
**EVALUABILITY ASSESSMENT OF
ANNUAL WORK PLAN
2012 – 2013**

FINAL REPORT

FOR

**UN WOMEN PACIFIC MULTI-COUNTRY
OFFICE**

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LIST OF ABBREVIATIONS

AusAID	Australia Assistance in Development
AWP	Annual Work Plan
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
CSO	Civil Society Organization
DRF	Development Results Framework
DRM	Disaster Risk Management
EA	Evaluability Assessment
EVAW	Eliminating Violence Against Women
IREACH	Increased Resilience through Empowerment of Women addressing Climate Change and Natural Hazards
M&E	Monitoring and Evaluation
MCO	UN Women Pacific Multi-Country Office
MRF	Management Results Framework
PNG	Papua New Guinea
PIM	Partners Improving Markets
PLM	Programme Logic Model
SPC	Secretariat of the Pacific Communities
SSC	Social Science Consultants
TOR	Terms of Reference
UN	United Nations
UNDAF	United Nations Development Assistance Framework
UNSCR	United Nations Security Council Resolution
WEE	Women's Economic Empowerment

Evaluability Assessment of UN Women Pacific Multi-Country Office's Annual Work Plan and Programme Plans

Executive Summary

This report presents results from an Evaluability Assessment of UN Women Pacific Multi-Country Office's (MCO's) Strategy, annual work plan (AWP) and five-year programme plan. Rosse *et al* define an Evaluability Assessment (EA) as "A qualitative analysis of a project, programme or plan to determine whether it meets the preconditions for its evaluation and, if so, how the evaluation should be designed to ensure maximum utility."¹

The purposes of this EA were to:

- a) Determine the appropriateness of the design of the MCO's planned package of programmes and activities given the UN Development Assistance Framework (UNDAF) and the goals of UN-Women.
- b) Critically examine the MCO's evaluation plans and the strength of the MCO's evaluation approach and consider the extent to which the MCO's programmes could successfully be evaluated in the future. In doing so, the measurement of progress and results in the programmes and AWP and the degree to which such plans are appropriate and parsimonious given the data environment and stakeholders' appetite and capacity to act on information were examined.
- c) Consider the likelihood that the MCO's work, as planned, will ultimately prove successful and suggest how the MCO could further develop its strategy and revise its work plan for 2014-2017 so that its impact could be better assured and detected, given resource and time constraints.

In addition, the EA was to determine the degree to which the AWP is justified, feasible, and likely to produce the desired impacts in both the short and long term. The MCO's work must contribute and conform to the functions of UN Women, UN Women's Global Strategic Plan, the UNDAF, and the MCO's Strategic Plan.

Methodology

The EA started with an inception meeting held by teleconference in November 2012 with staff of UN Women and the EA Team, which consisted of two experts from Social Science Consultants. The consultants travelled to the MCO and select countries in the MCO's service area for a data collection mission 18 Feb 2013 through 6 March 2013, during which the team conducted semi-

¹ Rosse et al (2004).

structured interviews with 56 MCO stakeholders. Within that period, programmes and projects continued to be developed and evaluation criteria determined.

Key Results

The MCO faces a number of challenges, many of which are shared by other UN agencies working in the MCO's service area. Environmental challenges include the diversity within and between countries in the MCO service area; distances between countries, travel costs, very limited flight and ferry schedules which limit in-person communication; and unreliable communication infrastructures which impede alternatives to in-person communication. A backlog of needed legal reforms and often traditional value systems (including those that support violence against women (VAW)) remain. Some countries under the MCO's purview lack a depth of local personnel with the necessary competencies to contribute to the MCO's work. High levels of turnover in government and NGOs mean that training and re-training be done on an ongoing basis. The region is highly dependent on a single donor.

Further, the transition from UNIFEM to UN Women on 1 January 2011 and leadership changes within the MCO have presented internal challenges and opportunities. Being a relatively new agency, stakeholders are generally receptive to the MCO continuing to refine its focus and priorities. Many stakeholders expressed appreciation for the opportunity to express their thoughts regarding the MCO and also showed an understanding of the challenges the MCO faces.

With respect to the **focus of the MCO's work**, stakeholders expressed a strong desire for the MCO to focus less on implementation and more on its policy-related work, specifically, advocacy, research, coordination, and its convening functions

Stakeholders perceived a dearth of credible, current, and high-quality information on gender equality in the Pacific region and thought that UN Women should fill that gap by becoming a **regional knowledge leader**. Stakeholders placed a great value on the MCO providing more knowledge products that could be used to enhance advocacy efforts. UN Women and the MCO were seen as being uniquely able to provide impartial evidence on gender equality and the processes that lead to or support inequality which could subsequently be used for advocacy.

Interviewees voiced a **great need for better coordination of UN efforts around gender**. One expressed that better coordination would allow the UN-system to act more efficiently. The MCO leads the UNCT's Gender Group and its work there is seen as successful in advancing a coordinated approach. That gender equality has become a distinct outcome area in the current UNDAF means that the Gender Group goes from being a Thematic Group to an Outcome Group. That is, the change in the UNDAF suggests that the coordination role of the MCO and UN Women should be given more precedence.

Feedback on Planned Areas of Work

Overall, stakeholders felt that **the MCO should not “spread itself too thin”** and should “not do things to chase funding.” Instead, given the limited resources of the MCO, the MCO should strategically “pick a few things and do them well.”

There was tremendous support for the MCO’s work in the arena of **Eliminating Violence Against Women (EVAW)** and to lead UN’s efforts in this area. To improve its work in this arena, the Pacific Fund to EVAW has since developed a Theory of Change hence stakeholders would better understand how its portfolio of grants will result in the elimination of violence against women.

The MCO’s work on **Women’s Economic Empowerment** is largely being operationalized by the Partnerships Improving Markets project which is aimed at improving the conditions of markets where (often) rural women sell goods. While the project was regarded as successful in Fiji and potentially successful in Solomon Islands, concerns were raised about the appropriateness of the project in Samoa, where markets were already widely sanitary and developed. A donor expressed concern that evaluation of the project was focused too much on “empowerment” and not enough on the degree to which the project allowed women to earn more money. For the MCO to have a larger effect on Women’s Economic Empowerment, stakeholders thought that more collaboration was needed with other UN agencies.

Further, not all economies in the Pacific region are cash-based. Recognizing the difficulty of advancing economic empowerment in non-cash-based economies, interviewees suggested that UN-Women focus more on improving the work conditions in cash-based enterprises where women already have a presence.

With respect to the planned work under the auspices of **Advancing Gender Justice**, because the programme of work was not finalized at the time of the interviews (and writing), stakeholders were unsure of the form the work would take. They saw great value in the MCO working on increasing capacities in gender-responsive budgeting and planning and continuing to address the dearth of women in elected positions.

In program documents, work under the auspices of Advancing Gender Justice includes building capacity and/or supporting a wide breadth of work (women’s political participation; CEDAW reporting and implementation; gender sensitive legislative change and effective implementation strategies; gender sensitization of justice sector actors; civil education on human rights; paralegal training for women human rights defenders; supporting legal aid services; advancing utilization of strategic litigation as a lobbying tool for social and legislative change; and gender responsive budgeting and planning). Some aspects of this work overlap with efforts of other UN agencies. To leverage the MCO’s limited resources, some stakeholders believed that rather than lead the UN’s efforts in all of these areas, the MCO should embed itself in programmes and projects that other UN agencies lead to assure that the UN takes a gendered approach to all of its work. This would

allow the MCO's contributions to have a larger impact and to ripple throughout the UN-system. All interviewees agreed that the MCO should lead on CEDAW reporting.

The MCO's programme of work on **climate change-- Increasing Community Resilience through the Empowerment of Women to Address Climate Change and Natural Hazards (IREACH)** to date has consisted of a project with Barefoot College which focuses on training rural women in the operation and servicing of solar energy stations and increasing women's political participation at the community level. Feedback on this project was that while it was very visible in Fiji and had government support, it was small in scale and perhaps the MCO might have more of an impact in the climate change arena if it also collaborates with large donor-funded solar projects. The MCO needs to be more strategic in its work in the climate change arena to assure that its limited resources can be leveraged to have maximum impact in the UN system. Some climate change initiatives, while strong on the technical, scientific basis, may be weak in having a social impact. The MCO may be able to work with other UN agencies, particularly UNEP and UNDP, to assure that projects that they lead incorporate a gendered approach.

Evaluation Approach

An Evaluability Assessment requires at a minimum either the establishment of the initiative or a firm conceptualization of the intended initiative as it will be implemented. The initiative is intended to produce the outputs and outcomes that will be measured and which have been drafted into a monitoring and evaluation plan. In this case, the MCO is in the midst of transitioning from its former five-year plan. Future projects and initiatives were not yet established, nor was there a firm conceptualization of the initiatives as they will be implemented, the reason being is that the MCO drafts programme documents which will be used for fundraising. The full five-year work plan is anticipated to cost \$71 million, of which \$49 million had yet to be mobilized. Depending on the funds available, the implemented programmes, projects, and initiatives could vary greatly from the draft programmes in terms of depth and breadth. Funding availability would also determine the resources available for data collection, data analysis, monitoring, and evaluation.

Without knowing the extent to which the work plan will be implemented, one cannot determine the extent to which each programme should be evaluated. The resources available for evaluation will impact the monitoring and evaluation plans and implementation of those plans. In any case, the MCO's should prioritize its future evaluation portfolio based on the eight parameters explicated in UN Women's corporate evaluation policy.²

² Source: Executive Board of the United Nations Entity for Gender Equality and the Empowerment of Women. 2 October 2012. "Evaluation Policy of the United Nations Entity for Gender Equality and the Empowerment of Women," Table 1. UNW/2012/12.

Eight Parameters for Prioritizing Evaluation

First priority	<ol style="list-style-type: none"> 1. Relevance of the subject 2. Risk associated with the intervention 3. Significant investment
Second priority	<ol style="list-style-type: none"> 4. Demands for accountability from stakeholders 5. Potential for replication and scaling-up 6. Potential for joint or UNDAF evaluation
Cross-cutting (to be assessed in all prioritized evaluations)	<ol style="list-style-type: none"> 7. Feasibility for implementing evaluation 8. Knowledge

With respect to the resources available for monitoring and evaluation, UN-Women’s corporate evaluation policy recommends that at a minimum, 3 percent of the total plan/programme budget be reserved for evaluation, with an additional 3-10 percent allocated for monitoring.³ If the MCO’s programme of work, estimated to cost \$71 million, is fully funded then a minimum of \$4.3 million should be allocated for monitoring and evaluation.

The MCO’s approach to evaluation and the monitoring plans to date could be improved. **The guiding principle towards M&E should be parsimony**-- the least amount of data that would allow the MCO to show its impact in the planned area of work should be collected and analyzed. The MCO should strive to develop a lean but powerful evaluation approach. To do this, each intervention must first be rigorously described using an evaluative approach. In particular, each initiative must have created for it a Theory of Change diagram and a Program Logic Model. The Theory of Change allows one to see how programme visionaries see change occurring as a result of the activities in which the MCO engages and/or will engage. It is usually a starting point for an M&E plan and it also allows the MCO to be more transparent to stakeholders about how its program of work will create change and the mechanisms and partnerships that are a part of the change.

While the MCO’s DRF shows a good start in thinking about output and outcome indicators, baselines, and targets, one sees that many of the outcome indicators reflect not the ultimate goal of the programme but changes in the legal and normative framework associated with the goal. A Theory of Change is needed to connect those with the ultimate programme goals. There also seems to be confusion between outcomes and outputs. The MCO needs succinct and well-specified indicators to use for monitoring and evaluation purposes. In creating such indicators, the MCO

³ Executive Board of the United Nations Entity for Gender Equality and the Empowerment of Women. 2 October 2012. “Evaluation Policy of the United Nations Entity for Gender Equality and the Empowerment of Women,” Paragraph 30. UNW/2012/12.

needs to be realistic about the data collection burden it places on itself. A degree of rigor needs to be brought into the MCO's work in developing indicators. Many of the indicators created seem more like outcome statements rather than a way to measure levels or change. It would prove helpful to the MCO if it created "indicator sheets" that showed succinctly in words what the indicator is, how the indicator connects to the concept it aims to measure, the data sources the indicator will rely upon, and the periodicity of the indicator. In reviewing the MCO's indicators, what pervaded were issues of cost of data collection, ability to obtain sampling frames, narrowness of standard errors if surveys need to be conducted, and lack of precise definitions.

Further, **the issue of attribution, with accompanying non-experimental designs, is missing in all of the programme documents.** Without this, the MCO will not be able to attribute any changes that may (have) occur(red) to its activities. Non-experimentation often entails creating or considering a "control group" that has not received an intervention. This allows one to see the change that occurred when the intervention was introduced versus the change that occurred (or did not occur) when the invention was not introduced. A good evaluator should be familiar with various quasi-experimental designs and would apply the strongest design possible. Given that the MCO often rolls out programs, one design that should be explored is one that compares areas that received the intervention early versus at a later date.

Opportunities for quasi-experimentation may be limited. Thus, having a strong Theory of Change for the MCO's interventions and programmes that is grounded in literature and past experiences become even more important in demonstrating that the MCO's activities in the long run will result in the desired changes.

Each programme needs to have M&E expertise associated with it. This is being achieved by the UN Women Pacific Regional Facility Fund in Support of Organizations and Actions to Eliminate Violence against Women, which has engaged with an evaluation consultant on an on-going basis. The M&E expert would be charged with building the expertise of staff in M&E, and assuring that each initiative has a comprehensive evaluation plan associated with it. With respect to data availability, the MCO should take full advantage of the censuses and surveys that are conducted in the region.

Conclusions

Over the last two years, the MCO has undergone changes in leadership, direction, and institutional structure which stakeholders acknowledged and appreciated. Stakeholders particularly appreciated the opportunity to comment on the MCO's work plan, stressing that having the opportunity was indicative of the positive trajectory that the MCO has had over the past year. Hopes were high for the MCO to have an impact on gender inequality, especially in the areas of economic empowerment, legal and normative frameworks, and violence.

With respect to the prioritization of the MCO's work, to a large degree the results of this evaluability assessment echo those found in consultations conducted at the global level.

Throughout consultations held since the launch of UN-Women, United Nations partners have made clear the main areas that UN-Women should prioritize in providing support to the United Nations system: (1) strengthening capacity of the United Nations system at all levels to mainstream gender perspectives into individual portfolios and joint programmes of United Nations bodies; (2) supporting improved knowledge on the status of women in individual countries; and (3) leading the UNCT in improving accountability for gender equality, including improved tracking of investments, and implementation of global policies, norms and standards.⁴

There is a need for the MCO to be more concise in describing its initiatives. Documentation clearly describes the need for interventions in the areas of EVAW, women's political participation, changing legal and normative frameworks, and women's economic empowerment. Some high-level stakeholders thought that given that UN Women was still a new institution and that formerly the Pacific sub-regional office of UNIFEM had not made a compelling case that it indeed had made a significant impact on the region, it was important for the MCO's work to have focus and a strong evaluation component. Building the evaluation capacity of the MCO is necessary. Optimally, a high level evaluation expert would be added to the staff.

Recommendations

I. The MCO should re-visit its work plan, and consider having five areas of work:

1. Women's Economic Empowerment.
2. Gender Justice.
3. Elimination of Violence Against Women
4. Coordination of the UN-System on Gender.
5. Knowledge Leadership and Information Dissemination.

II. The MCO should become a hub for information on the status of women and gender inequality.

III. The MCO should build a media strategy.

IV. The MCO should build its evaluation capacity and aim at developing thorough evaluation plans for each of the five proposed areas of work.

V. In leading coordination of the UN system on gender equality, the MCO should build the desire within the UN system for its stamp of approval. Having the MCO's stamp on project documents and products of other UN agencies would show that the project or product has been reviewed by the UN's gender experts and that to the

⁴ (UNW UNW/2011/9 (advance, unedited copy), *UN-Women Strategic Plan, 2011-13*, Paragraph 27.

fullest extent possible, the agency has taken a gendered approach to the topic at hand.

Evaluability Assessment of UN Women Pacific Multi-Country Office's Annual Work Plan and Programme Plans

I. Introduction

In November 2012, the UN Women Pacific Multi-Country Office (MCO) contracted with Social Science Consultants (SSC)⁵ to carry out an Evaluability Assessment (EA) of its Annual Work Plan (AWP) and new five-year programme plans. Rosse *et al* define an EA as “A qualitative analysis of a project, programme or plan to determine whether it meets the preconditions for its evaluation and, if so, how the evaluation should be designed to ensure maximum utility.”⁶

The MCO issued the Terms of Reference (TOR) which would frame the EA. In addition, an inception meeting and inception report further refined the scope of the EA. As explained in the inception meeting, the scope of this EA was to go beyond the typical scope of an EA. In addition to examining the MCO's evaluation plans and the strength of its evaluation approach, the EA would also consider the appropriateness of the design of the MCO's programmes given the UN Development Assistance Framework (UNDAF) and the then UNIFEM Pacific Islands Sub-Regional Office Strategic Plan 2008-13. The EA was to determine the MCO's future focus of work for 2014-2017 and the degree to which the MCO's work could be successfully evaluated in the future. As such, it would consider the degree to which evaluation plans and data availability allow for methodological rigor and might detect the impact of the MCO's work.

Specifically, the purpose of the EA was to critically examine:

- a) the appropriateness of the design of the MCO's planned package of programmes and activities given the UNDAF and the goals of UN Women.
- b) the MCO's evaluation plans and the strength of the MCO's evaluation approach and determine the extent to which the MCO's programmes can successfully be evaluated in the future. In doing so, the EA would examine the measurement of progress and results in the programmes and the AWP and the degree to which such plans are appropriate and parsimonious given the data environment and stakeholders' appetite and capacity to act on information.
- c) the likelihood that the MCO's work, as planned, will ultimately prove successful and how it might revise its work plan so that its impact could be better assured and detected, given resource and time constraints.

In addition, the EA was to determine the degree to which the AWP is justified, feasible, and likely to produce the desired impacts in both the short and long term. In drafting its strategies for 2014-2017, the MCO will consider the results and recommendations of this EA.

⁵ The SSC international team included Beth Daponte, Ph.D., Team Leader, and Reveka Simigiannis, Evaluator and Gender Expert.

⁶ Rosse et al (2004).

The ultimate purpose of the EA was to provide the Pacific MCO with results that would give it a recommended approach for conducting and evaluating its future work. Ultimately, the EA is to provide forward-looking advice, in the form of recommendations, to the MCO in its quest to further improve its programming and the quality of its projects in 2013 and thereafter. The primary user of the EA is the UN Women Pacific MCO. Secondary users include the Regional Office in Bangkok, Thailand, GEO section, the Evaluation Office, Programme Divisions in Headquarters. The EA provides a basis upon which the MCO can determine its future approach and actions.

A. Background

The MCO, based in Suva, Fiji, serves 14 countries.⁷ In 2013, the MCO transitioned from being a sub-regional office to being a multi-country office, due to the opening of a country office in Papua New Guinea (PNG) with delegation of authority. This action removed Papua New Guinea from the auspices of the sub-regional office and made the office in Fiji a multi-country office.

The challenge of providing services to all countries in the MCO's service area has previously been acknowledge. In the previous (2008-2013) Strategic Plan, countries were to have received a different level of services from UN Women, depending on the tier into which they were placed. All countries were to receive information and knowledge-sharing services. Four countries⁸ were prioritized to receive special and intensive programming. A second tier of countries⁹ was to receive a lower intensity of services and a third tier of countries¹⁰ was to receive the lowest intensity and breadth of services from the MCO. Going forward, the MCO will not use the tiered system.

The MCO's work must contribute and conform to the functions of a) UN Women at the global level, b) UN Women's Strategic Plan; and c) the UNDAF.

Establishing UN Women, the Secretary General envisioned an agency with a mission

to work for the elimination of discrimination against women and girls, the empowerment of women, and the achievement of equality between women and men as partners and beneficiaries of development, human rights, humanitarian action and peace and security. Placing women's rights at the center of all its efforts, the composite entity will lead and coordinate UN system efforts to ensure that commitments on gender equality and gender mainstreaming translate into action throughout the world. It will provide strong and

⁷ The 14 countries are in Melanesia (Solomon Islands, Vanuatu, and Fiji), Polynesia (Cook Islands, Niue, Samoa, Tokelau, Tonga, and Tuvalu) and Micronesia (Federated States of Micronesia, Nauru, Palau, Kiribati, and Republic of the Marshall Islands).

⁸ Papua New Guinea (PNG), Solomon Islands, Vanuatu, and Kiribati.

⁹ Republic of Marshall Islands and Samoa

¹⁰ Cook Islands, Fiji, Federated States of Micronesia (FSM), Nauru, Palau, Tokelau, Tonga, and Tuvalu

coherent leadership in support of Member States' priorities and efforts, building effective partnerships with civil society and other relevant actors.¹¹

The Secretary General outlined in A/64/588 the functions and structure of UN Women. In brief, at the global level, the functions are to:

1. provide substantive support to UN bodies,
2. support national efforts to promote and enhance gender equality and women's empowerment,
3. undertake global, regional, and national advocacy efforts
4. support Member States in implementing and monitoring the Beijing Platform for Action, Security Council Resolutions (e.g., 1325 and 1820), and CEDAW;
5. undertake new, and consolidate existing research and analytical work to support overall objectives, and act as a hub/centre of knowledge and experience on gender equality and women's empowerment from all parts of the UN system;
6. lead and coordinate UN system strategies, policies and actions on gender equality and women's empowerment to promote effective system-wide gender mainstreaming, drawing fully on the comparative advantage of UN actors;
7. strengthen the accountability of the UN system on system-wide performance on gender equality; and
8. monitor and report on system-wide compliance with intergovernmental mandates on gender balance.

At the regional level, the functions of UN Women are to

- (a) draw on the resources of other UN entities, as well as its own resources, to provide technical support to countries where the entity has no field presence, or extra capacity to meet short-term additional needs;
- (b) provide oversight and guidance to its country-level staff;
- (c) provide quality assurance, advice and support to UNCTs.... Work in close partnership with the regional commissions....;
- (d) develop and provide responses to region-specific challenges, including training opportunities and advocacy campaigns, in collaboration with other regional entities, for national actors and UN staff at the regional level....¹²

And at the country level, UN Women is to:

- (a) Support national efforts by providing policy advice and institutional support to Member States in policy and programme development that is supportive of progress towards gender equality in all areas;

¹¹ United Nations General Assembly. January 6, 2010. "Comprehensive proposal for the Composite Entity for Gender Equality and the Empowerment of Women" A/64/588, p. 5.

¹² *Ibid.*, p. 8.

- (b) Undertake advocacy on issues critical to gender equality....Lead UN system advocacy work at the country level....
- (c) Support Member States in implementing and monitoring intergovernmental agreements....;
- (d) Act as a hub/center of knowledge and experience on gender equality....
- (e) Lead and coordinate UN system actions on gender equality....
- (f) Strengthen the accountability of the UN system....
- (g) Provide capacity development and training....¹³

UN Women's Strategic Plan provides another framework for the MCO's work. At the time of writing, the 2014-2017 was being revised. The 2011-2013 Strategic Plan articulated six goals in its Development Results Framework (DRF):

1. to increase women's leadership and participation in all areas that affect their lives;
2. to increase women's access to economic empowerment and opportunities, especially for those who are most excluded;
3. to prevent violence against women and girls (VAWG) and expand access to survivor services;
4. to increase women's leadership in peace and security and humanitarian response;
5. to strengthen the responsiveness of plans and budgets to gender equality at all levels.

The sixth goal involves support towards a comprehensive set of global norms, policies and standards on gender equality and women's empowerment that is dynamic, responds to new and emerging issues, challenges and opportunities and provides a firm basis for action by Governments and other stakeholders at all levels.¹⁴

The 2013-2017 UNDAF for the Pacific Sub-Region provides the framework for all of the UN's work in the area. The UNDAF exists to assure that UN agencies take a coordinated approach to their work and outlines what services are needed by the UN. The UNDAF indicates that the UN system in the Pacific will focus its work on five outcome areas:

1. Environmental management, climate, and disaster risk management;
2. Gender Equality;
3. Poverty Reduction and inclusive economic growth,
4. Basic Services (health and education); and
5. Governance and human rights.

This UNDAF represents a shift from the previous UNDAF, which took a gender mainstreaming approach and did not consider gender as a distinct outcome area. In the current UNDAF, gender

¹³ *Ibid.*, p. 8.

¹⁴ Executive Board of the United Nations Entity for Gender Equality and the Empowerment of Women. Annual Session 2011 (June 2011). *UN-Women strategic plan, 2011-2013*. UNW 2011/9 (advance, unedited copy).

equity is addressed as a distinct outcome area and also mainstreamed in other outcome areas. The specific outcome delineated under gender equality is:

By 2017, all women and girls, men and boys will contribute to national development and citizenship through opening channels to decision making, improved access to social services, strengthened livelihoods and greater economic security; and, together with children and other vulnerable groups, benefit from strengthened protection systems that respond to and prevent violence against them, in line with international standards. (Outcome 2.1)

The UNDAF indicates that UN initiatives and partnerships at the country level will achieve this outcome by promoting activities and programmes that:

- encourage women's decision-making and participation in political and leadership positions;
- pursue the implementation of laws and policies and ensure that mechanisms are in place to support women's leadership, and their economic participation and rights and ensure their safety;
- support the strengthening of legal frameworks that adequately address violence against women and children;
- incorporate modules on violence against women and child abuse in the training curriculums both at pre-services and in-service training levels for health workers, police and teachers;
- leverage the rollout of the UN Secretary General's UNiTE campaign to link all leaders and key sectors, region wide to end violence against women and children, and to make this a development priority;
- support policies on sexual harassment in the workplace with mutually-reinforcing actions to promote gender equality in staffing, substance and structure;
- address the lack of partnerships between women market vendors and the local governments responsible for managing markets;
- prioritise collection and analysis of gender disaggregated data; and
- pursue financial literacy to make informed judgments and decisions about money management and utilize sustainable formal and informal financial services to improve their livelihoods.

In operationalizing its role in the UNDAF, for its 2012-13 Annual Work Plan (AWP) the MCO articulated a Management Results Framework (MRF) and a DRF. The MRF outlines the activities of the MCO, the geographic area that will be impacted by the activities, outputs, and outcomes of the activities. While the DRF lists outcomes, outcome indicators, output and associated indicators, and implementing partners, it does not articulate the activities associated with outputs and outcomes. Broadly, the work of the MCO focuses on the areas of women's leadership, women's economic empowerment, and the elimination of violence against women.

Documents show that specific programmes the MCO plans on implementing include Ending Violence Against Women (EVAW); Women's Economic Empowerment (WEE), which includes the Partners Improving Markets (PIM) project; Advancing Gender Justice in the Pacific (AGJ), which aims to enhance women's active citizenship and equality before the law; and Increased Resilience through Empowerment of Women addressing Climate Change and Natural Hazards

(IREACH), which includes a project focused on providing and sustaining solar power in communities. The MCO also intended to provide services in the area of Women's leadership (e.g., Sensitization training), ratification of CEDAW, and support implementation of CEDAW and UNSCR 1325.

At the time of writing, the programmes had not been finalized-- they were in varying degrees of formation. Some projects were continuing or transitioning, while others were in the inception phase. The degree to which the programmes can actually be implemented is highly dependent on the success of fundraising efforts that, at the time of writing, were occurring. Programmes did not have tentative evaluation budgets, though the MCO has indicated that in finalizing its work, evaluation budgets will be included for all programmes. Since the programme plans and the monies available for their implementation and evaluation were still in the inception phase at the time of writing, determining the degree to which the evaluation plans are appropriate for the yet to be determined programme of work is difficult.

Since core support accounts for only 10% of the budget of the proposed work plan,¹⁵ the MCO takes the approach that it will fundraise after it determines an approach that it will take for gender equality to be achieved, in light of the UNDAF, UN Women corporate approach, and the priorities of the region. This approach requires great flexibility of those in the MCO and in field offices. It also requires flexibility in an evaluation approach, since the extent to which the work can be carried out is very reliant on the availability of funding. Without knowing what work will be done, it is impossible *a priori* to determine a specific approach to evaluating the yet to be determined work.

B. Justification

Carrying out an EA will help the MCO strengthen its capacity for demonstrating the effectiveness of its programmes. Given that the MCO aims to carry out a programme of work costing \$71,000,000¹⁶, an EA can prove to be cost-effective. UN Women's evaluation policy¹⁷ notes three purposes of evaluation results: to demonstrate accountability to stakeholders, to provide credible and reliable evidence for decision-making in order to improve results, and to contribute lessons learned about normative, operational, and coordination work in the areas of gender equality and the empowerment of women. Since to a large extent the MCO relies on external funding to carry out its program of work, the first purpose is very important in building and sustaining long-term relationships with its key funders.

¹⁵ Women Pacific Programme Plans, 2013 – 2017 (Work In Progress), (also known as Draft Partnership Proposal with VSA New Zealand 15 February 2013.)

¹⁶ Women Pacific Programme Plans, 2013 – 2017 (Work In Progress), (also known as Draft Partnership Proposal with VSA New Zealand 15 February 2013.)

¹⁷ Executive Board of the United Nations Entity for Gender Equality and the Empowerment of Women. 2 October 2012. "Evaluation Policy of the United Nations Entity for Gender Equality and the Empowerment of Women." UNW/2012/12. Page 4.

Another reason to engage in an EA at this point is to highlight data collection opportunities that should occur soon to create benchmarks against which the impact of the MCO's work could be measured. That is, the impact of the MCO's work at times may be inferred by comparing measures drawn from data collected at (at least) two points in time. For example, to show changes in levels of indicators, such as those that reflect violence against women, at a later date, it will be necessary to have benchmarks of VAW that have been collected at an earlier date so comparisons can be made over time.

The MCO also wanted to gain feedback from its stakeholders on the MCO's work plan. In the last couple of years, the MCO had undergone shifts in senior management and UN Women itself became a new UN agency. Providing management of the MCO with frank feedback provided through consultants can prove valuable in assuring that the MCO considers stakeholder's views when setting a new course of action for the MCO.

The remainder of this report is structured as follows. First, the methodological approach is described along with limitations to the results. Then, results from the stakeholder interviews are presented. These results provide feedback on the emphasis and direction of the MCO's work. Next, the report addresses the approach that the MCO should take to monitoring and evaluating its work. The last two sections include conclusions and recommendations.

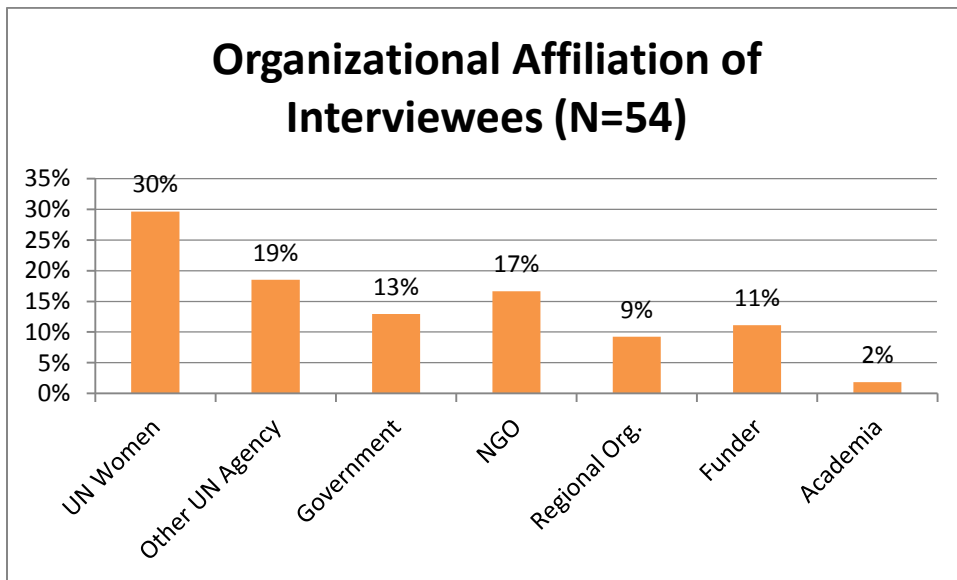
II. Methodology

An inception meeting was held by teleconference on November 19, 2012. The MCO's focal point for the EA, the UN Women Regional Evaluation Specialist (RES), other staff from the MCO, and the lead evaluator from SSC participated in the inception meeting. SSC drafted an inception report which was approved by the MCO.

Document review for the EA started in November 2012 and continued until the writing of this report. Before the data collection mission, SSC critically reviewed documents provided by the MCO which related to programme planning, budgeting, organizational structure, frameworks, conventions, etc. The data collection mission in the Pacific occurred February 18, 2013 and March 6, 2013. Within that period, programmes and projects continued to be formulated and evaluation criteria continued to be created. Programme development was not complete but continuing, and theories of change around programs not yet been developed.

The team traveled to Fiji, Solomon Islands, and Samoa. To reach out to the Vanuatu office, an interview was conducted with a staff member via telephone. All interviews that occurred in Fiji and Samoa included the lead evaluator and associate evaluator from SSC. However, because of unanticipated visa issues, only the Evaluation Team Leader was allowed to travel to Solomon Islands.

During the mission, the EA team conducted semi-structured interviews with stakeholders of the MCO.¹⁸ In total, 56 persons representing stakeholders were interviewed. Approximately half of the interviewees were affiliated with the United Nations-- 30 percent with UN Women and 19 percent with another UN agency. Persons affiliated with an NGO represented 17 percent of those interviewed. Persons from government represented 13 percent, those from a regional organization represented 9 percent, and those from the funding community represented 11 percent of those interviewed. All but three of the interviews were conducted in person and detailed (often verbatim) interview notes were taken.



56 in total

In analyzing the data, SSC drew out themes that emerged between interviews. The semi-structured interviews included lines of inquiry aimed to develop an understanding of:

- The interviewee’s position and work;
- The relationship between the interviewee and his or her organization with the MCO;
- The interviewee’s view of the emphasis of the MCO’s work, the MCO’s plan of work, the MCO’s successes, and the challenges faced by the MCO; and
- The MCO’s impact and its measurement of impact.

The MCO suggested persons who the consultants ought to interview and arranged for the time of the interview. There were a few occasions when the EA team suggested other persons to interview and every effort was made by the MCO to accommodate the team’s requests. The evaluation team

¹⁸ SSC and the MCO considered conducting a supplementary on-line survey. However, the MCO determined that given the breadth and depth of the interviews, conducting a formal survey of stakeholders could prove redundant and would not ultimately be of use in determining the MCO’s future focus of work and monitoring and evaluation approach. Thus, a formal survey was not conducted.

was very appreciative of the cooperation and support provided by the MCO and specifically the evaluation focal point.

A limitation is that the consulting team did not travel to all field offices under the purview of the MCO. Given the budget, time constraints, and the difficulties of travelling in the region, it was not possible to travel throughout the MCO's entire service area.

III. Key Results

A. Challenges faced by the MCO

The MCO faces a number of challenges, many of which are shared by other UN agencies working in the MCO's service area. With respect to the conditions in which the MCO operates, the diversity within and between countries requires understanding of the context of each society in which the MCO works. A stakeholder summarized this challenge by stating "You can't have a one-size-fits-all program in the Pacific."

The vast distance between countries, the MCO, and the field presences present another challenge. Travel costs, distance, and very limited flight and ferry schedules present barriers to face-to-face communication. Reliable alternatives to in-person communication often are not available. The generally poor and unreliable technological infrastructure of most countries in the region limits the use and quality of technology which might otherwise provide alternatives to personal communication.

While UN Women Pacific is a multi-country office, there is an increasing desire to address issues at the national rather than the multi-country level. In 2013, UN Women's office in Fiji shifted from being a sub-regional office to a multi-country office to allow for improved programming at the country level. (The shift allowed UN Women's presence in Papua New Guinea to become a country office.) Interviewees indicated that both countries and donors desired that programming be done at the country level rather than the multi-country level.

The amount of work that needs to be done, particularly in the legal reform area, presents another challenge. The legislative legacy of colonialism has created a backlog of legislation in need of reform. Traditional value systems, including those that support VAW remain. Some countries under the MCO's purview lack a depth of local personnel with the necessary competencies to carry out or to help carry out the MCO's work. For example, the MCO has had to advertise positions multiple times in order to attract a large enough pool of applicants to satisfy the UN's competitive hiring guidelines. High levels of turnover in government and NGOs require that training and re-training be done on an ongoing basis.

The region depends on a single donor, AusAID, to a large degree. This creates both a challenge and opportunity. On one hand, it is important that the MCO advance its own agenda. Reliance on a single funder can give the single funder undue influence on the agency. On the other hand, having a primary funder creates the opportunity for change if one can get the funder on board with the change.

Lastly, the transition from UNIFEM to UN Women on 1 January 2011 and leadership changes within the MCO have presented internal challenges and opportunities. Being a relatively new agency, stakeholders are generally receptive to the MCO continuing to refine its focus and priorities. In fact, many stakeholders, when interviewed, expressed appreciation for the opportunity to express

their thoughts regarding the MCO and also showed an understanding of the challenges the MCO faces.

B. Focus of Planned Work

To promote gender equality, the MCO has planned to work in four thematic areas:

1. Women's Economic Empowerment,
2. Advancing Gender Justice,
3. Eliminating Violence Against Women, and
4. Gender, Climate Change/DRM.

A primary purpose of the high-level stakeholder interviews was to receive feedback on the appropriateness of the MCO focusing on these four areas. There were two general thrusts to questions on the focus of the MCO's work. One line of questions presented all four areas of planned work and asked the interviewee whether these areas, "in your opinion, seem like the 'right' areas that the MCO should be focusing on." The second line of inquiry asked the interviewee to also consider the role that the UN often has in the policy arena, specifically in the areas of advocacy, research, convening, and coordinating (ARCC), and asked for feedback on the degree to which the MCO was putting an appropriate weight on programme implementation versus the its role in the policy arena. Themes that emerged between numerous interviews are presented below.

i. Focus Less on Project Implementation

The broad consensus that emerged from interviewees is that the MCO has placed too much emphasis on implementing projects and not enough on its role in the policy arena. No interviewee expressed that the MCO should be the implementer of more programmes itself. A verbatim quote from an interview on this point includes:

"There is always a big request from countries for cutting-edge knowledge, materials, and advocacy information from the UN. We aren't able to access this because [the MCO] is busy implementing programs. They should concentrate on getting the global expertise and getting it down to the region. That would go a long way to making a real solid contribution."

There were many reasons given as to why the MCO should focus less on implementation and put more emphasis on its role in the policy arena. Some interviewees shared a vision where government and NGOs have the role of implementers and believed that UN-Women apart from other development work could also have the role to assist in building the capacity of government and NGOs to address women and gender issues.

“The UN system is not in the business of delivering services but rather capacity-building and contributing to existing services.”

An interviewee shared the concern of *“When UN implements, it doesn’t create local ownership.”* Another interviewee thought that UN-Women should focus on its unique role--

“I see their role as more advocacy, convening, research, because if you look at implementation, there are already a lot of organizations. Their priority should be on advocacy, convening, and research.”

Some interviewees thought that the MCO did not have the human resource capacity to engage in both implementation and the policy arena, and thought that the MCO’s work on policy should be given higher priority. This was expressed in a number of ways.

“Should be doing very little implementation, if any.... [MCO] should focus on advocacy. The real benefit of the UN is its impartiality. If I had a small office with limited capacity, advocacy is where I would be putting my money.”

One interviewee quantified the weight that the MCO should place on ARCC versus implementation-- *“Given UN Women’s capacity, it should be about 70% platform, 30% doing.”*

Some interviewees believed that other UN agencies should implement rather than the MCO. The MCO’s role was to assure that other UN agencies had a gender dimension built into their projects.

“UNDP should be implementing most development projects. They [UN-Women] should be working closely with UNDP, UNFPA, and WHO.”

“[The MCO] should be doing more of advocacy, research, and convening....That kind of coordination role is what [UN-Women field office] should be doing. Should be doing that within the UN.”

Some interviewees thought that the implementation of projects distracted the MCO from its core mission, which impacted its ability to fundraise. A donor remarked:

“They are desperate for funds. They could get enough if they weren’t trying to implement every project.”

“UN-Women shouldn’t be implementing. It doesn’t have the capacity on the ground, regardless of how many bodies are in Fiji.”

“They don’t have the capacity to implement.”

“UN-Women’s role should be to advocate and coordinate, not run projects.”

Some interviewees, though, provided reasons why the MCO should be implementing. One reason given was that at times, no other entity exists that could implement an important project. MCO staff remarked:

“We have to do programming because the national women’s machinery in these offices are very weak. This is a region that needs a lot of support, so we need to also do implementation.”

Implementation was also seen as instrumental in building the credibility and capacity of the MCO. The following quote demonstrates the instrumental value of implementation.

“Need to do both-- advocacy, research, convening, and also implementation. Without having the programs, you lose your influence. Working with governments on implementing builds ties. Governments want people in the trenches with them working in the trenches.”

This view suggests that the implementation work allows the MCO to develop better relationships which are crucial in carrying out its work at the policy and legal levels.

The MCO should be wary when considering implementation. As one interviewee expressed, *“The implementation part of it, we need to be clearer on, and think about how we can best support those areas on the ground. We need to work in partnership with those on the ground, rather than impose.”* The MCO should embrace its role as an implementer of projects if the project is a pilot project where the MCO’s staff has unique skills to fine-tune the project, or if the project will contribute to the skills and/or future relationships of the MCO.

ii. Provide Knowledge Leadership

UN Women’s global Strategic Plan (2011-2013) specifies an output pertaining to knowledge leadership:

MRF Output 2.2. *Internal systems that enable UN Women to function as a global broker of knowledge on gender equality and women’s empowerment.* A key function of UN Women is to serve as the hub/centre of knowledge and experience on gender equality and women’s empowerment from all parts of the United Nations and support to national partners to produce country-level situation analysis on progress toward gender equality. UN Women will support local cutting-edge research and evaluation, identify the best technical expertise from within and outside the United Nations system and support South-South exchange.¹⁹

The broad consensus amongst interviewees was that there is a dearth of credible, current, and high quality information on gender equality in the Pacific region, and that UN-Women should fill that gap by becoming a knowledge leader. That is, the MCO should provide high-quality evidence and

¹⁹ United Nations - Executive Board of the United Nations Entity for Gender Equality and the Empowerment of Women. *UN-Women Strategic Plan, 2011-13*. UNW/2011/9 (Advance, unedited copy).

research that would be used and relied upon not only by the UN-system, but by government, NGOs, and others working in the MCO's service area for policy-related work. As one interviewee stressed,

*“UN Women should be the go-to place for work [information] on gender. They should be the **engine** for gender equality.”*

A great value was placed on the MCO, working either alone or partnering with others (e.g., UNFPA, UNICEF, government, and regional organizations) providing more knowledge products that could be used to enhance advocacy efforts. This point was reinforced by nearly all high-level stakeholders.

As one said,

“UN Women's sales pitch should be ‘we bring knowledge and experience from elsewhere. We can work in areas that bilaterals cannot.’”

UN Women was seen as being uniquely able to provide impartial evidence on gender equality and the processes that lead to or support inequality which could then be used for advocacy. *“The capacity of civil society, particularly in the area of advocacy, is very limited. Need to focus on that.”* UN Women's impartiality and reputation as having expertise would lend credibility to knowledge products.

While one person expressed *“We [Pacific regional agencies and NGOs] are starving for top-notch level analysis,”* the concern was raised about the MCO's capability at this point to provide consistently high-quality information. One interviewee pointed to UNAIDS as an example of how the UN can move agendas by providing high quality information, and thought that UN-Women should be for gender equality what UN-AIDS has been for HIV/AIDS.

One donor remarked that

“Wouldn't it be great if they could see themselves as having a role in informing donors [on the status of women and girls and policy options]? Wouldn't it be great that UN-Women could be someone we could turn to for that, if they were playing that role in the UN family and governments? They would need to build up that capacity.”

“There is a role for a gender entity in the role of quality assurance and getting cutting-edge knowledge to the area.”

“We need well-developed research so we know exactly where to focus.”

“Research will help for policy change, implementation and planning purposes. This is why we say 60-70% for research. Unless we have data to present to them, then they (parliament) won't care.”

Another interviewee that that “*making available information is what the UN should be doing.*” However, the information that the MCO could make available does not need to be primary research. “*UNW should be a depository of information.*”

In its Strategic Annual Work Plan 2012-2013 MRF, a target that has been delineated for the MCO is “Research commissioned for a major publication, such as Status of Women and Men report.”²⁰ Such a report would help the MCO fulfill its role in the knowledge sharing arena.

“Advocacy, which is back-stopped with evidence, is very, very, very important... UN Women has an enormous role to play in evidence-based advocacy.”

Knowledge sharing could also occur by bringing together sources of existing information and making them more accessible. Different knowledge products could be created, targeted to different audiences. Particular suggestions in the knowledge-sharing arena included UN-Women creating a Gender Atlas for the region, writing policy briefs that would be e-blasted to on-line communities, building the MCO’s website so that it would become the go-to source for information, and having policy roundtables and lecture series which would bring together the UN system, NGOs, academics, and government communities together around specific topics.

With respect to primary research, there was an expressed desire to see the MCO more active in assuring that credible, current information on violence against women and girls was being generated, especially in the arena of violence against women. The MCO, either working with UNFPA or alone, should assure that surveys that provide quantitative estimates of the prevalence of VAW are conducted and are carried out in a way that would result in prevalence estimates with narrow ($\pm 5\%$) confidence intervals.²¹ This point on narrow confidence is important, since such surveys are likely to be relied upon in the future to demonstrate, for example, that VAW has decreased. If the confidence interval is large, even if the average of levels of VAW may have decreased, the averages at two points in time may be within the large confidence which could prohibit the MCO from claiming that VAW has shown a statistically significant decrease. Since UN Women’s work plan

²⁰ Strategic Annual Work Plan 2012-2013- Pacific Sub Region- MRF. 6 February 2012, p. 5.

²¹²¹ Social Science Consultants has concerns about the calculation of the standard error of the estimates in the Solomon Island Family Health and Safety Study. Table 4.4 of the Solomon Islands Family Health and Safety Study (Report prepared by the Secretariat of the Pacific Community for Ministry of Women, Youth & Children’s Affairs, Honiara, Solomon Islands, 2009, http://www.spc.int/hdp/index.php?option=com_docman&task=cat_view&gid=39&Itemid=44, accessed March 25, 2013) presents the 95% confidence interval, assuming that a simple random sampling approach had been used, rather than the cluster sampling approach which was actually used. That is, the design effect of using a cluster sample rather than a simple random sample was not taken into account in the calculation of the confidence interval. If the prevalence rate from the survey is used as the baseline to determine, in the future, the impact of UN-Women’s efforts to EVAW, then to show a statistically significant impact, the future prevalence rate would need to be lower and outside of the confidence interval. It is imperative that the confidence interval be calculated appropriately for the prevalence estimate that results from the survey.

includes a focus on VAW, it is vitally important to UN Women that it be able to show decreases in levels of VAW in countries in which it works over time.

There exists an important role for UN-Women in assuring that surveys that would allow the VAW prevalence rate to be generated are conducted, that the survey data is analyzed appropriately, and that the results of the surveys become widely distributed in the region. Another way of expanding its knowledge sharing role in the arena of VAW is for the MCO to either conduct or support, through grants, additional analyses of primary data that has been collected on VAW. Such analyses could be the basis of additional reports and knowledge sharing products and would be of interest to UN Women's stakeholders.

iii. Coordination of the UN System

The UN Women Strategic Plan, 2011-13 makes clear that "Central to the UN-Women mission is its role in leading and coordinating United Nations system efforts to ensure that commitments on gender equality and gender mainstreaming translate into concrete action at the country level."²² A part of the mission of UN-Women is to "...lead and coordinate United Nations system efforts to ensure that commitments on gender equality and gender mainstreaming translate into action throughout the world. It will provide strong and coherent leadership in support of Member States' priorities and efforts, building effective partnerships with civil society and other relevant actors."²³

Interviewees voiced a great need for better coordination of UN efforts around gender. One expressed that better coordination would allow the UN-system to act more efficiently-- "*We don't have resources in the region on gender. That means that everything needs to be much more coordinated.*" When asked about the tentative programming plans of the MCO, another interviewee responded:

"The role of UN-Women is to bring a gender dimension to projects."

"Our concern in the program plans is really about coordination. There are crowded areas, and these small countries don't necessarily have the work to absorb what is done by all of the agencies. Our work is requested by countries. But for countries, it isn't clear who is doing what. We need to coordinate and not add to the countries' burdens."

From the receiving end of assistance, a need was expressed for better coordination of the UN-System:

"In small societies like this, if UN-Women can reduce the fragmentation of the UN, that would be very useful."

²² (UNW UNW/2011/9 (advance, unedited copy), UN-Women Strategic Plan, 2011-13, Paragraph 3.).

²³ (UNW UNW/2011/9 (advance, unedited copy), UN-Women Strategic Plan, 2011-13, Paragraph 4.).

“UN agencies as a whole need to look at the capacity of government departments, particularly justice. There’s a big backlog in legislation. They need more collaboration and need to prioritize their work, create more inclusive legislation....”

External stakeholders expressed a lack of understanding about UN-Women’s role in the UN-system. It is important that MCO formulates a communications strategy to guide its advocacy and dissemination of information to partners and stakeholders.

“There is a whole area that we don’t know much about or how it works when we try to coordinate and collaborate, and that’s the role of UN-Women in the whole UN system.”

“There is a need for external stakeholders to understand the coordination activities that UN Women does.”

“There is a lack of clarity on how UN Women works together with others in the UN System.”

As stated earlier, some interviewees thought that rather than developing new programs, the MCO should work within the UN-system to assure that gender is being integrated into existing and planned programs.

“UN Women has a hugely interesting and valuable coordinating role. In [the MCO’s] revamping, that has made some headway. Talented women and men work for [the MCO] who are interested in working with partners rather than going at it alone.”

“If gender equality is to be given more emphasis, then they [the MCO] need to do a good job in making sure it is in all UN programs. That’s the only way that [the MCO] can be effective. Otherwise [the MCO] could still be a bystander. If your issues aren’t cross-cutting and others don’t take that approach, then you can be swallowed.”

“[The MCO] needs to work together with UNDP’s governance program.”

“UNW needs to look at its own development partners for success.”

Within the UN System, agencies other than UNDP expressed a desire for the MCO and the “smaller planets” (e.g., ILO, UNOHCHR, etc.) to work more closely together.

When asked for feedback about the MCO’s tentatively planned programming, a donor expressed:

“What we fundamentally want them [UNW] to be is part of the UN. We want them to look critically at other parts of the UN-- within the family, leadership within the family. Implementation in a few areas-- VAW, assisting/facilitating the national women’s machinery.”

The Gender group, which it leads, is seen as a successful effort in advancing a coordinated approach. That gender equality has become a distinct outcome area in the current UNDAF means that the Gender Group goes from being a Thematic Group to an Outcome Group. That is, the change in the UNDAF suggests that the coordination role of UN-Women should be given more precedence. Coordination of the UN-system could become a separate and distinct focus of the MCO's work.

IV. Feedback on the Four Planned Areas of Work

In each interview, stakeholders were asked for feedback on the four planned areas of work. The overall feedback on the MCO's work was that going forward the MCO should not "spread itself too thin." This sentiment was expressed in a number of ways. For example,

"Pick a few things and do them well."

"...specify particular problems and do them well and not do everything."

"Don't do things to chase funding. Have a plan."

"[The MCO] should do what they do well and get it done. That will strengthen the name and the branding of UN-Women."

"They need to show a clear goal-setting and that they deliver on their promises...Need to have focus, and delivery, and a trustworthy core group."

Further, in its work, some thought that the MCO should frame its work using a rights-based approach.

"UNW is looking at the developmental process. It is not considering that women have rights under the human rights convention-- not putting things into a human rights framework. They should put their work more into the human rights framework, rather than a charitable framework. They could support [other] work more by putting their work in a HR and CEDAW framework. They don't say that these are the rights. They bring in small elements (e.g., rural women should be supported), but they don't put it in the terms that women, including rural women, have a right."

"The gender equality approach needs to be put in a legal, normative framework."

Below, each of the proposed areas of work is separately addressed.

A. Eliminating Violence Against Women

Work under EVAW falls squarely under DRF Goal 3 of UN-Women's 2011-13 Strategic Plan, "**To prevent violence against women and girls and expand access to services.**" EVAW was

perceived as central to the mission of the MCO. There was great support for the MCO's work in this arena. ERAW was an area where high level stakeholders thought that it was appropriate not only to participate in, but to lead the UN's efforts.

There were some improvements that stakeholders thought the MCO should undertake in this area. In its administration of the Pacific Fund to ERAW, there was a concern expressed that the MCO had not made the case that the portfolio of grants being given to NGOs would actually achieve the outcome of eliminating violence against women. Thus, it is important that the fund develop a Theory of Change. This would allow the fund and grantees to see how each grant fits in with the Theory of Change and make transparent and explicit how the portfolio of grants made would result in the elimination of violence against women.

Another concern expressed was that the MCO was not addressing the normative structures that support the practice of VAW and violence within families head-on. Some thought that the MCO should place more emphasis on changing the normative structures that support and reinforce VAW. In Samoa, interviewees saw an opportunity for the MCO to work with religious communities and churches in confronting such normative structures. For example, the MCO (perhaps by working through an NGO) could promote discussion groups in religious communities on VAW and its prevention.

B. Women's Economic Empowerment

This focus of work falls squarely under DRF Goal 2 of UN-Women's 2012-13 global Strategic Plan, *To increase women's access to economic empowerment and opportunities*. The MCO's efforts in this realm are largely through PIM, a program aimed at improving the conditions of markets where (often) rural women sell goods. While the program was thought to be successful in Fiji and potentially successful in Solomon Islands, a concern was raised about the appropriateness of the project in Samoa (where markets were already widely sanitary and developed) and perhaps not being implemented as intended in Vanuatu.

A donor expressed concern that evaluation of the program was focused too much on "empowerment" and not enough on the degree to which the program allowed women to earn more money. The balancing of empowerment and the results of empowerment is challenging and communication on this issue to funders must be clear. If a programme is aimed at empowering participants but a funder is expecting a programme to show changes in participants' economic situations, then the funder is likely to be frustrated by the lack of evidence of the programmes' performance if the programme shows empowerment as its end result. Communication with funders must be clear on how the programme will eventually lead to economic improvement. Having a strong Theory of Change, with an accompanying literature review, would show how an empowerment programme is likely to show economic benefits to participants in the long run.

For the MCO to have a larger effect on Women's Economic Empowerment, stakeholders thought that more collaboration was needed with other UN agencies, such as the ILO, UNDP, and the UNCDF. The explication of DRF Goal notes a number of other agencies with which UN Women should work with to advance Women's Economic Empowerment.

Not all economies are cash-based in the Pacific region. For example, in Solomon Islands only 20% of the economy is estimated to be cash-based. Recognizing the difficulty of advancing economic empowerment in non-cash-based economies, interviewees suggested that UN-Women focus more on improving the work conditions in cash-based enterprises where women already have a presence. For example, in the Solomon Islands the suggestion was made that the field office focus on trying to improve sexual harassment protections and instituting family leave policies for women working in the fish canning and timber industries.

C. Advancing Gender Justice in the Pacific (AGJP)

The MCO's work in this area falls under UN-Women's 2011-13 Strategic Plan, DRF Goal 1, **“To increase women's leadership and political participation;”** DRF Goal 5, **“To strengthen the responsiveness of plans and budgets to gender equality at all levels;”** and possibly, depending on the programming that is actually put in place, DRF Goal 4. **“To increase women's leadership in peace, security and humanitarian response.”**²⁴

While support exists for the MCO continuing to work in this arena in theory, since the programme of work was not finalized at the time of the interviews (and writing), stakeholders were unsure of the exact form that the work would take. They saw great value in the MCO working on increasing capacities in gender-responsive budgeting and planning and continuing to address the dearth of women in elected positions.

In program documents, work under the auspices of AGJP would include building capacity and/or supporting:

- Women's political participation
- CEDAW reporting and implementation;
- Gender sensitive legislative change and effective implementation strategies;
- Justice sector actors (both informal and formal) so they can provide gender justice;
- Civil education on human rights;
- Paralegal training for women human rights defenders;
- Legal aid services which would allow for better gender-responsive legal advice and representation;
- The utilization of strategic litigation as a lobbying tool for social and legislative change

²⁴ Executive Board of the United Nations Entity for Gender Equality and the Empowerment of Women. 16 May 2011. “UN-Women Strategic Plan, 2011-13.” UNW/2011/9 (advanced, unedited copy).

- Gender responsive budgeting and planning.

There is a wide breadth of work that falls under the auspices of AGJP. Some aspects of the work overlap with work being done by other UN agencies. For example, UNDP also works in the area of political systems and OHCHR works in the area of human rights. To leverage the MCO's limited resources, some stakeholders believed that rather than lead the UN's efforts while partnering with other UN agencies in this area, in some areas the MCO should have a secondary role that focuses on assuring that the programmes and projects of other UN agencies have taken a gendered approach. For example, the MCO would assure that UNDP's local governance programmes have a gender sensitive approach. Approaching the UN system's work in this way would allow the MCO's contributions to have a larger impact and to ripple throughout the UN system. All interviewees, though, agreed that CEDAW reporting and writing was an area where the MCO should lead the UN system.

D. Gender, Climate Change and Disaster Risk Management

Similar to its program of work under Women's Economic Empowerment, this program of work falls under UN Women's global Strategic Plan, DRF Goal 4, "Women, Peace and Security and Humanitarian Response." The MCO refers to its work in this realm as Increasing Community Resilience through the Empowerment of Women to Address Climate Change and Natural Hazards - IREACH. To date, the substance of this work has been partnering with others-- ICRC and Barefoot College.

The project with ICRC brings a gendered approach to disaster management. Stakeholders confirmed that the MCO's work in the disaster management is important and relevant-- it elevates women's and girls' health and social issues when responding to the impact of natural disasters which have become more frequent because of climate change. The ICRC project, which receives support from the MCO, provides "modesty kits" to women who have been displaced by natural disasters. This project is visible and is seen as a good example of the MCO being innovative and nurturing a successful partnership.

The project with Barefoot College focuses on training rural women in operating and servicing solar energy stations. Beyond training, the project has a political participation component. It aims to make communities more inclusive by giving women a dominant presence on local committees that administer the distribution of the solar-generated electricity. Feedback on this project was that while it was very visible in Fiji and had government support, it was small in scale. Overall, stakeholders thought that if this project detracts from the MCO's efforts to make large-scale climate change projects other UN agencies implement gender sensitive, then the MCO could have more of an impact if it instead collaborated on such projects to assure that they take a gendered approach.

The small scale of the Barefoot College project is conducive to it being considered a pilot project. The first site of implementation has been Fiji and it is being introduced in other countries (e.g.,

Samoa, Solomon Islands, and Vanuatu) under the MCO's auspices. Two lessons learned thus far in expanding the MCO's work in climate change to other countries are a) not all governments are as supporting of the project as the Fijian and b) the need for the project varies between countries. For example, Samoa, with a more extensive electrical grid, has less of a need for the project than Fiji.

With respect to the prospect of the MCO continuing to implement programs in the climate change arena, interviewees felt that the highest value added of the MCO would be to assure that projects in the UN System that address climate change take on a gendered approach. Feedback included

“The three main issues in the region are EVAW, women’s poverty, and gender justice. Climate change? I don’t know whether they have niche in it, or whether UNDP would do it better. I have a question mark for climate change. The other three, definitely.”

“When you have little money, I wouldn’t spend my time doing it, bitsy projects. If I want to bring about changes in environment, I would work with UNDP and UNEP.”

“Climate change? There are more important areas for women. They should work more on women’s economic empowerment....There are other agencies dealing with climate change. They should put more emphasis on gender-based violence and women’s economic empowerment. Advancing gender justice and climate change should be less.”

“The role of UN-Women is to bring a gender dimension to projects. The big Japanese [solar] project should have been a multi-agency project from the start. UN-Women should be on the inside on initiatives.”

The proposed IREACH programme has the goal “Reduce the impacts of climate change and disasters through empowering women to be agents of change, and promotion of gender responsive governance structures.” The 3 main foci are: Research, Community Programmes, Advocacy and Technical support. Again, the issue of being on the forefront of policy change and being a knowledge leader arose. Making others more aware of climate change’s impact on women and their livelihoods by providing digestible research to them, acting as a convener, and coordinating the UN system could have a large impact on how the UN system approaches the issue of climate change.

V. Evaluation Approach

An Evaluability Assessment requires at a minimum either the establishment of the initiative or a firm conceptualization of the intended initiative as it will be implemented. The initiative is intended to produce the outputs and outcomes that will be measured and which have been drafted into a monitoring and evaluation plan. In this case, the MCO is in the midst of transitioning from its former 5-year plan. Future projects and initiatives were not yet established, nor was there a firm conceptualization of the initiatives as they will be implemented.

The reason for this is that the MCO has drafted programme documents which will be used for fundraising. The full 5-year work plan is anticipated to cost \$71 million, of which \$49 million had yet to be mobilized. The MCO was in the process of fundraising. Depending on the funds available, the implemented programmes, projects, and initiatives could vary greatly from the draft programmes in terms of depth and breadth. Funding availability would also determine the resources available for data collection, data analysis, monitoring, and evaluation.

Without knowing the extent to which the work plan will be implemented, one cannot determine the extent to which each programme should be evaluated. Certainly, the amount of resources actually raised will impact the monitoring and evaluation plans and implementation of those plans. In any case, the MCO's evaluation portfolio should conform to the eight parameters explicated in UN Women's corporate evaluation policy, which should be applied to prioritize evaluations. (Table 1)

While *a priori* one cannot determine how much of the work plan will be funded and thus exactly how it should monitor and evaluate its work, the approach to evaluation and the monitoring plans to date could be improved. The guiding principle in their improvement should be parsimony. The MCO should strive to collect and use the least amount of data that would allow it to show its impact in the planned area of work. It should strive to develop a lean but powerful evaluation approach.

To do this, each intervention must first be rigorously described using an evaluative approach. In particular, it is advisable that each initiative have a Theory of Change and a succinct Program Logic Model. Appendix A includes a draft Theory of Change for one of the MCO's initiatives. The Theory of Change allows one to see how the programme visionaries see change occurring as a result of the activities in which the MCO engages/will engage. A Theory of Change should be created for the MCO as a whole and each of its programmes of work. A Theory of Change is usually a starting point for a monitoring and evaluation plan. Having a Theory of Change would allow stakeholders to see how the MCO's activities will lead to its ultimate goals of gender equality and women's empowerment.

AusAID uses Theories of Change in its work. In communicating its work to AusAID, it would be helpful for the MCO to have Theories of Change created. Creating a Theory of Change at the MCO level would allow the MCO to be more transparent about how its program of work will create change, and the mechanisms and partnerships that are a part of the change mechanisms.

Table 1
Eight Parameters for Prioritizing Evaluation

<p>First priority</p>	<ol style="list-style-type: none"> 1. Relevance of the subject. Is the evaluation subject a socioeconomic or political priority of the mandate and role of UN-Women? Is it a key priority of the strategic plan or the annual workplan? Is it a geographic priority of UN-Women, e.g., levels of gender inequality and the situation of women in the country? 2. Risk associated with the intervention. Are there political, economic, funding, structural or organizational factors that present potential high risk for the non-achievement of results or for which further evidence is needed for management decision -making? 3. Significant investment. Is the intervention considered a significant investment in relation to the overall office portfolio (more than one third)?
<p>Second priority</p>	<ol style="list-style-type: none"> 4. Demands for accountability from stakeholders. Are stakeholders specifically requesting the evaluation (e.g., through donor requirements in direct financing and co -financing arrangements)? Can the demand be satisfied through an evaluation that is already planned? 5. Potential for replication and scaling-up. Would an evaluation provide the information necessary to identify the factors required for the success of an intervention and determine the feasibility of its replication or scaling-up? Is the intervention a pilot or/and an innovative initiative? 6. Potential for joint or UNDAF evaluation. Does the evaluation present a clear opportunity to evaluate jointly with other partners (United Nations country teams, national Governments, etc.) or fold into a United Nations Development Assistance Framework evaluation to avoid duplication and promote coordination?
<p>Cross-cutting (to be assessed in all prioritized evaluations)</p>	<ol style="list-style-type: none"> 7. Feasibility for implementing evaluation. .Does the commissioning office have the financial and human resources available to conduct or manage a high-quality evaluation within the time period indicated? Is the evaluability of the intervention high enough to conduct an in-depth study that can result in sound findings, recommendations and lessons? 8. Knowledge gap. Will the evaluation help to fill a pressing knowledge gap in relation to achieving gender equality or the empowerment of women?

Source: Executive Board of the United Nations Entity for Gender Equality and the Empowerment of Women. 2 October 2012. “Evaluation Policy of the United Nations Entity for Gender Equality and the Empowerment of Women,” Table 1. UNW/2012/12.

Table 2
Program Logic Model Template

Goals	Assumptions	Target Population (s)	Inputs	Activities	Outputs	Outcomes	Outcome Measures
<p><i>The change the program intends to cause.</i></p> <p><i>May have an overarching goal, and also specific sub-goals.</i></p>	<p><i>Assumptions upon which the program is based.</i></p> <p><i>Usually, statements about the environment or human behavior, as the program perceived, prior to the initiation of the program.</i></p>	<p><i>Exactly who the program is trying to influence or change.</i></p> <p><i>Note: Never does a program aim to change everyone.</i></p>	<p><i>The things/people/resources the program is using to operate.</i></p>	<p>How the program is actually engages participants.</p>	<p>Indicators of the program's operations.</p>	<p>Aspects of the change that the program may have "caused."</p>	<p>Measures of the outcomes.</p>

Source: Daponte 2008. *Evaluation Essentials*. Jossey-Bass/Wiley: San Francisco

While a Theory of Change shows how gender equality will be achieved, a program logic model concisely describes critical elements of the programme and allows stakeholders to understand how the programme fits together. A program logic model should also be created for each initiative. Having both a Theory of Change and a Program Logic Model for each of its programmes will help with communication of the programmes of work not only to external stakeholders, but to internal staff and consultants. Table 2 displays the columns of the recommended Program Logic Model (PLM). In creating the PLM, the MCO should aim at condensing it to a maximum of 2 pages in length. This PLM is recommended because it allows one to see the activities of the intervention and deduce how the activities link to the output and outcome indicators. Further, this PLM encourages the explication of assumptions that are made about the intervention, its "participants," and the environment in which it operates. The experience of Social Science Consultants has been that when interventions fail, they do so because incorrect assumptions have been made. Being explicit about the assumptions made makes more transparent risks to the intervention's success.

The DRF of the Strategic AWP 2012-2013, Pacific MCO shows a good start in thinking about the output and outcome indicators, baselines, and targets. Examining the DRF, though, one sees that many of the outcome indicators reflect not the ultimate goal of the programme, but changes in the legal and normative framework associated with the goal. Missing, though is a Theory of Change that demonstrates how the MCO sees its activities as ultimately impacting positive change. While it may not be the practice within UN Women yet to have Theories of Change as the starting point for

evaluating a project or programme, it is taken as best practice in the evaluation community to start with a Theory of Change.

In creating Theories of Change, the MCO should start with the work that it has done on developing log frames for programs. For example, PIM has a verbal theory of change explicated and a programming framework. It also has working hypotheses of how change will occur. These provide a start in creating a well-developed theory of change.

What is missing from the MCO's work is explication of the intermediary steps in how change will occur. For the MCO's stakeholders to understand and buy-in to the MCO's work, they need to have a diagram that walks them through how the MCO anticipates change resulting from its activities.

While Theories of Change will demonstrate how UN Women envisions its activities leading to the desired goals, they usually do not indicate the amount of time that needs to transpire for the goals to be achieved. Since much of the MCO's work is in the legal and normative realm, change could take a longer period of time than the period for which results are required by funders and other stakeholders. Thus it is critical that the long-term Theory of Change, supported by a review of relevant literature, be presented. The MCO has already conducted literature reviews which will be of use in supporting Theories of Change.

Developing Theories of Change for all programmes will also allow the MCO to better articulate the constructs it aims to measure. Good evaluation practice dictates that one first explicate the theoretical constructs to measure, and then, to decide upon which indicators or data elements to rely upon for the measurement of the constructs, one considers the usefulness of existing data, the cost and feasibility of collecting new data elements, and other issues of construct validity and statistical conclusion validity.²⁵ With respect to the outcome indicators, few that the MCO constructed were succinct and easily measurable. For example, PIM has two specified under "Democratic and Inclusive Spaces for Planning and Decision making." They are:

- Number of local governments that have formalized partnerships with market vendor organizations and established institutionalized mechanisms for dialogue and shared decision-making around market bylaws, planning and budgeting in 10 municipal markets.
- Proportion of rural and urban women market vendors who are able to effectively participate in institutionalized local government and market management mechanisms to influence decision-making, bylaws, planning, and budgeting in 10 municipal markets.²⁶

²⁵ For more information on construct validity and statistical conclusion validity, please see Cook, Thomas and Donald Campbell. 1979. *Quasi-Experimentation: Design & Analysis Issues for Field Settings*. Boston, MA: Houghton Mifflin.

²⁶ UN Women. "Project Document- Partners Improving Markets in Fiji: Women Vendors Empowered, Local Governments Responsive and Economic Opportunities Expanded." January 2013.

Both of these indicators are very difficult to measure. The first indicator is the easier of the two to measure, though even that indicator is complicated. As written, to be included in the number, the local government would need to have with 10 municipal markets 1) a formalized partnership with market vendor organizations; 2) established institutionalized mechanisms for dialogue; 3) established institutionalized mechanisms for decision making around market bylaws, planning, and budgeting. Not having any one of these would disallow the government from being counted. One would need to be explicit about the definitions of concepts such as “dialogue” and “shared decision-making” and assure that they stay constant over the life of the project.

The second indicator is of more concern. The indicator is a proportion, thus requiring both a numerator and denominator. Apparently, the MCO would conduct a survey to determine this proportion. However, this EA team has concerns about the cost of the data collection, the availability of a sampling frame, and the capability of the MCO to carry out such a survey.

The MCO needs succinct and well-specified indicators to use for monitoring and evaluation purposes. In creating such indicators, the MCO needs to be realistic about the data collection burden it places on itself when it has complicated indicators. To bring a degree of rigor into the MCO’s work, the MCO might create “indicator sheets” that first define what the indicator intends to measure, how the indicator connects to the concept it aims to measure, the data sources the indicator will rely upon, the periodicity of the indicator, and limitations of the indicator. In reviewing the MCO’s indicators, what pervaded were issues of cost of data collection, the possible inability to obtain sampling frames, narrowness of standard errors if surveys need to be conducted, and lack of precise definitions.

With respect to data availability, the MCO should take full advantage of the censuses and surveys that are conducted in the region. At times, data has been analysed by the Bureau of Statistics of a country, but only at the univariate level. That is, frequency tables have been produced. There are opportunities to conduct analyses in greater depth with existing data. Data sources include the Family Safety Surveys, national censuses, and the Demographic and Health Surveys. Further analyses of these data sources may allow the MCO to have more reliable baseline measures in areas in which it works. A suggestion is to work with local academics in further mining the data for insights into the need for the MCO’s attention and insights into the processes that result in gender inequality.

Further, **the issue of attribution, with accompanying quasi-experimental designs, is missing in all of the programme documents.** The MCO should try to incorporate quasi-experimentation into its work so it can argue that its activities caused the changes that may (have) occur(ed). Quasi-experimentation often entails creating or considering a “control group” that has not received an intervention. This allows one to see the change that occurred when the intervention was introduced versus the change that occurred (or did not occur) when the invention was not introduced. A good evaluator should be familiar with various quasi-experimental designs and would apply the strongest design possible. Given that the MCO often rolls out programs, one design that should be explored is one that compares areas that received the intervention early versus at a later date.

Opportunities for quasi-experimentation may be limited. Thus, having a strong Theory of Change for the MCO's interventions and programmes that is grounded in literature and past experiences becomes even more important in demonstrating the MCO's activities in the long run will result in the desired changes.

Each sub-programme needs to have monitoring and evaluation expertise associated with it. This is being achieved by the UN-Women Pacific Regional Facility Fund in Support of Organizations and Actions to Eliminate Violence against Women, which has engaged with an evaluation consultant on an on-going basis. The M&E expert would be charged with building the expertise of staff in M&E, and assuring that each initiative has a comprehensive evaluation plan associated with it. The M&E expert should also be able to highlight opportunities to apply a quasi-experimental approach.

In summary, examining the monitoring and evaluation frameworks, one sees that output and outcome indicators have been created, but more work needs to be done. Clearly, much thought and consideration has been put into the creation of the outputs, indicators, and outcomes. However, the indicators (often) need to be narrower and brought into context. Each programme should have a Theory of Change and Programme Logic Model. Further, each program should have a literature review conducted for it, based on its Theory of Change. The literature review should provide stakeholders with evidence that the Theory of Change is reasonable, and should also be an integral part of the evaluation plan. Indicators need to be precise and realistically measurable. Quasi-experimental designs that would suggest the counterfactual should be considered in order to show the impact of the MCO's work.

VI. Conclusions

Over the two years, the MCO has undergone significant changes-- changes in leadership, direction, and institutional structure-- which stakeholders acknowledged and appreciated. Stakeholders particularly appreciated the opportunity to comment on the MCO's work plan, stressing that having the opportunity was indicative of the positive trajectory that the MCO has had over the past year. Hopes were high for the MCO to have an impact on gender inequality, especially in the areas of economic empowerment, legal and normative frameworks, and violence.

With respect to the prioritization of the MCO's work, to a large degree the results of this evaluability assessment echo those found in consultations conducted at the global level.

Throughout consultations held since the launch of UN-Women, United Nations partners have made clear the main areas that UN-Women should prioritize in providing support to the United Nations system: (1) strengthening capacity of the United Nations system at all levels to mainstream gender perspectives into individual portfolios and joint programmes of United Nations bodies; (2) supporting improved knowledge on the status of women in individual countries; and (3) leading the

UNCT in improving accountability for gender equality, including improved tracking of investments, and implementation of global policies, norms and standards.²⁷

There is a need for the MCO to be more concise in describing its initiatives. Documentation clearly describes the need for interventions in the areas of EAW, women's political participation, changing legal and normative frameworks, and women's economic empowerment. In the area of climate change, however, the documents do not make a compelling case for the MCO to implement the solar energy project.

Some high-level stakeholders thought that given that UN-Women was still a new institution, and that formerly the Pacific sub-regional office of UNIFEM had not made a compelling case that it indeed had made a significant impact on the region, it was important for the MCO to focus its work, not "spread itself too thin," and have a strong evaluation component. Creating the evaluation plans for the sub-programmes is outside of the terms of reference for this EA. Building the evaluation capacity of the MCO is necessary. Optimally, a high level evaluation expert would be added to the staff. However, it is unlikely that this could be done on a timely basis. Instead, staff could be trained so that they have an understanding of monitoring and evaluation principles and expectations, and the MCO could contract with external experts on a long-term basis.

VII. Recommendations

- I. **The MCO should put more emphasis on its role of coordinating the UN-system around gender equality and women's empowerment.**
Coordinating on gender equality and women's empowerment should be done in a proactive, planned manner.
 - A. **In leading coordination of the UN system on gender inequality, the MCO should build the desire within the UN system for it to review UN initiatives for gender sensitivity and opportunities to take a gendered approach. The MCO should work to develop a demand for its stamp of approval to be on projects and products.** Having a primary funder could help the MCO in this endeavor. The MCO should see itself as being able to deliver quality assurance and bring a gender dimension to UN-system initiatives.

²⁷ (UNW UNW/2011/9 (advance, unedited copy), *UN-Women Strategic Plan, 2011-13*, Paragraph 27.

- B. **To be more influential in the climate change arena, the MCO should strategically aim to instill a gender dimension into projects being conducted by other UN agencies.**
- II. **The MCO should reinforce its ability to carry out policy-related work. The MCO should become a hub for information on the status of women and gender inequality.** The degree to which the MCO can offer services to particular countries in the region varies.
- A. A minimum of services provided to all countries should be **making available high quality information on pertinent topics on a timely basis.** The MCO, for example, could provide snapshots and white papers on pertinent gender issues which would allow for global and regional expertise to be available at the country level. It could be a driver for the collection and analysis of data related to the status of women and girls and gender inequality.
 - B. **The MCO should use its website to disseminate information on the status of women and girls in its service area.** On its website, the MCO should have current information on gender inequality, including studies and best practices from other sources, synthesized and easily available.
 - C. **The MCO should assure that all countries under its auspices have credible and reliable baseline statistics on violence against women.** The MCO should make sure that a Family Safety Survey is or has been conducted and analyzed using rigorous standards in each of its countries. In the short-term, it could assure that a Family Safety Survey is undertaken in Samoa by working with/contracting with Samoa Bureau of Statistics.
- III. **The MCO should build a media strategy.** A common issue that arose in interviews was that outsiders were not aware of issues or of the MCO's response to or work on gender inequality issues. A part of the media strategy could include a lecture series on gender equality issues which would bring together various stakeholders.
- IV. **The MCO should build its evaluation capacity and aim at developing thorough evaluation plans for each of its areas of work.**
- A. As funding evolves for each of the proposed areas of work and the programme of work becomes more certain, respective **monitoring and evaluation plans should be formed.**
 - B. **A Theory of Change and a Program Logic Model should be developed for each area of work.**

- C. **Literature reviews based on each programme of work's Theory of Change should be developed.** The literature reviews should be a part of each evaluation plan.
- D. **Evaluation should contribute to the state of knowledge of the impact of the MCO's and partners' activities,** and in the consideration of outcome measures, consideration should be given to the opportunity for comparability with the evaluation of other initiatives.
- E. **An evaluator, either in-house or external, should be assigned to each of the initiatives.**
- F. **The monitoring and evaluation approach and emphasis should abide by UN-Women's corporate evaluation policy.**
- G. **Staff should continue to be trained in monitoring and evaluation principles.**

VIII. The MCO's Response to Recommendations

In the next Programme Cycle for 2014-2017, the following four thematic areas would remain as the priorities for the MCO:

- WEE
- Advance Gender Justice
- EVAW
- Gender, Climate Change and DRM.

In order to strengthen the Programmes and enhance the MCO's Programme Evaluability, based on the findings of the EA, the following points are suggested in consultation with MCO staff and Thematic Advisors in the RO:

1. **Overall Programme Approach:** The MCO should reinforce its ability to carry out policy related work. The MCO would become a hub for information on the status of women and gender inequality. It is necessary to consider how to balance between implementation and policy work, which needs to consider staff time, expertise and organizational structure.
2. **High quality information:** The MCO should be making available high quality information on pertinent topics on a timely basis. The MCO, for example, could provide snapshots and white papers on pertinent gender issues which would allow for global and regional expertise to be available at the country level. It could be a driver for the collection and analysis of data related to the status of women and girls and gender inequality.
3. **Coordination:** UN Women's coordination role needs to be clear. UN Women needs to clearly identify the organization's niche first and reduce the expectations that are responsible for all the work on GEEW in the Pacific. Therefore, UN Women needs to Map, review and communicate existing and potential UN Coordination structures for GEEW to align with UNDAF cycle, UNDAF coordination needs and the identification of JPs. The UN Gender Group has completed a number of mappings such as: (i) Gender Equality work in each

Pacific Island Country; (ii) Gender work in PICs in relation to Outcome 2 of the Pacific UNDAF; (iii) 2013 UNDAF review; and (iv) a quick mapping of Gender Group established and functioning in the Pacific.

4. **Communication Strategy:** The MCO to build a communication strategy based on current MCO coordination with the UNCT and UN Women Global Communications Strategy (2014-2017). The MCO Communications Strategy would also stretch to cover its oversight support to UN Women Papua New Guinea and the Country's Programme Focus. The strategy would serve a resource mobilization strategy and its positioning with the UN Women Asia Pacific Regional Civil Society Group members operation in the Pacific. In developing the strategy, the MCO could use available information from consultations with stakeholders and partners.
5. ***Continue to refine ToC, ME Framework and baseline data collection:*** The MCO has refined the Programme ToC and ME Frameworks. After building Programme logics, it is important to refine indicators and collect baseline data. All Programmes have developed ME plans in the longer-term Programme Cycle by allocating resources and time. The Programme followed an example of The Pacific EAW Fund Programme ME strategies. The 3 major programmes²⁸ although still being developed, each now have the Theory of Change to inform potential donors of the intended results and impact of the proposed programmes. Having a clear M & E framework and evaluation budget now form part of the respective programme/project documents.

Specific recommendations for each Programme are:

➤ **WEE Programme:**

The balance of empowerment and the results of empowerment (increase income) are challenging and communication on this issue to funders must be clear.

Refining indicators in the on-going ME framework is important and also conduct baseline data collection before the programme implementation. Collection of baseline data which will provide evidence to strengthen documents is already in process.

➤ **Advance Gender Justice Programme**

The MCO should lead the CEDAW reporting process. During the period of the EA, the AGJP has progressed with the implementation of the transition phase which included the expansion of CEDAW work from reporting to adopting a harmonised approach on human rights treaty reporting. Focus has also been on CEDAW implementation, gender justice and women's political participation.

There are different entry points for GRB, there are different tools, and it's important to keep emphasising on the universe of options available to any country before it starts doing GRB so

²⁸ 1) Access to Gender Justice; (2) EAW; and Women's Economic Empowerment.

that it can pick the strategy, tool and entry point which is most relevant for the concerned country.

- (i) Option 1: Meet the Min of Finance, do an MOU with them, engender the call circular/budget circular, produce a Gender Budget Statement and so on. Advantages are that partnership with MoF will put UN Women and the GRB work under limelight, which is good, given that gender agenda remains one of the most underfunded agenda globally.
- (ii) Option 2: The other option, which is also a good option is to begin by taking select sectors and do a more “applied” GRB in these sectors to show the value added. The MCO could do a ground breaking study on green budgeting (applying GRB to environment sector); we could do costing of VAW or laws on VAW (applying GRB to VAW sector) or to any other sector. The MCO should organize a workshop with all key stakeholders on GRB in 2014 in order to collectively arrive at a concrete strategy/roadmap on GRB for the Office.

➤ **EVAW Programme**

The MCO should sure that all countries under its auspices have credible and reliable baseline statistics on violence against women. The MCO should make sure that a Family Safety Survey is or has been conducted and analyzed using rigorous standards in each of its countries. In the short-term, it could assure that a Family Safety survey is undertaken in Samoa by working with contracting with Samoa Bureau of Statistics. Prevalence study of violence against women in a country can be done again after 20 years. In essence UN Women attempts to assist governments to adopt and implement policies and legislation on EVAW. Under the Pacific EVAW Facility Fund the focus to support governments and CSO partners provide better services to survivors and also to provide evidence based prevention work.

➤ **Gender, Climate Change and DRM Programme**

Disseminate and consult on Gender, Climate Change, and Disaster Risk Management Strategic Framework within UN Women (the MCO, the RO and the HQ) and with other UN agencies and key partners. Develop country specific Programmes for selected countries together with the resource mobilization strategy.

Appendix A

Persons Interviewed for the Evaluability Assessment

No.	Name	Designation	Organisation
1	Alvarado, Melissa	Programme Specialist, Manager, ERAW	UN Women MCO
2	Annendale, Papal'il, Viopapa	President	PPSEAWA (NGO) ²⁹
3	Apelu, Louisa	ACEO	Division of Women, Samoa
4	Bolenga, Jeannette	Deputy Manager, GEPG	UN Women MCO
5	Brodber, Toni	Consultant and Human Rights Advisor	Advancing Gender Justice
6	Buettner, Doreen	Human rights Advisor, Advancing Gender Justice	UN Women MCO
7	Chand, Angeline	Programme Development Officer	Pacific Disability Forum, Fiji
8	Chang, Lena	Director	Victim Support Group, Samoa
9	Chattier, Priya	Coordinator, Gender Studies	University of the South Pacific, Fiji
10	Coco-Klein, Samantha	Chief Policy, Advocacy, Planning and Evaluation Specialist	UNICEF, Fiji
11	Duaibe, Katalaine	Programme Specialist IREACH ³⁰	UN Women MCO
12	Erekali, Alvina	Country Programme Coordinator	UN Women, Solomon Islands Field Office
13	Gibbs, Louisa	Legal and Gender Specialist	AusAID, Solomon Islands
14	Gill, Timothy	First Secretary	Development Co-operation programme, Australian High Commission, Fiji
15	Goundar, Nilesh	Programme Manager	Development Co-operation section, UN Partnership & Gender, Australian High Commission, Fiji
16	Jong, Kang Yun	Chief	UNICEF, Solomon Islands

²⁹ Pan Pacific & South East Asia Women's Association

³⁰ Increased Resilience through the Empowerment of Women by addressing climate change and health hazards

			Field Office
17	Kanervavuori, Mika	Deputy Head of Office	Office of the High Commission for Human Rights (OHCHR), Fiji
18	Kepa, Marica	Health & Care Coordinator	Red Cross, Fiji
19	Khan, Naeemah	Evaluation specialist	AusAID
20	Koroivueta, Josefa	Acting Permanent Secretary for Social Welfare, Women & Poverty Alleviation	Ministry of Social Welfare, Women and Poverty Alleviation, Fiji
21	Krauchaar, Sandra	Regional Programme Manager, Pacific Leadership Programme	Pacific Leadership Programme, AusAID
22	Kunatuba, Joanne	Human Development Officer	Secretariat of the Pacific Community
23	Leilua, Nele Lenalu	Consultant	Ministry of Education, Samoa
24	Ieli, Preeya	Regional Programme Specialist, WEE	UN Women MCO
26	Manu, Audrey	Coordinator, GEPG	UN Women, Solomon Islands
27	Maulaivao, Mele	Coordinator	UN Women (Samoa Office)
28	Meo, Semisi	Coordinator	Locally Managed Marine Areas (LMMA)
29	Mtisi, Welder	Operations Manager	UN Women MCO
30	Muna, Maha	Gender Advisor	UNFPA
31	Leduc, Brigitte	Gender Advisor	Secretariat of the Pacific Community
32	Nainoca, Filipe	Director General	Red Cross, Fiji
33	Navoce, Naomi	Gender & Youth Officer	Pacific Disability Forum, Fiji
34	Noble, Nileema	UN Resident Coordinator	UNDP, Samoa
35	Ostby, Knut	Resident Coordinator	UNDP, Fiji
36	Petersen, Linda	Human Development Programme Manager	Secretariat of the Pacific Community
37	Pillay, Anu	Climate Change Specialist	IREACH
38	Qaiqaica, Alisi	Regional Programme Specialist	UN Women MCO
39	Qereqeretabua, Luse	Principal Research Officer	Ministry of Social Welfare, Women & Poverty Alleviation, Fiji
40	Rehagen, Anne	Gender Group Coordinator	UN Women MCO
41	Rogers, Annie	Deputy Director,	Red Cross
43	Sagynbaeva, Elzira	Regional Programme Director	UN Women MCO
44	Sigimanu, Ethel	Permanent Secretary	Solomon Islands Ministry of Women, Youth, Children and

			Family Affairs
45	Sila, Benjamin Papali'i	Deputy Director	Samoa Statistics Bureau
46	Simi, Noumea, Peseta	A/CEO	Ministry of Finance, Samoa
47	Sutherland, Frances	Second Secretary	Development Co-operation, AusAID Apia, Samoa
48	Suzaki, Akiko	Joint Presence Manager and UNDP Deputy Director	UNDP, Solomon Islands
49	Taphorn, Rita	Programme Manager, GEPG	UN Women MCO
50	Tavola, Helen	Regional Advisor	UNESCAP ³¹
51	Teakeni, Josephine	Director	Vois Blong Mere Solomon
52	Vavatau, Faataivaa, Roina	CEO	SUNGO - Samoa ³²
53	Vienings, Tracy	Senior Regional Crisis Prevention & Recovery Manager/Advisor	Women, Peace & Security, UNDP
54	Wara, Brenda	Project Office	European Delegation to Solomon Islands
55	Wiseman, Garry	Manager	UNDP
56	Warren, Lelani	CEO	Law Reform Commission, Samoa

³¹ United Nations Economic & Social Council for Asia and the Pacific

³² Samoa Umbrella for NGO's

Appendix B

Theory of Change (DRAFT, 13/3/13) Gender Justice: Legal Reform

