



THEMATIC EVALUATION

THE CONTRIBUTION OF UN WOMEN TO PREVENT VIOLENCE AGAINST WOMEN AND EXPAND ACCESS TO SERVICES



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Produced by the Evaluation Office of UN Women

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Acknowledgements

A number of people contributed to the evaluation report. The evaluation was conducted by the Universal Management Group, an independent external firm. The evaluation was led by Katrina Rojas and supported by a large team including Heather Buchanan and Annette Wenderoth, among others. The UN Women Evaluation Office team included Inga Sniukaite, Isabel Suarez and Sabrina Evangelista. The evaluation benefitted from the active participation of country and headquarters reference groups comprised of UN Women staff and management. UN Women country-level evaluation focal points and Representatives ensured the country visits went smoothly. The external reference group, comprised of key United Nations entities, provided valuable feedback as did Elliot Stern who served as the external peer reviewer.

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

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EVALUATION OFFICE
UN WOMEN
NEW YORK, AUGUST 2013



ACRONYMS

AIDS	Acquired Immune Deficiency Syndrome
CEDAW	Convention on Elimination of All Forms of Discrimination against Women
CSO	Civil Society Organization
CSW	Commission on the Status of Women
CSW57	57th Session of the Commission on the Status of Women
DAW	Division for Advancement of Women
ESCAP	Economic and Social Commission for Asia and the Pacific
EVAW	Elimination of Violence Against Women
EVAW	Elimination of Violence Against Women and Girls
GBV	Gender-Based Violence
GEEW	Gender Equality and the Empowerment of Women
HIV	Human Immunodeficiency Virus
IANGWE	Inter-agency Network on Gender Equality and Women's Empowerment
INSTRAW	United Nations International Research and Training Institute for the Advancement of Women
IOM	International Organization for Migration
M&E	Monitoring and Evaluation
MDGs	Millennium Development Goals
NGO	Non-governmental organization
OIOS	Office of Internal Oversight Services
OSAGI	Office of the Special Advisor on Gender Issues and the Advancement of Women
QCPR	Quadrennial Comprehensive Policy Review
RBM	Results-based management
UN Trust Fund	United Nations Trust Fund to End Violence Against Women
UN-SWAP	United Nations System-Wide Action Plan on Gender Equality and Women's Empowerment
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UNIFEM	United Nations Development Fund for Women
UNODC	United Nations Office on Drugs and Crime
VAW	Violence Against Women
WHO	World Health Organization

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FOREWORD

Violence against women (VAW) is one of the most widespread violations of human rights which cut across boundaries of age, race, culture, wealth and geography. It not only negatively affects women's well-being and their full participation in society, but also has wider implications for society due to its effects on the family, community and country. Ending violence against women (EVAW) is one of UN Women's core areas of work and is also of a cross-cutting nature, as it is inextricably linked to other areas of the entities work.

The UN Women Evaluation Office undertook this corporate thematic evaluation to examine the work of UN Women and its predecessors in this thematic area and learn from past experiences in order to inform current and future work. The evaluation reviewed UN Women's normative, operational and coordination mandates – and synergies between these at the country, regional and global levels. Lessons are drawn, in particular, from case studies conducted in Brazil, Grenada, Guatemala, India, Jamaica, Morocco and Mozambique. This evaluation was amongst the first corporate evaluations of UN Women, and is the first one being presented to the Executive Board. The evaluation provides a baseline for UN Women's work on EVAW and should be used to clarify and operationalize its work in this thematic area.

The evaluation findings highlight a number of normative, operational and coordination achievements including: supporting the Commission on the Status of Women, which at its 57th session facilitated the first Agreed Conclusions on EVAW in 15 years; contributing to an increase in the number of governments adopting laws and action plans targeting VAW; raising awareness on VAW and engaging key actors (including men and boys) through the Secretary-General's UNiTE campaign, and the Say No and Safe Cities initiatives; and strengthening coordination work on EVAW through joint programmes and gender theme groups. As a young entity in the process of implementing its consolidated mandate and functions, UN Women is facing the typical challenges a new entity should face, such as clarifying procedures and operationalizing goals.

Key challenges to which include: the lack of clarity on the entity's larger mandate for convening partners and for coordinating and promoting accountability of the United Nations system; the continued fragmentation of work in EVAW in terms of structure, division of labour, communications and strategy; and UN Women's results-based management practices and systems which did not support its ability to track progress or internally share and learn from good practices. The evaluation makes six strategic recommendations to UN Women aimed at strengthening its work in this thematic area.

The international community has continuously voiced its support for EVAW. This commitment was exemplified at the 57th Session of the Commission on the Status of Women in March 2013, as it provided an agreed-upon basis for moving forward to end violence against women and girls. It is therefore a key time for the international community to build on this momentum by stepping-up its efforts to end violence against women and girls, and ensure commitment and adequate resources for strengthening the response to violence.

We hope that this timely evaluation will be useful for UN Women management and Executive Board members in strengthening the work of UN Women to end violence against women and girls.



Inga Sniukaite

Acting Chief, UN Women Evaluation Office

EXECUTIVE SUMMARY

Purpose and scope

This corporate thematic evaluation examined the work of the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women) and its predecessor entities¹ in preventing violence against women (VAW) and expanding access to related services. VAW is one of the most widespread violations of human rights and includes physical, sexual, psychological and economic abuse. It also cuts across boundaries of age, race, culture, wealth and geography. The United Nations defines VAW as “any act of gender-based violence that results in, or is likely to result in, physical, sexual or psychological harm or suffering to women, including threats of such acts, coercion or arbitrary deprivation of liberty, whether occurring in public or in private life.”²

The scope of the evaluation covered all dimensions of UN Women’s work addressing violence against women and girls from 2008 to 2013. It included UN Women’s normative, operational and coordination mandates. The scope also included intergovernmental support, global, regional and country programmes, UN Women’s contributions to the Secretary-General’s UNiTE to End Violence against Women 2008-2015 campaign and the United Nations Trust Fund to End Violence Against Women (UN Trust Fund). It did not cover UN Women’s nor its predecessor entities’ work on violence against women and girls in conflict and post-conflict contexts as these were the subject of a separate evaluation.

The objectives of the evaluation were to capture key results and lessons learned from the contributions of

UN Women’s predecessor entities between 2008 and 2011 to inform UN Women’s current and future work and analyze the extent to which UN Women has strategically positioned itself to implement its mandate of normative, operational and coordination work in the area of VAW.

As per the evaluation’s Terms of Reference and inception report, the standard set of evaluation criteria were used, namely: relevance/coherence, effectiveness, sustainability and efficiency/organizational performance. The evaluation was also based on the concept of future strategic positioning. The intended primary users of the evaluation findings are the UN Women Executive Board and leadership, as well as staff at headquarters and, regional and country levels. The intended uses of the evaluation are to inform future programming and management decisions.

Context

UN Women was established in July 2010 under General Assembly resolution 64/289. The new entity consolidates the mandates and functions of its predecessor entities with the “additional role of leading, coordinating and promoting the accountability of the United Nations system in its work on gender equality and the empowerment of women.” The mandate and functions of UN Women therefore encompass intergovernmental normative support; operational work to assist Member States implement global standards and norms; efforts to convene and forge partnerships with Member States, civil society, United Nations entities and other global, regional and country level partners; and coordination to hold the United Nations system accountable for its commitments on gender equality.

These functions apply broadly within the entity and specifically to the work of ending violence against women (EVAW). As reflected in its strategic plans, EVAW is a priority for UN Women and, as such, is one of

- ¹ UN Women’s four predecessor entities were: the Division of the Advancement of Women (DAW), the United Nations International Research and Training Institute for the Advancement of Women (INSTRAW), the United Nations Development Fund for Women (UNIFEM), and the Office of the Special Advisor on Gender Issues and the Advancement of Women (OSAGI).
- ² General Assembly resolution 48/104, *Declaration on the Elimination of Violence against Women*, 1993.

its key corporate goals. Five Divisions/Sections in two UN Women bureaux, namely the Intergovernmental Support and Strategic Partnership Bureau and the Policy and Programming Bureau, contribute to, manage and coordinate its work in EAW. This includes the administration of the UN Trust Fund and serving as Secretariat for the Secretary-General's UNiTE campaign. UN Women invests significantly in EAW and, in 2010 and 2011, expenditure totaled \$21 million and \$24 million respectively.³

Methodology

The evaluation was managed by the UN Women Evaluation Office and conducted by a private firm. The Evaluation Office also engaged peer/expert reviewers to provide advice and convened a reference group at headquarters in New York to inform the evaluation process. Reference groups in each country visited were provided with draft deliverables, and the opportunity to validate and provide comments. The evaluation was conducted in three phases: inception (August-October 2012); data collection (October-April 2012); and reporting (May-June 2013).

The evaluation methodology was grounded in human rights and gender equality principles, and guided by contribution analysis. The evaluation team developed a reconstructed theory of change which provided a preliminary high-level results model and drove discussions on the inter-dependencies between the three dimensions of UN Women's mandate, influencing factors and assumptions. For the evaluation both qualitative and quantitative data were used. A total of 472 stakeholders were consulted through interviews and focus groups. An electronic survey conducted of UN Women staff in-country and in regional offices had a high response rate. The evaluation team reviewed relevant literature, 300 documents, databases and other types of written information. The evaluation team also conducted one-week country site visits to Brazil, Grenada, Guatemala, India, Jamaica, Morocco and Mozambique during which 340 stakeholders were consulted.

Challenges

While UN Women was formally created in July 2010, it only became operational in January 2011. Since its establishment, UN Women has been undergoing a process of clarifying its mandate, procedures for operationalizing its goals and objectives, developing an appropriate organizational structure, securing resources, and building a results-based management (RBM) framework, all whilst trying to integrate its predecessor entities. The evaluation sought to draw on programming data from the past, across predecessor entities and over a five-year period that included the transition phase to the new entity, which presented challenges to the evaluation.

Lessons from the past

The comparative advantage of UN Women's predecessor entities lay in their substantive contributions to intergovernmental processes, their adoption of a partnership approach and their flexibility, which allowed them to make clear contributions to EAW.⁴ Most of UN Women's predecessor entities did not have a clearly defined and articulated niche concerning EAW, either implicitly or explicitly outlined in their strategies. UN Women's mandate has different dimensions and multiple themes related to its overall corporate goals (e.g. economic empowerment of women, peace and security and humanitarian response, women's economic empowerment, and political participation). It therefore has the potential to contribute to the design of integrative and holistic approaches to addressing EAW. Adopting such an approach can help UN Women coordinate and advise other organizations working in EAW, allowing it to establish a niche for itself.

³ Unless otherwise indicated refers to United States dollars.

⁴ See, for example, United Nations Office for Internal Oversight Services (OIOS), Evaluation of the Office of the Special Adviser on Gender Issues and Advancement of Women (OSAGI) and the Division for the Advancement of Women (DAW). (New York, 2011).

Key findings

Contextual setting

UN Women's EAW-related work takes place in a dynamic global, regional and national context where UN Women is affected by multiple political, cultural and institutional factors. Such a context, and the entity's mandate, provide opportunities and give rise to continuing challenges to furthering the EAW agenda. Globally, opportunities are arising from the 57th Session of the Commission on the Status of Women (CSW57), the central theme of which was elimination and prevention of all forms of violence against women and girls, which provided an agreed-upon basis for moving forward on EAW. Further impetus is generated by the potential importance of gender-based violence (GBV) within the post-2015 development agenda and the evidence of an increasingly favorable context for EAW within the United Nations system. There are, however, significant challenges in this global context including limited resource availability, and political and social conservatism resistant to a progressive VAW agenda. The country visits underlined the diverse contexts in which EAW operational work was implemented. Overall, findings highlighted the importance of tailoring EAW strategies and approaches to the specific context of each country, and drawing on regional similarities in order to use regional partnerships, networks and intergovernmental processes to support work on EAW.

Relevance of UN Women's EAW-related work

UN Women's EAW-related work has built upon that of its predecessor entities. It has therefore been relevant and responsive in the context, as evidenced by its congruence with global, regional and national commitments and priorities.

UN Women has sought to operationalize the interlinkages of human rights issues which must be simultaneously addressed and ensure EAW be treated as a cross-cutting theme incorporated in UN Women's strategic plan and programming. As a new entity, UN Women is still in the process of defining its niche in EAW relative to other organizations, especially within

the United Nations system, and thus determine how it will add value to, and provide leadership on EAW related work.

Effectiveness and sustainability

Contributions to EAW under UN Women's Three Mandate Areas

Intergovernmental normative support

UN Women has given continuity to the significant contributions made by DAW and OSAGI in supporting the normative role of United Nations intergovernmental processes and mechanisms related to EAW, particularly the General Assembly, the Economic and Social Council, the Commission on the Status of Women (CSW) and the Security Council.⁵ UN Women effectively builds and expands upon the work of its predecessor entities to enhance VAW normative frameworks by giving substantive guidance on good practices and standards, developing an evidence base, and using its capacity to mobilize various key actors in support of intergovernmental bodies and mechanisms. UN Women's effectiveness in this area was demonstrated at the CSW57, where its contributions facilitated agreed conclusions on EAW for the first time in 15 years. These agreed conclusions called on Member States to take a broad range of measures to tackle violence against women and girls around the world. CSW57 also illustrated how UN Women has built on its predecessors entities' capacities to convene stakeholders in support of intergovernmental processes and encourage Member States to take action through the COMMIT initiative, which asked governments to announce specific new measures to end VAW and resulted in responses from 54 governments.

Operational work

A considerable proportion of UN Women's operational work aims to align national legal frameworks with international agreements regarding women's human rights. UN Women and its predecessor entities provided technical support and funding to governments and civil society partners which resulted in new or strengthened VAW-related national legal frameworks,

⁵ The contributions of DAW and OSAGI are documented in the OIOS evaluation (*ibid*).

policies and action plans. For example, between 2008 and 2011, an increased number of governments adopted laws targeting VAW⁶ and, as of 2012, 125 countries are reported to have laws penalizing domestic violence.⁷ Although these achievements cannot be attributed to UN Women or its predecessor entities alone, the evaluation confirmed that UN Women made substantial contributions in this area. Nevertheless, appropriate support to accompany the policy and legal process from design and approval to implementation was often missing. For example, several staff related issues were identified in Brazil and India pertaining to both staff turnover and contract limitations which had implications for retaining staff with both the expertise and network of contacts required at a strategic level of government, and in Mozambique support in the development of strategies or action plans did not include costing of strategies or accountability mechanisms to foster effective implementation of those plans and strategies. Moreover, the adoption of project approaches in several countries did not allow a timeframe long enough to see through policy and implementation.

UN Women's support has also contributed to expanding the type, quality and access to services for VAW survivors, including the most excluded and vulnerable, at the country level. UN Women and UNIFEM before it have engaged in a large number of relevant and effective efforts to strengthen the capacity of national actors to address VAW-related issues with traditional partners such as women's organizations and machineries, but also with relevant actors in the justice, police and health sectors, parliamentarians, media, and religious and traditional community leaders. The country case studies provide examples of specific efforts and achievements at the country and regional level. At

the global level, the Virtual Knowledge Centre to End Violence Against Women and Girls, an online resource aimed to encourage and support evidence-based programming to prevent and respond to violence against women and girls, had over 270,000 users from 221 countries and territories since its launch in 2010 until the end of 2011, the majority of which were affiliated with Civil Society Organizations (CSOs).

Due to the lack of data on long-term and cumulative effects of efforts to build capacity, the evaluation found little evidence of sustained capacity improvements. Training was one of the primary means of building capacity. However, training events often lacked the follow-up needed to support and better understand the extent of institutionalization of such work. External factors also affected the potential for sustained capacity improvements. For example, government and non-government organization (NGO) partners faced challenges generating the financial resources required to sustain the improvements.

UN Women has also been active in raising public awareness and/or commitment to ending VAW, and in engaging key actors (including men and boys) who have the potential to influence perceptions and related behaviors in preventing VAW. 'Say NO - UNiTE' is an example of an innovative online platform showcasing advocacy efforts around the world. Heads of State and Ministers from 73 governments, and almost 700 parliamentarians, and 1000 CSOs had signed-up to 'Say No - UNiTE' at the time of the evaluation. However, UN Women has not systematically monitored or evaluated the effectiveness of such efforts in contributing to changes in attitudes and behaviors related to VAW. The global Safe Cities Free of Violence Against Women and Girls initiative, which uses a variety of strategies to prevent VAW, is a laudable exception in that every city programme includes collection of evidence at every step of programme design, implementation and evaluation.

Coordination

At the global, regional and national levels, UN Women has facilitated joint action among partners on EVAW. Its larger mandate for convening partners and, coordinating and promoting the accountability of the United

6 United Nations Division for the Advancement of Women, "Eliminating Violence against Women: 15 Years after the Beijing Declaration and Platform for Action", in *Words to Action: Newsletter on Violence against Women*, Issue No. 8. (July 2010).

7 UN Women press release, UN Women Executive Director launches new initiative to spotlight national commitments to end violence against women, 20 November 2012. Available at: <http://www.unwomen.org/2012/11/UN-Women-executive-director-launches-new-initiative-to-spotlight-national-commitments-to-end-violence-against-women/>

Nations system requires clarification, especially in terms of approaches for enhancing key inter-agency coordination, both globally and at country-level, and building upon mechanisms such as the United Nations System-Wide Action Plan on Gender Equality and Women's Empowerment (UN-SWAP).

UN Women and its predecessor entities have formed, maintained and expanded networks and partnerships to increase coherence and coordination of efforts with a wide range of actors at global, regional and national levels. It has been effective at taking advantage of partnerships with multiple actors at various levels, for instance in helping to ensure the success of CSW57.

In terms of inter-agency coordination at the country level, UN Women and its predecessor entities have furthered the work on EVAW through the United Nations Development Assistance Framework (UNDAF), joint programmes, gender theme groups and specialized working groups. The country case studies showed gender equality to be either a specific objective or mainstreamed across different components of the UNDAFs reviewed, and that leadership by UN Women on EVAW in the United Nations country team (UNCT) was only recently taking shape. They also illustrated the potential and the demand for UN Women to play a greater coordination role, but it was unclear both internally and externally, what this role would look like given the current resourcing and capacity of the country offices. In general, the effectiveness of UN Women's efforts at country-level coordination through formal mechanisms is not yet clear. At the regional level, UN Women's predecessor entities often took a lead role in organizing and reporting on the UNiTE campaign, especially via sub-regional offices. UN Women's regional architecture provides a means to enhance inter-agency coordination at the regional level. At the global level, there are formal coordination mechanisms, such as the Inter-Agency Network on Gender Equality and Women's Empowerment (IANGWE) Task Force on EVAW, which promote joint action on EVAW, although their credibility and momentum have been difficult to sustain.

UN Women and its predecessor entities have also introduced tools to keep track of EVAW-related activities of the United Nations system and Member States. In

general, there is a view that mechanisms for understanding, coordinating and tracking the efforts of United Nations entities in the area of EVAW need to be strengthened. Evaluation data indicated that UNiTE contributed to coordinating VAW-related efforts inside and outside the United Nations by outlining a set of commonly agreed upon, broad priorities for VAW-related work to which efforts of different actors could contribute.

Efficiency/Organizational performance

As a new entity, UN Women faces challenges in determining its structure, division of labour, communications and strategy to support EVAW. Evaluation data indicated that UN Women's current EVAW-related efforts continue to be fragmented due to these challenges. Furthermore, UN Women's practices and systems did not support managing for results.

UN Women is strengthening a number of inherited practices and systems to help institutionalize a culture of RBM. As outlined in the strategic plan, such efforts include internal knowledge management, results-based planning, budgeting, monitoring and reporting, and evaluation. These practices were at different stages of development at the time of the evaluation and, unsurprisingly, evidence pointed to gaps in these systems and practices and their ability to meet the organizational needs of UN Women. These gaps limit UN Women's ability to easily access and report on EVAW-related initiatives/projects and resources; understand progress in EVAW and UN Women's contributions to that progress; and, internally share and learn from good practices.

UN Women is experiencing the same resourcing dilemmas faced by its predecessor entities. Financial contributions have fallen far short of the resource requirements which has affected its ability to fulfill its mandate, implement workplans, sustain global EVAW initiatives, and improve organizational practices and systems that would enhance delivery and learning on EVAW. UN Women is also expected to live-up to some very high expectations. The financial situation highlights the need for the international community to step-up and provide the resources required by UN Women. It also increases the need for UN Women to

adopt catalytic approaches and make stronger use of partnerships, joint programming and other forms of coordination in order to materialize EAW programme expectations.

Strategic positioning

There is a sense, both internally and externally, that UN Women's approach to implementing aspects of its EAW mandate – particularly with regards to coordination– and the synergies between the normative, operational and coordination dimensions of its mandate could be clearer. While external stakeholders understand the broad areas of UN Women's mandate, they are not clear on how it is being operationalized. Moreover, external stakeholders in the countries visited were aware of the intentions to expand the emphasis on operations, but were not yet clear on how UN Women would go about it differently to its predecessor entities.

The creation of UN Women enhanced the possibility of a more coordinated and coherent approach to EAW by bringing together different types of gender and EAW-related expertise and experience under one roof. However, the current set of strategic documents does not provide sufficient guidance in this regard. The recent CSW demonstrated how UN Women's three mandate areas can come together around a particular event in such a way that the whole becomes more than its parts. The question then is how can UN Women achieve similar synergy in its day-to-day operations?

Conclusions

As a new entity in the United Nations system, UN Women has given continuity to the important EAW-related work of its predecessor entities, in particular through the UN Trust Fund. The broad range of initiatives to support EAW are, in general, enhancing the global level normative frameworks, and supporting national capacity to prevent VAW and provide services to survivors. Initiatives and campaigns focusing on prevention have helped raise the visibility of VAW, increasing the awareness of and public support for EAW among decision makers, leaders and community members. UN Women has also given substantive guidance

on good practices and contributed to the development of an evidence base. In addition, through formal inter-agency coordination mechanisms, joint programmes, convening and collaborative efforts, UN Women has used its capacity to mobilize key actors in support of intergovernmental bodies and mechanisms, and has helped to effectively promote joint EAW-related action. Data collected through the evaluation process provide positive feedback with regard to UN Women and its predecessor entities' contributions in these areas, despite the lack of data on actual mid- and long-term results.

The creation of UN Women and its recent successes have created high expectations which should be tempered in recognition of it still being a new entity. UN Women's broad mandate is still being defined, and gaps in the operationalization of this mandate as they relate to EAW at the global and country level are being filled. UN Women can do more to strategically manage its mandate areas by seeking synergies and taking advantage of expanded roles, particularly with regard to coordination. It is still defining its niche and ways of working at a time when it has still not received initial financial commitments. In EAW, as in other thematic areas, it is still in the process of defining what it is best positioned to do, what it is most able to do and how it will do it. Although UN Women has incorporated successful components of EAW (such as the UN Trust Fund and the UNiTE campaign) it still lacks a coherent approach to managing these components so as to maximize synergies and learning from the various mechanisms.

UN Women lacks the appropriate systems that allow it to manage for results, ascertain its performance, capitalize on learning and make evidence-based programming choices. UN Women is conscious of the absence of systematic processes for the storage, tracking and reporting on programmes and projects. Furthermore, M&E practices and systems are not yet robust enough to provide the evidence required for accountability and learning purposes.

The present level of resourcing of UN Women presents a reputational risk because the resources do not match the expectations and this should be reflected in UN Women's EAW strategy. Strategic and careful choices

need to be made about how UN Women engages in the different mandate areas in order to maximize the effectiveness of ERAW efforts. There is cautious optimism following the agreed conclusions of CSW57 and UN Women should seize the opportunity to build on the momentum in the international community, while recognizing the enormous impact particular national and regional contexts will have.

Recommendations

The recommendations focus on maximizing UN Women's efforts and contributions in its three mandate areas. While the recommendations are listed by mandate area, the evaluation emphasized the importance of better synergy across the areas.

Strengthening normative support for ERAW

Recommendation 1: UN Women should continue its substantive inputs and evidenced-based work in support of enhanced normative frameworks. It should also provide more guidance at the regional and country level on how to translate normative work into operational work.

Strengthening operational/programmatic support for ERAW

Recommendation 2: UN Women's country-level activities should be more strategic. It must maximize the benefits of its limited resources, work with partners, be selective in terms of where to engage, work to maximize buy-in of others, and use the leverage and legitimacy that it has.

Strengthening coordination of and accountability for ERAW

Recommendation 3: UN Women should further clarify, operationalize and enhance its coordination mandate, including the accountability dimension, at global, regional and national levels in order to further ERAW.

Recommendation 4: UN Women should develop a strategy or guidance document, for both internal and external use, outlining its ERAW mandate and, key priorities and approaches in ERAW to make its efforts more coherent.

Practices, systems and resources to support ERAW

Recommendation 5: UN Women should continue to strengthen RBM practices, encompassing improved monitoring and reporting, evaluation and knowledge management.

Recommendation 6: UN Women should not only pursue and encourage Member State contributions to core resources, but develop creative ways of tapping into the resources of other partners so that there is a systemic approach to resourcing ERAW at the global, regional and country levels.

1.

BACKGROUND

1.1 Introduction

Evaluation Background, Objectives, Purpose and Scope

Violence against women (VAW) is one of the most widespread violations of human rights. It includes physical, sexual, psychological and economic abuse, and cuts across boundaries of age, race, culture, wealth and geography.

The United Nations defines violence against women as “any act of gender-based violence that results in, or is likely to result in, physical, sexual or psychological harm or suffering to women, including threats of such acts, coercion or arbitrary deprivation of liberty, whether occurring in public or in private life.”

General Assembly resolution 48/104, Declaration on the Elimination of Violence against Women (1993)

As defined in the evaluation’s Terms of Reference (see Volume II, Appendix I), the scope of the evaluation covers all dimensions of the United Nations Entity for Gender Equality and the Empowerment of Women’s (UN Women) work addressing VAW, including intergovernmental and normative support, and global, regional and country programmes from 2008 to present. It also includes UN Women’s contributions and roles in the Secretary-General’s UNiTE to End Violence against Women 2008-2015 campaign and the United Nations Trust Fund in Support of Actions to Eliminate Violence against Women (UN Trust Fund). Work on VAW in conflict and post-conflict contexts was not included as they are the subject of a separate evaluation conducted in parallel.

The objectives of the evaluation were: i) to capture key results and lessons learned from the contributions of

UN Women’s four predecessor entities⁸ from 2008 to 2011 which UN Women has taken forward to support countries in preventing VAW and expanding access to related services, and ii) to analyze how well UN Women is strategically positioned to implement its mandate of normative, operational and coordination work in the area of VAW. The evaluation was both retrospective (2008-2011) and forward-looking (2011-2013).⁹

The intended primary users of the evaluation findings are UN Women’s Executive Board and leadership, and staff at headquarters, regional and country levels working on ending violence against women (EVAW). The evaluation is intended to inform future programming and management decisions within UN Women related to its normative, operational and coordination mandates for EVAW.

1.2 Context

In July 2010, General Assembly resolution 64/289 establishing UN Women, the main roles of which are to:¹⁰

- **Intergovernmental normative support:** Support Member States and intergovernmental bodies, such as the Commission on the Status of Women (CSW), formulate policies, global standards and norms;
- **Operational work:** Assist Member States implement these standards, provide suitable technical and financial support to requesting countries and forge effective partnerships with civil society; and

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

9 While UN Women was formally created in July 2010, it only became operational in January 2011, following a transition phase.

10 Taken from <http://www.unwomen.org/about-us/about-UN-Women/>, accessed October 2012.

- **Coordination:** Hold the United Nations system accountable for its own commitments on gender equality, including regular monitoring of system-wide progress.

These roles apply broadly throughout the entity and specifically to EVAW-related work which is a thematic priority. UN Women's mandate includes those of its predecessor entities and was also significantly expanded by Member States, in particular in the area of coordination. This new coordination role adds a new and significant dimension of leading, coordinating and promoting the accountability of the United Nations system in its work on gender equality and the empowerment of women (GEEW).¹¹ UN Women's mandate is therefore broader than those of its predecessor entities combined. Moreover, its governance and roles are designed to achieve greater positioning of GEEW, the entity and the potential for United Nations system-wide impact.¹²

Goal: To prevent violence against women and girls and expand access to services is UN Women's corporate goal 3, as reflected in its strategic plan (2011-2013). It is also a priority issue in the work of the global normative bodies, especially the General Assembly, and UN Women supports this work.

Structure: Five Divisions in UN Women's Intergovernmental Support and Strategic Partnership Bureau and Policy and Programming Bureau (which has a dedicated unit for EVAW), contribute to, manage and/or coordinate its EVAW-related work.¹³ This includes the administration of the United Nations Trust Fund to End Violence against Women (UN Trust Fund)¹⁴

¹¹ Ibid.

¹² General Assembly resolution 64/289, in particular general principles (paragraphs 51-56) and governance of the entity (paragraphs 57-67). See also Finding 11 for more discussion of this issue.

¹³ The UN Women Divisions are: 1) Intergovernmental Support Division; 2) United Nations System Coordination Division; 3) Strategic Partnerships, Advocacy, Civil Society, Communications, and Resource Mobilization Division; 4) Policy Division (EVAW unit); and 5) Programme Division.

¹⁴ The UN Trust Fund was established in 1996 by the General Assembly resolution 50/166. It is administered by UN Women on behalf of the United Nations system and is a global multilateral grant paying mechanism that supports national and local EVAW efforts.

on behalf of the United Nations system and serving as Secretariat for the Secretary-General's UNiTE to End Violence against Women campaign.

Resources: EVAW expenditure totalled \$21 million and \$24 million in 2010 and 2011 respectively, including all programme expenditure such as programme support costs.¹⁵ Additional expenditures were incurred under the UN Trust Fund.

1.3 Methodology

This corporate evaluation was managed by the UN Women Evaluation Office. As detailed in the inception report, the evaluation methodology was grounded in human rights and gender equality principles, and was guided by contribution analysis, a theory-based approach to evaluation aimed at making credible causal claims about interventions and their results,¹⁶ and an institutional and organizational assessment model. The development of a reconstructed theory of change was initiated in the inception phase which provided a high-level preliminary results model (see Volume II, Appendix II). It also led to discussions on the interdependencies between UN Women's three mandates, influencing factors and assumptions.

External (peer/expert) reviewers were engaged separately by Evaluation Office to provide strategic input and advice during the evaluation. A reference group was convened at headquarters to provide input and guide the evaluation process. Reference groups were also established in each country visited and included UN Women field staff, government officials and, when possible, representatives of local civil society. Reference groups were given draft deliverables, and the opportunity to validate and provide comments. Evaluation Office supported the evaluation process, including quality assurance, and was kept informed of progress.

The evaluation included an inception phase (August – October 2012), and data collection and reporting

¹⁵ UN Women, *Progress made on the United Nations Entity for Gender Equality and the Empowerment of Women Strategic Plan 2011-2013* (UNW/2012/4), report to the UN Women Executive Board, 20 April 2012. Expenditure under administration and the UN Trust Fund not included.

¹⁶ John Mayne, "Contribution Analysis: Coming of Age?" in *Evaluation* volume 18, number 3 (Sage, 2012).

phase (October 2012 – present). The data collection and reporting phase included validation of the draft report, which gave it a more forward-looking orientation. It was supported by additional documentary research and data collection, particularly with regard to the 57th Session of the Commission on the Status of Women (CSW57) in March 2013 that had EVAW as a thematic focus.

Data methods and sources

The main sources of data for the evaluation were: stakeholders, documents, databases, relevant literature and country site visits. The evaluation team used a mix of methods to collect and analyze data. Participatory approaches were used where feasible, and were complemented with quantitative and qualitative review and observations. A total of 472 stakeholders¹⁷ were consulted during the evaluation. The evaluation team facilitated two working sessions with members of the evaluation reference group and other UN Women staff at headquarters. Individual and group interviews were conducted in person, on the telephone or via online telecommunications. An electronic survey, with open ended and closed questions, was conducted among UN Women staff in-country and in (sub)regional offices. A survey summary is provided in Volume II, Appendix VII. Relevant literature and documentation, databases and other types of written information including websites, were also reviewed and are listed in Volume II, Appendix VI.

The evaluation team conducted seven one-week country visits during which 340 stakeholders were consulted.¹⁸ A pilot country visit to Jamaica was conducted in October 2012 to test the methodology and inform the selection of the remaining six country case studies. Countries were selected based on criteria agreed by UN Women (see Table 1.1, p. 18) and included: Brazil, Grenada, Guatemala, India, Morocco and Mozambique. Two to three evaluators (one or two international and

one local) participated in the country case study teams and were briefed on the evaluation methodology and interview guides. The country case study reports (see Volume III, Appendices I to VII) summarize key observations and findings, as well as related background information on the work of UN Women and its predecessor entities in each country.

Challenges and mitigation strategies

As UN Women's first corporate thematic evaluation, this evaluation has been highly visible and there are high expectations attached to it. It encompasses the work of UN Women as a new entity and that of its predecessor entities, balancing past and present activities while looking into the future so as to be relevant for decision makers today. A series of challenges arose in the design and conduct of the evaluation relating to the conceptual framework, timeframe and scope exclusion, data availability, country case studies and differentiating EVAW from other thematic areas or from overall work on gender equality and the empowerment of women. These challenges, and the measures taken to mitigate them, are detailed in Volume II, Appendix VIII.

¹⁷ Breakdown of stakeholders by method: 62 interviews, 70 survey respondents and 340 informants to the seven country case studies.

¹⁸ Breakdown of stakeholders consulted through interviews and/or focus group by country: Brazil (18); Grenada (12); Guatemala (140); India (81); Jamaica (32); Morocco (29); and Mozambique (28).

TABLE 1.1 Country selection criteria

Criteria	Criteria Application	Rationale
Total number of documented ¹⁹ VAW-focused interventions as captured by the portfolio review	Priority given to countries with a comparatively high number of VAW-specific interventions compared to others in the respective subregion. This was not necessarily the country with the highest number of interventions if other criteria justify selection of another country.	Site visits would focus on countries where significant amounts of VAW-related work have been carried out.
Diversity of types of programming, i.e. country specific, subregional, regional or global (if applicable)	Each selected country should allow for exploring different types of interventions. Ideally, each selected country should have had at least one country specific intervention; been involved in (sub)regional and/or global programme interventions; and had one or more projects funded by the UN Trust Fund. Each country must fulfill at least two of these criteria.	The overall sample of selected countries would allow for an analysis of characteristics and differences, as well as synergies, between different types/ levels of programming.
Type of VAW-related sub-themes and/or programming strategies	The criterion can influence the decision between two or three potential countries, e.g. if one of them allows exploring a thematic issue or strategy that would otherwise not be captured by the overall sample of countries.	The overall sample of selected countries would allow for exploring most or all of the key sub-themes identified in the portfolio review, as well as most or all of the key strategies/approaches used by UN Women in its VAW-related programming.
Level of documented investment into VAW-specific initiatives per country	Priority given to countries with (comparatively) sizable investments. This criterion was applied in the context of the other criteria however, e.g. in some cases the total investment per country was high, as a result of participating in joint programmes with other United Nations entities.	Site visits would focus on countries where significant amounts of VAW-related work have been carried out.
United Nations country team (UNCT) presence	Preference given to countries in which a UNCT is present.	Given that the contextual features of selected countries would differ significantly, one common characteristic would elicit information on issues around United Nations coordination/ collaboration and related expectations.
Contextual features, e.g. Delivering as One context; geographic and population size; economic and political contexts	This criterion influenced the decision between two or three potential countries and justified country selection. For example, a country may have been favorably selected if it was part of the Delivering as One pilot. Similarly, population size and economic status (low- or middle-income) can indicate a country's relevance in the respective region.	The overall sample was to include both low- and middle-income countries. Key contextual features could provide (or prohibit) additional opportunities for learning.
Recommendations from UN Women's (sub)regional team's concerning i) a country's potential to provide useful lessons/ insights ²⁰ and ii) the feasibility of conducting a site visit within the specified timeframe ²¹	Provided that several countries were deemed suitable in light of the other criteria noted above, the selection was guided by justified recommendations from the respective UN Women (sub)regional teams.	In light of the evaluation's aim to be utilization-focused, the selection of countries needed to take insights from potential users of its findings and recommendations into account. This type of information could not be found in the available documents.

¹⁹ Documented initiatives refer to initiatives for which the evaluation team has at least one substantive document describing its focus, envisaged results and/or progress.

²⁰ Relating to, for example, the country's relevance in view of ongoing preparations for the CSW in 2013.

²¹ With logistical support from UN Women in the respective country.

2.

FINDINGS

2.1 UN Women: The challenges of a new organization

Finding 1: UN Women is facing many of the challenges new organizations often face pertaining to operationalization of its mandate, and establishing the systems and level of resources to support such operationalization. This is the lens through which progress made on ERAW must be assessed.

Organizations experience different developmental stages, with different challenges at each stage. The start-up phase is typically characterized by a function or mandate being given by an authorizing entity, and appropriate leadership being identified. The new organization must then articulate and get buy-in to goals, objectives and priorities, with effective leadership a key element to ensuring success.

The next phase, implementation, brings a new set of challenges. Key among these is outlining clear procedures for operationalizing the organization's goals and objectives, and systematizing these procedures by putting in place policies, and developing appropriate administrative and programming systems. As part of this process, an appropriate organizational structure must be developed. Another challenge relates to resources, both human and financial. The new organization must get the right people in place to carry out the tasks required and ensure that staff work together smoothly on the various tasks. It must also secure funding for the priority areas it has identified. Where funding is limited, there is a dangerous temptation to take any resources offered rather than those that can be dedicated to the identified priority areas with the risk that the organization is left grappling with multiple competing priorities.

UN Women is currently in the implementation stage and thus in the process of: clarifying procedures for operationalizing its goals and objectives; systematizing

these procedures; developing an appropriate organizational structure; and securing resources (particularly financial). These are difficult challenges to meet, even more so because UN Women is having to integrate its predecessor entities into UN Women. Expectations must therefore be kept in line with the scale of the challenges being faced, challenges that are normal for a new organization. At the same time, it is important to be realistic about the work required to successfully carry out the various tasks that are part of the implementation stage and to be strategic in using resources most effectively to do so.

2.2 Influence of context on ERAW

Finding 2: ERAW-related work takes place in a dynamic global, regional and national context where UN Women is affected by multiple political, cultural and institutional factors, including the impetus provided by CSW57 and the nascent post-2015 development agenda. Such a context, and the legitimacy of the organization's mandate, provide opportunities and give rise to continuing challenges to furthering the ERAW agenda.

The present context for ERAW is particularly dynamic, offering a variety of opportunities and challenges for UN Women's work. Globally, there are opportunities arising from the CSW57 which, by focusing on eliminating and preventing VAW, has provided an agreed-upon basis for moving forward, and raised the profile and the prospect of countries being held accountable to the international community on the issues at hand. Further impetus is provided by the post-2015 development agenda, and the possibility that gender-based violence (GBV) might be a thematic issue within that agenda. Interviewees also highlighted the increased consensus over the factors supporting success in ERAW, which facilitates effective action. Some stakeholders also noted significant challenges in the global context, including limited resource availability and the resulting competition to obtain these resources (exacerbated by

“UN Women is actively engaged in the national consultations and is supporting the participation of women’s and CSOs in these consultations. UN Women is also helping to organize and support regional CSO consultations, as well CSO consultations alongside the meetings of the High-Level Panel of Eminent Persons.”

UN Women intranet, post-2015 development agenda, March 2013

the ongoing global financial crisis), as well as political and social conservatism (which can lead to resistance to the VAW agenda).

At the regional and country level, evaluation data from document and literature reviews, stakeholder consultations and country site visits underlined the diverse contexts in which ERAW operational work is carried out by UN Women and its predecessor entities. Yet, despite the diversity, there are some similar challenges and opportunities that emerge. Almost all respondents to the UN Women staff survey (97 per cent) highlighted culture and traditions as the factors most likely to hinder progress in ERAW, a view that was confirmed in the country case studies. More positively, 80 percent of survey respondents rated the existing capacity of women’s organizations and gender advocates in their country as a factor supporting ERAW-related efforts. Overall, evaluation data highlight the importance of tailoring strategies and approaches for addressing VAW to the country context, and of identifying and drawing on regional similarities to develop and use regional partnerships, networks, and intergovernmental processes to support work on ERAW.

There is evidence of an increasingly favorable context for ERAW within the United Nations system. Stakeholders widely agreed that the global negotiation process which led to the creation of UN Women was beneficial in terms of raising the profile and visibility of the need to actively promote and ensure women’s rights. In turn, the creation of UN Women sends a strong signal to the global community of the importance of ERAW and lends UN Women the legitimacy to push forward its mandate on the issue. Its ability to do so is furthered by the tools that have recently been introduced for fostering greater coherence and

holding the United Nations system to account on gender equality and the empowerment of women. These include the United Nations System-wide Action Plan on Gender Equality and the Empowerment of Women (UN-SWAP); recent directions provided by Member States to ensure greater gender mainstreaming in the context of the Quadrennial Comprehensive Policy Review (QCPR); and the Secretary-General’s support for ERAW through the UNiTE to End Violence Against Women campaign (which runs until 2015) and the Secretary-General’s database on VAW.

Finding 3: The ERAW work of UN Women and its predecessor entities has been relevant and responsive in this context, as evidenced by its congruence with global, regional, and national commitments and priorities. This constitutes a strong foundation upon which to build and advance efforts to end VAW.

The relevance of UN Women’s work on the ERAW agenda within the current context results partly from the work of its predecessor entities, which were themselves congruent with international commitments, regional and national commitments and policy

BOX 2.1

Examples of international and regional commitments to ERAW

International commitments:

- Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), United Nations General Assembly (1979);
- Declaration on the Elimination of Violence against Women, United Nations General Assembly Resolution 48/104 (1993).

Regional commitments:

- Protocol to the African Charter on Human and People’s Rights on the Rights of Women in Africa, African Commission on Human and People’s Rights (2003);
- Inter-American Convention on the Prevention, Punishment, and Eradication of Violence against Women, “Convention of Belem do Para”, Inter-American Commission on Human Rights (1994).

priorities (see sidebar). UN Women's responsiveness to ERAW and the existing global context is highlighted in its strategic plan 2011-2013 which defines ERAW as a key corporate goal (strategic goal number 3). The strategic plan also requires regular and systematic reporting on ERAW progress, and defines related indicators and targets at goal, outcome and output levels. Furthermore, UN Women has sought to operationalize the idea that human rights are interlinked and thus must be addressed in concert – a notion that leads to ERAW being treated as a cross-cutting theme – by incorporating the idea across its strategic plan and programming. The case studies showed that UN Women has sought to integrate efforts to reduce HIV and AIDS, and advance women's political and economic empowerment with VAW initiatives. Another proactive step is the 2011 policy agenda 16 Steps to End VAW, in which the UN Women Executive Director outlined key elements of UN Women's policy agenda and gave Member States strategic guidance on ERAW.

Other examples of the relevance and responsiveness of UN Women's work on ERAW include its participation in UNCT joint programming and its engagement in gender theme groups, efforts which align with the push for coherence in gender equality within the United Nations system. It also: supported General Assembly resolutions on intensifying efforts to end all forms of VAW (67/144) and trafficking in women and girls (67/145); contributed to the development of UN-SWAP (led by UN Women since July 2011), and contributed to the Secretary-General's UNiTE campaign and database on VAW (which it has helped to update and populate).²²

UN Women also supported CSW57 by: preparing documentation based on research and expert group meetings; reaching out to multiple stakeholders prior to the meeting to ensure they were mobilized on the different issues of the CSW priority theme; and contributing to a conducive environment for negotiations during the session. It also assisted the Commission's deliberations by drafting the Secretary-General's two reports on prevention of VAW, and services and responses, as well as by organizing two expert panels during the formal session of the CSW. UN Women

furthermore organized an expert group meeting on Prevention of VAW and an online discussion. Finally, UN Women successfully advocated for many innovative elements to be included in the agreed conclusions document which were sensitive to intergovernmental contexts. The draft document presented to the CSW Bureau had a strong focus on prevention, a relatively new area of work in addressing VAW, with proposed actions to address gender-based discrimination and inequality, and responses and services for women and girls subjected to violence. The final draft included elements concerning gender-related killings and the need to tackle issues such as cyberstalking and cyberbullying.

UN Women is actively working with civil society groups to safeguard the importance of gender in the post-2015 development agenda. At the national level, case studies found evidence of programmes being aligned with national and, in some cases, regional priorities on ending violence against women and girls. UN Women therefore recognizes the need to tailor strategies and approaches for addressing VAW to the country context. UN Women has been less proactive and creative in addressing the issue of limited resource availability, instead focusing on many of the same strategies for resource mobilization as its predecessor organizations, with the same resultant challenges emerging (see Finding 14 for more details).

2.3 Defining UN Women's niche in ERAW

Finding 4: UN Women is still in the process of defining its niche within ERAW relative to other organizations (especially within the United Nations system) and how it will add value to, and lead the work being done in the area. This has implications for the effectiveness and impact of its work.

UN Women has continued the ERAW-related work of its predecessor entities, which has helped bridge the transitional period. To move forward, however, more strategic thinking to articulate the vision and best overall strategy for advancing ERAW, and more particularly for identifying UN Women's particular niche and added value, is required. There are multiple organizations working on various forms of VAW from

²² Funding for the Secretary-General's database is scheduled to end in 2013.

different perspectives and angles. Since the creation of UN Women, these organizations have reportedly made strategic changes to align their work with, and complement the work of, the new entity. Yet it is not entirely clear how all these pieces fit together and it is important to definitively determine what is not being done, or what is not being done well, so as to determine how best to address these lacunas.

Existing data from the inventory of United Nations system activities to prevent and eliminate VAW (which collects data on 38 United Nations entities, the International Organization for Migration [IOM] and six inter-agency VAW-related efforts) can feed into this process²³. The Inventory provides a cumulative overview of key types of activities and some results achieved, yet it does not interpret or assess the data. Other mechanisms for mapping and understanding the work and capacities of other United Nations entities include inter-agency committees and forums, and mapping exercises. These mechanisms do not, however, provide a full and in-depth picture of existing ERAW-related capacities, such as the comparative strengths and established niches of other actors, in particular other United Nations entities, intergovernmental bodies, Member States and civil society, nor do they support robust decision-making by management across the organization.

Most of UN Women's predecessor entities did not have a clearly defined or articulated approach to ERAW, implicitly or explicitly, outlined in their strategies making the task even more difficult. The comparative advantage of these predecessor entities lay in their substantive contributions to intergovernmental processes, their adoption of a partnership approach and their flexibility, all of which allowed them to make clear contributions to ERAW (as documented in evaluations) without having a clearly identified or demonstrated

niche.²⁴ The case studies of this evaluation showed that leadership on ERAW in the UNCT was sometimes undertaken by other United Nations entities (especially the United Nations Population Fund [UNFPA] and United Nations Children's Fund [UNICEF]) due to, for example, the limited UN Women or UNIFEM presence in particular countries.

Data collected during the course of this evaluation showed a willingness among United Nations entities to give UN Women space to determine how to best fit into this landscape and add value. It has also shown that effecting change on ERAW requires a holistic and integrative approach to programming that does not address violence in isolation from other factors, such as economic factors and the general human rights situation of women (as discussed in Finding 3). Since UN Women's mandate has many dimensions and multiple organizational goals (e.g. economic empowerment of women), it has the possibility of contributing to the design of such integrative or holistic approaches to addressing ERAW. Adopting such an approach can help it assess the efforts of other organizations working to ERAW.

2.4 UN Women's three mandate areas: Contributions to ERAW?

Finding 5: UN Women's work effectively builds and expands upon the work of its predecessor entities to enhance the normative frameworks of VAW. It does so by giving substantive guidance on good practices and standards, developing an evidence base, and using its capacity to mobilize various key actors in support of intergovernmental bodies and mechanisms.

UN Women has given continuity to the significant contributions made by DAW and OSAGI in supporting the normative role of United Nations intergovernmental processes and mechanisms related to ERAW, particularly the General Assembly, the Economic and Social Council, CSW and the Security Council.²⁵ While predecessor entities did not have an exclusive ERAW-focus, their contributions in the following areas were particularly noted: the annual General Assembly resolutions on

23 Volume II, Appendix XII provides an overview of the types of activities of the principle agencies working on ERAW, based primarily on information from the inventory. The inventory is available from <http://www.un.org/womenwatch/daw/vaw/v-inventory.htm>.

24 See for example United Nations Office for Internal Oversight Services (OIOS), *Evaluation of the Office of the Special Adviser on Gender Issues and Advancement of Women (OSAGI) and the Division for the Advancement of Women (DAW)*, 2011.

25 The contributions of DAW and OSAGI are well documented in the OIOS evaluation report.

intensifying efforts to eliminate all forms of VAW since 2006 (with the exception of 2011); the development of indicators to measure VAW, in coordination with the United Nations Statistics Division; the Secretary-General's database on VAW; and publications to assist Member States adopt good legislative practices on VAW. UN Women's furthering of this work can be seen in its support of General Assembly resolutions 67/144 and 67/145, and most recently in contributing to the success of CSW57. The conclusions agreed upon at the CSW57 are the first on EVAW in 15 years, and call on Member States to take a broad range of measures to tackle VAW around the world. The conclusions stress prevention, and focus on underlying causes and risk factors of violence; introduced the term "survivor" in addition to "victim;" stress the importance of better data collection and analysis; and identify the potential of information and communications technology (ICTs) and new media/social media (in positive and negative ways), all within a framework of women's human rights.

Providing substantive guidance on good practices and standards

UN Women and its predecessor entities have provided quality issues papers, notes and other technical documents to inform General Assembly resolutions, and the reports and discussions at the recent CSW. UN Women not only drew upon the expertise of its staff but also harnessed the expertise of specialists who participated in expert groups to contribute to the reports of the Secretary-General on the priority theme of the CSW57.

In addition, UN Women issued the Handbook for National Action Plans on Violence Against Women (2012). The Handbook built on DAW's success in gathering current knowledge on effective policy for the prevention of and response to VAW contained in the earlier handbook Legislative and Policy Frameworks (which included a supplement on harmful practices). It also demonstrates how Member States have developed and implemented such policies in their own contexts.²⁶

²⁶ Available in Arabic, English, French, Russian and Spanish from www.un.org/womenwatch/daw/vaw/v-handbook.htm. It is accompanied by a series of videos introducing the model framework and its key provisions.

Developing an evidence base

In addition to technical papers and other documents, UN Women has contributed to the Secretary-General's database on VAW, which helps to underpin the debate within and beyond the United Nations system on key related policy issues.²⁷ Since its inception in 2009, approximately 132 countries have populated the database with relevant legislation on VAW.²⁸ The database is also a valuable repository of information on global VAW legislation thanks to the ongoing input of Member States, as mandated by the General Assembly, and has been funded by Member States though funding is coming to an end, which presents challenges for this initiative. The inventory of United Nations system activities in ending VAW is another example of how UN Women has helped to develop an evidence base (see Finding 4 above).

Mobilizing key actors

The recent CSW57 illustrates how UN Women has built on the capacities of its predecessor entities to convene stakeholders in support of intergovernmental processes. Other examples of its role as a convener include:

- Regular expert group meetings on VAW. Convened with other United Nations entities, these meetings brought together experts in the field of VAW, generated literature on legal and practical frameworks to address issues such as harmful practices and domestic violence, and made recommendations on legislation and good practices on VAW issues.²⁹ The most recent expert group meeting was organized in September 2012 in preparation for CSW57.
- A participatory process and close work with other United Nations entities in the lead up to CSW57 which was largely regarded as successful by interviewees.
- Regional preparatory meetings co-hosted by UN Women in collaboration with either Member States, regional commissions or regional intergovernmental organizations.

²⁷ Evidence of use is reported in the OIOS evaluation report (2011), p. 24 and was referenced in some stakeholder interviews.

²⁸ Available from <http://sgdatabase.unwomen.org/home.action>.

²⁹ The meeting in 2008 prepared a model framework for legislation on VAW that was taken forward and further developed in subsequent expert group meetings.

- Civil society participation in the preparations for CSW57 through online consultations (July-August 2012) and regional non-governmental organization (NGO)-CSW committees that prepared shadow documents, as well as the significant number of NGO participants in the CSW57 session itself.³⁰
- UN Women's COMMIT Initiative, which asked governments to announce specific new measures to end VAW and resulted in responses from 54 governments.

Finding 6: UN Women and its predecessor entities provided technical inputs and funding to governments and civil society partners, resulting in new or strengthened VAW-related national legal frameworks, policies and action plans. While these frameworks constitute an important step in enhancing national capacities for addressing VAW, implementation remains a challenge in many countries due to various political, institutional and resource factors.

The normative support function of UN Women and its predecessor entities at the global level is followed-up through operational work in countries, a considerable proportion of which aims to align national legal frameworks with international agreements with regard to women's human rights. Between 2008 and 2011, an increased number of governments adopted laws targeting VAW.³¹ As of 2012, 125 countries are reported to have laws that penalize domestic violence.³²

Data sources confirm UN Women's and its predecessor entities' contributions to policy development, though it is important to underline that the policy changes cannot be attributed to these entities alone. The table in Volume II, Appendix X highlights key policy changes that have taken place in case study countries and in which stakeholders confirm plausible contributions from UN Women and its predecessor entity UNIFEM.

³⁰ More than 2,800 representatives from 595 organizations attended the CSW57 – the highest number ever recorded.

³¹ DAW, "Eliminating Violence against Women: 15 years after the Beijing Declaration and Platform for Action", in *Words to Action: Newsletter on Violence against Women*, issue 8, July 2010.

³² UN Women press release, UN Women Executive Director Launches New Initiative to Spotlight National Commitments to End Violence against Women, 20 November 2012. Available from <http://tinyurl.com/cfg4d4d>

How did UN Women and its predecessor entities make contributions in this area?

The translation of the global-level normative work on EAW into national legal frameworks has been facilitated by UN Women through participatory and consultative processes aiming to:

Support governments develop or revise laws, policies and action plans on gender equality and/or EAW, as well as national development and poverty reduction strategies. To this end, UN Women and UNIFEM either provided direct technical assistance to legislators/decision makers to write the documents and/or parliamentarians to review proposals of law, or assisted NGOs develop proposals of law;

- Support governments monitor compliance with international commitments by providing technical assistance in writing country reports on the implementation of CEDAW, financial resources to attend meetings or prepare documents for global intergovernmental fora, such as CSW and CEDAW.
- Support women's organizations and gender advocates, either financially and/or technically, in efforts to: develop new laws or modify existing laws; monitor national EAW commitments conducted through shadow reports for CEDAW; develop guidance on monitoring and evaluation (M&E) frameworks and tools; participate in global forums for advancing women's rights; monitor or budget for implementation (opinion surveys and the creation of observatories and databases related to this effort were also supported by UN Women and UNIFEM); and ensure the implementation of legal and/or policy commitments through training to enhance the knowledge of judges, police, and other service providers on existing laws and policies related to VAW.
- Support parliamentarians or other actors monitor the implementation of new laws and policies in support of EAW. For example, if new courts specializing in femicide are being created, are they being made available to women in different parts of the country, and if not, what are the barriers?
- Directly provide training to enhance the knowledge of judges, police and other service providers on existing laws and policies related to VAW.

The importance of laws, policies and action plans dealing with VAW as a powerful force for social change was confirmed through the literature reviewed,³³ thus confirming the relevance of UN Women's work in this area. Yet evidence suggests that changes on the ground have often not yet taken place or are in early stages because implementation of these policy instruments remains a challenge.

What are factors hindering implementation of policy change?

Data collection, particularly from the case studies, revealed a variety of factors hindering implementation of policy change. These include gaps in national actors' capacities (in particular limited financial and human resources to implement and coordinate efforts) and sometimes a lack of political will at the highest levels of government. For instance, in Mozambique the government's reliance on external funding to implement its programmes has reduced incentives for it to look for sustainable strategies for the implementation of its programmes. Challenges in coordinating efforts either among ministries in India, Morocco and Mozambique, and between federal and state/municipal authorities in Brazil, were noted.

UN Women's predecessor entities were sometimes not able to provide appropriate support to accompany the policy and legal process from design and approval to implementation. The case studies identified several internal factors for this, some of which have carried over to UN Women through the transition period. These include staffing issues in Brazil and India (in particular, both staff turnover and contract limitations have implications for retaining staff with both the expertise and network of contacts required at a strategic level of government in order to focus on upstream work at the policy level); the adoption of project versus programmatic approaches in several countries, with related short-term project timelines making it difficult to see through the policy change; and in Mozambique, support in the development of strategies or action plans

that did not include costing of strategies or accountability mechanisms to foster effective implementation of those plans and strategies.

Finding 7: UN Women's funding and technical support has contributed to expanding access to services for VAW survivors at the country level. However, UN Women has not tracked the long-term effects of interventions in terms of the number and/or quality of available services, or their actual use by and benefits for survivors of VAW.

As noted in the Secretary-General's report to the recent CSW, despite considerable progress on EVAW over the past 30 years, significant gaps and limitations continue to exist in terms of the availability and quality of services for women and girls subjected to violence.³⁴ UN Women and its predecessor entities have been addressing some of the challenges by working to enhance both the demand for, and the supply of, VAW-related services. The two-pronged approach of addressing both the demand and the supply side of services simultaneously has been commonly used at the country level. Yet the case studies show that it is not always clear whether this dual focus derived from a deliberate and strategic decision and, if it did, to what extent it was intentional. Similarly, UN Women and UNIFEM have had small roles in ensuring access to services, whereas actors such as UNFPA, invested considerable resources and as a result are often seen as the lead agency. Available data illustrate successful and relevant individual initiatives that contributed, or are likely to contribute to, the quality, number and reach of services for VAW survivors, and the existing demand for and uptake of such services. It is, however, much more difficult to establish how these specific contributions affect the larger picture of changes in the scale and quality of services in different countries.

33 Mala Htun and S. Laurel Weldon "The Civic Origins of Progressive Policy Change: Combating Violence Against Women in Global Perspective, 1975-2005"; in *American Political Science Review* vol. 106, issue 3 (August 2012), p. 551.

34 Economic and Social Council Commission on the Status of Women, *Multisectoral Services and Responses for Women and Girls Subjected to Violence*, report of the Secretary-General (E/CN.6/2013/3), December 2012.

Contributions to strengthening the demand for services

Most efforts to strengthen the demand for services aimed to raise women's (and the general public's) awareness of their human rights, and of the types and location of services available in their country. For example, technical and/or financial support was provided to government or civil society to promote services such as call-in numbers to provide guidance to women on where to go to access legal, health and other services.³⁵ In some cases, there was a dramatic increase in the number of calls fielded by such call-in numbers. Similarly, UN Women and UNIFEM provided funding to help disseminate information on new legislation and its implications for the perpetrators of violence, thus fostering the demand for specialized justice or legal services.

Contributions to strengthening the supply of services

In terms of the supply of services, UN Women and its predecessor entities have contributed to:

- Expanding the type of available services through pilot services such as introducing social workers into the family sections of the justice courts in Morocco; creating the Office of Domestic Violence of the Supreme Court in Argentina; transforming the “Bashingantahe” in Burundi (a traditional institution for conflict resolution reserved for men that now also combats VAW); and expanding service centres addressing VAW in Rwanda.
- Improving the quality of available services, in particular by strengthening the awareness, knowledge and skills of relevant (state and non-state) actors responsible for the delivery of VAW-related services, including referral services (one-stop centers), and justice and health services.
- Expanding the reach of services to the most excluded or vulnerable women, such as indigenous

women in Guatemala; women with HIV and AIDS living in remote areas of Morocco; socially excluded women survivors of VAW and women rescued from trafficking in India.

Data on how expanded services affect VAW survivors

Existing UN Women data provide either no or only very limited evidence of the long-term effects of individual initiatives, including their sustainability (e.g. in the case of piloted new services), uptake or positive effects on VAW survivors. Reasons for this include the absence of baseline data and of ongoing and long-term monitoring and/or rigorous evaluation, and that several initiatives reviewed were relatively new making it difficult to draw conclusions about long-term effects.

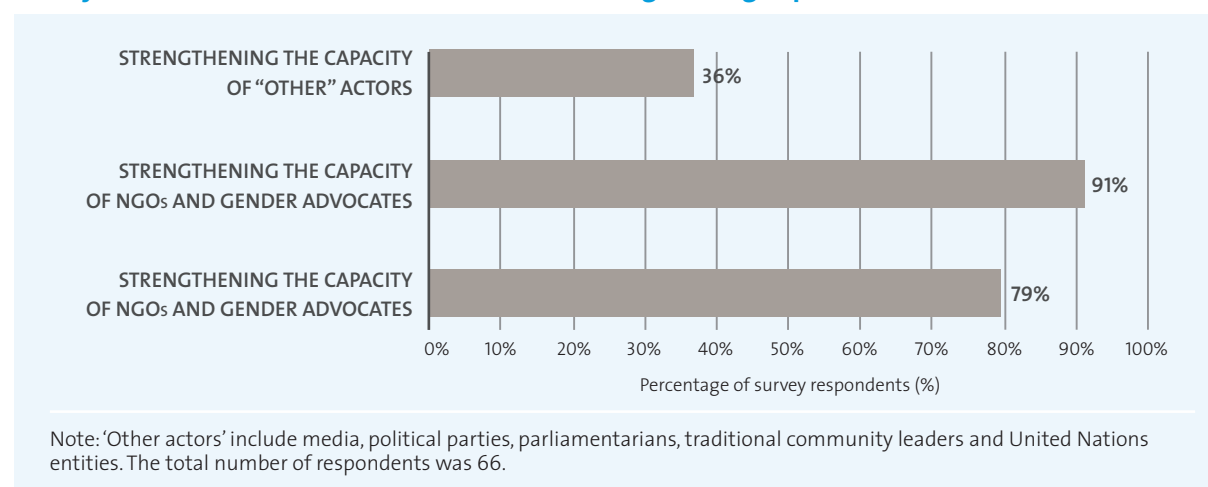
Finding 8: As a result of training, organizational strengthening and other capacity development efforts, UN Women has contributed to strengthening the capacities of relevant national actors. Yet questions remain about the sustainability of these initiatives, particularly because capacity enhancements are often not institutionalized.

UN Women and UNIFEM engaged in a large number of relevant and effective efforts to strengthen the capacity of national actors to address VAW-related issues. According to surveyed UN Women staff, most capacity-building efforts are directed at national government partners, NGOs and gender advocates (illustrated in Figure 2.1). There have also been increased efforts to work with relevant actors in the justice, police and health sectors, parliamentarians, the media, and religious and traditional community leaders, in particular with regards to monitoring and influencing the implementation of informal/customary laws relative to VAW. Contributions have also been made to the development of global initiatives such as the Virtual Knowledge Centre to End Violence Against Women and Girls, an online resource encouraging and supporting evidence-based programming to more efficiently and effectively design, implement, monitor and evaluate initiatives to prevent and respond to violence against women and girls. It gives policy makers, programme implementers and other practitioners access to leading tools and evidence on what works to address violence against women and girls. These include 10 evidence-based programming guides in

35 As reported in the Brazil case study, “use of the service network’s hotline to enquire specifically about the Maria da Penha Law had steadily increased since the adoption of the Law until 2009 (48,087 calls were received in 2007, 118,372 in 2008 and 171,714 in 2009). However, this number fell in 2010, when only 82,170 calls were received.”

Figure 2.1

Survey of UN Women staff: Contributions to strengthening capacities



BOX 2.2

The Virtual Knowledge Centre to End Violence Against Women and Girls

UN Women systematically tracks internet traffic to the Virtual Knowledge Centre and conducts annual user surveys to elicit more specific information on the backgrounds, needs and interests of actual users, find out how they had used different types of information and elicit suggestions for improvements.

Since its launch in March 2010 until the end of 2011, the Virtual Knowledge Centre had over 270,000 users from 221 countries and territories. The majority of users (55 percent) were affiliated with NGOs and CSOs. Nearly 70 per cent of users represented low- and middle-income countries.

Approximately 32 per cent of all users returned repeatedly. Results from the one year monitoring survey demonstrated that nearly all survey respondents (95 percent), across all language versions, found the site useful to their initiatives with 83 per cent indicating that they had applied the content of the site in their work. Examples include contributions to a radio programme and course on reporting on VAW in Colombia, costing of the GBV national action plan in the Seychelles, and a curriculum on masculinities for primary and secondary students in Kenya.

English, French and Spanish and a database of over 900 tools for implementation. The Virtual Knowledge Centre draws on expert recommendations, policy and programme evaluations and assessment, and practitioner experience from around the world.

Improved capacities to provide services

The seven country case studies provide examples of specific efforts and achievements of UN Women's predecessor entities to strengthen national partners' VAW-specific knowledge and skills, and their broader organizational capacities (e.g. related to effectively engaging in advocacy work).³⁶

An example of such an effort is the Strengthening State Accountability (SSA) project in Grenada, which strengthened the response of police to VAW. Several police officers and prosecutors in the Royal Grenada Police Force were trained as trainers, and eight instructors from the Police Training School were also instructed in prosecution methods and approaches. Some were also sent on international and regional internships and training. Internship programmes on managing domestic violence and sexual offence cases were established. Several officers attended a domestic violence course and internship programme in 2011 at the Algonquin Police College in Ottawa (Canada), where they learnt

³⁶ The positive achievements are detailed as reported by stakeholders and there is often no documented evidence to either support or contradict their feedback.

interviewing and interrogation techniques, how to deal appropriately with child witnesses, proper use of firearms and how to manage aggressors.³⁷ Integrating VAW concerns into the regular training curriculum for police officers and training in-house trainers in the police force are positive examples of institutionalizing VAW-related capacity development, as opposed to focusing on one-off trainings.

How were contributions made?

Contributions were made through funding of, for example, training, staff recruitment, and development of information materials, as well as creating opportunities for actors to come together at both national and subregional levels. These opportunities facilitated national processes for bringing government and non-government actors together; supported subregional networking among government and/or civil society; and supported national actors' participation in and contribution to global events such as the CSW.

Sustaining capacity improvements

The evaluation found little evidence of sustained capacity improvements, in part due to the limited data on long-term and cumulative effects of efforts to build capacity. Capacity development is also sometimes an implicit focus of initiatives that have other primary objectives. For example, when working with national women's machineries to develop national action plans for VAW, the focus is on developing those plans rather than capacity development. Training is one of the primary means of building capacity, yet training events often lack the follow-up to support and better understand the extent of institutionalization of such training. As a result, in most of the case studies there are examples of training and other capacity development initiatives that have been time bound or one-off activities without follow-up or other measures to ensure their sustainability. There are some notable exceptions, such as the SSA project in Grenada.

There are also external factors affecting the potential for sustained capacity improvements. Government and NGO partners face challenges to generate the

financial resources required to sustain improvements. In other cases, a government agency's status sometimes limited the financial/political support from other government branches and its ability to lead and guide other national actors on VAW-related efforts, which reflects, for example, the situation of many of the national women's machineries.

Finding 9: UN Women has supported initiatives and campaigns focusing on prevention. Field work suggests that these have raised the visibility of VAW at the country level, and have increased the awareness of and public support for EVAW among decision makers, leaders and community members. For the most part, however, UN Women has not systematically monitored or evaluated the effect such efforts have in contributing to changes in attitudes and behaviors related to VAW.

Prevention has been an important dimension of UN Women's EVAW work. As defined in UNIFEM's EVAW strategy (2008-2013), *A Life Free of Violence: Unleashing the Power of Women's Empowerment and Gender Equality*, prevention focuses on "transforming discriminatory social attitudes, norms and practices, through sustained multi-faceted and mutually-reinforcing interventions that tackle root causes, protective and risk factors."³⁸ It further notes that prevention related efforts should aim to work with strategic groups "such as men and adolescents."³⁹ These relevant but broad directions do not appear to have been adopted by UN Women or translated into more specific guidance for programming at UN Women.⁴⁰

Raising awareness has been a key strategy in various components of UN Women's EVAW work. UN Trust

37 Ministry of Social Development, *Draft National Strategic Action Plan to Reduce Gender-Based Violence in Grenada 2012-2017*, p. iv.

38 UNIFEM, *A Life Free of Violence: Unleashing the Power of Women's Empowerment and Gender Equality*, Strategy 2008-2013 (2008), p.9. Available from http://www.unifem.org/attachments/products/UNIFEM_EVAW_Strategy_2009.pdf.

39 Ibid. p.11.

40 Steps included a memorandum of understanding with MenEngage, a global alliance of men and women working with boys and men for gender equality, to advance global, regional and country-level work with organizations specializing in men, masculinities and gender equality; a 250 page in-depth module on 'how-to' work with men and boys in English, French and Spanish, including promising practice examples from across the globe and tools; and a guidance note for field offices on prevention.

Fund grantees, UN Women and its predecessor entities, the UNiTE campaign and the Say NO - UNiTE to End Violence against Women social mobilization initiative, carried out a broad variety of activities at the global, regional and country levels geared towards raising public awareness and/or commitment to EVAW, and to engaging key actors with the potential to influence perceptions of VAW and related behaviours. Of the UN Women staff surveyed, 94 per cent stated that working to increase awareness to reduce tolerance for violence was an area of work in their respective country during the period under review. No other area of work presented in the survey was selected by as many respondents.

There are numerous examples of innovative and creative approaches being used to raise awareness, such as sports games in Brazil and Mozambique, and social media as part of the Say NO – UNiTE initiative. While usually addressing all forms of violence, some countries' efforts focused on a particular form of violence, such as domestic violence. In Morocco, for example, a survey highlighted the magnitude of the problem, and Mozambique and Brazil both passed new laws on domestic violence.

Say NO–UNiTE to End Violence against Women social mobilization initiative: Say NO-UNiTE showcases global advocacy efforts, engaging participants through online media outreach, web-based tools and social media networks. While the initiative began as an on-line signature campaign, it evolved into an elaborate interactive advocacy platform that captures global, national and local efforts. By 2013, 73 Heads of State and government ministers, almost 700 parliamentarians and almost 1000 CSOs had signed on to Say NO-UNiTE.⁴¹ Reports indicated that civil society groups have used their respective government's signature of Say NO-UNiTE as a lever to push for specific actions on VAW.

Working with Men and Boys: Initiatives working with men and boys have ranged from encouraging important personalities to form part of networks of male leaders (as part of the UNiTE campaign), to funding or providing technical support for more tailored interventions. In Mozambique, for example, UNIFEM

supported three initiatives to work with men and boys, namely: *Rede Homens Pela Mudança* (Network of Men for Change), the television programme *Homem que é Homem* (Man-to-Man Initiative) and the training of celebrities and champions to end violence against women and girls.

These initiatives were found to: i) provide a way to reach men more easily; ii) create spaces for men to talk about VAW and masculinity; iii) contribute to making VAW an acceptable topic for public discourse (as shown by requests to produce the television programme at the community level); and iv) contribute to making VAW more visible in the media (as shown by VAW-coverage in national newspapers, the re-broadcast of the television programme on two channels and free airtime provided for the television programme).

While confirming the relevance and success of individual initiatives in relation to their immediate goals, the lack of related M&E data⁴² and the long-term nature of prevention-related changes make it impossible to assess the overall effectiveness of UN Women's interventions to prevent VAW. In several countries, UN Women has identified a gap in data on changing norms and behaviors and the extent to which VAW is tolerated. Such data are necessary as an evidence base to assess social transformations. In order to close this gap, UN Women is supporting countries to improve available data. The UN Women Executive Director's 2012 report noted an improved availability and quality of data, including of peoples' attitudes and perceptions toward VAW, and measurement of the effectiveness of VAW interventions in 21 countries at the end of 2012.⁴³

Despite the lack of data to confirm progress towards social transformation, stakeholders agreed that raising awareness and other prevention-related efforts are a highly relevant element of EVAW work. Indeed, even in the absence of corroborating data on changes

41 More information available from <http://saynotoviolence.org/about-say-no>.

42 During the inception phase, the evaluation team found limited documentation on interventions, including on the results of these interventions. For instance, only nine evaluations were available out of the 67 interventions reviewed and there was no documentation for 51 interventions (27 per cent of total interventions) recorded in ATLAS.

43 UN Women, (Draft) Executive Director's Annual Report, 2012, p. 14.

BOX 2.3

Good practice: Global Safe Cities initiative

Inspired by more than 40 years of grassroots women's activism at city and neighborhood level, and pilot programmes supported through the UN Trust Fund to end VAW and UN Women's regional programme in Latin America and Caribbean, the global programme Safe Cities Free of Violence Against Women and Girls was launched in November 2010. The United Nations Human Settlements Programme (UN-Habitat) is the lead United Nations entity, with other global and local partners. It was launched in five pilot cities: Quito (Ecuador), New Delhi (India), Kigali (Rwanda), Port Moresby (Papua New Guinea) and Cairo (Egypt). The programme promises to be the first ever global comparative effort aimed at developing and evaluating model approaches across different settings, which can be widely disseminated to policymakers, civil society, and international and regional agencies for adaptation and scaling-up, tailored to specific local contexts.

The programme focuses on VAW in urban public places, with a particular emphasis on the prevention of sexual harassment and other forms of sexual violence. Cities are developing evidence-based model approaches which include: gender sensitive

changes to the built environment; implementation of women's safety audits; review and development of policies and laws; implementation of gender budgeting; working with men and boys; public awareness campaigns; and building partnerships between local governments and grassroots women, the private sector and other CSOs, etc. Every city programme includes evidence collection at each step of programme design, implementation and evaluation.

Since its launch in 2010, the programme has expanded to additional cities, where it works in partnership with UNICEF and UN-Habitat. These include: Greater Beirut (Lebanon), Dushanbe (Tajikistan), metro Manila (The Philippines), Marrakech (Morocco), Nairobi (Kenya), Rio de Janeiro (Brazil), San José (Costa Rica) and Tegucigalpa (Honduras). In 2013, in line with UN Women's universal mandate, cities from developed countries, led by Dublin (Ireland) and Sakai (Japan), are joining the Global Safe Cities Initiative to share their knowledge and strengthen their programming to prevent VAW in public spaces. In some of these countries, some early successes have already been achieved in terms of changes in local-level policies, raised social awareness and increased government accountability.

Source: UN Women, Global Safe Cities Initiative brief [http://saynotoviolence.org/sites/default/files/Brief Safe Cities Global Initiative CSW.pdf](http://saynotoviolence.org/sites/default/files/Brief%20Safe%20Cities%20Global%20Initiative%20CSW.pdf)

in attitudes, norms or behaviors in the seven country cases, national stakeholders indicated that support provided by UN Women and UNIFEM to awareness-raising activities, had contributed to raising the visibility of and support for the fight against VAW. They also noted that changing the perceptions and attitudes of the broader public was a long-term process that would take decades and involve the combined efforts of many actors.

Finding 10: UN Trust Fund grantees have also made substantial and innovative contributions in preventing VAW, expanding survivor access to services and creating an institutional response to VAW at the country level. These activities have complemented UN Women's operational EVAW-related work.

The scope of this thematic evaluation covers the UN Trust Fund due to UN Women's role as administrator of the Fund. As captured in the mapping of outcomes of UN Trust Fund grantees,⁴⁴ grantee organizations have made important contributions in the areas of prevention, access to services and institutional response to violence.

44 UN Women, *UN Trust Fund to End Violence Against Women - Mapping of Grantees' Outcomes* (2006 to mid-2011), 2011.

Prevention

The majority of UN Trust Fund grantees' outcomes focus on primary prevention, particularly to changes in the knowledge or behaviour of a social actor.⁴⁵ Campaigns were also used to overcome the belief that domestic violence is a private affair. The Bell Bajao campaign, for example, is an award-winning initiative of the Breakthrough Trust in India which received funding from the UN Trust Fund from 2007-2010. Breakthrough used an innovative media campaign involving well-known actors and was later able to raise more funds and scale-up the campaign. Most notably, an organization in Viet Nam working in the area of domestic violence and HIV prevention expressed their intention to replicate the initiative.⁴⁶

“In front of my house, there is a family that drags the woman by her hair. They drag her near the gas and say ‘burn yourself.’ They don’t give her food. In winters I see her without warm clothes. In summers she has no fan. She stays locking [sic] a room, like a prisoner. After watching the *Bell Bajao* ads, we started making some noise every time we heard violence. The violence used to stop for the time being. Eventually it stopped entirely. I did feel good about helping her. Earlier I used to feel helpless around her. Now she’s happy, so I am happy. It was like helping my own child. I want to thank *Bell Bajao* for inspiring me to take action.”

Bell Bajao project (India): Pramod Tiwari, government worker in India quoted on the Bell Bajao website. Available from <http://www.bellbajao.org/about/>

Access to services

The outcome mapping exercise also records the outcomes of grantee work to give survivors' access to services immediately after violence has occurred. The

⁴⁵ Of the 636 primary prevention outcomes, 60 per cent are aimed at changes in the knowledge or behavior of social actors. Ibid. p. 11.

⁴⁶ Further information was not available about the organization or whether the model was indeed replicated. Ibid. p. 27.

study reports that most of the outcomes concerned justice services, whereby grantees influenced changes in policy and law enforcement (through the creation of gender desks that offer training on violence) and the quality of assistance provided by courts and prosecutors. Such assistance aims to increase acceptance of the legitimacy of VAW cases and the filing of such cases, and contribute to the creation of a pool of legal psychologists and pro bono lawyers. Grantees also contributed to improving legal assistance, and increasing the number of victims and families who report cases and communities' support for justice.

Institutional response

UN Trust Fund grantees engaged with governments to increase their commitment to EVAW. Evidence from the outcome mapping study suggests that grantees have influenced government actors as illustrated by strengthened government leadership and political will (gaining verbal statements or other expressions of commitment from government), and government budgetary commitments for EVAW among other areas.

Finding 11: At the global, regional and national levels, UN Women has facilitated joint action by partners on EVAW. However, its larger mandate for coordination and promoting accountability of the United Nations system requires further clarification, especially in terms of approaches.

General Assembly resolution 64/289 established the mandate of UN Women and specifies that the new entity shall consolidate the mandates and functions of its predecessor entities with the “additional role of leading, coordinating and promoting the accountability of the United Nations system in its work on gender equality and the empowerment of women.”⁴⁷ The resolution thus focuses on United Nations system-wide coordination and accountability for gender equality and mainstreaming, while the mandates of the predecessor entities encompass a convening/partnership role with civil society, government, private sector and other key stakeholders working on EVAW.

⁴⁷ General Assembly resolution 64/289, para. 53.

Demonstrated capacity for partnership and convening

UN Women and its predecessor entities have formed, maintained and expanded networks and partnerships to increase coherence and coordination of efforts with a wide range of actors at global, regional and national levels. UN Women has also benefitted from partnerships with multiple actors from grassroots and civil society groups to government actors, and normative and intergovernmental bodies. Through these relationships, UN Women was able to establish external advisory groups at global, regional and country levels, and formal mechanisms for collaboration at the CSW57, all of which helped to ensure high participation rates and strong engagement at the meeting.

Inter-agency collaboration and coordination

In terms of inter-agency coordination at the country level, UN Women and its predecessor entities have been able to further EVAW-related work, to a greater or lesser degree, through the United Nations Development Assistance Framework (UNDAF), joint programmes, gender theme groups and specialized EVAW working groups.

- UN Women and its predecessor entities promoted the integration of gender equality in the UNDAF process. UNDAFs reviewed for the seven case study countries included gender equality, either as an objective or mainstreamed across the different components. A comparison of earlier and more recent UNDAFs for these countries suggest improvements in the way that VAW is addressed, either under pillars related to safety and security, governance or, to a lesser extent, social protection (see Volume II, Appendix XI for an overview of coordination efforts in EVAW at the country level). UN Women offices in general are continuing their coordination efforts to strengthen new UNDAFs with regard to gender equality priorities.⁴⁸
- Collaborative EVAW-related work during the review period often occurred in the context of joint

⁴⁸ An analysis by UN Women of the midterm review of strategic notes and annual workplans points to emerging trends in the work of UN Women country offices.

programming involving two or more agencies, and national government or civil society partners. According to the Analytical Overview of the Joint United Nations Gender Programme Portfolio (2011), EVAW is the thematic area with the greatest number of joint programmes.⁴⁹ The 2010 Synthesis of Resident Coordinator Annual Reports illustrates consistent growth in joint initiatives of the United Nations system to end VAW (from 28 examples in 2004, to 104 examples in 2010) and associates the increase both with the advocacy efforts of the UNiTE campaign and better reporting on joint programming.⁵⁰ In five of the seven case study countries, UNIFEM participated in joint programmes which focused specifically on or had a component addressing EVAW (see Volume II, Appendix XI).

- Since becoming operational in 2011, UN Women has increasingly taken the lead on UNCT gender theme groups and VAW-related working groups.⁵¹ India is the only country case study with a specific inter-agency working group focused on VAW (See Volume II, Appendix XI).
- UN Women and its predecessor entities have done less work, at least in the countries visited, in reviewing and influencing the strategic frameworks of the UNCT member entities. However, a UN Women review of annual workplans reports that many

⁴⁹ EVAW accounts for just under one-third of all of the 113 joint gender programmes carried out by United Nations entities (not only the former UNIFEM) during the period 2001-2010. The second most common theme for joint gender programmes is governance. UN Women, Analytical Overview of the Joint UN Gender Programme Portfolio, 2011, p. 8.

⁵⁰ United Nations Development Group, UN Country Coordination – Jointly Achieving Development Results: Synthesis of 2010 Resident Coordinator Annual Reports, p. 19

⁵¹ UNIFEM did not often have sufficient capacity or country presence to take on a leadership role in the gender theme group. In Brazil, Guatemala, Morocco and Mozambique, UN Women currently chairs or will soon chair the respective gender theme group. India is the only one among the seven visited countries where UN Women currently leads an inter-agency coordination group with a specific focus on VAW. In Jamaica, the Resident Coordinator planned to establish a gender theme group with UN Women as the chair, but this group was not yet active in October 2012.

country offices are now facilitating the implementation of the gender score card by UNCT.⁵²

- In general, the effectiveness of UN Women's efforts at country level coordination through formal mechanisms is not yet clear. Indeed, more was expressed about the expectations of the UNCT vis-à-vis UN Women's role in country-level coordination, although this is partly because in the country offices visited the UN Women representative had only recently arrived and UN Women had just taken over the leadership of theme groups.
- At the regional level, UN Women's predecessor entities often took a lead role in organizing and reporting on the UNiTE campaign, especially through sub-regional offices. UN Women's regional architecture allows stronger inter-agency coordination at the regional level than its predecessor entities. The regional coordination mechanisms (RCM) of the United Nations system, in particular, give rise to the possibility of regional civil society advisory groups being created and a generally stronger engagement with regional bodies and processes.

At the global level, formal coordination mechanisms such as the EVAW Task Force of the Inter-agency Network on Gender Equality and Women's Empowerment (IANGWE) have promoted joint action on EVAW, although their credibility and momentum have been difficult to sustain over time. Over the past year, the Chief Executive Board's (CEB) endorsement of UN-SWAP and the QCPR directives have provided opportunities for greater accountability in the United Nations system on gender mainstreaming.

UN Women and its predecessor entities have also introduced tools to keep track of EVAW-related activities of the United Nations system and Member States. These mechanisms have contributed to enhancing transparency and, albeit to a lesser degree, accountability of actors as regards their efforts regarding EVAW. The inventory of United Nations system activities in EVAW, created by DAW in 2007 and now maintained by UN Women, provides an overview of activities and results achieved by different actors in the United Nations

system. However, it did not provide a complete account of the individual agency's EVAW efforts (the information provided in the inventory is the compilation of information as provided by different country offices of individual United Nations entities). Several respondents identified such data compilation and databases, including the Secretary-General's database mentioned in Finding 4, as tools for enhancing knowledge and transparency of EVAW-related efforts, both within and outside the United Nations system. However, there has been no systematic review of the effectiveness and usefulness of these tools to date.

In general, there is a sense that mechanisms for understanding, coordinating and tracking the efforts of United Nations entities in the area of EVAW need to be strengthened. Neither the inventory nor IANGWE (or other formal mechanisms) have facilitated a clear system of coordination within the United Nations system for collecting and sharing data on what United Nations entities are doing and for informing decisions of each of the entities.

- While the UNiTE campaign is not a coordination mechanism per se, it facilitates coordination within and across the various levels of inter-agency action, particularly through awareness-raising campaigns. Evaluation data indicated that the UNiTE campaign contributed to coordinating VAW-related efforts within and outside the United Nations by outlining a set of commonly agreed upon, broad priorities for VAW-related work to which individual efforts of different actors could contribute. The five goals of the UNiTE campaign easily translate into common messages, and provide opportunities for shaping common positions on VAW within the United Nations system. More importantly, in some cases the five goals of the framework of action have taken on a programmatic approach to VAW. For example, proposals from UNCTs to the UN Trust Fund must

53 See, for example, the UN Trust Fund 2012 call for proposals.

54 In Cambodia, the Minister of Women's Affairs requested the United Nations use the UNiTE campaign as a framework for providing more coherent support to the government, including the development of a new EVAW national action plan. UN Women, *Second Meeting of UNiTE Campaign's Global and Regional Campaign Managers and IANGWE Focal Points*, Istanbul (Turkey), April 2012 (internal document).

52 The scorecard refers to the UNCT performance indicators for gender equality and the empowerment of women which focuses on joint processes and institutional arrangements within the UNCT.

BOX 2.4

UNiTE Campaign Goals

- Adoption and enforcement of national laws to address and punish all forms of violence against women and girls, in line with international human rights standards.
- Adoption and implementation of multi-sectoral national action plans that emphasize prevention and that are adequately resourced.
- Establishment of data collection and analysis systems on the prevalence of various forms of violence against women and girls.
- Establishment of national and/or local campaigns and the engagement of a diverse range of civil society actors in preventing violence and in supporting women and girls who have been abused.
- Systematic efforts to address sexual violence in conflict situations and to protect women and girls from rape as a tactic of war and full implementation of related laws and policies.

establish an explicit link to the campaign and indicate the intended contributions to one or more of the UNiTE campaign goals.⁵³ In addition, there is evidence that the UNiTE goals provided Member States with a framework for the types of support they can request from the United Nations.⁵⁴ At the global level, UNiTE-related meetings have usually included members of coordinating mechanisms on gender equality and/or VAW (such as IANGWE, the United Nations Action Against Sexual Violence in Conflict and the UN Trust Fund) as well as representatives of individual entities such as the United Nations Economic and Social Commission for Asia and the Pacific (ESCAP), the United Nations Development Programme (UNDP) and the United Nations Population Fund (UNFPA). Interviews with staff members from United Nations entities and members of several UNCTs indicated that in some regions, such as Latin America, the regional UNiTE campaign coordinators played an important role in facilitating discussions on joint regional initiatives on VAW.

- The lead-up to and support for CSW57 is a good example of efforts to bring together global actors. Indeed, it was a big success in terms of reaching consensus and creating momentum. Heads of 11 United Nations entities signed a joint statement calling on all governments to honour their ERAW obligations and affirmed their commitment to collaborating towards this goal. The question is: how does one sustain that momentum through to results on such important issues as the commitment made by United Nations entities⁵⁵ regarding how they would integrate ERAW?

2.5 Further clarification of UN Women's mandate areas in ERAW

Finding 12: UN Women's approaches to implementing all aspects of its ERAW mandate, particularly its coordination mandate, and the synergies between the three dimensions of its mandate (normative, operational and coordination) could be clearer.

Clarity of the mandate and what it means for ERAW work

Although external stakeholders understand the broad areas included under UN Women's mandate, they are often not clear on the specifics of how it is being operationalized. As noted by one of the respondents, "they are new but moving in the right direction," yet also need to "watch out for the trap as a nascent agency of trying to be seen as doing everything" and thus of getting spread too thin.

With regard to its **operations mandate** (in terms of ERAW), external stakeholders in the case study countries were aware of the intentions to expand the emphasis on operations, but given UN Women's "newness" were not yet clear how it would go about it differently than in the past. The country offices have given continuity to planning and programming processes of the predecessor entities' ERAW-related

55 *Joint Statement by Heads of UN Agencies on Ending Violence against Women and Girls*. Available from <http://www.unwomen.org/en/news/stories/2013/3/joint-statement-by-heads-of-un-agencies-on-ending-violence>.

56 UN Women, *Brief Analysis of the Midterm Review of Strategic Notes and Annual Workplans*, January, 2013.

work through two-year strategic notes and annual workplans (AWPs) which articulate the approach to operations in each country. UN Women's internal review of these AWP's indicated that they were supporting a gradual shift towards a programme approach, but that small projects still continued in all regions.⁵⁶ The field visits also found project-based approaches at country level and identified challenges to EVAW work that related to the country programme cycle.

UN Women has extended its emphasis on operations and at the time of the evaluation was restructuring its regional architecture to strengthen its field presence, not only in terms of staff numbers but also by ensuring that there are appropriate levels of expertise, decision making and support available in all geographic regions. Based on available information, it appeared that even after restructuring, the number of staff in most field offices will remain modest compared to other United Nations programmes and funds, such as UNICEF and UNFPA.⁵⁷ Although not necessarily a weakness, this is likely to require active management of staff and partner expectations, a clear and defined scope for UN Women's operational role in EVAW (i.e. coverage in each country) and placing of value on the coordination and catalytic aspects of work in the field. Another operational mechanism that continues to be of critical importance to UN Women's work on the ground is the UN Trust Fund, though in the past the extent of integration of its projects into UN Women's programming for EVAW has varied from country to country.

As regards its **normative support mandate** area (in terms of EVAW), UN Women's internal and external stakeholders are clear about the nature of the mandate and the approaches used, recognizing that the principal support function for intergovernmental work is at headquarters, but that regional and country offices work with Member States to help them prepare for key processes, and then implement the global normative framework through national legislative and policy frameworks.

Both external and internal stakeholders considered implementation approaches to UN Women's **coordination**

mandate (in terms of EVAW) to be less clear than those for its normative support and operations mandates. Country case studies illustrated the potential and the demand for UN Women to play a greater role, but it was unclear what this role would look like given the current resourcing and capacity of the country offices (in particular in Brazil, Grenada, Guatemala, India and Jamaica). There is broad agreement that a coordination role is more about developing in-depth knowledge of who is doing or could do what in terms of EVAW and connecting different actors, rather than telling others what they should be doing or doing everything itself. One UN Women source indicated "we have a mandate that gives us the role of a convener. We also have a culture of collectivism and that benefits an issue like EVAW."

The *Implementation Strategy for the System-wide and Inter-agency Mandates and Functions of UN Women* (March 2012) describes UN Women's approach to fulfilling its role in this area, but focuses largely on inter-agency cooperation within the United Nations system. The General Assembly resolution on the QCPR of January 2013 (A/RES/67/226) delineates a broader mandate area, one that encompasses a convening role and partnerships with other actors, which was also inherited from UN Women's predecessor entities.

Fragmentation of EVAW-related work

The creation of UN Women enhanced the possibility of achieving a more coordinated and coherent approach to EVAW by bringing together different types of gender and EVAW-related expertise and experience under one roof. However, evaluation data indicated that UN Women's current EVAW-related efforts continued to be fragmented due to the structure, division of labour, communications and strategy challenges of a new organization.

EVAW-related responsibilities are being fulfilled by five different organizational Divisions within UN Women (the Intergovernmental Support Division; the United Nations System Coordination Division; the Strategic Partnerships, Advocacy, Civil Society, Communications and Resource Mobilization Division; the Policy Division, EVAW section; and the Programme Division, which leads decisions on EVAW programming at regional and

57 UNICEF and especially UNFPA are relevant comparisons given that they are often among the most active United Nations entities working on VAW.

country-levels and also oversees the UN Trust Fund) and while not necessarily problematic, at the time of this evaluation clearly formulated mechanisms for ensuring coherence and complementarity of different streams of work on EAW did not exist. There were also some indications of misconceptions of roles and responsibilities across the different streams.

In addition, the set of strategic documents available at the time of the evaluation did not provide sufficient guidance in this regard. UN Women's strategic plan 2011-2013 included a specific goal on EAW (goal 3) and defined related indicators and targets at goal, outcome and output levels. This is a positive step as it requires regular and systematic reporting on EAW progress. At the same time, UN Women staff widely agreed that outcomes and outputs in the strategic plan 2011-2013 did not sufficiently capture the nature and breadth of what UN Women was already doing or what it was aspiring to do.⁵⁸ The evaluation team also found that the assumed links between short- and long-term results (outputs and outcomes) of goal 3 are not always clear. Moreover, while UNIFEM had a strategy for EAW, it has been of limited use for guiding and/or communicating the priorities and foci of UN Women's work in light of its expanded mandate and the growing interest in establishing clearer linkages across the goals of UN Women's strategic plan.⁵⁹

Part of UN Women's strength is its overlapping and complementary mandate areas, but the challenge is to capitalize on this potential for developing greater synergies between the mandate areas to be more effective in their EAW-related work. Recent CSW-related work has exemplified how the three mandate areas can come together around a particular event in such a way that the whole becomes more than its parts. The question then is how can UN Women achieve similar synergy in its day-to-day operations in a thematic area

such as EAW? The systems and processes aimed at facilitating communications/joint internal work are discussed in Finding 13.

2.6 Practices, systems and resources to support UN Women's work in EAW

Finding 13: UN Women's systems and practices do not yet meet its needs with regards to managing for results in EAW. There are several gaps in the information required to plan, monitor, report, evaluate and learn from programming experience.

UN Women inherited and is strengthening a number of practices and systems to help institutionalize a culture of results-based management (RBM). As noted in the strategic plan 2011-2013, these efforts include internal knowledge management, results-based planning, budgeting, monitoring and reporting, and evaluation. These practices were at different stages of development at the time of this evaluation. Thus, not surprisingly, the evidence pointed to gaps in these systems and practices and their ability to meet organizational needs.

Based on the evidence, UN Women has been less successful to date in **gathering information about its initiatives/projects and resources invested in EAW**: The current systems in place (Atlas, intranet, UN Trust Fund grant management system, a results tracking system) are not linked, thus making it difficult to get a complete picture of the activities and resources being invested in EAW.⁶⁰ This is primarily due to fragmentation of communication/tracking systems, which means that the EAW section does not have all the key information on EAW-related initiatives. Moreover, at the country level, it is challenging to get information on the proportion

58 Although consulted senior management emphasized the consultative processes used to develop the strategic plan 2011-2013, several staff members expressed the view that VAW experts inside the organization had not been sufficiently involved in defining the strategic plan's VAW-related results and indicators.

59 At the time of writing, revisions to the strategic plan were ongoing. The draft revised version was presented to the Executive Board in June 2013.

60 For example, with regards to UNIFEM's work, 186 VAW-related interventions were shown to have been entered into Atlas. However, this number included double entries with the same initiative being entered under different numbers. Documentation was not available for 27 per cent of the entries, while information on other entries varied considerably in scope and type. The evaluation team also found several unexplained anomalies in data entry (e.g. negative expenditures). During the country site visits, it became evident that not all VAW-related initiatives had been captured by Atlas.

BOX 2.5

Good practice: Capturing and disseminating outcomes of UN Trust Fund grantees

In 2011, the UN Trust Fund commissioned a study to map outcomes in the area of ERAW that were influenced by grantees from grant-making cycles 2010-2014. The study provided an example of how a large number of individual, context-specific achievements can be brought together in a meaningful way to tell a broader “performance story.”

Source: Op. cit. 44

of core funds used for VAW-related work, as illustrated in the case studies. The strategic plan results tracking system is an alternative approach for capturing results and resources to inform reporting, but is not linked to Atlas.

Understanding progress in ERAW and UN Women’s contributions to this progress: While some progress has been made to introduce RBM, problems of poor staff procedures, processes and practices, and information technology limitations, mean there is still significant work to be done. Monitoring practices and the evaluation function are also crucial in this effort since baselines, regular monitoring and appropriate evaluation activity give a better idea about changes in the behaviour of social actors and the effects on ERAW.

Internally sharing good practices and lessons learned from operational experiences: Several staff at regional and country levels believe UN Women (and UNIFEM before it) had been less successful in systematically capturing the relevant knowledge, thinking and/or good practices emerging from its programming and internal sharing-related learning. For example, while the Caribbean subregional office has achieved considerable work on engaging men and boys in addressing VAW, it has not until now, systematically captured, analyzed and shared its experiences with other offices. Staff in other visited offices expressed feeling uninformed as to what was going on in other countries or regions. These limitations affect the extent to which a global organization can really know about its work, which in turn impacts upon accountability and learning.

Finding 14: UN Women is facing the resourcing dilemmas faced by its predecessor entities and yet simultaneously must live up to very high expectations requiring the strategic use of available resources while encouraging funding commitments be kept.

When UN Women was created, the Secretary-General proposed the start-up phase would require annual funding targets of \$400 and \$500 million in 2012 and 2013 respectively. However, as shown in Table 2.1, contributions have fallen far short of these requirements.

Table 2.1 shows that UN Women has been operating with constrained resources, having received only half of the expected resources required to begin its operations. As a result, it will not be able to meet its mandate and fulfill its workplans, which has important organization-wide implications and direct implications for its VAW-related work. It also means the identified weaknesses in systems and practices affecting UN Women’s ability to plan, report on and learn from its work in ERAW, may be difficult to address in the near term. At the time of writing, UN Women staff were concerned that funding shortfalls could also affect the sustainability of ERAW initiatives such as the Virtual Knowledge Centre and the Secretary-General’s database. In the absence of sufficient core and other resources, UN Women’s work on ERAW is likely to continue to roll from project to project, which implies less continuity and less ability to develop a more strategic and long-term approach for dealing with deep-seated, structural and highly challenging issues.

At the same time, UN Women faces rising expectations regarding its work and thus faces the potential for greater criticism. Civil society partners certainly expect UN Women to play a stronger role than its predecessor entities. UNCTs look to UN Women for leadership on gender equality, including ERAW, yet are aware of its funding situation. The United Nations system and Member States also expect more, since the QCPR and UN-SWAP further expanded UN Women’s mandate.

The international community, therefore, needs to step-up and provide the resources required by UN Women, otherwise the Secretary-General or an equivalent senior figure must make clear the implications, in terms of lowering expectations. Resources may also need to be raised from alternative sources other than the Member States, as recognized in UN Women’s

TABLE 2.1:**Contributions by source for the year ending 31 December 2012
(in thousands of United States dollars)**

	Regular resources	Other resources	Assessed resources	Total
Governments	112,736	68,777		181,513
United Nations entities	271	19,362	7,235	28,868
National committees	184	935		1,119
Other donors	672	4,602		5,274
Total contributions	113,863	93,676	7,235	214,774

Source: *UN Women Executive Director's Annual Report* (2012)

Resource Mobilization Strategy 2012-2013. In the case of EVAW, resource mobilization is particularly crucial vis-à-vis the role UN Women may be expected to play in terms of follow-up to the agreed conclusions of CSW57. It also increases the importance of UN Women

adopting catalytic approaches and making even stronger use of partnerships, joint programming and other dimensions of coordination in order to contribute to EVAW-related programmes.

CONCLUSIONS

As a new entity in the United Nations system, UN Women has given continuity to the important ERAW-related work of its predecessor entities, in particular through the UN Trust Fund. The broad range of initiatives to support ERAW are, in general, enhancing the global level normative frameworks, and supporting national capacity to prevent VAW and provide services to survivors. Initiatives and campaigns focusing on prevention have helped raise the visibility of VAW, increasing the awareness of and public support for ERAW among decision makers, leaders and community members. UN Women has also given substantive guidance on good practices and contributed to the development of an evidence base. In addition, through formal inter-agency coordination mechanisms, joint programmes, convening and collaborative efforts, UN Women has used its capacity to mobilize key actors in support of intergovernmental bodies and mechanisms, and has helped to effectively promote joint ERAW-related action. Data collected through the evaluation process provide positive feedback with regard to UN Women and its predecessor entities' contributions in these areas, despite the lack of data on actual mid- and long-term results.

The creation of UN Women and its recent successes have created high expectations which should be tempered in recognition of it still being a new entity. UN Women's broad mandate is still being defined, and gaps in the operationalization of this mandate as they relate to ERAW at the global and country level are being filled. UN Women can do more to strategically manage its mandate areas by seeking synergies and taking advantage of expanded roles, particularly with

regard to coordination. It is still defining its niche and ways of working at a time when it has still not received initial financial commitments. In ERAW, as in other thematic areas, it is still in the process of defining what it is best positioned to do, what it is most able to do and how it will do it. Although UN Women has incorporated successful components of ERAW (such as the UN Trust Fund and the UNiTE campaign) it still lacks a coherent approach to managing these components so as to maximize synergies and learning from the various mechanisms.

UN Women lacks the appropriate systems that allow it to manage for results, ascertain its performance, capitalize on learning and make evidence-based programming choices. UN Women is conscious of the absence of systematic processes for the storage, tracking and reporting on programmes and projects. Furthermore, M&E practices and systems are not yet robust enough to provide the evidence required for accountability and learning purposes.

The present level of resourcing of UN Women presents a reputational risk because the resources do not match the expectations and this should be reflected in UN Women's ERAW strategy. Strategic and careful choices need to be made about how UN Women engages in the different mandate areas in order to maximize the effectiveness of ERAW efforts. There is cautious optimism following the agreed conclusions of CSW57 and UN Women should seize the opportunity to build on the momentum in the international community, while recognizing the enormous impact particular national and regional contexts will have.

4.

RECOMMENDATIONS

These recommendations focus on maximizing UN Women's efforts and contributions in the three mandate areas, in light of its stage of development and the larger context. The recommendations focus on EVAW, although there are potential implications for UN Women's other thematic work areas.

While the recommendations are loosely organized by mandate area, the evaluation has emphasized the importance of better coordination across mandate areas. This could be achieved by establishing a working staff-level committee or task force that examines or maps internal relationships, defines what synergies/opportunities could be pursued and the mechanisms for their creation, implementation and monitoring. Management could also initiate a process of communication across the entity on roles and innovative ways of taking advantage of inter-mandate synergies. Doing so would clarify and define UN Women's comparative advantage of having three mandate areas within one entity, especially in relation to the roles of the various actors and the results expected in terms of greater efficiency and effectiveness.

Strengthening normative support for EVAW

The positive momentum arising from CSW57, the approaching end/renewal of the Millennium Development Goals (MDGs) and Beijing +20 are an opportunity for dialogue and to ensure implementation of commitments.

Recommendation 1: UN Women should continue its substantive inputs and evidenced-based work in support of enhanced normative frameworks. It should also provide more guidance at the regional and country level on how to translate normative work into operational work.

UN Women should continue its normative support function for EVAW and improve linkages between work at global and country levels.

At the **global level**, UN Women should:

- Continue its corporate approach to the normative support function, such as that provided during the preparations of CSW57 and the General Assembly.
- Continue efforts to improve the evidence base that informs Member States and practitioners (including not only data and statistics, but also information on good practices) and to facilitate the monitoring of Member State commitments.

At the **regional and country levels**, UN Women should:

- Use regional hubs to facilitate linkages between global norms and standards and operational work in countries in the region. Guidance on how to help governments and civil society translate normative work into concrete actions should take into account national specificities, particularly as regards the CSW57 agreed conclusions. When developing the guidance, consideration should be given to existing work⁶¹ on how to implement or translate international instruments on human rights into action.
- Ensure that the range of existing global normative frameworks on VAW is systematically taken into consideration in the design and management of UN Women programmes.
- Continue to facilitate monitoring governmental and non-governmental actors adherence to international and regional instruments including, for example, the CEDAW process and shadow reports, and encouraging follow-up to the COMMIT Initiative and CSW57. Governments and non-governmental actors should also be made aware of

⁶¹ Such as: UNIFEM, *Time for Action – Implementing CEDAW in Southeast Asia*, 2009; UNDP Pacific Centre and UNIFEM Pacific Regional Office. *Translating CEDAW into Law*, 2008; and CEDAW success stories which highlight global success stories of progress towards the realization of women's rights (available from http://www.unifem.org/cedaw30/success_stories/).

the range of existing global normative frameworks specifically on VAW.

- Pursue its comparative advantage in helping countries develop, implement and monitor policy/legal frameworks in line with global standards.

Strengthening operational/programmatic support for EVAW

Recommendation 2: UN Women's country-level activities should be more strategic. It must maximize the benefits of its limited resources, work with partners, be selective in terms of where to engage, work to maximize buy-in of others, and use the leverage and legitimacy that it has.

Given resource constraints and level of field presence, UN Women will need to make strategic choices, particularly in its work on EVAW at the country level. In order to be more strategic, it should consider:

- Building on its efforts to strengthen the country programme cycle (giving consideration to a project vs. programme approach, the latter offering the possibility of a long-term perspective, as well as selectivity). Strategic decision-making and resource allocation should be contextual and country-level theories of change for EVAW should be developed.
- Testing approaches that help to fill gaps in prevention and multi-sector approaches at the country level, with a view to working with government and civil society partners, and United Nations entities which can eventually take over operational work and thus ensure maximum buy-in. Continuing operational work through the UN Trust Fund and undertaking joint programming models are means of testing approaches and filling-in gaps.
- Continuing to work with proven models that include a prevention component, such as the Global Safe Cities Initiative, where there is also substantial buy-in from other actors in the United Nations system and an explicit objective for partners (local government) to take over such efforts and move them forward in a specified geographic area.
- Defining and increasing its work in prevention, in particular in follow-up to CSW57, particularly with regard to structural and underlying causes, and risk factors that others are not addressing in-country.

Strengthening coordination of and accountability for EVAW

Recommendation 3: UN Women should further clarify, operationalize and enhance its coordination mandate, including the accountability dimension, at global, regional and national levels in order to further EVAW.

In light of multiple and overlapping areas of activity in EVAW among United Nations entities and other international and national actors, UN Women's coordination mandate is crucial to ensuring coherent, comprehensive multi-sectoral responses to EVAW. It will also ensure the United Nations system works together more concertedly, concretely and less competitively as "one United Nations," to bring out the value-added of each agency.

Furthermore, in a results-based environment, value must be given to work carried out with other entities where UN Women makes only a partial contribution which will require working with the Executive Board and within the strategic plan 2014-2017 to give value to coordinated work. UN Women may need to find innovative approaches to the coordination element of its mandate in EVAW (and other thematic areas) in terms of how to articulate the results of this work, how to share credit with partners in a manner that allows them to be catalyzing agents without being penalized (meaning under-resourced) for this work. A clearer definition of UN Women's coordination mandate, which encompasses both inter-agency coordination (United Nations system) and a partnership/convening role with a broad array of actors, is needed and should be shared with both internal and external stakeholders.

Global-level: At the global level, UN Women should strengthen coherence of EVAW policies, strategies and programming within the United Nations system and accountability of United Nations system on EVAW by:

- Following-up with agencies' CSW57 commitments by advocating for EVAW to be a strategic priority and ensuring the necessary financial and human resourcing.
- Continuing to creatively and actively engage in strategic alliances and partnerships, as called for in the *Joint statement on ending violence against women and girls*.

- Enhancing the inventory and mapping exercises of EAW-related work to inform decision-making on programming choices by UN Women and other United Nations entities.

Regional and country-level: As a result of its mandate, UN Women can legitimately enhance coherence on EAW at regional and country level by aligning with regional priorities, national actions plans and carrying out such measures as:

- Continuing to build strategic alliances and partnerships with other agencies involved in data collection/improvement initiatives such as the United Nations Statistics Division, the United Nations Office on Drugs and Crime (UNODC), the World Health Organization (WHO) and the Pan American Health Organization (PAHO), as well as regional centres of excellence on statistics, for example, in order to improve data and statistics on VAW.
- Working through regional coordination mechanisms and UNCT gender theme groups to ensure more coherence on VAW, for example by ensuring regular mapping of EAW-related work by the various entities, or by using the gender theme group to review and look at coherence across country-level strategic frameworks of other United Nations entities.
- Promoting the use of gender scorecards to ensure UNCT accountability on mainstreaming gender equality, and discussions on the depth and breadth of efforts related to particular themes such as EAW.
- Continuing efforts to promote both gender equality and EAW in the UNDAF process by making it a priority area.
- Ensure that UN Women headquarters and regional offices provide support and guidance to country-level practitioners to fulfill the coordination mandate in relation to EAW.
- Continue to develop and strengthen joint programming initiatives in EAW, particularly to test new models and approaches or fill gaps and develop an evidence base (by building strong M&E components) on programming that can be used by UN Women and other agencies to inform future programming choices.

Practices, systems and resources to support EAW

Recommendation 4: UN Women should develop a strategy or guidance document, for both internal and external use, outlining its EAW mandate and, key priorities and approaches in EAW to make its efforts more coherent.

UN Women's EAW strategy should reflect on the agreed conclusions from CSW57, expanding on what a focus on prevention and need for comprehensive approach means for how UN Women can advance EAW. Forward-looking analysis, discussions and recommendations on planning for post-2015 MDGs already refer to VAW as a missing component of the previous agenda.⁶² Other public thematic consultations implicitly or explicitly include protection from violence as part of a strategy to tackle social inequalities.⁶³

- The EAW strategy should support the strategic plan 2014-2017 by providing more concrete and actionable guidance to help country teams operationalize the organization's three-dimensional mandate specifically with regard to EAW.
- The EAW strategy should include a revised theory of change encompassing operational, normative and coordination aspects of UN Women's mandate, building on the suggested theory of change included in Appendix II.
- UN Women should be flexible in determining areas where its work can be most effective at country level, rather than pre-defining areas of focus or exclusion around types of violence (e.g. trafficking, sexual violence, harmful practices, intimate partner violence, femicide, etc.) or population groups that it will or will not work with at a corporate level.
- UN Women should organize and/ or convene workshops or similar brainstorming sessions with staff to look at flagship initiatives, such as the Global Safe Cities Initiative, to determine what has worked, what has not and why, and the potential relevance for other initiatives and future planning.

62 UNDG, *The Global Conversation Begins: Emerging Views for a New Development Agenda*, 2013, p. 3.

63 UNICEF and UN Women, *Global Thematic Consultation on the post-2015 Development Agenda: Addressing Inequalities. Synthesis Report for Global Public Consultation*, February 2013.

- The strategy should guide how to develop interlinkages between VAW and other thematic priorities. Additionally, the strategies for UN Women's other thematic priorities should continue to link with its commitments on VAW.⁶⁴

Recommendation 5: UN Women should continue to strengthen RBM practices, encompassing improved monitoring and reporting, evaluation and knowledge management.

The management results framework of UN Women's strategic plan 2011-2013 emphasizes developing a strong learning culture founded on RBM, reporting, knowledge management and evaluation. Efforts to strengthen organizational practices and culture that promote the use of information and knowledge for decision-making should continue.

- UN Women should emphasize efforts to improve the quality of information and information systems by carrying it forward as a priority area in its next strategic plan. In so doing, it should emphasize populating certain required fields to ensure the necessary information is being gathered, thereby improving data quality and access by relevant staff.
- The regional offices should serve as an information repository of country-level activities and report back to headquarters on a biannual basis to inform decision-making. They could also play a role in improving information sharing and communications throughout UN Women.
- UN Women should continue to improve its monitoring of results for individual initiatives or programmes and of its country strategies, and should use this information to enhance the effectiveness of its programmes.
- UN Women should carry out an evaluation of the UNiTE campaign and other flagship initiatives. It should also prioritize evaluations on EVAW strategies where there is more limited evaluative evidence to inform programming.
- In light of existing resource constraints, UN Women should consider alternative approaches than evaluation to gain lessons learned from their work. Alternatives include workshops or studies on UN Women's work on men and boys which look at what

has worked or not, how these elements fit together, the likelihood of long-term impact and how this relates to the literature. UN Women's new knowledge management strategy may help in this regard.

Recommendation 6: UN Women should not only pursue and encourage Member State contributions to core resources, but develop creative ways of tapping into the resources of other partners so that there is a systemic approach to resourcing EVAW at the global, regional and country levels.

The full implementation of UN Women's EVAW-related mandate requires additional resources and increased support from Member States. However, there are elements of the mandate that can be implemented in greater cooperation with other partners by taking a coordinated approach to EVAW, especially given the different components that require funding. UN Women needs to be very creative in such a tight funding environment, by thinking of new ways to fund its work such as: engaging private sector partners; piggy-backing on existing programmes; looking at how the system for EVAW is being resourced; and seeking to maximize efficiencies system-wide on EVAW rather than only concentrating on organization-level resourcing efficiencies. A good example of system-wide funding is the UN Trust Fund, which raises funds centrally and then disburses to multiple agencies (rather than only seeking funding for a particular organization). In this context, UN Women should.

- Encourage Member States to not only keep their commitments but also increase their contributions to UN Women to ensure that key global initiatives that may otherwise be difficult to fund through targeted/earmarked donor resources are sustained.
- Promote a more systemic approach to resourcing EVAW, not only through its resource mobilization for the UN Trust Fund, but in its work with other United Nations entities, particularly in light of the follow-up required to CSW57.
- Continue with its resource mobilization strategy for the private and voluntary sector for EVAW in order to capitalize on corporate social responsibility initiatives. Such efforts will continue to require investment in private sector relationship management capacity and expertise.
- Continue efforts to strengthen national committees and their support for the EVAW agenda.

⁶⁴ UN Women, *The Future Women Want: A Vision of Sustainable Developments for All* (2012) is an example of a UN Women strategy document which makes clear linkages between sustainable development and VAW.

APPENDIX I:

LIST OF FINDINGS

Finding 1: UN Women is facing many of the challenges new organizations often face pertaining to operationalization of its mandate, and establishing the systems and level of resources to support such operationalization. This is the lens through which progress made on ERAW must be assessed.

Finding 2: ERAW-related work takes place in a dynamic global, regional and national context where UN Women is affected by multiple political, cultural and institutional factors, including the impetus provided by CSW57 and the nascent post-2015 development agenda. Such a context, and the legitimacy of the organization's mandate, provide opportunities and give rise to continuing challenges to furthering the ERAW agenda.

Finding 3: The ERAW work of UN Women and its predecessor entities has been relevant and responsive in this context, as evidenced by its congruence with global, regional, and national commitments and priorities. This constitutes a strong foundation upon which to build and advance efforts to end VAW.

Finding 4: UN Women is still in the process of defining its niche within ERAW relative to other organizations (especially within the United Nations system) and how it will add value to, and lead the work being done in the area. This has implications for the effectiveness and impact of its work.

Finding 5: UN Women's work effectively builds and expands upon the work of its predecessor entities to enhance the normative frameworks of VAW. It does so by giving substantive guidance on good practices and standards, developing an evidence base, and using its capacity to mobilize various key actors in support of intergovernmental bodies and mechanisms.

Finding 6: UN Women and its predecessor entities provided technical inputs and funding to governments and civil society partners, resulting in new or strengthened

VAW-related national legal frameworks, policies and action plans. While these frameworks constitute an important step in enhancing national capacities for addressing VAW, implementation remains a challenge in many countries due to various political, institutional and resource factors.

Finding 7: UN Women's funding and technical support has contributed to expanding access to services for VAW survivors at the country level. However, UN Women has not tracked the long-term effects of interventions in terms of the number and/or quality of available services, or their actual use by and benefits for survivors of VAW.

Finding 8: As a result of training, organizational strengthening and other capacity development efforts, UN Women has contributed to strengthening the capacities of relevant national actors. Yet questions remain about the sustainability of these initiatives, particularly because capacity enhancements are often not institutionalized.

Finding 9: UN Women has supported initiatives and campaigns focusing on prevention. Field work suggests that these have raised the visibility of VAW at the country level, and have increased the awareness of and public support for ERAW among decision makers, leaders and community members. For the most part, however, UN Women has not systematically monitored or evaluated the effect such efforts have in contributing to changes in attitudes and behaviors related to VAW.

Finding 10: UN Trust Fund grantees have also made substantial and innovative contributions in preventing VAW, expanding survivor access to services and creating an institutional response to VAW at the country level. These activities have complemented UN Women's operational ERAW-related work.

Finding 11: At the global, regional and national levels, UN Women has facilitated joint action by partners on EVAW. However, its larger mandate for coordination and promoting accountability of the United Nations system requires further clarification, especially in terms of approaches.

Finding 12: UN Women's approaches to implementing all aspects of its EVAW mandate, particularly its coordination mandate, and the synergies between the three dimensions of its mandate (normative, operational and coordination) could be clearer.

Finding 13: UN Women's systems and practices do not yet meet its needs with regards to managing for results in EVAW. There are several gaps in the information required to plan, monitor, report, evaluate and learn from programming experience.

Finding 14: UN Women is facing the resourcing dilemmas faced by its predecessor entities and yet simultaneously must live up to very high expectations requiring the strategic use of available resources while encouraging funding commitments be kept.

APPENDIX II: LIST OF RECOMMENDATIONS

Recommendation 1: UN Women should continue its substantive inputs and evidenced-based work in support of enhanced normative frameworks. It should also provide more guidance at the regional and country level on how to translate normative work into operational work.

Recommendation 2: UN Women's country-level activities should be more strategic. It must maximize the benefits of its limited resources, work with partners, be selective in terms of where to engage, work to maximize buy-in of others, and use the leverage and legitimacy that it has.

Recommendation 3: UN Women should further clarify, operationalize and enhance its coordination mandate, including the accountability dimension, at global, regional and national levels in order to further EAW.

Recommendation 4: UN Women should develop a strategy or guidance document, for both internal and external use, outlining its EAW mandate and, key priorities and approaches in EAW to make its efforts more coherent.

Recommendation 5: UN Women should continue to strengthen RBM practices, encompassing improved monitoring and reporting, evaluation and knowledge management.

Recommendation 6: UN Women should not only pursue and encourage Member State contributions to core resources, but develop creative ways of tapping into the resources of other partners so that there is a systemic approach to resourcing EAW at the global, regional and country levels.

