach to ending violence against women and girls Other?

Thank you for your contribution to the evaluation!

Appendix VI Brief Project Descriptions

UNIFEM and UN-Women projects

Homem que é Homem (2011), UN-Women's contribution of \$95,000: In the framework of the United Nations Secretary-General's UNiTE campaign, ArtSocial implemented, with financial and technical support from UN-Women, a television programme to raise awareness among men, and more broadly among society, on the issue of VAW. The programme originally consisted in the production of eight episodes (over three months) on violence perpetrated by men against women. The programme was broadcasted by the public national television.

The general objective of the programme was to contribute to ending VAW as perpetrated by men and boys. The specific objective was to have, at the end of the programme, 100 men aged between 15 and 49 years of age, covered by the programme at the national level condemning VAW. The expected results were: i) men and boys more aware of the issue from a human rights-based perspective and of their role in ending VAW; ii) fairer and more respectful attitudes in their relationships with women would be encouraged; iii) a critical and transformative reflection on masculinity and its implications for women's lives, particularly on VAW, is promoted; iv) a more conducive environment for men to join in the efforts to prevent and eliminate VAW is created; v) efforts for transforming societal norms of masculinity are encouraged; and vi) dissemination of the Law on Domestic Violence against Women is promoted.

The main results achieved were: i) an increased awareness in society on the theme of violence against women and girls; ii) changes in the attitudes and behaviours of some men who attended the programme; iii) and public condemnation of acts of VAW by some of the participants of the programme.

UN Trust Fund projects

Enhancing Reproductive Rights to Reduce Violence against Women in Gaza Province (2010-2013), grant of \$1,000,000

Pathfinder International, Mozambique, was given a grant to implement a project which aims to reduce gender inequality, VAW and its effects, through a concerted multisectoral effort in Gaza Province. Five main strategies to establish a sustainable, coordinated response to VAW are being employed: primary prevention of VAW through school-based programmes, community-based approaches and male involvement; establishment of an integrated package focused on secondary prevention and mitigation of VAW; building multisectoral capacity for effective and sustained VAW interventions; collaboration with frontline advocates to support legal and policy reform; and applying a collective linking and learning approach for sustainability. These strategies aim to contribute to the UNiTE key national outcomes related to enforcement of national laws, implementation of multisectoral action plans, and social mobilization and prevention strategies. The project was primarily managed by the UNIFEM subregional office in South Africa.

The expected results are to: 1) improve knowledge of and attitudes toward VAW among primary beneficiaries (community members) and secondary beneficiaries (community leaders, community health workers and peer educators) in targeted communities; 2) increase the number of community health councils and community courts adopting practices to discourage gender inequality and VAW in their localities; 3) increase the number of women and girls victims of violence who used a comprehensive package of health, social and legal services; 4) to increase the number of government sectors and local organizations implementing existing gender and VAW policies and laws; and 5) to promote the enforcement of Law on Domestic Violence against Women and other laws in target communities as a result of advocacy efforts of project partners, local organizations and gender focal points.

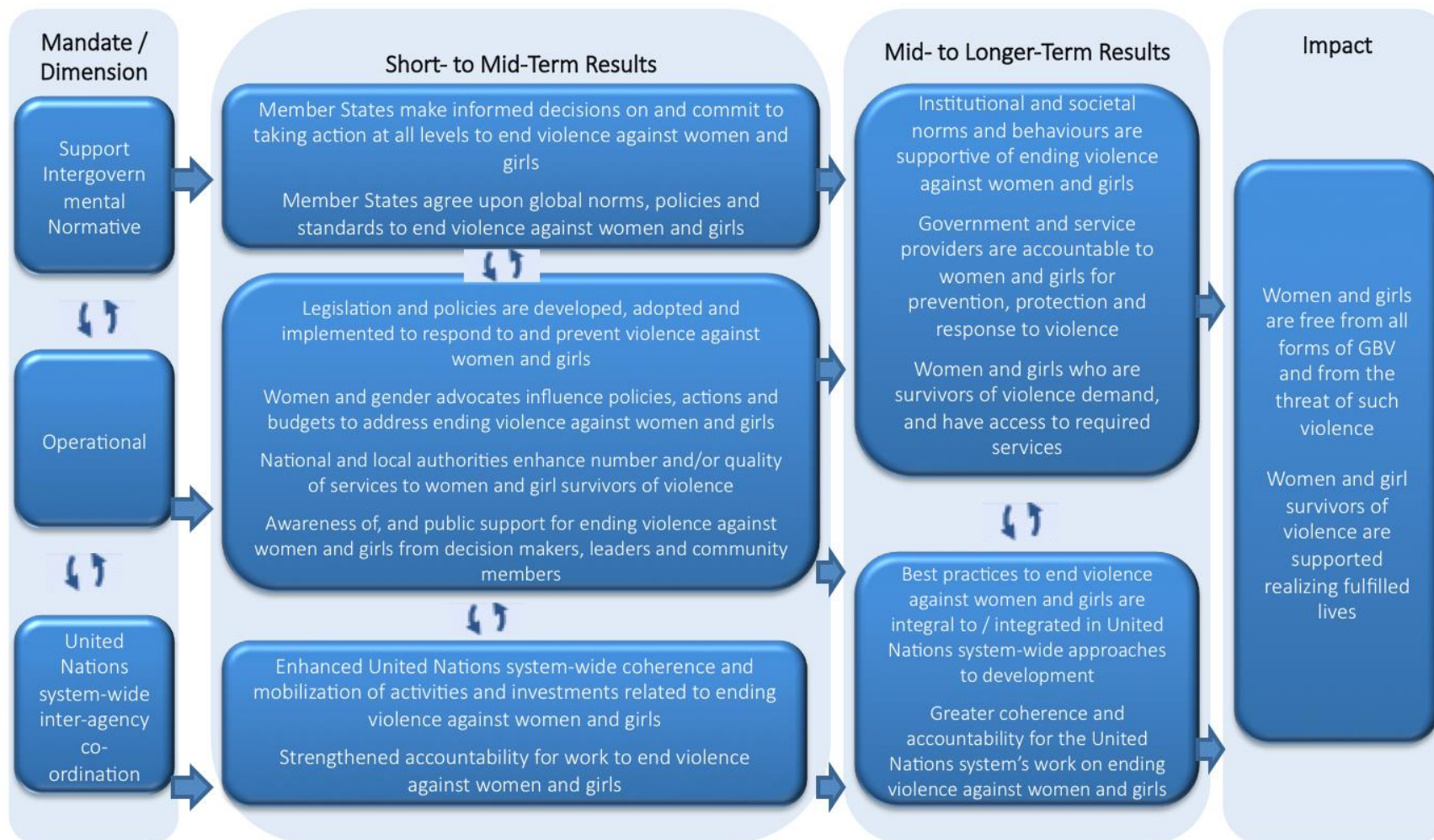
At the end of the second year of the project implementation, the project has managed to achieve the main outcomes outlined in the project proposal. With the training of relevant actors and the support of project partners such as community-based associations, the League of Human Rights and government partners, the project has managed to improve knowledge of and attitudes toward VAW among primary beneficiaries (community members) and secondary beneficiaries (community leaders, community health workers and peer educators). To increase male involvement, the project has partnered with the HOPEM Network, which works with men to address gender issues in a variety of spheres (e.g. women's sexual rights, children's education). In addition, through training, the project has managed to increase the number of community health councils and community courts adopting practices to discourage gender inequality and VAW in their communities. Moreover, the League of Human Rights and local partners (CBOs, NGOs, and women rights networks such as Forum Mulher) are following-up with community judges/personnel to reinforce the application of the training to court decisions related to women's rights and VAW, as well as conducting trainings, refresher trainings and on-site technical assistance to these groups. The project has strengthened coordination among the police, legal services, mediation, social and health services to ensure that referrals are effective and successfully managed to increase the number of government sectors and local organizations implementing existing gender and VAW policies and laws. Finally, the Law against Domestic Violence against Women is being widely disseminated and more widely enforced in target communities through training and advocacy efforts from project partners.

Transforming Beliefs, Traditional Practices and Service Delivery to Redress Violence against Women and Reduce Women and Girl's Vulnerability to HIV Infection (2008-2011), grant of \$100 000

Forum Mulher is a network of over 80 national and international organisations working to promote women's rights in Mozambique. The project for which they received a grant consisted of raising awareness about the link between HIV and AIDS and violence against women and girls, and addressing norms of masculinity and male behaviour that contribute to this twin pandemic. This project was conducted in collaboration with the Ministry of Health and the Ministry of Women and Social Action and CSOs. Its long-term objective was to reduce the incidence of GBV, and the prevalence of HIV and AIDS among women and girls because of their vulnerability aggravated by harmful traditional beliefs and practices and interpretation of masculinity. Its immediate objective is to implement a comprehensive approach to address the cause and consequences of the dual pandemic of VAW, and HIV and AIDS. The expected results were to: 1) increase women's self-esteem and confidence through life-skills and other community-based programmes; 2) strengthen capacities of CSOs, NGOs, government and other community-based women's rights, sexuality and GBV related organisations; 3) expand and increase public awareness and debate about the relationship between gender inequality, HIV and AIDS and GBV through community radio programmes; 4) strengthen NGOs, public institutions, community leaders and teachers' understanding of the legal framework (Domestic Violence Act) that supports the right of women and its dissemination; and 5) ensure access to health services and counseling for women and girls victims of violence.

The activities implemented under this project has made significant contribution in increasing awareness on GBV, and HIV and Aids, and increasing access to quality and integrated services to victims of domestic violence, and HIV and Aids. Additionally, the project contributed to promoting male involvement in addressing VAW and HIV prevention. The project also created an opportunity for the different institutions, involved in the implementation of the Protocol related to VAW, to have a better dialogue and establish mechanisms of coordination in response to domestic violence, and HIV and Aids in the Chibuto and Xai-Xai districts. Finally, Forum Mulher inspired other partner organizations to integrate GBV, notably Pathfinder International.

Appendix VII Preliminary Results Model⁴⁴⁶



⁴⁴⁶ As outlined in the evaluation Inception Report.

Appendix VIII Notes from the Theory of Change Session

The key results and assumptions identified by UN-Women country office staff in Mozambique during the theory of change session are presented here. As already mentioned in the methodology section of this report, there was not enough time to develop a full-fledge theory of change with the country office, nor was this the objective. The results and assumptions presented below are therefore not exhaustive or definite.

UN-Women's partners in Mozambique:

- NGOs (FORCOM, HOPEM, Nhamai, *LeMuSiCa*, NAFEZA, ArtSocial, Horizonte Azul, AMMD, AVVD, Gender Links).
- Government: Ministry of Women and Social Action, Ministry of Home Affairs, Ministry of Health, Ministry of Development of Planning, provincial and district-level authorities.
- United Nations entities: UNFPA, UNICEF, FAO, IOM, UNIDO, UNESCO, GJT, Development Results Groups.
- Others: media, universities, opinion leaders, theatre of the oppressed.

Short- medium-term expected results on VAW:

- Increase reporting on VAW.
- Better awareness of the law.
- Less acceptance of VAW (medium-term result).
- Availability of data of VAW (medium-term result).
- Reduction of VAW cases in Mozambique (medium-term result).
- Reduction of prevalence of VAW (medium-term result).
- Increase number of men-to-men approaches (medium-term result).
- Improved accountability through increased and improved services, functional mechanisms for implementation of legal frameworks particularly at local level.
- Sound legal framework that complements / reinforce each other, e.g. penal code versus the law on domestic violence.
- Better mechanism for resources for victims, e.g. cash transfers.
- Reaffirmation of government's commitment on VAW.
- Increased engagement with schools, e.g. youth theatres.
- Violence against women and girls recognized as area of results in UNCT.

Long-term expected results on VAW:

- Mentality change, e.g. through men for change / change in behaviour of men.
- Full implementation of the action plan of the GJT that includes VAW.
- UNDAF activities have dimension on VAW.

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- Increased mandate-based complementary work by agencies on VAW.
 - Empowered women in rural communities.
 - Increased accountability of governmental institutions on VAW.

Assumptions related to the result “changed mentalities”

- Sustained engagement of public leaders/champions - strategies should be widened and continued to be developed – need for sustained efforts and resources for reaching out to men (and women).
- Capacities at all levels.
- Involvement of guardians of culture (men and women) – religious/traditional leaders: we need to engage more – we are not, as UN-Women staff, not the best placed to do it.

Assumptions related to the result on inter-agency coordination

- Gender joint team well functioning i.e. participation.
 - Violence against women and girls is recognized in UNCT and commitment by the UNCT.
- Enough resources from UN-Women headquarters to support country-level activities.
- United Nations entities accountability to violence against women and girls results (what is the contribution of each agency to violence against women and girls).
- Clarity of roles and responsibilities among United Nations entities.
- Capacity of UN-Women to participate in a substantive way to the United Nations Development Results Group.
- Accountability of United Nations entities’ staff and managers to gender equality (e.g. performance assessments linked to gender equality performance).