

United Nations
Development Fund for Women



Evaluation Report

UNIFEM Programme **Facilitating CEDAW Implementation in Southeast Asia** (CEDAW SEAP)

2008





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Evaluation Team

UNIVERSALIA Management Group

- Anette Wenderoth – Team Leader
- Magda Seydegart – CEDAW/(Women’s) Human Rights Advisor
- Evelyn Suleeman – Asia-based Consultant
- Nguyen Thanh Hai – Asia-based Consultant
- Kate Logan – Research Assistant

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Foreword

The Evaluation of the Programme ‘Facilitating the Implementation of the Convention on the Elimination of All Forms of Discrimination against Women in Southeast Asia’ (CEDAW SEAP) represents the first corporate evaluation completed by UNIFEM within the framework of the organization’s Strategic Plan 2008–2011. Its importance is closely linked with the mandate of UNIFEM to provide financial and technical assistance to innovative programmes and strategies that promote women’s human rights. Strengthening country capacities to implement CEDAW as a key driving force to achieve gender equality in line with national priorities is a pillar of UNIFEM support; and the use of evaluation findings for shared learning and improvement of UNIFEM programming constitutes an essential element of the fund’s evaluation strategy.

Implemented by UNIFEM and supported by the Canadian International Development Agency (CIDA), CEDAW SEAP began in 2004 as a regional programme with the overall objective of supporting the realization of women’s human rights in seven Southeast Asian countries through more effective implementation of the Convention. It aimed to increase awareness and understanding of women’s human rights, strengthen the capacities of governments and civil society to promote women’s human rights, and strengthen political will for CEDAW implementation.

The purpose of this evaluation was to assess the effectiveness, relevance and sustainability of the programme, and to serve as a strategic organizational reflection and learning on the work of UNIFEM’s CEDAW implementation, considered a catalytic mechanism for the advancement of women’s human rights.

CEDAW is acknowledged as the international ‘Bill of Rights’ for women; it needs to be fully understood and concretely applied and adapted in the countries that have ratified the Convention. This evaluation shows that CEDAW SEAP has filled an important gap for further enhancing the knowledge of stakeholders related to the practical application of CEDAW, and for fostering local ownership of the Convention, including for the compilation and preparation of CEDAW reports. The evaluation reveals the contribution of the programme in improving knowledge of CEDAW among large and diverse groups of stakeholders and strengthening various levels of partners’ capacities. It also indicates that the programme has been highly relevant for Southeast Asia and acknowledges the leading role played by UNIFEM as a facilitator and catalyst in the implementation of CEDAW in the region. The programme is also a good example of the implementation of the human rights-based approach to programming.

Many of the programme’s key achievements have been linked to the CEDAW reporting process, as it provided an ideal framework for capacity development, dialogue and cooperation among different actors. It also enabled the gathering of gender disaggregated data from a variety of sectors and served to strengthen the status of respective national gender equality machineries as the key agencies to co-ordinate the required collaboration among different government entities. The challenges and shortcomings identified by the evaluation point to issues that are also relevant at the corporate level. These include the need for more clarity and explicit guidance on core programme concepts that invite different interpretations, such as ‘capacity development’ and ‘sustainability’; capturing of programme strategies and achievements more comprehensively; and making the underlying programme assumptions and expectations, or the theory of change, more explicit. It also highlights the need to better systematize knowledge gained by supporting CEDAW implementation for improved programming in this area.

The evaluation makes five recommendations to improve the programme and address these shortcomings. In brief, these are to continue the programme in order to effectively build on partnerships, experiences and achievements; to provide support for ongoing learning; to make key assumptions and concepts explicit; to enhance the use of results-based management (RBM); and to approach donors regarding future collaboration on CEDAW implementation.

The evaluation study took place between May and September 2008. It was managed by the UNIFEM Evaluation Unit and conducted by an external team of evaluation and sectoral experts. It benefited from the continuous inputs of a Reference Group composed of the Programme Manager and Team in the UNIFEM East and Southeast Asia Regional Office (ESEARO) in Bangkok, the Regional Programme Director, the Asia Pacific and Arab States Geographic Section, the Senior Advisor on Human Rights and the Deputy Director for Programmes. The Evaluation Unit is very grateful for the substantive engagement of this group, as well as to all Programme staff and partners in the seven countries who agreed to participate in the interviews, focus groups and surveys, for their valuable time and contributions. Finally, special thanks to the Universalia evaluation team – the team leader Anette Wenderoth, who ably coordinated the study, to Magda Seydegart (Human Rights Advisor), Evelyn Suleeman and Nguyen Thi Thanh Hai (Asia-based consultants), and Kate Logan (Research Assistant) – for their dedication and hard work.

Considering that, CEDAW implementation is a long-term and complex process, we hope that this evaluation will contribute to the generation of knowledge on ‘how to’ do human rights based programming, to progress on the realization of women’s human rights and gender equality, and that this will support the work of UNIFEM and other partners in the United Nations, Governments and Civil Society to more effectively implement the Convention.



Belen Sanz

Evaluation Advisor, UNIFEM

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Acronyms

AIT	Asian Institute of Technology
ASEAN	Association of Southeast Asian Nations
BPFA	Beijing Platform for Action
CAW	Committee for Asian Women
CCA	Common Country Assessment
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CIDA	Canadian International Development Agency
CRC	Convention on the Rights of the Child
CSO	civil society organization
ESEARO	East and Southeast Asia Regional Office (UNIFEM)
FFW	Foundation for Women
GDG	Gender and Development Group
GDRI	Gender and Development Research Institute
HRBA	Human Rights-Based Approach
IWRAW AP	International Women's Rights Action Watch Asia Pacific
MDG	Millennium Development Goal
MfDR	Managing for Development Results
NGO	Non-governmental organization
NHRC	National Human Rights Commission
Norad	Norwegian Agency for Development Cooperation
NWM	National Women's Machinery
PIP	Programme Implementation Plan
PMF	Performance Measurement Framework
PMU	Programme Management Unit
PRSP	Poverty Reduction Strategy Paper
SEAP	Southeast Asia Programme
UNCDF	United Nations Capital Development Fund
UNDAF	United Nations Development Assistance Framework
UNDAW	United Nations Division for the Advancement of Women
UNDG	United Nations Development Group
UNEG	United Nations Evaluation Group
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNIFEM	United Nations Development Fund for Women
WHR	Women's Human Rights

Executive Summary

Evaluation Background and Purpose

The Programme 'Facilitating CEDAW Implementation towards the Realization of Women's Human Rights in Southeast Asia', known in short as The CEDAW Southeast Asia Programme (CEDAW SEAP), began in January 2004 and is due to be completed in March 2009. Implemented by the United Nations Development Fund for Women (UNIFEM), CEDAW SEAP is supported by the Canadian International Development Agency (CIDA) through a grant of approximately C\$10,252,423.104¹ (US\$8,431,269). The seven participating countries are Cambodia, Indonesia, the Lao People's Democratic Republic (Lao PDR), the Philippines, Thailand, Timor-Leste and Viet Nam.

The UNIFEM Evaluation Unit contracted Universal Management Group in May 2008, after an open tendering process, to carry out an external, independent evaluation of the programme. The evaluation served four main purposes:

- To assess and validate the results of the programme in terms of achievements/gaps in delivering outputs, contributing to outcomes and reaching target beneficiaries, as well as the factors that affected the results, and the potential for sustainability.
- To analyse the effectiveness of the overall strategy and approaches of the programme on women's human rights, in particular the three-pronged strategy, the multi-sectoral approach, regional-national linkages, capacity building, partnerships and knowledge generation and dissemination.
- To analyse lessons learned on both substantive and programme management issues, specifically broader learning for the overall approach of UNIFEM to supporting CEDAW implementation.
- To provide inputs for a second phase of the programme.

The evaluation focused on three programme dimensions: (i) *effectiveness* (i.e., the achievement of outputs and progress towards outcomes); (ii) *relevance* (i.e., alignment and response to context); and (iii) *sustainability* (e.g., partnership collaboration and local capacities). While the study covers the timeframe 2004-2007, it is also *forward looking* in terms of providing recommendations and suggestions for future programme stages. It focuses on the work of CEDAW SEAP at the regional level from the Bangkok office as well as at the country level in the seven participating countries. For field missions, a representative sample of four countries was identified.

Evaluation Approach and Methodology

The evaluation was managed by the UNIFEM Evaluation Unit. Data gathering and analysis were carried out by the independent evaluation team from Universal Management Group, in close consultation with a UNIFEM Evaluation Reference Group. The evaluation team's overall approach to the assignment was consultative, participatory and utilization-focused, and was designed in alignment with the ethical code of conduct of the United Nations Evaluation Group (UNEG).

With input from UNIFEM, Universal Management Group developed a detailed methodology as outlined in the evaluation work plan approved by UNIFEM in May 2008. The evaluation team included three Evaluation Specialists (including two Asia-based consultants), a Human Rights Advisor and a Research Assistant. Approximately 216 individuals were consulted for the evaluation. Data were collected through semi-structured face-to-face and telephone interviews, group interviews/focus groups, observations, document review, email correspondence and a written survey. In addition, the evaluation team carried out field visits to the Philippines, Thailand, Timor-Leste and Viet Nam. One member of the UNIFEM Evaluation Unit participated in the field visit to Timor-Leste. For this study, the team used descriptive, content and comparative analyses of the data. Validity was ensured through data triangulation and compliance with standard evaluation practices.

¹ United Nations operational rates of exchange (March 2009).

Programme Background and Context

The Convention on the Elimination of All Forms of Discrimination against Women (CEDAW)

CEDAW is the internationally recognized ‘Bill of Rights’ for women and requires the elimination of discrimination in all aspects of women’s lives. To realize the various conditions set out in the Convention for promoting women’s equality at the national level, its various elements must be translated into concrete local actions, activities, policies and structures for government accountability. While governments have the legal obligation to implement the Convention, all sectors of society must be aware of its principles and be involved in its realization.

CEDAW is overseen by a treaty body, the Committee on the Elimination of Discrimination against Women (CEDAW Committee), which is responsible for reviewing each State party’s progress. For this purpose, States that are parties to CEDAW must submit regular reports. The Committee also welcomes country-specific information from civil society representatives in the form of alternative or ‘shadow’ reports. State party and shadow reports are reviewed during CEDAW Committee sessions, which are held several times a year. All information on the status of CEDAW implementation in a country feeds into the Committee’s *Concluding Observations*, which provide guidance on how a State party’s performance could be improved.

CEDAW SEAP has taken place against a generally conducive backdrop, indicating an increasing international acknowledgement of and compliance with CEDAW, as well as (at least partly) improving status and working conditions for the CEDAW Committee. At the same time there continues to be considerable need for further strengthening member countries’ capacities to take CEDAW implementation beyond mere compliance with reporting obligations, and for enhancing local ownership and leadership of CEDAW reporting and implementation processes.

CEDAW SEAP Programme Description

CEDAW SEAP is a regional programme designed to facilitate the realization of women’s human rights in Southeast Asia through more effective implementation of the Convention. Following extensive consultations with multiple stakeholders in the seven countries and at regional level, three inter-linked *programme outcomes* were identified:

- **Outcome 1:** Increased awareness of women’s human rights and a deeper understanding of CEDAW by state organs and organized civil society groups, including women’s [non-governmental organizations] NGOs;
- **Outcome 2:** Capacity of governments and organized civil society, including women’s NGOs, to promote women’s human rights under CEDAW are strengthened at the national and regional levels;
- **Outcome 3:** Stronger political will and commitment to CEDAW implementation generated/ strengthened by popularizing CEDAW and helping to develop women’s knowledge and capacity to claim their rights.

Cross cutting to the three programme outcomes, CEDAW SEAP also set out to work in three *substantive areas* of women’s rights under CEDAW: (i) women’s participation in politics and governance; (ii) domestic violence; and (iii) poverty. The programme *management structure* includes UNIFEM Headquarters, the East and Southeast Asia Regional Office (ESEARO) and programme offices in each of the seven participating countries.

External context

CEDAW SEAP has taken place against the backdrop of various relevant developments at global, regional and national levels. At the *global level*, the past decade has witnessed important progress on strengthening the normative and policy environment for gender equality and women’s human rights. International agreements, in particular the Millennium Development Goals (2000), refer to gender equality as a key goal for development. While as a result there has been increased pressure on development agencies to commit policies and resources to this issue, considerable challenges to ensuring the implementation of commitments remain. These include the continued global need for allocating more appropriate resources for advancing gender equality and women’s rights.

Within the *United Nations*, the drive toward increased collaboration and joint programming that characterizes UN reform has shown potential for promoting stronger partnerships in many areas – including on gender equality and women’s empowerment. However, the work on gender equality is widely regarded as still under-resourced compared to other issues. Additionally, with gender mainstreaming endorsed as a key strategy for achieving gender equality, there is a tendency to make this the responsibility of all UN organizations without designating clear leadership and authority (as is done in other areas).

At the *regional level*, CEDAW SEAP has operated in a context of diversity and dynamism. The region has recently experienced tremendous economic growth, accompanied by significant progress in terms of poverty reduction. At the same time, some countries' security concerns, as well as natural disasters such as the 2006 tsunami, have continued to pose threats to the wellbeing of the population. The Association of Southeast Asian Nations (ASEAN) is the key (and only) political body that brings together leaders from across the region. While ASEAN has the potential to take on a coordinating and/or monitoring role with regards to CEDAW implementation in its member States in the future, it is currently a slow moving body that is not yet in a position to play such a role. The potential for partnerships with other regional organizations (e.g., NGOs) exists, but these have not grown considerably in numbers since the onset of CEDAW SEAP.

At the *national level* CEDAW SEAP has operated in highly diverse, dynamic and often severely difficult country contexts. This has at times posed ongoing challenges to ensuring the continuity of programming, and has put high demands on the programme's flexibility in order to keep up with changing requirements and conditions. Contextual challenges have, of course, affected not only CEDAW SEAP staff but also its national partners.

Internal context

For more than two decades, UNIFEM has provided support for the implementation of women's human rights standards, in particular CEDAW. The 2004-2007 Multi Year Funding Framework (MYFF) established this support as a cross-cutting priority of all of the global work of UNIFEM, with CEDAW serving as one of its key reference points. The commitment of UNIFEM to supporting the realization of women's human rights standards is further emphasized in the 2008-2011 Strategic Plan, which identifies as its single overarching goal that "*National commitments to advance gender equality and women's empowerment are implemented in stable and fragile states*". The work of UNIFEM in support of women's human rights to date has included a broad variety of initiatives at national, (sub-)regional and global levels. CEDAW SEAP is probably the Fund's most comprehensive programme solely focused on the Convention to date. While most of its individual foci and strategies had been used and tested in earlier initiatives, they had not previously been combined under the 'umbrella' of one programme. During the past four years the internal UNIFEM context related to organizational effectiveness has been characterized by various changes emphasizing the relevance of taking a results-driven approach to programming that is in line with, and that takes into account, the broader global context of aid delivery modalities and UN reform. Within the immediate programme context of CEDAW SEAP, the repeated staff turnover at national level, as well as in the position of the Regional Programme Manager, have been among the key contextual factors affecting the programme's performance.

Relevance

CEDAW SEAP has been highly relevant within the global, regional and national contexts for CEDAW implementation. Changes and developments at global, regional or national levels during the past four years have not significantly affected this.

The CEDAW SEAP aim of facilitating implementation of the Convention in the participating countries is relevant in terms of the programme's overarching goal to enhance the realization of women's human rights. CEDAW SEAP has been addressing the *global* need for further enhancing the knowledge and skills of stakeholders related to the practical application of CEDAW, and for enhancing local ownership for CEDAW implementation. The programme is highly relevant in the respective *national* contexts of all seven participating countries as it is targeting some of the key challenges to implementation identified in the past. The relevance of CEDAW SEAP at the *regional* level derives from the fact that, at programme onset, there were no other mechanisms or facilitators able to bring together diverse players over the common theme of CEDAW implementation, nor any regional body to coordinate the collection and sharing of relevant knowledge and experiences gained within the region.

CEDAW SEAP has also been highly relevant in terms of the respective mandates and corporate strategic priorities of both UNIFEM and CIDA. It has been more difficult to determine the extent to which CEDAW SEAP has been relevant in terms of the CIDA *Southeast Asia Regional Program* (under which CEDAW SEAP is being funded), as the agency's priorities and criteria for this programme are only broadly defined.

Effectiveness

Overall effectiveness: CEDAW SEAP has made considerable achievements under all of its intended *Outputs*, and there is evidence of progress towards all three *Outcomes*. The programme has significantly contributed to making CEDAW better known among large and diverse groups of stakeholders in all seven participating countries and among selected regional organizations. It has contributed to strengthening various aspects of national partners' capacities that are relevant in terms of more effective and comprehensive CEDAW implementation at the national level.² Some

² 'Capacities' in this context refers to both individual and selected aspects of organizational capacities, including to relevant knowledge and skills of individual and groups of staff members, enhancing access to relevant information and training materials on CEDAW, and to broadening and strengthening the quality of relevant partnerships with others working to enhance women's human rights.

programme achievements can justifiably be interpreted as indications of stronger political will and commitment to CEDAW implementation by government and NGO partners. Many of the programme's key achievements have been linked to the CEDAW reporting process.

In various instances the work of CEDAW SEAP has been *catalytic* in that it has enabled processes to take place that were otherwise unlikely to have happened (i.e., by initiating and facilitating exchange among government and NGO partners at national and regional levels), or by enhancing the speed and/or quality of processes (i.e., by assisting government and NGO partners in all seven countries to utilize evidence-based and participatory approaches to preparing their respective CEDAW reports). While acknowledging achievements and progress to date, consulted stakeholders also widely agreed that the full implementation of CEDAW across sectors and levels of society is a long-term process that will require considerable time.

Achievement of Outputs: There is evidence of achievements under all of the intended programme outputs. It is difficult, however, to assert the actual extent to which some outputs have been achieved. This is largely due to the fact that most of the output indicators do not include quantitative dimensions. While there is considerable qualitative evidence of achievements available for almost all output level indicators, UNIFEM has to date not systematically tracked quantitative data.

Progress towards outcomes: There is broad evidence that output level results have contributed to significant progress towards outcomes. Key types of achievements include:

Outcome 1: Government and NGO partners in all seven countries who did not previously know about CEDAW do now. Stakeholders who had already known about CEDAW have a deeper understanding of how the Convention relates to their own work and life. CEDAW SEAP has contributed to increasing the amount of available relevant information and evidence on the situation of women's human rights, discrimination and gender equality in each of the seven countries and at regional level. It has also drawn attention to persisting data gaps in these areas. Further, the work of CEDAW SEAP has contributed to a larger number of stakeholders in all seven countries now discussing gender equality as an human rights issue, rather than a question of individual preference, good will or political choice. Reference to or inclusion of CEDAW in NGO advocacy initiatives and trainings as well as in the drafting and/or review of various policies and laws provide evidence of the *application* of enhanced awareness and understanding of CEDAW.

Outcome 2: In all seven countries there is a substantial increase in the number of resource people and local trainers able to share knowledge on CEDAW. Several NGOs have begun to independently conduct training on CEDAW for their own members, other NGOs and government employees. The programme has supported the development of a large number of resource materials and tools on CEDAW. Technical support provided by CEDAW SEAP, including through the use of CEDAW 'mock sessions' (in Cambodia, Indonesia, the Philippines and Thailand), has helped state delegations to better prepare for presenting their reports to the CEDAW Committee. The facilitation role played by UNIFEM and its support have helped to improve the frequency and quality of interactions between governments and NGOs, particularly in relation to the CEDAW national report preparation and review, and follow-on activities related to the dissemination and use of the Concluding Observations. In Lao PDR, for example, the latest CEDAW report included, for the first time, input from civil society stakeholders. The collaboration of CEDAW SEAP with a variety of government training institutions and universities in all countries has contributed to the Convention being reflected in the training materials and curricula of these institutions

Outcome 3: Assessing the nature and extent of achievements under Outcome 3 has been difficult, as the current outcome statement implies *impact* rather than outcome level changes. When assessed against the individual outcome *indicators*, however, there is evidence of a considerable number of programme achievements. Members of government in all seven countries have made repeated public statements confirming their support and commitment to CEDAW implementation. Governments in nearly all countries took significantly more leadership in the process of drafting the CEDAW state report than in the past (e.g., in the latest round of CEDAW reports, only one – Timor-Leste's first ever – state report has been written by an international consultant). Governments in most countries have applied CEDAW either by removing discriminatory sections from existing laws or in the development and passing of new laws/legal frameworks. There are some examples of governments having made improvements to existing CEDAW implementation and monitoring mechanisms, including new resource allocations. NGOs in all seven countries have established, or expanded and solidified, CEDAW Watch groups and have thus symbolically confirmed and formalized their commitment to working together on monitoring of and advocacy for CEDAW implementation. Regional exchanges between government and NGO members on a bilateral or multi-country basis have increased. Within the UN system, CEDAW SEAP has contributed to other UN organizations increasingly paying attention to States' obligations for implementation of CEDAW and the Concluding Observations. UNIFEM has further provided inputs to discussions over the proposed ASEAN Commission on the Protection and Promotion of the Rights of Women and Children, advocating that the Commission's human rights standard should not be lower than those outlined in CEDAW.

Outcome-related questions/issues: The evaluation highlighted a number of questions and issues related to the three outcomes, including the observation that several achievements used to demonstrate progress towards Outcome 1 would be equally suitable to illustrate progress towards Outcome 2, thus raising the question of what intended and actual difference there are between the two outcomes. With regards to measuring changes under Outcome 3, the evaluation points out that there is currently no framework or tool that would actually allow UNIFEM or others to systematically assess the respective degree of existing political will for CEDAW implementation or, more importantly, to track *changes* in this.

On the content side it was noted that while the knowledge, skills and experience of local CEDAW trainers appear to vary considerably, this was to be expected given the highly diverse contexts in which CEDAW SEAP has been working. While not all national trainers may yet meet ‘best practice’ expectations vis-à-vis their content and/or adult learning methodology expertise, their current abilities reflect but one point in time of a continuing process of capacity development. One observed gap relates to the absence of data that would indicate whether, and in what ways, CEDAW SEAP has been able to influence general public awareness of CEDAW and women’s human rights. To date, the programme has supported a variety of promising and creative initiatives to reach out to the wider public, e.g., through radio and TV spots, documentaries, dance and drama. However, there has been little or no follow up that would have provided information on the (actual or potential) use and effects of these initiatives.

Sustainability

In terms of sustainability of results, one limitation the evaluation observed has been that despite the existence of a related strategy in the Programme Implementation Plan (PIP), the concept of sustainability in the specific context of CEDAW implementation has largely remained implicit. Also, programme documents do not do justice to the fact that UNIFEM has in fact employed a wide range of different approaches and programming principles that are likely to have contributed to the sustainability of results. The evaluation is based on the understanding that ‘sustainability of results’ implies at least two key dimensions: the *continuation* as well as the *dynamic adaptation* of what has been achieved during a project’s or programme’s lifetime.

To date, the national and regional partners of CEDAW SEAP have the knowledge, skills and motivation to independently continue and adapt a variety of positive changes that have been brought about with the programme’s support, in particular in relation to providing information on the Convention to others, developing related materials and integrating CEDAW in advocacy initiatives. Financial support from UNIFEM or others is likely to be required for activities such as the provision of further CEDAW information sessions or training. Some processes that UNIFEM has helped to bring about – e.g., exchange among government stakeholders at the regional level – are not (yet) likely to be continued without continued engagement by UNIFEM or a similar neutral player. In areas where CEDAW SEAP has contributed to initial progress, but where achievements to date are limited to individual events and/or small groups of partners (e.g., in relation to working with justice sector actors), more support – both technical and financial – will be required in order to achieve substantial results.

Factors Affecting Performance

The evaluation explored what key ‘success factors’ have supported or inhibited the performance of CEDAW SEAP to date. *Performance* in this context refers to the totality of the programme’s relevance and effectiveness and the sustainability of results.

The overall *design* of CEDAW SEAP has been appropriate and relevant in its general intent and in terms of key choices such as its regional scope, its multi-stakeholder approach, and its intention to address both generic and substantive issues of CEDAW implementation. Actual implementation has shown, however, that the initial programme scope was slightly overambitious, requiring the programme team to narrow its activities to fewer areas of focus. Challenges have also been posed by inconsistencies in the programme’s results and intervention logic, in particular the relationships among the three programme outcomes.

Most of the challenges and shortcomings identified in the evaluation do not appear to be specific to CEDAW SEAP, but point to systemic issues that UNIFEM needs to address at a corporate level. This includes the need for more clarity and explicit guidance on core programme concepts that invite different interpretations, including those of ‘capacity (development)’ and sustainability. Another issue that became apparent is the need for UNIFEM to capture intended and actual programme strategies as well as related achievements more comprehensively, and make related underlying assumptions more explicit. With regards to the (potential) value added by the programme’s regional approach, there would have been considerably more room for both UNIFEM and CIDA to make their respective underlying assumptions and expectations more explicit.

One of the strengths that have fostered the performance of CEDAW SEAP has been the responsive and partner-oriented approach of UNIFEM to programme implementation that reflects and corresponds with the principles of a human rights-based approach. The choices of partnerships and of concrete programming strategies made by UNIFEM have generally been effective and appropriate. In all seven countries, UNIFEM has been able to strategically use the CEDAW reporting process, thus not only achieving immediate programme results, but also contributing to enhancing the pool of knowledge and experiences related to the potential of the reporting process for furthering CEDAW implementation.

The overall approach of UNIFEM to programme management with a regional office and seven country-based teams of national staff has been effective and appropriate. However, several changes of the Regional Programme Manager and extended vacancies in the position have led to gaps in programme oversight and strategic guidance. The evaluation also found that there is room for further exploring and defining the potential role of UNIFEM Headquarters in providing strategic guidance to CEDAW SEAP and/or similar complex programmes.

UNIFEM has made visible efforts towards the meaningful application of results-based management (RBM) principles and tools throughout CEDAW SEAP implementation. The programme experience raises general questions, however, regarding the application of RBM as a truly iterative management tool. While some key programme challenges have derived from the CEDAW SEAP results and performance measurement frameworks, and while these shortcomings were detected and discussed among UNIFEM and CIDA, no significant changes were made to the programme frameworks.

UNIFEM has compiled concise, informative and reader-friendly programme progress reports that make visible efforts to focus on results rather than activities. To date, however, the successes of CEDAW SEAP in systematically tracking longer-term effects on different partners, especially of its capacity development support, have been limited. Despite several positive steps taken in this regard, the vast potential for learning inherent in CEDAW SEAP has up to now only been partly tapped into.

Conclusions

The evaluation arrives at a very positive overall assessment of the performance of CEDAW SEAP to date. UNIFEM has been able to effectively and efficiently manage a complex programme in often challenging environments, without major variances from the intended results or budget. There is considerable evidence of achievements and progress at both output and outcome levels. The overall approach of UNIFEM to programme implementation has been positively acknowledged by consulted stakeholders with regards to its responsive and partner-oriented nature, and key programming choices have been appropriate and effective (e.g., the use by UNIFEM of the CEDAW reporting process as a strategic tool for capacity development and awareness raising on women's human rights).

Most of the inhibiting factors that the evaluation has pointed out relate to the degree to which UNIFEM currently makes explicit and captures 'what it does, why, and with what effects' – noting that in a variety of cases CEDAW SEAP appears to have achieved more, and has created more potential for learning, than it has captured to date. Several of the observed issues are not specific to CEDAW SEAP, but appear to be systemic challenges within UNIFEM and will need to be addressed as such.

Recommendations

Based on these findings, the evaluation team makes the following recommendations to UNIFEM:

Recommendation 1: UNIFEM should continue its targeted support for CEDAW implementation in Southeast Asia. A second phase of CEDAW SEAP should focus on selected, realistic, clearly defined priorities chosen in light of the corporate mandate of UNIFEM and its regional priorities and strengths.

Based on the experiences from CEDAW SEAP to date, we recommend that a second programme phase continue to operate at the regional level in order to effectively build on partnerships, experiences and achievements created to date, and that it addresses a limited number of clearly defined sectoral and/or thematic programme foci. Suggestions for potential foci include: working more broadly and systematically with different *justice system actors* involved in the practical application and interpretation of CEDAW in cases of human rights violations; working intensively with one or more selected *line ministries* in each country to assist with developing and implementing a comprehensive (model) approach to applying CEDAW in a particular sector both at national and provincial levels; supporting and capturing innovative/creative approaches to applying CEDAW at the *grassroots level*; focusing on the development and implementation of processes and tools for effective ongoing CEDAW *monitoring* in state and/or shadow reports; and supporting partners' efforts to raise awareness among organizations and individual women of the CEDAW Optional Protocol.

Recommendation 2: UNIFEM should ensure that the design for CEDAW SEAP Phase II systematically supports ongoing learning on CEDAW implementation and other strategically relevant issues.

The evaluation has shown that the inherent potentials of CEDAW SEAP for (corporate) learning have only been used to a limited extent. For Phase II of the programme, UNIFEM should ensure that sufficient time and resources as well as appropriate strategies are built in to allow for the systematic gathering and analysis of strategically relevant data, and for the tracking of selected programme effects over longer periods of time.

Recommendation 3: UNIFEM should ensure that key assumptions and concepts relevant for its corporate programming are made more explicit.

The CEDAW SEAP experience has demonstrated the need to make at least key aspects of the respective *theory of change* underlying a particular programme design more explicit. This applies in particular to core concepts, such as ‘capacity’ and ‘capacity development’, that underlie most of the global work of UNIFEM.

Recommendation 4: UNIFEM should explore how it can further enhance its use of RBM as a flexible and meaningful management tool.

The evaluation highlighted a number of areas where the work of CEDAW SEAP has been adversely affected by its use of RBM tools and related processes that tended to hinder or put additional burdens on the programme team rather than serving its management needs. The evaluation team encourages UNIFEM to ‘dare’ make changes to existing RBM tools if contextual changes or learning gained during programme implementation indicate that initial thinking or assumptions are no longer valid.

Recommendation 5: UNIFEM should approach CIDA and other potential donors to jointly explore whether and under what parameters the respective agency would be interested, willing and able to support a second phase of CEDAW SEAP, or parts thereof.

The evaluation recommends that UNIFEM approach CIDA to explore the Agency’s interest in and ability to support a second phase of CEDAW SEAP – either as the sole or as one among several donors – thus allowing both agencies to build on and further benefit from the considerable achievements of their collaboration to date. At the same time, we recommend that UNIFEM explore the interest of other potential donors regarding future collaboration on CEDAW implementation, in particular donors who are already engaged in and have demonstrated interest in (women’s) human rights issues in the region.

Lessons Learned

The evaluation outlines a number of lessons learned related to the design and management of complex programmes, as well as to substantial areas around the question of CEDAW implementation and how to facilitate associated change processes. These include:

- The CEDAW reporting process provides an ideal *framework for capacity development* due to its ‘event character’ and the related tangible products of producing and presenting state and/or shadow reports.
- *Strengthening local capacities* to produce and present CEDAW reports without employing the services of an external, international consultant is a key tool for enhancing local ownership not only of the respective report but also, more broadly, of overall CEDAW implementation at the national level. It has also shown the potential to strengthen the status of the respective national women’s machinery as the key agency to coordinate the required collaboration among different government entities.
- Having to present their report on an *international stage* puts pressure on governments to demonstrate successes, but also provides *opportunities for showcasing progress*. The latter is especially relevant for countries that tend to be criticized for their poor human rights record in other areas. Positive experiences under the CEDAW reporting process can provide incentives for further strengthening a country’s commitment toward ensuring gender equality.
- ‘*Translating*’ CEDAW into local languages is essential for ensuring stakeholders’ full understanding of the Convention’s relevance in their particular environment. In many cases, verbatim translation of the full Convention text may not be appropriate or relevant for the respective target group. One key part of the role of *facilitating* the building of awareness and knowledge of CEDAW is to select and rephrase relevant parts of the Convention using language or other means (e.g., visual aids, drama) that are best suited for the respective stakeholders.

- The status of UNIFEM as a neutral UN agency allows it to act as a *facilitator and catalyst* in initiating or enhancing dialogue/collaboration among key stakeholders at national and regional levels who would otherwise not, or not as easily, come together. Most of its government and civil society partners are usually not in a position to ‘step back’ and systematically analyse and capture experiences and lessons learned from CEDAW implementation – although their respective work could often benefit from such analysis. UNIFEM on the other hand, through its global work on women’s human rights and in particular through specialized programmes such as CEDAW SEAP, can take on this role.

Acknowledgements

UNIVERSALIA Management Group would like to thank all programme staff and partners who agreed to be consulted for the evaluation for their time, patience and openness. Special thanks to the CEDAW SEAP regional team in Bangkok, and to the country teams in the Philippines, Thailand, Timor-Leste and Viet Nam, for all their help with organizing the many details of our visit to the region, their patience and flexibility when we made last minute requests for additional meetings, and their support with translating, distributing and collecting the written survey. Also, many thanks to the country teams from Cambodia, Indonesia and Lao PDR for their support in identifying local stakeholders and setting up phone interviews

1 Introduction

1.1 Evaluation Background, Objectives

Since January 2004, the United Nations Development Fund for Women (UNIFEM) has been implementing the Programme 'Facilitating CEDAW Implementation towards the Realization of Women's Human Rights in Southeast Asia', known in short as the CEDAW Southeast Asia Programme (CEDAW SEAP).³ CEDAW SEAP is supported by the Canadian International Development Agency (CIDA) with a four-year grant of approximately C\$10,615,000 million (US\$8,431,269). The seven participating countries are Cambodia, Indonesia, the Lao People's Democratic Republic (Lao PDR), the Philippines, Thailand, Timor-Leste and Viet Nam.

The preparatory phase of CEDAW SEAP ended in March 2005 with the approval of the Programme Implementation Plan (PIP). The programme is due to be completed in March 2009. In May 2008, following an open tendering process, the UNIFEM Evaluation Unit contracted Universal Management Group to conduct an external, independent evaluation of the programme. The review was expected to combine both summative and formative aspects and to serve the following main purposes:⁴

- To assess and validate the results of the programme in terms of achievements/gaps in delivering outputs, contributing to outcomes and reaching target beneficiaries, as well as the factors that affected the results, and the potential for sustainability.
- To analyse the effectiveness of the overall strategy and approaches of the programme, in particular the three-pronged strategy, the multi-sectoral approach, regional-national linkages, capacity building, partnerships and knowledge generation and dissemination.
- To analyse lessons learned on both substantive and programme management issues, specifically broader learning for the overall approach of UNIFEM to supporting CEDAW implementation.
- To provide inputs for a second phase of the programme.

To address these purposes, key dimensions that UNIFEM wanted the evaluation to look at were (i) **effectiveness** (i.e., the achievement of outputs and progress towards outcomes), (ii) **relevance** (i.e., alignment and response to context) and (iii) **sustainability** (e.g., partnership collaboration and local capacities).

The client of the evaluation is the UNIFEM Evaluation Unit. Secondary addressees are the UNIFEM East and Southeast Asia Regional Office (ESEARO, Bangkok), CEDAW SEAP programme staff, the CEDAW SEAP country programme partners and CIDA.

1.2 Evaluation Methodology

1.2.1 Evaluation Framework

With input from UNIFEM, Universal Management Group developed a detailed methodology for the evaluation as outlined in the evaluation work plan approved by UNIFEM in May 2008. An evaluation framework summarizing the major questions and sub-questions that correspond to the three key evaluation dimensions is included in Appendix II.

1.2.2 Evaluation Scope

Timeframe: The evaluation covers the timeframe 2004–2007, which includes the preparatory period, the initial implementation stage and the final phase. At the same time, it is forward looking in terms of providing recommendations and suggestions for the design of the programme for future stages and replicable models. It is thus a summative evaluation, with a significant formative component.

³ CEDAW is the Convention on the Elimination of All Forms of Discrimination against Women.

⁴ The evaluation's terms of reference are included in Appendix I.

Due to the depreciation of the US dollar after the signing of the original grant agreement, the project had an additional US\$1,839,522 available. In early 2008, CIDA agreed to a no-cost extension to allow CEDAW SEAP to use these resources for additional programming.

Geographic scope: The evaluation focuses on the work of CEDAW SEAP at the regional level from the Bangkok office as well as at the country level in the seven participating countries. For the evaluation missions, a representative sample of four countries was identified following preliminary desk review and consultations between the UNIFEM reference group and the evaluation team. The selected countries were the Philippines, Thailand, Timor-Leste and Viet Nam. UNIFEM and the evaluation team had aimed to select a country sample that would represent (i) different levels of partner capacities at project onset; (ii) different overall levels of (perceived) progress towards results to date; (iii) post-conflict and non post-conflict settings; (iv) different political systems; and (v) an example of the ‘Delivering as One’ UN pilot initiative.⁵

1.2.3 Evaluation Process

The evaluation was managed by the UNIFEM Evaluation Unit. Data gathering and analysis were carried out by the independent evaluation team from Universalia, in close consultation with the UNIFEM Evaluation Reference Group.⁶ This Group gave advice on evaluation foci (content) and methodology, and provided the evaluation team with written and verbal comments on all deliverables. One member of the UNIFEM Evaluation Unit participated in and contributed to one of the four country visits (Timor-Leste) and the field mission debrief in Bangkok.

The evaluation team’s overall approach to the assignment was consultative, participatory and utilization-focused, and was designed in alignment with the ethical code of conduct of the United Nations Evaluation Group (UNEG).⁷ It aimed to reflect and integrate the commitment of UNIFEM and CEDAW SEAP to human rights and gender equality by ensuring that the rights of individuals and groups participating in the evaluation were neither violated nor knowingly endangered. Key programme stakeholders (from the seven programme countries, regional partner organizations and CIDA) were involved throughout the evaluation process, starting with the development of the evaluation terms of reference.

1.2.4 Data Sources

There were three major sources of data for this review: people, documents and site visits.

People: A total of 216 individuals were consulted for the evaluation. Appendix III lists all stakeholders from whom data were obtained.

Documents: The evaluation team reviewed and analysed numerous CEDAW SEAP reports and documents as well as relevant literature related to the programme, CEDAW and UNIFEM in general. A list of written documents and relevant websites reviewed during the course of the evaluation is presented as Appendix IV.

Site visits: As shown in Exhibit 1.1 below, the team conducted a visit to UNIFEM Headquarters in New York, as well as site visits to the Philippines, Thailand, Timor-Leste and Viet Nam.

1.2.5 Methods of Data Collection

Key methods of data collection were document review, semi-structured face-to-face and telephone interviews, face-to-face group interviews/focus groups, observations and email correspondence. In addition, a written survey was used to contact former participants of UNIFEM-supported trainings in the four countries that were visited (see box).

The purpose of the survey was to gather relevant information on the mid-term effects, as perceived by the participants themselves, of training activities on CEDAW that had been led or supported by CEDAW SEAP. The respective trainings had taken place at least nine months previously. The information gathered not only allowed the evaluation team to get deeper insights into the types of changes in knowledge, skills, attitudes and behaviour as seen by the participants themselves, but also to link the survey results back to other interviews with CEDAW SEAP partners in the respective countries. In Viet Nam, because programme partners had expressed discomfort with making written statements, the survey template was used to conduct phone interviews with selected former training participants.

⁵ See also Section 1.2.4 below.

⁶ The reference group included the Deputy Director (Programmes), two staff members of the Evaluation Unit, the UNIFEM Human Rights Advisor, the Chief of the UNIFEM Asia, Pacific and Arab States Section, and the ESEARO Regional Programme Manager.

⁷ For UNEG evaluation standards, see http://www.uneval.org/papersandpubs/documentdetail.jsp?doc_id=22

EXHIBIT 1.1 SITE VISITS

COUNTRY	SELECTION CRITERIA	PURPOSE	DATES
New York, USA	N/A	Evaluation start-up, work planning, initial data collection.	28–29 April 2008
Thailand	Medium capacity, high-level success, democratic political system. Location of SEAP regional management team and UNIFEM ESEARO office. Tier 3 country as per programme PIP.	Data collection related to the programme's context, relevance and effectiveness, and sustainability of results and future directions.	26–30 May 2008
Philippines	High capacity, high-level success, democratic political system. Tier 3 country as per programme PIP.		2–6 June 2008
Viet Nam	Medium capacity, medium-level success, socialist political system. 'Delivering as One' UN Pilot country. Tier 2 country as per programme PIP.		6–9 June 2008
Timor-Leste	Low capacity, mid to low-level success, post-conflict democracy. Tier 1 country as per programme PIP.		9–13 June 2008
Debriefing with regional team in Bangkok		Mission debrief.	13 June 2008

Brief summary reports highlighting key observations of each of the four country visits are included in Appendix V.

To ensure greater validity, survey addressees were selected from at least two different trainings in each country. Efforts were also made to include at least one government and one non-government organization (NGO) example per country, and to address equal or at least similar numbers of women and men. The survey questions and results are included in Appendices VI–VIII.

1.2.6 Data Analysis

For this study, the team used descriptive, content and comparative analyses of the data. Validity was ensured through data triangulation (using a convergence of multiple data sources) and compliance with standard evaluation practices. Based on the data analysis, the evaluation team developed findings and recommendations.

Evaluation Team

The evaluation team consisted of the following members:

- Anette Wenderoth – Team Leader
- Magda Seydegart – CEDAW/(Women's) Human Rights Advisor
- Evelyn Suleeman – Asia-based Consultant
- Nguyen Thanh Hai – Asia-based Consultant
- Kate Logan – Research Assistant

1.2.7 Limitations and Mitigation Strategies

Within the given timeline and budget, the evaluation team was only able to visit four of the seven programme countries (the Philippines, Thailand, Timor-Leste and Viet Nam). To complement data collection, the team conducted a limited number of telephone interviews (2–4 per country) with selected stakeholders in the three countries not included in the field visits (Cambodia, Indonesia and Lao PDR). Additionally, the team carried out telephone interviews with selected CEDAW Committee members and regional programme partners.

SURVEY

In total, 77 former training participants were contacted, of which 62 (49 female and 13 male) filled out the survey or provided respective information on the phone.

In the Philippines, 13 of the 20 contacted former participants filled out the survey. In Thailand, all 20 contacted individuals responded to the survey. In Timor-Leste, 18 of the contacted 20 persons replied. In Viet Nam, 11 out of 17 individuals responded.

Respondents included 21 government representatives, 34 members of non-governmental organizations (NGOs) and 7 individuals from research or public training institutions.

A limitation for the process of data analysis was the fact that the programme performance indicators as outlined in the Performance Measurement Framework (PMF) were not always sufficient or appropriate for measuring the respective intended change described in the results statement. Therefore, while we have used the given indicators as the core basis for assessing progress, we also included other information that was deemed to be relevant for illustrating progress towards the respective intended change. Similarly, as outlined in more detail in Sections 4 and 6 of this report, there were challenges derived from uncertainties regarding the logical relations among the three programme outcomes.

Another challenge has been that some core concepts relevant for understanding the programme's overall intention, and its inherent potentials for being relevant and effective, have largely remained implicit, i.e., there was no explicit definition or description that would identify a shared understanding (within UNIFEM, or between UNIFEM and CIDA) of concepts such as 'regional programming', 'capacity development' or 'sustainability of results'. As the evaluation was expected to comment on the degree to which, for example, CEDAW SEAP had been successful in terms of strengthening programme partners' *capacities* to promote CEDAW, this conceptual 'vagueness' posed a challenge. Given the absence of agreed upon definitions, our analysis has been based on (i) our understanding of the *intended* meaning of the respective concept as implied through CEDAW SEAP documents and as explained by programme staff and CIDA, and (ii) our understanding of the respective concept based on our knowledge of relevant literature and of the concept's use in other development programmes.⁸

1.3 Organization of the Report

The report is organized into seven sections:

- Following this introduction, Section 2 summarizes the **background**, programme logic and results framework of CEDAW SEAP, as well as the programme's external and internal **contexts**.
- Section 3 discusses the programme's **relevance**.
- Section 4 analyses the programme's overall **effectiveness**, as well as specific progress towards outcomes, and briefly points out some unintended results.
- Section 5 focuses on the **sustainability** of results and related programme strategies.
- Section 6 explores **factors** that have **supported or inhibited programme performance**.⁹
- Section 7 outlines key **conclusions**, makes a number of **recommendations** to UNIFEM focusing on considerations for a potential second phase of the programme, and closes with a summary of key **lessons learned** related to programme management and substantive issues.

⁸ Including in other CIDA-supported and other UNIFEM-led national and regional level projects and programmes.

⁹ Programme *performance* refers to the entirety of the relevance, effectiveness and sustainability of results of CEDAW SEAP.

2 Programme Background and Context

2.1 Programme Background

2.1.1 The Convention on the Elimination of All Forms of Discrimination against Women (CEDAW)

Ratified by (at the time of writing) 185 States around the world, the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) is the internationally recognized ‘**Bill of Rights**’ for women. It requires the elimination of discrimination in all aspects of women’s lives – from education to employment, from family life to political office, from health care to rural development, from cultural stereotypes to public spending. The Convention recognizes that the disadvantages, disparities and power imbalances that have marred relations between women and men in all regions of the world are not simply a reflection of a natural state of affairs or a regrettable misfortune; they are the effects of ongoing discrimination rooted in both the public and private realms, in attitudes, in cultural norms and in laws and government policies. It emphasizes the need for targeted interventions for the betterment of women’s situation.¹⁰

“CEDAW is informed by a particular understanding of what counts as equality, often called ‘**substantive equality**’ or ‘equality of results’. CEDAW takes a very concrete and three-dimensional view of equality. Rather than considering equality in formal and legalistic terms, and saying that laws and policies ensure equality between women and men simply by being gender neutral, CEDAW requires that their actual impact and effect also be considered. Under CEDAW, the State has to do more than just make sure there are no existing laws that directly discriminate against women. It must also make sure that all of the necessary arrangements are put in place that will allow women to actually experience equality in their lives.”¹¹

The 30 CEDAW articles fall into three main groups: (i) articles explaining the nature and scope of State obligations; (ii) articles targeting specific forms of discrimination and describing measures a State must undertake to eliminate discrimination in these areas; and (iii) articles outlining procedural and administrative matters related to CEDAW implementation and monitoring. To realize the various conditions set out in the Convention for promoting women’s equality at the national level, its various elements must be translated into concrete local actions, activities, policies and structures for government accountability. While it is governments who have the legal obligation to take the steps necessary to implement the Convention, all sectors of society must be aware of its principles and involved in its realization, including women at grassroots level.

Like all core international human rights treaties, CEDAW is overseen by a treaty body, in this case the Committee on the Elimination of Discrimination against Women (**CEDAW Committee**). Made up of 23 independent gender equality experts, the Committee is responsible for reviewing each State party’s progress and recommending ways in which it can improve implementation of the Convention. States that are parties to CEDAW must submit **regular reports** to the Committee (see also textbox). These reports are expected to provide detailed information on legislative, judicial, administrative and other measures that have been put into place to implement CEDAW, and identify challenges that have been encountered. The Committee also welcomes country-specific information from NGOs and other civil society representatives (e.g., trade unions, religious organizations) in the form of **alternative** or ‘**shadow**’ reports. It also consults with UN organizations working at the national level and places great value on hearing from women themselves about the situation in their country.¹²

The obligatory State party reports require a considerable amount of detail and systematic mapping of progress made in achieving gender equality. States will often call on the Division for the Advancement of Women (DAW), the Office of the High Commissioner for Human Rights (OHCHR) and other UN agencies, including UNIFEM, for assistance when drafting them. At present, it is not uncommon for state reports to be partly or fully written by external, usually international, consultants.

¹⁰ Information in this section derived from various sources, including CEDAW SEAP project document and PIP, as well as DAW website on CEDAW (<http://www.un.org/womenwatch/daw/cedaw/index.html>), the OHCHR website (<http://www2.ohchr.org/english/bodies/cedaw/index.htm>), and the UNIFEM website, in particular the publication *CEDAW and the Human Rights-Based Approach to Programming. A UNIFEM Guide* (2007) available under http://www.unifem.org/attachments/products/CEDAW_HRBA_guide_pt1_eng.pdf

¹¹ Quoted from: *CEDAW and the Human Rights-Based Approach to Programming. A UNIFEM Guide* (2007), p. 7.

¹² Through its ‘Global to Local’ programme, implemented by the NGO International Women’s Rights Action Watch Asia Pacific (IWRAP AP), UNIFEM has over the past decade supported a vast number of NGO representatives to attend CEDAW Committee meetings in order to present women’s views on the situation in their country.

State party and shadow reports are reviewed during **CEDAW Committee sessions**, which are held several times a year in New York and Geneva. All information received on the status of CEDAW implementation in the respective country feeds into the Committee's **Concluding Observations**, which provide guidance on how a State party's performance could be improved.¹³ The respective State's next periodic report will be reviewed also under the lens of whether and to what extent the previous Observations have been implemented. The Concluding Observations 'translate' the rather generic language of the Convention into concrete recommendations, which are important tools for gender equality work as they provide authoritative guidance about CEDAW requirements in the national context and can be used to press for changes at the country level.

The **Optional Protocol** to CEDAW, adopted by the United Nations General Assembly in October 1999, creates an individual complaints mechanism and an inquiry procedure through which the CEDAW Committee can investigate grave or systemic violations. By ratifying the Optional Protocol, States recognize the competence of the CEDAW Committee to receive and consider complaints from individuals or groups within its jurisdiction once domestic remedies have been exhausted. To date, 90 State parties have ratified the Optional Protocol.

2.1.2 CEDAW SEAP Programme Description

CEDAW SEAP is a **regional programme** designed to facilitate the realization of women's human rights in Southeast Asia through more effective implementation of CEDAW. As indicated above, there are seven participating countries – Cambodia, Indonesia, Lao PDR, the Philippines, Thailand, Timor-Leste and Viet Nam – and all of these countries had ratified the Convention when the programme came into being in January 2004. They had all also, to various degrees, already made efforts towards actual CEDAW implementation. However, these efforts had been negatively affected in all the countries by similar challenges, including a fundamental lack of clarity as to what constitutes women's human rights, low capacity and operational skills for the implementation of these rights, and a lack of relevant policies and of institutional and programmatic actions.¹⁴

CEDAW SEAP aims to address some of the key challenges hindering effective CEDAW implementation at the national level. CIDA and UNIFEM jointly developed the programme concept based on their respective experiences in supporting women's human rights issues in the region, including their collaboration under the CIDA-funded Southeast Asia Gender Equity Project (SEAGEP). Following extensive consultations with multiple stakeholders in the seven countries and at regional level, three inter-linked **programme outcomes** were envisioned as the basis for the CEDAW SEAP overall approach:

- **Outcome 1:** Increased awareness of women's human rights and a deeper understanding of CEDAW by state organs and organized civil society groups, including women's NGOs.
- **Outcome 2:** Capacity of governments and organized civil society, including women's NGOs, to promote women's human rights under CEDAW are strengthened at the national and regional levels.
- **Outcome 3:** Stronger political will and commitment to CEDAW implementation generated/strengthened by popularizing CEDAW and helping to develop women's knowledge and capacity to claim their rights.¹⁵

To achieve these three outcomes, the programme set out to stimulate and support systematic action at the national and regional levels to overcome critical constraining factors that hindered CEDAW implementation. It aimed to target discriminatory laws, institutional structures and procedures as well as cultural factors through an integrated, multi-sectoral approach involving the main organs of government, civil society and the general citizenry. Cross cutting to the three programme outcomes, CEDAW SEAP also set out to work in three **substantive areas** of women's rights under CEDAW: (i) women's participation in politics and governance; (ii) domestic violence; and (iii) poverty.¹⁶

¹³ During the 40th session of the CEDAW Committee in early 2008, the Committee decided to change the title of its previous 'Concluding Comments' to 'Concluding Observations' in line with its efforts to harmonize the working methods of the human rights treaty bodies.

¹⁴ Programme Implementation Plan (PIP), p. 8.

¹⁵ PIP, p. 3.

¹⁶ PIP, p. 15.

The **programme management structure** includes UNIFEM Headquarters, the UNIFEM East and Southeast Asia Regional Office (ESEARO) and programme offices in each of the seven participating countries. As per the PIP, UNIFEM HQ has been responsible for exercising strategic oversight of the programme, including the overall substantive and technical parts of programme execution and quality assurance towards coordinating and ensuring the overall outcomes. ESEARO is the lead implementing unit of UNIFEM responsible for achieving all outcomes and outputs. The regional Programme Management Team based in ESEARO manages the implementation of the PIP at the regional and country level in the participating countries through its seven country programme management units. It undertakes this role under the general guidance of the UNIFEM HQ and supervision of the Regional Programme Director.¹⁷

The programme design included the establishment of three **programme committees** involving different kinds of stakeholders in order to ensure a transparent and participatory approach to programme implementation: (i) a Programme Steering Committee including representatives from UNIFEM and CIDA; (ii) a Programme Advisory Committee envisaged to include, in addition to CIDA and UNIFEM, representatives from other UN agencies and from selected NGOs; and (iii) seven Country Consultative Committees (CCCs) including field-based CIDA representatives (where they exist), UNIFEM, other UN agencies, as well as key national stakeholders from state organs and civil society.¹⁸

To help direct the programme’s approach in each location, the participating countries were grouped into **three categories** (Tiers 1, 2 and 3) as shown in Exhibit 2.1 below. Key criteria used to classify the countries included the degree to which their governance systems were already established and stable, as well as the extent to which the respective country had made visible progress in gender mainstreaming, including in CEDAW reporting and implementation.¹⁹

EXHIBIT 2.1 CATEGORIES OF PARTICIPATING COUNTRIES AND PROGRAMMING IMPLICATIONS AS PER PIP²⁰

TIER	COUNTRY/REGION	DESCRIPTION AS PER PIP
Tier 1	Cambodia Lao PDR Timor-Leste	Countries that have been significantly affected by recent conflicts and are marked by high levels of poverty and emerging state structures. Activities need to prioritize foundational knowledge building and skill strengthening for CEDAW. Other activities will build on the results of this foundational work. Planning must be realistic and aim for smaller projects with adequate monitoring and support. Tier 1 countries will benefit from the technical expertise of international consultants.
Tier 2	Indonesia Viet Nam	Countries that have more developed systems of governance and a long experience in CEDAW reporting. Both Indonesia and Viet Nam have gender mainstreaming networks in government, but face unique challenges in moving their countries forward. Indonesia has one of the largest populations in the world, spread over a vast geographical area in a decentralized governance system. Viet Nam is currently undergoing significant changes with its move to facilitating a market economy and national priorities linked to eliminating poverty. Work in Tier 2 countries needs to be focused and targeted at strategic entry points. Activities will need to be regularly assessed and respond to changes in national priorities and conditions.
Tier 3	Philippines Thailand	Countries that have well-developed systems of governance and are relatively advanced in their work with gender mainstreaming. Both have diverse and active civil society movements, and regionally renowned educational and training institutions. They provide good opportunities for more sophisticated approaches to implementing CEDAW and for building ‘centres of excellence’ that can act as resource centres for the region.

A **Performance Measurement Framework** (PMF) linking the above-mentioned three programme outcomes with corresponding outputs and indicators was created to monitor and measure programme results. Based on the programme indicators, national-level indicators were developed for each of the seven participating countries to measure progress towards outputs and outcomes by country and to facilitate data collection for later ‘roll up’ at the programme level. Baseline data related to all results was collected as part of the inception missions and PIP formulation at country and regional levels.

¹⁷ PIP, p. 21f.

¹⁸ PIP, p. 21.

¹⁹ These criteria are not explicitly stated in the PIP, but are inferred from the description of each tier.

²⁰ PIP, p. 29.

2.2 Programme Context

2.2.1 External Context

This section summarizes key characteristics of (as well as changes and developments in) the external context of CEDAW SEAP that have affected the programme's past and current relevance and/or effectiveness. Some aspects of the context section span more than the past four years in order to illustrate the larger backdrop against which the programme has been set.

Global context: Women's Human Rights and Aid Delivery Modalities

During the past decade or so, especially since the UN Fourth World Conference on Women in Beijing in 1995, the international community has shown renewed commitment to and interest in issues of inclusion, gender equality and women's human rights. These changes in the normative and policy environment for gender equality have put increased pressure on development agencies to develop appropriate policies, allocate resources and generally be accountable for demonstrating progress in these areas. Despite this positive momentum, there is still considerable room for further improving the actual implementation of commitments.²² At present, global economic concerns (e.g., related to recent increases in the price of food and skyrocketing oil prices) as well as environmental issues (in particular related to global warming) continue to have the potential to distract attention and financial resources from all human rights and equality issues.

Global trends for aid modalities have been significantly influenced by events such as the Paris Declaration on Aid Effectiveness (2005).²³ The Paris Declaration's call for enhanced country ownership, increased national capacities to achieve national goals, donor harmonization, increased aid effectiveness and accountability has led to a stronger focus on managing by, and reporting on, results and a clearer emphasis on supporting development at the national level. However, there has also been growing criticism of gaps and shortfalls in the Paris Declaration, including in relation to its lack of focus on the work of NGOs and on human rights issues such as gender equality.²⁴ The Accra High Level Forum planned for September 2008 will focus on assessing actual progress towards the implementation of international commitments to increasing aid effectiveness, and is expected to provide new inputs and directions to global aid delivery.

A related relevant change in the international discourse on development aid and aid modalities has been the increasing references to rights-based approaches to development, which offers hope that women's issues will not be tagged onto the end of mainstream programming. Rights-based approaches recognize women as 'claim-holders' or active subjects and establish duties or obligations for those against whom a claim can be made.²⁵ This accountability model shifts the focus more onto social, political and power structures of inequality, exclusion and oppression and seeks participatory, accountable and transparent systems, with equity in decision-making and in sharing the fruits of the outcomes. Perhaps paramount is the emphasis of this aid modality in giving priority to the poorest and most excluded.

Global Context: CEDAW and the CEDAW Committee

According to consulted long-standing CEDAW Committee members, overall country compliance with CEDAW reporting obligations – while initially slow and unreliable – has significantly increased during the past ten years, not only in terms of numbers of submitted state reports but also with regards to their quality. Similarly, the number and quality of NGO shadow reports has steadily increased since the 1990s. As a consequence, Committee members felt that the relevance of the CEDAW Concluding Observations has also steadily increased, to the extent that in some countries these were now being used as quasi national action plans for promoting women's human rights.

The Millennium Development Goals (MDGs) explicitly refer to gender equality as a key goal for development.²¹ In the same year they were agreed (2000), the United Nations Security Council Resolution 1325 highlighted women's contributions to conflict resolution and sustainable peace.

In June 2008, the United Nations Security Council unanimously adopted resolution 1820 (2008), which notes that "rape and other forms of sexual violence can constitute war crimes, crimes against humanity or a constitutive act with respect to genocide". The resolution explicitly mentions and reaffirms member States' commitment to CEDAW.

²¹ Especially Goal 3: Promote gender equality and empower women, and Goal 5: Improve maternal health.

²² See, for example, documents and statements related to the Beijing + 10 Review and Appraisal during the 49th session of the Commission on the Status of Women (CSW) in 2005. See also 'The Global Gender Gap Report 2006' produced by the World Economic Forum.

²³ As well as the MDGs (2000) and declarations derived from the United Nations Monterrey Summit (2002) and the United Nations World Summit (2005).

²⁴ See, for example, the 2008 Joint Evaluation of the United Nations Development Group (UNDG) Contribution to the Paris Declaration on Aid Effectiveness carried out by the International Fund for Agricultural Development (IFAD), the United Nations Joint Programme on HIV/AIDS (UNAIDS), the United Nations Economic Commission for Africa (UNECA), UNIFEM, the United Nations Population Fund (UNFPA) and the United Nations Development Programme (UNDP), which states that despite established UNDG member policies on gender equality, attention to achieving this is still lacking. http://www.unifem.org/attachments/products/EvaluationParisDeclarationImplementation_eng.pdf.

²⁵ Please also see section on the "United Nations context" below.

In the recent past, some significant changes have occurred related to the administrative structure supporting CEDAW, and – indirectly – the status of the Convention in comparison to other, similar international human rights treaties. Most consulted stakeholders²⁶ viewed these developments as conducive for further enhancing the global acknowledgement and effectiveness of CEDAW. They include:

- As of 1 January 2008, the responsibility for servicing the CEDAW Committee has been transferred from the Division for the Advancement of Women (DAW) to the Office of the High Commissioner for Human Rights (OHCHR) in Geneva. While some consulted stakeholders expressed concerns about potential (not specified) disadvantages of this change, most interviewed individuals stated that they regarded the new setup as very positive. In their view, it will allow for increased synergies with other international human rights instruments (e.g., by synchronizing reporting timelines), and increase the visibility and status of CEDAW as a human rights rather than a development body.
- The working time available to the CEDAW Committee has been increased, and is now equal with that of other human rights treaty bodies. Also, the Committee has started to work in two chambers rather than one, which allows it to meet with more member countries per session and to enter into more in-depth dialogue with each.

At the same time, consulted CEDAW Committee members and other stakeholders also pointed out various remaining challenges both for the Committee's work and for CEDAW implementation in general. These include:

- To date, many State party reports tend to be written by external, usually international, consultants (often funded by donor agencies). While this enhances the quality of the respective report, it perpetuates in many cases a lack of local ownership and leadership not only for the report but more importantly for the overall process of CEDAW implementation. In many countries, government bodies (other than the national women's machinery) show only little interest and participation in the CEDAW reporting process.
- CEDAW reports continue to reflect a considerable need for strengthening national partner's abilities to move from formal commitment to the Convention toward concrete interventions and action in different sectors. Globally, there is a continued need for good examples and models illustrating CEDAW implementation in concrete settings.
- According to consulted CEDAW Committee members, the Committee continues to have access to only scarce resources, which limits its ability to work with government and civil society delegations attending Committee meetings before or after the official presentation and discussion of CEDAW reports (see sidebar). The organization of preparatory and debriefing activities for State parties and NGO representatives are dependent on the availability of external support, e.g., from UNIFEM.
- Stakeholders noted as an ongoing limitation the absence of mechanisms²⁷ that would allow the Committee to reliably monitor the implementation of Concluding Observations between periodic reports. The Committee itself has neither the mandate nor the resources to provide any 'hands on' support for implementation activities at the national level, nor for carrying out any follow-up activities on the ground – this role has to be fulfilled by others, in particular the UN operational agencies, bilateral agencies and the OHCHR. As noted earlier, given that international resource allocations for gender equality and women's human rights continue to be limited, the need for such implementation support tends to be higher than its supply.

“The number of reports has increased – which is great – but the Committee still has only very limited resources. For example, we have neither time nor money to organize preparation sessions or briefings for the country delegations to help prepare them for their appearance in front of the Committee.”
CEDAW Committee member.

Implications for CEDAW SEAP

While increased international acknowledgement of and compliance with CEDAW, as well as somewhat improved status and working conditions for the CEDAW Committee, provide a generally conducive backdrop, there continues to be considerable need for strengthening member countries' capacities to take CEDAW implementation beyond mere compliance with reporting obligations, and for enhancing local ownership and leadership of CEDAW reporting and implementation processes, including for the implementation of the CEDAW Committee's Concluding Observations. Programmes such as CEDAW SEAP that are aiming to provide such 'hands on' support are therefore filling an important gap in the global work towards enhancing the realization of women's human rights standards.

²⁶ CEDAW Committee members, as well as UNIFEM staff and CIDA representatives.

²⁷ Such as a mandatory interim report or briefing to the CEDAW Committee.

Regional Context

With its population of over half a billion people, Southeast Asia is one of the most populous regions of the world. It is marked by its diversity in terms of faiths, cultures and economic and political systems, and by its dynamism.

During the past decade, regional economic trading agreements have brought greater importance to globalization and economic integration in the region. Southeast Asian countries have joined multilateral economic forums, such as the World Trade Organization, and collaborated in economic negotiations, recognizing the value of economic integration to increase development prospects in the poorer countries of the region. However, some countries' security concerns and internal conflicts continue to create uncertainty. Natural disasters such as the 2006 tsunami or, more recently, rising food and oil prices pose threats to the security and wellbeing of the population, especially the rural poor.²⁸

ASEAN: The *Association of Southeast Asian Nations* (ASEAN) is the key (and only) regional body bringing together high level government representatives from across Southeast Asia. All of the CEDAW SEAP participating countries are members of ASEAN except Timor-Leste, which is an ASEAN candidate State. The aims of ASEAN include the acceleration of economic growth, social progress, cultural development among its members and the promotion of regional peace. In the longer term, the Association is aiming for close economic integration of its member States and the establishment of a single market similar to the European Union. (See also sidebar.)

In November 2007, the ASEAN leaders signed a landmark charter aimed at speeding up and deepening economic integration. It turns ASEAN into a rules-based legal entity and also commits member states to promoting human rights and democratic ideals. The charter needs ratification by all ten members (...).²⁹

In the recent past, a number of developments have taken place within ASEAN that are relevant in the context of (women's) human rights and thus for CEDAW SEAP:

- In 2004, the *ASEAN Vientiane Action Plan* put the promotion of human rights explicitly on the organization's agenda, and suggested the establishment of an ASEAN commission on the promotion and protection of the rights of women and children.³¹ Progress on pushing this agenda forward stalled, however, and it was only in early 2008 that plans over the establishment of such a commission were taken up again and concretized, with draft terms of reference currently being developed.
- In 2007, the *ASEAN Charter* finally defined the Association's legal and institutional framework. It also reconfirmed ASEAN's commitment to protecting and promoting human rights. Article 14 specifically calls for the establishment of an ASEAN human rights body. Draft terms of reference for this body are currently being drafted. (See also sidebar.)
- In January 2008, Dr. Surin Pitsuwan, a former Minister of Foreign Affairs of Thailand, assumed his post as the new Secretary-General of ASEAN. Dr. Pitsuwan is widely regarded as a dedicated advocate for human rights issues, and there is hope among stakeholders that during his five-year term he will be able to move the Association's commitment to promoting and protecting human rights considerably further and beyond mere verbal promises.
- In January 2008, a joint statement of country leaders emerging from the ASEAN High-Level Meeting in Vientiane reaffirmed their respective commitment to CEDAW implementation.³²

While there had been some discussion about whether both a human rights body and a commission for the protection of women and children were required, there appears to be consensus (at least for now) to go ahead with drafting terms of reference for both.³⁰

Other regional organizations: During the past four years, i.e., since CEDAW SEAP came into being, the number of NGOs and civil society organizations (CSOs) focusing on women's human rights and gender equality issues who are operating at a regional level has remained small.³³

International Women's Right's Action Watch Asia Pacific (IWRAP AP) is still the only international NGO whose work is specifically focused on CEDAW.³⁴ Other regional NGOs active in Southeast Asia, such as Forum Asia,³⁵ while

²⁸ See, for example, CIDA Website: <http://www.acdi-cida.gc.ca/CIDAWEB/acdicida.nsf/En/JUD-54142650-PMT>

²⁹ http://news.bbc.co.uk/2/hi/asia-pacific/country_profiles/4114415.stm . Similar references were made by a large number of consulted international and national stakeholders.

³⁰ Source: Interviews with ASEAN Secretariat representative and CEDAW SEAP staff and partners.

³¹ See: <http://www.aseansec.org/VAP-10th%20ASEAN%20Summit.pdf>

³² The meeting and declaration had been organized with support from UNIFEM under CEDAW SEAP. See also Section 4.

³³ The CEDAW SEAP PIP identified a total of eight regional NGOs as potential partners for its work.

³⁴ IWRAP AP differs from the other regional NGOs mentioned in this report in that it is a globally active Southern NGO, and it has also been given official status in relation to NGO reporting by the CEDAW Committee and the OHCHR.

³⁵ A network of 33+ human rights NGOs.

increasingly integrating CEDAW into their work, are generally focused on broader human rights issues, or, like the Asian Indigenous Women's Network, on the rights of specific groups of women. During the past four years, a number of the existing NGOs working at the regional level that are involved in women's human rights issues (including IWRAP AP and the Asia Pacific Forum on Women, Law and Development, APWLD) have undergone several changes in leadership, which has at times negatively affected the continuity of their work.

In terms of research and training institutions in the region, a relevant recent development is the constitution of a Centre of Excellence for the implementation of the MDGs within the Asian Institute of Technology (AIT) in Thailand. The Centre's key intent is to develop a core of trainers from government and other institutions across the region to help raise awareness and commitment to the MDGs. At the start, the Centre will focus on four goals only, including MDG 3 on gender equality. During a round table discussion organized around the Centre's establishment, and following input from UNIFEM, participants agreed to include gender equality as a cross-cutting issue to be integrated into the curricula for all the MDGs.

Implications for CEDAW SEAP

At a regional level, ASEAN has been and remains the only political body with the potential of taking on a coordinating and/or monitoring role with regards to CEDAW implementation in its member States. However, it is a slow moving body.

While recent developments re-emphasize its *potential* as a regional entity with a role to play vis-à-vis ensuring government compliance with CEDAW obligations, they also emphasize that up to now the Association is not in a position to play this part. At the same time, they may open a number of future opportunities for international development organizations i.e., in terms of supporting ASEAN in fleshing out and putting into action its plans for the different human rights bodies being contemplated.

ECONOMIC DIVERSITY

While Indonesia, the Philippines, Thailand and Timor-Leste are considered as lower-middle-income countries with a gross national income (GNI) per capita of between US\$936–\$3,705, Cambodia, Lao PDR and Viet Nam continue to rank as 'low income' economies, with a GNI per capita below US\$936.³⁶ Viet Nam, however, has recently emerged as one of the fastest growing economies in the region and is expected to surpass its current status as a low income economy in the not too distant future.

The potential for partnerships between UNIFEM and other regional organizations (such as NGOs and research and training institutions) has not grown considerably since CEDAW SEAP's onset. The number of regional CSOs working on and interested in women's human rights has remained limited, though it includes a variety of different organizations. While only one of the existing internationally operating NGOs is specifically focused on CEDAW implementation, others have had considerable experience in various thematic areas relevant for CEDAW implementation. Some new opportunities for partnerships – e.g., the Asian Institute of Technology's interest in the MDGs – have emerged only recently.

National Contexts

While the seven countries participating in CEDAW SEAP share (to varying degrees) selected geographical, historical and/or cultural features, they are also characterized by a considerable degree of diversity – both between as well as within countries, especially within large ones such as Indonesia. Diversity extends to differences in the current political and economic systems (e.g., socialist systems in Cambodia, Lao PDR and Viet Nam and democracies in the other countries), national histories of relatively recent conflict (Timor-Leste, but also Cambodia and Viet Nam) and different languages, religions and cultures. Similarly, the economic standing and development of the seven countries varies considerably (see sidebar). Also relevant in the particular programme context is that – from programme onset until to date – the countries have varied considerably in their capacities for CEDAW implementation within government and CSOs.³⁷

All seven countries have (prior to CEDAW SEAP) ratified CEDAW and in the case of the Philippines, Thailand and Timor-Leste, the CEDAW Optional Protocol as well.³⁸ At the time of designing CEDAW SEAP, Indonesia had submitted its 3rd periodic report (1998), the Philippines its 4th report (1997), Thailand its 3rd report (1999) and Viet Nam its 4th report (2001). Cambodia, Lao PDR and Timor-Leste were yet to submit first reports to the Committee – this occurred in 2006³⁹ (Cambodia) and 2005⁴⁰ (Lao PDR) respectively while Timor-Leste's initial state report was approved in January 2008 by the Timorese Council of Ministers.

³⁶ World Bank: Country Overviews, <http://web.worldbank.org/WBSITE/EXTERNAL/DATASTATISTICS/0,,contentMDK:20420458--menuPK:64133156--pagePK:64133150--piPK:64133175--theSitePK:239419,00.html>.

³⁷ Please also see country visit reports in Appendix V for further information on the respective national 'landscape' CEDAW SEAP has been working in.

³⁸ Cambodia has signed the Optional Protocol, but has not yet ratified it.

³⁹ 34th session of the CEDAW Committee.

⁴⁰ 32nd session of the CEDAW Committee.

Gender equality and human rights are, to different degrees, embedded in the constitutions of all the countries. However, clarity about the legal status of CEDAW varies considerably: while the constitutions of some countries (e.g. Timor-Leste) clearly state the superiority of international over domestic law, others (e.g., Thailand) lack clear provisions regulating the translation from international into domestic law. In other states (e.g., the Philippines), CEDAW and other international treaties are accorded equal standing with municipal laws. In all countries, however, government capacities to understand and apply international norms and standards have been limited, and in most countries the idea of international law superseding domestic law remains difficult to put into practice by judges, prosecutors and defence lawyers, or by those drafting new legislation.

From 2004 to 2007, each of the seven participating countries experienced various forms and degrees of socio-economic and/or political changes that affected CEDAW SEAP both directly and indirectly. These include:

- Political unrest in the Philippines and Thailand distracted public attention and resources from CEDAW implementation and caused the postponement of activities designed to strengthen the political will of top officials. In Timor-Leste, the deteriorating security situation in 2006 forced the evacuation of UNIFEM staff, delayed various planned activities, and prevented international technical experts from travelling to the country to support capacity-building activities.
- The process of *decentralization*, e.g., in Indonesia and Thailand, posed new and partly unexpected challenges to CEDAW implementation, and thus to the programme's work. Of particular concern has been the growing realization of the degree to which decentralization allows local authorities to pass local laws that have little consideration for women's rights or that reinforce traditional and/or illegal practices that have a negative impact on women.
- Among other developments that indirectly affected the programme and threatened women's human rights and security was the rise of religious fundamentalism (e.g., in Indonesia).

Implications for CEDAW SEAP

CEDAW SEAP has operated in highly diverse, dynamic and often severely difficult national contexts. This has at times posed ongoing challenges to ensuring the continuity of programming, and has put high demands on the programme's flexibility in order to keep up with changing requirements and conditions. Contextual challenges have, of course, not only affected CEDAW SEAP staff but also, or even more so, its national partners and their ability to focus on continuing the collaboration and/or fulfilling agreed upon expectations.

United Nations Context

Since 1997, the ongoing UN reform process has worked to move the UN system toward greater harmonization and coordination in order to strengthen its effectiveness and support at the country level. Currently, the United Nations is working on a model of enhanced collaboration in eight pilot countries – including in Viet Nam. Also, efforts for coordination and joint programming are being made in a large number of United Nations Country Teams (UNCTs). This includes the agreement to consistently apply a human rights-based approach to common UN programming processes at global and regional levels. (See also sidebar.)

Besides these challenges, opportunities to bolster the programme also emerged as a response to various political and environmental upheavals. Following Thailand's coup d'état in September 2006, for example, women's rights advocates and scholars saw a chance to strengthen gender equality provisions in the country's new Constitution.

The United Nations Common Understanding on a Human Rights-Based Approach (HRBA) was adopted by the United Nations Development Group (UNDG) in 2003 to ensure that UN agencies, funds and programmes operate based on the same understanding of what a HRBA is and what it implies, especially at the country level in relation to the Common Country Assessment (CCA) and United Nations Development Assistance Framework (UNDAF) processes.

It points out three principles of HRBA:

1. All programmes of development cooperation, policies and technical assistance should further the realization of human rights as laid down in the Universal Declaration of Human Rights (UDHR) and other international human rights instruments.
2. Human rights standards contained in, and principles derived from, the UDHR and other international human rights instruments guide all development cooperation and programming in all sectors and in all phases of the programming process.
3. Development cooperation contributes to the development of the capacities of 'duty-bearers' to meet their obligations and/or of 'rights-holders' to claim their rights.⁴¹

⁴¹ The Human Rights Based Approach to Development Cooperation Towards a Common Understanding Among UN Agencies, UNGD (2003).

The 2008 report of the UN Secretary-General on the Rule of Law includes a mapping of UN agency activities related to supporting the implementation of human rights standards.⁴² It showed that, to date only UNIFEM has had a dedicated focus on CEDAW and the human rights of women. However, several other agencies such as the United Nations Children's Fund (UNICEF), the United Nations Development Programme (UNDP) and the United Nations Population Fund (UNFPA) have indicated their expanded interest in more actively supporting women's human rights under CEDAW.

The drive toward increased collaboration and joint programming that characterizes UN reform has shown potential for promoting stronger partnerships in many areas – including gender equality and women's empowerment. However, the ongoing transition toward a more integrated approach requires changes in working arrangements, agreements and competencies within UN organizations. The work on gender equality continues to be widely regarded as being under-resourced when compared to other issues.⁴³ Additionally, with gender mainstreaming endorsed as a key strategy for achieving gender equality, there is a tendency to refer to gender equality as the responsibility of all UN organizations, without designating clear leadership and authority as the system does in other areas. (See also sidebar.)

Discussions at the United Nations on restructuring and strengthening its gender equality machinery in response to the recommendation of the Secretary-General's High-level Panel on System-wide Coherence are still ongoing. The outcomes of these discussions and subsequent decisions are expected to have a significant influence on the future mandate and role of UNIFEM.

Implications for CEDAW SEAP

The context of ongoing UN reform emphasizes the obligation but also the opportunity for UNIFEM to seek meaningful and effective collaboration with other UN agencies not only in the 'One UN' pilot countries, but also in other locations, e.g., through the participation of UNIFEM (and CEDAW SEAP) in the respective UNCT. In the context of the continued 'gap' within the UN system regarding clearly assigned responsibilities for gender equality and the ongoing discussions on the future of its

gender architecture, a programme such as CEDAW SEAP can be of strategic relevance for UNIFEM. By further broadening its experience and expertise on supporting CEDAW implementation, UNIFEM can continue to enhance its capacities to assist and/or advise other UN agencies in effectively addressing women's human rights issues under the Convention. Also, the successful implementation of CEDAW SEAP can contribute to further demonstrating the expertise and capacity of UNIFEM as an implementing agency able to manage complex, multi-country initiatives in collaboration with other UN agencies.

CIDA Context

Gender equality and human rights have been central themes of Canadian foreign policy and among CIDA's priorities for over 20 years.⁴⁴ CIDA's gender policy and its policy on human rights, democratization and good governance emphasize that sustainable development – especially poverty reduction – will not be achieved unless inequalities between women and men are eradicated⁴⁵ (see also sidebar). The policy explicitly refers to Canada's commitments under CEDAW, as well as to consensus reached at the various UN conferences such as the Fourth World Conference on Women in Beijing.⁴⁶

Within the broader Canadian context, a recent event that may be significant in terms of the future relevance of international human rights instruments (including CEDAW) for the Canadian Government's and especially CIDA's work is the passing of Bill C-293, the so-called *Better-Aid Bill*, in the Canadian Parliament in May 2008. The bill lays down legislation stipulating that Canadian foreign aid should specifically focus on poverty reduction, take into account the priorities of the people living in poverty and be consistent with Canada's international human rights obligations.

The objectives of CIDA's current policy on gender equality are:

1. To advance women's equal participation with men as decision makers in shaping the sustainable development of their societies;
2. To support women and girls in the realization of their full human rights; and
3. To reduce gender inequalities in access to and control over the resources and benefits of development.

⁴² 'Substituting Right for Might: Report of the Secretary General on Strengthening and Coordinating United National Rule of Law Activities', 2008 (forthcoming). Cited in the draft *UNIFEM CEDAW and Human Rights Strategy 2008–2011*, p. 10.

⁴³ These challenges are not restricted to the United Nations, but have been pointed out for most development organizations. See, for example, the Norad report 'Lessons from evaluations of women and gender equality in development cooperation', Norwegian Institute for Urban and Regional Research, 2006.

⁴⁴ For example, in its 1995 foreign policy statement 'Canada in the World', the Government identified the full participation of women as equal partners in the sustainable development of their societies and human rights as two of six programming priorities, alongside basic human needs (primary health care, basic education, family planning, nutrition, water and sanitation, and shelter); infrastructure services, democracy and good governance; private sector development; and the environment. See: 'Canada in the World', http://www.dfait-maeci.gc.ca/foreign_policy/cnd-world/chap6-en.asp. See also http://geo.international.gc.ca/cip-pic/about/global_issue-en.aspx for more recent policy statements.

⁴⁵ For CIDA's 'Policy on Gender Equality' (March 1999) see: <http://www.acdi-cida.gc.ca/CIDAWEB/acdicida.nsf/En/EMA-218123616-NN9#1>. For CIDA's 'Policy on Human Rights, Democratization and Good Governance', see: <http://www.acdi-cida.gc.ca/CIDAWEB/acdicida.nsf/En/REN-218124821-P93#sec2>.

⁴⁶ Gender equality is also highlighted as one of the agency's intended priorities in the draft 2005 'Canada's International Policy Statement'. The document was never officially adopted by CIDA, however. See: <http://www.acdi-cida.gc.ca/ips#61f>.

At an **institutional level**, during the past four years CIDA has been affected by various changes, including in government (2006), in CIDA ministers (2005, 2006 and 2007) as well as in CIDA presidents (2005 and 2008). Each change has – to different extents – affected the Agency’s priorities, strategies and resource allocation, both at corporate level and within individual CIDA branches. Resource allocation within the agency has further been influenced by Canada’s continued engagement in Afghanistan and resulting requirements. For CEDAW SEAP, a change of the CIDA Project Team Leader responsible for supervising the programme (in 2006) has not posed any evident challenges for the continuity and coherence of the UNIFEM-CIDA partnership.

CIDA had been engaged in **Southeast Asia** for a considerable amount of time prior to CEDAW SEAP, including through the Southeast Asia Gender Equity Project (SEAGEP), a regional fund focused on supporting implementation of the Beijing Platform for Action (see also sidebar). Experiences gained under SEAGEP, which came to an end in 2001, were among the ‘triggers’ leading CIDA and UNIFEM to jointly develop the CEDAW SEAP concept.

CEDAW SEAP, like SEARCH and CSEARHAP, is funded under the umbrella of CIDA’s Southeast Asia Regional Program, which was put into place to address issues that span national borders or that may be too sensitive to approach on a bilateral level, such as emerging infectious diseases and the human rights of migrant populations. Initiatives funded under CIDA’s regional programme must involve a minimum of three countries within the region as active participants. The Agency’s regional priority sectors are economic integration, governance, security, the rule of law and the environment, with poverty reduction and gender equality as cross-cutting principles.⁴⁸ To date, CIDA has – to our knowledge – not developed explicit criteria or guidelines that would specify how a *regional programme* is expected to differ from bilateral or multi-country initiatives, either in terms of its complexity, required time and/or management, or in terms of the quality and/or scope of its envisaged results.

Implications for CEDAW SEAP

The parallel existence of other CIDA-funded regional programmes in Southeast Asia addressing (women’s) human rights poses the question whether and what kind of synergies and exchange among the different initiatives have been/would have been possible and relevant, or may be so in the future. The absence of a clearly defined understanding of and/or guidelines for the notion of a ‘regional programme’ supported by CIDA or of related concepts such as ‘regional results’ emphasized the need for UNIFEM and CIDA to clearly define mutual expectations and underlying assumptions related to CEDAW SEAP (see Section 6).

At a strategic level, with three CIDA-funded regional programmes (CEDAW SEAP, SEARCH and CSEARHAP) soon to end, the question of the scope and type(s) of CIDA’s future engagement in (women’s) human rights issues in the region arises. This engagement will be strongly influenced by agency-wide priorities and resources available at the time, which – based on the frequent recent changes – are difficult to predict. It is very likely, however, that gender equality and human rights will remain among the core principles actively promoted by CIDA. The recently passed Canadian Better Aid Bill may result in continued or even heightened relevance of international human rights treaties – including CEDAW – for CIDA-supported initiatives world wide.

2.2.2 Internal Context

UNIFEM Context

For more than two decades, UNIFEM has provided support for the implementation of women’s human rights standards, particularly CEDAW. The 2004–2007 Multi Year Funding Framework (MYFF) established this support as a cross-cutting priority of all of its global work, with CEDAW serving as one of its key reference points. The new UNIFEM Strategic Plan (2008–2011), approved by the Executive Board in September 2007, is based on lessons learned from implementing the MYFF.⁴⁹ It outlines a revised set of corporate results in relation to development and organizational effectiveness, all contributing to a single overarching goal guiding the work of UNIFEM, namely that: “*National*

OTHER REGIONAL CIDA PROGRAMMES IN SOUTHEAST ASIA

CIDA also funded the Southeast Asia Fund for Institutional and Legal Development (SEAFILD, 1996–2002) and, since 2004, its successor, the Southeast Asia Regional Cooperation in Human Development (SEARCH)⁴⁷ working with the same countries as CEDAW SEAP. Another relevant regional initiative in terms of human rights is the Canada Southeast Asia Regional HIV/AIDS Programme (CSEARHAP, 2004–2008), which addresses the issues and nature of HIV vulnerability among mobile populations in the region.

⁴⁷ The SEARCH project’s vision is the promotion and protection of fundamental human rights in seven countries of Southeast Asia, with special attention to three particularly vulnerable groups: children, ethnic minorities and migrant workers, with gender as the cross-cutting theme.

⁴⁸ See: <http://www.acdi-cida.gc.ca/CIDAWEB/acdicida.nsf/En/JUD-824125753-MW8#2>.

⁴⁹ At the time of finalizing the report (late August 2008), the UNIFEM regional, sub-regional and thematic strategies that will operationalize the Strategic Plan are being finalized for approval by the UNIFEM Executive Director.

commitments to advance gender equality and women's empowerment are implemented in stable and fragile states". In doing so, the Strategic Plan thus further emphasizes the organization's commitment to supporting the implementation of women's human rights standards and thus of CEDAW.

The work of UNIFEM in support of women's human rights to date has included: sub-regional women's human rights programming to support country level implementation of CEDAW in the Arab States, the Commonwealth of Independent States, the Pacific and South Asia; support to governments, women's NGOs and UNCTs to engage in the CEDAW reporting process across all regions; a wide range of human rights-based programmes in thematic areas such as women's migration for employment, HIV and AIDS, rural women's land rights, trafficking and violence against women; programmes to link the implementation of Security Council resolution 1325 on women and armed conflict to the implementation of human rights standards; and support for mainstreaming CEDAW and the Beijing PFA into efforts to achieve the MDGs.⁵⁰ At the global level, the support provided by UNIFEM to the 'Global to Local' programme implemented by IWRAW AP has significantly contributed to bringing NGO representatives to CEDAW Committee meetings in New York in order to share their perspectives with Committee members.⁵¹ (See also sidebar.)

In 2007, UNIFEM commissioned an external evaluation of the progress made in realizing the results set out in the MYFF.⁵²

Among other points, the evaluation report noted that while UNIFEM was successful in supporting the capacity development of its partners, it had not (yet) systemized its specific experiences into an explicit theory or generic concept of capacity building.⁵³

The internal context of UNIFEM during the past four years has also been characterized by a number of corporate initiatives geared to further increase the organization's development effectiveness by strengthening its ability to create a coherent, results-driven and strategic global programming approach.

- The 2004–2007 MYFF provided strategic direction by defining a set of shared corporate results and indicators for both development and organizational effectiveness. (See also sidebar.)
- UNIFEM has placed increased emphasis on the application of results-based management (RBM) in planning and reporting, including financial reporting, and has put efforts into building staff capacity for RBM.
- UNIFEM embarked on an internal decentralization/realignment process to reorganize its internal structure at the global level and gradually increase the decision-making powers of regional and sub-regional offices. This process is still underway.
- UNIFEM has made efforts to broaden the base of different partners that it works with at the national and regional levels. In addition to its traditional partners such as women's NGOs, CSOs, other UN agencies and bilateral donors, UNIFEM has increasingly aimed to build relationships with a broader range of government partners, as well as with the private sector and faith-based organizations.

Implications for CEDAW SEAP

Within its global work, supporting the realization of women's human rights and the implementation of related standards has been and remains a key priority for UNIFEM, with CEDAW being one of the Fund's core reference points. Its commitment to supporting women's human rights has been emphasized in its 2004–2007 MYFF as well as in the new corporate Strategic Plan. As the most comprehensive CEDAW-focused initiative in UNIFEM to date, CEDAW SEAP opens considerable opportunities for corporate learning and for further expanding knowledge, experience and expertise in UNIFEM with regards to supporting the implementation of women's human rights standards.

During the past four years, the internal UNIFEM context has been characterized by various changes emphasizing the relevance of a results-driven approach to programming that takes into account and is in line with the broader global context of aid delivery modalities and UN reform. Individual programmes such as CEDAW SEAP need to be aligned with related commitments.

⁵⁰ Draft UNIFEM 'CEDAW and Women's Human Rights Strategy 2008–2011'.

⁵¹ See: http://www.unifem.org/gender_issues/human_rights/at_a_glance.php.

⁵² A number of observations and recommendations from the 2007 MYFF evaluation are referred to in this report, as they indicate that a variety of issues and questions are not specific to CEDAW SEAP but apply to the overall operations of UNIFEM. See also Section 6.

⁵³ Similar observations had been made, for example, in the 2002 report 'Tracking UNIFEM Progress in Achieving Results for Management' compiled by Universalia.

CEDAW SEAP Context

Key developments and issues within the immediate programme context of CEDAW SEAP have included:

- Repeated staff turnover at national level (especially during the early phases of implementation);
- The current Regional Programme Manager is the third in this position. Also, the post has been vacant for extended periods of time, largely due to the lengthy UN recruitment processes required for the hiring of international staff;
- Contracts and collaboration agreements exceeding US\$30,000 have to be approved and processed in New York. This considerably lengthens the time required for completing agreements, and for getting funding to government and NGO partners in the field, frequently leading to delays in implementing partners' planned activities.⁵⁴

These issues and their effects on CEDAW SEAP's performance are explored in more detail in Section 6 of this report.

⁵⁴ To address this issue, UNIFEM is currently in the process of decentralizing approvals at a higher amount than \$30,000 with corresponding accountability changes.

3 Relevance

This section explores the extent to which the overall goal and intent of CEDAW SEAP have been and remain relevant in terms of addressing existing and changing needs, opportunities and priorities in its various contexts.⁵⁵

Finding 1: CEDAW SEAP has been and remains highly relevant within the global, regional and national contexts for CEDAW implementation.

Globally: The aim of CEDAW SEAP to facilitate CEDAW implementation in the participating countries is relevant in terms of the programme's overarching goal of enhancing the realization of women's human rights. CEDAW continues to be acknowledged as the international Bill of Rights for women, similar in status and importance to other global human rights treaties such as the Convention on the Rights of the Child. In order to create actual changes in women's lives however, CEDAW needs to be fully understood and concretely applied in the countries that have ratified the Convention.

CEDAW SEAP has been filling an important gap with regards to addressing the continued (worldwide) need for further enhancing the knowledge and skills of stakeholders related to the practical application of CEDAW, and for enhancing local ownership for implementation of the Convention, including for the compilation and preparation of CEDAW reports. It is also relevant in terms of its potential to create and share more examples of 'good practices' of CEDAW implementation and of strategies to facilitate this implementation at various levels and in different sectors.

Nationally: CEDAW SEAP is highly relevant in the context of all seven participating countries in terms of its objective to assist with addressing some of the core challenges to CEDAW implementation that have hindered full/more advanced implementation in the past. These challenges – which were identified through extensive consultations with a wide range of national-level stakeholders – included low awareness and knowledge of CEDAW in general, a lack of capacities among government and NGO stakeholders to plan for and take concrete action to implement CEDAW at various levels, as well as insufficient political will and commitment to push CEDAW implementation along. Furthermore, at programme onset there was a considerable lack of local expertise and of resources available in most participating countries for enhancing awareness, knowledge and pertinent skills related to CEDAW at the national level.

The various changes and developments at national level that have occurred during CEDAW SEAP implementation have not altered the overall relevance of the programme. While political, economic and other changes have in several cases affected the degree to which national partners have been available and have been able to focus on issues of women's human rights and CEDAW during a particular time, this changed neither the state obligation to implement CEDAW nor the fact that existing national capacities and resources did not yet suffice to implement the Convention to the desired extent.

Regionally: Given that CEDAW – like other international treaties – is implemented exclusively at the *national* level, the quality of *regional* 'needs' or 'gaps' at programme onset (which in turn determine the programme's relevance) differ from those observed at the national level.

RELEVANCE OF PROGRAMME ACTIVITIES FOR INDIVIDUAL PARTNERS

The vast majority of the 62 stakeholders who responded to the evaluation survey stated that the specific CEDAW SEAP-supported trainings on CEDAW and women's human rights had been either 'extremely relevant' (25) or 'relevant' (28) for their work. Only one person stated that the workshop had not been relevant.⁵⁶ Further, 53 respondents (86 per cent) stated that the trainings had had (almost exclusively positive) effects on their life outside work, including their family lives.

⁵⁵ The dimension of *relevance* is thus distinct from questions of programme *effectiveness* (see Section 4) and issues relating to the overall *appropriateness of programme design* (addressed in Section 6).

⁵⁶ Please see Appendices VII and VIII for detailed survey results.

In terms of CEDAW implementation, the regional level is primarily relevant in terms of its potential strategic function related to helping individual countries move forward and improve their respective approach and capacity for CEDAW implementation. This can be achieved through wider (regional) access to experts, resources and relevant experiences, but also through the region’s possible role in creating political and social pressure on governments and national NGOs. CEDAW SEAP’s relevance at the regional level derives from the fact that, at programme onset, there were no other mechanisms able or willing to fulfill the role of a regional facilitator bringing together diverse players over the common theme of CEDAW implementation, nor any regional body to coordinate the collection and sharing of relevant knowledge and experiences gained within the region. Changes and developments at the regional level during the past four years have not significantly altered the programme’s regional relevance.

Finding 2: CEDAW SEAP has been highly relevant in terms of the respective mandates of UNIFEM and CIDA and – to varying degrees – their strategic priorities.

UNIFEM

The corporate mandate of UNIFEM guides the Fund to (i) support *innovative* and *experimental* activities benefiting women in line with national and regional priorities; (ii) serve as a *catalyst* in order to ensure the involvement of women in mainstream development activities, as often as possible at the pre-investment stage; and (iii) play an *innovative and catalytic* role in relation to the United Nations system of development co-operation.⁵⁷ As outlined in Exhibit 3.1, CEDAW SEAP has been highly relevant in terms of all three components of this mandate.

EXHIBIT 3.1 RELEVANCE OF CEDAW SEAP IN TERMS OF THE CORPORATE MANDATE OF UNIFEM⁵⁸

NO.	UNIFEM MANDATE	CEDAW SEAP RELEVANCE
1.	Support innovative and experimental activities benefiting women...	<ul style="list-style-type: none"> • Taking a comprehensive and systematic approach to facilitating CEDAW implementation is relatively new (i.e., the approach of working through a large project that is solely dedicated to facilitating CEDAW implementation, and that works on different levels and with a broad range of stakeholders). • Supporting national partners to develop appropriate ways of implementing CEDAW has the potential to generate innovative and/or experimental activities. • CEDAW implementation is assumed to benefit women.
	...in line with national and regional priorities.	<ul style="list-style-type: none"> • With regards to gender equality and women’s human rights, CEDAW implementation is a national priority in the participating countries given the legal obligations deriving from ratifying the Convention.
2.	Serve as a catalyst in order to ensure the involvement of women in mainstream development activities, as often as possible at the pre-investment stage	<ul style="list-style-type: none"> • The multi-stakeholder approach taken by CEDAW SEAP combined with the position of UNIFEM as a neutral UN agency opens opportunities to act as a catalyst for change processes. • Facilitating CEDAW implementation is expected to lead to furthering the full realization of women’s rights, including their full participation in the planning and implementation of development activities (both those led locally and those led by international/ external bodies).
3.	Play an innovative and catalytic role in relation to the United Nations system of development co-operation.	<ul style="list-style-type: none"> • CEDAW SEAP is not limited to working with national partners, but also with other agencies in the UN system operating at national and regional levels, in order to enhance their awareness, knowledge and skills related to incorporating CEDAW in their programming.

⁵⁷ UN General Assembly Resolution 39/125 (1984).

⁵⁸ Again, the question is whether and to what extent the goal and intent of CEDAW SEAP, as indicated in its overall design, have been relevant in terms of the UNIFEM corporate mandate. This is different from the question whether and to what extent the project has been effective in realizing its potential – which is discussed in the following sections.

Further, as illustrated in Appendix X, the envisaged goal and outcomes of CEDAW SEAP are compatible with and contribute to the corporate goals and outcomes outlined in the UNIFEM 2004–2007 MYFF. Also, the programme directly contributes to the organization’s newly defined corporate goal defined in the 2008–2011 Strategic Plan that “National commitments to advance gender equality and women’s empowerment are implemented in stable and fragile states”.⁵⁹

At a strategic level CEDAW SEAP is relevant for UNIFEM in a variety of ways:

- Given the high priority the 2004–2007 MYFF and the new Strategic Plan place on national commitments to gender equality, the potential of CEDAW SEAP to generate experiences and lessons learned vis-à-vis facilitating the implementation of such commitments is highly important for overall programming at UNIFEM.
- At the time of programme approval, CEDAW SEAP was among the largest cost-sharing programmes UNIFEM had ever implemented. It was thus of high importance in terms of expanding not only the Fund’s management experience but also its related reputation among potential donors.
- Systematically expanding its practical experiences with facilitating CEDAW implementation carries the potential to broaden the increasingly acknowledged role of UNIFEM as *the* UN agency most experienced in and best positioned to take a lead role with regards to the implementation of CEDAW worldwide (similar to the role of UNICEF regarding the Convention on the Rights of the Child). In the context of the ongoing deliberations in the United Nations regarding the restructuring of its gender architecture, this may be significant in terms of determining the (potential) future role of UNIFEM within the system.
- The programme has also been relevant within the broader context of the UN’s commitment to a human rights-based approach to programming, and the related relevance of using existing international human rights treaties as a meaningful basis and reference point for actual interventions.

CIDA

CEDAW SEAP is highly relevant in terms of CIDA’s mandate (see also sidebar). As described in both CIDA’s gender equality policy⁶¹ and its policy on human rights, democratization and good governance,⁶² the Agency operates on the assumption that gender equality is a basic condition for achieving sustainable development and poverty reduction. Gender equality and human rights – the core foci of CEDAW SEAP – are also central themes of overall Canadian foreign policy.

It is considerably more difficult to assess to what extent CEDAW SEAP has been relevant in terms of CIDA’s *Southeast Asia Regional Program*. As noted above, CIDA-funded regional programmes are envisaged to address issues that (i) span national borders or that (ii) may be too sensitive to approach on a bilateral level.⁶³

On the one hand, it can be argued that the issue of women’s human rights ‘naturally’ spans national borders and tends to be highly sensitive in many, if not all, national contexts. On the other hand, women’s human rights at a general and thus fairly abstract level are a less evidently *regional* topic than, for example, migration or human trafficking, where both the issue itself as well as its possible solutions (must) involve a cross-border/inter-country aspect. Similarly, the three thematic sub-foci agreed upon under CEDAW SEAP (domestic violence, poverty and women’s political participation) are not issues that obviously *require* a regional approach.⁶⁴

The aim of Canada’s Official Development Assistance (ODA) is to support sustainable development in developing countries in order to reduce poverty and to contribute to a more secure, equitable and prosperous world.⁶⁰

⁵⁹ UNIFEM Strategic Plan, 2008–2011 (DP2007/45), p. 9.

⁶⁰ See: <http://www.acdi-cida.gc.ca/CIDAWEB/acdicida.nsf/En/NIC-5493749-HZK>.

⁶¹ See: <http://www.acdi-cida.gc.ca/CIDAWEB/acdicida.nsf/En/EMA-218123616-NN9>.

⁶² See: <http://www.acdi-cida.gc.ca/CIDAWEB/acdicida.nsf/En/REN-218124821-P93#sec2>.

⁶³ More evident is the relevance of CEDAW SEAP in terms of CIDA’s two cross-cutting regional priorities: gender equality and poverty reduction.

⁶⁴ This does **not** put into question whether or not a regional approach can be strategically used to address all of these issues more effectively. Please note that the question to what extent CEDAW SEAP has been relevant for CIDA’s Southeast Asia Regional Program is considerably different from the question whether a regional approach to facilitating CEDAW implementation was generally justified, i.e., whether it was appropriate and effective in view of the programme’s overall intent. Please see Section 6 on this question.

To our knowledge, CIDA has not developed explicit guidelines to define what topics are considered to span national borders or are too sensitive to address on a bilateral basis, or what criteria to use to make such an assessment. The fact that CIDA approved CEDAW SEAP in its current format (including the choice of substantive areas that it set out to address) implies that the programme was considered to be relevant and fitting in terms of its regional priorities, as well as under the conditions applying for regional funding. Programme Steering Committee minutes and monitoring reports, however, indicate growing concerns within CIDA regarding the extent to which the foci of CEDAW SEAP fulfilled the Agency's expectations regarding its specific regional nature.⁶⁵

⁶⁵ For example, during the 2008 Steering Committee meeting, CIDA suggested that CEDAW SEAP shift some of its attention to more 'regional' topics such as migration, trafficking or HIV/AIDS (see 2008 Steering Committee meeting minutes).

4 Effectiveness

This section addresses the effectiveness of CEDAW SEAP as it pertains to the programme's overall effectiveness (4.1), achievement of outputs (4.2), progress towards outcomes (4.3) as well as unexpected/ unintended results (4.4).

CEDAW SEAP's annual progress reports, as well as the annual reports of the external programme monitors, provide a wealth of specific examples of achievements under the three programme outcomes. To avoid duplication of what is already documented elsewhere, this section focuses on summarizing key types of achievements to which the programme has contributed.

4.1 Overall Effectiveness

Finding 3: CEDAW SEAP has made significant contributions towards enhancing the enabling environment for implementation of CEDAW in all seven countries.

CEDAW SEAP has largely or at least partly achieved all of its intended *Outputs*, and there is considerable evidence of progress towards *Outcomes*.⁶⁶

The programme has significantly contributed to making CEDAW better known among large and diverse groups of stakeholders in all seven participating countries and among selected regional organizations. It has contributed to strengthening various aspects of national partners' capacities that are relevant in terms of more effective and comprehensive CEDAW implementation at the national level.⁶⁷ Some programme achievements can justifiably be interpreted as indications of stronger political will and commitment to CEDAW implementation by government and NGO partners.

One challenge for the analysis of the effectiveness of CEDAW SEAP was that progress indicators as outlined in the PMF are not always appropriate and/or sufficient for capturing whether and what kind of progress has been made under the respective result. Therefore, while our analysis uses the results indicators as its basis, it also includes data that we deemed to be relevant for illustrating progress towards the respective intended change, even if the existing indicator(s) would not normally capture this data.

In Viet Nam, CEDAW SEAP's support was crucial for the completion of the first ever NGO shadow report. In Timor-Leste, CEDAW SEAP's financial and technical assistance has been instrumental for the country's first national report being submitted to the CEDAW Committee.⁶⁸

Many of the programme's key achievements have been linked to the **CEDAW reporting process**: CEDAW SEAP has helped to improve the quality of state and NGO reports by working with government and NGO partners on conducting research on specific dimensions of women's lives and using the resulting data to back up findings in CEDAW reports. Also, the programme has helped to enhance the quality of processes related to report preparation by facilitating broader consultations with relevant government and NGO stakeholders to provide input into respective state and shadow reports, as well as by supporting local government and NGO partners in writing CEDAW reports without, or with only minimal, help from international consultants. (See also sidebar.)

In various instances CEDAW SEAP's work in all seven countries and at the regional level has been **catalytic** in that it has enabled processes to take place that are otherwise unlikely to have happened (i.e., by initiating and facilitating exchange among government and NGO partners at national and regional levels), or has enhanced the speed and/or quality of processes (i.e., by assisting government and NGO partners in all seven countries to utilize evidence-based and participatory approaches to prepare their respective CEDAW reports).

⁶⁶ See Sections 4.2 and 4.3 below. See also Appendix XI for an overview of documented achievements/progress per output and outcome.

⁶⁷ 'Capacities' in this context refers to both individual capacities and to selected aspects of organizational capacities, including to relevant knowledge and skills of individual and groups of staff members, enhancing access to relevant information and training materials on CEDAW, and broadening and strengthening the quality of relevant partnerships with others working to enhance women's human rights.

⁶⁸ See also country visit reports in Appendix V.

To date, the programme has generated a wealth of information and numerous examples illustrating the (potential) ‘power’ of the CEDAW reporting process in terms of strengthening accountability structures for ensuring progress towards the realization of women’s human rights, and for generating and maintaining momentum for change among government and civil society players.

Finding 4: Consulted stakeholders widely agree and emphasize that the full implementation of CEDAW across sectors and levels of society is a long-term process that will require considerable time.

Neither the CEDAW SEAP PIP nor subsequent programme documents make underlying assumptions explicit regarding the longer-term change processes to which the programme is aiming to contribute.

When acknowledging the achievements of CEDAW SEAP to date, consulted UNIFEM staff and numerous programme partners also emphasized that in their view (i) all seven participating countries were (to different degrees) still a considerable distance from actually implementing CEDAW across sectors and levels of society, but also that (ii) the goal of achieving full CEDAW implementation was a highly complex one that would, realistically, require a minimum of 10–20 years to achieve, if not longer. This is partly due to the fact that full CEDAW implementation requires not only that duty bearers and rights holders have appropriate knowledge, skills and resources but also that considerable change takes place in cultural beliefs, social practices, values and assumptions. These underlying societal patterns tend to change only gradually and over long periods of time, and they are difficult if not impossible to target directly.

4.2 Achievement of Outputs

Finding 5: CEDAW SEAP has made progress against all of its intended outputs. As not all output indicators have been systematically tracked, however, it is difficult to assert to what extent some outputs have been achieved.

Our data provide evidence for CEDAW SEAP having made considerable progress against all of its envisaged outputs when measured against the respective output indicators.

Under all outputs, however, there is at least one indicator for which there is only limited or incomplete data available, thus making it difficult to determine whether or to what extent the respective output has been achieved. This is largely due to the fact that most of the output indicators include quantitative dimensions (see sidebar), in some cases combining qualitative and quantitative aspects (i.e., “number and quality of...”). While there is considerable qualitative information on achievements available for almost all indicators, UNIFEM has – to date – not systematically tracked quantitative data in relation to any of the indicators. Another challenge in determining the extent to which outputs have been achieved is that there are several indicators that, in our assessment, are not suitable for tracking the respective intended change depicted in the output statement (e.g., indicators 3.1A and 3.2C).

Exhibit 4.1 provides a brief overview of the available evidence of progress against each of the output level indicators. Please see Appendix XI for a more detailed review of progress towards each of the outputs and all related indicators that also provides examples of the types of achievements documented for each output.

The PMF includes 11 outputs with a total of 26 output indicators.⁶⁹ Of these indicators, 21 are either quantitative or contain a quantitative dimension. While to date no quantitative data has been captured systematically, there is at least qualitative evidence for progress against almost all indicators. In only one case (3.1A) could the evaluation team find no clear evidence of progress.⁷⁰

⁶⁹ Throughout the evaluation, we have used and are referring to the version of the PMF that CEDAW SEAP has used in its 2005, 2006 and 2007 progress reports to CIDA.

⁷⁰ Indicator 3.1A = “Qualitative and/or quantitative examples of increased awareness of CEDAW, its objectives and women’s human rights among selected groups of general citizenry”.

EXHIBIT 4.1 EVIDENCE OF OUTPUT LEVEL ACHIEVEMENT

OUTPUT	NUMBER AND TYPE OF INDICATORS	EVIDENCE OF PROGRESS
1.1 Increased recognition of state obligations under CEDAW and its importance for guaranteeing women's human rights by State parties, NGOs and other civil society organizations.	1.1 A – qualitative & quantitative 1.1B – qualitative	Qualitative evidence of achievements for both indicators.
1.2 Increased understanding by government and organized civil society groups on women's human rights situations and the extent to which discrimination persists.	1.2A – qual. & quant. 1.2B – quantitative 1.2C – qualitative	Qualitative evidence of achievements for all three indicators.
1.3 Legislation reviewed to identify actions to harmonize the legal system with CEDAW by the government and civil society organizations.	1.3A – quantitative	Qualitative evidence for progress measured against this indicator.
2.1 Expertise of a core group of legislators, executives and judges strengthened in using CEDAW to help guarantee women's human rights under CEDAW in selected substantive areas.	2.1A – qual. & quant. 2.1B – quantitative	Qualitative evidence for both indicators.
2.2 Expertise of an expanded set of civil society organizations, including national and regional women's NGOs, enhanced in using CEDAW and the Optional Protocol in selected substantive areas for their advocacy and monitoring work.	2.2A – quantitative 2.2B – quantitative 2.2C – qualitative	Evidence (qualitative) of substantial progress against all three indicators.
2.3 An accessible, operational knowledge base established in the region with expertise on CEDAW implementation and the Convention's norms in selected substantive areas.	2.3A – quantitative 2.3B – qual. & quant.	Qualitative evidence for 2.3A. No information on 2.3B.
2.4 Regional NGOs capacity in using CEDAW as a framework to provide technical support to government and non-government sectors strengthened.	2.4A – quantitative 2.4B – quantitative	Qualitative information that suggests progress against 2.4A, but difficult to determine as available data does not match information required by current indicator. Qualitative evidence of progress re 2.4B.
3.1 Increased awareness of CEDAW, its objectives and women's human rights among selected groups of general citizenry.	3.1A – qual. &/or quant. 3.1B – qual. & quant.	No evidence for 3.1A but questionable if indicator is appropriate. Some qualitative evidence of achievements for 3.1B.
3.2 Greater commitment to CEDAW implementation and timely reporting by States.	3.2A – quantitative 3.2B – quantitative 3.2C – qualitative 3.2D – quantitative	Qualitative evidence for 3.2A and 3.2B. Indicator 3.2C is inappropriately formulated, yet there is qualitative evidence for the type of change that we understood was intended to be measured. Uncertainty regarding intended meaning of 3.2D. In our interpretation of the indicator there is qualitative evidence for progress.
3.3 Strengthened commitment by women's NGOs and other civil society organizations to supporting women's ability to claim their human rights.	3.3A – qual. & quant.	Some qualitative examples indicating progress against this indicator.
3.4 Effective partnerships between governments, organized civil society and United Nations agencies for CEDAW implementation and monitoring formed/strengthened.	3.4A – qual. & quant. 3.4B – quantitative 3.4C – qualitative 3.4D – quantitative	Qualitative evidence for all four indicators.

4.3 Progress towards Outcomes

This section summarizes some key observations on progress towards the three programme outcomes. The structure for each outcome-related sub-section takes into account the outcome indicators as provided in the PMF, as well as the content of the respective subordinated outputs.

Finding 6: There is broad evidence that output level results have contributed to significant progress towards outcomes. Assessing the nature and extent of achievements under Outcome 3 has been difficult, however, as the current outcome statement implies impact rather than outcome level changes.

Our data provide evidence of significant progress towards Outcomes 1 and 2 and (to varying degrees) all of their related indicators. Assessing the extent of progress towards Outcome 3 is more difficult as the current outcome statement can be understood as implying changes at the *impact* rather than the outcome level, i.e., some results reported under Outcome 3 are the cumulative effect of progress under Outcomes 1 and 2. Also, CEDAW SEAP progress reports mention some achievements both under Outcome 3 as well as under 1 or 2.⁷¹

OUTCOME INDICATOR

1.0A – Number and quality of applications of CEDAW in policy development, advocacy and training among the key duty bearers and claim holders demonstrate a higher level of information, knowledge and understanding towards the realization of women's human rights.

Outcome 1.0: Increased awareness of women's human rights and deeper understanding of CEDAW by state organs and organized civil society groups, including women's NGOs.

CEDAW SEAP documents, as well as interviews and survey data, provide evidence of a wide spectrum of achievements related to increased awareness of women's human rights and enhanced understanding of CEDAW among a broad range of partners in government and civil society, as well as among international partners, such as within UNCTs. These include:

- Government and NGO partners in all seven countries **who did not know** about CEDAW, about state obligations resulting from ratifying the Convention and/or about the Optional Protocol **now do so**. For example, one consulted NGO representative in Timor-Leste stated: *“Before CEDAW SEAP, I already had some information on CEDAW, but others here didn't have any. UNIFEM has done a lot in terms of awareness raising and has disseminated a lot of information on CEDAW.”*
- CEDAW SEAP has contributed to increasing the amount of available relevant **information and evidence** on the situation of women's human rights, discrimination and gender equality in each of the seven countries and at regional level. For example, one NGO representative from Cambodia stated that *“We now better understand the situation of violence against women in the region and share information with other NGOs in order to learn”*. Several survey respondents from the Philippines, Thailand and Viet Nam noted that the respective trainings on CEDAW and women's human rights they had attended had improved their awareness of gender equality and of cultural practices and customs that affected women in their country.⁷²
- CEDAW SEAP has further contributed to making various national partners more **aware of persisting data gaps**. For example, one representative of an organization of women with disabilities stated that UNIFEM had encouraged her organization to

One key strategy in this context has been the support provided by CEDAW SEAP for a variety of research studies and reviews, e.g., a study on gender bias in the judiciary system in Thailand, research on gender bias in laws relating to women's economic rights in the Philippines and a review of legislation on women's participation in politics and public life in Indonesia.

“In the past, women's groups here didn't use CEDAW for anything, even if they knew about it. Most of us perceived it as something that was not here, but in New York. We felt more comfortable using national standards like the Thai Constitution as our reference point. UNIFEM has helped change our understanding.”
NGO REPRESENTATIVE, THAILAND

“CEDAW SEAP has helped us create a momentum to encourage the Ministry for Women's Empowerment to socialize CEDAW, which has never been done before. Before, we only focused on gender mainstreaming without paying attention to CEDAW.”
GOVERNMENT REPRESENTATIVE, INDONESIA

⁷¹ This has, for example, also been highlighted in CEDAW SEAP's 5th annual progress report to CIDA. Please also see Section 6 on this matter, as well as Appendix IX for a more detailed analysis of CEDAW SEAP's results statements and indicators.

⁷² Please see Appendix VIII. Please also see Appendix VII with regards to respondents' perceptions of the degree to which training supported by CEDAW SEAP had enhanced their knowledge and awareness of other thematic topics relevant in the context of CEDAW.

provide input to the next NGO shadow report in her country. Thinking about their possible input made her realize the extent of currently missing data on women with disabilities.

- A broad number of stakeholders in government and civil society who had already known about CEDAW before the programme now have a **deeper understanding of how the Convention relates to their own work and/or life**, how it creates obligations and opportunities for government and civil society, and how CEDAW-related processes can be used more effectively (see also sidebar). Increasing interest and proactive **requests for trainings and briefings** on gender equality and CEDAW from a variety of government and NGO partners, including from judiciary institutions (e.g., in Indonesia and Viet Nam) and National Human Rights Institutions (e.g., in Thailand and Timor-Leste) are an *indication* of an increased level of awareness of CEDAW and understanding of its relevance.
- Government and NGO partners in all seven countries have increased awareness and knowledge of the (often similar) challenges related to women’s human rights faced by **neighbouring countries**, efforts and strategies employed in other countries to address these issues, as well as people and organizations in the region working on women’s human rights. For instance, a NGO representative from Lao PDR stated, “*Before CEDAW SEAP we didn’t know who was working on CEDAW in the region. Now, we do.*”

“After independence, everyone here talked about ‘human rights’, but no one really knew what it meant. Many people understood it as ‘anything goes’. Now in relation to CEDAW we explain that it is about rights and obligations. And that that includes the right to be protected from abuse.”
NGO REPRESENTATIVE, TIMOR-LESTE

- CEDAW SEAP has contributed to a larger number of stakeholders in all seven countries now discussing **gender equality as a human rights issue** rather than a question of individual preference, good will, political choice, etc. Especially in countries, where public debate over human rights tends to be particularly sensitive (e.g., Lao PDR and Viet Nam), this shift constitutes a major change in perspective. (See also sidebar.)

Evidence of the **application** of enhanced awareness and understanding of CEDAW (as the only measure actually addressed through the outcome indicator) has been provided in the form of various examples of

reference to or inclusion of CEDAW in NGO advocacy initiatives and trainings as well as into the **drafting and/or review of policies and laws**. For instance, the draft gender equality law (‘Magna Carta for Women’) in the Philippines uses CEDAW as a guiding framework. In Viet Nam, the new Gender Equality Law defines gender equality as per CEDAW and sets implementation mechanisms and roles and responsibilities in accordance with the Convention’s provisions. (Please see Appendix XII for an indicative list of legal frameworks developed or amended with the support of CEDAW SEAP.)

Outcome 1 – Observations and Questions

What ‘counts’ as progress? A considerable number of the achievements noted above would not necessarily be captured under the current outcome indicator, which focuses on evidence of the practical *application* of knowledge and awareness. In our view, however, all the achievements listed above are relevant for illustrating the considerable scope and quality of programme results related to raising partners’ awareness and knowledge on CEDAW and women’s human rights. This includes evidence of partners’ own perceptions regarding changes in their own and others’ awareness.

APPLYING AWARENESS AND KNOWLEDGE OF CEDAW AND WOMEN’S HUMAN RIGHTS

Respondents to the evaluation survey provided numerous examples of how their participation in training supported by CEDAW SEAP had positively affected their awareness of CEDAW, women’s human rights and issues of discrimination. They also reported having applied their newly gained knowledge in the development of lectures or training curricula, in advocacy campaigns and in report writing.

Several respondents stated that they had become more aware of and able to detect concrete instances of discrimination around them. One female respondent from Viet Nam noted that now she was considerably more aware if/when she or other women around her were being discriminated against, or if her own behaviour contributed towards discrimination against others.⁷³

⁷³ Please also see Appendices VII and VIII for detailed survey results and examples provided by respondents.

Relation to Outcome 2: Many achievements that can be used to demonstrate progress against Outcome 1 would be equally suitable to illustrate progress against Outcome 2, i.e., in relation to enhanced capacity to promote women's human rights under CEDAW. This raises the question as to what intended and actual differences there are between the two outcomes, and whether they are actually at the same level of complexity – or if the notion of awareness raising under Outcome 1 can actually be seen as being entailed in the broader concept of capacity as addressed under Outcome 2.⁷⁴

Challenges for the application of new knowledge and awareness: Several respondents to the written evaluation survey noted that while their individual awareness of CEDAW and women's human rights issues had been significantly increased, they were facing challenges trying to apply this knowledge in their work due to a continued lack of awareness and understanding of others in their respective organization, i.e., due to the absence of a critical mass of change agents around them. Some respondents particularly highlighted the need to further sensitize organizational leaders. At community level, consulted stakeholders repeatedly pointed out the persistence of traditional mindsets and customs fostering inequality between women and men that posed obstacles to them sharing new ideas related to CEDAW.

Outcome 2.0: Capacity of governments and organized civil society, including women's NGOs, to promote women's human rights under CEDAW strengthened at the national and regional levels.

As is discussed in more detail in Section 6, CEDAW SEAP has not developed an explicit definition of its understanding of 'capacity' in the particular context of promoting women's human rights under CEDAW. We assume that 'capacity' in this context refers to both *individual* capacities (including knowledge, skills and attitudes relevant to women's human rights and CEDAW) as well as specific aspects of *organizational/institutional* capacities, in particular the existence of human resources with appropriate knowledge, skills and attitudes; the availability of appropriate materials/tools on women's human rights and CEDAW; and the existence of relevant organizational linkages/partnerships.

OUTCOME INDICATORS

2.0A – Increased number of experts and trainers on CEDAW, and quality resource materials, are available at the national and regional level for access by state organs and civil society groups.

2.0B – Number and quality of use of CEDAW in national policies, programmes and advocacy in implementing women's rights and measuring programmes on international obligations.

The number of trainers/resource persons and their respective depth of experience and expertise on CEDAW vary from country to country and from organization to organization. While some individuals have had considerable previous knowledge of CEDAW, others only heard about CEDAW through UNIFEM. However, even these 'new' trainers with very limited previous knowledge and experience appear to be confident and motivated to explain key principles of CEDAW to others. Consultations with selected trainers indicate that they see the process of planning and conducting training on CEDAW as an opportunity to continuously improve and deepen their own understanding of the Convention and its relevance in their local context.

This understanding is partly derived from the programme's intended approach to capacity development under Outcome 2, as indicated by the related outputs. The four-pronged approach included: (i) Enhancing the capacity to use CEDAW of state organs (legislators, executives, judges) to use CEDAW; (ii) Strengthening the capacity of CSOs to use CEDAW in their advocacy and monitoring work; (iii) Increasing access to relevant knowledge bases at national and regional levels; and (iv) Helping to strengthen the capacity of regional NGOs to provide CEDAW-related technical support to government and NGOs.

The baseline data collected at project onset illustrated weak capacities in all of these four dimensions in almost all of the seven countries.⁷⁵ To date, there is considerable evidence of CEDAW SEAP having contributed to **positive changes** with regards to all of the four areas addressed at the output level, as well as in terms of the outcome level indicators.

- In all seven countries there is a substantial increase in the number of individuals and teams in government as well as in CSOs who are able to function as **resource people** on CEDAW within their organization. Each country has a growing **pool of local trainers**, from both government and civil society, and there is evidence of increased willingness of government organizations to request technical assistance on CEDAW from regional NGOs as well as national organizations such as Gender and Development for Cambodia (GAD/C), PILIPINA in the Philippines and the Foundation for Women in Thailand. (See also sidebar.)

⁷⁴ Please also see Section 6 with regards to observations on the concept of 'capacity' underlying CEDAW SEAP's work.

⁷⁵ The Philippines is the exception in several cases. Source: PIP.

WORKING WITH REGIONAL NGOS

CEDAW SEAP has established working relationships with a variety of regional NGOs such as Forum Asia, the Asian Indigenous Women's Network (AIWN) and the Committee for Asian Women (CAW). The collaboration has aimed to link these NGOs' work more directly to CEDAW and to connect them with civil society and NGO partners in the seven participating countries. Part of the underlying strategic considerations of the work of UNIFEM with regional NGO partners was that at programme onset there was only one internationally active organization (IWRAP AP) that had considerable expertise and experience in CEDAW and related capacity building, while other regional organizations that were working in the area of women's human rights were making no, or only limited, use of the Convention.

It is difficult to tell at this stage to what extent individual initiatives with regional NGOs have contributed to strengthening the *capacity* of these partners beyond the provision of funding for individual events such as trainings they have conducted that in turn broadened their exposure to a variety of new partners.⁷⁶

and other NGOs, as well as for government employees. Some of them have conducted their own training of trainer courses (e.g., in Cambodia and Thailand), and several have further adapted information materials and training modules on CEDAW to meet the specific needs of their stakeholders.

- The programme has supported (through funding and/or technical assistance) the development of a large number of **resource materials and tools** on CEDAW, including translations of the Convention into local languages (Tetum, Portuguese, Indonesian, Khmer, Thai, Lao), a variety of tailored informational and training materials and (e.g., in Viet Nam) specific tools such as indicators for reviewing national legislation using a CEDAW lens.
- CEDAW SEAP's technical support, including through the use of CEDAW mock sessions (in Cambodia, Indonesia, the Philippines and Thailand), has helped government delegations enhance their knowledge and skills and enabled them to better **prepare for presenting** the CEDAW report to the Committee. Delegation members had more understanding of what types of questions to expect from the Committee and were therefore able to put together their responses accordingly, including backing these up with evidence and data.
- In several countries, assistance from CEDAW SEAP has helped NGO **networks**, especially those acting as formal or informal 'CEDAW Watch' groups (see under Outcome 3), to consolidate or broaden their membership, and in several cases to reach out to groups of women that were not previously included by mainstream NGOs, such as rural women's groups, NGOs representing women from ethnic minorities, or women with disabilities.

With regards to the **application** of enhanced capacities (i.e., the practical use of knowledge, skills, resources, broadened partnerships and networks in new settings) there is evidence of considerable progress.

- Several NGOs have begun to **independently conduct training** on CEDAW for their own members

SHADOW REPORTING:

The enhanced capacity of NGOs encompasses a variety of factors, including increased knowledge and skills related to systematic data collection and analysis, and the use of these data as the basis for shadow reporting and other advocacy work. CEDAW SEAP has also supported women's groups to more effectively work as coordinated networks (e.g., in Cambodia and Thailand), and to systematically plan their joint approach to writing the shadow report. Further, (e.g., in Viet Nam) UNIFEM has been instrumental for creating the space that has allowed NGOs to submit a report at all by actively reaching out to and working with relevant government partners to address their questions and concerns regarding the shadow reporting process.

In the Philippines, NGOs supported by CEDAW SEAP were key to assisting a local woman file the first CEDAW Optional Protocol complaint from East and Southeast Asia. In 2005 a local court had handed down an acquittal in a much-publicized rape case. In 2007, having exhausted all local remedies, the plaintiff shared a draft 'Communication Under the Optional Protocol to the CEDAW' with a group of women activists, and shortly after filed it with the CEDAW Committee. As the first case submitted from the region, the complaint is widely regarded as having the potential to provoke positive changes in the Philippines judicial system and beyond.

⁷⁶ This, again, is linked to the larger question of what 'capacities' and 'capacity development' refer to in the CEDAW SEAP context and in relation to different partners – please see Section 6.

- The facilitation role and support of UNIFEM has helped to improve the **frequency and quality of interactions between government organizations and NGOs**, in particular in relation to the CEDAW national report preparation and review and to follow-up activities related to the dissemination and use of Concluding Observations (see also next bullet). In Lao PDR, for example, the latest CEDAW report included, for the first time, input from civil society stakeholders. In Cambodia and Viet Nam, consulted stakeholders from both government and civil society reported an increase in the frequency and quality of their collaboration not only during but also after the latest CEDAW reports had been compiled and presented.
- CEDAW SEAP assistance has helped NGOs to broaden their understanding and, in some cases, skills to effectively use the CEDAW **Concluding Observations** for their advocacy work. For example, one NGO representative in Thailand stated that the assistance of UNIFEM had helped her organization effectively use the Concluding Observations in its advocacy related to the new draft law on domestic violence.
- NGO capacities to write **shadow reports** have considerably improved, e.g., in Indonesia, the Philippines, Thailand and Viet Nam. NGOs in Timor-Leste, with the support and encouragement of UNIFEM, have started to work on the country's first-ever alternative report. (See also sidebar above.)

CEDAW SEAP PARTNERSHIPS WITH GOVERNMENT TRAINING INSTITUTIONS AND UNIVERSITIES (EXAMPLES):

Philippines: Judicial Academy,
University of Philippines School
of Law, Association of Public
Administration Schools

Indonesia: National Institute of
Public Administration

Timor-Leste: National Institute
of Public Administration

Viet Nam: Training Centre of the
National Assembly, Ho Chi Min
National Academy, Supreme
People's Court Training Centre⁷⁷

- There are also numerous examples of CEDAW references/principles being used in **advocacy campaigns** on various aspects of women's human rights both at national and increasingly at local levels. For example, in Cambodia, Indonesia, Thailand and Timor-Leste women's NGOs carried out campaigns on women's political participation and ending gender violence using messages based on CEDAW. One NGO representative from Thailand stated that *"Our organization has taken part in writing the shadow report for years – but we always regarded it as a one-off task. We had no idea how to use the reporting process afterwards. The IRAW training supported by CEDAW SEAP helped us understand how to actually use the shadow report and the Concluding Observations for advocacy on an ongoing basis."*
- CEDAW SEAP's collaboration with a variety of government training institutions and Universities in all countries has contributed to CEDAW being reflected in the **training materials** and **curricula** of these institutions. (See also sidebar).

The written survey issued to former participants of training supported by CEDAW SEAP provided evidence of the fact that individuals have **applied knowledge and skills** gained in the respective workshops in their daily work – mostly as a relevant reference point (e.g., when helping women seeking advice or for advocacy purposes). Survey data further indicated that the vast majority of respondents (89 per cent, i.e., 55 out of 62) have made active efforts to **share** information on CEDAW with colleagues and family members and, to a lesser extent, with supervisors.⁷⁸

⁷⁷ In Cambodia, due to the absence of a suitable government training institution, CEDAW SEAP has partnered with the NGO GAD/C, which frequently provides training to government agencies. In Lao PDR, where the situation is similar, UNIFEM has established a partnership with the National University of Laos.

⁷⁸ Please see Appendices VII and VIII for full survey results including various examples for application of training contents as provided by respondents. See also Section 4.4 below on 'unintended results'.

Outcome 2 – Observations and Questions

Capacity of local resource persons/trainers: The knowledge, skills and experience of local trainers both within a country and in different countries appear to vary considerably, not only related to CEDAW and women’s human rights, but also in terms of their facilitation skills and knowledge of adult learning principles. However, this is to be expected given the highly diverse contexts in which CEDAW SEAP has been working and the different starting points from which stakeholders set out. While it is desirable, in the long term, to have trainers with similar knowledge and skill levels across the region, this would not have been realistic within the timeframe of CEDAW SEAP to date. At least for a first phase of programming, to assist with the development of ‘*good enough*’ training capacity appears to be an already remarkably positive result. While not all national trainers yet meet ‘best practice’ expectations vis-à-vis their content and/or adult learning methodology expertise, their current abilities reflect but one point in time of a continuing process of capacity development.⁷⁹

Pool of experts/trainers: Data collected during the four field visits indicate that national CEDAW resource persons/trainers themselves, as well as those who might use their services, have varying degrees of awareness and knowledge of the existence of a *pool* of national trainers. To date, at least in some countries, knowledge about available local experts/trainers appears to be largely housed within UNIFEM. This may limit the use of the existing potential for further networking and local ownership.

Capacity to promote women’s human rights under CEDAW: While there is evidence that CEDAW has been used and referred to in a variety of new (draft) laws, several consulted government representatives (e.g., in Indonesia, Timor-Leste and Viet Nam) observed that there continues to be a lack of knowledge, skills and resources required for *implementing* these laws. Another obstacle in most, if not all, countries is the continued lack of government resources available for pushing concrete action for more in-depth CEDAW application, e.g., in different line ministries. In addition, government and NGO stakeholders in several countries observed a lack of buy-in and participation from leaders, especially in mid-level government agencies (national and provincial levels), which posed obstacles for individuals within the respective organization trying to apply knowledge and skills gained with the support of CEDAW SEAP.⁸⁰ Thus, while CEDAW SEAP has made considerable progress when measured against the current Outcome 2 indicators, there remain significant gaps in the actual capacities of national partners to promote women’s rights under the Convention. This raises the question, whether and to what extent the current outcome indicators are appropriate and sufficient to capture changes in these capacities.

Regional exchange: All consulted programme partners who had participated in regional CEDAW SEAP activities (workshops, meetings, study tours) stated that they had found the respective events highly interesting, and most of them had shared information with colleagues upon their return on what had been discussed. The degree to which the respective contents had been relevant for and applicable to their or their organization’s work varied, however, and in a few cases individuals were unclear why they had been invited to attend a particular event. A larger number of programme partners commented on the fact that most regional workshops to date have been held in English, and that in some cases, no or insufficient interpretation and translation of materials had been available (see also sidebar).

Key remaining gaps in the capacities of some national CEDAW trainers as observed by these trainers themselves and/or by others include:

- Knowledge/skills related to appropriate, learner centred and adult learning oriented training facilitation.
- How to monitor/track the mid- to long-term effects of trainings.
- More in-depth knowledge of the application of CEDAW in different situations, i.e., beyond a general understanding of the Convention’s content and relevance.
- Broader repertoire of different approaches for how to effectively explain CEDAW to different stakeholders in appropriate (i.e., understandable and relevant) ways.

“I participated in two workshops organized in English and they [UNIFEM] did not always provide an interpreter. Or if there was an interpreter, he/she didn’t have any knowledge on our tribe, so it was difficult for us to raise issues, questions and comments. Some participants from other countries found their own interpreter. Among ten participants from our country, only two could speak English. One time we shared our experiences for ten minutes and were expected to elicit response from others, but we could not do that because of the language barrier.” NGO REPRESENTATIVE FROM ETHNIC MINORITY GROUP/ PARTICIPANT IN REGIONAL WORKSHOPS

⁷⁹ This in turn raises the question of what additional support trainers require for further enhancing their abilities, and who should provide this support. Our data indicate that in several countries – e.g., in Thailand – where some trainers’ capacities may still be weak, there exists considerable potential for using peer learning and peer critique especially with regards to enhancing aspects of training methodology and the application of adult learning principles.

⁸⁰ See also respective comments from some survey respondents in Appendix VIII.

Monitoring the implementation of Concluding Observations: several consulted stakeholders⁸¹ stated that the support of CEDAW SEAP had increased their awareness of the need to monitor CEDAW implementation on an ongoing basis. They also indicated, however, that there was a need for further assistance and advice from UNIFEM on how to actually approach this monitoring role in a systematic way.⁸²

Outcome 3.0: Stronger political will and commitment to CEDAW implementation generated/strengthened by popularizing CEDAW and by helping to develop women's knowledge and capacity to claim their equal rights.

Outcome 3 has posed a number of challenges for CEDAW SEAP, as well as for the evaluation team. Its current formulation, indicators and related outputs do not provide a clear picture of the types of changes intended. Further, Outcome 3 appears to be at a higher level than Outcomes 1 and 2, i.e., it may be more suitable to define the intended overall programme impact.

During the ASEAN high level meeting on Good Practices in CEDAW implementation (January 2008) in Vientiane, representatives from all ASEAN member states (re)confirmed their commitment to CEDAW implementation and monitoring, and also emphasized the benefits of cooperation between government and civil society for effective CEDAW implementation.⁸³

INDICATORS

3.0A – Number and quality of policies, programmes, systems and resource allocation for the implementation of CEDAW.

3.0B – Public statements of governments explicitly include commitment to concrete action to implement CEDAW.

3.0C – Number and quality of references to CEDAW in country documents including the CCA, UNDAF, MDGs, BPFA.

When assessed against the current outcome *indicators* however, there is evidence of a considerable number of **programme achievements**. These include:

- Members of government in all seven countries have made repeated **public statements** confirming their support and commitment to CEDAW implementation. All seven governments have explicitly **encouraged** the staff of line ministries, oversight agencies and local governments to **take concrete action** around substantive CEDAW areas (see also sidebar).
- **Governments** in nearly all countries – not only through the respective national women's machinery but also through a broader range of ministries and departments – took significantly **more leadership** in the process of drafting the CEDAW state report than in the past. In the latest round of CEDAW reports, only one (Timor-Leste's first-ever state report) has been written by an international consultant.
- Governments in most countries⁸⁴ have **applied CEDAW** either by removing discriminatory sections from existing laws or in the development and passing of new **laws/legal frameworks**. While these achievements cannot be solely attributed to the influence of CEDAW SEAP, several consulted government and NGO stakeholders (e.g., in Thailand and Viet Nam) stated that the support of UNIFEM had been highly important for preparing, changing or passing the respective legal frameworks, including for the inclusion of gender equality provisions into the new Thai Constitution.⁸⁵
- The National Human Rights Commissions (NHRCs), where they exist (e.g., in Thailand), show not only greater interest in and knowledge of CEDAW and its potential relevance for the NHRC's work, but also explicit **commitment** to taking on the promotion of CEDAW implementation as one of their tasks. For example, in Timor-Leste, the Ombudsman's office has on its own initiative reached out to the local Ministry of Justice to lobby for the inclusion of information on the CEDAW Optional Protocol into the standard curriculum of the judicial training school. This initiative was triggered by the Ombudsman's office staff having attended regional workshops on the Protocol led by CEDAW SEAP.

⁸¹ Mostly from NGOs, but also from governments.

⁸² To date, there are some examples of successful attempts that have been made at the national level (e.g., in Thailand or the Philippines) to ensure the implementation of Concluding Observations. For example, in Thailand the 10th National Plan for Women (2007–2011) specifically addresses issues identified by the Concluding Observations. While attempts like these do not yet constitute systematic mechanisms for implementing (or for monitoring the implementation of) the Concluding Observations, they may provide a promising starting point for UNIFEM and its partners on which further work in this area could build.

⁸³ See: <http://www.aseansec.org/21309.htm>.

⁸⁴ Except in Timor-Leste.

⁸⁵ CEDAW SEAP assistance included information and training sessions for individuals and units responsible for law development or ratification, as well as study tours to neighbouring countries to collect information on their experiences with drafting and implementing similar legal documents. See also Appendix XII for a list of laws drafted/amended during CEDAW SEAP and with support from UNIFEM.

- There are some examples of governments having made improvements to existing CEDAW **implementation and monitoring mechanisms**, including new resource allocations in some cases. For example, government agencies in the Philippines have been encouraged to integrate CEDAW-based gender indicators into their monitoring and evaluation frameworks. The Cambodian National Council for Women (CNCW) has received funds from the Prime Minister's office to disseminate the CEDAW Committee's Concluding Observations to government officials at national and local levels. In Lao PDR, the Government has promised the Secretariat of the National Commission for the Advancement of Women (NCAW) additional funding for the coordination and operations of their nationwide network. In Thailand, assistance from CEDAW SEAP helped in the development of **master plans for each line ministry** to guide gender mainstreaming and the implementation of CEDAW across the government. Again, while several of these developments cannot be directly attributed to CEDAW SEAP, the programme's support for the work of its national partners, in particular around preparing CEDAW reports, appears to have contributed significantly.
- There are some instances of government agencies (e.g., in the Philippines and Thailand) having **replicated** successful CEDAW training programmes using their own human and financial resources.

Key achievements in relation to the work of CEDAW SEAP with **CSOs** include:

- NGOs in all seven countries have established, or expanded and solidified, **CEDAW Watch** groups and have thus symbolically confirmed and formalized their commitment to working together to ensure ongoing monitoring of and advocacy for CEDAW implementation (see side bar). Groups in all countries are making efforts to expand their membership in order to include grassroots women as well as groups representing women who are subject to exclusion and discrimination.
- Many women's groups previously supported by CEDAW SEAP have started to **apply** the Convention independently from the UNIFEM programme. This includes the application of CEDAW principles in their advocacy work in substantive areas, including in relation to the rights of women from ethnic minorities (e.g., the Philippines and Thailand), domestic violence (e.g., Viet Nam) or advocacy for sexual and reproductive rights (e.g., the Philippines).⁸⁶ They are also continuing trainings and information sessions on CEDAW.

All seven countries have CEDAW Watch groups, although their degree of formalization differs. Cambodia (NGO CEDAW Committee), Indonesia (CEDAW Working Group Initiative) and Thailand have more established NGO structures for monitoring CEDAW implementation. The CEDAW Watch Network in Philippines is a looser grouping. Rede Feto (in Timor-Leste), the Gender and Development Group (Lao PDR) and GenComNet (Viet Nam) are existing NGO networks that are taking on a CEDAW Watch role.

With support from UNIFEM, the groups have started to exchange experiences and information, and have brought up the idea of a future regional CEDAW Watch.

CEDAW SEAP has further contributed to creating new or enhancing existing **partnerships** relevant for CEDAW implementation, including:

- More **dialogue and collaboration** between NGOs and government organizations (see Outcome 2 above).
- Increased **regional exchange** between government and NGO members on a **bilateral or multi-country basis**. There are several examples of UNIFEM-supported exchanges having had direct impact on the work of one or more partner countries, e.g., Vietnamese Members of Parliament visited the Philippines and Thailand in order to learn about the domestic violence laws in each country and used the resulting information to draft the Vietnamese law on domestic violence.
- Within the **UN system**, CEDAW SEAP has contributed to other United Nations organizations increasingly paying attention to States' obligations for implementation of CEDAW and the Concluding Observations. For example, in Viet Nam, the 'One Plan of Action for United Nations Joint Programming on Gender Equality' contains various explicit references to CEDAW. In the Philippines, the CEDAW SEAP National Coordinator worked closely with the UNCT and contributed to having CEDAW and SEAP included into the Team's Gender Mainstreaming Strategy Framework. Also, the Philippines UNCT set up a three-year UN 'Joint Programme to Facilitate the Implementation of the CEDAW Concluding Observations from 2007–2009'.

⁸⁶ This is one example of a type of achievement that can equally be used to demonstrate progress towards Outcomes 2 and 3.

- UNIFEM has provided inputs to the ongoing discussions over the proposed **ASEAN Commission** on the Protection and Promotion of the Rights of Women and Children, advocating that the human rights standard the Commission promotes should not be any lower than those outlined in CEDAW.

Outcome 3 – Observations and Questions

Measuring change: While there are numerous individual examples that indicate a government’s (enhanced) will and commitment to CEDAW implementation, there is no framework or tool that would actually allow UNIFEM or others to systematically assess the respective degree of existing political will for CEDAW implementation or, more importantly, to track *changes* thereto. This is linked to the question whether and to what extent the current outcome indicators are sufficient and appropriate for measuring the intended outcome level changes. While our analysis has shown that there is evidence of progress against the related outputs and against the individual outcome level indicators, the question remains whether and how these achievements ‘add up’ to demonstrating “stronger political will and generated/strengthened commitment to CEDAW implementation”.

Raising public awareness: At present, there is no data that would indicate whether, in what ways and to what extent CEDAW SEAP has been able to influence general public awareness of CEDAW and women’s human rights. While not captured under the outcome level indicators, increasing public awareness is one of the outputs under Outcome 3, and is thus implied as an important tool for raising political will and commitment. To date, CEDAW SEAP has undertaken a variety of promising, innovative and creative initiatives to reach out to the wider public, e.g., through radio and television spots, documentaries, dance and drama. However, there has been little or no follow up that would have provided information on the (actual or potential) use and effects of these initiatives. (See also Section 6 on this issue.)

4.4 Progress in the Substantive Areas

Finding 7: CEDAW SEAP has successfully supported activities and achievements in two of its three chosen substantive areas.

As outlined in the PIP, and cross cutting to its work towards the three major outcomes, the programme also set out to address three substantive areas of women’s rights under CEDAW: women’s participation in politics and governance, domestic violence and poverty.

Working in substantive areas was intended to illustrate different aspects of CEDAW, and allow for “operational skills to be developed as well as documented implementation models that can be replicated elsewhere”.⁸⁷ In so doing, the programme aimed to (i) provide modelling opportunities to take an issue from the central to the local area, and (ii) create a shift forward in a substantive area and track related changes that affect women’s lives.⁸⁸ By focusing on a limited number of thematic areas, it was also hoped that the programme would be kept within manageable scope, while at the same time allowing each country to choose the area(s) most relevant in its respective context.

As CEDAW SEAP unfolded, two of the thematic areas – domestic violence and women’s participation in politics and governance – were addressed in a variety of ways in almost all countries, while there was less (direct) uptake on the issue of poverty. In some countries, the programme was drawn to supporting other emerging issues that, while potentially relevant for all three thematic areas, did not address any of them explicitly (e.g., work on the Magna Carta for Women in the Philippines, or support for drafting the new Thai constitution).

Consultations with CEDAW SEAP stakeholders during the inception phase had ensured that each of the three potential thematic areas was considered as highly relevant by at least two countries. The three chosen thematic areas correspond with some of those selected by UNIFEM at the corporate level as key foci for its work under the MYFF.

⁸⁷ CEDAW SEAP PIP, page 15.

⁸⁸ Ibid.

“Many women were already aware of the domestic violence law being on its way to ratification, but CEDAW was something totally new. Suddenly women realized that there was this other legal framework they could also refer to. Now they are starting to become aware of their rights. They can tell their husbands ‘see, there’s this law that protects our rights and therefore you should treat me as a human being’.” NGO REPRESENTATIVE, TIMOR-LESTE

“Before [the UNIFEM programme], CEDAW was only popularized among elite women – academics or professionals – and not among the grassroots. Today, we rural women know and are aware of it. If women don’t know their rights they will not assert their rights and many rural women do not know. If they know, women will ask the government agency to apply CEDAW.” RURAL NGO REPRESENTATIVE, PHILIPPINES

In relation to the two thematic areas of domestic violence and women’s political participation, various individual initiatives supported by CEDAW SEAP and related achievements have been documented. They can be broadly divided into **three categories**:

- Support for the drafting, adoption, or amendment of **legislation** relevant for one of the three thematic areas in all seven countries, e.g., domestic violence laws/bills in Indonesia, Thailand and Viet Nam and an amendment to the Law on Political Parties in Indonesia (political participation).
- Support for planning and conducting **research** in one of the substantive areas, e.g., a nationwide study on domestic violence in Cambodia.
- Support for the **advocacy work** of national (mostly NGO) partners addressing aspects of women’s political participation at national level (e.g., Cambodia) and provincial/local levels (e.g., Thailand), and for partner-led initiatives aiming to raise knowledge and awareness of domestic and other forms of gender-based violence (e.g., in Timor-Leste and Viet Nam).

While the work related to research and legislation on substantive issues has primarily focused on the national level, supporting (NGO) partners’ advocacy work in thematic areas has included a considerable number of examples of reaching out to the **local/grassroots** levels. Related initiatives have generated experiences regarding successes and challenges of ‘packaging’ CEDAW in ways that are accessible and relevant to women and men at the grassroots, as well as insights into how and why stakeholders at the local level may or may not perceive CEDAW as relevant to their lives (see also sidebar).

As the CEDAW SEAP results framework does not include an explicit results statement or indicators referring to the intended progress in relation to the substantive areas, it is difficult to assess the extent of progress made in this regard. Also, to date UNIFEM

has not systematically captured the many different individual experiences and achievements made in relation to the thematic areas, nor analysed them under a common lens.⁸⁹

4.5 Unintended/Unexpected Results

Finding 8: The ability of CEDAW SEAP to respond to emerging opportunities and its work in a variety of different, yet partly similar, national contexts in the same region have contributed to achieving some unintended or initially unexpected results.

Programme reports and consultations with CEDAW SEAP staff and partners provide evidence of a number of unintended and/or initially unexpected results that have been achieved due to the programme’s work. (See also sidebar.)

An *unexpected* result, for example, was the submission of an **NGO Shadow Report in Viet Nam**. On programme start-up, given the Vietnamese Government’s hesitance to open up spaces for and engage with civil society, neither UNIFEM nor national stakeholders expected that it would be possible for CSOs to write and submit a shadow report. Thus, in Viet Nam CEDAW SEAP had not initially planned to focus on this issue. However, as local women’s groups

⁸⁹ See also Section 6 on this latter observation.

UNINTENDED RESULTS AT THE INDIVIDUAL LEVEL

Out of 62 survey respondents, 53 (85 per cent) reported that participating in the CEDAW SEAP-supported trainings affected not only their work but also their personal lives and behaviour outside work. Several women from both NGO and government organizations reported, for example, that the training had helped them to become more self-confident, that it had led them to express their opinions and questions more freely, and that it had also positively influenced how they were bringing up their – male and female – children.

There was only one example of a negative unintended result. One female respondent stated that due to her increased engagement in the community that had resulted from her participation in CEDAW related trainings, she had less time for her family; this upset my husband. “In addition, I have been teased by my neighbours and friends about spending less time looking after our children. My husband got very fed up about their comments and did not want me to spend too much time for our community.”⁹⁰

indicated their interest and willingness to work on a shadow report, UNIFEM responded by assisting them not only through technical and financial support related to the actual report writing process, but also by working with relevant government partners to answer their questions and mitigate potential concerns.⁹¹

An *unintended* effect of the positive **experiences that the Vietnamese Government** created by opening up more spaces for NGOs (not only in relation to the shadow report but also in terms of seeking NGO input into and feedback on the CEDAW state report) was that the Government in **Lao PDR** also made steps to enhance its collaboration with NGOs over the CEDAW report. Several consulted stakeholders stated that in their view this move was at least partly due to the Lao Government having heard from Vietnamese counterparts (and thus from a fellow socialist political system) about their experiences. Similarly, UNIFEM staff reported that – also in relation to learning about Viet Nam’s experience – the **Chinese** Government has now expressed interest in working with UNIFEM on enhancing capacities for CEDAW implementation.

⁹⁰ See also Appendices VII and VIII for full details of survey respondents’ replies and examples.

⁹¹ We call this an ‘unexpected’ result rather than an ‘unintended’ one: while not initially planned for or thought to be possible, the programme at a later point consciously aimed to support partners in achieving their goal, i.e., it was at a later stage an intended result.

5 Sustainability of Results

5.1 Introduction

Our approach to analysing how CEDAW SEAP aimed to ensure sustainability of achievements and to assessing the degree to which achieved results are likely to be sustainable is based on various sources: (i) the largely implicit assumptions about sustainability indicated in CEDAW SEAP documents and during consultations with UNIFEM staff; (ii) reflections about the concept of sustainability made in the 2006 monitors' report; and (iii) the evaluation team's knowledge and experience as relevant to sustainability of results in a generic sense as well as in the specific context of CEDAW implementation.⁹²

In our understanding, 'sustainability of results' implies at least two key dimensions: the *continuation* as well as the *dynamic adaptation* of what has been achieved during a project's or programme's lifetime.⁹⁴ Sustainability in a social development context does not mean to merely continue and replicate identically what has been done so far, but to continue and keep up the overall *momentum for change* that has been created. This in turn implies that specific strategies or activities introduced during a development programme need to be adapted by local stakeholders over time as the respective context for change evolves. It also highlights that 'continuation' of results or activities is not a value in itself, but is so only in terms of the overarching goal of affecting higher-level change, i.e., in the case of CEDAW SEAP, the realization of women's human rights through the full implementation of CEDAW.

While the core characteristics of 'sustainability' may be similar in different settings, the concept is also *context specific*: The 'what' that should be sustained, and the 'what for' it is aiming to contribute to, will differ from case to case.

The degree to which individual results achieved during the lifetime of a project or programme can be sustainable depends on a number of *factors* at micro (individual), meso (institutional) and macro (enabling environment) levels (see also sidebar). Given the complexity of these influencing factors, development programmes can never *guarantee* that results will be sustainable; they can, however, deliberately aim to influence at least some of the key factors affecting sustainability.

EXAMPLES OF KEY FACTORS INFLUENCING SUSTAINABILITY OF RESULTS (GENERIC)⁹³

Micro (Individual level)

People with relevant knowledge, skills and experiences, and the ability to share these with relevant others

Local ownership of results

Meso (Institutional level)

Critical mass of change agents

Institutional structures and processes in place

Mature and stable institutions

Appropriate, predictable financial resources

Leadership

Macro (Conducive enabling environment – state/regional level)

Supportive political and policy environment

Secure, stable and safe environment (social, economic, political)

5.2 CEDAW SEAP Sustainability Strategy and Relevant Programming Approaches

Finding 9: The concept of sustainability in the specific context of CEDAW implementation underlying the work of CEDAW SEAP has largely remained implicit. This has somewhat limited the opportunity for systematic learning from programme implementation as well as for 'showcasing' the actual range of actions UNIFEM has undertaken that are likely to contribute to the sustainability of results.

The CEDAW SEAP PIP outlines the programme's envisaged overall sustainability strategy as including two distinct but related components: (i) institutional commitment to the implementation of CEDAW at both national and local levels of governance; and (ii) civil society's involvement in advocating and monitoring government compliance with its duties

⁹² Gained from relevant literature review and from personal experience with other, comparable programmes and change processes.

⁹³ See, for example: W.D. VanBalkom and T. Goddard, 'Sustainable and Dynamic Development', in G. Anderson and A. Wenderoth (eds.), *Facilitating Change: Reflections on Six Years of Education Development Programming in Challenging Environments*, Montreal, 2007, pp. 255–266.

⁹⁴ See the 2006 external monitors' report for a similar description of the concept.

and obligations under CEDAW.⁹⁵ The PIP further describes four concrete programming approaches that would be used to address these two components:

- 1) Develop a core team of experts and trainers at the national level, as well as a corpus of quality resource materials available at national and regional levels;⁹⁶
- 2) Engage in strategic and diverse partnerships with government, civil society, training and academic institutions, donors and UN agencies;
- 3) Institutionalize a coordination system for CEDAW monitoring, reporting and implementation;
- 4) Cross-country exchange of knowledge, information and methodologies.⁹⁷

While consultations with programme staff as well as the monitors' reports indicate that the CEDAW SEAP team has spent considerable time and effort to reflect upon the sustainability of results, the broad sustainability strategy as described in the PIP has, to our knowledge, not been updated or elaborated upon.

The strategy implies several underlying *assumptions* regarding the overall concept of sustainability (i.e., that cross-country exchange will contribute to making achievements more sustainable), as well as assumptions on some key factors contributing to or hindering sustainability (i.e., the need for local ownership as implied by the intention to develop local experts and trainers). However, these assumptions are not made explicit, and neither are the implied causal relations underlying the choice of the particular four programming strategies. Similarly, while the PIP and subsequent programme reports and other documents imply *what* it is the programme is trying to make sustainable (i.e., work towards the continuation/replication of specific activities such as basic CEDAW training, and towards the continuation of processes and activities around the CEDAW reporting process), this, too, is not 'spelled out' at any point. Also, there is little, and mostly implicit, analysis of the different factors that are expected to further or compromise the sustainability of different types of achievements.

The reliance on largely implicit assumptions and thus on an (at least partly) *intuitive* approach to ensuring sustainability has somewhat limited the opportunities for systematic learning from programme implementation. For example, having clearly expressed assumptions about the nature of sustainability in the specific context of CEDAW implementation would have allowed UNIFEM to test these assumptions systematically, and adjust them if and as required. It might also have allowed for gathering information on the relative 'weight' of different factors at micro, meso and macro levels influencing sustainability in this particular context.⁹⁸ Spelling out at least core underlying assumptions on sustainability of results and related programming strategies could further have been helpful in terms of defining the mid- to long-term vision of UNIFEM for its engagement in CEDAW implementation in the region and/or for developing an explicit programme exit or end-of-phase strategy, which does not exist to date.⁹⁹

Programme Approaches and Principles Fostering the Sustainability of Results

As mentioned above, the PIP identifies four programming approaches as CEDAW SEAP's core means for ensuring sustainability of results. However, our data show that in practice a much **broader** variety of approaches and of general programme principles have been employed, which are likely to have contributed to the likelihood of achievements being sustainable.¹⁰⁰ Consultations with CEDAW SEAP staff indicated that at least some of these approaches had been chosen *deliberately* in terms of their potential benefits for enhancing the sustainability of achievements.

Exhibit 5.1 summarizes selected key programme principles and strategies that CEDAW SEAP has employed, and briefly outlines the respective reasons why we consider each to be relevant in terms of increasing the likelihood of programme results being sustainable.

⁹⁵ PIP p. 16f.

⁹⁶ These are in our view actually two separate strategies.

⁹⁷ PIP p. 16f.

⁹⁸ Related questions could be, for example, what specific key factors at micro, meso and macro levels need to be put/remain in place in order for different types of achievements to be sustained? What key challenges exist at each level? What strategies are most useful to enhance the likelihood of higher-level/more complex results beyond output levels to be sustainable?

⁹⁹ The proposal for a no cost extension (2008) makes reference to various approaches the programme is planning to employ in order to consolidate achievements to date. These are not part of an explicit end of project strategy, though, and have been developed after the period under review in this evaluation.

¹⁰⁰ Based on our reflections on factors affecting sustainability as described above.

EXHIBIT 5.1 PROGRAMME APPROACHES/STRATEGIES SUITABLE FOR ENHANCING SUSTAINABILITY OF RESULTS

CEDAW SEAP APPROACH/STRATEGY	RELEVANCE IN TERMS OF SUSTAINABILITY
<p>Overall consultative and responsive approach to programme planning and implementation that aims to build on interests, priorities, needs and respective strengths of partners.</p>	<p>Creates/enhances local ownership for results.</p> <p>Ensures that programme achievements are relevant to what respective partners are doing already, thus improving the potential for them continuing/keeping up momentum for change.</p>
<p>Support and encourage the development and/or amendment of national (legal) frameworks to include explicit provisions for gender equality and/or to remove previously existing discriminatory provisions.</p>	<p>In terms of the implementation of human rights treaties, the integration of international standards into national frameworks is one of the greatest sustainability gains. When included in national frameworks, human rights implementation ceases to be a question of applying external standards (which may require constant external stimulation) and becomes one of operationalizing standards that have been permanently entrenched in national systems.</p>
<p>Encourage and support the use of local resources and the development of local capacity wherever possible (in particular in relation to producing CEDAW reports).</p>	<p>The emphasis on using and further strengthening local resources contributes to limiting dependency on international resources/consultants while at the same time strengthening ownership of and commitment to locally generated products (e.g., CEDAW reports) and other achievements.</p>
<p>Train national and regional level CEDAW experts/trainers. Support partners in replicating/implementing trainings in their own organizations, and in developing their own materials/modules.</p> <p>Gather and share information about available national and regional resource persons and organizations.</p> <p>Develop information materials and training modules/curricula on CEDAW in local language(s), using local case studies, etc.</p>	<p>Strengthens (or develops) national capacity for accessing at least basic level information and training on CEDAW (from inside the country, or from the region).</p> <p>Enhances likelihood of national and regional resource persons/experts being known to, acknowledged and used by national partners.</p> <p>Enhances national ownership of results</p>
<p>Work with strategically positioned national (training) institutions to enhance knowledge and skills of staff/trainers, develop materials and training curricula for use in the respective institution, offer support for piloting and further roll out of trainings</p>	<p>Enhances likelihood for institutionalization of training/awareness raising on CEDAW, i.e., embedding commitment to training staff/partners on CEDAW into the structures and regular procedures of the respective institution, rather than relying on ad hoc and one-off decisions</p>
<p>Establish and/or strengthen capacity of civil society (CSO/NGO) networks interested in working on CEDAW reporting and monitoring (e.g., formal and informal CEDAW Watch groups in all seven countries)</p>	<p>Coalitions and networks have access to a wider set of complementary resources and experiences relevant for CEDAW implementation and monitoring; allows for more effective coordination of individual contributions, e.g., to shadow reports.</p>
<p>Facilitate constructive collaboration and exchange between government and civil society partners at national level, and help partners reflect upon experiences from this collaboration.</p> <p>Organize and facilitate South-South exchanges among partners within the region.</p>	<p>Helps partners understand and experience the benefits of constructive collaboration with the respective 'other side' and thus enhances the likelihood of partners seeking or at least being open to similar experiences in the future.</p> <p>Enhances partners' access to relevant knowledge, experiences and resources (people and materials) on CEDAW in the region.</p> <p>Creates/enhances political and/or social pressure on both government and civil society partners, but also creates opportunities to showcase successes and demonstrate commitment to human rights.</p>
<p>Organize/support public campaigns aiming to raise public awareness on CEDAW and related government obligations/existence of women's rights.</p> <p>Enhance NGOs awareness and knowledge of currently untapped resources in the NGO community/current practices of exclusion of certain groups of women from 'mainstream' NGO networks (e.g., women with disabilities or from ethnic minorities).</p>	<p>Employed strategies have the potential to increase or create political pressure on government partners to continue fulfilling (or working towards fulfilling) their obligations under CEDAW, but also to showcase achievements.</p> <p>Similarly, strategies can increase/create social and moral pressure among and within NGOs to review their own practices against the very principles for which they are advocating.</p>
<p>Support local partners in accessing new/additional funding sources (in country or externally) to support their activities in the future.</p>	<p>Strengthens financial ability of local partners to continue their work after CEDAW SEAP ends.</p>

Current CEDAW SEAP documents do not capture the variety and richness of the different ways in which the programme has been able to work towards enhancing the likelihood of results being sustainable. This has not only limited the ability of UNIFEM to systematically monitor, learn from and possibly expand its repertoire of deliberately chosen approaches that can foster sustainability, but it has also reduced the agency's ability to 'showcase' these and demonstrates how individual approaches (can) link to create a comprehensive, multi layered approach to sustainability.

5.3 Likelihood of Results to Date Being Sustainable

Finding 10: Several of CEDAW SEAP's achievements, especially at the output level, are likely to require no or only minimal further technical or financial support from UNIFEM. Many, however, will probably require at least some financial support in order to be sustained. Contextual factors are likely to pose considerable challenges to the sustainability of most results.

Our data indicate that a number of CEDAW SEAP's achievements – in particular at output level – stand a good chance of being sustained without further technical assistance from UNIFEM in most or all of the seven programming countries. In various cases, however, while partners have the knowledge, skills, networks and motivation required to sustain certain initiatives, their ability to do so will depend on the availability of funding – either from their own organizations or from external donors. Key types of achievements and their respective likelihood of being sustained without further technical and/or financial assistance from UNIFEM or others are listed below.

Continue to use knowledge and skills gained with support of CEDAW SEAP:

Programme partners, in particular from NGOs, have gained not only knowledge but also practical skills and experiences (e.g., related to data collection and analysis, report writing, or structuring consultations and complex collaboration processes) that they are likely to continue to apply in their future work without any further support from UNIFEM or others.

Replicate and adapt basic training and information activities on CEDAW:

In all countries, groups of national experts/trainers are now able to provide basic level training and awareness raising on CEDAW to government and civil society stakeholders. While there are individual examples to date of national institutions allocating their own resources for the replication of CEDAW training (e.g., in Indonesia, Thailand and Timor-Leste), the question of appropriate and sufficient funding for further training and awareness raising is likely to be a considerable challenge for government and civil society stakeholders in all countries.

National and regional partners are able to develop new or adapt existing information materials on CEDAW without external technical assistance, as well as training manuals and curricula to match the particular needs of their respective clients/partners. Again, the ability to apply related knowledge and skills will be at least partly dependent on the availability of funding.

Continue/upkeep or broaden coalitions, networks and effective processes of collaboration:

Based on the positive nature of experiences during the latest process of preparing CEDAW state reports, both NGOs and (to a lesser degree) government organizations in most countries are likely to actively seek, or at least be more open to, similar participatory processes in the future. The continuation and further expansion of various NGO networks and coalitions will at least partly depend on the availability of related resources. Consulted NGO partners in various countries (e.g., Cambodia and Thailand) indicated their determination and interest to continue their collaboration not only over CEDAW state and shadow reports, but also – ideally – in terms of ongoing monitoring and data collection related to the implementation of the Concluding Observations. For many networks, especially those including members in geographically disperse parts of a large country (e.g., in Thailand), the continuation of their joint work will require at least some external funding.

The sustainability of almost all achievements to date runs the risk of being negatively affected by a variety of **contextual challenges**, in particular:

- Competing national or regional priorities and concerns related to economic challenges and/or political instability (e.g., due to rising oil and food prices, or related to environmental concerns) and resulting lack of resources and political support/leadership for CEDAW and women's human rights-related initiatives.
- Especially in government, frequent staff turnover affecting the existence and continuity of institutional leadership, and low general institutional and system capacities, which would require widespread public sector reform to address.

There are also some areas where CEDAW SEAP has made some **initial progress**, but has not yet achieved substantial results, which in turn makes it too early to reflect on the likelihood of achievements being sustainable. For example:

- In some countries, CEDAW SEAP has done some initial work with specific **target groups**, e.g., with selected members of the *judiciary*. While experiences indicate that this engagement may have considerable potential to lead to further results, achievements to date have been limited to a few countries and/or to raising first interest and awareness among a relatively small number of individuals in the respective sector.¹⁰¹ Similarly, the work of CEDAW SEAP with different *line ministries* has to date largely focused on their participation in the CEDAW reporting process, but not yet, or only to very limited degree, on next steps related to how to systematically implement CEDAW in their respective sectors (i.e., through the development of sector-specific laws and regulations or sector-specific action plans).¹⁰²
- As mentioned above, the inclusion of CEDAW and equality-related principles into **national frameworks/laws** is a key step towards ensuring the sustainability of efforts towards CEDAW implementation. CEDAW SEAP has made considerable contributions in this regard. The implementation and operationalization of these frameworks, however, is still largely outstanding, and various consulted national partners have expressed the view that further support from UNIFEM will be helpful to change this.
- While considerable progress has been made in this regard,¹⁰³ several countries (e.g., Cambodia, Timor-Leste and Viet Nam) – and perhaps all – will require further assistance to institutionalize a stable national **coordination system** for CEDAW monitoring, reporting and implementation that can function without external support and advice and beyond the immediate period of CEDAW reporting.
- There are at present no or only very limited national (and regional) experts/trainers and materials available for providing **advanced capacity development** support (including on-the-job coaching, mentoring and training), i.e., support addressing the specific needs of CEDAW implementation in different substantive areas or sectors.

One key function that CEDAW SEAP has fulfilled, which is not likely to be taken over by any national or regional partner any time soon, is that of a neutral **facilitator and connector** able to bring diverse partners together at national and regional levels. The ability of UNIFEM to play this role is at least partly dependent on its position as a neutral UN agency. While some national or regional partners may be able to take on *parts* of this role in the mid-term future (e.g., ASEAN in terms of bringing government partners together, or a potential regional CEDAW Watch group for connecting NGOs), it is currently not evident that any one partner could take over the whole range of tasks currently fulfilled by UNIFEM. (See also sidebar.)

The PIP mentions that some of the CEDAW SEAP functions might over time be 'handed over' to local partners. Neither the PIP nor other subsequent programme documents elaborate, however, which particular functions are referred to.

Whether programme functions can be handed over to others or not depends on the extent to which progress has been made under a particular result, as well as on the respective type of function CEDAW SEAP has been fulfilling. For example, roles such as the provision of basic training on CEDAW are likely to be taken on by local partners – both government and NGO. This is not so easily done, however, in the case of the facilitation and brokering role played by UNIFEM between government organizations and NGOs.¹⁰⁴

¹⁰¹In relation to the work done by CEDAW SEAP with justice sector actors, several stakeholders in different countries shared their impression that it was particularly difficult for anyone without a formal legal background to be accepted by judges, lawyers or prosecutors as legitimate trainers able to convey anything of relevance to them. NGO representatives in particular were usually assumed by judges and others to lack such knowledge. CEDAW SEAP's successes in working with justice sector actors in the Philippines were repeatedly attributed to the fact that there are several local NGOs possessing strong legal expertise and experience, making them more acceptable to the respective target groups.

¹⁰²In Thailand, for example, CEDAW SEAP has already supported the development of such action plans for all line ministries. These have not yet been implemented, however.

¹⁰³Particularly in relation to the CEDAW reporting process.

¹⁰⁴In this context it may also be important to note that the 'handing over' of programme functions is not the same as demonstrating the 'sustainability of results', but that it is a tool/strategy that can contribute to their sustainability.

5.4 Conclusion

The degree to which programme achievements to date are likely to be sustainable is – in our view and experience – neither particularly limited nor high, but it is within the range of what was to be expected. The observation that a number of achievements are likely to require further (at least financial) assistance is not surprising given the core types of achievements CEDAW SEAP has contributed to (i.e., knowledge, skills and partnerships that now need to be ‘translated’ into further action), and given the fact that programme results to date are located at the beginning of broad, long-term change processes in each of the seven countries.

In its approach to CEDAW SEAP implementation, UNIFEM has employed a variety of means suitable for enhancing the likelihood of long-term sustainability of results. The key area for improvement pointed out in this section concerns the need for UNIFEM to make related assumptions and strategic considerations more explicit. This is relevant not only for reasons of accountability, but also in terms of the ability of UNIFEM to deliberately test and adjust assumptions and to visibly approach the issue of sustainability systematically rather than intuitively. The CEDAW SEAP experience – especially if there is a second phase of programming – can provide valuable lessons with regards to what ‘sustainability’ means in the specific context of CEDAW implementation, and what particular factors determine whether and to what extent results can be sustained over time.

6 Factors Affecting Performance

This section summarizes reflections on key factors that have supported or inhibited the performance of CEDAW SEAP. *Performance* in this context refers to the totality of the programme's relevance, effectiveness and sustainability of results. The section focuses on issues other than contextual ones (which were described in Section 2), i.e., on CEDAW SEAP's overall design, core programme concepts and various programming strategies and choices. As is described below, our data indicate that several issues identified in this section are not specific to CEDAW SEAP but point to systemic issues within UNIFEM or even beyond.

6.1 Programme Design

Finding 11: Many aspects of CEDAW SEAP's overall design have proven to be effective and relevant in terms of furthering the implementation of the Convention. The programme's complexity and very ambitious scope have provided both opportunities and challenges for UNIFEM.

Consulted stakeholders widely agreed that many core characteristics of CEDAW SEAP's overall programme design have been effective and relevant in terms of the intended goal to further CEDAW implementation in the seven participating countries. These include:

- Allowing UNIFEM to systematically focus on the question of how to effectively support implementation of the Convention on a comparatively 'bigger scale' (i.e., with more resources and in more countries at the same time) than any previous initiative.
- Acknowledging, with its three-pronged approach,¹⁰⁵ the complexity and inter-connectedness of some of the core challenges hindering CEDAW implementation and aiming to address them in a comprehensive way.
- Using a multi stakeholder approach that considered it appropriate to involve a highly diverse range of national and regional stakeholders in view of the Convention's all encompassing nature.
- Addressing two complementary aspects of CEDAW implementation, i.e., on the one hand, the need for enhanced knowledge, awareness and skills related to CEDAW in general, and on the other hand the need to support (exemplary) actions for the Convention's implementation in specific substantive (thematic) areas.
- Working in a large number of countries and thus gaining a wide range of comparable different experiences in a relatively short time, e.g., linked to the CEDAW reporting process.¹⁰⁶
- Working at the regional level on one common topic, which has allowed UNIFEM to use South-South exchange as a meaningful programming tool. Regional exchange has shown its potential to contribute to strengthening capacities for CEDAW implementation at the national level, and to create beginnings of 'friendly competition' between countries and of political pressure to comply with obligations under CEDAW.
- Building in various mechanisms to ensure a transparent and participatory approach to CEDAW SEAP implementation, including the establishment of programme committees involving different kinds of stakeholders. (See also sidebar.)

Of the three types of programme committees originally envisaged in the PIP (p. 21f.), only the *Country Consultative Committees* and the *Programme Steering Committee* actually emerged. The latter is comprised of UNIFEM and CIDA and has met on an annual basis. Meetings have been well documented through detailed minutes, which capture key

¹⁰⁵ Targeting (i) general awareness of CEDAW and women's human rights, (ii) key stakeholders' capacities to promote women's human rights under CEDAW and (iii) political will and commitment to implementing CEDAW.

¹⁰⁶ Given that each country usually reports every four or five years, working in only one or two countries would have limited the programme experience to supporting only one or two reports in total.

Of the three types of programme committees originally envisaged in the PIP (p. 21f.), only the *Country Consultative Committees* and the *Programme Steering Committee* actually emerged. The latter is comprised of UNIFEM and CIDA and has met on an annual basis. Meetings have been well documented through detailed minutes, which capture key points of the discussion and of agreements made. Consulted representatives of both UNIFEM and CIDA have stated that Steering Committee meetings have contributed to establishing an overall **constructive, collaborative and transparent partnership** between the two agencies.

Efforts to establish a *Programme Advisory Committee* (PAC) that would include stakeholders from other UN and international agencies were not successful, largely due to a lack of interest and/or availability of relevant stakeholders. Given the extensive contacts UNIFEM has with other UN/ international agencies in all countries and at the regional level, it is not evident to date if and how the absence of a PAC has limited the work of CEDAW SEAP in significant ways.

- CEDAW SEAP's three-pronged approach, or, more precisely, its 'translation' into three programme outcomes, proved to be problematic as the emerging relation between the three outcomes was more complex than implied by CEDAW SEAP's results logic. In an RBM approach, cause and effect relations are usually depicted as *vertical* relations (i.e., between outputs and outcomes), which usually also imply a *time* perspective (i.e., outputs precede outcomes). The *horizontal* level, on the other hand, implies (more or less) *equal complexity* of results. In the case of CEDAW SEAP, however, as mentioned earlier, Outcome 3 was soon showed to be at a higher level than Outcomes 1 and 2, i.e., progress towards Outcome 3 is (partly) constituted by achievements under the other two outcomes.¹⁰⁸ Overall, CEDAW SEAP's current results chain appears to mix (i) an RBM format with (ii) an assumed *sequence* of steps required to enhance CEDAW implementation, as well as (iii) the intention to emphasize that each of these steps is equally necessary and non-negligible. (See also sidebar.)

¹⁰⁷ Though not necessarily on all three in each country.

¹⁰⁸ Similarly, depending on the respective definition of 'capacity to promote women's human rights under CEDAW', one could argue that Outcome 1 (awareness raising) is part of Outcome 2 (capacity), and thus at a lower level.

¹⁰⁹ That is, the relation between knowledge/awareness of CEDAW, the notion of 'capacity to promote gender equality and women's human rights under CEDAW', and the dimension of political will and commitment to implement CEDAW – the three core factors/dimensions assumed to be crucial for CEDAW implementation as implied by the current programme results structure.

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- Furthering the potential for learning from neighbouring countries under CEDAW SEAP by making use of the existing *differences* among countries regarding their national capacities and experience with CEDAW (i.e., many countries have regarded the Philippines as more advanced and as a good example especially with regards to gender equality legislation), as well as by existing national *similarities*, (i.e., similar political systems in Cambodia, Lao PDR and Viet Nam and resulting advantages for replicating experiences).

The programme's complexity and broad scope have posed not only opportunities, however, but also **challenges**. For example:

- The experience of implementation has shown that some aspects of the initially intended programme **scope** had been somewhat **overambitious**, i.e., the intention to work in three substantive areas at the same time,¹⁰⁷ or to target representatives from a country's executive, parliament and judiciary to equal extents. Similarly, it became clear that considerably more time and effort than initially expected would be required for raising even basic awareness of CEDAW and women's human rights among a diverse group of stakeholders – the first of the intended steps in the programme's implicit theory of change, and (seemingly) the least complex of the three intended programme outcomes.
- The large programme size and the diversity of countries involved have had considerable **implications for programme administration and management**. Consultations with CEDAW SEAP staff indicate that some of these implications had been underestimated at programme onset, such as the time required for setting up seven country offices and hiring staff, or the practical implications of linguistic differences for report writing or cross-country exchanges.

On the positive side, the challenges and questions around the programme's results logic have opened opportunities for UNIFEM to re-explore its initial assumptions regarding the theory of change guiding its interventions, in particular the assumed logical and time-related relationships among different factors and/or levels influencing CEDAW implementation.¹⁰⁹

Our data further indicate that that some of the **potential** inherent in CEDAW SEAP's design may not have been fully brought to bear.

- To date, UNIFEM has carried out only limited analysis of the specific ways in which CEDAW SEAP's **regional scope** had been envisaged as, and has actually been shown as, adding value to achieving intended programme results.
- Most consulted UNIFEM staff members stated that they considered the programme's **focus on CEDAW implementation**, and thus on a high level and comparatively abstract 'umbrella' issue, to be relevant and useful for the overall work of UNIFEM. Only some, however, were able to further elaborate where they saw the particular value added of a programme such as CEDAW SEAP in comparison to thematically focused initiatives e.g., on gender-responsive budgets or domestic violence. In countries where both CEDAW SEAP and other UNIFEM programming have been taking place simultaneously (e.g., Timor-Leste and Viet Nam), UNIFEM staff reported on synergies that had emerged. However, most of these synergies appear to have been on an operational level, e.g., through the use of CEDAW SEAP resource materials in other initiatives. It was less evident whether, how and to what extent the different (assumedly complementary) programming approaches had been discussed in terms of their potential *strategic* implications for the overall approach taken by UNIFEM in the respective country or at the regional level.
- **Country Consultative Committees** (CCCs) were initially established in all seven countries and have operated to different degrees of effectiveness. (See also sidebar.) To our knowledge, there has been no systematic analysis or application of lessons learned related to the intended, actual and – most importantly – *potential* benefits of the CCCs. Some inherent prospective benefits of the CCCs (or of similar, modified bodies) may thus have remained unused, e.g., related to their (possible) role not only for guiding CEDAW SEAP's work, but also for strengthening the programme's partnerships with national stakeholders, enhancing local ownership of and leadership for results, or increasing collaboration among national partners and thus their individual and collective capacities.

One challenge in those CCCs that worked less well appears to have been a lack of clarity among different members regarding the intended role of the committee as an advisory rather than – as some national partners assumed – a steering and management body. Also, some National Coordinators found that the initial membership of the committee was too limited and excluded important players.¹¹⁰

6.1.2 Core Programme Concepts

One overarching theme that emerged during the evaluation is the observation that a number of core programme concepts and underlying assumptions have not, or have only partially, been made explicit, which has affected CEDAW SEAP to different degrees and in different ways.

Finding 12: With regards to the (potential) value added by the programme's regional approach, there would have been considerably more room for both UNIFEM and CIDA to make their respective underlying assumptions more explicit.

As documented in the draft 2008 Steering Committee meeting minutes, CIDA and UNIFEM only fully realized (or acknowledged) in early 2008 that while they shared a common overall objective, their understandings of what the term 'regional' meant and implied in the context of CEDAW SEAP differed.¹¹¹ One (seemingly) key difference was that for UNIFEM the notions of a 'regional' and a 'multi country' programme were basically synonymous, while for CIDA they were significantly different. A 'regional programme' in CIDA's understanding – as explained during the Steering Committee meeting – meant to aim for distinct regional results different in quality from the sum of individual results achieved in different countries. Given that CIDA had funded CEDAW SEAP as a *regional programme*, the agency requested UNIFEM to provide more evidence of progress towards regional results in this sense.

Our main observations and comments on the issue of the regional nature of CEDAW SEAP and related concerns as expressed by CIDA are summarized below.

- The fact that CIDA and UNIFEM only fully realized their misunderstanding over the notion of 'regional' three years after the PIP was approved implies that only a limited amount of discussion and reflection has taken place within

¹¹⁰ In Indonesia, for example, the formal CCC was therefore replaced by more informal regular partner meetings that include a wider range of stakeholders.

¹¹¹ The issue of developing 'regional results' and related indicators had frequently been discussed between the first CIDA Project Team Leader, programme monitors and UNIFEM since programme onset. However, it appears that none of the discussions prior to the 2008 Steering Committee meeting have resulted in a clear, acknowledged realization by all sides that UNIFEM and CIDA seemed to approach the notion of 'regional' from different core understandings. The 2007 monitors' report and the CEDAW SEAP team's response to it provide a comprehensive summary of concerns around the programme's regional approach, as well as a summary of regional programme activities and achievements documented to date.

and between the two agencies with regards to one of the core concepts underlying CEDAW SEAP's overall design. While both partners appear to have acted on the assumption that working at a regional (or multi country) level 'naturally' provided specific benefits in terms of the scope and/or quality of development results, these benefits have not, or have only to a limited extent, been made explicit.

- As mentioned in Section 2, there appear to be no official criteria or guidelines defining CIDA's understanding and related expectations of a regional programme – as opposed to a country or multi country programme – beyond the generic definition of addressing issues that (i) span national borders or that (ii) may be too sensitive to approach on a bilateral level. Given that the concept appears to be relevant within the agency's programming strategy and resource allocation, this is surprising.
- The approval of the PIP in its current form implies that (at the time) CEDAW SEAP's overall design was perceived as appropriate and relevant by both CIDA and UNIFEM. This design includes a limited number of explicit references to envisaged achievements at the regional level, as shown in the sidebar. In recent discussions on the programme's regional approach, CIDA has suggested a number of additional or alternative regional issues that UNIFEM could or should have set out to address (e.g., furthering the development of regional strategies or policies on CEDAW, or strengthening the capacity of regional organizations other than NGOs). While it will be beneficial to explore these and other possibilities for a second phase of programming, the fact that CEDAW SEAP has not addressed them to date is not an omission when measured against the programme's explicit and agreed upon results framework.

The CEDAW SEAP PMF includes only one Output (2.4) that explicitly refers to the regional level: "Regional NGOs capacity in using CEDAW as a framework to provide technical support to government and non-government sectors strengthened". In addition, two indicators (one at outcome and one at output level) mention the regional dimension in referring to an "increased number of experts and trainers on CEDAW, and quality resource materials, are available at the national and regional level" (2.0A), and the "Number of requests to national and regional women's NGOs to act as resource persons to civil society in each country" (2.2A).

- One dimension that does not appear to have been explored (explicitly) by either UNIFEM or CIDA is the seemingly trivial question of what constitutes a 'region'. Several consulted stakeholders who had worked on CEDAW implementation in different parts of the world stated that their experiences with implementing CEDAW in Southeast Asia had been significantly different from that in, for example, South Asia or the Pacific. As pointed out above, part of the strategic value of CEDAW SEAP's design has been its (potential) ability to generate a spectrum of learning on CEDAW implementation by gathering experiences in a variety of diverse, yet also similar and connected contexts. Assuming that one characteristic of a 'regional' approach lies in the fact that it takes place not in any arbitrary combination of countries but in countries with shared cultural features, shared history (including history of conflicts), similar geographical and natural conditions, etc., the question arises of the specific expected and actual implications of these similarities.

For the evaluation team, the key question concerning the regional performance of CEDAW SEAP was how and why regional programming has been or could be significant in terms of furthering the programme's particular objectives. In other words, in what ways could activities and changes at the regional level be expected to advance the programme's intended goal of achieving more effective CEDAW implementation to further the realization of women's human rights?

As with other international human rights treaties, legal commitments to implement CEDAW exist exclusively at the *national* level. To implement CEDAW means to 'translate' the international Convention into concrete national action. The importance of the regional dimension in this specific context thus lies primarily in its *strategic potential* to enhance the extent, quality or speed of CEDAW implementation at the national level, i.e., through the use of regional resources for national capacity development, or by creating political pressure among countries in the region. To date, UNIFEM has largely (though not exclusively) applied the notion of 'regional' in this sense, i.e., in relation to specific programming *strategies* (including, but not limited to South-South exchange) that employ regional entities or regional exchange to further CEDAW SEAP's development results.¹¹²

¹¹² The 2007 monitors' report confirms this: The SEAP regional team together with the monitors had worked to capture the intended key purposes of regional activities. The two key purposes agreed upon were: (i) to give support to country level initiatives with additional capacity development for sharing good practices, and (ii) to nudge one another forward. At the same time, CEDAW SEAP documents sometimes use the term 'regional' in ways that imply the existence of a discrete regional programming component with distinct results, i.e., in formulations such as "Another achievement at the regional level..." (CEDAW SEAP progress report #5 to CIDA)

CEDAW implementation at the national level can occur in different substantive areas and address different obstacles to the realization of women's human rights. Some thematic issues make the potential benefits of a regional approach for addressing them more obvious than others, e.g., the issue of trafficking,¹¹³ where both the problem and its potential solution(s) imply an inherent cross-border perspective. However, while strategies aiming to address an issue may be developed and implemented jointly between two or more countries, their relevance in terms of fulfilling obligations under CEDAW remains a *national* one. In the case of CEDAW SEAP, as a programme focused on furthering implementation of the Convention, it is thus not evident how the quality of achievements at the regional level would significantly differ from those at national level. That is, the respective strategic values of enhancing the capacity of either national or regional NGOs are, in our understanding, not significantly different from each other in that both ultimately aim to further national CEDAW implementation.

While both UNIFEM and CIDA have recently made efforts to make their respective assumptions and expectations regarding the regional dimension of CEDAW SEAP more explicit, there remains considerable room for more discussion in order to develop a shared and mutually accepted understanding not only of what CEDAW SEAP had set out to do or has achieved to date, but also – in terms of future programming – whether there might be *additional* opportunities inherent in a regional approach to facilitating CEDAW implementation.

Finding 13: Understanding in UNIFEM of 'capacity' and 'capacity development' in the context of CEDAW implementation has not been fully made explicit. This has somewhat limited the ability of CEDAW SEAP to capture and learn from related experiences and achievements.

Throughout CEDAW SEAP implementation, the concepts of 'capacity' and 'capacity development' underlying the programme's work have largely remained implicit. Neither the PIP nor subsequent programme documents provide a definition of the basic understanding by UNIFEM of either term, or of resulting implications for programming approaches and strategies.¹¹⁴

Over time, CEDAW SEAP team members have had the opportunity to discuss various operational aspects of the programme's capacity development approach, and have thus been able to ensure some degree of common understanding. However, related discussions and agreements have not been captured or shared outside the programme team. Also, even within the programme team, assumptions and resulting approaches to capacity development appear to vary.

One indication of this conceptual 'vagueness' has been a lack of clarity over if, when and how CEDAW SEAP references to capacity development relate to *individual* or *institutional* capacity or to *both*. Furthermore, it is not clear whether CEDAW SEAP has been aiming to target specific components or dimensions of either individual or institutional capacities (see also sidebar), and, if so, then which.

Programme documents and consultations with UNIFEM staff imply that the programme is aiming to strengthen not only individual but also (at least parts of) institutional capacities. It is evident that, given its resources and its thematic focus, CEDAW SEAP was neither aiming to nor in a position to provide comprehensive institutional development assistance to its partner organizations; rather, it has been aiming to enhance their specific capacities as pertinent to the implementation of the Convention. More important, however – not only for accountability purposes but also

Individual capacities are often described as being comprised of core components such as knowledge, skills and attitudes. The CEDAW SEAP results structure, however, distinguishes between 'raising awareness and understanding' under one outcome, and 'enhanced capacity' under another, thus implying that either 'capacity' does not include knowledge and awareness, or that it includes specific (yet not defined) types of knowledge and awareness different from generic awareness of women's human rights and knowledge of CEDAW.¹¹⁵ Further, while programme documents imply a number of particular skills that appear to be relevant in the specific context of CEDAW implementation, there has been, to our knowledge, no attempt to systematically capture or describe core skills.

The notion of institutional capacities in turn can be broken down into subcomponents such as: human resources, strategic leadership, structure, financial management, infrastructure, programme and process management approaches, and inter-organizational linkages. Institutional capacities in this view relates to an organization's ability to use its resources, systems and processes to perform in accordance with its mandate.¹¹⁶

¹¹³ Which is one topic CIDA has recently suggested CEDAW SEAP may want to explore in more depth due to its inherent regional dimension.

¹¹⁴ At the corporate level, the absence of an agreed upon understanding of 'capacity development' has also been highlighted in the 2007 MYFF evaluation as a challenge affecting the global work of UNIFEM.

¹¹⁵ The latter appears to be how the current CEDAW SEAP team has come to interpret the two outcomes: Outcome 1 as relating to generic awareness of women's human rights and knowledge of the mere existence of CEDAW; and Outcome 2 as addressing specific knowledge and skills relevant for implementing CEDAW in different substantive areas and in specific contexts.

¹¹⁶ See, for example: Charles Lusthaus et al., *Organizational Assessment. A Framework for Improving Performance*, Inter-American Development Bank, Washington DC, and International Development Research Centre, Ottawa, 2002.

for work-planning and implementation – would have been to specify in more detail what particular aspects/dimensions of institutional capacity the programme was setting out to affect, and where in the ‘bigger picture’ of larger institutional development CEDAW SEAP was positioning itself. This would also include analysing and pointing out where remaining institutional capacity gaps were likely to continuously adversely affect the use of CEDAW-related knowledge and skills, e.g., due to limited leadership or the absence of effective management systems and processes.

An explicit programme **capacity development strategy**¹¹⁷ could have been helpful in terms of:

- Outlining CEDAW SEAP’s core understanding of ‘capacity’ and ‘capacity development’;
- Specifying the programme’s intended approach to addressing specific aspects of individual and institutional capacities and defining the limits of its intended approach;
- Providing outlines of a framework for gathering information and lessons relevant to further clarify what specific types of knowledge and skills are relevant for working with different partners and/or on different thematic areas in the context of CEDAW implementation.
- Providing guidance on how to systematically track capacity building results over time.

A capacity development strategy could further explore how individual capacity development interventions in each country were envisaged to complement each other; and also how regional level activities were envisaged to complement and feed into national capacity development goals. For example, while there is broad evidence illustrating that UNIFEM has employed a range of different individual strategies (see also sidebar), *training* has been the most frequent and most visible individual form of CEDAW SEAP’s capacity development support.¹¹⁸ The external monitors’ reports have indicated concerns over this strong reliance on training as CEDAW SEAP’s core tool for capacity development.¹¹⁹ It was not so much the strong reliance on training in itself that gave rise to these concerns, but rather the fact that it was not always evident if and how individual training events had been part of and had contributed to a more comprehensive vision of capacity development. In many cases of CEDAW SEAP support for different partners at national and regional levels to date, the existence of a comprehensive approach that would imply a longer-term perspective for individual or institutional development has not been evident.¹²⁰

6.2 Programming Choices and Strategies

This section explores selected programming choices made by CEDAW SEAP, and the degree to which they have been effective in facilitating the programme’s progress towards results.

Finding 14: The overall approach taken by UNIFEM to CEDAW SEAP implementation has been widely acknowledged as responsive to, and respectful of, the different needs and priorities of its partners. In the context of having to account for timely delivery of results, this approach has also posed some difficulties for UNIFEM.

¹¹⁷ A capacity development strategy does not necessarily have to consist of one extensive document compiled at programme onset, but could take different forms (e.g., a series of topical notes) and would ideally be adapted on a regular basis to include learning from implementation experience.

¹¹⁸ This may in part relate to the fact that for a considerable number of programme partners at the national level, ‘capacity development’ is synonymous with ‘training’. This means that they tend to remember training events, while other ongoing types of support may not be perceived as being part of ‘capacity development. As indicated by CEDAW SEAP staff, it has also meant that partners often specifically requested UNIFEM to provide or fund training for staff members.

¹¹⁹ See, for example, the 2006 and 2007 external monitors’ reports.

¹²⁰ Again, this is an issue that does not appear to be specific to CEDAW SEAP but that UNIFEM has identified as a general area for improvement in its corporate work. See 2007 MYFF evaluation report.

EXAMPLES OF CAPACITY DEVELOPMENT APPROACHES OTHER THAN TRAINING UTILIZED BY CEDAW SEAP

On-the-job coaching and mentoring for government and NGO partners, in particular around various aspects of the CEDAW reporting process, but also related to curriculum development and roll out.

Conducting CEDAW mock sessions for government and NGO partners (‘role play’ character rather than formal training).

Providing targeted technical advice on CEDAW-related issues upon partners’ requests.

Organizing events (conferences, round tables) and by doing so creating public fora for stakeholders that might otherwise not be heard.

Facilitating exchange and dialogue between government and civil society partners at national level.

Initiating and facilitating regional exchange of experiences, challenges and ideas e.g., through study visits or thematically focused regional colloquia.

Providing partner organizations with financial assistance to implement their own initiatives relevant in terms of CEDAW.

The overall approach taken by UNIFEM to the implementation of CEDAW SEAP has been widely acknowledged by consulted stakeholders as demonstrating genuine interest in and respect for partners' needs and priorities and for their respective starting point and contextual challenges, thus complying with one of the principles of a **human rights-based approach** to programming.¹²¹ NGO and government partners alike emphasized that UNIFEM had not tried to impose specific goals or approaches but had supported them in formulating and implementing their own ideas and plans. The National Coordinators in all countries were repeatedly praised for their availability and willingness to assist partners with advice and hands-on help whenever required.¹²²

The programme experience has also illustrated some challenges or dilemmas emerging from this responsive and partner-oriented approach:

- Supporting a large number of individual initiatives suggested by, and carried out with, a broad number of diverse partners, especially at the national level, makes it difficult to ensure and demonstrate overall programme coherence. To pull the patchwork of individual initiatives together into one coherent plan and 'story' of CEDAW SEAP's work in each country and at an overall programme level requires very strong analytical skills, as well as sufficient time to do so. Ensuring that this 'bigger picture' can emerge is relevant not only in terms of programme accountability, but also in relation to helping partners at the national level see how individual efforts to further CEDAW implementation fit together. Our data indicate that this has been a challenge especially at the country level, where there has been a tendency for National Coordinators to report on, and to think and plan in terms of, different individual partnerships and related activities rather than in terms of results and an overall programming vision.
- Accepting capacity development as a long-term process – one that besides technical knowledge and skills also requires local ownership – means acknowledging that individuals and organizations have to make and learn from their own mistakes, and that they have to progress at a pace that is agreeable and feasible for them. This may mean that processes take longer than they would if led by an external (international) consultant, or that the initial quality of products and processes may not meet ideal external standards.¹²³
- Working under the format of an externally funded results-oriented programme, however, puts pressure on UNIFEM to demonstrate visible results within a defined, relatively short timeframe. In this context, setbacks or mistakes are usually not regarded as suitable indicators for progress (and are accordingly not, or only to limited extent reported on), although in the long run they may prove to have been key factors leading to changes in partners' capacities.

Finding 15: The partnership choices made by UNIFEM under CEDAW SEAP have been strategic and effective in terms of furthering progress towards increased CEDAW implementation. In some cases, individual partnerships appear to have more inherent potential than has been brought to bear to date.

Part of the programme design and inception phase has been a thorough mapping of (potentially) relevant partners at national and regional levels, including a variety of government organizations, national and regional NGOs/CSOs and academic institutions, as well as from the United Nations and other international bodies or agencies.

One consulted NGO representative stated that in one case she had felt that CEDAW SEAP was starting to engage too much into the day-to-day operations of a women's coalition in her country in order to push their process of forming a functional network. While acknowledging the National Coordinator's good intentions, the representative emphasized that the women's coalition needed to "make its own mistakes, learn and grow at its own pace for it to be sustainable and fully owned by the participating women".

NGO partners in another country stated that they had been impressed with the ability of the respective National Coordinator to provide support while avoiding micromanaging the NGOs' work: "At first we were afraid she would follow us around all the time, but she only came a few times in the beginning when we were teaching as she wanted to make sure that we really understood CEDAW. After that she left us to do our work."

¹²¹ See, for example, the 2007 UNIFEM guide on 'CEDAW and the Human Rights-Based Approach to Programming' for an introduction to the UNIFEM understanding of and approach to a human rights-based approach, http://www.unifem.org/resources/item_detail.php?ProductID=94.

¹²² See also country visit reports in Appendix V.

¹²³ See also Section 4 on the difference between 'good' and 'good enough' training.

“UNIFEM is supporting the government to learn about CEDAW and it’s a good opportunity to get the government to understand. If the government doesn’t understand CEDAW, how can we advocate for CEDAW?”
NGO REPRESENTATIVE, CAMBODIA

Especially at the country level, CEDAW SEAP made the conscious choice to aim for ‘breadth’ and diversity of partners, not only among NGOs but also in government, in order to expose and include more than the respective national women’s machinery in the work on CEDAW implementation. This breadth has to some degree limited the extent of support the programme has been able to dedicate to each individual partner organization. However, given that one of the key obstacles for CEDAW implementation to date has been a lack of awareness of and knowledge about CEDAW among stakeholders who should know about it (especially in government), the UNIFEM focus on reaching out to as wide a range of partners as possible was appropriate and has been shown to be effective. (See also sidebar.) In

terms of a potential second phase of programming, the work of CEDAW SEAP has created a basis for making informed decisions on whether, where and how to engage in more ‘in depth’ support for a potentially more narrow group of partners.

In many cases the partnership choices taken by CEDAW SEAP have been *strategic* in terms of the respective partner institution’s role and positioning within its national or regional context. For example, partners include:

- Institutions in charge of training of government officials and thus in a position to institutionalize gender equality and CEDAW at government level (e.g., national training institutions addressing members of parliament, public servants, judges, prosecutors or lawyers) (see also sidebar);
- Organizations/institutions with access to a large number of stakeholders at national, provincial and district levels (e.g., national and provincial courts) or at the regional level (ASEAN and, more recently, AIT);
- Organizations/institutions that play a role in the drafting/development or review, implementation and monitoring of a variety of domestic laws or regulations relevant in terms of gender equality issues (e.g., national women’s machineries, parliamentary commissions/committees);
- NGO networks (including existing Gender Groups or CEDAW Watch groups) with access to a broad range of different women’s organizations at national or regional levels;
- State institutions with a mandate relevant to gender equality that previously had not had a history of working with international organizations (e.g., the Communist Party Central Committee for Mass Mobilization in Viet Nam).

UNIFEM has more recently also established partnerships with regional institutions that train public administrators from across the region, such as the Asian Institute of Technology (AIT) in Bangkok.

Some **challenges and questions** related to CEDAW SEAP’s partnerships to date are:

Short-term/longer-term partnerships: An initial challenge for the effectiveness of individual partnerships was that CEDAW SEAP partnership agreements in the beginning tended to be very short term and mostly focused on individual activities. This was partly due to the fact that various partner organizations were – at least at programme onset – unable and/or unwilling to engage in longer-term agreements with specific goals agreed upon in advance.¹²⁴ Another factor was that the programme team was aiming to keep the total amount of resources for each partnership agreement low to avoid the lengthy process for approval in New York of sums exceeding US\$30,000 (required under UNDP, and thus UNIFEM, rules). The results were considerable administrative workloads for the national and regional teams, as well as difficulty in thinking and planning in terms of longer-term results – even though there was consistency in that UNIFEM renewed and continued its partnership agreements with more or less the same partners each year. UNIFEM has since then consciously moved towards trying to create longer-term relationship agreements that allow and encourage local partners to think and plan beyond individual initiatives, while also providing them with flexibility to develop specific plans as the collaboration unfolds.¹²⁵

¹²⁴ Several consulted NGO and government stakeholders in different countries stated that their respective organizations were used to short-term and activity-based planning only.

¹²⁵ In several cases, this is still posing challenges, however, as some national partners are only starting to get used to and learn about longer-term and result-oriented planning.

Regional partnerships: One key area of concern, especially for CIDA but also for other programme stakeholders throughout CEDAW SEAP implementation, has been the programme's relationship with IWRAP AP.¹²⁶ Initial consultations during the programme design phase and the resulting programme document had led several stakeholders, including IWRAP representatives, to expect a significant degree of strategic and operational collaboration between CEDAW SEAP and IWRAP. (See also sidebar.) The subsequent PIP and annual work plan, however, did not make references to any particular part for IWRAP other than recognizing its position as the only – at the time – strong regional resource specializing on CEDAW.

Other subsequent challenges for the evolving partnership were related to personal differences between individual CEDAW SEAP and IWRAP staff members, as well as repeated leadership changes in both IWRAP and CEDAW SEAP, which made it difficult to initiate and/or continue strategic discussions. The working relationship between

CEDAW SEAP and IWRAP that was finally established took considerable time and energy on both sides to agree upon, and was characterized by 'parallel paths' with much more limited collaboration than initially anticipated.¹²⁷ It basically consisted of CEDAW SEAP contracting IWRAP to provide various trainings for programme partners, and of UNIFEM being allowed to access the extended pool of individual regional resources developed by IWRAP for training purposes.

Notwithstanding the variety of factors that have negatively affected the relationship of CEDAW SEAP and IWRAP AP to date, IWRAP's capacity, experience and popularity, its official status in relation to NGO reporting, as well as the history of financial support that UNIFEM has provided to the organization over time¹²⁸ continue to make IWRAP AP a (potentially) highly strategic partner for the programme. A truly 'strategic' partnership would go beyond functional collaboration, mere coexistence and the avoidance of overlap, and instead aim to systematically

align complementary strengths and resources into a joint, longer-term approach to enhancing CEDAW implementation in the region. (See also sidebar).

Working with government organizations: In all countries, working with government partners has tended to be more challenging and slower and has led to less evident changes at the organizational level than CEDAW SEAP's work with CSOs. This has not been unexpected, given that government institutions tend to be less flexible and more difficult to change than NGOs due to their status, inherent structures with various hierarchical layers of accountability and decision-making, and frequent staff turnover. This has at times posed challenges to UNIFEM with regards to deciding on the best use of programme resources – given that on the one hand government partners, especially national women's machineries, are key strategic partners for CEDAW implementation, while on the other hand it was evident that with its given resources CEDAW SEAP would not be able to make significant changes to government systems or structures. Overall, the programme appears to have found a good balance by establishing and keeping up meaningful relationships with various government agencies in all countries, while – at least for certain periods (e.g., in Thailand) – limiting the scope of support to selected strategically relevant interactions in order to focus on other partnerships with more potential for success.

Finding 16: UNIFEM has strategically used the CEDAW reporting process to facilitate progress towards results. Experiences gained under CEDAW SEAP have confirmed and further illustrated the potential of this process to generate and sustain a momentum for positive change.

THE INITIAL CEDAW SEAP PROGRAMME DOCUMENT (PRODOC) MENTIONS IWRAP AP IN SEVERAL PLACES, INCLUDING:

“At the regional level, the Asia-Pacific Resource and Research Centre for Women (ARROW) and the International Women's Right's Action Watch – Asia Pacific (IWRAP-AP) among others were consulted during the development of this programme proposal. These and other regional NGOs will be invited to bid for the implementation of regional components of the programme.” (ProDoc, p. 27)

“A Southeast Asia CEDAW Knowledge Network will be developed in partnership with an appropriate regional NGO such as IWRAP-AP.” (ProDoc p. 8)

Aiming for a more strategic and extensive collaboration with IWRAP AP would not necessarily mean CEDAW SEAP would focus on this one regional organization alone. The programme's aim to contribute to broadening the existing regional resources and expertise for CEDAW by also working with other regional NGOs and strengthening their capacity as CEDAW resources remains valid and appropriate.

¹²⁶ As indicated in PSC meeting minutes, progress reports and monitoring reports as well as in consultations with stakeholders.

¹²⁷ See 2006 monitoring report.

¹²⁸ In particular under the 'From Global to Local' programme.

A considerable part of the work of CEDAW SEAP has been linked to and has utilized the CEDAW reporting process. The approach taken by UNIFEM in this regard has been *strategic* in that it has used and promoted the reporting process as a tool for advocacy, building awareness and strengthening capacities of its partners in terms of the broader goal of CEDAW *implementation*, rather than treating the completion of CEDAW reports as a sufficient goal in itself. For example:

- UNIFEM has used the government’s reporting obligation under CEDAW as an entry point from which it set out to build government partners’ awareness and understanding of the fact that ‘CEDAW implementation’ is considerably more than the compilation and submission of periodic reports. Helping government partners compile these reports themselves, rather than using an external consultant, and helping them prepare for presenting their reports and responding to subsequent questions from the CEDAW Committee, opened opportunities for government partners to experience the CEDAW reporting process not as a mere obligation – a perhaps unpleasant or even threatening duty – but as an opportunity for capturing and showcasing national achievements.
- Assisting NGOs/CSOs to compile (better) shadow reports has helped involved women’s organizations enhance a number of skills relevant to and valuable for their overall work, e.g., related to data collection and analysis, policy and law review, effective collaboration with others, advocacy, reporting and presentation skills, and providing constructive comments on government positions. The focused work on shadow reports has further contributed to strengthening and broadening civil society networks, and to bring a larger and more diverse number of organizations together around a common goal. Several national and regional level partnerships established in relation to the CEDAW reporting process appear likely to be sustained and utilized beyond this particular purpose.
- CEDAW SEAP support has helped partners, especially NGOs, to better understand and use the potential of the CEDAW reporting process for advocacy and accountability purposes, i.e., to look beyond providing input to individual CEDAW reports by exploring ways for using the Concluding Observations for ongoing advocacy and monitoring work.
- The facilitation by UNIFEM of dialogue between government and NGO representatives around the state and shadow reports has in various cases contributed to an overall improvement of the relationship between governments and NGOs. (See also sidebar.)
- The work around the CEDAW reporting process has contributed to creating a common language and a core set of shared concepts on issues of women’s human rights, discrimination and substantive equality among partners from different sectors within one country, and among stakeholders from different countries. For example, several consulted stakeholders emphasized that in their view one core benefit of CEDAW is that it provides a clear and understandable definition of ‘discrimination’.

Overall, experiences gained under CEDAW SEAP have confirmed and further illustrated the potential of the CEDAW reporting process to generate and sustain momentum for change at both national and regional levels.¹²⁹

“The support for the shadow report provided by UNIFEM was very helpful. The training they provided helped us to figure out how to effectively communicate conflict issues to an international audience in New York. [...] After the New York event, the Government is more active and shows hospitality when we contact them to discuss issues. We gained respect.” NGO REPRESENTATIVE, THAILAND

6.3 Programme Management

This section addresses some key management aspects that have supported or posed challenges to CEDAW SEAP’s performance.

Finding 17: The overall approach of UNIFEM to programme management with a regional office and seven country-based teams of national staff has been effective and appropriate.

¹²⁹ Please also see Section 7.3 on ‘Lessons Learned’.

Consulted programme stakeholders in all countries highlighted the significant benefits of the continued **field presence** of CEDAW SEAP, which has allowed the programme to build and expand partnerships with a broad number of diverse partners, to be available for advice and support on an ongoing basis, and to continuously monitor changes in the local context. While setting up and managing seven country offices has required considerable time and resources, these appear warranted given the high relevance of personal relationships and trust with individuals and organizations to the success of CEDAW SEAP's work.

The complexity of the programme has further made it crucial to have a **central management team** based in the region and thus in geographical and time zone proximity of the national Programme Management Units (PMUs). For the most part, the National Coordinators have been fully occupied with ensuring programme progress at the respective country level (see also sidebar). The presence of the regional team has been essential for programme coherence and oversight, including the planning and facilitation of activities at the regional level. Further, the regional team has carried a considerable part of the programme's reporting load, being responsible for pulling together the vast amounts of information generated at the country level into concise overall programme reports.

Having **national staff members** in the role of National Coordinators has been beneficial not only due to the absence of a language barrier, but especially as several Coordinators came with considerable knowledge of the gender equality context as well as the cultural and institutional context and the associated limitations/challenges in their respective country. Most National Coordinators also brought with them large professional networks and have utilized these for the benefits of CEDAW SEAP.¹³⁰

In the Philippines and (initially) in Viet Nam, the CEDAW SEAP team was the **only UNIFEM field presence**. On the positive side this has contributed to enhancing the visibility of UNIFEM and its access to relevant partners in the respective country and the region. From a management perspective, one challenge of the situation has been that in some cases the National Coordinators were drawn into tasks that did not strictly fall within the scope of the CEDAW SEAP planned activities but primarily related to representing UNIFEM. As CEDAW SEAP is an externally-funded programme, and as the National Coordinators already had a considerable workload, CIDA and UNIFEM agreed that the Coordinators' focus should clearly be on programme-related activities.

Choosing to work with national staff as National Coordinators has also posed some challenges with regards to technical capacities and experience, especially at programme onset. In some countries (e.g., Cambodia and Lao PDR) it was initially difficult to find appropriately skilled and experienced staff, and some of the turnover of national team members has been due to a mismatch of required and actual skills of the respective candidates. Further, even those National Coordinators with considerable expertise related to gender equality and women's human rights sometimes only had rudimentary knowledge of CEDAW, and most had had little if any exposure to RBM principles and tools. CEDAW SEAP has made considerable investments in strengthening the team's capacities in all of these areas. To date, National Coordinators in all countries are widely known and considered as valued resource persons for CEDAW and women's human rights work by both government and civil society partners. Several of the current National Coordinators envisage continuing to work on gender equality and CEDAW issues in the future, whether under a UNIFEM programme or in other contexts.

Given the complexity of CEDAW SEAP, which justified the need for both country and regional offices and related administration costs, overall **management costs** have been, as expected, higher than for a single country programme. In the proposed programme budget for 2005–2008 (as per PIP), regional and country direct management costs as a percentage of total project costs were intended to be between a high of 28 per cent (Lao PDR) and a low of 17 per cent (Indonesia), accounting for 24 per cent overall. Actual expenditures for 2005–2007 have included 25 per cent of programme expenditures for management purposes, i.e., slightly higher than the proposed 24 per cent.¹³² (See also sidebar above.)

Actual annual spending as a percentage of planned spending has been generally relatively low, and has ranged from 71 per cent in 2005 to 67 per cent in 2007. Variances can largely be explained both by the delay and postponement of several planned activities due to contextual challenges, as well as by limitations in the absorptive capacity of some countries.¹³¹

¹³⁰ Please also see country field visit summaries in Appendix V.

¹³¹ The latter has been taken into account in CEDAW SEAP's no cost extension proposal, which suggested using additional funds gained through the depreciation of the US dollar primarily in those countries (Cambodia, the Philippines and Viet Nam) that had been shown to have higher absorptive capacity than, for example, Indonesia and Timor-Leste. Please see Appendix XIII for a more detailed breakdown of data related to overall management costs, and the relation of planned and actual annual expenses.

¹³² In our experience, management costs for single country programmes tend to be in a range of 10–20 per cent and thus slightly lower than envisaged for CEDAW SEAP.

Finding 18: Several changes of the Regional Programme Manager and extended vacancies in the position have led to gaps in programme oversight and strategic guidance.

Staff turnover at the country level has been a challenge for CEDAW SEAP in some countries (e.g., Cambodia, Lao PDR and Viet Nam). The most significant difficulty, however, has been the repeated changes of the Regional Programme Manager,¹³³ and the fact that the position has remained vacant for extended periods of time – most recently for over seven months. Key reasons for these long vacancies were lengthy UN recruitment procedures for international staff and also, at least in one case, last minute cancellation by a selected candidate.

Despite the best efforts of all involved team members, each change of Regional Programme Manager required a subsequent period of learning and adjustment not only for the new manager but also for all programme staff.

The remaining regional CEDAW SEAP team and staff from the UNIFEM ESEARO worked exceedingly hard to keep the day-to-day operations of the complex programme going and thus compensated at least partly for the resulting gap in leadership. However, consulted UNIFEM staff¹³⁴ widely agreed that the absence of, and changes in, overall programme management had negatively affected CEDAW SEAP's ability to address 'bigger picture' issues of strategic relevance in a systematic way, i.e., by spending time on making the programme's regional approach, achievements and underlying theory more explicit.

While the factors leading to staff turnover and lengthy recruitment procedures were largely beyond its control, UNIFEM may want to consider additional or alternative responses than taken under CEDAW SEAP to date to similar management challenges in the future. (See also sidebar below.)

Finding 19: There is room for further exploring and defining the potential role of UNIFEM Headquarters in terms of providing strategic guidance to CEDAW SEAP and/or similar complex programmes.

The role of UNIFEM as the implementing agency for CEDAW SEAP has been divided among the three levels of Headquarters, regional (ESEARO office) and national (the seven country PMUs), each with their own roles and responsibilities.¹³⁵ While the respective functions of the ESEARO team and PMUs appears to have been generally clear, our data indicate that there have been differing expectations and interpretations of the envisaged role of UNIFEM Headquarters, in particular in terms of its intended function as providing *ongoing strategic guidance to CEDAW SEAP and information and guidance on general programme direction from an HQ perspective*.¹³⁶

Headquarters' involvement in CEDAW SEAP has mostly consisted of HQ representatives' active participation in annual Steering Committee meetings and in exchanges of varying frequency between the Bangkok office and the Thematic Advisor for Human Rights.¹³⁹ Some consulted stakeholders expressed the expectation, however, that given its substantial role outlined in the PIP, HQ would have been (i) more actively involved in trying to solve the programme management issues mentioned in the previous finding, and (ii) taking a clearer leadership role with regards to capturing and analysing selected programme experiences under the lens of international best practices and in terms of the corporate priorities of UNIFEM.

At the same time, most consulted UNIFEM staff¹⁴⁰ expressed the opinion that the support provided by HQ had been *appropriate and sufficient*. They emphasized that when the team requested thematic support (specifically from the Thematic Advisor for Human Rights), they usually received it. Most of the time, however, they simply did not request any support, either because they did not have any needs or

At present, the role of UNIFEM Thematic Advisors in relation to regionally managed UNIFEM projects and programmes is vague with regard to their authority to insist on a particular quality or direction for programmes related to their thematic area.¹³⁷ This can make the frequency and quality of interaction highly dependent on the 'chemistry', interest or good will of the respective individuals in the field and in HQ.

Another challenge lies in the fact that UNIFEM currently only has one advisor per thematic area – each with a very large portfolio – all of whom are based in New York. This limits their potential for ongoing and in-depth engagement in individual programmes.¹³⁸

¹³³ The first Regional Programme Manager was in place from June 2004–May 2005, the second from September 2005–August 2006, and the current (third), since March 2007.

¹³⁴ Current and former staff.

¹³⁵ PIP, p. 21f.

¹³⁶ Ibid.

¹³⁷ The CEDAW SEAP response to the 2007 monitors' mission report outlines – for the first time – the programme team's expectations regarding thematic support from HQ, more specifically from the Human Rights Advisor who is expected to: provide on-demand technical advice; promote good practices from the programme to be replicated within UNIFEM and beyond; and share with the regional office information on relevant good practices from other UNIFEM programmes.

¹³⁸ UNIFEM has been and is currently exploring the possibility of adding additional thematic advisors, as well as of (eventually) having some of these based in the field.

¹³⁹ Exchanges with and mentoring through the Human Rights Advisor were most frequent during the programme start up phase.

¹⁴⁰ In the field and in New York.

questions, or because HQ was not expected to be able to comment on the particular issue due to its distance from, and lack of knowledge of, the specific context(s) the programme was operating in. With regards to day-to-day management issues, staff did not see a need for HQ involvement.

Nevertheless there appears to be some room for exploring further what forms of guidance, assistance or oversight should/could be provided from Headquarters that would *complement* rather than duplicate managerial and technical capacities already available in the field. For example, in CEDAW SEAP, one area where stronger HQ guidance would have been helpful is in relation to the noted absence of explicit guidelines on core programme concepts such as ‘capacity development’ or ‘sustainability’. These concepts are of key relevance not only for CEDAW SEAP but for *all* UNIFEM programmes and projects. Rather than ‘reinventing the wheel’ in each new programme, corporate guidance on these and other core concepts would appear to be appropriate and effective. Another potential area relates to HQ’s position as an informed, but removed entity not involved in day-to-day programme operations. This position might be used more systematically than in the past for tapping into currently unused potentials for learning from a complex programme like CEDAW SEAP.¹⁴¹

6.3.2 Results-Based Planning, Monitoring and Reporting

Finding 20: UNIFEM has made visible efforts towards the meaningful application of RBM principles and tools throughout CEDAW SEAP implementation. The programme experience raises general questions regarding the application of RBM as a truly iterative management tool.

CEDAW SEAP documents such as the PIP, work plans and progress reports have reflected the commitment of UNIFEM to applying RBM principles and tools. Also, UNIFEM has invested in RBM training and coaching for CEDAW SEAP staff members. Consulted programme staff, especially National Coordinators, stated that they had considerably increased their knowledge, skills and confidence in relation to RBM, and that they were actively trying to apply RBM principles and tools as management aides, rather than merely as accountability frameworks.

Some challenges for the programme team, however, have derived from the programme results and performance measurement frameworks, in particular uncertainties regarding the boundaries and differences among the three outcomes. One of the resulting difficulties for the CEDAW SEAP team in the context of reporting on progress has been how to decide under which outcome a specific achievement should be placed; in many cases, the same result could be (and sometimes was) equally placed under two outcomes. In effect, the regional team in Bangkok regularly had to ‘sort’ reports received from the seven country components in order to ensure that consolidated programme reports were coherent in their presentation of different types of results under specific outcome areas.

At various times (starting during the development of the PIP) UNIFEM, sometimes in consultation with the external monitors, had explored the possibility of **adjusting** the formulation of the three outcome statements in order to have them reflect more appropriately what types of specific changes the programme was actually aiming to achieve in each area. However, in consultation with CIDA, it was agreed to leave the current results structure as it was, because changes at the outcome level would have meant formally amending the PIP, which in turn would have required a lengthy and rather complicated process.

While understandable from a pragmatic point of view, the decision not to adjust the results framework raises a number of questions regarding the practical application of RBM as an *iterative* management model, which – at least in theory – not only allows but explicitly calls for a *learning approach* to management.¹⁴²

- In our experience, while minor changes at indicator or output levels are relatively common during programme implementation, this is not the case for higher-level results and/or key assumptions. On the one hand, especially in externally funded programmes that require accountability for the use of funds according to agreed upon programme goals, it is clear why key programme assumptions or envisaged results cannot simply be changed midway through implementation. On the other hand, however, the question arises whether it makes sense to continue programming based on a results framework once experience has shown that it has considerable gaps or weaknesses.

¹⁴¹ See also finding 21.

¹⁴² See, for example: Results Based Management in UNIFEM. Essential Guide, 2005, and Results-based Management in CIDA: An Introductory Guide to the Concepts and Principles. <http://www.acdi-cida.gc.ca/CIDAWEB/acdicida.nsf/En/EMA-218132656-PPK#3>.

- A related issue is whether all types of intended changes to higher-level programme results should be treated the same. In other words, are changes to results that aim to keep the programme's underlying theory of change and/or goal (but further clarify them), as problematic as changes that would alter the essence of what a programme had initially set out to do?
- A third question relates to the extent to which a truly iterative approach to management can be applied in a complex programme within a time span of only four years. In the case of CEDAW SEAP, start-up took a considerable amount of time, and learning from actual implementation could only begin to take effect about half way through the envisaged overall programme lifetime.

These questions point to **systemic issues** that go beyond CEDAW SEAP's particular application of RBM and relate to the broader question of the extent to which current practices (in UNIFEM, in CIDA and globally) allow for or actually hinder the application of RBM as a truly dynamic management approach.

Finding 21: CEDAW SEAP has compiled concise, informative and reader-friendly progress reports that make visible efforts to focus on results rather than activities. To date, however, its efforts to systematically track longer-term effects – especially of its capacity development support on different partners – have been limited.

CEDAW SEAP is based on a set of national and regional baseline data collected for outcome and output level results, which were used in subsequent reports to illustrate progress.¹⁴³ While, as several SEAP team members indicated, not all of the country baseline reports were fully completed and while existing baseline data could in some cases be improved,¹⁴⁴ the existing baseline information has been useful for assessing key aspects of CEDAW SEAP's relevance and effectiveness.

The CEDAW SEAP progress reports to CIDA as well as internal reports to UNIFEM have demonstrated its ability to collect data in a variety of locations and on a broad number of different initiatives, and to condense this information into concise yet informative progress reports. Consultations with CIDA indicated that the Agency had been satisfied with the timeliness and level of detail of progress reports, and in particular CEDAW SEAP's consistent use of the agreed upon Performance Measurement Framework (PMF) to structure its reports. In a recent internal CIDA review of reports from various CIDA-supported programmes, CEDAW SEAP's annual reports were selected as commendable examples for the coherent and effective use of PMFs for reporting purposes. (See also sidebar.)

Some key challenges for tracking and reporting on programme progress are listed below:¹⁴⁵

- Our data confirm the observation made repeatedly in the external monitors' reports that – with some exceptions (see also sidebar) – CEDAW SEAP has not developed systematic approaches to longer-term tracking of achievements and changes in the capacities of its partner organizations, and in particular the capacities of others with whom these partners work. This has somewhat limited the ability of UNIFEM to demonstrate concrete results at individual or organizational levels emerging from its interventions, which is an issue not merely in terms of programme accountability but also in relation to the abilities of UNIFEM and its partners to learn from implementation experiences and adjust programming approaches accordingly. One challenge in this regard has been that a long-term approach that includes regular follow up and monitoring of changes over time is still unfamiliar for many of the partners in CEDAW SEAP, and thus not something they would suggest or approach on their own initiative.

In some cases, CEDAW SEAP has worked with local partners to develop longer-term plans that include provisions for long-term follow up. For example, in Thailand UNIFEM has collaborated with the NGO Way Lampang on the training of trainers, located in different parts of the country, who are expected to conduct basic training sessions on CEDAW and women's human rights for potential and elected female TAO (provincial government) members. The project plan includes at least one follow-up session with these trainers several months after the initial training to collect data on their experiences to date, and to provide them with additional information and assistance as required.

¹⁴³ In comparison, the absence of baseline data for measuring progress in a large number of UNIFEM projects and programmes was pointed out as an area for improvement in the 2007 UNIFEM MYFF evaluation.

¹⁴⁴ See 2006 external monitors' report regarding changes in, and remaining gaps in, baseline data.

¹⁴⁵ See also previous findings regarding challenges for reporting deriving from the programme's results framework.

- Consulted UNIFEM staff were very aware of the current gaps in systematic and longer-term tracking, especially of partner organizations' initiatives, and several National Coordinators shared their plans for moving toward a more comprehensive approach to tracking (especially capacity changes) in the future. This includes plans for further enhancing the ability of programme partners (including CEDAW trainers) to independently track the effects of trainings and other initiatives they conduct. At the same time, some consultations with UNIFEM staff also indicated the perception of monitoring as an (optional) *addition* to 'actual' programming, and thus as something that could at times be 'traded' for more time on programme work.¹⁴⁶
- While the results statements in the overall PMF have evidently been used to structure programme planning and reporting, this is the case to a lesser degree with the results *indicators*. The PMF includes a large number of indicators with both quantitative and qualitative components (i.e., "Number and quality of..."). To date, no quantitative data have been tracked systematically. While it is not evident whether tracking quantitative information would have generated data that would have significantly benefited programme planning or achievements, the observation raises questions such as: (i) What was the intended relevance and use of tracking the particular quantitative information in the first place?; (ii) To what extent have existing indicators actually been used for planning and monitoring purposes?; and (iii) To what extent, and using what criteria, have indicators been reviewed on a regular basis during programme implementation to ensure that they are relevant and useful?¹⁴⁷
- As almost all externally (donor) funded UNIFEM programmes, CEDAW SEAP's achievements have been captured both according to the outcomes and outputs defined in its own, CIDA-approved results framework and in relation to the UNIFEM corporate outcomes as described in the MYFF. The two frameworks were similar enough to allow for easy 'cutting and pasting' information from CIDA reports to MYFF format reports, thus not significantly adding to the team's workload. From an RBM perspective, however, the question arises whether it would be helpful in terms of the ability of UNIFEM to systematically work towards achieving its corporate outcomes if the results frameworks of individual programmes such as CEDAW SEAP were more clearly and more deliberately aligned with overarching corporate outcomes.
- At the country level, one ongoing challenge has been that many programme partners have had only very limited knowledge of RBM, and thus find it difficult or even impossible to report by results. This has added in all countries to the workload of the National Coordinators, who have provided a lot of hands-on support to programme partners as well as edited and re-written work in order to submit results-oriented project reports to the Bangkok office. An additional difficulty has been that most national partners are unable to submit reports in English. In many cases the National Coordinators either had to organize translations or translate reports themselves before submitting them.¹⁴⁸

Similar challenges, i.e., in relation to longer-term tracking of capacity development achievements, have been pointed out for other UNIFEM programmes in the past¹⁴⁹ and have been acknowledged by UNIFEM as areas requiring further (corporate) attention. The new corporate Strategic Plan (2008–2011), with its development and managerial results and related indicators, is expected to contribute to addressing at least some of these.

¹⁴⁶ For example, several team members explained that intensive follow up on individual initiatives had not been possible given the scope of programme activities the team had been involved in.

¹⁴⁷ Please also see Appendix IX for a more in depth analysis of the PMF.

¹⁴⁸ Consulted CEDAW SEAP partners who were more experienced in working with international organizations also stated that in their view the CEDAW SEAP reporting requirements were appropriate and not overly complicated compared to those of other organizations in terms of required content, level of detail or frequency.

¹⁴⁹ For example, in the 2007 MYFF evaluation report.

EXEMPLARY TOPICS THAT COULD BE EXPLORED IN MORE DEPTH BASED ON CEDAW SEAP EXPERIENCES

Testing/refining the UNIFEM corporate assumptions regarding CEDAW relevance at national and regional levels, as well as assumptions on what it means to 'implement CEDAW' and on effective strategies for facilitating this implementation;

Testing/refining the understanding by UNIFEM of what it means to apply a rights-based approach to programming in practice;

The usefulness and possibility of developing a kind of *typology* that would allow for systematic description and/or measurement of the degree of obstacles to CEDAW implementation in a specific country, and for monitoring related changes (e.g., a kind of 'scorecard');

How lessons learned from CEDAW SEAP compare to those generated in CEDAW-focused programming in other geographical areas;

The ongoing challenges of managing large, complex programmes spanning multiple jurisdictions;

Specific benefits and challenges of programming at the regional level (and in that particular geographical region).

Finding 22: Despite a number of positive steps taken in this regard, the vast potential for learning inherent in CEDAW SEAP has only been partly tapped into to date.

This finding addresses the question of how and to what extent the sharing of knowledge and lessons learned has been utilized as a programme *management* strategy to inform and enhance the work both of the immediate CEDAW SEAP team and of UNIFEM as a whole.

Given the geographical spread of the CEDAW team, ongoing exchange between team members has been challenging. All consulted programme staff at national levels confirmed though that the regional office in Bangkok had been very effective in keeping up communication with each of the country teams, and in providing information and advice as required. Exchange of information between the Bangkok team and National Coordinators, as well as among the Coordinators, has further increased since the introduction of a group email list in 2007. Some of them are also exchanging information, ideas and experiences on a one-to-one basis. Overall however, opportunities for structured exchange, for joint discussion of strategic and conceptual questions, and for in-depth analysis of common lessons learned have been limited. One possible opportunity might have been when the whole CEDAW SEAP team came together for annual strategic planning and learning meetings. However, while consulted team members found these meetings highly useful, they also pointed out that they did not allow much (if any) time to go beyond the discussion of day-to-day management issues, and that more opportunities for face-to-face exchange would have been helpful.¹⁵⁰

In terms of opportunities for CEDAW SEAP to inform the corporate work of UNIFEM, some (generic) information on the programme and on selected achievements has found its way into the organization's annual corporate reports, and some lessons have even been shared beyond UNIFEM, e.g., experiences gained in the Philippines were used to illustrate the use of 'Treaty Body recommendations as a Rallying Point' in a case study disseminated United Nations-wide.¹⁵¹

However, to date it is not evident whether and how UNIFEM has an actual **strategy** for eliciting strategically relevant information and lessons from CEDAW SEAP on an ongoing basis and in a systematic way. In our understanding, the size, scope and thematic orientation of CEDAW SEAP offer UNIFEM a wide range of opportunities for corporate learning.

Some exemplary potential topics – that, to our knowledge, have not been fully explored to date – are shown in the sidebar above. Two additional topics are explored in more depth in the paragraphs below, namely the issues of capturing experiences and lessons related to the chosen **substantive areas** and of exploring the respective strengths, potentials and effects of different **programming strategies** CEDAW SEAP has employed.

One question in terms of drawing out lessons learned is whether experiences gained from working in substantive areas to date could provide information on 'best' approaches suitable for working with different types of partners and in different contexts.

For example, some CEDAW SEAP staff members stated that, in their experience, helping partners to better understand CEDAW led quasi 'automatically' into working on specific thematic areas, as at some point individuals would ask the question how CEDAW could be 'translated' into concrete actions resulting in actual difference in women's lives. This implies that introducing CEDAW in a generic way can be a suitable 'entry point' for capturing interest in its more specific applications. Other programme staff and partners, however, emphasized the benefits of starting at the women's own experience, e.g., related to actual incidents of domestic violence. In their experience, starting from a specific substantive issue was necessary in order to introduce CEDAW and other relevant (national) frameworks in a more generic way, as they could now be understood as tools that could be used to address the women's personal experiences.

We are not implying that there is necessarily one approach that would always be 'best' when working with specific groups of stakeholders. However, given that several consulted NGO and government partners expressed that they still often found it difficult to figure out the most suitable way of explaining CEDAW to others, it might be interesting and helpful to capture and analyse some of the CEDAW SEAP experiences with working in different thematic areas to date (also) under this methodological lens.

¹⁵⁰ As pointed out in the 2006 external monitors' report, some potential openings for similar team sessions – e.g., in relation to regional workshops – had been missed in the past. During the evaluation field mission in May/June 2008, however, all seven National Coordinators were present in Bangkok for various regional workshops and stayed on for an extra day that was partly spent on discussion within the CEDAW SEAP team and partly on a meeting with the evaluation team.

¹⁵¹ See: <http://www.hurilink.org/hrmachinery/14%20Annex%20TB%20UNCT%20Philippines.htm>.

Capturing Experiences and Lessons Related to Substantive Areas

To date, the knowledge and lessons inherent in the individual experiences of working in one of the thematic areas that CEDAW SEAP has focused on have not been captured and analysed systematically.¹⁵²

There is, therefore, little if any information on how the intended *complementary* relationship between generic work on CEDAW on the one hand, and work in selected substantive areas on the other,¹⁵³ has unfolded in practice. The absence of more in-depth analysis is also relevant in light of CEDAW SEAP's initial intention¹⁵⁴ that the work on selected thematic issues would serve to create *models* of successful strategies or approaches that could be replicated, and in terms of the intention to capture lessons on the types of specific operational skills required for CEDAW application in different substantive areas.

While experiences to date may be too diverse and individual initiatives not far enough advanced to translate into full fledged programming 'models', there is, to our knowledge, no strategy in place that would guide the documentation of individual experiences in order to draw out such lessons at a later stage. (See also textbox below.) Similarly, it is unclear whether and how the programme (directly or by supporting its partners) is intending and will be able to gather information on actual changes in women's lives resulting from achievements in the respective substantive areas.

Capturing and Analysing the Strengths and Potential of Creative/Innovative Programming Strategies

As mentioned above, while workshops/trainings have been a core part of the CEDAW SEAP approach to enhancing partners' awareness and capacity, UNIFEM has employed a broader variety of programming strategies such as the use of CEDAW mock sessions, drama and theatre productions, radio and TV spots, as well as support for research studies in order to provide evidence for specific issues related to women's human rights. Several of these strategies constitute **innovative** approaches to awareness raising or capacity development on CEDAW. While consultations with programme stakeholders indicated that these approaches have been relevant and effective, there is little information to date regarding the particular strengths and limitations of each strategy in terms of its appropriateness in various contexts (e.g., with different stakeholder groups) or its effectiveness and how to track this.

For example, CEDAW SEAP in Timor-Leste has worked with a local NGO to develop and present dance and drama performances aiming to bring concepts of women's human rights and of discrimination against women to a broader and largely illiterate public. While programme reports mention the fact that these events have taken place and that they were successful, they do not provide information on any related experiences or lessons, or on the particular effects that the performances have had on their audience or how these were assessed.

Similarly, it is unclear whether and to what extent experiences with a certain programming approach have been shared within the programme team (beyond the fact that they have been mentioned in progress reports), i.e., whether CEDAW SEAP has been able to systematically test and gain information on the usefulness of different programming approaches in different countries, thus working towards the development of replicable model approaches and/or of guidelines to help with replication and adaptation of new ideas. This would be relevant not only in terms of CEDAW SEAP's progress, but also in relation to the corporate mandate of UNIFEM, which highlights the relevance of *innovative* and *experimental* approaches.

¹⁵² Neither as individual experiences, nor in light of the question to what extent they constitute examples of "taking an issue from the central to the local area" as envisaged in the PIP.

¹⁵³ As described in the PIP.

¹⁵⁴ As outlined in the PIP.

6.4 Conclusion

This section has outlined a number of **challenges** and areas for improvement related to both the design and management of CEDAW SEAP, but it has also illustrated some of the considerable **strengths** of the overall programme concept, and particularly of the performance of UNIFEM as executing agency. UNIFEM has been able to successfully implement and direct a very complex programme against the backdrop of often challenging contexts within a reasonable scope of variation from initially envisaged programme results and budget. The overall approach of UNIFEM to programme implementation has been positively acknowledged with regards to its responsive and partner-oriented nature, and key programming choices have been appropriate and effective, e.g., the use by UNIFEM as of the CEDAW reporting process a strategic tool for capacity development and awareness raising among its diverse partners.

Most of the inhibiting factors that the evaluation has pointed out relate to the degree to which UNIFEM currently makes explicit and captures ‘what it does, why, and with what effects’ – noting that in a variety of cases CEDAW SEAP appears to have achieved more, and to have created more potential for learning, than has been captured to date. In a number of instances, the observed issues are not specific to CEDAW SEAP but are systemic challenges within UNIFEM and will need to be addressed as such.

7 Conclusions, Recommendations and Lessons Learned

This final section briefly summarizes the evaluation's overall **conclusions** vis-à-vis the core areas explored in this report (i.e., CEDAW SEAP context, relevance, effectiveness, sustainability, and factors affecting performance); provides a number of **recommendations** to UNIFEM; and closes by outlining a number of **lessons learned** from CEDAW SEAP that we hope to be relevant for the future work of UNIFEM (and others) not only on facilitating CEDAW implementation but also on other complex programmes.

7.1 Conclusions

CEDAW SEAP has taken place against a complex backdrop of dynamic and often highly challenging **contexts** that have influenced the programme's performance. The overall programme intent and approach have been highly **relevant** in terms of its global, regional and national contexts, as well as in relation to the corporate mandates of UNIFEM and CIDA and, to different degrees, their strategic priorities. Changes in the respective contexts during programme implementation have at times required adjustments to CEDAW SEAP's planned activities or approaches but have not lessened its overall relevance.

The programme has been **effective** in terms of its envisaged results. CEDAW SEAP has fully or partly achieved all of its envisaged outputs, and there is considerable evidence of progress towards all three outcomes. Measuring the extent of progress towards Outcome 3 has posed challenges, however, due to the fact that the current results statement implies impact rather than outcome level changes. The evaluation report has outlined a broad variety of different types of positive changes under each outcome that UNIFEM has contributed to, many of which have been linked to the CEDAW reporting process. To date, CEDAW SEAP's most visible achievements have been related to enhancing the awareness of women's human rights and CEDAW among a broad group of different stakeholders at national and regional levels, and to enhancing government and NGO partners' knowledge, skills, access to resources and partnerships/networks in the context of CEDAW implementation – in particular, but not limited to, their active participation in the compilation and presentation of CEDAW state and shadow reports. CEDAW SEAP has further supported a variety of initiatives aiming to further CEDAW application in the two substantive areas of domestic violence and women's political participation. To date, the many different individual achievements and rich experiences gained in relation to these substantive areas have not been systematically captured or analysed.

In terms of **sustainability** of results, one limitation the evaluation observed has been that –despite the existence of a related strategy in the PIP – the concept of sustainability in the specific context of CEDAW implementation has largely remained implicit. Also, programme documents do not do justice to the fact that UNIFEM has in fact employed a wide range of different approaches and programming principles that are likely to have contributed to such sustainability.

To date, CEDAW SEAP's national and regional partners have the knowledge, skills and motivation to independently continue and adapt a variety of positive changes that have been brought about with CEDAW SEAP support, in particular in relation to providing information on CEDAW to others, developing related materials and integrating CEDAW in advocacy initiatives. Financial support from UNIFEM or others is likely to be required for activities such as the provision of further CEDAW information sessions or training. Some processes that UNIFEM has helped to bring about – e.g., exchange among government stakeholders at the regional level – are not (yet) likely to be continued without continued engagement by UNIFEM or a similar neutral player. In areas where CEDAW SEAP has contributed to initial progress, but where achievements to date are limited to individual events and/or small groups of partners (e.g., in relation to working with justice sector actors), more support – both technical and financial – will be required in order to achieve substantial results, and it is too early to explore the potential sustainability of these achievements.

The evaluation highlighted a number of **factors** that were found to have furthered or impeded programme performance. UNIFEM has been able to manage a complex programme in often challenging environments effectively and efficiently, without major variances from the intended results or budget. One of the **strengths** that have fostered

CEDAW SEAP's performance has been the responsive and partner-oriented approach taken by UNIFEM to programme implementation, which reflects and corresponds with the principles of a human rights-based approach. The agency's choices of partnerships and concrete programming strategies have generally been effective and appropriate. In all seven countries, UNIFEM has been able to strategically use the CEDAW reporting process, thus not only furthering immediate programme results but also contributing to and enhancing the pool of knowledge and experiences related to the potential of the reporting process for furthering CEDAW implementation.

The overall **design** of CEDAW SEAP has been appropriate and relevant in its general intent, in its key choices such as its regional scope and multi-stakeholder approach, and in relation to aiming to address both generic and substantive issues of CEDAW implementation. Actual implementation has also shown, however, that the initial programme scope was slightly overambitious, requiring the programme team to narrow its activities to fewer areas of focus. Challenges have also been posed by inconsistencies in the programme's results and intervention logic, in particular the relationships among the three core outcomes CEDAW SEAP was aiming to achieve.

Most of the identified challenges and shortcomings are not specific to CEDAW SEAP but point to **systemic issues** that UNIFEM needs to address at a corporate level. This includes the need for more clarity and explicit guidance on core programme concepts that invite different interpretations, including those of 'capacity (development)' and sustainability. Another issue that became apparent is the need for UNIFEM to capture intended and actual programme strategies as well as related achievements more comprehensively, and make related underlying assumptions more explicit. The CEDAW SEAP experience has shown that this is important not only in terms of accountability towards external donors, but equally related to a programme's ability to contribute to ongoing (organizational) learning within and beyond UNIFEM.

7.2 Recommendations to UNIFEM

This section provides a number of **recommendations** to UNIFEM that are based on the analysis and findings presented in previous sections. Some of these recommendations are accompanied by **suggestions** that relate to practical implications of the respective recommendation.

Recommendation 1: UNIFEM should continue its targeted support for CEDAW implementation in Southeast Asia. A second phase of CEDAW SEAP should focus on selected, realistic, clearly defined priorities chosen in light of the corporate mandate of UNIFEM and its regional priorities and strengths.

The work of CEDAW SEAP to date has contributed to a wide range of achievements relevant for enhancing the enabling environment and conditions for CEDAW implementation in all seven participating countries. It has shown the relevance and effectiveness of a programme dedicated to the complex issue of CEDAW implementation. Results achieved during the first phase of CEDAW SEAP, however, are still largely located towards the *beginning stages* of the complex, long-term process of (full) CEDAW implementation across sectors and at all levels of society. There remain considerable gaps in national and regional capacities and experiences that need to be addressed in order to move from formal commitment to the Convention towards its actual systematic implementation. Similarly, in most if not all participating countries, external financial assistance will be required at least in the short to mid term to move CEDAW implementation further along.

A *second phase* of the programme building on its achievements, experiences and partnerships would provide the opportunity to address *selected issues* that have not or have only minimally been worked on to date (see suggestions below) and that are relevant for moving towards more systematic CEDAW implementation at the national level. At the

same time, a second phase could contribute to deepening and consolidating local ownership and leadership around those results where considerable progress has already been made, i.e., by accompanying a second cycle of the CEDAW reporting process in each country.¹⁵⁵

Based on the analysis and findings from CEDAW SEAP to date, we recommend that a second phase **continue to operate at the regional and national levels** (in either all or most of the seven countries currently involved) in order to effectively build on partnerships, experiences and achievements created to date. The evaluation findings indicate that CEDAW SEAP's phase I has considerably benefited from the diversity of countries, and there is no strong evidence that would call for the *discontinuation* of the work of UNIFEM in any of those currently participating. We further recommend that a second phase address a **limited number of clearly defined sectoral and/or thematic programme foci**. That is, we suggest reducing the overall scope and complexity of the programme when compared to phase I by selecting a smaller number of programme priorities rather than by reducing the number of countries involved.

The selection of programme foci and actual geographical scope should be made in terms of:

- The UNIFEM corporate mandate, in particular its obligation to further the development of innovative and experimental approaches;
- The regional priorities (thematic and geographical) of UNIFEM as outlined in its regional strategy for Asia-Pacific and the Arab States, including the agency's commitment to "answering to excluded and discriminated women" in the region;¹⁵⁶
- The corporate/regional strengths of UNIFEM, including not only its technical expertise, but also its experiences and existing partnerships established under CEDAW SEAP and other programmes, as well as related opportunities for synergies.¹⁵⁷

Suggestions

Possible programme foci

There is a wealth of issues that a second phase of CEDAW SEAP could choose to focus on, most of which would be equally relevant in terms both of existing needs and of their importance for furthering CEDAW implementation. This abundance of possible programme foci can make a decision for a limited number of priorities more difficult. At the same time, it emphasizes the continued need for and relevance of continued support for CEDAW implementation.

Some possible foci for a second phase will imply an emphasis on specific **sectors or themes** and related groups stakeholders (e.g., justice system actors). Others will put stronger emphasis on particular aspects of CEDAW or its parts and how to best facilitate their practical application (e.g., the use of the Optional Protocol), and thus on **process or methodology**-related questions. Each choice will thus open up different opportunities not only for supporting change but also for *learning*. UNIFEM may want to keep this in mind when deciding on the scope and priorities of a second programming phase and, for example, deliberately choose a *mix* of both sector and process-oriented foci.

The following list outlines a number of areas on which CEDAW SEAP has already started to work but which have not yet been addressed in considerable breadth or depth, i.e., only in selected countries or with a limited number of stakeholders. Consultations with stakeholders during the evaluation have indicated that all of these issues would address important gaps and related stakeholder needs. Please note that we do *not* suggest that UNIFEM work on all of these issues but rather that the agency make a *selection* based on a set of clearly defined criteria including those mentioned above.¹⁵⁸

- Working more broadly and systematically with different **justice system actors** (judges, lawyers, but also representatives from informal justice systems) involved in the practical application and interpretation of CEDAW in cases of human rights violations;¹⁵⁹ (sector oriented)

¹⁵⁵ This latter aspect would probably require only minimal effort and resources, and could be a quasi 'side effect' of a second phase that would primarily focus on issues that have not been extensively addressed to date.

¹⁵⁶ 'Draft Asia Pacific and Arab States Regional Strategy (2008–2011)'.

¹⁵⁷ For example, in relation to the UNIFEM regional *migration* programme.

¹⁵⁸ Also, the suggested foci are limited to those that have been named by different programme stakeholders during the evaluation and that – in our assessment – would address strategically relevant aspects of CEDAW implementation. The list does not mean to exclude additional potential priorities that UNIFEM may choose to address based on additional strategic considerations.

¹⁵⁹ Several consulted stakeholders – UNIFEM staff and national level partners – saw the justice sector as a potentially strategic entry point for influencing other ministries/sectors, and for working towards increasingly practical government commitments to implementing CEDAW.

- Working intensively with one or more selected **line ministries** in each country to assist with developing and implementing a comprehensive (model) approach to applying CEDAW in a particular sector both at national and provincial levels; (sector oriented)
- Supporting and capturing innovative/creative approaches to applying CEDAW at the **grassroots level**, including the question of how to assist grassroots women to understand and use CEDAW for claiming their rights. Work in this area could be limited to initiatives in the same sector(s) addressed in the programme's work with selected line ministries or other partners; (sector and process/methodology oriented)
- Focusing on the development and implementation of processes and tools for effective ongoing CEDAW **monitoring** in between state and/or shadow reports; (process/methodology oriented)
- Supporting partners' efforts to raise awareness of organizations and individual women of the CEDAW **Optional Protocol**, and explore factors and strategies that can enhance its use – including by excluded and discriminated women. (process/methodology oriented)

In order to make the best use of the programme's regional nature – in terms of both creating synergies for programming and enabling UNIFEM to systematically capture and analyse experiences, selected foci should ideally be applied in **all** participating countries (even though they may not all be *equally* applicable and relevant in each country). (See also sidebar.)

Partnerships

- The design of a second programming phase may want to include an (updated) analysis of existing and developing regional (formal and informal) entities and an assessment of their immediate and mid-term potential to help push for progress in CEDAW implementation at the national level. This could refer to institutions like ASEAN (especially in light of its developing human rights body), as well as to regional/global NGOs (in particular IWRAW AP) and to (emerging) regional NGO CEDAW Watch networks.
- UNIFEM may also wish to explore whether there are opportunities to, and what benefits would derive from, pursuing new and/or broader partnerships and joint programming with other UN agencies.

Recommendation 2: UNIFEM should ensure that the design for CEDAW SEAP Phase II systematically supports ongoing learning on CEDAW implementation and other strategically relevant issues.

The evaluation has shown that the inherent potentials of CEDAW SEAP for (corporate) learning have only been used to a limited extent. For phase II of the programme, UNIFEM should ensure that sufficient time and resources as well as appropriate strategies are built into the programme to allow for the systematic gathering and analysis of strategically relevant data, and for the tracking of selected programme effects over longer periods of time. Similarly the programme design should clearly define related roles and responsibilities both within the immediate programme team and, as applicable, beyond.

Suggestions

- Acknowledging that there is a nearly infinite number of angles that a complex programme such as CEDAW SEAP could be analysed under, it will be important for UNIFEM to determine early on what specific overarching questions the second phase of the programme may help to address – both questions related to facilitating CEDAW implementation (e.g., successful models of intervention), as well as questions regarding the approach taken by UNIFEM to programme management. As outlined above, different choices of programme foci will offer different opportunities for learning. UNIFEM may want to make sure that there is shared understanding of these opportunities from the start.

One of CEDAW SEAP's strengths to date has been its ability to respond flexibly to emerging opportunities and actual partner needs, and the second phase of the programme should aim to continue this approach. At the same time, UNIFEM may want to ensure that the resulting diversity of (sub)-foci does not adversely affect the programme's overall coherence, but that there are clearly agreed upon criteria that define programme boundaries. These would not only limit the number of different areas that programme teams should get involved in (and thus keep the team's workload at a reasonable level) but also allow for systematic data collection and analysis across countries and individual initiatives.¹⁶⁰

¹⁶⁰ See also Recommendation 2.

- In this context it may also be beneficial to map out a learning strategy that would clearly outline the envisaged kinds of learning the second phase of programming is aiming to support (both learning as part of capacity development for programme stakeholders, as well as corporate learning on CEDAW-specific and/or other, broader issues), as well as the respective intended learning subjects or entities. In terms of capturing learning progress and results, clear roles and responsibilities will need to be assigned within UNIFEM (country and regional levels, as well as HQ) in order to ensure that relevant data gets collected regularly and systematically, and that it is analysed, written up into case studies or other products and disseminated within UNIFEM and beyond, while at the same time ensuring that the related workload is manageable. It is important that tasks related to capturing learning are not treated and perceived as ‘add ons’ to the ‘actual’ responsibilities of staff members.
- UNIFEM may wish to explore the benefits and feasibility of using a second programme phase to develop and try out additional CEDAW-specific tools suitable for addressing some of the gaps observed during phase I. For example, it might be worth exploring the feasibility and potential benefits of a ‘CEDAW scorecard’ type tool that might allow the systematic assessment of the extent to which a country has or has not established a favourable enabling environment for CEDAW implementation, and that would also provide a basis for describing and tracking changes in this environment. Alternatively, a similar tool might be used to define and assess more specific issues, such as the quality and degree of ‘political will’ for CEDAW implementation.
- UNIFEM staff members have described the experience of having external (CIDA) monitors accompanying the programme as beneficial and helpful as it has provided an informed yet slightly removed perspective on the overall programme approach and on achievements. It may be helpful to consider the inclusion of the same or a similar function for phase II. An alternative or even an addition to an external monitor could be an internal or external ‘friendly advisor’ (see sidebar).
- In terms of ‘bigger picture’ issues, UNIFEM may want to explore to what extent its current internal culture (already reflects and supports the principles of a *‘learning organization’*,¹⁶¹ whether UNIFEM wishes to move further towards becoming such an organization and, if so, what steps might be needed and suitable for doing this.¹⁶²

A ‘friendly advisor’ would be a person or small team knowledgeable about the issues the programme is aiming to address, yet far enough removed from programme implementation to not have a stake in it. The role of the advisor is similar to that of an external monitor, yet does not serve accountability purposes. Consultations with the advisor can thus be on or off the record, which allows him/her and the management team to openly discuss programme challenges and mistakes, or to simply play with ideas. For a programme such as CEDAW SEAP, the advisory function could – for example – be taken on by other UNIFEM staff members in HQ or other locations, or by former programme staff or associates.

Recommendation 3: UNIFEM should ensure that key assumptions and concepts relevant for its corporate programming are made more explicit.

CEDAW SEAP experience has demonstrated the need to make at least key aspects of the respective *theory of change* that underlies a particular programme design more explicit. This applies to core concepts underlying most of the global work of UNIFEM such as ‘capacity’ and ‘capacity development’. Other concepts may not regularly occur at corporate level but are key to understanding core assumptions in a specific programme design or approach – for example, in the case of CEDAW SEAP, the notions of ‘regional programming’ and ‘sustainability’ in the specific context of CEDAW implementation.¹⁶³ Describing programme theory in more detail can also entail making more explicit how and why interventions are expected to lead to particular outputs, and how and why different outputs will contribute to outcome level results.

A second phase of programming should aim to create a shared understanding of such core concepts – not only within UNIFEM, but also among key programme partners, including external donors.

¹⁶¹ As shown, for example, in the degree to which capturing and analysing experiences from different initiatives is seen as either an ‘add on’ to actual programming or as an integral part of the work of UNIFEM. For the concept of ‘learning organizations’ see, for example, Peter Senge, *The Fifth Discipline*, Doubleday, New York, 2006.

¹⁶² Related reflections may be linked to a general review of the corporate use by UNIFEM of RBM tools and principles (see also Recommendation 4) and/or may lead to the exploration of additional or alternative approaches to capturing development effectiveness such as Outcome Mapping. (For Outcome Mapping see, for example, the website of the International Development Research Centre (IDRC) at http://www.idrc.ca/en/ev-26586-201-1-DO_TOPIC.html).

¹⁶³ Comments by CIDA on the draft evaluation report added the suggestion that the concepts of ‘learning organization’, and ‘learning’ versus ‘information’ might be additional notions that would benefit from further reflection and clarification.

Suggestions

- Building on the lessons learned from CEDAW SEAP to date will mean reviewing the (implicit) theory of change underlying the current programme logic as indicated in the three programme outcomes and their interrelationship. For example, it may be worth re-exploring what role and status ‘awareness raising’ has in relation to ‘capacity development’ and/or to enhancing ‘political will and commitment’ of stakeholders. Similarly, UNIFEM may wish to revisit and make explicit its assumptions regarding the envisaged change processes that lead from ‘capacity development’ etc. to higher-level results, i.e., to actual changes in women’s lives.
- It is evident that not each and every abstract concept that may be subject to varying interpretations can or should be defined or elaborated on extensively. However, in each programme there are a number of concepts and related assumptions that are evidently of *core relevance* for the overarching programme logic. Ensuring shared understanding of these can help to manage expectations, and make it easier to plan for and implement programming strategies.
- Making key assumptions explicit does not necessarily require the development of a full-fledged paper or manual at programme onset that would provide an exhaustive corporate definition of the respective concept. Instead, it could relate to an ongoing *process* of shared and captured reflections and dialogue on a particular issue. UNIFEM might want to consider a series of informal papers or case studies outlining key aspects that characterize its current *practice* of, e.g., capacity development, and work from there to elicit implications for its core understanding of the underlying broader concept.
- In the context of facilitating CEDAW implementation, the evaluation has further shown that it may be helpful to ‘spell out’ underlying assumptions regarding the overall, long- term process of implementation and related societal change to which the programme is aiming to contribute. By specifying where in this process the programme is placing itself, UNIFEM may be able to manage its own and others’ expectations.¹⁶⁴ Jointly exploring and defining expectations regarding longer-term processes can also be a tool for capacity development of national (or regional) partners, and should include thoughts on the envisaged role (or absence) of UNIFEM in five, ten or twenty years time, as well as on the degree of leadership exercised by local institutions over time.
- Making a programme’s theory of change more explicit can also help to ensure that agreed upon programme outputs and outcomes are realistic and achievable, and that they clearly indicate how programme achievements will contribute to making positive changes in women’s lives.

Recommendation 4: UNIFEM should explore how it can further enhance its use of RBM as a flexible and meaningful management tool.

The evaluation highlighted a number of areas where the work of CEDAW SEAP has been adversely affected by its use of RBM tools and related processes that tended to hinder or put additional burdens on the programme team rather than serving its management needs (in particular, the results structure and some indicators).

Suggestions

- We would like to encourage UNIFEM to ‘dare’ make changes to existing RBM tools if contextual changes or learning gained during programme implementation indicate that initial thinking or assumptions are no longer valid. UNIFEM may wish to ensure that during a second programme phase regular reviews of programme results and indicators are carried out, and that changes to management tools are being made if required and justified to ensure their (continued) relevance and usefulness in light of the realities of programme implementation – even if these changes might occur half way or further into the programme’s lifetime.
- For a second phase of CEDAW SEAP, whether it is externally funded or not, UNIFEM may want to explore the feasibility of linking the programme design and results logic more directly to its own corporate outcomes as outlined in the Strategic Plan (2008–2011) and/or the agency’s related (sub)regional and thematic strategies. While these corporate outcomes are likely to be too broad to also serve as outcome level results for the programme, existing

¹⁶⁴ This is also relevant because experience has shown that the notion of a human rights-based approach to programming is sometimes mistaken as a promise to create visible effects at grassroots level in a short period of time. While UNIFEM has already done considerable work on defining its corporate understanding of this approach, it may be helpful to elaborate on and specify this general understanding in more detail in the context of a specific programme such as CEDAW SEAP.

links between the programme logic and corporate results structures should be made intentionally and at an early stage of programme design. We suggest this not only in terms of reducing the workload related to the ‘double reporting’ issue, but more so in relation to the question of how UNIFEM as a whole can work towards its envisaged corporate results and systematically track related experiences and achievements.

Recommendation 5: UNIFEM should approach CIDA and other potential donors to jointly explore whether and under what parameters the respective agency would be interested, willing and able to support a second phase of CEDAW SEAP, or parts thereof.

The collaboration between UNIFEM and CIDA to date has been effective and successful, and both partners have described it as one characterized by trust and constructive openness. CEDAW SEAP has contributed to enhancing the visibility, experience and reputation of not only UNIFEM but also CIDA related to furthering women’s human rights-related issues in the region.

The interest and ability of CIDA to continue the collaboration on CEDAW implementation will depend on a variety of factors, including the agency’s internal priorities and related resources, as well as considerations regarding its overall engagement in the Southeast Asia region given the (recent or nearing) end of several other CIDA-funded regional initiatives addressing human rights-related issues.

We recommend that UNIFEM approach CIDA to explore the Agency’s interest in and ability to support a second phase of CEDAW SEAP – either as the sole or as one among several donors – thus allowing both agencies to build on and further benefit from the achievements of their collaboration to date. At the same time, we recommend that UNIFEM explore the interest of other potential donors regarding future collaboration on CEDAW implementation, in particular donors who are already engaged in and have demonstrated interest in (women’s) human rights issues in the region, such as the Australian Government Overseas Aid Program (AusAid) or the Norwegian Agency for Development Cooperation (Norad).

Suggestions

- The (draft) design of a second phase of CEDAW SEAP needs to be based on existing needs at national and regional levels, and on the corporate strengths of UNIFEM and its priorities in the region. Considerations as to whether the proposed overall design ‘fits’ the priorities and expectations of CIDA (or other donors) regarding their (regional) programming in Southeast Asia need to be secondary to this. At the same time, UNIFEM may be aware of and make explicit the potential contributions of the proposed programme to the respective mandate and priorities of potential donors.
- UNIFEM may wish to present CIDA and other potential donors with a variety of options for their engagement in a second programme phase – varying from supporting the overall programme, to supporting the work of UNIFEM in specific areas (e.g., in relation to CEDAW implementation monitoring or in a specific sector), or its collaboration with specific institutions (e.g., with ASEAN¹⁶⁵ or other regional organizations).
- If appropriate, UNIFEM may be able to support CIDA Asia Branch in ‘building a case’ for CIDA’s continued support for CEDAW-related initiatives, especially in view of the recently passed Canadian ‘Better Aid Bill’.¹⁶⁶

7.3 Lessons Learned

This last section summarizes some **key lessons** derived from the findings outlined in the previous sections.¹⁶⁷ Given the relevance of CEDAW for the corporate work of UNIFEM, the section includes observations related to both the design and management of complex programmes as well as to substantial areas around the question of CEDAW implementation and how to facilitate associated change processes.

¹⁶⁵ In particular with or in support of ASEAN’s emerging human rights bodies.

¹⁶⁶ See Section 2.

¹⁶⁷ Please also see CEDAW SEAP’s annual progress reports as well as the external monitors’ reports, which list a variety of additional lessons, most of which have not been repeated here.

7.3.1 Programme Design and Management

Overall Management Approach: Large and complex initiatives such as CEDAW SEAP require substantial time for programme planning and start up, and pose considerable demands on programme administration and management throughout their lifespan. For example, ensuring programme **coherence** becomes more difficult the more levels of complexity an initiative includes (in this case, work in several countries *and* on several thematic foci *and* with a range of different stakeholders). The more complex a programme, the more challenging and time- and resource-consuming it is to keep track of and capture diverse experiences under one (or more) common lens(es). Allocated programme resources (time, staff and budget) need to take these factors into account.

Selective use of South-South exchange: Both *differences* among participating countries (e.g., regarding the scope of existing capacities and experiences, allowing countries to learn from the experiences of others) as well as *similarities* (e.g., in relation to the respective political system and its implications for how to interact with civil society) offer strategic potential for programming. In order to be '**regional**', activities do not always have to involve all countries taking part in the overall programme; they can be more relevant and effective if they involve exchanges among selected partners based on the particular issue at stake and on the respective similarities or differences that are relevant in the given context.

Working with government partners: Working in fragile environments always carries a considerable amount of risk in terms of continuity and thus sustainability of results, and results related to working with government organizations tend to be less durable than others. This is due to the fact that political changes tend to affect government institutions more directly than, for example, NGOs, and result in frequent staff turnover as well as in frequent and abrupt changes in policies and organizational priorities. Similarly, due to their role within a larger administrative system, government organizations tend to be less flexible than NGOs when it comes to making organizational changes and adopting new ideas. However, by supporting and engaging with them, UNIFEM models the normative expectation that women's human rights are to be addressed not only by civil society, but also by different institutions in government, thus illustrating the very core of a human rights-based approach. While actual results of collaborating with government organizations may thus take more time and be less 'impressive' than other activities, their relevance also needs to be assessed in this broader view.

7.3.2 Facilitating CEDAW Implementation

Experiences gained under CEDAW SEAP have confirmed and further illustrated the potential of the CEDAW reporting process to generate and sustain momentum for change, as well as incentives for collaboration and capacity development. Key lessons in this regard include:¹⁶⁸

- The reporting process provides an ideal **framework for capacity development** due to its 'event character' and the related tangible products of producing and presenting state and/or shadow reports. Capacity development interventions, while formally centred on CEDAW report production and presentation, can address a wide range of knowledge, skills, attitudes and structures that are relevant and valuable far beyond their immediate function for the respective report.
- The CEDAW reporting process provides CSOs that might otherwise not get together due to differences in their respective thematic or geographical foci with a reason and incentive to **share and combine complementary knowledge** and experience, and to jointly work towards a tangible and time-bound common goal, e.g., a shadow report.
- The **periodic nature** of the reporting process provides an external 'reminder' for government and NGO stakeholders to gather **data** on issues related to women's human rights, and to update and expand this information continuously or to at least at regular intervals. (See also sidebar)

A representative of an NGO in Timor-Leste described how in her organization there was a growing awareness of the need to have a database on gender issues. The CEDAW reporting process was reinforcing this need by providing a concrete opportunity to use this data in a meaningful way.

¹⁶⁸ Some of these have already been captured in CEDAW SEAP reports and other programme documents.

- Having to present their report on an international stage puts pressure on governments to demonstrate successes, but it also provides opportunities for **showcasing progress**. The latter is especially relevant for countries that tend to be criticized for their poor human rights record in other areas. Positive experiences under the CEDAW reporting process can provide incentives for further strengthening a country's commitment toward ensuring gender equality.
- Strengthening local capacities for producing and presenting CEDAW reports without employing the services of an external, international consultant is a key tool for **enhancing local ownership** not only of the respective report but also of the broader concept of CEDAW implementation. The locally led reporting process actively involves different (government and civil society) actors and forces them to seek and provide information from their respective area of responsibility. It has also shown the potential to strengthen the status of the national women's machinery as the key agency to *coordinate* the required collaboration among different government entities – rather than being the only agency involved in the report.
- **'Translating'** CEDAW into local languages is essential for ensuring stakeholders' full understanding of the Convention's relevance in their particular environment. In many cases, verbatim translation of the full Convention text may not be appropriate or relevant for the respective target group. One key part of the role of *facilitating* the building of awareness and knowledge of CEDAW is to select and rephrase relevant parts of the Convention using language or other means (e.g., visual aids, drama) that are best suited to the respective stakeholders.
- 'Translating' CEDAW also means to put its contents into specific, relevant contexts by using **localized examples and case studies**. Case studies illustrating personal experiences and learning processes of others have been shown to be highly valuable tools in working with a broad variety of different partners at all levels. Effective case studies/examples do not necessarily have to come from the respective partners' own country, but need to provide at least one 'anchor point' that stakeholders can identify with (e.g., illustrating relevant experiences from someone working in the same sector/field).
- The professional, educational or other **background of experts/trainers** (national or regional) on CEDAW can be as relevant for the success of their work as their actual expertise on the Convention. Training may be more or less successful because the respective trainers' experience is seen as irrelevant by the participants in terms of their own specialized professional backgrounds (e.g., many lawyers, judges and prosecutors appear to prefer to be taught by – preferably senior – individuals with considerable experience in law, and hear about experiences of individuals in similar positions as themselves).

7.3.3 The Particular Role/Niche of UNIFEM as Facilitator for CEDAW Implementation

- The status of UNIFEM as a neutral UN agency allows it to act as a **facilitator and catalyst** in terms of initiating or enhancing dialogue/collaboration among key stakeholders at national and regional levels who would otherwise not, or not as easily, come together.
- Most of the government and civil society partners of UNIFEM are usually not in a position to **'step back'** and systematically analyse and capture experiences and lessons learned from CEDAW implementation – although their respective work could often benefit from such analysis. UNIFEM on the other hand, through its global work on CEDAW and in particular through specialized programmes such as CEDAW SEAP, can take on this role.

Evaluation Terms of Reference

Terms of Reference for the Evaluation of the Programme Facilitating CEDAW Implementation towards the Realization of Women's Human Rights in Southeast Asia

1. Background

The Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), ratified or acceded to by 185 States to date around the world, is the internationally recognized bill of rights for women. It requires the elimination of discrimination in all aspects of women's lives, providing a powerful framework for countries to move towards achieving gender equality. The sustainable advancement of women's human rights rests on the integration of these rights through laws, judicial decisions, enforcement, policies, projects and allocation of resources to ensure implementation.

Despite widespread ratification of the Convention, reports from the CEDAW Committee, the 10-year review of the Beijing Platform for Action in 2005 and the Millennium Development Goals (MDGs) stress the need for increased clarity and focus on CEDAW with respect to state institutions and non-governmental organizations (NGOs).

Since 2004, the United Nations Development Fund for Women (UNIFEM) has been implementing the Programme 'Facilitating CEDAW Implementation towards the Realization of Women's Human Rights in Southeast Asia', known in short as the CEDAW Southeast Asia Programme (CEDAW SEAP). CEDAW SEAP is supported by the Canadian International Development Agency (CIDA) with a four-year grant of approximately C\$10,252,423.104¹ (US\$8,431,269).

The seven participating countries are Cambodia, Indonesia, the Lao People's Democratic Republic (Lao PDR), the Philippines, Thailand, Timor-Leste and Viet Nam. These countries have all ratified the Convention, and most have constitutional foundations for fostering gender equality. The programme commenced in January 2004, and the preparatory phase finished in March 2005 with the approval of the Programme Implementation Plan (PIP). In 2008 CEDAW SEAP is in its third year of implementation, and it is due to be completed in March 2009.

The CEDAW SEAP strategy utilizes an integrated approach to the realization of women's human rights using CEDAW as the mechanism for change through targeting (1) the substance of discriminatory laws and policies; (2) institutional structures and procedures; and (3) cultural factors.² It works with governments and civil society to create an enabling environment and develop technical expertise so that they can fulfil their CEDAW obligations, and it delivers a range of activities to stimulate and support systematic national and regional actions to implement CEDAW.

2. Purposes of the Evaluation

A commitment was made in the project document to conduct a final independent evaluation in the last year of the programme. The evaluation has the following purposes:

- To assess and validate the results of the programme in terms of achievements/gaps in delivering outputs, contributing to outcomes and reaching target beneficiaries, the factors that affected the results, and the potential for sustainability;

¹United Nations operational rates of exchange (March 2009).

²Programme Document, p. 1, para. 2; p. 4, para. 3.

- To analyse the effectiveness of the overall strategy and approaches of the programme on women’s human rights, in particular the three-pronged strategy, the multi-sectoral approach, regional-national linkages, capacity building, partnerships, and knowledge generation and dissemination;
- To analyse lessons learned on both substantive and programme management issues, specifically broader learning for the overall approach of UNIFEM to supporting CEDAW implementation;
- To provide inputs for a second phase of the programme.

It is expected that the results of the evaluation will be used as significant inputs for:

- Finalizing the second phase of the programme – its focus and strategy;
- Strategic reflection and learning by UNIFEM on its work on CEDAW implementation as a catalytic mechanism for the advancement of women’s human rights;
- Convening other partners (United Nations, government, civil society) to share findings and stimulate broader collaboration on CEDAW implementation worldwide.

3. Description of the CEDAW SEAP Programme

The CEDAW SEAP programme strategy is based on a number of factors identified as constraints for the effective implementation of the Convention in the region. These are: lack of clarity among State parties and civil society regarding the content of human rights standards and mechanisms that need to be in place to ensure the effective implementation of women’s human rights; lack of appropriate and effective institutional arrangements; lack of expertise, methodologies and capacities in relation to CEDAW and its applications; structural barriers to the effective application of CEDAW principles and norms; and women’s lack of understanding about effective processes for claiming rights.

The overall development objective of the programme is **to realize women’s human rights in seven Southeast Asian countries through more effective implementation of CEDAW**. The three outcomes identified are:

- 1) Improve awareness of women’s human rights and deepen understanding of CEDAW by state organs and organized civil society groups, including women’s NGOs;
- 2) Strengthen the capacity of governments and organized civil society groups to promote women’s human rights under CEDAW at the national and regional levels;
- 3) Generate stronger political will for CEDAW implementation in support of women’s ability to claim their equal human rights.

The target results with corresponding indicators are presented in the programme logical framework.

CEDAW SEAP has promoted actions at regional and country levels. At the regional level, critical components have been facilitating the exchange of expertise and knowledge on CEDAW implementation across countries, and developing the regional capacity for providing technical support to governments, NGOs and other sectors on CEDAW implementation

At the country level, a dual approach was followed: first, the implementation of activities in all seven programme countries that cover the whole of CEDAW as an international treaty (building government and civil society understanding on the Convention’s substantive principles, strengthening government and NGO capacity to participate in the CEDAW review process, and facilitating the implementation of the Concluding Observations); and second, a set of activities that would comprise an integrated strategy for implementing CEDAW in selected substantive areas of gender discrimination as a modelling process. The countries initially identified for the second approach were Cambodia, Indonesia, the Philippines and Thailand. The modelling approach was implemented differently among the countries.

4. Scope of the Evaluation: Evaluation Questions

Regarding the *geographic scope*, the evaluation will focus its analysis on the work done at the regional level from the Bangkok office, as well as at the country level in the seven countries identified. For the evaluation missions to be conducted, a representative sample of the countries will be identified by the evaluators, based on preliminary desk review and consultations with the UNIFEM Evaluation Unit and set criteria.

The study will cover the timeframe 2004–2007, from the preparatory period, through the initial implementation stage to the final phase. However, it will be forward looking in terms of the design of the programme for future stages and replicable models. It will therefore be a summative evaluation with a significant formative component.

The evaluation will address a number of key questions in two main areas:

- 4) **Results:** questions on the achievement of results of the programme at the regional and national levels, based on specific outcomes and corresponding outputs.
- 5) **Strategy:** questions on the effectiveness of CEDAW implementation strategies used in the different countries for the advancement of women's human rights, and lessons learnt for UNIFEM role in CEDAW implementation and focus.

For the development of the second phase, the evaluation is to shed light on strategic areas for the work of UNIFEM on CEDAW in the context of the changing development cooperation environment that puts greater emphasis on MDG-based national development agendas/plans and aid effectiveness.

It is expected that the evaluation team will develop an *evaluation matrix* that will relate to the following questions, the areas they refer to, the criteria for evaluating them, the indicators and the means for verification as a tool for the evaluation.

Key evaluation criteria and questions to be addressed:

Effectiveness – Achievement of outputs, progress towards outcomes

- To what extent has the CEDAW SEAP programme achieved the stated outputs?
- What evidence exists of progress towards the outcomes?
- Assess the factors that facilitated/inhibited programme contribution towards outcomes. In particular:
 - Partnership choices and strategies;
 - Programme strategies/approaches, e.g., capacity development, regional approach, dual approach at country level, regional-national linkages, knowledge generation and dissemination;
- What strategic use was made of the CEDAW reporting process to facilitate progress towards outcomes – including with reference to preparation for reporting and follow-up to Concluding Comments, for both governments and NGOs;
- Programme management, e.g., adequacy of management structure at the regional and national levels; adequacy of the management structure at HQ to facilitate the support to the programme on managerial, administrative and technical matters; adequacy of monitoring and reporting.
- What if any have been unexpected results to which the programme has contributed? Beyond stated programme outcomes, is there evidence that demonstrates value added, or potential value added, in ensuring greater attention to gender equality concerns in the context of the MDGs, national development plans, budgetary processes, decentralization and efforts to achieve greater United Nations coordination?

Relevance – alignment and response to context

- Context: How relevant was the design of the programme for the region and each country situation – in terms of alignment with priorities and needs of the region and the countries? How flexibly did the programme respond to the difference in national capacity and changes in country situations?
- Sector priorities: Based on the evidence of the seven countries, and the mandate and comparative advantage of UNIFEM, how did the programme select and prioritize particular sectors? With what results?
- How well has the programme been responding to the changes in the United Nations operating environment following the various United Nations reform initiative (e.g., joint programming, One UN pilot, Action 2)?

Sustainability – Partnership collaboration and capacities installed

- Are the programme results sustainable?
- Were risk factors and risk mitigation strategies identified during programme formulation?
- Partnerships: Were the partnership choices appropriate for greater sustainability of the programme?
- Capacities: What mechanisms has the programme developed to ensure that systems and capacities for CEDAW implementation are institutionalized?
- What other factors contribute to or constrain sustainability?
- Is there evidence of interest or concrete plans for upscaling or replication of successful experiences?

5. Management of the Evaluation

The UNIFEM Evaluation Unit will manage the evaluation. During the evaluation process, it will consult with CIDA, the UNIFEM Human Rights Advisor, the Asia, Pacific & Arab States Section in HQ, and the Bangkok Regional Office as may be necessary. Coordination in the field, including logistical support, will be the responsibility of programme management.

This is a participatory evaluation with a strong learning component. For the preparation of these terms of reference, an initial identification of key stakeholders at national and regional levels has been conducted in order to analyse their involvement in the evaluation process. The management of the evaluation will ensure that key stakeholders are consulted.

After the completion of the evaluation, a final stage of the process will take place, including the dissemination strategy for sharing the lessons learnt, and the management response of the evaluation results. These activities will be managed by the Evaluation Unit in close consultation with CIDA and UNIFEM relevant units.

The UNIFEM Evaluation Unit may participate in the country missions in collaboration with the evaluation team.

6. Evaluation Methodology

The evaluation of CEDAW SEAP will be based on a methodology proposed by the evaluation team and validated by the UNIFEM Evaluation Unit. The methodology should include:

- the evaluation design, specifying the approach to addressing the purposes of the evaluation and the evaluation questions (including an *evaluation matrix* with key evaluation criteria, questions, indicators and sources of information);
- the sampling of countries for the field visits, including criteria for selection;

- the instruments and tools to gather relevant information and data, including the variety of key informants to be interviewed; and
- the approaches for the analysis and interpretation of data.

In addition, the following will also be developed:

- the communication and reporting strategies of evaluation results; and
- the work plan – indicating timing of activities and resources.

TACTIVITIES	PRODUCT	INDICATIVE MILESTONES
Search and contracting of evaluation team by the Evaluation Unit		21 March
Initial desk review by evaluation team Detailed evaluation planning; consultations with Evaluation Unit and other relevant units (HQ and field) as basis for the inception report	Inception report of the evaluation team, which includes the evaluation methodology and the timing of activities and deliverables	28 March 11 April
Data collection: additional desk review, field visits, etc. Debriefing of UNIFEM Bangkok office and programme management, prior to departure of evaluation team Preparation and discussion of preliminary findings, lessons learned and recommendations between evaluation team, UNIFEM and CIDA	Power Point presentation on preliminary findings, lessons learned, and recommendations	9 May 14 May
Drafting of full report and five-page executive summary	Draft full report highlighting key evaluation findings and conclusions, lessons and recommendations. The format of the evaluation report will be agreed with the evaluators. Draft five-page executive summary	30 May
Review by UNIFEM and CIDA	Written feedback to the evaluation team	10 June
Finalizing the full report and executive summary	Final evaluation report and five-page executive summary	20 June

Timeframe and products

The evaluation will be conducted between March and June 2008.

Resources

The budget for this evaluation is \$90,000.

7. Composition, Skills and Experience of the Evaluation Team

The evaluation will be conducted by a team composed of at least three experts: an international consultant as Evaluation Team Leader, and two national / regional consultants as team members.

6) Evaluation Team Leader – International Consultant

- At least a master's degree, PhD preferred, in any social science
- Ten years of working experience in evaluation, and at least five in evaluation of development programmes. Experience in evaluation of large programmes involving multi-countries
- Proven experience as evaluation team leader with ability to lead and work with other evaluation experts
- Five years of experience and background on gender equality and/or human rights and familiarity with CEDAW
- Experience in working with multi-stakeholders essential: governments, civil society organizations (CSOs), and the United Nations/ multilateral/bilateral institutions. Experience in participatory approach is an asset. Facilitation skills and ability to manage diversity of views in different cultural contexts
- Experience in capacity development essential
- Familiarity with the East and Southeast Asia region or any of the specific countries covered by the programme an asset
- Ability to produce well written reports demonstrating analytical ability and communication skills
- Ability to work with the organization commissioning the evaluation and with other evaluation stakeholders to ensure that a high quality product is delivered on a timely basis
- Fluent in English

The Evaluation Team Leader will be responsible for coordinating the evaluation as a whole, the evaluation team, the work plan and the presentation of the different evaluation products.

7) Evaluation Team Members - Regional/National Consultants

- At least a master's degree related to any of the social sciences
- At least five years experience in evaluation
- Familiarity with the East and Southeast Asia context essential. Preference to be given to consultants familiar with the highest number of countries covered by the programme
- Good understanding of gender equality and human rights. At least five years experience in this field. Familiarity with CEDAW implementation in the region an asset
- Experience in working with at least two of the following types of stakeholders: government, civil society, multilateral institution
- Good analytical ability and drafting skills
- Ability to work with a team
- Fluent in English. Working knowledge of an additional language used in one of the countries essential, in two or more countries an asset

8. Ethical Code of Conduct for the Evaluation,

It is expected that the evaluators will respect the ethical code of conduct of the United Nations Evaluation Group (UNEG). These are:

- **Independence:** Evaluators shall ensure that independence of judgment is maintained and that evaluation findings and recommendations are independently presented.
- **Impartiality:** Evaluators shall operate in an impartial and unbiased manner and give a balanced presentation of strengths and weaknesses of the policy, programme, project or organizational unit being evaluated.
- **Conflict of Interest:** Evaluators are required to disclose in writing any past experience that may give rise to a potential conflict of interest, and to deal honestly in resolving any conflict of interest that may arise.
- **Honesty and Integrity:** Evaluators shall show honesty and integrity in their own behaviour, negotiating honestly the evaluation costs, tasks, limitations, and scope of results likely to be obtained, while accurately presenting their procedures, data and findings and highlighting any limitations or uncertainties of interpretation within the evaluation.
- **Competence:** Evaluators shall accurately represent their level of skills and knowledge and work only within the limits of their professional training and abilities in evaluation, declining assignments that they do not have the skills and experience to complete successfully.
- **Accountability:** Evaluators are accountable for the completion of the agreed evaluation deliverables within the timeframe and budget agreed, while operating in a cost effective manner.
- **Obligations to Participants:** Evaluators shall respect and protect the rights and welfare of human subjects and communities, in accordance with the United Nations Universal Declaration of Human Rights and other human rights conventions. Evaluators shall respect differences in culture, local customs, religious beliefs and practices, personal interaction, gender roles, disability, age and ethnicity, while using evaluation instruments appropriate to the cultural setting. Evaluators shall ensure prospective participants are treated as autonomous agents, free to choose whether to participate in the evaluation, while ensuring that the relatively powerless are represented.
- **Confidentiality:** Evaluators shall respect people's right to provide information in confidence and make participants aware of the scope and limits of confidentiality, while ensuring that sensitive information cannot be traced to its source.
- **Avoidance of Harm:** Evaluators shall act to minimize risks and harms to, and burdens on, those participating in the evaluation, without compromising the integrity of the evaluation findings.
- **Accuracy, Completeness and Reliability:** Evaluators have an obligation to ensure that evaluation reports and presentations are accurate, complete and reliable. Evaluators shall explicitly justify judgments, findings and conclusions and show their underlying rationale, so that stakeholders are in a position to assess them.
- **Transparency:** Evaluators shall clearly communicate to stakeholders the purpose of the evaluation, the criteria applied and the intended use of findings. Evaluators shall ensure that stakeholders have a say in shaping the evaluation and shall ensure that all documentation is readily available to and understood by stakeholders.
- **Omissions and wrongdoing:** Where evaluators find evidence of wrongdoing or unethical conduct, they are obliged to report it to the proper oversight authority.

Appendix II

Evaluation Framework

AREA OF INQUIRY	KEY QUESTIONS AND SUB-QUESTIONS	DATA COLLECTION AND ANALYSIS
1. Programme Effectiveness	<p>How effective has the CEDAW SEAP programme been in achieving its stated results?</p> <p>To what extent has the CEDAW SEAP programme achieved its stated outputs?</p> <p>What evidence is there for output level results having contributed to progress towards outcomes?</p> <p>What key factors have facilitated or inhibited CEDAW SEAP's effectiveness?</p> <p>What effect have CEDAW SEAP's partnership choices had?</p> <p>How effective have different programming strategies and approaches been for achieving progress towards results (e.g., choice of capacity development strategies, choices of priority sectors)?</p> <p>To what extent was the CEDAW reporting process used strategically to facilitate progress towards results (e.g., related to preparation for reporting and follow up to concluding comments with both GO and NGO partners)?</p> <p>What effects have programme management structures and decisions at HQ, regional and national levels had on effectiveness?</p> <p>(Including: administrative and technical matters, adequacy of monitoring and reporting, human resources capacities and turnover, financial management, communication between HQ and field/between regional office and country offices, partner reporting requirements, application of results-based management – RBM – principles and tools).</p> <p>What, if any, have been unexpected results (positive/negative) to which the programme has contributed?</p> <p>Is there evidence of actual or potential value added by the programme beyond its stated outputs/outcomes with regards to ensuring greater attention to gender equality concerns in the context of the MDGs, national development plans, budgetary processes, decentralization, and efforts to achieve greater United Nations coordination?</p>	<p>Data on the effectiveness of UNIFEM measured against the results and indicators as outlined in relevant programme documents will be collected through consultations with stakeholders, document review (in particular progress reports) and observations on the ground.</p> <p>Additional data will be collected by means of an (electronic) survey that will be sent to key programme stakeholders.</p> <p>Draft summaries of the synthesized information will be shared with UNIFEM New York and Bangkok based staff partway through the study by means of a slide presentation and phone conference. The intention would be to identify key gaps, omissions or difficulties encountered in the synthesis process, and identify mitigating actions required to enable Universalis to complete the analysis in a timely and c</p>
2. Programme Relevance	<p>How relevant has the CEDAW SEAP programme been and remained within its context(s)?</p> <p>What have been key developments/changes in the programme's (global, regional, national) contexts that have affected its performance? What implications have these had for programme relevance?</p> <p>To what extent has the programme responded appropriately to changes in its external environment (including in the United Nations operating environment)?</p> <p>To what extent has the programme been relevant to the needs of different stakeholders at national and regional levels?</p> <p>(How were needs/priorities assessed? To what extent has a shared notion of what constitutes 'regional results' been developed between programme stakeholders?)</p> <p>How did the programme select sector priorities? What were the results of these choices?</p> <p>How relevant has the programme been given the respective priorities and mandates of UNIFEM and CIDA?</p>	<p>Data will be collected by various methods, including document reviews and interviews with a cross-section of UNIFEM internal and external stakeholders.</p> <p>Data will be analysed to identify common trends and issues and used to formulate findings. These findings will be validated with UNIFEM stakeholders at various stages during the assessment process.</p> <p>Additional data will be collected by means of an (electronic) survey that will be sent to key programme stakeholders.</p>

Evaluation Framework cont'd

AREA OF INQUIRY	KEY QUESTIONS AND SUB-QUESTIONS	DATA COLLECTION AND ANALYSIS
<p>3. Sustainability of Results</p>	<p>To what extent are programme results likely to be sustainable?</p> <p>What evidence is there for programme results (or parts thereof) to be sustainable beyond project end?</p> <p>To what extent were risk factors and appropriate risk mitigation strategies identified and applied during programme implementation?</p> <p>To what extent have the national and regional partnership choices made by UNIFEM contributed to ensuring greater likelihood of sustainability of results?</p> <p>To what extent has UNIFEM been successful in supporting the institutionalization of systems and capacities for CEDAW implementation?</p> <p>What role, if any, has the UNIFEM regional approach had in terms of sustainability of results?</p> <p>To what extent have programme partners displayed interest/commitment to replicating or upscaling successful experiences?</p> <p>What (contextual, managerial) factors have enhanced or limited the likelihood of results being sustainable beyond project end?</p>	<p>Data collection tools to guide document review, consultations with stakeholders, and field visit observations will include targeted questions relating to the likelihood of achieved programme results being sustainable.</p> <p>In analysing data, the evaluation team will also take into account whether, and to what extent contextual factors, and issues related to programme management, are affecting the potential sustainability of results.</p> <p>Additional data will be collected by means of an (electronic) survey that will be sent to key programme stakeholders.</p>
<p>4. Lessons Learned and Recommendations for Phase II of the Project</p>	<p>What have been the key lessons learned that can inform future UNIFEM programming in the region and globally?</p> <p>What have been the key lessons learned regarding the developmental effectiveness and sustainability of UNIFEM in facilitating CEDAW implementation during the project?</p> <p>What lessons have been learned in terms of the (actual and potential) role of UNIFEM in CEDAW implementation in the region/at country level? At global level?</p> <p>What are lessons learned related to the effectiveness of specific programming strategies?</p> <p>What have been key lessons in regards to the UNIFEM approach to programme management?</p> <p>What have been key lessons in terms of national and regional programming, and the linking of the two?</p> <p>What knowledge has been built? What, if any, innovative approaches have been developed, and with what results?</p> <p>What recommendations derive from the evaluation?</p> <p>Based on the experiences and lessons learned in phase I, what are the key recommendations relevant for shaping phase II of the project?</p> <p>What are the key recommendations for the overall approach of UNIFEM to facilitating CEDAW implementation?</p> <p>What (if any) lessons learned from CEDAW SEAP can be useful for UNIFEM partner organizations (United Nations and other)?</p>	<p>Document reviews, survey, interviews and focus group data collected in relation to the previous areas of inquiry will be analysed to formulate findings, lessons and recommendations.</p> <p>These will be validated with UNIFEM stakeholders at various stages during the assessment process (e.g., through in person and phone briefings at the end of field visits, a slide presentation of preliminary findings shortly after completion of field data collection, and through the draft evaluation report.)</p>

Appendix III

List of Consulted Stakeholders

NAME	POSITION/ORGANIZATION	METHOD OF CONSULTATION
UNIFEM Evaluation Reference Group		
Joanne Sandler	UNIFEM Deputy Director Programmes	Interview
Socorro Reyes	Chief, Asia Pacific & Arab States Section	Interview
Lee Waldorf	Human Rights Advisor	In person and several phone interviews
Elena Marcelino	Innovation and Learning Specialist	Face to face conversations, mail/phone contact
Belen Sanz	Evaluation Advisor	Face to face conversations, including during field visit to Timor-Leste, and around mission debrief in Bangkok; mail/phone contact
UNIFEM Bangkok Regional Office		
Jean D'Cunha	Regional Programme Director ³	Interview and debrief at end of mission
Shoko Ishikawa	Programme Manager	Initial briefing upon field visit and various interviews; debrief at end of mission
Amarsanaa Darisuren	Programme Specialist	Initial briefing on field visit and various interviews; debrief at end of mission
Pannin Laptaweesath	Programme Associate	Present during initial briefing on field visit and during final mission debrief
UNIFEM CEDAW SEAP National Coordinators		
Vanny Prok	National Coordinator, Cambodia	Focus group (Bangkok)
Syafirah Hardani	National Coordinator, Indonesia	Focus group (Bangkok)
Somsouk Sananikorn	National Coordinator, Lao PDR	Focus group (Bangkok)
Luz L. Rodriguez	National Coordinator, Philippines	Focus group (Bangkok) and interview
Supatra Putananusorn	National Coordinator, Thailand	Focus group (Bangkok) and interview
Repelita Tambunan	National Coordinator, Timor-Leste	Focus group (Bangkok) and interview
Vu Ngoc Binh	National Coordinator, Viet Nam	Focus group (Bangkok) and interview
UNIFEM CEDAW SEAP Other field-based staff		
Piyapa Muangman	Finance and Administrative Assistant, Thailand	Present during team debrief in Bangkok
Maria Isabel	Finance and Administrative Assistant, Timor-Leste	Initial briefing at beginning of field visit and interview
Nguyen Thanh Tra	Finance and Administrative Assistant, Viet Nam	Interview

³Also member of evaluation reference group.

List of Consulted Stakeholders cont'd

NAME	POSITION/ORGANIZATION	METHOD OF CONSULTATION
UNIFEM CEDAW SEAP Other field-based staff (cont'd)		
Suzette Mitchell	Country Programme Manager, UNIFEM Viet Nam	Interview
Dianne Arboleda	Officer-in-Charge, UNIFEM Timor-Leste	Initial briefing at beginning of field visit and interview Jeff Elzinga
CIDA		
Jeff Elzinga Marie Powell	Senior Development Officer, Southeast Asia Regional Program, Asia Branch CIDA, Hull CIDA Gender Specialist/Advisor	Interview
Jaqueline De Lima-Baril	CIDA Office, Viet Nam	Interview
Pattama Vongratanavichit	CIDA Program Officer (Development), Thailand	Interview
Myrna Jarillas	Senior Program Officer, Development Section, Canadian Embassy to the Philippines	Interview
Helen Thomas Bruce Bailey	CIDA External Project Monitors	Phone interviews
Four countries visited during field mission: national and international programming partners		
PHILIPPINES		
Emmeline Verzosa	Executive Director, National Commission on the Role of Filipino Women	Interview
Atty. Amparita Sta. Maria Ariane Galope Olegario	Research Director, Ateneo Human Rights Center (AHRC) Program Development Officer IV, Supreme Court of the Philippines, Program Management Office	Interview
Elizabeth Yang Rina Jimenez David	National Coordinator, PILIPINA National Chairperson, PILIPINA	Interview
Aurora Javate de Dios	Women and Gender Institute, Miriam College	Interview
Ellen Dictaan	Bangao, Tebtebba and Asian Indigenous Women's Network	Interview
Olive Tripon	Executive Director, Women's Feature Service (WFS)	Interview
Mae Buenaventura	Executive Director, Women's Legal Bureau	Interview
Clara Rita Padilla	Executive Director, EnGendeRights	Interview [?]
Rosario G. Manalo	Former CEDAW Chair, 2004-2006; Chair of Country Consultative Committee – CEDAWSEAP	Interview
Raissa Jajurie	Executive Director, Nisa UI Haqq Muslim Women's Network	Interview
Trinidad Domingo Amparo Miciano	National Rural Women's Coalition	Interview
Carol Sobritchea	Former Executive Director of UP-Center for Women's Studies	Interview
Austere Panadero	Undersecretary, Department of Interior and Local Government	Interview

List of Consulted Stakeholders cont'd

NAME	POSITION/ORGANIZATION	METHOD OF CONSULTATION
Four countries visited during field mission: national and international programming partners		
THAILAND		
Kanda Vijrabhaya	Deputy Permanent Secretary, Ministry of Social Development and Human Security	Interview
Naiyana Supapung	National Human Rights Commissioner, National Human Rights Commission (NHRC)	Interview
Rachadaporn Kaewsanit	Chairperson, Association for the Promotion of Equal Rights (APER)	Interview
Juree Vichit-Vadakan	Chairperson, Women for Development Democratic Foundation (WDDF); Former Chair of the Standing Sub-committee on Women, National Legislative Assembly	Interview
Vacharin Patjekvinyusakul	Justice, Appeal Court, Region 9	
Interview	Naiyana Supapung,	National Human Rights Commissioner
Interview Suteera Vichitranonda	President of the Association for the Promotion of the Status of Women (APSW), Gender and Development Research Institute (GDRI)	Interview
Siriporn Panyasen Sujitra Suthipong Nilubon Winijchai Nucharee Na Nan Yupin Wongyao	Chairperson, Association for the Promotion of Lampang Women and Youth Development (WAY LAMPANG) Trainers, WAY LAMPANG	Group interview
Saowalak Umong Nipha Srma Kanokwan Soingean Malai Wattana Tuenjai Comema And seven other female Tambon representatives in Chiang Rai	Vice Head of Sansai TAO (Way Lampang Trainee) Members of Sansai TAO (Trainees)	Focus group
Lahkela Jataw	Coordinator, Lahu Women's Network	
Virada Somsawasdi	Chair, Women's Studies Center, Faculty of Social Sciences, Chiang Mai University	Interview
Usa Lerdsrisantad	Programme Director, Foundation for Women (FFW)	Interview
Nipaporn Chaiyatarin	Thailand AIDS Foundation (Trainee, Training on Women's Human Rights and CEDAW held by FFW)	Interview
Suntariya Muanpawong	Judge of the Office of Supreme Court – Office of the Judiciary	Interview
Pimtham Uafua	Coordinator, Women's Network for Progress and Peace (WPN)	Interview
Uajit Virojtairat	Civil Media Development Institute (CMDI)	Interview
Nathakamol Rungthim	Representative of the Disabled Women's Group	Interview
TIMOR-LESTE		
Idelta Rodrigues	State Secretary for Promotion of Equality	Interview
Maria Jose Sanches	Director of Office for State Secretary for Promotion of Equality	Interview
Sebastião Dias Ximenes	Ombudsman for Human Rights and Justice	Interview
Silverio Pinto Rosalina Pires	Ombudsman Deputy for Human Rights Programme Officer Education and Promotion	Interview

List of Consulted Stakeholders cont'd

NAME	POSITION/ORGANIZATION	METHOD OF CONSULTATION
TIMOR-LESTE (cont'd)		
Agustinho Letencio de Deus	Director, National Institute of Public Administration (INAP)	Interview
Olga Maria Soares Virgilio da Costa	INAP Trainers	Interview
Laura Pina Coordinator, CEDAW NGO Shadow	Report Working Group	Interview
Caroline Meenagh	Former UNIFEM consultant supporting CEDAW report; now with the United Nations Population Fund (UNFPA)	Interview
Asenaca Colawai,	United Nations Integrated Mission in Timor-Leste (UNMIT) Human Rights Officer	Interview
Tiago Sarmiento	General Secretary of East Timor Lawyer's Association (AATL)	Interview
Edna Tesoro	Capacity Development Advisor for Rede Feto	Interview
Fransisca Taolin Two WeCo members	Rede Feto, Coordinator of Women's Committee (WeCo) in internally displaced persons camps	Group interview
Maria Agnes, Luis Sampaio, Sribuana da Costa	Judicial System Monitoring Programme (JSMP)	Group interview
Ubalda Alves Rosie da Sousa Alita Verdial Araujo	Director, Rede Feto Director, FOKUPERS Manager, Advocacy Programme, The Asia	Foundation
Prezario Ximenes	Media, Radio Lorico Lian	Interview
VIET NAM		
Nguyen Thi Ky Pham Trong Cuong	Director, Centre for Training Elected Representatives Programme Officer	Interview
Nguyen Thi Hong Tuoi Nguyen Duc An	Director, Personnel Department, Supreme People's Court (SPC) Section Chief, Court Officials Training School, Supreme People's Court (SPC)	Interview
Hoang Van Binh Nguyen Hong Minh	Deputy Director, Department of Culture, Education, Youth and Children, Office of the National Assembly (ONA) Programme Officer	Interview
Phung Thi Hanh Luong Thanh Huan	Programme Officer, Department of Ethnic Minorities, Office of the National Assembly (ONA) Programme Officer	Interview [?]
Dang Dung Chi	Deputy Director, Research Institute of Human Rights, Ho Chi Minh National Academy of Politics and Public Administration	Interview
Vuong Thi Hanh Nguyen Thi Hien Nguyen Thi Van	Director, Centre for Education, Promotion and Empowerment of Women (CEPEW) Programme Coordinator, Gender and Community Development Network (Gecomnet) Director, Centre for Non-formal Education and Community Development	Group Interview

List of Consulted Stakeholders cont'd

NAME	POSITION/ORGANIZATION	METHOD OF CONSULTATION
Four countries visited during field mission: national and international programming partners (cont'd)		
VIET NAM (cont'd)		
Nguyen Thi Lan Minh Hoang Bich Lien	Deputy Director, Department of People's Organizations, Communist Party Commission for Mass Mobilization Programme Officer	Interview
Do Xuan Tuu Tran Thuy An	Deputy Director, Department 3, Supreme People's Procuracy Principal Supervisor	Interview
Le Thi Kim Thanh Pham Xuan Anh	Deputy Secretary General, Vietnam Lawyers Association (VLA) Programme Officer	Interview
Tran Thi Mai Huong Nguyen Thuy Hien	First Vice-Chairperson, National Committee for the Advancement of Women (NCFAW) Section Chief of International Relations	Interview
Pham Nguyen Cuong	Deputy Director, Department of Gender Equality, Ministry of Labour, Invalids and Social Affairs (MOLISA).	Interview
MarJo-Riitta Tervonen	Programme Officer, United Nations Development Programme (UNDP) Viet Nam	Interview
Three countries not visited during field mission: national and international programme partners		
CAMBODIA		
Thida Khus Tiv Sarayet Hoy Sochivanny Hang Nary	NGO representatives attending workshop on Optional Protocol in Bangkok.	Group interview
Phally Hor	Executive Director, Project Against Domestic Violence (PADV); NGO CEDAW member organization	Phone Interview
Chan Sotheavy	State Secretary, Ministry of Justice (MoJ); President of the Gender Mainstreaming Action Group (GMAG)	Email consultation
Ros Sopheap	Executive Director, Gender and Development for Cambodia (GADC); NGO CEDAW Steering Committee member	Phone interview
Nhean Sochetra	Director, Promotion of Gender Equality Department	Email consultation
INDONESIA		
Nurlinda Lasrun Fijriah Yohan Susanti ERma Rena Herdiyani	NGO representatives attending workshop on Optional Protocol in Bangkok.	Group interview
Sri Danti	Deputy Minister, Ministry of Women Empowerment	Survey / phone interview
Achie Luhulima	Board Member, Convention Watch Working Group, University of Indonesia	Survey / phone interview
LAO PDR		
Chansoda Phonethip	Deputy Director, Lao National Commission for the Advancement of Women (Lao-NCAW)	Email consultation
Ny Luangkhot	CEDAW Resource Pool member, independent gender consultant	Email consultation
Bouthsady Khounouvong Coordinator, Gender and Development	Group (GDG)	Phone interview

List of Consulted Stakeholders cont'd

NAME	POSITION/ORGANIZATION	METHOD OF CONSULTATION
REGIONAL/INTERNATIONAL PROGRAMME PARTNERS)		
Saisuree Chitikul Pamila Pratten Beate Schöpp-Schilling Heisoo Shin	CEDAW Committee members	Individual phone interviews
Mega Irena	Special Officer, Human Development Unit, ASEAN Secretariat, Jakarta	Phone interview
Tulika Srivastava Wathshlah Naidu	Previous interim Executive Director, International Women's Rights Action Watch Asia Pacific (IWRAP AP) Programme Officer, IWRAP AP	Interview
Bernice Aquino See	Forum-Asia, Bangkok	Interview
Prof. Said Irandoust Three AIT staff members including person from gender studies faculty	President, Asian Institute of Technology (AIT)	Group interview
Michael Miner Melinda Macdonald,	Regional Director, SEARCH project Programme Manager, SEARCH project	Interview
Tanya Zangger	Second Secretary, Swiss Embassy, Viet Nam	Interview
OTHERS		
Sabine Lamber	Former CEDAW SEAP Programme Manager (at programme start-up June 2004– May 2005)	Phone interview
Isabel Lloyd	Former Chief Technical Advisor (in lieu of Programme Manager – Sept 2005– Aug 2006)	Phone interview

To date **154** individuals have been consulted through face-to-face or phone interviews (individual and group) and by email.

In addition, a total of **62** former participants of UNIFEM-led or supported trainings on CEDAW in the Philippines, Thailand, Timor-Leste and Viet Nam have answered the questions in the written evaluation survey.

Total of consulted stakeholders: **216**

Appendix IV

List of Documents and Websites Reviewed

Background Documents - Planning Phase

Proposed Programme: Facilitating CEDAW Implementation towards the Realization of Women's Human Rights in Southeast Asia (undated).

SEA CEDAW Programme Country Profiles – Annex 1 (undated).

SEA CEDAW Programme Results Tree: Overview – Annex 2 (undated).

SEA CEDAW Programme Management – Annex 4 (undated).

SEA CEDAW Programme Terms of Reference for programme personnel and committee – Annex 5 (undated).

Terms of Reference: SEA CEDAW Inception Mission – 2 Teams – Annex 6 (undated).

Project Implementation Plan

Project Implementation Plan: CEDAW Southeast Asia Programme: Facilitating CEDAW implementation towards the realization of women's human rights in Southeast Asia (Final June 2005).

Performance Measurement Frameworks

Annex 1: Performance Measurement Framework: Actual Achievements from Apr. 2006 – Mar. 2007.

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United Nations Division for the Advancement of Women (DAW) website on CEDAW (<http://www.un.org/womenwatch/daw/cedaw/index.html>)
Office of the High Commissioner for Human Rights (OHCHR) website (<http://www2.ohchr.org/english/bodies/cedaw/index.htm>)
UNIFEM website <http://unifem.org/> and sub-sites.

Appendix V

Survey Questions and Methodology

CEDAW SEAP Evaluation

Since 2004, UNIFEM has been implementing the Programme '*Facilitating CEDAW Implementation towards the Realization of Women's Human Rights in Southeast Asia*'.

The CEDAW Southeast Asia Programme (CEDAW SEAP) is supported by the Canadian International Development Agency (CIDA). The seven participating countries are:

1. Cambodia
2. Indonesia
3. Lao People's Democratic Republic (Lao PDR)
4. the Philippines
5. Thailand
6. Timor-Leste
7. Viet Nam

The programme commenced in January 2004 and is due to be completed in March 2009.

UNIFEM wishes to conduct a final **independent evaluation** of the achievements and lessons learned from CEDAW SEAP. In May 2008, UNIFEM contracted Universal Management Group (based in Canada) to conduct this evaluation. This survey is one of several tools that we are using to collect data on the work of CEDAW SEAP.

You have participated in one (or more) training courses related to the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW). The training was offered by an organization that has been supported by the CEDAW SEAP programme (or – in some cases – by UNIFEM directly).

As some time has passed since you attended the training, we are interested to know if and in what ways the training has been relevant for you. *Has the training had any effect on your thinking, your behaviour, your work or your relations with others?*

We would be very grateful if you could answer the questions below and give/send the completed questionnaire back to the person who has contacted you. Please be assured that all answers are being treated confidentially. Please answer as truthfully as possible – there are no right or wrong answers.

If you have any questions about how to fill out the questionnaire, or about its purpose, please contact (contact address of NC/FAA in respective country).

Please be so kind to return the filled out questionnaire by DATE.

Background

- 1.1 Are you:
 Male Female
- 1.2 How old are you?
 20-35 36-50 51 or older
- 1.3 How much training related to CEDAW, and/or gender equality, have you attended in the past three years? (supported by UNIFEM's CEDAW SEAP or by other organizations)
 1 2 More than 2 Don't know

- 1.4 When did the most recent CEDAW training take place that was supported by UNIFEM's CEDAW SEAP programme?
 Less than 9 months ago 9-12 months ago More than 12 months ago
 Don't know

- 1.5 Which organization provided this last training?
 UNIFEM Other organization Don't know

Please specify: _____

Familiarity with CEDAW before the training

How familiar were you with the following concepts and issues before attending the training on CEDAW?

		VERY FAMILIAR	SOMEWHAT FAMILIAR	NOT VERY FAMILIAR	NOT AT ALL FAMILIAR	NOT APPLICABLE
2.1	Gender equality	1	2	3	4	5
2.2	Women's human rights	1	2	3	4	5
2.3	Discrimination against women	1	2	3	4	5
2.4	CEDAW – content of the Convention / resulting state obligations	1	2	3	4	5
2.5	CEDAW reporting process	1	2	3	4	5
2.6	Role and function of CEDAW					
	Concluding Comments	1	2	3	4	5
2.7	CEDAW NGO shadow report	1	2	3	4	5
2.8	Current situation of women's human rights in your country	1	2	3	4	5

Training Results

To what extent has the training helped to increase your knowledge and understanding of the following concepts/issues?

		CONSIDERABLY	SOMEWHAT	A LITTLE	NOT AT ALL	NOT APPLICABLE
3.1	Gender equality	1	2	3	4	5
3.2	Women's human rights	1	2	3	4	5
3.3	Discrimination against women	1	2	3	4	5
3.4	CEDAW – content of the Convention/ resulting state obligations	1	2	3	4	5
3.5	CEDAW reporting process	1	2	3	4	5
3.6	Role and function of CEDAW					
	Concluding Comments	1	2	3	4	5
3.7	CEDAW NGO shadow report	1	2	3	4	5
3.8	Current situation of women's human rights in your country	1	2	3	4	5
3.9	Other relevant topics that were addressed	1	2	3	4	5

Please specify: _____

- 3.10 To what extent has the training been relevant for your work?
 Extremely relevant Relevant Somewhat relevant Not relevant
 Don't know

Please explain why it has been relevant / not relevant for your work.

- 3.12 Has the training had any concrete effect on your work (e.g., how you behave, what you do, or how you think about your work, how you interact with others...)
- Yes, considerably Yes, somewhat No Don't know

If yes, please give a concrete example:

- 3.14 If applicable, what has been the biggest challenge you have faced around trying to apply your new knowledge in your workplace?

- 3.15 Have you had a chance to share any of the ideas/concepts addressed in the workshop with other colleagues including your supervisor?
- Yes No

If yes, please describe how, with whom, and what (if any) effects this sharing has had in your workplace.

Future outlook

- 4.1 What further supports or strategies would help you to transform your new knowledge into concrete actions?

- 4.2 Do you have any other comments on the training(s) or its content that you would like to share? If yes, please write them here:

Thank you for your cooperation.

Survey Methodology

In total, **62** CEDAW SEAP evaluation surveys were completed by respondents (49 female and 13 male respondents). The respondents took part in various training courses related to the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW). The trainings were offered by organizations supported by the CEDAW SEAP programme or in some cases by UNIFEM directly. The following is a list of the number of respondents per country as well as the names and dates of the training courses.

Thailand – In total, **20** surveys were completed. The respondents were drawn from the following two trainings:

- [1] *CEDAW and Women's Human Rights (Training and Capacity Building on CEDAW)*; organized by the Foundation for Women on 16–17 August 2007; 10 government officials from the Office of the National Human Rights Commission (NHRC) responded to the survey.
- [2] *Q&A Forums for Women Candidates (Prior to TAO Election)*; organized by the Association for the Promotion of Lampang Women and Youth Development on 15, 23, 25, 26 Sept. 2007; 10 NGOs who had participated responded to the survey.

Viet Nam – In total, **11** surveys were completed. The respondents were drawn from the following four trainings:

- [1] *Workshop on CEDAW and Gender Equality for Lawyers*; organized by the Viet Nam Lawyers Association on 29–30 Aug. 2006; one law association representative responded to the survey.
- [2] *NGO Shadow Reporting Workshop*; organized by the Gender and Community Development Network (Gencomnet) and the Centre for Education, Promotion and Empowerment of Women (CEPEW) on 12 June 2006; three participating NGO representatives filled out the survey.
- [3] *National Advanced Training of Trainers on Promoting Gender Equality and the Rights of Women through CEDAW*; organized by the Research Institute of Human Rights on 16–20 July and 24–28 July 2007; five law lecturers and one researcher responded.
- [4] *Training for the Supreme Court*; organized by the Supreme Court in March 2007; one attending judge responded.

Timor-Leste – In total, **18** surveys were completed. The respondents were drawn from the following two trainings:

- [1] *CEDAW Module Consultation Workshop*; organized and facilitated by the National Institute of Public Administration (INAP); three INAP trainers who had attended the training on 4–6 Sept. 2006 and five government officials who had attended on 8–9 Nov. 2007 responded to the survey.
- [2] *CEDAW Shadow Report Training*; organized by CEDAW SEAP with technical support from IWRAP AP on 25–27 Sept. 2007; 10 NGO representatives who had attended the event responded to the survey.

Philippines – In total, **13** surveys were completed. The respondents were drawn from the following three trainings:

- [1] *Using CEDAW in the Philippines: Claiming Our Place, Claiming Our Rights – A National Training for Women’s NGOs and Human Rights Advocates*; organized by the Women’s Legal Bureau (WLB) on 17–21 Oct. 2005; five participating NGO representatives and one government representative who had attended the workshop filled out the survey.
- [2] *Using CEDAW in the Philippines: Claiming Our Place, Claiming Our Rights – A Consultation Workshop on Shadow Reporting for Women’s NGOs and Human Rights Advocates*; organized by the Women’s Legal Bureau (WLB) on 6–7 Apr. 2006; six participating NGO representatives who had attended the workshop filled out the survey.
- [3] *CEDAW Orientation for NCRFW Commissioners and Staff*; organized by the National Commission on the Role of Filipino Women (NCRFW) on 6 Oct. 2005; one government official who had attended the workshop filled out the survey.

Appendix VI

Relevance of CEDAW SEAP Goal and Outcomes vis-à-vis UNIFEM Corporate Goals and Outcomes

MYFF GOALS	CEDAW SEAP PRIORITIES/GOAL
<p>The MYFF contains a strategic results framework that highlights four key goals to which all UNIFEM programmes will contribute:</p> <ul style="list-style-type: none"> (a) reducing feminized poverty and exclusion; (b) ending violence against women; (c) halting and reversing the spread of HIV/AIDS among women and girls; and (d) achieving gender equality in democratic governance in times of peace as well as in recovery from war. 	<p>EDAW SEAP is relevant in view of all these goals due to the overarching relevance of CEDAW implementation for all aspects of women's lives.</p> <p>It is particularly relevant in view of goals a, b and d due to the three thematic areas selected as programme foci (domestic violence, poverty and women's political participation).</p>
MYFF OUTCOME	CEDAW SEAP OUTCOME(S)
<p>1. Legislation and policies at national and regional levels are formulated and implemented to promote and protect women's human rights.</p>	<p>Outcome 1: Increased awareness of women's human rights and a deeper understanding of CEDAW by state organs and organized civil society groups, including women's NGOs.</p> <p>Output 1.3: Legislation reviewed to identify actions to harmonize the legal system with CEDAW by the government and civil society organizations.</p>
<p>2. Mainstream institutions demonstrate leadership commitment, technical capacity and accountability mechanisms to support gender equality and women's empowerment.</p>	<p>Outcome 3: Stronger political will and commitment to CEDAW implementation generated/strengthened by popularizing CEDAW and helping to develop women's knowledge and capacity to claim their rights.</p> <p>Outcome 2: Capacity of governments and organized civil society, including women's NGOs, to promote women's human rights under CEDAW strengthened at the national and regional levels.</p>
<p>3. Gender equality advocates have the knowledge and are positioned to spearhead and transform policies, programmes and resource allocations.</p>	<p>Outcome 1: Increased awareness of women's human rights and a deeper understanding of CEDAW by state organs and organized civil society groups, including women's NGOs.</p> <p>Outcome 2: Capacity of governments and organized civil society, including women's NGOs, to promote women's human rights under CEDAW strengthened at the national and regional levels.</p>
<p>4. Harmful and discriminatory attitudes and practices change to promote and protect the rights of women and girls.</p> <p>Outcome 1: Increased awareness of women's human rights and a deeper understanding of CEDAW by state organs and organized civil society groups, including women's NGOs. Especially Output 1.3: Legislation reviewed to identify actions to harmonize the legal system with CEDAW by the government and civil society organizations.</p>	<p>Outcome 3: Stronger political will and commitment to CEDAW implementation generated/strengthened by popularizing CEDAW and helping to develop women's knowledge and capacity to claim their rights.</p>

List of Appendices

Appendices:

1. Evaluation Terms of reference
2. Framework
3. List of Consulted Stakeholders
4. List of Documents and Websites Reviewed
5. Survey Questions and Methodology
6. Relevance of CEDAW SEAP Goal and Outcomes vis-à-vis UNIFEM's Corporate Goals and Outcomes

Additional appendices available online (www.unifem.org & <http://www.unifem-eseasia.org/projects/Cedaw/index.html>)

1. Country Visit Reports
2. Survey Results (quantitative)
3. Survey Results (qualitative)
4. Progress towards Outputs and Outcomes
5. CEDAW SEAP Performance Measurement Framework Analysis
6. List of Legal framework Drafted/Amended with support from CEDAW SEAP
7. Selected Financial Data
8. List of Evaluation Findings
9. List of Recommendations

Additional Appendices: Appendix I

Country Visit Reports

Thailand Country Visit – Summary

1. Context

1.1 Political and Economic Context

Thailand's recent past has been shaped by political instability preceding and following the military coup of 2006. For CEDAW SEAP, this instability has posed obstacles with regards to having to postpone or cancel planned activities. Also, programme partners have often been preoccupied with concerns other than gender equality issues. Consulted stakeholders widely agreed that overall the Thai Government's knowledge and willingness to address women's human rights (WHR) issues has increased compared to some years ago. Some examples illustrating this development are described below.

- In the recent past, the Thai National Legislative Assembly has amended a number of previously discriminatory laws, including the Name Act (now allowing a woman to choose whether she wishes to keep her own surname or take her husband's surname after marriage) as well as the Civil and Commercial Code, which is relevant in terms of conditions for divorce and 'engagement compensation' (claiming compensation against someone who has had sexual relations with one's fiancée). Also, following a recent review, the Thai Constitution now includes more explicit provisions for gender equality, particularly in terms of women's participation in politics.
- Recently, the C net has publicly expressed concern over the issue of discrimination against women, and has officially asked the Ministry of Social Development and Human Security to work with other line ministries towards reducing such discrimination in Thailand.
- Women's political participation at the national level is still low. According to consulted stakeholders, however, this is motivating women's organizations to push even harder for women's engagement at the district (TAO) level. The process of TAO elections is spread out (i.e., not all TAOs get elected at the same time), which provides women advocates with the opportunity to build on lessons learned from previous elections.

Some structural challenges for the effective promotion of women's human rights prevail. For example:

- The national women's machinery (NWM) is widely considered to be weak in terms of both human resources and its position within the government structure following a recent bureaucratic reform. While the NWM used to be an advisory body directly under the Prime Minister, it has now been transferred to be under the Ministry of Social Development and Human Security. Most of its staff members do not have experience with gender equality but come from public welfare and community development backgrounds. Its position within the government structure makes it very difficult for the NWM to reach out to and influence other line ministries.
- All line ministries have established Gender Focal Points. While this is generally seen as a positive move, many of the current focal points have only limited (if any) knowledge about gender issues.

Another relevant contextual factor is the ongoing process of decentralization and the subsequent transfer of authority (including related to the protection and promotion of women's rights) from national to local governments. Until now, little or no guidance and support has been provided to local authorities regarding their obligations with regards to WHR, or strategies to address these. The Ministry of Interior, which is in charge of building the capacity of local governments, is considered one of the most conservative government institutions with (up to now) little knowledge or interest in women's issues.

During the time of the field visit there were a number of demonstrations/strikes in Thailand and the region related to skyrocketing fuel prices. Similarly, there has been public debate and concern over the increasing costs of food and the impacts of this for the population. While these factors have not had any effect on CEDAW SEAP to date, they may be relevant for future programming since economic concerns can divert interest and resources away from equality and human rights issues.

1.2 Women's Movement/Women's Organizations

Thailand has a considerable number of women's NGOs but not many of them are active in promoting gender equality and WHR. While national level NGOs have been relatively strong for quite some time, the capacities and visibility of rural women's NGOs have only increased in recent years.

Consulted stakeholders from different women's groups agreed that most NGOs tended to focus on specific thematic areas and/or specific geographic target groups or interests. While they regarded CEDAW implementation as a common goal and the CEDAW reporting process as a welcome reason to work together, their day-to-day work is focused on other, more specific issues. This limits their ability and interest to promote CEDAW 'in general', i.e., disconnected from their respective thematic or geographical focus.

1.3 Socio-cultural Context

Interviews with national programme partners indicated that, especially in rural areas, traditional patriarchal structures and customs prevail and the notion of gender equality is still comparatively new. One important change, however, has been observed in relation to public awareness of violence against women/domestic violence, which is beginning to be seen not as a 'private issue' but rather as a criminal act and/or violation of rights.

2. CEDAW SEAP – Relevance and Effectiveness

Feedback from all consulted programme stakeholders (mostly NGO representatives) was highly positive with regards to the relevance and effectiveness of CEDAW SEAP's work in Thailand. The role of UNIFEM as a neutral facilitator with the ability to work with both NGOs and government was highlighted repeatedly. Considerable praise was expressed for the technical and moral support and guidance provided by the CEDAW SEAP team.

Outcome 1: Increased awareness of WHR and deeper understanding of CEDAW

The programme has contributed to increasing the awareness and understanding of both government and NGO partners on CEDAW, WHR and the current context for gender equality in the country. Besides information and training sessions, the CEDAW SEAP has supported some targeted research studies (e.g., on gender insensitivity in Supreme Court decisions) that provide data on the present situation in the country.

Consulted NGO stakeholders noted that the project has helped to create broader awareness of CEDAW not only among national level NGOs, but also among grassroots women's organizations. Some national NGOs that had already known about CEDAW reported that their understanding of the Convention, and how to use the reporting process and the Concluding Comments for ongoing advocacy and monitoring purposes, had been significantly increased. Similarly, UNIFEM has helped NGOs to broaden their understanding of the potential role of the Optional Protocol, as well as of WHR issues and approaches in neighbouring countries.

While some consulted NGO partners stated that the actual application and use of CEDAW for their daily work was still an issue, they also made clear that at least organizations were now asking the question of how to integrate and utilize the Convention for their work at national and grassroots levels (see also sidebar).

In working with various government agencies at the national level, CEDAW SEAP provided information sessions and presentations on CEDAW and resulting national obligations. The project provided training for the gender focal

"In the past, women's groups here didn't use CEDAW for anything, even if they knew about it. Most of us perceived it as something that was not here, but in New York. We felt more comfortable using national standards like the Thai Constitution as our reference point. UNIFEM has helped change our understanding. For example, our organization has taken part in writing the shadow report for years – but we always regarded it as a one off task. We had no idea how to use the reporting process afterwards. The IRAW training (supported by UNIFEM) helped us understand how to actually use the shadow report and the Concluding Comments for advocacy on an ongoing basis."

**NATIONAL NGO REPRESENTATIVE,
THAILAND.**

points positioned in different ministries to enhance their awareness of the Convention. Further, UNIFEM worked with the National Human Rights Commission and helped them to realize the relevance of CEDAW within the national context.

Recently, the programme has also done some initial awareness building work in the judicial sector, including the completion of a research study on the existence of gender insensitivity in Supreme Court decisions, as well as a series of studies providing reviews of selected public policies and their impacts on women (see also sidebar).

Outcome 2: Capacity of governments and civil society to promote women's human rights under CEDAW strengthened

There is evidence that CEDAW SEAP has contributed to strengthening the ability of government and – especially – NGO partners to apply and integrate CEDAW into their work. Some key examples mentioned during the field visit are:

- Following support from UNIFEM, several NGOs have started to provide training on CEDAW and related issues to their own members and/or to other NGOs. The Foundation for Women has even been approached by the Government with a request to provide training for employees in the future. In several cases, NGOs have developed their own information and training materials, thus adapting materials provided by UNIFEM to the local context and their specific clientele.
- NGOs, with the support of UNIFEM, used references to the CEDAW Concluding Comments as part of their advocacy strategy for the new (draft) domestic violence law.
- Financial support from UNIFEM has helped keep alive and expand the already existing Gender Watch Group, thus contributing to enhanced networking among women's NGOs. CEDAW SEAP has also contributed to raising the interest and willingness of national level mainstream NGOs to reach out to and ensure the inclusion of formerly marginalized women's NGOs (e.g., organizations of women with disabilities, or of indigenous women and ethnic minorities) into the next shadow reporting process.
- At the local level, the work that UNIFEM has done with NGO partners has helped to increase the number of women running for election at the TAO level (see also sidebar). Further, the project has helped to enhance the knowledge, confidence, and skills of these newly elected TAO members to apply CEDAW and other relevant legislation in their daily work.
- The Thai Human Rights Commissioner now uses CEDAW for internal human rights trainings in government as well as in trainings for police and judges.
- With CEDAW SEAP's assistance, the 10th Five-year Plan for Women and an action plan for line ministries were developed to guide gender mainstreaming and the implementation of CEDAW across government. While implementation has been slow or lacking to date, consulted stakeholders saw the existence of these plans as an important step towards acknowledging that CEDAW implementation is the responsibility of the whole government and not merely of the NWM.

Outcome 3: Stronger political will and commitment to CEDAW implementation generated/strengthened

One key achievement under this outcome mentioned during our consultations with programme stakeholders is a qualitative improvement of the NGO shadow reporting process, i.e., a more inclusive approach that is reaching out to women's groups beyond the mainstream national NGOs to include rural women, women from ethnic minorities, women with disabilities and women affected by HIV/AIDS.

Also, CEDAW SEAP has helped to create increased opportunities for NGO and government partners to engage in discussion and exchange on gender equality issues, e.g., in relation to sharing the results of research undertaken by UNIFEM on gender insensitivities in Supreme Court decisions.

“Sharing the study on gender bias was a great opportunity for starting a dialogue on gender equality issues, even if many of the judges present didn't want to hear the findings. Disagreement is not bad – it definitely got a dialogue started.”

GOVERNMENT REPRESENTATIVE/
THAILAND JUSTICE SECTOR.

Around 63 per cent of women who had participated in related trainings supported by CEDAW SEAP decided to run in TAO level elections, and many of them got elected. The final results showed that 57 per cent of all elected female TAO members had taken part in trainings.

3. Key Factors Affecting Performance

3.1 Supportive Factors

Some of the key factors that appear to have helped CEDAW SEAP achieve results are:

- **Multi stakeholder approach:** The project has reached out to and engaged with a broad variety of stakeholders, including government, academics, media organizations and NGOs. CEDAW SEAP created an umbrella that brought partners with complementary skills and interests together to work towards a common goal.
- **Participatory approach:** Stakeholders repeatedly acknowledged that the CEDAW SEAP team invited local partners to define how they wished to and could contribute to the common goal of supporting CEDAW implementation but did not push them into specific, pre-defined directions. Similarly, in collaborating on specific initiatives with different partners, the programme team was described as offering partners a lot of space to develop and implement their own ideas while providing advice and assistance when needed.
- **Field presence:** Various stakeholders highlighted the role and contribution of the National Coordinator for CEDAW SEAP's effectiveness in Thailand. The National Coordinator already had a wide network across government and NGO organizations, as well as in-depth understanding of gender equality issues in the country, and has used both to strategically direct the programme. The current National Coordinator has been part of the SEAP team from the start.
- **Comprehensive initiatives:** For example, in working with local NGOs in the North of the country on supporting women candidates before and after local government elections, UNIFEM assisted the partner NGOs in developing a comprehensive project plan that did not stop at delivering one-off trainings for trainers but included provisions for ongoing support, supervision and follow up.

3.2 Constraining Factors/Challenges

Some of the key challenges that have affected programme implementation in Thailand – beyond the contextual factors named above – are listed below.

- Many national and local NGOs, while strong in advocacy, have only limited knowledge and skills related to results-oriented planning and reporting. This has considerably increased the CEDAW SEAP team's workload as a lot of hands-on support for initiative planning and reporting was (and is) required. Similarly, the need to translate reports and other key documents from/into English posed a considerable burden on project resources.
- CEDAW SEAP has provided considerable support to the NWM, both directly and by contracting Thai academics and qualified NGOs to provide technical assistance. However, working with the NWM has been challenging due to the negative effects of bureaucratic reforms on its status and ability to operate effectively. Several CEDAW SEAP activities and/or related reports involving the NWM had to be postponed as a consequence. While waiting for a more appropriate time to further support the NWM, CEDAW SEAP decided to focus more on a series of CEDAW and WHR training for different groups of women and NGOs that promised to make a greater difference. At the same time, UNIFEM requested a national NGO partner to organize trainings for NWM staff and representatives of key line ministries involved in the working group for preparing the next CEDAW state report. We consider this choice as appropriate and strategic in saving time and cost for capacity building. The on-going weakness of the NWM continues to pose a challenge for UNIFEM and its national partners, however, in terms of working towards the building of government capacity and commitment for CEDAW implementation.
- Initial experiences in working with the justice sector have illustrated a number of (potentially sector specific) challenges that future initiatives may want to take into account in order for them to be most effective. For example, several consulted stakeholders (some from within the justice system) stated that justice sector actors tended to be very sceptical and unwilling to listen to trainers or speakers without formal legal backgrounds and/or without a considerable level of seniority – i.e., who is delivering the message is often as important as the message itself.⁴

⁴This in turn supports the approach taken by UNIFEM to date of trying to identify an initial group of 'change champions' from within the justice sector, who may become credible promoters of CEDAW and WHR among their peers.

3.3 Questions, Issues, Potential Areas for Improvement

Based on the short field visit, the evaluation team highlighted two key issues:

- We did not get a good sense of the extent and effectiveness of the programme's work with government partners to date, both with the NWM and also with other line ministries. Given the current weakness of the NWM, we wondered whether there might have been/are opportunities for alternative entry points into government, e.g., a stronger focus on selected line ministries.⁵
- It was not clear what the Thailand programme's larger vision for facilitating CEDAW implementation was, and how individual initiatives (e.g., work in the justice sector, work with women candidates at TAO level) fit into such a vision. Even if the current 'mix' of areas of intervention might largely be based on the respective strengths and interests of partner organizations, it would be interesting to know more about the broader theory of (envisaged/hoped for) change on which the programme is based.

4. Future

Consulted stakeholders named a number of areas that they would like to see UNIFEM (continue to) work on should there be a second phase of CEDAW SEAP. These include:

- Provide support to continue and broaden the work on women's political participation at the TAO level, e.g., help establish a network of women TAO members, and explore further opportunities to work with men.
- Expand the work in the judicial sector into a systematic approach to addressing key players in the system. Several stakeholders saw the justice sector as a potentially strategic entry point for influencing other ministries/sectors as well, and for working towards increasingly practical government commitments to implementing CEDAW.
- Provide (targeted) support to the NWM, e.g., in relation to writing the next periodic CEDAW report. (This is already part of the 2008 work plan.)
- Continue and expand work on enhancing partners' knowledge of the Optional Protocol and relevant advocacy skills to push for its use in Thailand.
- Work with partners to further improve the base of tools/materials on CEDAW available not only in local languages but also including relevant local examples, and using language that is understandable and accessible to different stakeholders.

One potential challenge for future work mentioned repeatedly was that Thailand may no longer be eligible for donor funds.

Timor-Leste Country Visit – Summary

1. Context

Throughout its existence, CEDAW SEAP in Timor-Leste has been working in the very challenging context of a post-conflict society, which needs to be taken into account to understand and appreciate programme achievements to date. Some key contextual factors – both supportive and constraining ones – that have affected CEDAW SEAP's performance are listed below.

1.1 Political and Economic Context

- Timor-Leste is still affected by frequent incidents of violence and internal conflict that disrupt daily life. They contribute to creating an overall sense of instability and uncertainty, and have frequently caused programme activities with national partners to be changed or cancelled. The continued presence of a broad number of displaced persons in Dili is just one indicator of the country's continued instability.

During the field mission there were peaceful but determined student protests in Dili criticizing the Government's plans to buy a fleet of new cars for Members of Parliament (MPs) despite the economic difficulties the population is facing.

⁵ Please note that for 2008 – which is outside the scope of this evaluation – CEDAW SEAP has planned a variety of activities involving NWM and/or line ministry representatives, some of which will involve bringing them together with NGO representatives. Also, CEDAW SEAP, together with the NWM and other implementing partners is working with the Local Administration Department (LAD) to further promote women to run the office and equip elected women with knowledge and skills on gender-responsive governance.

- Timor-Leste's economic situation has not improved considerably since independence. Recent increases in the prices of food and oil further worsen the situation, and may increase public focus on economic issues rather than human rights questions (see also sidebar).

On the positive side, the current Timorese Government⁶ has shown strong verbal commitment at high level (i.e., Prime Minister and President) to gender equality and the promotion of women's human rights. The (draft) law on domestic violence is widely seen as an indicator of this commitment. The Government is further working to develop new penal and civil codes (to replace the Indonesian codes used at present). Both are expected to include provisions for promoting and ensuring women's human rights.

Other important upcoming events are the completion of the State of the Nation Report and the Second National Development Plan. For the first time, the process of writing the former is being led by local staff, thus acknowledging the need for local ownership. Representatives of the national women's machinery (NWM), UNIFEM and women's NGOs were consulted to provide input on both documents.

1.2 Institutional Context

- All consulted stakeholders emphasized that a key challenge for government (as well as civil society) organizations is the severe lack of qualified human resources. This impacts also on the work of CEDAW SEAP, as many of their partners are new not only to issues of gender equality/CEDAW but also to a whole range of knowledge and skills relevant to their work.
- Most government institutions are not only weak in terms of human resources but also lack appropriate processes and systems for planning, monitoring, reporting, recruitment and staff management, etc.
- Timor-Leste has two official languages (Portuguese and Tetum). In addition, Bahasa Indonesia is used widely (depending on the age of the speaker and when he/she went to school), as is English – especially in international organizations including UN agencies. This multilingual environment places a considerable burden on the project team and on project finances, as it requires extensive investments in translation and interpretation.
- Under the new Government, the change of the NWM from the Office for the Promotion of Equality (OPE) to a new Secretary of State for Promotion of Equality (SEPI) is widely seen as a moderate but significant increase in its status. While not a ministry itself, SEPI has access to the council of ministers, and is at least able to voice its concerns and suggestions in this forum. However, this structural improvement has not yet been matched with an increased budget for SEPI.
- While SEPI is still a new institution and – as other government bodies – has very limited human resources, several donors (mostly bilateral) have recently expressed interest in helping it build institutional capacity.

1.3 Women's Movement/Women's Organizations

Timor-Leste's civil society, including women's NGOs, while still emerging, is commonly seen as slowly growing stronger. NGOs have established national networks, which help with the exchange of information and with ongoing capacity development of each organization. Most organizations still see considerable need for strengthening their capacities related to planning, implementation, access to resources, and monitoring and reporting.

In the recent past, not only women's but also men's NGOs have publicly spoken out against violence, including making specific reference to violence against women.

1.4 Socio-Cultural Context

Timorese cultural traditions and beliefs, especially in rural areas, are strongly patriarchal. The notion of gender equality (or 'gender balance', according to several consulted stakeholders) is relatively new, and is still often regarded as a 'foreign' idea aiming to deny or eliminate any differences between women and men. Until recently, CEDAW (as well as other international treaties such as the Convention on the Rights of the Child) was widely unknown.

The majority of the population is of Roman Catholic faith, which influences dominant perceptions and beliefs related to abortion and marriage/divorce.

In most villages, formal and informal justice systems continue to co-exist. To date, most cases of domestic violence tend to be 'resolved' informally at the village level, which often means that the notion of (women's) human rights is not taken into consideration.

⁶ The new Government came into power in August 2007.

At the same time, consulted stakeholders felt that there has been a considerable increase in public awareness of some gender equality issues, in particular of domestic violence. This was largely attributed to the ongoing public debate of the (draft) domestic violence law.

1.5 UNIFEM and the United Nations context

The CEDAW SEAP team is not the only UNIFEM presence on the ground in Timor-Leste and it works in close cooperation with the ‘regular’ UNIFEM country team. Collaboration with other UN agencies is generally good, and focused on collaboration rather than competition (e.g., with UNFPA in the area of domestic violence).

2. CEDAW SEAP – Relevance and Effectiveness

All consulted stakeholders in Timor-Leste expressed their appreciation and respect for the work, of UNIFEM and spoke positively about the collaboration with CEDAW SEAP. The programme’s work was seen as being highly relevant in the current national context, and the agency’s approach to supporting different partners was seen as appropriate and effective. UNIFEM was repeatedly described (especially by NGOs) not merely as a donor but also as a partner with the ability to provide technical assistance as needed.

Outcome 1: Increased awareness of WHR and deeper understanding of CEDAW

There is evidence that CEDAW SEAP has significantly contributed to creating and/or enhancing the awareness of both government and NGO partner organizations about CEDAW and women’s human rights issues. Some key examples include:

- In supporting the writing of the first-ever CEDAW state report, the programme contributed to increasing awareness on CEDAW and the reporting process among a wide range of government institutions (beyond the NWM) and – especially – in the NGO community. (See also sidebar.)
- Based on the collaboration with CEDAW SEAP, the Human Rights division within the Ombudsman’s office enhanced its knowledge not only of CEDAW but also of the Optional Protocol and its potential relevance for the Ombudsman’s work and that of other players in the judicial sector.
- CEDAW SEAP’s work helped the National Institute for Public Administration (INAP) identify the Convention as an appropriate tool for addressing the notion of gender equality in future trainings for civil servants.

The programme also utilized some creative non-traditional approaches for raising awareness for gender equality and CEDAW in both urban and rural areas, e.g., through dance, drama and radio documentaries. During our visit, however, we did not come across detailed information on the effects of these events on their respective audiences.

Outcome 2: Capacity of governments and civil society to promote women’s human rights under CEDAW strengthened

There is also evidence of considerable progress under Outcome 2 in CEDAW SEAP’s work with both government and – in particular – with civil society.

- The programme has been instrumental in channelling the interest and commitment of women’s NGOs into a concrete initiative to write the country’s first ever CEDAW shadow report. Trainings supported by CEDAW SEAP and conducted by IWRAP AP and other partners have helped to build women’s NGOs’ ability to jointly plan for the process of writing the report, and to initiate and conduct data collection on the ground to feed into it. At present, CEDAW SEAP is continuing its assistance to the Timorese women’s network to complete the shadow report.
- NGOs are now willing and able to share their knowledge of CEDAW with others. For example, the women’s NGO network Rede Feto has been supported in conducting trainings on CEDAW for other NGOs, as well as for women

“The CEDAW state reporting process has had a huge impact on civil society. NGOs saw that they had a say in the report, and realized their potential for influence. They got really interested in the shadow report and kept asking how to go about that.”

INTERNATIONAL PROGRAMME PARTNER,
TIMOR-LESTE

“Everyone talks about gender equality, but no one here really knows what it is. Many people think it’s about making men and women the same. CEDAW offers an understandable and different definition of what discrimination is, and explains that equality is not about being the same.”

INAP REPRESENTATIVE

“It’s the first time for us to work on an alternative CEDAW report and we have a lot to learn, but it’s also a great opportunity for learning. Our working group is not limited to women’s NGOs, but also includes academics, men’s groups and human rights NGOs. The process of working on the report helps us all to understand CEDAW better.”

NGO REPRESENTATIVE INVOLVED IN PREPARING THE SHADOW REPORT

and men at grassroots levels. Rede Feto has subsequently adapted the training modules and materials initially received from UNIFEM, thus taking ownership of the topic and tailoring it to the needs of their respective clientele.

- The programme has provided targeted support to the new women’s machinery (SEPI) in order to help build SEPI’s confidence and ability to take on ownership and leadership for presenting the CEDAW state report at national and international levels. The team has been able to find a balance between providing assistance and making SEPI take on responsibility before feeling ready to do so, while at the same time continuously emphasizing the need for SEPI to do so over time, and jointly developing strategies for how to approach this.

- With CEDAW SEAP’s support, a number of INAP staff have been trained as trainers on CEDAW, and have developed and pilot tested their own training module for civil servants. This process has helped them increase their understanding of the Convention. Working in teams, and having the chance to test their modules, has led them to continuously develop and improve their strategies for explaining CEDAW and dealing with questions from different participants. INAP has expressed its determination to include CEDAW in the ‘standard package’ of training modules for civil servants, which will lead to longer-term capacity development of civil servants at national and district levels.

- The programme has published a version of CEDAW in four languages (Tetum, Portuguese, Indonesian and English) to ensure that interested stakeholders are able to read the actual Convention text in their respective language. Stakeholders pointed out that the book is a helpful resource in the multilingual country and is being used in trainings and as a general reference.

Outcome 3: Stronger political will and commitment to CEDAW implementation generated/strengthened

The most evident achievement under this outcome is the completion and submission of Timor-Leste’s first CEDAW state report. The document was written by an international consultant (funded by CEDAW SEAP and UNDP) because it was considered important to ensure that the first report – as the baseline for future monitoring – was of good quality. Consulted national and international stakeholders agreed that the necessary skills were not available for the report to be written locally. At the same time, the process of completing the document was described as very participatory, helping to raise awareness of CEDAW among different stakeholders and introducing a consultative, transparent approach to working on this kind of report.

While the Government may require assistance for at least the next periodic report, several stakeholders indicated that they were confident that this support could be significantly decreased over time. SEPI has recently declared its intention of establishing a position within the Secretariat that will be focused on CEDAW monitoring and reporting. The respective staff member would be expected to work closely with the international consultant on the next report to ensure that internal capacity for taking on the process in the future is being built. Further, in its plans for strengthening the Gender Focal Points in different line ministries, SEPI is now highlighting the importance of these positions for the continuous promotion and monitoring of CEDAW across government.

3. Key Factors Affecting Performance

3.1 Supportive Factors

- CEDAW SEAP has worked with a variety of stakeholders in civil society and government, including strategically positioned partners, e.g., INAP as the key body responsible for training civil servants at national and local levels, and the Ombudsman’s office as a potential ‘entry point’ for further work with the judicial sector.

“CEDAW SEAP will sponsor us and representatives from two line ministries to attend a CEDAW Committee session in Geneva to help us prepare for presenting our report. That will be very helpful, and also be useful to bring other ministries on board.”

SEPI REPRESENTATIVE

“The UNIFEM training was the first time for all of us to hear about CEDAW. Developing the training module was a challenge, but helped us get deeper into the subject.”

INAP TRAINER

- Senior leadership of some key partner organizations – e.g., in INAP and the Ombudsman’s office – is genuinely interested in protecting women’s human rights and promoting gender equality not only in their respective institutions but also beyond.
- The project has been open to trying new, creative approaches to spreading information (dance, drama) that carry the potential of being more accessible and thus relevant to specific target groups (e.g., illiterate women and men).
- Despite the small size of the programme team, it has been able to respond to numerous requests from different stakeholders to provide initial information briefings on CEDAW.⁷ Partners who have worked with CEDAW SEAP on a longer-term basis emphasized their appreciation for UNIFEM being not only a donor but also a partner with the capacity and willingness to provide high quality technical support.

3.2 Constraining Factors

As outlined in the context section above, CEDAW SEAP in Timor-Leste is working in a highly challenging environment. Most of the negative contextual factors mentioned have acted – to different degrees – as constraints for the programme’s work.

3.3 Questions, Issues, Potential Areas for Improvement

This section lists a number of issues that the evaluation team discussed with the CEDAW SEAP team in Dili as areas for improvements and/or further reflection.

- In a number of cases we did not find evidence of an (explicitly or implicitly) developed longer-term strategy or plan that would follow and support national partners ‘from beginning to end’, i.e., beyond individual activities. For example, in the work with INAP it was not clear if and how UNIFEM was going to continue its support for the cadre of INAP CEDAW trainers to work on actually integrating the Convention into the regular INAP curriculum and to monitor the training’s relevance and effectiveness. While the support to date provided by UNIFEM has helped the INAP trainers gain some knowledge about CEDAW and gather initial experiences with teaching their module, the trainers themselves acknowledged that they were still far from being ‘experts’ on the matter.
- To date there is little data available that could help answer the question of what happens after individual trainings or information events. While the programme regularly conducts (and encourages its partners to conduct) end of training evaluations, there has been little or no systematic follow up to track longer-term effects of capacity building measures on programme stakeholders. This applies both to CEDAW SEAP’s work with local partners and also to its involvement in the joint UN/ United Nations Integrated Mission in Timor-Leste (UNMIT) initiative to develop information materials on human rights for UN and local police.
- CEDAW SEAP’s current approach to capacity building of programme partners appears to be strongly focused on training. While UNIFEM does apply other capacity development techniques (e.g., coaching/mentoring, facilitating exchanges and providing opportunities for self learning), these do not appear as clearly in project reports. This links to the observation that there is no clear strategy for capacity development that would define whose and what capacities the project is aiming to strengthen (e.g., individual and/or institutional), what strategies it employs for this purpose, and what underlying theory of change its interventions are based on.
- It is not always clear why specific partners were invited to attend particular activities (especially regional workshops in Bangkok or other locations). The choice of participants in regional events sometimes appears to be based on their ability to speak English, or the fact that the programme did not want to always send the same people, rather than on considerations of whether the event would be relevant to the respective partners’ work.⁸
- There appears to be a wealth of (potential) knowledge and learning generated by CEDAW SEAP in Timor-Leste that could be of high interest to others both within and beyond the programme. For example, experiences and lessons learned from using drama and dance as means for outreach could be highly valuable in other contexts. To date it is unclear to what extent the programme team has had the time or opportunity to actually analyse and share lessons from its experiences (beyond sharing the fact that a particular event has taken place).

⁷ See also 3.3 below on related questions regarding ‘one-off’ events.

⁸ Language tends to be a big obstacle for representatives from Timor-Leste and often makes participation in regional events (usually held in English) challenging. The related broader question of what support needs to be provided to make regional events meaningful for all participants relates to CEDAW SEAP in general.

4. Future

All consulted partners expressed general interest and willingness to continue working with UNIFEM should there be a second phase of CEDAW SEAP. In several cases, stakeholders did not make specific suggestions but stated their general hope that UNIFEM would continue its support to their organization. Some specific suggestions, however, were:

- Continue collaboration with INAP to help trainers implement the CEDAW module and – in particular – develop an approach to monitoring its effectiveness over time.
- Continue to work with SEPI and the CEDAW Working Group – depending on what needs/priorities the Working Group itself determines once it reconvenes.
- Extend support to internally displaced women’s committees beyond the duration of the current memorandum of understanding with Rede Feto, to ensure that achievements to date can be consolidated and implemented not only in camps for internally displaced persons but also at the village level.

With regards to the future, one stakeholder also expressed that it would be beneficial if people in Timor-Leste could see that “UNIFEM comes in both male and female”, i.e., that UNIFEM is represented not only by women but also by men.

Philippines Country Visit – Summary

1. Context

1.1 Political and Economic Context

- The Philippines’ Government signed CEDAW on 17 July 1980, and ratified it on 19 July 1981. On 12 November 2003 it also ratified the Optional Protocol. To date, 25 years after the ratification of CEDAW, there is still no common definition of *discrimination* in national laws.
- The change from the totalitarian Marcos government to the government of Aquino in 1986 opened opportunities for women’s groups throughout the country to rebuild the nation and help to re-establish democracy. Since then, several relevant policies and laws have been passed, including the 1987 Philippine Constitution, which integrates gender equality principles (Article 2, Section 14); the Women in Development and Nation Building Act of 1992, which mandated gender-responsive planning in government and the allocation of at least 5 per cent of the budget for women in all official development assistance projects; the first Philippine Development Plan for Women (1992-1995); and the 30-year perspective plan called the Philippine Plan for Gender-Responsive Development (PPGD) 1995–2025.
- Other relevant legislations and policies include: the Anti-Sexual Harassment Law (1995), Anti-Rape Law (1997), Rape Victim’s Assistance and Protection Act (2008), the Anti-Trafficking in Persons Act (2003), a law addressing violence against women, and the Gender and Development (GAD) Budget, which since 1995 has called for the allocation of at least 5 per cent of total departmental and Local Government Unit budgets for programme activities and projects addressing gender equality issues.
- In 2006, a draft bill for an omnibus gender equality and anti-discrimination law that is based on CEDAW was filed and deliberated in the Philippines Congress. Initially called the Magna Carta *for* Women, its title has been changed to the Magna Carta *of* Women to signify the broad-based consultations and ownership among women’s organizations. It has now become the rallying point of the wide spectrum of the Philippine women’s movement.
- Since President Gloria Arroyo came to power in 2001, more than 800 political activists, human-rights workers, trade union officials, lawyers and judges in the Philippines have become the victims of extra-judicial killings.

1.2 Institutional Context

- The National Commission on the Role of Filipino Women (NCRFW) – the national women’s machinery – was established in 1975 as an advisory body to the President and Cabinet on policies and programmes for the advancement of women.⁹ One of its mandates is to ensure further equality between women and men. Consulted stakeholders widely agreed that staff capacities in NCRFW are limited, especially with regards to CEDAW report writing and related to interpreting data from the substantive equality framework.
- All consulted stakeholders noted that the availability of sex-disaggregated statistical data is very limited, especially at the local level.
- While the respective policy has been in place since 1996, many government agencies do not yet allocate and/or use GAD budgets.

1.3 Women’s Movement/Women’s Organizations

- Compared to other countries in the region, the Philippines has a long history of strong women’s organizations and of having a considerable number of women leaders with expertise and experience in gender issues and CEDAW. Many of these have served not only at national but also at international levels. Long before the NCRFW was established, Filipino women leaders played significant roles in shaping the women’s global agenda.¹⁰
- The period leading up to the 1986 People Power Revolution witnessed considerable growth of the Philippines women’s movement. Like other popular movements, it was committed to re-establishing democracy in the country. In 1986, the newly elected President Corazon Aquino reorganized the NCRFW by changing the rules on the selection of its membership as well as chairperson. After that, cooperation and open dialogue between government and women’s NGOs increased significantly. Under the new rules, NGO representatives can become members of the NCRFW’s Board of Commissioners. Active partnerships between government and NGOs and its long history make the current Filipino women’s movement one of the most active and dynamic in Asia and the developing world.

“The 9/11 event caused a backlash on Muslim people who are stereotyped as troublemakers and war friction. If there is a bomb explosion in Mindanao, the Muslim will be taken”

MUSLIM LAWYER AND WOMEN
ACTIVIST

1.4 Socio-Cultural Context

- Several consulted stakeholders observed that the Philippines was “good in producing laws, but not in their implementation”. They expressed concerns over the fact that there is still a wide gap between the provisions of CEDAW and the reality of women’s lives.
- Religious fundamentalism is one of the key challenges confronting the women’s movement. The Roman Catholic Church,¹¹ hand in hand with those who support its conservative agenda, is strongly opposed to the use of modern contraceptives, and tends to reject discussions over reproductive health rights as an affirmation of abortion.
- The Muslim minority¹² faces discrimination, especially after the attacks of 9/11. Stakeholders reported frequent cases where, for example, taxi drivers would not stop for a woman if she was wearing a *jilbab*.¹³ (See also sidebar.) In 1977, to appease the Muslim separatists, President Marcos had enacted the Code of Muslim Personal Laws (CMPL), which is discriminatory against women. For example, it allows arranged marriage (including with individuals of at least 15 years old for boys and ‘age of puberty’ – i.e., 12–15 years old – for girls) and polygamy.¹⁴

1.5 UNIFEM and the United Nations Context

- A number of mechanisms for networking and collaboration among UN agencies are in place, including the UN-Gender Mainstreaming Committee, a sub-group of the UN Country Team composed of all GAD focal point persons among UN agencies; the ODA-GAD Network, a bigger network of GAD focal points from bilateral and multilateral agencies; and the Gender Resources Centre. UNIFEM-CEDAW SEAP is an active member of the Committee and Network.

⁹ The NCRFW first Chairperson was the First Lady Imelda Marcos, who was the most powerful and influential woman in the country at that time.

¹⁰ Four Filipino women chaired the United Nations Commission on the Status of Women over the past decades: Helena Z. Benitez in 1966, Leticia Ramos-Shahani in 1974, Rosario G. Manalo in 1984, and Patricia B. Licuanan in 1994. Three more women also served as experts on the CEDAW Committee: the late Justice Irene R. Cortes, Teresita Quintos Deles and Aurora Javate de Dios.

¹¹ The majority of the population (about 80 per cent) is Catholic.

¹² The Muslim population is about 5 per cent of the total population.

¹³ Long and loose-fitting coat or garment worn by some Muslim women.

¹⁴ A Muslim woman activist stated that polygamy is a difficult issue to deal with as many of Muslim women agree with the practice.

- CEDAW SEAP has collaborated with other UN agencies on two UN joint programmes: one to facilitate the implementation of the CEDAW Concluding Observations, with UNIFEM as the managing agent, and another on violence against women with UNFPA as Executing Agency and UNIFEM as implementing partner. Other relevant initiatives include a Joint UN Country Gender Assessment.

2. CEDAW SEAP – Relevance and Effectiveness

The UNIFEM programme on CEDAW is seen as being relevant in the Philippines because not much had previously been done to disseminate or use the Convention, especially in the most recent years prior to the project – despite the fact that the Government had ratified it more than 25 years ago.

Consulted stakeholders appreciated and expressed respect for the fact that UNIFEM had been able to push the local elites to disseminate information about CEDAW and make people, especially women, more aware of women’s rights and the Convention. CEDAW SEAP was also seen to have contributed considerably to enhancing local partners’ abilities to actively promote women’s rights, and had encouraged them to show stronger commitment to implementing CEDAW.

Having gained experience in filing the first Optional Protocol case, the Women’s Legal Bureau (WLB) has become a regional resource institution. For example, WLB recently conducted a CEDAW SEAP workshop on the Optional Protocol for other Southeast Asian NGOs in Bangkok. Similarly, the NGO EngendeRights has become a regional resource on the inquiry procedure of the Protocol in terms of reproductive health and rights.

Outcome 1: Increased awareness of WHR and deeper understanding of CEDAW

CEDAW SEAP has contributed to popularizing CEDAW not only among elite women (e.g., academics, professionals and government), but also at the grassroots levels, including among women from rural, indigenous or Muslim communities.

- Changing a statement from “*You should not organize yourselves*” to “*There is a right to be elected*” during the consultative workshop on CEDAW has empowered rural women to stand in local political elections. As a result, one of the PKKK Quezon province rural women’s leaders was appointed as Women’s Representative to the provincial fishery and aquatic resource management council.
- The UNIFEM country office has received an increasing number of requests for technical assistance on CEDAW from local resource institutions.

Outcome 2: Capacity of governments and civil society to promote women’s human rights under CEDAW strengthened

- Under CEDAW SEAP various quality resource materials on CEDAW were produced and made available at national and sub-national levels. For example, after a series of trainings on ‘CEDAW, Gender Sensitivity and the Courts’, the Ateneo Human Rights Center developed a *Training Manual on Gender Sensitivity and CEDAW* (2007), which is available in both print and electronic forms (www.cedawbenchbook.org).
- CEDAW publications have also been used in training, consultations and academic courses. For example, the Women and Gender Institute (WAGI) uses its *Core Module on CEDAW for State Organs* in its annual summer course on international human rights.
- CEDAW has been referred to and used in the development of various national policies, programmes and curricula, as well as in advocacy campaigns. For example, it has been used as the basis for drafting the Magna Carta of Women and for a gender review of major economic laws¹⁵ – the first time that the Convention has been utilized in the Philippines as the framework for a legal review.
- After attending training on CEDAW and shadow reporting, more women’s NGOs participated in drafting the 2006 Philippine shadow report that was submitted to the CEDAW Committee’s 36th session. NGOs involved in the process also expressed their willingness to document case studies illustrating discrimination and to gather and analyse sex-disaggregated data for the next shadow report.
- CEDAW SEAP has opened the possibility for the Philippines to file a complaint under the Optional Protocol in order to improve access to justice at the international level, the first such case in the region. Stakeholders expressed the

¹⁵ There are the Labour Code, Agrarian Reform Law, Cooperatives Code and Micro Finance Law.

hope that the impact of this would not be limited to the individual case, but would positively influence the way the judiciary handles cases of rape. (See also sidebar.)

- The Gender Equality Law Study and Action Group (GEL-SACG)¹⁶ was involved in drafting the Magna Carta of Women, and has been active in reaching out to establishing alliances with relevant partners in Congress, committee secretaries and legislative staff.

Outcome 3: Stronger political will and commitment to CEDAW implementation generated/strengthened

Consulted stakeholders stated that in their view, CEDAW SEAP had contributed significantly to a number of positive changes regarding the political will and commitment to CEDAW implementation demonstrated not only by government and NGO stakeholders but also by the UN Country Team. For example:

- The Magna Carta of Women (House Bill 4273) has now been deliberated in both houses of Congress and is being prepared for plenary approval by August 2008.
- A Task Force Inquiry among women's NGOs prepared case documentation and filed a request for a CEDAW inquiry into reproductive health and rights violation in June 2008.
- After conducting training for court personnel and producing a *Training Manual on Gender Sensitivity and CEDAW*, the Ateneo Human Rights Centre has been requested to conduct trainings for legal system actors.
- The UN Country Team has committed to mainstreaming a gender and women's human rights perspective under CEDAW in its policies, programmes and projects. One concrete realization of this intent is the joint UN programme on facilitating the implementation of Concluding Observations.

3. Key Factors Affecting Performance

3.1 Supportive Factors

- **Informed selection of partners:** The CEDAW SEAP team has developed a set of criteria to guide its selection of partners, including: CEDAW expertise and related track record; competence in project management and reputation with regards to delivering results; have access to relevant networks; and be inclusive and open to working with and inviting other groups. CEDAW SEAP has engaged with a broad variety of stakeholders including from government, academe, NGOs and media organizations. Each of these has worked according to their own capability and interest on further disseminating information on CEDAW.
- **Strong CEDAW SEAP team:** Based on her previous experience, the National Coordinator brought with her a broad network of relevant stakeholders among government, NGO, academe and media organizations that made it easier to identify potential programme partners. Consulted stakeholders widely acknowledged that the CEDAW SEAP team – in particular the Coordinator – had provided valuable technical support and advice and had generated additional funding (i.e., from other donors).
- **Active role in the CEDAW reporting process:** All consulted stakeholders expressed their gratitude to CEDAW SEAP with regards to its facilitation role during the CEDAW reporting process, including its assistance to the NCRFW and NGOs. The 'mock session' prior to departure for the New York session was highlighted as having been particularly helpful.
- **Multi strategy approach:** A broad variety of methods has been used by CEDAW SEAP and its partners to make people aware of the Convention, including workshops, orientation sessions, a multimedia campaign using exhibits, a concert, advertising and webpages on CEDAW¹⁷ as well as printed materials (annual planners, brochures, policy briefing kit). CEDAW has been translated into seven local languages to reach more people and help to make them aware of the Convention.

¹⁶ It is composed of 12 representatives from women NGOs, alternative legal groups, the NCRFW and legislative staff of Congress.

¹⁷ The NCRFW website: www.ncrfw.gov.ph; CEDAW Watch: www.cedaw-watch.org; the Women's Features Service's youth blog: www.wfsphilown.com; EnGendeRights website: www.engenderights.org.

- **Work plans:** The four years of CEDAW SEAP implementation have been divided into several stages, each with a clear and realistic focus: awareness building phase (2005); capacity building including on state and shadow reporting (2006); CEDAW application phase and monitoring of compliance OP CEDAW cases, sectoral and local application (2007); and follow through and consolidation of Optional Protocol cases and monitoring and documenting of CEDAW compliance (post 2007).
- **Joint programming:** UNIFEM has actively sought the collaboration with other UN agencies, and has been able to enhance the application of CEDAW in new joint programmes.

3.2 Constraining Factors

- The persistent lack of sex-disaggregated data at the local level continues to hinder those who are willing to do quantitative gender analysis and, consequently, limits advocacy efforts.
- Many conservative religious groups, including within the women’s movement, continue to believe that CEDAW is too liberal and a product of Western ideas that do not fit into the Philippines’ culture and way of life. This continues to be an obstacle for women’s advocates.
- The large number of extra-judicial killings has hindered the implementation of human rights, including WHR.
- To date, most of the training conducted under CEDAW SEAP appears to have been about gender equality and the Convention in general, while aspects of its application in specific sectors or thematic areas have not, or have only minimally, been addressed. Some consulted stakeholders (including some with considerable knowledge of gender equality and CEDAW) expressed uncertainty with regards to what a Gender and Development (GAD) budget is. To date, many appear to assume that a GAD budget only benefits women, not men. While government agencies are theoretically obliged to allocate GAD budgets, most of them do not do so, and few if any have had related training for their staff members.

“Popularize CEDAW materials to make them apply to sectors. Don’t use much text, combine text with visuals to make it user friendly. Disseminate CEDAW materials as much as possible through a variety of media. For example, for indigenous people, radio is very effective.”

REPRESENTATIVE OF RURAL WOMEN’S ORGANIZATION.

4. Future

All consulted stakeholders are interested in continuing their work with UNIFEM, if there is a chance for the second phase of CEDAW-SEAP. Suggestions for potential areas of future engagement that were mentioned by stakeholders are listed below.

- **Capacity building for GAD budget allocation and use.** There is a need to enhance government agencies’ capacities related to the development and use of GAD budgets. Potential ‘targets’ could be the heads of *barangays*,¹⁸ since this administrative level has a lot of potential to directly influence women’s lives. There are 43,000 *barangays* in the country.
- **Strengthen gender awareness of elected officials:** Gender awareness should be integrated in the Department of Interior and Local Government’s (DILG) orientation seminars for newly elected officials.
- **Developing more user friendly CEDAW materials:** All consulted stakeholders agreed that CEDAW is a good framework. However, it is still difficult to apply it in everyday life. Thus one of the potential areas for future engagement could be to develop more practical and applicable CEDAW materials. (See also sidebar.)
- **Enhance capacity to gather and analyse sex-disaggregated data:** There is a need to further increase the capacity of staff in government and NGOs to collect and analyse relevant data suitable for assessing the situation of WHR in the Philippines.
- **Institutionalize CEDAW monitoring** in the government agenda to avoid a project basis approach to monitoring. Both quantitative and qualitative monitoring tools should be developed to address current ‘gaps’ in CEDAW reports and related data. Monitoring should be carried out at national and sub-national levels.
- **Strengthen and mobilize sub-national CEDAW resource systems and coordination** mechanisms among government organizations and NGOs to support the application of CEDAW by local governments.

¹⁸ A *barangay* is the smallest unit of local government.

- *Develop innovative CEDAW-based strategies* such as on temporary special measures to accelerate WHR realization among women in indigenous, rural and Muslim communities.
- *At the regional level*, mobilize political support for transnational women’s rights issues in ASEAN, facilitate the participation of women NGOs in international fora on WHR, and facilitate knowledge sharing, especially on the issues of CEDAW vis-à-vis Muslim women’s rights, macro-planning and temporary special measures for indigenous Muslim and rural women in economic, political and socio-cultural areas.

Viet Nam Country Visit – Summary

1. Context

1.1 Political and Economic Context

Two key developments/changes in CEDAW SEAP’s immediate environment are the following:

- Consulted stakeholders saw the new laws on gender equality (passed on 29 November 2006) and on domestic violence (passed on 21 November 2007) as positive steps in view of realizing women’s human rights in Viet Nam, and as creating an enabling framework for the work of gender advocates. Both laws are starting to be implemented: government guidelines in the forms of decrees and circulars are currently being developed with inputs from different partners, including donors. Both laws have already drawn considerable public awareness (e.g., in the media) to the issues they address.
- The national women’s machinery is currently being restructured. With the establishment of the new Department for Gender Equality under the Ministry of Labour, Invalids and Social Affairs (MOLISA), which is in charge of overseeing the implementation of the gender equality law, the role of the former gender focal agency, the National Committee for the Advancement of Women (NCAFW), has become unclear. At the same time, the new department within MOLISA still has very limited capacities and influence.

In addition, a number of characteristics in the broader Vietnamese context are also relevant for the programme:

- Equality between women and men has always been among the communist party principles in Viet Nam and has thus been an integral part of policy and law. Thus, different from other countries in the region, equality is less of a ‘new’ topic in public discourse. However, consulted NGO and government representatives noted that while formal equality may be in place, substantive equality is not. Especially in rural areas, but to some degrees also in urban centres, strictly patriarchal structures, attitudes and customs prevail.
- Due to the political system, there are a number of centralized mass organizations that have quasi monopoly status for their particular sector (e.g., Women’s Union, Trade Union). On the one hand this offers opportunities for fast and effective outreach to a large number of people in all parts of the country. On the other hand, however, large organizations tend to be bureaucratic and slow moving, and their monopoly status eliminates the opportunity for working with alternative partners in the same sector.
- Over the past years, Viet Nam has increasingly opened up to the international community and is aiming to establish its image as a progressive, modern country. Consulted stakeholders observed that Convention on the Rights of the Child and CEDAW – as conventions that tended to be regarded as comparatively ‘harmless’ for governments to sign onto – provided the Government with a welcome opportunity to present its human rights record in a positive way as it was able to showcase successes and achievements that can stand comparison with those of other countries.
- Viet Nam has recently accessed the World Trade Organization. Consulted partners frequently mentioned that they expected various (positive and negative) effects of this step on life in general, and on women in particular. While the country had experienced significant economic growth over the past years, the recent increase of inflation and rising international food prices are a concern to everyone. One CEDAW SEAP partner in a government agency mentioned that with expected government savings and cuts, it might be difficult for many institutions to access funding for work on gender issues.

“There was a lot of debate, even among the members of the National Assembly, whether the new law should be called ‘law on gender equality’ or not, because some people said ‘what’s this gender thing? Ho Chi Minh referred to men and women, not gender, and what was good enough for him should be good enough for us.’”

GOVERNMENT REPRESENTATIVE

1.2 Women’s Movement/Women’s Organizations

Viet Nam does not have a history of a national feminist movement. This is partly attributed to the fact that women never had to fight for the right to vote, as the Constitution always provided them with this right, and partly to the absence of a strong and diverse civil society.

With the increasing opening up of the country, civil society is getting stronger though, and recent years have witnessed the growth and increasing public engagement of various NGOs, including a number of groups working on different issues related to women and gender equality. Despite this development, NGOs are still weak and largely excluded from government decision-making processes.

1.3 Socio-Cultural Context

- While the notion of equality between women and men is not new in Viet Nam, the concepts of ‘gender’ and ‘gender equality’ are (see also sidebar).
- The ‘happy family’ is widely regarded as the core unit of the state. This is relevant in the context of women’s human rights in that women are frequently discouraged to leave even abusive relationships in order to ‘keep the family together’. It also emphasizes the relevance of the new law on domestic violence mentioned above.¹⁹

1.4 UNIFEM and the United Nations Context

Within the United Nations context, two main developments in the recent past have been:

- In 2007, UNIFEM established a country office, thus broadening its staff and programming beyond the scope of CEDAW SEAP.
- The UN Country Team has successfully submitted a proposal to the Spanish MDG fund, and is in the process of preparing for the implementation of a large joint programme on gender equality. The programme will support various aspects of implementing the laws on gender equality and domestic violence, and will be led by UNFPA with UNDP. While the work of these agencies will largely take place at the district level, UNIFEM will continue to focus on macro level changes. The programme brings together 12 UN agencies, thus providing both a challenge to effective coordination and management, as well as an opportunity for learning and testing the joint programme model.

2. CEDAW SEAP – Relevance and Effectiveness

Overall

Without exception, feedback from consulted programme stakeholders was highly positive, emphasizing the relevance and effectiveness of CEDAW SEAP in Viet Nam. The programme team was congratulated for having provided not only financial but also technical support and advice to a broad variety of stakeholders. CEDAW SEAP’s performance was seen as particularly strong in relation to making the Convention better known and more ‘visible’ among government, civil society and UN partners. Several consulted stakeholders stated that in their view the programme had contributed to strengthening the role of UNIFEM as the expert agency for CEDAW, similar to the role of UNICEF in relation to the Convention on the Rights of the Child. The programme team has been able to establish a wide network of partnerships relevant not only to CEDAW SEAP’s work, but also to other UNIFEM programming, and to the work of other partners.

Outcome 1: Increased awareness of WHR and deeper understanding of CEDAW

CEDAW SEAP has contributed considerably to making CEDAW better known and more visible among a broad variety of key government institutions (beyond the women’s machinery), as well as among the (women’s) NGO community. Awareness raising has not been limited to the existence of CEDAW and the fact of Viet Nam having ratified the Convention, but has also emphasized links between CEDAW and domestic legislation, in particular the recently approved gender equality and domestic violence laws.

¹⁹ Issues of ‘women and children’ are frequently paired, thus implying that they are similar or even identical. Rather than focusing on women’s rights, public discourse tends to be about the need to protect women (and children), thus taking a patriarchal view on the respective issues.

Awareness raising initiatives have been carried out with and in a broad variety of strategically positioned government institutions (see also sidebar). The programme has further contributed to raising the visibility of CEDAW within other UN agencies, as reflected in the joint UN Plan of Action for Programming on Gender Equality that makes several explicit references to CEDAW.

One key achievement under Outcome 1 has been that CEDAW SEAP's work has significantly contributed to increasing women's NGO's understanding of CEDAW and the potentials that lie in the use of the shadow reporting process. (See also below.)

Similarly, the programme has contributed to addressing gender equality issues under the lens of human rights. This constitutes a considerable change, given the fact that human rights tend to be a highly sensitive issue in Viet Nam.

Outcome 2: Capacity of governments and civil society to promote women's human rights under CEDAW strengthened

There is evidence of CEDAW SEAP having contributed to enhancing the capacities of partners (in particular NGOs) to use CEDAW for the promotion of women's human rights. Key examples of achievements under this outcome include:

- Assisting partners in developing/strengthening technical skills relevant for CEDAW implementation. For example, trainings and coaching supported by UNIFEM have helped NGO partners strengthen their knowledge and skills of data collection and analysis, as well as of report writing, resulting in the first ever NGO shadow report from Viet Nam being submitted to the CEDAW Committee.
- Enhancing partners' access to relevant CEDAW resources such as learning materials, reference materials, and practical manuals and tools. This has included, for example, the development and translation of CEDAW training manuals, conducting a detailed review of current Vietnamese laws under a CEDAW lens (including the development of indicators to do so), and developing – in collaboration with local partners – CEDAW 'checklists' for judges and prosecutors.
- Enhancing partners' opportunities for developing and expanding strategic partnerships and networks at national and regional levels. At national level, the shadow reporting process has helped to strengthen partnerships and collaboration among women's NGOs by bringing them together around a common goal. Government partners who have participated in regional workshops outside Viet Nam emphasized the relevance and usefulness of these visits for their work, as they enabled them to learn about issues and approaches used in other countries.
- Increased opportunities for NGOs to interact with government by initiating or supporting public events that created a forum for both government organizations and NGOs to contribute and be heard.
- For several government partners with which CEDAW SEAP has worked (e.g., the Communist Party Central Committee for Mass Mobilization), this was the first time they had collaborated with an international organization. Consulted stakeholders from these agencies stated that the experience had been very positive, and had helped them to not only increase their understanding of how collaboration with international partners can work, but also develop practical skills such as how to prepare a detailed project work plan.

An unintended effect of the positive experiences that the Vietnamese Government made in relation to opening up more spaces for NGOs (not only in relation to the shadow report, but also in terms of seeking NGO input and feedback on the CEDAW state report) was that the Government of Lao PDR also made steps to enhance its collaboration with NGOs over the CEDAW report.

Our consultations indicated that CEDAW SEAP's work has contributed to both government and NGO partners increasingly asking the question of "*How can we implement CEDAW in our daily work?*". In our view, this is a significant step beyond mere awareness of the existence of CEDAW or resulting obligations.

While in the case of NGOs their engagement in the shadow reporting process provided a clear example of how improved awareness and capacities were applied, this was not the case for government partners. As there has been little or no systematic follow up with the participants of individual training/information events with government partners, it is difficult to assess the extent to which CEDAW SEAP's work with government agencies has led to actual changes in individual behaviour or institutional practices relevant for CEDAW implementation.

Outcome 3: Stronger political will and commitment to CEDAW implementation generated/strengthened

CEDAW SEAP has created a number of opportunities that have allowed (and/or obliged) government to publicly renew and reinforce its commitment to CEDAW and women's human rights. For example:

- The programme organized a seminar and related publication to celebrate 25 years of CEDAW and reflect on successes and challenges of implementation in Viet Nam. The event brought the Convention (back) into public view, and provided a forum for the official re-commitment to CEDAW by government officials.
- The programme supported NGO partners in organizing a workshop to present and share the latest Concluding Comments, thus making the public aware of the resulting government obligations for implementation of the comments.
- Consulted stakeholders stated that, in their view, the support and advocacy of UNIFEM had been crucial for the laws on gender equality and domestic violence getting passed. These laws have created a lot of momentum in public discussion and are widely seen as another government commitment to working towards gender equality and women's human rights.
- As mentioned under Outcome 2, CEDAW SEAP has helped to improve the frequency and quality of exchanges between government and NGO partners in relation to the CEDAW reporting process (both state report and shadow report).

Consultations with stakeholders indicate that while formal government commitment to CEDAW and to WHR is quite positive (e.g., in relation to new/revised legislation), the remaining challenge is to move from this formal commitment to substantive action including the allocation of resources in different line ministries as well as for the women's machinery.

3. Key Factors Affecting Performance

3.1 Supportive Factors

Some of the key factors that appear to have helped CEDAW SEAP achieve results are:

- **Multi-stakeholder approach:** CEDAW SEAP has deliberately engaged with a broad variety of partners, including from government, civil society, other UN agencies, bilateral donors and international NGOs. Among national partners, UNIFEM has targeted a variety of strategically placed partners in different sectors, thus avoiding a too narrow focus on, for example, the women's machinery only. In a context where government agencies in particular tend to work in 'silos' (i.e., focused on their respective area of responsibility only), the facilitation role played by UNIFEM has shown the potential of creating increased exchange on gender equality issues, and an increase in knowledge among national partners of the respective roles of other agencies.
- **Field presence:** Having full-time, national programme staff on the ground has allowed CEDAW SEAP to provide ongoing support to its various partners, and to continuously monitor changes and developments in the national context. From his previous work before joining CEDAW SEAP, the current National Coordinator possessed a broad professional network in Viet Nam, which he has effectively used to extend the programme's partnerships with government and civil society partners.
- **Facilitating/mitigating the relationship between NGOs and government:** CEDAW SEAP has not only created spaces that have allowed NGO and government partners to come together to discuss gender equality issues, but has also actively facilitated the relationship between the two parties. Especially in relation to the NGO shadow report UNIFEM has had a crucial role in – on the one hand – providing technical support to NGO partners in relation to report preparation and presentation in New York, and – on the other hand – keeping government partners informed about the purpose and progress of the shadow report, and helping to overcome any concerns regarding the report and the NGO presence in New York. The programme's role in the shadow report process is an example of how UNIFEM can effectively act as a *catalyst*.
- **Using emerging opportunities:** While the initial project plan for Viet Nam had not envisaged working on an NGO shadow report, UNIFEM adapted its plans once women's NGOs expressed interest in compiling such a report. Also, CEDAW SEAP used the opportunity of the drafting of new laws on gender equality and domestic violence to hold awareness-raising sessions with the respective national assembly commissions during which the relevance of CEDAW principles for domestic legislation was highlighted.

3.2 Constraining Factors

Some of the key challenges that have affected programme implementation in Viet Nam are listed below.

- **Partner capacities:** Most national programme partners have no or only little knowledge of English. Many documents thus have to be translated from English into Vietnamese (e.g., existing CEDAW materials) and/or from Vietnamese into English (e.g., partner progress reports). This is creating a considerable workload for the CEDAW SEAP team who either have to manage translations or, quite often, do them themselves. Similarly, most partners are neither familiar with RBM approaches or terminology, nor do they have strong practical skills in relation to systematic work planning and reporting. This, too, has added considerably to the day-to-day workload of the programme team.
- **Partner availability and interest:** Staff in key partner organizations, especially government agencies (ministries and national assembly) have to deal with and learn about a multitude of new topics. For example, many individuals are MPs on a part time basis only. When they come for Assembly sessions, they are usually presented with a stack of documents related to the different laws they will have to decide on. In most cases they have only limited time, ability and willingness to focus on each of the different issues they are presented with. For CEDAW SEAP, while outreach to MPs and national assembly commission members is important to ensure that women's human rights are taken into considerations when deciding about new legislation, the particular circumstances of MPs make it difficult to plan for awareness raising and/or capacity development interventions that go beyond brief, one-off information sessions.
- **Donor context:** While CEDAW SEAP has been able to constructively work with a variety of other donors, not all agencies working on gender equality issues are willing to share information, which sometimes leads to actual or near duplication of efforts. In some cases, several donors have recently been competing for the attention of national partners, e.g., of government training institutions, as these are seen as strategic entry points for facilitating change. Some UNIFEM national partners have recently been approached by other donors who are able and willing to provide large grants without many obligations for partners in terms of proposal writing or reporting. This in turn has limited the partners' interest in working with UNIFEM on smaller and potentially more challenging projects.
- **Concepts of 'learning':** Consultations with national programme partners in government agencies indicated that one common assumption was that to receive information about something equals enhanced awareness of the respective topic, which in turn equals changed behaviour. Government agencies frequently operate based on the assumption that to *tell* someone that they have to change their thinking and/or behaviour will *result* in just that. For a capacity development oriented programme like CEDAW SEAP this poses challenges as many national partners are neither used to nor interested in the idea of monitoring actual changes resulting from training and other capacity building interventions, or to considering the need for ongoing coaching, mentoring and other types of support.

3.3 Questions, Issues, Potential Areas for Improvement:

As the evaluation team discussed with the CEDAW SEAP Viet Nam team at the end of the field visit, there are a number of areas that may require further reflection and review, especially in terms of a potential second phase. Key issues are:

- **Systematic tracking of capacity development progress:** To date there has been very little or no follow up on training and information events, especially with government partners, to capture data on whether these have contributed to any concrete changes. Similarly, there has been no follow up regarding the degree to which CEDAW-related tools and materials distributed among programme partners have actually been used. While consulted stakeholders from government agencies stated that they thought CEDAW SEAP's interventions had been useful and relevant for their staff members, they were largely unable to provide specific examples of changes in attitudes or behaviour that they knew of. Similarly, while they believed that written tools such as the CEDAW checklists for judges were useful instruments, they had no specific information as to whether and how these were actually being used. The absence of this kind of data not only means that the programme is missing out on opportunities to illustrate and demonstrate achievements, but it also represents a missed opportunity for learning and for improving programming based on information on what aspects of trainings, materials or other interventions are actually being used by whom, how and for what.
- **Perception of 'one-off' events:** In a number of cases CEDAW SEAP has worked with a government partner to offer a limited number of information and/or capacity building events for selected staff members of the respective organization. While consulted stakeholders stated that they had found the events relevant and effective, they also

acknowledged that given the number of staff in their organization, one or two trainings were not sufficient for initiating substantial change. UNIFEM acknowledged the same, and had, in some cases, plans for additional activities that would build upon previous interventions. It was not evident, however, whether and to what extent the issue of ‘what happens after an initial training’ had been discussed and addressed between UNIFEM and the respective partner organization in a longer-term perspective, and thus whether individual activities with each organization were perceived as part of a larger, long-term capacity building plan agreed on between UNIFEM and the respective organization.²⁰

- **Communication:** While in most cases communication with partners appeared to be frequent, open and transparent, there were a few cases in which national CEDAW SEAP partners seemed to lack relevant information related to their collaboration with UNIFEM (e.g., on why funds were delayed, or on whether their proposal for continuation of the collaboration had been approved or not and therefore whether there would be a continuation of collaboration). One key example is the question of (dis)continuation of the Country Consultative Committee (CCC). Several consulted stakeholders indicated that they were not sure whether/how the CCC was going to be continued, and, if not, why not, or what else might be put in its place.²¹

One contextual factor that – in some cases – may have contributed to a more short-term and activity focused collaboration may be that most partner organizations (government and NGO) do not have a culture of long-term and/or results-oriented planning. Also for some organizations it was the first time they had collaborated with an international organization, which may have posed further restrictions on their willingness or ability to consider longer-term planning.

4. Future

CEDAW SEAP has created a very favourable basis for further work in Viet Nam. All consulted national stakeholders expressed strong interest in continuing to work with UNIFEM on CEDAW-related issues and to build on the first achievements of the collaboration.

A second phase would allow several of the concerns mentioned in the previous section to be addressed, e.g., in relation to more systematic tracking of capacity development results, or in terms of working with partners to develop a joint understanding of the longer-term visions to which individual activities are expected to contribute.

A number of consulted government and NGO partners expressed interest in broadening their respective work on CEDAW to the provincial and/or district levels, and stated that they would hope for support from UNIFEM in doing so. One challenge for a potential second phase of CEDAW SEAP would thus likely be to select a feasible and relevant scope of engagement in view of – probably – limited resources and broad demands.

A second programme phase would start in a very different environment from the first one, in that now there is a UNIFEM country programme in addition to the CEDAW SEAP team, as well as a joint United Nations programme on gender equality. Plans for a second phase would need to keep in mind what areas are already addressed through these other programmes, and in what areas a CEDAW-focused intervention could make the most significant difference.

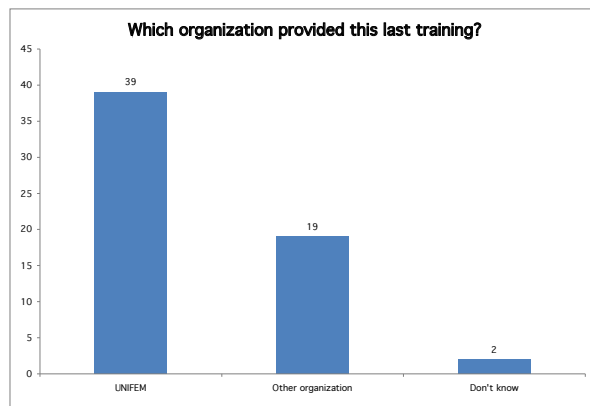
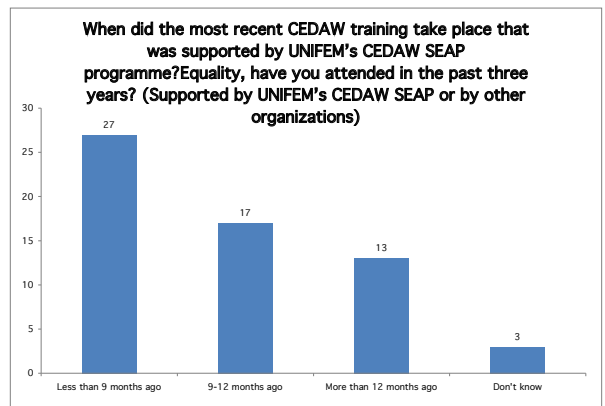
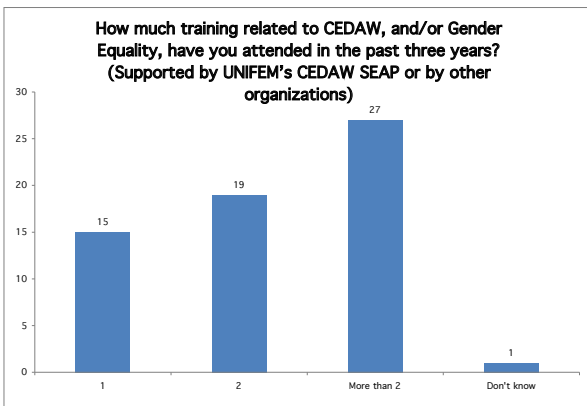
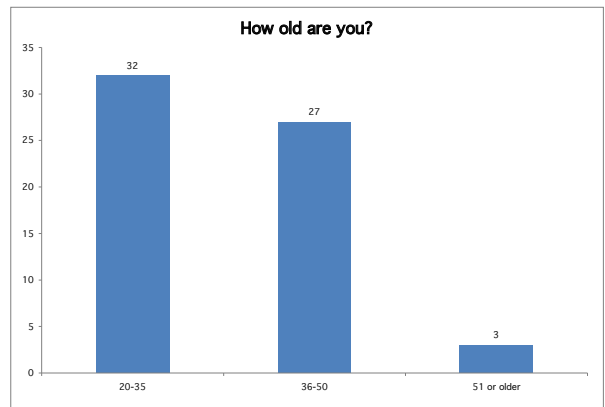
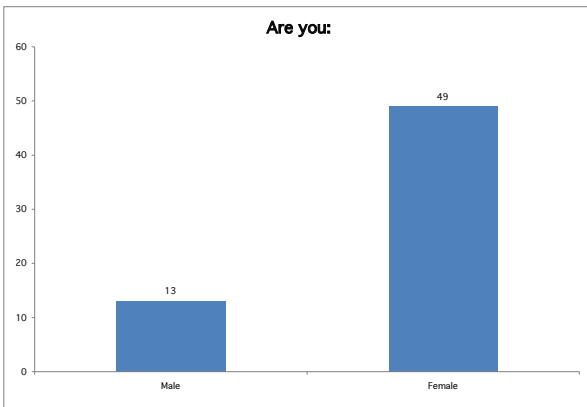
Some key questions in terms of potential future programming include the choice between continuing a relatively broad approach on the one hand and focusing on specific sectors (e.g., justice) on the other. Also, UNIFEM would need to consider if and how it can and would want to support partners in working at provincial/district levels, and how this kind of support could be constructed in a meaningful way given (likely) limited resources (e.g., focus on developing, implementing and analysing pilot initiatives while helping to build partners’ capacity to replicate successful models on a larger scale).

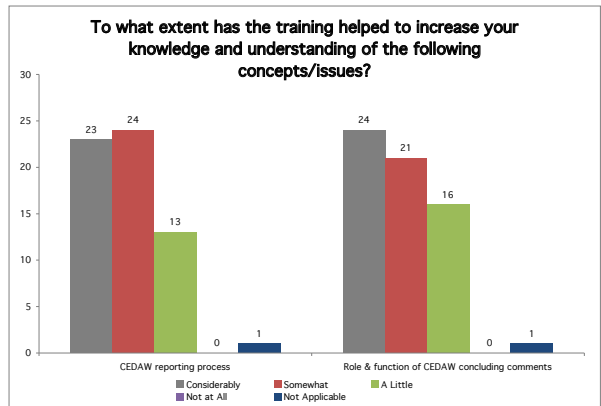
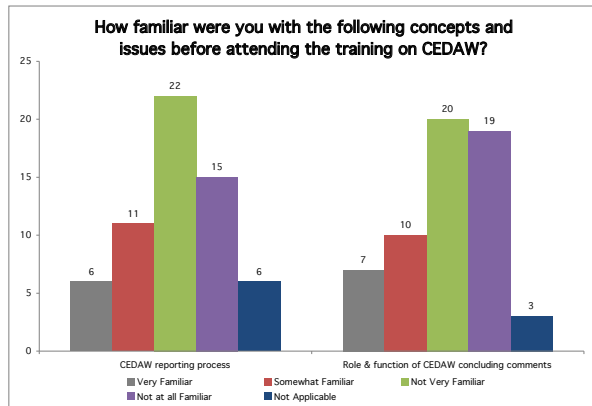
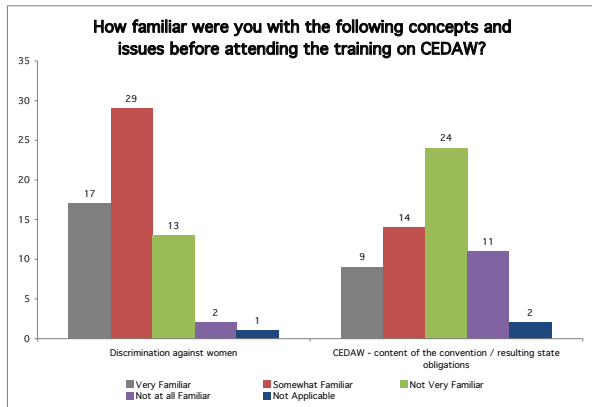
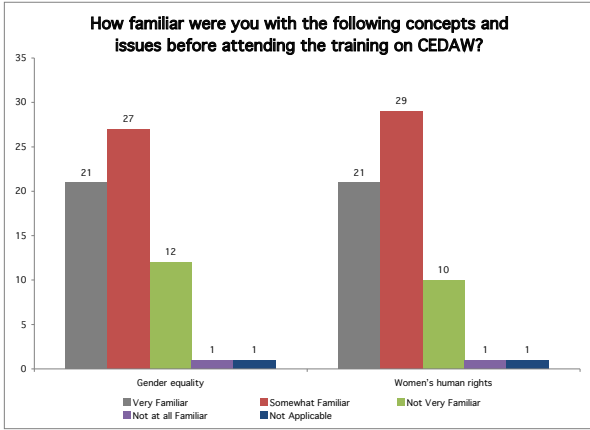
²⁰ The UNIFEM team pointed out, however, that individual programme activities carried out with local partners have in fact linked to and built on each other, e.g., activities related to the gender equality and domestic violence laws have been designed to progressively move from enhancing general awareness of the respective issues among partners, towards enhancing partners’ capacities to implement related new laws. We acknowledge this. The key point made above is, however, that our data indicate that several national partners are not necessarily aware of this inherent logic and longer-term perspective underlying individual activities.

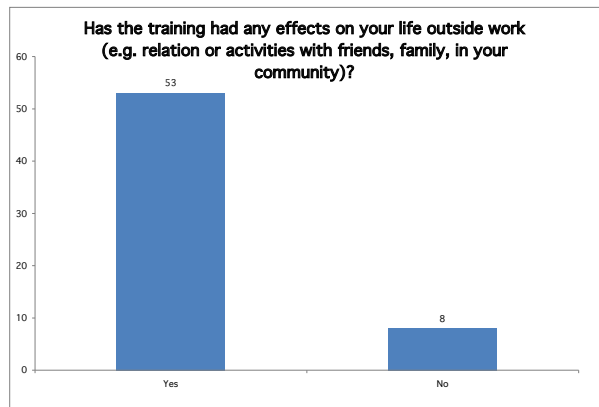
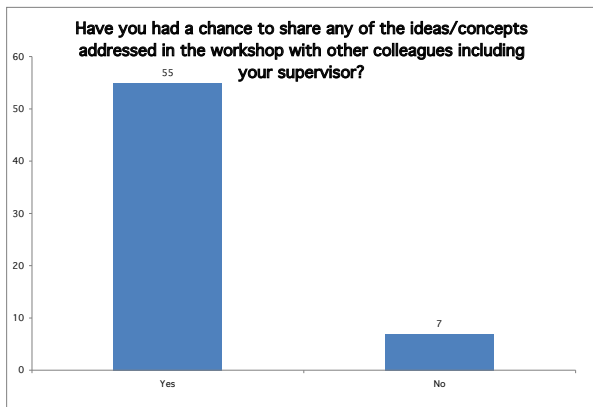
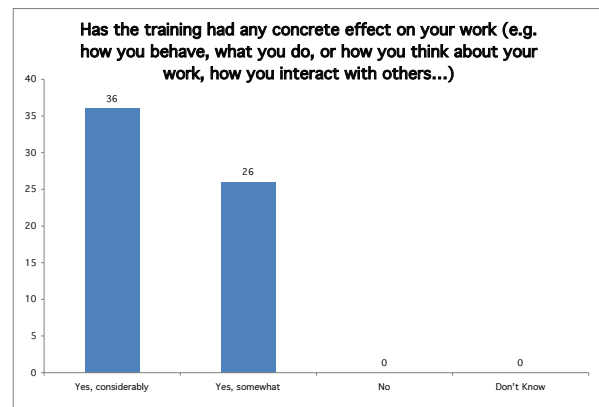
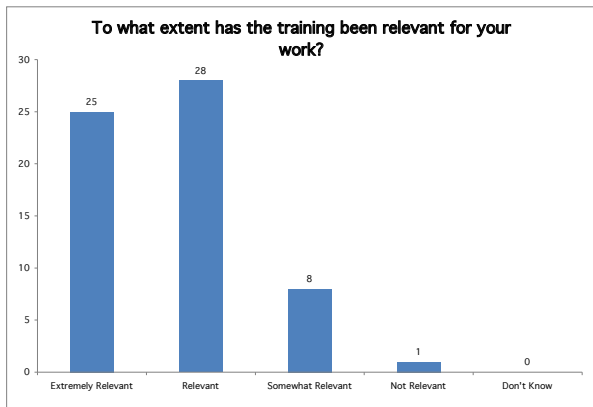
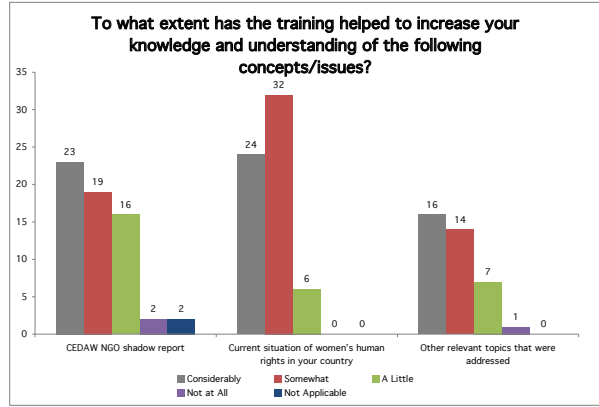
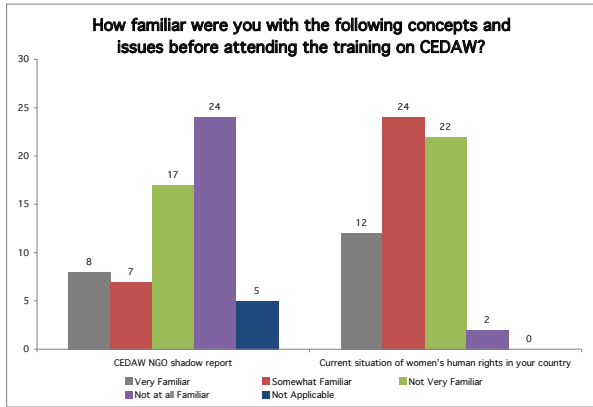
²¹ The issue here is not whether there ‘should’ be a CCC, but that former participants did not feel sufficiently informed about what was going on.

Additional Appendices: Appendix II

Survey Results (Quantitative)







Additional Appendices: Appendix III

Survey Results (Qualitative)

SURVEY SUB-THEMES	SELECTED EXAMPLES THAT ILLUSTRATE KEY THEMES
Relevance of CEDAW training (work, personal life)	
Relevant to my work as enhances my overall knowledge [27]	<p>It has been very relevant to my work. I have learned about gender equality, discrimination against women and women's rights. Such concepts are very useful to promote more participation of women in working and solving economic, social and cultural problems. (Thailand respondent; quoted)</p> <p>Because of the nature of my work, the training is extremely relevant to me. Currently, I work for an organization that inspects violations against human rights and promoting practices of human rights and internal obligations. This also includes Thai national law and policy in both public and private sectors. Due to the current situation (not specified), it is important to promote understanding, opportunities and participation of women in different forms. (Thailand respondent; quoted)</p> <p>It has been relevant to my work because I have learned about the roles, responsibilities and rights that women are entitled to and that they should be equal to men. (Thailand respondent; quoted)</p> <p>As a public servant, it is very important to understand women's rights so that we can defend the family, society and workplace. (Timor-Leste respondent, quoted)</p>
Relevant to my work as can apply new knowledge [7]	<p>Because my work is in the field of human rights, learning about CEDAW helps me improve my work. (Thailand respondent; quoted)</p> <p>It broadened my knowledge and skills and helped explain what CEDAW is and how we can maximize its use. (Philippines participant; quoted)</p> <p>It makes my colleagues have a better understanding and apply the concept to their work more effectively. The concept has also been integrated into other topics. Personally, it helps me to identify the issues (not specified) and give better advice to both my colleagues and others on different occasions. (Thailand respondent; quoted)</p> <p>I often quote articles from CEDAW when I respond to people's questions. (Timor-Leste respondent; paraphrased)</p>
Relevant to my work as I pass on the information to others [6]	<p>CEDAW trainings are relevant to our work because it's about human rights and we always distribute this information to rural areas on women's issues. (Timor-Leste respondent; quoted)</p> <p>Need to understand all aspects to be able to explain CEDAW to the public in the simplest possible way – helped to write IEC [information, education and communication] materials. (Philippines respondent; quoted)</p> <p>We have learned a lot from our speaker from UNIFEM, which we share with other women from other organizations regarding reports and issues related to women's rights. (Timor-Leste respondent; quoted)</p> <p>I have committed to implement this programme by sharing my knowledge with others on what I have learned during my CEDAW trainings. (Timor-Leste respondent; quoted)</p> <p>Working with my fellow women in the SEPI [Secretary of State for Promotion of Equality] office and disseminating information on gender issues – especially information related to CEDAW – has guided me to do my work with love, dedication and motivation. (Timor-Leste respondent; quoted but grammar corrected)</p>

SURVEY SUB-THEMES	SELECTED EXAMPLES THAT ILLUSTRATE KEY THEMES
Relevance of CEDAW training (work, personal life)	
Provides me (and others) with a deeper understanding of women's human rights leading to advocacy [10]	<p>My job is to provide free legal aid for the poor, including the protection of rights and interests of the most vulnerable groups in society. This kind of workshop provides knowledge and understanding on women's rights and helps to promote gender equality. These issues are critical for a world without violence and discrimination. (Viet Nam respondent; quoted but grammar corrected)</p> <p>This [the training] is relevant because the majority of the rural women who are struggling for their right to food do not know that there is an existing UN declaration for the rights of women and they can now use it in their assertion of their rights in relation to all aspects of their life. (Philippines respondent; quoted)</p> <p>CEDAW has given/helped me in aggressively advocating in the local government to really look at eliminating sexual exploitation through repealing/amending local ordinances that perpetuate/regulate prostitution. (Philippines respondent; quoted)</p> <p>It has been very relevant for my work because our organization deals with women's (the Bangsa Moro women in particular) issues and concerns. We have seen that there is a great chance for the women to be heard and be addressed on their aspirations and complaints. (Philippines respondent; quoted)</p> <p>My NGO caters to legal issues/concerns of lesbians and CEDAW is an international human rights instrument that can provide a legal basis to assist lesbians. CEDAW compliance is also a state obligation, which allows us to engage the state/government as well as national existing mechanisms to address the Philippines' sexual and reproductive rights, violence against women and trafficking. (Philippines respondent; quoted)</p>
Helps me understand the importance of the CEDAW reporting process [2]	The course helps me to understand the CEDAW reporting process and the role of the existing CEDAW Committee as well as international related agencies. It also helps me to look at issues of concern, including the state report and comparing it with the shadow report from NGOs on discrimination in Viet Nam. (Viet Nam respondent; quoted but grammar corrected)
Improves my reporting skills [1]	I learned more about reporting skills, which are very critical as I have to apply such skills frequently in my research activities. (Viet Nam respondent; quoted but grammar corrected)
Enables me to contribute to CEDAW reporting [1]	I assist the CEDAW working group (preparing the report) to write the report by contributing ideas and support to finish the report on time. (Timor-Leste respondent; quoted)
Helps promote women's participation in local politics [3]	<p>It has been relevant to my work because the key content [of the training] aims to promote women's participation in local administration/politics. (Thailand respondent; quoted)</p> <p>I think it has been relevant to my work, especially in the aspect of promoting women politicians. I think it is important for women to have strategies to make society accept their gender and the way they work. As a result, the community [becomes] aware that women can be good politicians too. (Thailand respondent; quoted)</p>
Allows me to learn about CEDAW implementation in other countries [2]	During the high-level meetings in meeting in Laos, I have learned from other nations about their view on CEDAW, allowing us to learn from other nations, like Cambodia, Indonesia, Malaysia and other Asian countries. (Timor-Leste; quoted)
Able to apply CEDAW to minority women's situations [2]	<p>Localization of CEDAW among Moro/Muslim women. (Philippines respondent; quoted)</p> <p>Applying CEDAW to Muslim communities and their culture. (Philippines respondent; quoted)</p>

SURVEY SUB-THEMES	SELECTED EXAMPLES THAT ILLUSTRATE KEY THEMES
Concrete example of how the training has affected your work	
Incorporating new knowledge into lectures/curriculum [5]	<p>I have introduced some case studies into my law lectures. My students analyse how women are being discriminated against in such cases. (Viet Nam respondent; paraphrased)</p> <p>[I] shared with Network of Journalism Faculty to integrate gender and human rights into the curriculum. (Philippines respondent; quoted)</p>
Deeper understanding of women's human rights, gender equality and state obligations [11] Able to apply new knowledge towards greater advocacy [9]	<p>I often notice if I or other women around me are being discriminated against and if I have any behaviour that contributes towards the discrimination of others or myself. (Viet Nam respondent; quoted but grammar corrected)</p> <p>More aware about women's human rights and what I or other women can claim; enhanced knowledge on state obligations. (Philippines respondent; quoted)</p> <p>It has broadened my knowledge and I've become more sensitive on gender issues – especially the one that affect the Bangzanoro [sp?] women. (Philippines respondent; quoted)</p>
Able to apply new knowledge towards greater advocacy [9]	<p>Once, when I provided consultation for a woman who was being abused and beaten by her husband, I applied the knowledge that I learned in the training course to talk with the woman. We provided assistance in order for the woman to live in greater safety with her husband. I talked with the local authority, the women's union, the head of the commune and the husband and provided each with information on the law and CEDAW. [I wanted the husband] to understand the seriousness of his behaviour and that women are protected not only by the Constitution and the law of Viet Nam, but also by international law and the community. (Viet Nam respondent; quoted but grammar corrected)</p> <p>By integrating gender rights in our module of disseminating the right to food of the people using CEDAW as the basis of this right. (Philippines respondent; quoted)</p> <p>Familiarization with CEDAW provisions has helped us provide useful inputs to proposed legislation on decriminalizing prostituted women, reproductive choice, health bills, possible amendments to [bills on] cybersex and child pornography as well as adjusting the age of sexual consent. (Philippines respondent; quoted)</p>
Helped me to contribute to report-writing [2]	<p>The training helped me to be involved in the shadow report. (Viet Nam respondent; quoted)</p> <p>Together with all other staff within the unit, we were able to organize and write a report on all aspects on women's rights -- specifically access to formal judicial systems and also together we organized training for women in rural areas. (Timor-Leste respondent, quoted)</p>
Helped me learn more about CEDAW monitoring [2]	<p>I learned more about CEDAW monitoring measures and have the opportunity to share [these techniques] with the community where I have the opportunity to provide training. (Viet Nam respondent; quoted but grammar corrected)</p>
Improved the way I view accused females in my court [1]	<p>I work as a Judge at the Supreme Court. It [the training] has improved my awareness and helped me with my work at the court when providing consultation and making adjustments. I have also had a different view of accused females, pregnant victims and female victims [in general] (not specified how so). (Viet Nam respondent; quoted but grammar corrected)</p>
Opened up new workplace opportunities for women [3]	<p>I have been selected to be a disaster relief volunteer for my community. This job was once reserved only for men. (Thailand respondent; quoted)</p>

SURVEY SUB-THEMES	SELECTED EXAMPLES THAT ILLUSTRATE KEY THEMES
Relevance of CEDAW training (work, personal life)	
Made me more self-confident [6]	<p>It has made me feel more confident in expressing my opinion and acting more confidently. Also, I became well equipped by the knowledge I learned, especially legal issues. (Thailand respondent; quoted)</p> <p>It has made me feel more confident in expressing my opinions and participating more in my community. For example, I participated in community projects and improved their work systems. This resulted in more transparent and balanced systems. We can inspect the works of our committee for effectiveness. (Thailand respondent; quoted)</p> <p>It promoted my self-confidence. I became more outspoken and more willing to share my ideas. As a result, I became more involved in community work. (Thailand respondent; quoted)</p> <p>Women in my organization had little confidence in challenging traditional practices [before the training]. (Philippines respondent; quoted)</p>
Helped me provide input in gender issues [1]	The training made it easier to provide input on gender issues in partner communities.
Made me more confident in terms of leadership ability [1]	My office has to deal with the media. Before the press conference, we have to make sure they understand about the issue. I have also applied the concept of promoting and protection [in my work]. Protection: investigative reporting; Promotion: seminar training. (Thailand respondent; quoted)
Helps me deal with the media more effectively – [1]	I have been selected to be a disaster relief volunteer for my community. This job was once reserved only for men. (Thailand respondent; quoted)
Encouraged me to organize meeting between women's organizations and government [1]	I have invited representatives of women's organizations and women leaders to meet up with my local administration organization council and local government officials. This allowed women to share their ideas and participate more in local administration. As a result, it strengthens and promotes local women's organizations. (Thailand respondent; quoted)
After training, elected to local administration organization [1]	After the training, I was elected to be a member of my local administration organization. I am one of the seven opposition parties of the 36 council members. I have been one of the outspoken members who give comments to the council chairman or administrative body regularly. I am known as one of the five tigresses! (Thailand respondent; quoted)
Enhances the way I work and solve problems [3]	It has enhanced the way work and my problem-solving skills – especially those related to people in my community. It has become one of my work guidelines. It also promotes gender equality. (Thailand respondent; quoted)
Received new respect as a woman leader [1]	I gained more respect as a woman leader. (Thailand respondent; quoted)
Improved gender ratio in community group [1]	Nowadays, we have applied women/men ratio to our recruitment system. For example, we have five women and four men working as our village revolving fund committee. (Thailand respondent; quoted)
Facilitated gender training [1]	I have facilitated some gender training for our target women's groups. (Timor-Leste respondent; quoted)
Men take on traditional female roles in workplace [1]	Within our organization, most of us are men; we do all the household work, like cleaning, cooking washing etc. – all of these activities are done without orders from anyone. (Timor-Leste respondent; quoted)

SURVEY SUB-THEMES	SELECTED EXAMPLES THAT ILLUSTRATE KEY THEMES
Describe how, with whom, and what (if any) effect sharing (ideas/concepts from the workshop) has had in your workplace	
Writes articles about CEDAW and shares [3]	I share my new knowledge with others by writing articles on CEDAW. (Viet Nam respondent; quoted but grammar corrected)
Disseminates articles from CEDAW training [2]	I put an article about the training on my institution's website. (Viet Nam respondent; quoted but grammar corrected) I [disseminate] CEDAW articles to the members of my organization and I organize CEDAW training in all the districts and for women in political parties and women in IDP [internally displaced persons] camps. (Timor-Leste respondent; quoted)
Gives advice and speaks on subject to others [1]	I have given advice and served as a speaker on this subject to those who work with stateless people in both public and private sectors as well as those stateless people themselves. Because of my work, having a better understanding of CEDAW helps me to work better. (Thailand respondent; quoted)
Discusses women's human rights/CEDAW with colleagues, etc. [13]	Issues and concepts from the CEDAW [training] were shared with my female colleagues and students on the occasion of Vietnamese Women's Day. We invited a guest presenter to talk about women's issues as well. (Viet Nam respondent; quoted but grammar corrected) We always share information and training materials with all our colleagues on CEDAW. In effect, our colleagues have shared this information with all [our] implementing partners and they have disseminated the information on CEDAW throughout the country. [Timor-Leste respondent; quoted] I have shared some knowledge about discrimination, human rights with my fellow women – especially with those who didn't understand and had no knowledge at all – most of them did not have access to this information. (Timor-Leste respondent; quoted) [Shared the information from the training] with Board of Directors. It generated excitement on the part of my colleagues in the organizations since we are now equipped with knowledge on the communications/inquiry process – although we still need technical assistance. (Philippine's respondent; quoted) Awareness of CEDAW in the workplace first – educating other people. (Philippines respondent; quoted)
Discusses women's human rights/CEDAW with other women's organizations [1]	Shared it with other women's organizations during the development of a woman's campaign design in the city. (Philippines respondent; quoted)
Encourages colleagues to study CEDAW to protect women's human rights /gender sensitivity [3]	I shared with my colleagues, who are lawyers, and advised them to study CEDAW and other legal documents in order to protect the rights and interests of women – especially those who are going through divorce. (Viet Nam respondent; paraphrased) I, myself, together with my colleagues from AMKR [acronym not spelled out] try to support and motivate each other on how men can support women to overcome their daily problems because most of us have sisters and women friends. We need to assist them to understand their daily life. (Timor-Leste respondent; quoted)
Discusses shadow report and role of CEDAW Committee with colleagues [1]	I share the concept of the shadow report and the role of the CEDAW Committee with my colleagues. (Viet Nam respondent; quote but grammar corrected)
Challenges professor on his perception of gender equality [1]	According to my professor, gender equality in Viet Nam has improved in terms of legislation and society's performance. Therefore, [he argues], it's not necessary to pay more attention to it. I applied the principle of 'substantive equality' to persuade him of the current situation of gender equality and woman's human rights in Viet Nam. (Viet Nam respondent; quoted but grammar corrected)
Shares knowledge with colleagues/supervisor to encourage greater gender sensitivity/ understanding of CEDAW principles [7]	I share my new knowledge with my colleagues who are judges and staff working in the court in order to help them have gender sensitivity when making decisions at the court. (Viet Nam respondent; quoted) I have shared my ideas with the chairman and members of my local administration in many council meetings. Everyone seemed impressed and listened attentively. (Thailand respondent; quoted) We have shared CEDAW principles, gender issues, women's rights and discrimination against women or men and government obligations with my co-workers. (Timor-Leste respondent; quoted)

SURVEY SUB-THEMES	SELECTED EXAMPLES THAT ILLUSTRATE KEY THEMES
Describe how, with whom, and what (if any) effect sharing (ideas/concepts from the workshop) has had in your workplace (con't)	
Shares knowledge with colleagues in a context-specific way [1]	I always share my knowledge formally and informally with my co-teachers and try to co-relate to our traditional practices and customs in Timor-Leste. (Timor-Leste respondent; quoted)
Sharing my knowledge made my colleagues more confident [1]	I shared the concepts addressed in the workshop with my women leaders/colleagues in my village and sub-district. The knowledge has made them more confident to express their ideas and to take part in our community activities more actively. (Thailand respondent; quoted)
Received compliments on the way I speak following training [1]	I received compliments from my local administrative council and fiscal committee about the way I speak [not specified about what]. They said that it is logical and reasonable. (Thailand respondent; quoted)
Helped promote better understanding of sexual harassment and discrimination in workplace [1]	Promoting better understanding of sexual harassment and discrimination. (Thailand respondent; quoted)
Discussed my responsibilities with my colleagues [1]	I have shared the concept of my responsibility and integrity with my colleagues. I think it is important for anyone working in public service to have self-confidence and put public interest as their first priority. In addition, they should promote transparency and honesty to gain respect from their community. (Thailand respondent; quoted)
Enabled me to initiate new ideas [1]	I can initiate many different ideas. (Thailand respondent; quoted)
Shared ideas on how to create a work plan to maximize community results [1]	I have shared my ideas with my colleagues about how to prepare a project or work plan. We discussed [how] to maximize the results and make sure we meet our community needs. (Thailand respondent; quoted)
Integrating new knowledge into programme activities [2]	After distributing information, our working group will gather all the information related to gender and we will integrate it into our work programme activities and our team is becoming more aware of CEDAW. (Timor-Leste respondent; quoted)
More women in the workplace [1]	Our workplace is now accepting all sexes. (Timor-Leste respondent; quoted)
Can share new thoughts, but changing behaviour still hard [1]	Sometimes I try to share some changes in my thoughts. However, my behaviour requires more time to change. (Timor-Leste respondent; quoted)
Gave training to my journalism colleagues on how to publicize CEDAW [1]	[I] gave training to writers on how to look for 'CEDAW stories'. I made the editors aware of the series through 'marketing' CEDAW; educated interns on CEDAW.

SURVEY SUB-THEMES	SELECTED EXAMPLES THAT ILLUSTRATE KEY THEMES
Examples of how the training has affected your life outside work (i.e., relations or activities with friends, family, in your community)	
More comfortable talking about gender issues [1]	I feel more comfortable talking to my family and my students about gender issues. (Viet Nam respondent; quoted but grammar corrected)
Improved my awareness of women's human rights and discriminatory cultural practices [4]	<p>The training improved my awareness of gender equality and of cultural practices and customs that affect women. (Viet Nam respondent; quoted but grammar corrected)</p> <p>Ordinary situations when I observed discrimination in that particular circumstance. For example, in public transport when male passengers take an extra look at a revealingly clad lady. (Philippines respondent; quoted)</p> <p>I was able to identify and become more sensitive on what is happening in our country. I've become more interested in understanding the situation of women and how they can be managed.</p>
Made me more outspoken about gender discrimination [2]	<p>I have seen unfair treatment between boys and girls and I made comments about it. (Thailand respondent; quoted)</p> <p>By asserting my rights at home and defending the rights of women in all gender discussions – especially during meetings and discussions. (Philippines respondent; quoted)</p>
Treating my children and spouse with more respect [3]	I treat my children with more respect now [not specified how]. I also voice my opinion to my husband. (Viet Nam respondent; quoted but grammar corrected)
Teaching my children and husband to respect women [1]	Teaching my husband and son to respect women. (Philippines respondent; quoted)
Improves self-confidence overall [2]	<p>Being more myself – confident to communicate with educational officials for my children's studies and with health workers/doctors for my health care. (Viet Nam respondent; quoted but grammar corrected)</p> <p>I became more confident sharing my opinions and [less fearful] of getting rejected by my colleagues – mostly male. (Thailand respondent; quoted)</p>
Share new knowledge with family, friends and community members [12]	<p>It promotes new opportunities to spend more time and share new ideas with my friends. So, I know my friends better than before. (Thailand respondent; quoted)</p> <p>After learning about CEDAW from the training and applying to my work, it has enhanced my work and relationship with others. I can explain about the obligations in-depth. For my family and community members, I have explained the concepts to them and tried to review the concept regularly. (Thailand respondent; quoted)</p> <p>I always spoke to my family on CEDAW principles – especially to my elder father and my younger father. Therefore, now they always give opportunity to their children to speak their opinions and to support everybody in the family to access equal education. (Timor-Leste respondent; quoted)</p> <p>I have shared with my friends, family and other people on CEDAW because they have minimum knowledge on CEDAW. I have also shared with people around my village on shadow reports from NGOs – especially on gaps and other issues related to women's agenda. (Timor-Leste respondent; quoted)</p> <p>When I talk to women, I tend to use now a 'CEDAW lens' or 'OP-CEDAW lens', especially if the woman I'm talking to has been discriminated against (i.e., victim of violence against women or trafficking, etc.). (Philippines respondent; quoted)</p> <p>I told them about my work popularizing CEDAW and gave examples from local news. (Philippines respondent; quoted)</p> <p>We organized forums and demonstration to various sections of the communities – popularizing CEDAW and giving hope to women. (Philippines respondent; quoted)</p>

SURVEY SUB-THEMES	SELECTED EXAMPLES THAT ILLUSTRATE KEY THEMES
Examples of how the training has affected your life outside work (i.e., relations or activities with friends, family, in your community) (con't)	
More self-aware of my own behaviour [3]	<p>I became more careful about my behaviour especially that it can affect the rights of others, such as the way I speak. (Thailand respondent; quoted)</p> <p>Walk my talk. (Philippines respondent; quoted)</p> <p>After participating in the training, I became [more] aware of my past attitude and behaviours that have discriminated [against] some people; therefore, I started to learn how to respect others and help increase other people's awareness around my neighbour[hood] so that others [will learn] more respect and not discriminate against others. (Timor-Leste respondent; quoted)</p>
Negative reaction for spending less time with family [2]	<p>The concrete effect on my family is that I have less time for my family and it upsets my husband. In addition, I have been teased by my neighbours and friends about spending less time looking after our children. My husband got very fed up about their comments and did not want me to spend too much time for our community. (Thailand respondent; quoted)</p>
Shared ideas on transparency with community organization [1]	<p>I have shared my ideas with my community to promote transparency and effectiveness of our community organization. For example, I have worked in our community [with respect to funding issues] for four years and experienced transparency issues with some committee members. Trying to improve the situation, I made comments and suggestions, but this had affected my relationship to the others [not specified how]. (Thailand respondent; quoted)</p>
Made my family more open-minded with respect to gender roles [5]	<p>For my family, we became more open-minded and have spent more time together. We became happier. (Thailand respondent; quoted)</p> <p>Within my family, according to our tradition, women should eat in the kitchen. However, I have encouraged everyone to eat together at the table. Now, everyone is becoming [more] aware about this issue and in our community, when we celebrate any celebration, men will help women with all the activities. (Timor-Leste respondent; quoted)</p> <p>In our family daily life, we have distributed equally to all men and women to do household work. (Timor-Leste respondent; quoted)</p> <p>I organize and distribute responsibilities within my family to all brothers and sisters, without any distinction between men and women. (Timor-Leste respondent; quoted)</p>
Able to have more gender-sensitive family discussions [1]	<p>In some ways, I practiced my gender lens in family discussions, which is a welcome venue for them. (Philippines respondent; quoted)</p>
Improved my relationship with people in the community [1]	<p>For my community, it has improved my relationship with the people in my community. (Thailand respondent; quoted)</p>
Formed networking meetings to raise awareness [1]	<p>[Holding] outside work meetings, like networking group meetings to raise relevant issues related to advocacy on women's issues and FTH [acronym not spelled out] meetings, which try to advocate sex-worker issues. (Timor-Leste respondent; quoted)</p>
Teaching my daughter to protect herself and know her rights [1]	<p>Giving my daughter an orientation to protect herself and her rights. (Philippines respondent; quoted)</p>

SURVEY SUB-THEMES	SELECTED EXAMPLES THAT ILLUSTRATE KEY THEMES
Challenges implementing new knowledge (work, personal life)	
No challenge applying new knowledge in workplace [6]	<p>I have faced no difficulty [applying new knowledge in workplace]. I have received positive support from [my supervisors]. (Viet Nam respondent; quoted but grammar corrected)</p> <p>In my workplace, [I've experienced] no challenges because all my colleagues are very knowledgeable about CEDAW and we use CEDAW in our advocacy and we always try to explain [the Convention] to all our working groups. (Timor-Leste respondent; quoted but grammar corrected)</p>
Not always easy to apply international law to specific cases [2]	It is not always easy to apply international treaties in specific cases related to women. (Viet Nam respondent; quoted but grammar corrected)
Difficult for people to know their behaviour is discriminatory [1]	It is often difficult for people to know they are discriminating against others; customary practices are the main barriers for the implementation of gender equality. (Viet Nam respondent; quoted but grammar corrected)
Curriculum doesn't accommodate women's human rights [1]	The Political Science school where I teach doesn't allocate any time in its curriculum to discuss human rights or women's rights directly. (Viet Nam respondent; paraphrased)
Trying to educate family and community around women's human rights [1]	I have tried to persuade the men in my family and my community to have proper behaviour with others when I realize their behaviour is actually discriminating against women. (Viet Nam respondent; quoted but grammar corrected)
Colleagues/supervisor resist gender equality, CEDAW, etc. [4]	<p>The biggest challenge I have faced is trying to explain the importance of basic gender equality to my supervisor and other people. (Thailand respondent; quoted)</p> <p>The challenge is to engender my superiors who are male dominated. (Philippines respondent; quoted)</p> <p>There are some work colleagues [who] would could not accept new ideas because they don't have any understanding or knowledge of CEDAW or gender issues. (Timor-Leste respondent; quoted)</p> <p>Some office mates impose their religious conservatism and their values and opinions [in opposition] with women's rights and values. (Philippines respondent; quoted)</p>
Need for institutional change [1]	It is important to have more comprehensive institutional change. Intervention from NGOs is very limited due to the limitation of resources. (Viet Nam respondent; quoted)
Awareness around CEDAW/gender sensitivity etc. is weak in workplace/community [8]	<p>The level of awareness of the people in the community on CEDAW is still quite weak. (Viet Nam respondent; quoted)</p> <p>Gender issues are still not relevant and realistic to debate about within the Timor-Leste context. Gender is a foreign concept and a donor-driven interest. (Timor-Leste respondent; quoted)</p> <p>It seems no one has heard about CEDAW at all [in my workplace]. (Philippines respondent; quoted)</p> <p>Both officials and employees still have a very limited view of 'gender equality' and that it is not so simplistic as using terms as 'gender sensitive' ... Information and knowledge shared is different from [changing attitudes], perspectives, which translates into policies. (Philippines respondent; quoted)</p>

SURVEY SUB-THEMES	SELECTED EXAMPLES THAT ILLUSTRATE KEY THEMES
Challenges implementing new knowledge (work, personal life) (con't)	
Challenging society's attitudes about women [5]	<p>In my opinion, the biggest challenges in promoting equality is promoting women's leadership as well as preparing families for this purpose. This is because the traditional roles of women are family caretakers or good mothers, not leaders. (Thailand respondent; quoted)</p> <p>Challenges that I face include cultural issues like patriarchy, which is dominant in Timor-Leste. However, some have begun to move away from patriarchal culture. (Timor-Leste respondent; quoted)</p>
Challenge to apply what I learn in the workplace [3]	<p>I have been elected as a member of my local administration council four times. For these elections, I won most of the votes. My biggest challenge is how to apply what I learn to my work by improving the way I work and think. It is important for me to prove that I can work as well as my male counterparts. (Thailand respondent; quoted)</p> <p>Application in my workplace especially in the dissemination of this information to the women in the rural areas. (Philippines respondent; quoted)</p> <p>How to assist agencies in operationalizing the provisions into concrete programmes of action (Philippines respondent; quoted).</p>
How to promote country's obligations through a concrete channel [1]	The biggest challenges I have faced is the system of promoting obligations that Thailand has committed through a concrete channel other than printing and distribution of material. In order to promote unity, eliminate discrimination and improve the current situation, different means should be considered.
How to raise awareness and disseminate information [1]	How to raise awareness within the community and workplace and disseminate information. [Timor-Leste respondent, quoted but grammar corrected]
Need to give more opportunity for women to speak in meetings [1]	Need more attention and give more importance to women's rights – during our meeting times, it is men who speak a lot and therefore there is need to give women the opportunity also. (Timor-Leste respondent; quoted but grammar corrected)
Men threatened by women's empowerment [1]	In reality, there are so many men who have very big egos and don't like to see women have the same positions they have. (Timor-Leste respondent; quoted but grammar corrected)
Resistance from some partners on CEDAW [1]	Resistance from some partners re. CEDAW due to allegations of some groups who say that it is anti-life, etc. (Philippines respondent; quoted)
More empowerment/key positions for women in government required [1]	There is minimum trust to our fellow women within our Ministry – especially when given work [to carry out]. Therefore, women should be empowered to take over some key positions within the Ministry. Our Minister is a woman and [there are] two women directors, but this is not enough. (Timor-Leste respondent; quoted)
Competing understandings of how to implement CEDAW [1]	The political and military crisis is a major challenge because there are differences of opinion – especially about the implementation of the CEDAW Convention. (Timor-Leste respondent; quoted)
Women sometimes discriminate against each other [1]	There is some discrimination among fellow women themselves because they have a very minimum understanding of each other. (Timor-Leste respondent; quoted)
On-going challenge for men to change behaviour [1]	All the activities that I have down (e.g., taking on household work) are a reflection of what I have learned. Before undertaking the training on CEDAW, I never did this kind of work, but now I have changed. Therefore, as a man there will be more challenges I am going to face in the future. (Timor-Leste respondent; quoted)

SURVEY SUB-THEMES		SELECTED EXAMPLES THAT ILLUSTRATE KEY THEMES
Challenges implementing new knowledge (work, personal life) (con't)		
Political situation in country is unstable [1]	The Timor-Leste situation is unstable. (Timor-Leste respondent; quoted)	
Policy inconsistencies with respect to protection of Muslim women [1]	Policy [not specified] inconsistent on women's rights protection among Muslim women. (Philippines respondent; quoted)	
Organization's mandate poses problems for gender advocacy [1]	I have asked our head in the organization what assistance we can share with victims of rape. I was expecting that we can help the victim in pursuing a case against the rapist, but I was told that our mandate is on advocacy only, not yet on documenting cases or helping a client. (Philippines respondent; quoted)	
Further support or strategies that would help transform knowledge into concrete action		
More CEDAW training overall would be beneficial [17]	<p>Please organize more trainings or seminars. The knowledge on women's rights (gender equality) is very important and should be extended to more people. (Thailand respondent; quoted)</p> <p>We need continuous support for trainings and workshop so that we can disseminate all information to our communities as well as share our knowledge with others in order to transform our communities. (Timor-Leste respondent; quoted)</p> <p>Training for families and close friends [would be beneficial]. (Timor-Leste respondent; quoted)</p> <p>UNIFEM should coordinate with all partners to implement the CEDAW Convention and organize training with all partners because there are several members of Rede Feto and other institutions that still have a very minimum knowledge on CEDAW. (Timor-Leste respondent; quoted)</p> <p>Need for more training on CEDAW and the OP [Optional Protocol] to more women members of our marginalized communities. (Philippines respondent; quoted)</p> <p>Enough training on how to do the research and documentations would be a great help. Simplifying the lessons learned from the training to make them more understandable to many people in the community would be helpful in our advocacy. (Philippines respondent; quoted)</p>	
More CEDAW training for officials [8]	<p>Information about CEDAW needs to continue for our community leaders and local authorities in order to increase their knowledge and also for the trainers, so they could be more respected. (Timor-Leste respondent; quoted)</p> <p>UNIFEM needs to work together with the INAP to facilitate trainings for all public servants on CEDAW so that each Ministry will understand CEDAW and [the importance] of not discriminating against women. (Timor-Leste respondent; quoted)</p> <p>I recommend that you facilitate more trainings for government officials, police, judiciary staff and especially to judges, prosecutors and lawyers. (Timor-Leste respondent; quoted)</p> <p>Information about CEDAW needs to continue for our community leaders and local authorities in order to increase their knowledge and also for the trainers, so they could be more respected. (Timor-Leste respondent; quoted)</p> <p>If possible invite directors of the institutions to take part in the training so the gender issue can be integrated and implemented within the institutions, otherwise only staff will understand the issue and [it will be] more challenging to convince the leaders. (Timor-Leste respondent; quoted)</p>	
More follow-up training/follow-up support would be useful [8]	An annual review should be conducted. In addition, updated information should be sent to participants through e-mail or other means to former participants. By being reminded regularly, the participants get a better idea about the concept. (Thailand respondent; quoted)	
UNIFEM programme must continue [3]	<p>There must be a continuation of the programme, especially on the report analysis and shadow reports. (Timor-Leste respondent; quoted)</p> <p>I hope UNIFEM Timor-Leste continues to organize the CEDAW programme until the 4th mandate because most women and society at large still need the assistance of UNIFEM to promote basic women's rights. Therefore, we hope the 4th programme of CEDAW will continue for the next few years. (Timor-Leste respondent; quoted)</p> <p>UNIFEM needs to continue this programme in order to influence men to eliminate all forms of discrimination. (Timor-Leste; quoted)</p>	

SURVEY SUB-THEMES	SELECTED EXAMPLES THAT ILLUSTRATE KEY THEMES
Further support or strategies that would help transform knowledge into concrete action (con't)	
More TOT courses would be beneficial [2]	We really need to have TOT trainings on CEDAW. This is very important because we require [dissemination] of the CEDAW Convention all over the country. Our trainers [need to] disseminate the information on CEDAW to all rural areas – especially to government authorities, NGOs, women’s groups, etc. (Timor-Leste respondent; quoted but grammar corrected)
More awareness around domestic violence and support for abused women [1]	I would like the community to improve awareness of domestic violence and victims of abuse to receive more support. (Viet Nam respondent; quoted but grammar corrected)
More support for community site visits to promote women’s human rights [1]	I would like to receive support for site visits to some target communities on the implementation of women’s rights. (Viet Nam respondent; quoted but grammar corrected)
Need to strengthen communications strategy around gender issues [2]	The strategy for communicating gender issues should be strengthened. (Viet Nam respondent; quoted but grammar corrected)
More documents in local language [2]	I would like to receive my documents in Vietnamese. (Viet Nam respondent; quoted but grammar corrected)
More opportunity to study women’s human rights and designated time to share new knowledge with students [1]	I would like to have more opportunity to further study this issue in a more enabling environment where I can share what I have learned with my students (for example, allocating time to discuss women’s rights within the teaching curriculum). (Viet Nam respondent; quoted but grammar corrected)
More opportunity to apply new knowledge [1]	After the training on CEDAW and the skills to draft a shadow report, I had the opportunity to participate in drafting an NGO report. It is important to have a chance to apply what we have learnt. This means the new knowledge should come together with the opportunity to practice it – including the opportunity to design programmed intervention projects with gender and women’s rights human rights perspectives. (Viet Nam respondent; quoted but grammar corrected)
More training for male judges [1]	There should be more training on CEDAW and gender [sensitivity] for male judges. (Viet Nam respondent; quoted)

SURVEY SUB-THEMES	SELECTED EXAMPLES THAT ILLUSTRATE KEY THEMES
Further support or strategies that would help transform knowledge into concrete action (con't)	
More discussion and exchange of information on current trends [1]	The best strategy is promoting discussion and exchange of information on current issues. (Thailand respondent; quoted)
Usefulness of writing project proposals for women's development [1]	The most impressive lesson for me is about writing project proposals for women's development. This helps me to think about new projects for women in my community. (Thailand respondent; quoted)
More women represented in local administrative office would be helpful [1]	In the past, our local administration organization usually worked on infrastructure only. This did not solve social issues or respond to community needs. Part of the problem is that we had very few women in the TAO. Since women have played significant roles in their community and family, having more women in local politics can enhance its work. (Thailand respondent; quoted)
More printed material or other documents would be helpful [1]	Printed material or other documents to update information. (Thailand respondent; quoted)
More user-friendly documents for dissemination would be helpful [2]	Popular materials that we can use in the dissemination of this information to the rural areas. User-friendly materials. (Philippines respondent; quoted)
More concrete programme activities would be beneficial [2]	<p>[The training] has an affect on our daily lives, but requires concrete programme activities in order to maintain sustainability – that is a big challenge for all of us. (Timor-Leste respondent; quoted)</p> <p>Would be good to hear concrete experiences and good practices from others who have applied CEDAW into their programmes and services. Good to know the 'theoretical' aspects, but better if substantiated by concrete examples. (Philippines respondent; quoted)</p>
Ensure both women and men understand CEDAW [1]	Men and women need to think together about their rights in their daily activities; explain CEDAW to both men and women. (Timor-Leste respondent; quoted but grammar corrected)
Increase public awareness through greater use of the media [2]	<p>Increase public awareness through radio programmes, TV and other promotional means, like posters, pamphlets and brochures. (Timor-Leste respondent; quoted)</p> <p>More media support to produce print, radio, TV plugs; more exposure to exhibits in malls. (Philippines respondent; quoted)</p>
More opportunity to share practices with other organizations [1]	Sharing of practices with other organizations whose line of work/advocacy is the same.
More funding support would be helpful [4]	<p>Funding supported [not elaborated on]. (Philippines respondent; quoted)</p> <p>More budget to popularize CEDAW in schools – among faculty and youth. (Philippines respondent; quoted)</p>

SURVEY SUB-THEMES	SELECTED EXAMPLES THAT ILLUSTRATE KEY THEMES
Further support or strategies that would help transform knowledge into concrete action (con't)	
More technical support would be helpful [4]	[More] technical assistance in preparation of inquiry/communications procedure. (Philippines respondent; quoted) More input regarding concluding comments and monitoring.
More strategies on how to apply CEDAW with respect to minority women [1]	Looking at strategies in using CEDAW among Muslim communities elsewhere. (Philippines respondent; quoted)
Other comments on training or its content	
Happy with training and appreciative [5]	I was very happy with the course and grateful for the opportunity to improve my awareness of human rights. (Viet Nam respondent; quoted but grammar corrected) Congratulation to the organizers and to the sponsors of the training. I LEARNED A LOT and I am now using this knowledge in my work as a PKKK [acronym not spelled out] member of the secretariat. (Philippines respondent; quoted)
CEDAW has been accepted by many, but some controversial areas remain [1]	CEDAW has been successfully 'mainstreamed' into the consciousness of the Philippine society – although some controversial areas, like reproductive health and violence against women, still needs to be advanced and promoted. (Philippines respondent; quoted)
More male participants would be beneficial [1]	There should be more male participants in the training so they can help disseminate information to the community about women's human rights. (Viet Nam respondent; quoted but grammar corrected)
More case studies and best practices [4]	There should be more case studies and best practices in the training. (Viet Nam respondent; quoted but grammar corrected) Regular updates on successful cases submitted to CEDAW. (Philippines respondent; quoted)
Language barrier was an issue during course [1]	Since the course was conducted by a foreign expert, the language barrier was sometimes an impediment to understanding and participating. (Viet Nam respondent; quoted but grammar corrected)
More examples of international experiences implementing CEDAW [1]	I would like to learn about more international experiences around CEDAW implementation. (Viet Nam respondent; quoted but grammar corrected)
Long-term follow-up on CEDAW training would be beneficial [1]	I would like to receive more information from an independent study or survey on the change in awareness and action with respect to gender equality after a specific period of time (about 10 years) in rural areas in the seven countries of SEAP. (Viet Nam respondent; quoted but grammar corrected)

SURVEY SUB-THEMES	SELECTED EXAMPLES THAT ILLUSTRATE KEY THEMES
Other comments on training or its content (con't)	
Training should be more context specific [2]	<p>Since the content of the course focused on theoretical issues and legal provisions, it should have included [specific] concerns for Viet Nam. For example, the retirement age, the treatment of female employees, kindergarten for children below three years old. (Viet Nam respondent; quoted but grammar corrected)</p> <p>The trainings are good, but if you organize it again, please adjust to our conditions, customs and traditional practices. (Timor-Leste respondent; quoted)</p>
Training should be provided to authorities [1]	If possible, the training should be provided to central and local authorities [as well]. (Viet Nam respondent; quoted)
More strategies around working collaboratively and sharing new knowledge with government [1]	Because the government is the key part of promoting women's rights, key strategies should include working collaboratively and sharing knowledge with them. (Thailand respondent; quoted)
Training should be in different locales (e.g., rural areas) [4]	<p>There should be more training on CEDAW in Viet Nam in different locations. Gender training and gender mainstreaming should be provided to people in mountainous areas. (Viet Nam respondent; quoted)</p> <p>It would be great if we could conduct more training in rural areas. I think this would motivate more women to be leaders. Not many people in remote areas have this opportunity and we should promote their participants. (Thailand respondent; quoted)</p> <p>We would like to recommend to government to implement CEDAW programme activities within the rural areas so that people in rural areas understand their basic rights. During these past years, discrimination and domestic violence is very high in the rural areas therefore these programme activities will lessen the quantity and will assist them to prevent any form of discrimination against women or men.</p>
Training courses should have fewer people [1]	I would like to have training with fewer participants. (Viet Nam respondent; quoted)
Invite women's activists to share ideas at training [1]	We should also invite prominent women's rights activists at the national level to share their ideas in these trainings, such as techniques to promote women's rights. (Thailand respondent; quoted)
More icebreakers would be beneficial [1]	I wish we had more icebreakers. There were too many things to learn in a short time. (Thailand respondent)
More public speaking training would be beneficial [1]	I think public speaking should be included. I think it is important for women to learn about this topic as well as interpersonal skills. Women should learn about the impact of their personality and how to act professionally [not specified how so]. (Thailand respondent; quoted)

SURVEY SUB-THEMES	SELECTED EXAMPLES THAT ILLUSTRATE KEY THEMES
Other comments on training or its content (con't)	
Training encouraged me to discuss importance of CEDAW with others [1]	The training [encouraged] me to discuss CEDAW articles, the history of CEDAW, why Timor-Leste ratified the CEDAW Convention, the CEDAW reporting process. I have [also] studied the CEDAW reports from other nations that have implemented the CEDAW Convention in order for Timor-Leste to learn from these nations. (Timor-Leste respondent; quoted)
More training on Optional Protocol would be helpful [1]	[Need to cover] principles and concepts of Optional Protocol [in training]. (Timor-Leste respondent; quoted)
More training on report-writing would be helpful [1]	[More training] on periodic report and its process. [More training] on shadow report – its objectives and consequences. (Timor-Leste respondent; quoted)
MISCELLANEOUS	
Organizations that provided training besides UNIFEM	
<ul style="list-style-type: none"> • Vietnamese Institute for Human Rights with support from UNIFEM [4] • Gender and Community Development Network (GENCOMNET) [1] • The Office of the Human Rights Commission [2] • Women and Family Affair Office/Association for Promotion of Lampang Women and Youth Development [1] • Women's Legal Bureau (WLB) [7] • CEDAW INAP COMORO [1] • IWRAP Asia Pacific [1] • Ombudsman office [1] • National Commission on the Role of Filipino Women (NCRFW) [1] • Al-Mujadilah Dev. Foundation [1] 	
Other relevant topics addressed in CEDAW training (different from those listed in survey)	
<ul style="list-style-type: none"> • Men as partners in fighting against domestic violence [1] • Domestic Violence Act [1] • Roles and responsibility and gender equality for good governance in local administration [1] • Case study of human rights violations of women in foreign countries [1] • CEDAW monitoring measures [1] • What is 'discrimination'? [1] • Increasing knowledge on violence against women and children [1] • Exhaustion of domestic remedies in changing judicial amendments in Philippine society [1] • Optional Protocol to CEDAW [2] • CEDAW and the situation of Muslim women [1] 	

Additional Appendices: Appendix IV

Progress towards Outcomes and Outputs

RESULT	INDICATORS	QUESTIONS/COMMENTS
IMPACT: More effective CEDAW implementation better contributes to the realization of women's human rights in seven Southeast Asian countries		
<p>OUTCOME 1.0: Increased awareness of women's human rights and deeper understanding of CEDAW by state organs and organized civil society groups, including women's NGOs</p>	<p>1.0A – Number and quality of applications of CEDAW in policy development, advocacy and training among the key duty bearers and claim holders demonstrate a higher level of information, knowledge and understanding towards the realization of women's human rights</p>	<p>Outcome 1.0 – Considerable evidence of progress when assuming that achievements under outputs do cumulatively contribute to progress towards the outcome.</p> <p>– Also indication of progress when measured against the outcome indicator. However (see also comments on the results framework), the indicator is better suited to capture evidence of increased capacity to apply knowledge of CEDAW (and thus progress towards Outcome 2), rather than merely greater awareness and knowledge of the Convention. The same applies to most indicators under Outcome 1</p>
<p>Output 1.1: Increased recognition of state obligations under CEDAW and its importance for guaranteeing women's human rights by States Parties, NGOs and other civil society organizations</p>	<p>1.1A – Number and quality of State Party reports and other key documents such as national plans, policies and strategies, laws and judgments that reflect commitment of duty bearers to implement CEDAW in general and for addressing CEDAW selected substantive areas</p> <p>1.1B – Extent of use of women's human rights/CEDAW by NGOs and other civil society organizations in their advocacy programmes and in guiding their services for claim holders</p>	<p>1.1A There is evidence of progress against the indicator; CEDAW SEAP reports that the Convention is now being endorsed in policy documents and proposals for legislative change and national strategic development plans.</p> <p>e.g., Cambodia – key gender concerns and strategies are being included in the National Strategic Development Plan and the Update Report on the Cambodian MDGs (Third Progress Report, p. 9).</p> <p>e.g., Thailand – the 10th National Plan for Women (2007–2011) reflected CEDAW principles and addressed issues identified by the Concluding Comments (Fifth Progress Report, p. 25).</p> <p>– Neither number nor quality of State Party reports and other key documents have been tracked systematically though.</p> <p>1.1B There is considerable progress against this indicator. For example:</p> <p>– CEDAW SEAP notes that NGOs in all seven countries have a better understanding of the Convention and are applying it in specific interventions, position papers, reports and activities designed to make their respective governments more accountable for CEDAW implementation.</p> <p>e.g., Philippines – some NGOs are using CEDAW to advocate for reproductive rights in the new gender equality law (Monitors Report, 2006, p. 7).</p>

RESULT	INDICATORS	QUESTIONS/COMMENTS
IMPACT: More effective CEDAW implementation better contributes to the realization of women's human rights in seven Southeast Asian countries		
<p>Output 1.2: Increased understanding by government and organized civil society groups on women's human rights situations and the extent to which discrimination persists</p>	<p>1.2A – Number and quality of gender analyses undertaken by governments or organized civil society to monitor and devise gender-responsive programmes that reflect rights orientation and use of CEDAW</p> <p>1.2B – Number of new initiatives by governments and organized civil society groups to eliminate discrimination against women using the CEDAW framework.</p> <p>1.2C – Public statements of government leaders, and policies, plans, programmes and judgments reflect understanding of the extent of gender discrimination including in the selected substantive areas</p>	<p>1.2A There is progress against this indicator.</p> <ul style="list-style-type: none"> • CEDAW SEAP reports that both government and NGOs have initiated research on discriminatory practices and attitudes towards women. <p>However, It is less clear whether the findings from these gender analyses were used to “monitor and devise gender-responsive programmes reflecting a rights orientation and use of CEDAW”.</p> <p>Various examples of research around gender discrimination were offered.</p> <p>e.g., Thailand – study reveals gender bias in judiciary system and used for advocacy purposes (Fifth Progress Report, p. 22).</p> <p>e.g., Cambodia – nation-wide study on domestic violence (Third Progress Report, p. 10).</p> <p>Neither number nor quality of gender analyses have been tracked systematically.</p> <p>1.2B Various examples of different governments eliminating discriminatory provisions from legal frameworks.</p> <p>e.g., Indonesia – following a review of legislation on women's participation in political and public life, the Department of Internal Affairs and eight main political parties began supporting recommendations for local and national amendments (Fourth Progress Report, p. 11).</p> <p>Various examples of NGOs newly integrating CEDAW into their advocacy work against discrimination.</p> <ul style="list-style-type: none"> • e.g., Cambodia, Indonesia, Thailand and Timor-Leste – campaigns now being carried out in all four countries with strong messages based on CEDAW and Committee recommendations, especially around ending violence against women (Third Progress Report, p. 15). <p>Note: This example was reported under Output 3.3 by CEDAW SEAP.</p> <p>Initiatives have not been systematically tracked by number or quality.</p> <p>1.2C Various examples from all countries, often related to data generated with support from CEDAW SEAP.</p> <p>e.g., Government of Thailand commits to doubling the number of women in the National Parliament, along with the development of a strategic plan on this issue by NGOs (Third Progress Report, p. 8).</p> <p>Not always evident how public statements are being attributed to CEDAW SEAP's work.</p>
<p>Output 1.3: Legislation reviewed to identify actions to harmonize the legal system with CEDAW by the government and civil society organizations</p>	<p>1.3A – Number of recommendations made by state organs or civil society organizations for policy and legislative action to eliminate discrimination against women</p>	<p>1.3A Partly achieved – legislation reviewed, in some cases leading to recommendations.</p> <p>e.g., Thailand – gender advocates and scholars review new Constitution and request that the gender equality provision is retained and strengthened (Fifth Progress Report, p. 23).</p> <p>e.g., Thailand – national women's machinery and gender advocates push for the passage of the new Domestic Violence Protection Act (Fifth Progress Report, p. 23).</p> <p>e.g., Viet Nam law review – promising tool that can lead to further action.</p> <p>The number of recommendations has not been tracked.</p>

RESULT	INDICATORS	QUESTIONS/COMMENTS
IMPACT: More effective CEDAW implementation better contributes to the realization of women's human rights in seven Southeast Asian countries		
<p>OUTCOME 2.0:</p> <p>Capacity of governments and organized civil society, including women's NGOs, to promote women's human rights under CEDAW strengthened at the national and regional levels</p>	<p>2.0A – Increased number of experts and trainers on CEDAW, and quality resource materials, are available at the national and regional level for access by state organs and civil society groups</p> <p>2.0B – Number and quality of use of CEDAW in national policies, programmes and advocacy in implementing women's rights and measuring programmes on international obligations</p>	<p>Outcome 2 – There seems to be mixed progress around this outcome.</p> <ul style="list-style-type: none"> • While CEDAW SEAP states there is “considerable progress” around capacity building, the CIDA Monitors are more cautious saying there is “promise” of success against the indicators. • They note that such progress is countered by various problems that undermine capacity building efforts (i.e., capacity building tends to be viewed as training and would have benefited from needs assessment prior to training). • Note: While no explicit definition of ‘capacity’ is offered by the programme, the PIP implies that capacity – at least with respect to officials in government organs/institutions – relates to “commitment, education, experience and authority to be effective experts/trainers and change agents to facilitate the implementation of CEDAW and women’s human rights” (p. 38) <p>2.0A There is strong evidence of progress against this indicator.</p> <ul style="list-style-type: none"> • There are more CEDAW resource people in government and civil society as well as a growing pool of country trainers. • There is also evidence of a wide variety of resource materials being developed in local languages. • As well, CEDAW is reflected in regular training materials of many CSOs and government training institutes. <p>Neither number of trainers nor of materials developed has been tracked systematically.</p> <p>2.0B There is progress against this indicator as evidenced by civil society and NGOs increasingly using CEDAW in programmes and advocacy. It is less clear what is meant by measuring programmes on international obligations (i.e., whether this refers to other obligations than CEDAW).</p> <ul style="list-style-type: none"> • Also evidence of governments using CEDAW to inform new policies, plans and legislation. • Number and quality of use of CEDAW has not been tracked systematically.
<p>Output 2.1: Expertise of a core group of legislators, executives and judges strengthened in using CEDAW to help guarantee women's human rights under CEDAW in selected substantive areas</p>	<p>2.1A – Number and quality of documents produced by legislators, executives and judges using CEDAW, the Concluding Comments or women's human rights principles in their work to advance women's rights</p> <p>2.1B – Number of government agencies in state organs (executive, legislature, judiciary) using CEDAW materials produced by the programme in their work</p>	<p>2.1A There is progress against this indicator.</p> <ul style="list-style-type: none"> • CEDAW SEAP notes that due to capacity-building efforts, legislators, judges and executive branch of government have applied CEDAW in important policy documents, laws, action plans and budgetary decisions. • Note: Most examples under Output 2.1 emphasize training and capacity building for legislators, executives and government with respect to CEDAW and gender equality; fewer examples of actual documents having been produced using CEDAW principles are given. • There are some examples though • e.g., Thailand – the national machinery and gender focal points of line ministries and departments formulated an Action Plan for the implementation of the National Plan for Women; it incorporates recommendations from the Concluding Comments (Fifth Progress Report, p. 25). <p>2.1 B There are various examples of MPs receiving training on CEDAW and one example of a handbook developed to train MPs, local people's councils and new legislators on CEDAW.</p> <ul style="list-style-type: none"> • Sometimes reference is made to the programme having a hand in producing these materials and other times it is less clear. <p>e.g., Cambodia – a package of CEDAW training materials specifically focusing on Cambodian MDGs was completed and used in a training of trainers for government and NGOs. Various Ministers shared these lessons to their colleagues (Fifth Progress Report, p. 26).</p> <p>The number of government agencies using CEDAW materials produced by the programme has not been tracked.</p>

RESULT	INDICATORS	QUESTIONS/COMMENTS
IMPACT: More effective CEDAW implementation better contributes to the realization of women's human rights in seven Southeast Asian countries		
<p>OUTPUT 2.2: Expertise of an expanded set of civil society organizations, including national and regional women's NGOs, enhanced in using CEDAW and the Optional Protocol in selected substantive areas for their advocacy and monitoring work</p>	<p>2.2A – Number of requests to national and regional women's NGOs to act as resource persons to civil society in each country</p> <p>2.2B – Number of civil society organizations using CEDAW, the Optional Protocol and the Concluding Comments, including submitting CEDAW shadow reports, in their advocacy and monitoring work</p> <p>2.2C – Evidence of women's NGOs and other targeted civil society organizations using CEDAW principles to influence mainstream policy processes including national action plans, legislative development, policy development, PRSPs and MDGs</p>	<p>Evidence of substantial progress against all three indicators.</p> <ul style="list-style-type: none"> Overall, the programme reports that NGO members trained by CEDAW SEAP have gained more recognition by government as well as other CSO as CEDAW experts. <p>2.2A Various examples of senior officials and local legislators requesting more training around CEDAW application in policy and lawmaking were mentioned (note: in some cases this was reported under Output 1.1 rather than Output 2.2).</p> <p>e.g., Indonesia – local legislators request resource persons to conduct session on CEDAW and women's human rights in the training course for judicial candidates (Fifth Progress Report, pp. 20-21).</p> <p>2.2B Various examples were given of NGOs preparing shadow reports and using CEDAW in advocacy and monitoring work.</p> <p>e.g., Viet Nam – NGOs prepare a shadow report for the first time (Monitors Report, 2006, p. 5).</p> <ul style="list-style-type: none"> Note: The above example was reported under Outcome 1). As far as directly using the Optional Protocol, this is still quite rare though CEDAW SEAP notes that NGOs and other civil society organizations are making greater use of CEDAW and the Protocol in their advocacy and monitoring efforts. <p>e.g., Philippines – the first CEDAW Optional Protocol case from the Southeast Asian region was filed by a Philippine woman in 2007. CEDAW SEAP supported women's NGOs in the country to file the case and prepare the necessary documentation (Fifth Progress Report, p. 15).</p> <p>2.2C There is substantial progress against this indicator as well.</p> <ul style="list-style-type: none"> Various examples were given of women's NGOs using CEDAW to influence legislation, national action plans and policies. <p>e.g., Thailand – women's advocates push to strengthen gender equality in the country's new Constitution (Fifth Progress Report, p. 23).</p> <p>e.g., Cambodia – women's NGOs, along with Ministry of Women's Affairs, formulated a National Plan of Action for the Prevention of Domestic Violence based on the human rights-based approach (Fifth Progress Report, p. 24).</p> <ul style="list-style-type: none"> Note: the Thai example was reported under Output 1.3.
<p>OUTPUT 2.3: An accessible, operational knowledge base established in the region with expertise on CEDAW implementation and the Convention's norms in selected substantive areas</p>	<p>2.3A – Number of experts institutions and resource material recorded in the database and directory of resource persons</p> <p>2.3B – Number and diversity of users of database and experts directory</p>	<p>Note: Although there was a focus on translating CEDAW-related information and resources into local languages, the indicators are not designed to capture this kind of progress.</p> <p>2.3A In 2007 it was reported that a large amount of resource materials on CEDAW and its application had been developed and that the materials would soon be made accessible through a micro site. It was noted that this would become the platform for sharing in the region. At the time of writing the report, the micro site is under development.</p> <p>2.3B No systematic tracking of website users.</p>
<p>OUTPUT 2.4: Regional NGOs capacity in using CEDAW as a framework to provide technical support to government and non-government sectors strengthened</p>	<p>2.4A – Number of regional NGO CEDAW experts (may include resource persons from 2.2A who are a part of the regional NGO network) selected as resource persons by governments and civil society organizations</p> <p>2.4B – Number of regional NGOs using CEDAW framework including materials produced by the programme in guiding their work</p>	<p>2.4A Difficult to determine – although the programme notes that progress was made in terms of reaching out to regional networks, improving linkages and supporting capacity development efforts (i.e., regional NGOs training members on CEDAW), there does not seem to have been any systematic tracking of the number of regional NGO CEDAW experts selected as resource persons by governments or CSOs.</p> <p>2.4B There is progress against this indicator, but again no systematic tracking.</p> <ul style="list-style-type: none"> Examples of success under this indicator include: <p>The regional NGO, Committee for Asian Workers, trains women leaders of workers associations on CEDAW (Fourth Progress Report, p. 16).</p> <ul style="list-style-type: none"> The specific type of CEDAW SEAP's support is not always clear.

RESULT	INDICATORS	QUESTIONS/COMMENTS
IMPACT: More effective CEDAW implementation better contributes to the realization of women's human rights in seven Southeast Asian countries		
<p>OUTCOME 3.0:</p> <p>Stronger political will and commitment to CEDAW implementation generated/strengthened by popularizing CEDAW and by helping to develop women's knowledge and capacity to claim their equal rights</p>	<p>3.0A – Number and quality of policies, programmes, systems and resource allocation for the implementation of CEDAW</p> <p>3.0B – Public statements of governments explicitly include commitment to concrete action to implement CEDAW</p> <p>3.0C – Number and quality of references to CEDAW in country documents including the CCA, UNDAF, MDGs, Beijing Platform for Action</p>	<p>There seems to be mixed progress around Outcome 3.</p> <ul style="list-style-type: none"> • While SEAP states that “solid results” have been achieved around Outcome 3 through combined outputs under Outcomes 1 and 2, the Monitors are more cautious. • They state that although there is some progress against Outcome 3, it is less strong than Outcomes 1 and 2 and its depth and sustainability are questionable. • The Monitors note, however, that stronger political will and commitment will follow as better understanding of capacity to advocate for CEDAW implementation is consolidated among stakeholders. • They further note that tangible evidence of women claiming their rights (i.e., through the legal system or political processes) will be slow to emerge. • There are no specific indicators around rights holders claiming their rights. • Note: Outcome 3 would have benefited by a clear definition of ‘political will.’ <p>3.0A – There is clear progress against this indicator.</p> <ul style="list-style-type: none"> • It was noted (under Outcome 2) that there are now new policies, plans and legislation informed by CEDAW in many programme countries. • In terms of resource allocation, this depends on how this is defined. There is evidence of government staff time being freed up to take part in CEDAW trainings and presumably funds for trainings, but no direct reference to resource allocation (i.e., funds) to implement CEDAW was found. <p>This indicator wasn't systematically tracked.</p> <p>3.0B – There is progress against this indicator. It was noted that during 2007, governments in all seven countries made public statements supporting CEDAW. e.g., Indonesia – Government calls press conference on outcome of CEDAW Committee Review (PMF 2007, p. 12).</p> <p>3.0C – Some progress around this indicator. CEDAW SEAP reports that workshops on CEDAW, the Beijing Platform for Action and the MDGs in almost all the countries at the national level, and in Indonesia, Lao PDR, the Philippines, Timor-Leste and Viet Nam at the provincial /district level, resulted in consensus on the need for gender equality targets across all the MDGs (Third Progress Report, p. 9).</p> <p>e.g., Cambodia – gender concerns and strategies are being implemented in the Cambodian MDGs.</p> <ul style="list-style-type: none"> • Again no systematic tracking (Third Progress Report, p. 9).
<p>OUTPUT 3.1:</p> <p>Increased awareness of CEDAW, its objectives and women's human rights among selected groups of general citizenry</p>	<p>3.1A – Qualitative and/or quantitative examples of increased awareness of CEDAW, its objectives and women's human rights among selected groups of general citizenry</p> <p>3.1B – Number and quality of media coverage referring to women's human rights</p>	<p>3.1A No evidence of and questionable if indicator should have been chosen.</p> <ul style="list-style-type: none"> • Programme documents infer that increased media coverage has heightened the awareness of the general citizenry, but no evidence to back this up. <p>3.1B No systematic tracking of but anecdotal examples of media initiatives. No information though on actual increase in numbers compared to before the programme.</p> <ul style="list-style-type: none"> • It was noted that journalists were trained to cultivate a clearer understanding of “substantive equality” and women's human rights, but no evidence if journalists were surveyed after training or newspaper stories examined to gauge success/change in this area.

RESULT	INDICATORS	QUESTIONS/COMMENTS
IMPACT: More effective CEDAW implementation better contributes to the realization of women's human rights in seven Southeast Asian countries		
<p>OUTPUT 3.2: Greater commitment to CEDAW implementation and timely reporting by States</p>	<p>3.2A – Number of government offices/ministries contributing to the reporting process annually</p> <p>3.2B – Number of consultations held with CSOs, including women's NGOs, on monitoring and reporting on CEDAW</p> <p>3.2C – Extent to which CEDAW reports are written by government officials</p> <p>3.2D – Number of countries signed Regional CEDAW Declaration and an agenda for action</p>	<p>3.2A There is evidence from all seven countries of increased numbers of government offices/ministries having contributed to the reporting process. However, actual numbers not tracked systematically.</p> <p>3.2B Progress was not systematically tracked, but it was noted that government consultations with CSOs and women's NGOs around monitoring and reporting had increased due to the programme.</p> <ul style="list-style-type: none"> • Various examples given of government and CSOs/NGOs collaboration around CEDAW reports. <p>e.g., Lao PDR – for the first time, CSO representatives were invited by the national women's machinery to discuss the draft CEDAW report and provide input (Monitors Report, 2007, p. 5).</p> <p>3.2C Indicator is vague and only implies that the respective alternative it is measured against is the option of having the report written by (international) outside experts.</p> <ul style="list-style-type: none"> • It was noted that governments in the participating countries are more interested in preparing and presenting the "best possible" CEDAW reports due to the programme. <p>3.2D – Not clear whether this refers to the ASEAN declaration or to something else.</p>
<p>Output 3.3: Strengthened commitment by women's NGOs and other civil society organizations to supporting women's ability to claim their human rights</p>	<p>3.3A – Number and quality of women's NGOs and civil society advocacy and service delivery programmes using CEDAW to support women's ability to claim their rights</p>	<p>3.3A Some examples of NGOs using (or trying to use) CEDAW in their work other than participation in shadow report.</p> <p>e.g., Thailand – hill-tribe women's network delivers forums for women and their communities on CEDAW (Fourth Progress Report, p. 19).</p> <p>e.g., Cambodia, Indonesia, Thailand and Timor-Leste – organized campaigns on increasing women's political participation and ending gender violence (Third Progress Report, p. 15).</p> <ul style="list-style-type: none"> • No systematic tracking of numbers or quality of programmes. • Seems that progress is that organizations now ask the question how they can do this.
<p>OUTPUT 3.4: Effective partnerships between governments, organized civil society and United Nations agencies for CEDAW implementation and monitoring formed/strengthened</p>	<p>3.4A – Number and quality of references to CEDAW as the defining framework for advancing gender equality in United Nations country documents</p> <p>3.4B – Number of policy dialogues and consultations on women's human rights that include both state organs and civil society</p> <p>3.4C – Extent of influence of women's NGOs and other targeted civil society organizations on mainstream policy processes including national action plans, legislative development, policy development and MDGs</p> <p>3.4D – Number of CEDAW SEAP activities implemented using joint resources of state organs, civil society, United Nations agencies or donor agencies</p>	<p>3.4A Progress documented through various examples Not systematically tracked by number and quality.</p> <p>e.g., UNDP and UNICEF revised their Country Programme Action Plans and work plans to include specific WHR strategies and indicators – in effect, mainstreaming support to CEDAW implementation in other agency programmes (Fifth Progress Report, pp. 40, 41-42).</p> <p>3.4B Examples in all countries</p> <p>e.g., Philippines – local women's NGOs and provincial governments discussed issues relating to implementation of Concluding Comments, with emphasis on how to eliminate discrimination against marginalized women through legislative and policy reform (Fifth Progress Report, p. 40).</p> <p>3.4C Various examples. Not always clear to what extent attributable to UNIFEM.</p> <p>e.g., Cambodia – women's NGOs, along with Ministry of Women's Affairs, formulated a National Plan of Action for the Prevention of Domestic Violence based on the human rights-based approach (Fifth Progress Report, p. 24).</p> <p>3.4D Several examples, especially collaboration with the United Nations and other donors. Not sure how that is indicator of political will. Lots of examples of collaboration with civil society, often without UNIFEM being a donor.</p> <p>e.g., UNIFEM is joining the development of various joint programmes such as the Joint Programme on Gender Equality in Viet Nam and bringing the attention of other agencies the state's obligations to CEDAW and Concluding Comments (Fifth Progress Report, p. 42).</p>

Additional Appendices: Appendix V

CEDAW SEAP Performance Measurement Framework Analysis²²

General comment: While a large number of indicators include a quantitative part (i.e., ‘number and quality of...’), there has been no systematic tracking of quantitative data under any indicator, as was confirmed in an e-mail from the UNIFEM SEAP Programme Manager. This observation raises a number of questions regarding (i) the extent to which current indicators have been useful for actual planning and monitoring purposes, and (ii) the extent to which indicators have been reviewed during programme progress to ensure that they are relevant and useful.

RESULT	INDICATORS	QUESTIONS/COMMENTS
IMPACT: More effective CEDAW implementation better contributes to the realization of women’s human rights in seven Southeast Asian countries		
<p>OUTCOME 1.0:</p> <p>Increased awareness of women’s human rights and deeper understanding of CEDAW by state organs and organized civil society groups, including women’s NGOs</p>	<p>1.0A – Number and quality of applications of CEDAW in policy development, advocacy and training among the key duty bearers and claim holders demonstrate a higher level of information, knowledge and understanding towards the realization of women’s human rights</p>	<p>1.0A) How is the indicator different from indicators 2B and 3A? How is it different from/relate to 1.1A?</p> <p>The indicator (and those at output level) is not helpful for illustrating in what ways “awareness raising/increased understanding” is different from “enhanced capacities” under Outcome 2.</p> <ul style="list-style-type: none"> • Additionally, the indicator does not define the term “quality”, which makes measurement difficult. This ambiguous term is mentioned 11 times throughout the PMF. • Best practices literature states that indicators should be phrased as specifically as possible to facilitate measurement. <p>Outcome statement: This outcome has two components, (i.e., increased awareness of women’s human rights and deeper understanding of CEDAW), making it a double-barrelled outcome. This in turn makes measurement more complex than necessary as indicators need to capture both kinds of change.</p> <p>“Increased awareness” is usually seen as an output (i.e., short-term change) in PMFs rather than an outcome (i.e., mid-term change).</p>
<p>Output 1.1:</p> <p>Increased recognition of state obligations under CEDAW and its importance for guaranteeing women’s human rights by States parties, NGOs and other civil society organizations</p>	<p>1.1A – Number and quality of State Party reports and other key documents such as national plans, policies and strategies, laws and judgments that reflect commitment of duty bearers to implement CEDAW in general and for addressing CEDAW selected substantive areas</p> <p>1.1B – Extent of use of women’s human rights/CEDAW by NGOs and other civil society organizations in their advocacy programmes and in guiding their services for claim holders</p>	<p>1.1A) How does this indicator relate to indicators 1.0A, 2.0B and 3.0B?</p> <p>The indicator refers to ‘commitment’ (which at the outcome level is addressed under Outcome 3) rather than awareness/recognition of obligations. If awareness and commitment are considered to be significantly different – as is implied by the outcome structure – then these terms should be used distinctively at all levels.</p> <p>1.1 B) How is this indicator different from 1.2B and 2.2B?</p>

²² Throughout the evaluation we have used and refer to the version of the PMF that has been used in CEDAW SEAP’s progress reports to CIDA, which differs slightly from the framework included in the programme PIP.

RESULT	INDICATORS	QUESTIONS/COMMENTS
IMPACT: More effective CEDAW implementation better contributes to the realization of women's human rights in seven Southeast Asian countries (con't)		
Output 1.2: Increased understanding by government and organized civil society groups on women's human rights situations and the extent to which discrimination persists	<p>1.2A – Number and quality of gender analyses undertaken by governments or organized civil society to monitor and devise gender-responsive programmes that reflect rights orientation and use of CEDAW</p> <p>1.2B – Number of new initiatives by governments and organised civil society groups to eliminate discrimination against women using the CEDAW framework</p> <p>1.2C – Public statements of government leaders, and policies, plans, programmes and judgments reflect understanding of the extent of gender discrimination including in the selected substantive areas</p>	<p>1.2B) How is this indicator different from 1.1B, 2.2B and 3.3A?</p> <p>Is this indicator suited to track increased understanding or does it actually refer to enhanced capacities (i.e., the application of knowledge and understanding)?</p>
Output 1.3: Legislation reviewed to identify actions to harmonize the legal system with CEDAW by the government and civil society organizations	<p>1.3A – Number of recommendations made by state organs or civil society organizations for policy and legislative action to eliminate discrimination against women</p>	<p>The output statement merges the 'how' of planned interventions with the intended change. Wording is awkward and pulls attention to the 'how' (i.e., the review of legislation) rather than to the actual result (i.e., the harmonization of legal systems with CEDAW).</p> <p>Question if this is an output or rather an outcome level result.</p>
OUTCOME 2.0: Capacity of governments and organized civil society, including women's NGOs, to promote women's human rights under CEDAW strengthened at the national and regional levels	<p>2.0A – Increased number of experts and trainers on CEDAW, and quality resource materials, are available at the national and regional level for access by state organs and civil society groups</p> <p>2.0B – Number and quality of use of CEDAW in national policies, programmes and advocacy in implementing women's rights and measuring programmes on international obligations</p>	<p>2.0A) This is a double-barrelled indicator (i.e., increased number of experts and trainers and quality of resource materials) referring to two different kinds of changes. This complicates effective measurement of either change.</p> <p>2.0B) How is this indicator different from indicators 1 A and 3A?</p>
Output 2.1: Expertise of a core group of legislators, executives and judges strengthened in using CEDAW to help guarantee women's human rights under CEDAW in selected substantive areas	<p>2.1A – Number and quality of documents produced by legislators, executives and judges using CEDAW, the concluding comments or women's human rights principles in their work to advance women's rights</p> <p>2.1B – Number of government agencies in state organs (executive, legislature, judiciary) using CEDAW materials produced by the programme in their work</p>	<p>Output statement: "Expertise in using CEDAW" is not defined here or elsewhere, but merely implied.</p> <p>2.1B) Neither number nor quality (though not mentioned here) of use of CEDAW materials has been tracked systematically. Given the large number of materials produced by the programme, evidence of selected exemplary cases of usage might have been a more useful indicator.</p>

RESULT	INDICATORS	QUESTIONS/COMMENTS
IMPACT: More effective CEDAW implementation better contributes to the realization of women's human rights in seven Southeast Asian countries (con't)		
<p>Output 2.2: Expertise of an expanded set of civil society organizations, including national and regional women's NGOs, enhanced in using CEDAW and the Optional Protocol in selected substantive areas for their advocacy and monitoring work</p>	<p>2.2A – Number of requests to national and regional women's NGOs to act as resource persons to civil society in each country</p> <p>2.2B – Number of civil society organizations using CEDAW, the Optional Protocol and the concluding comments, including submitting CEDAW shadow reports, in their advocacy and monitoring work</p> <p>2.2C – Evidence of women's NGOs and other targeted civil society organizations using CEDAW principles to influence mainstream policy processes including national action plans, legislative development, policy development, poverty reduction strategy papers (PRSPs) and the MDGs</p>	<p>2.2B) How is this indicator different from indicators 1.2B and 3.3A?</p>
<p>Output 2.3: An accessible, operational knowledge base established in the region with expertise on CEDAW implementation and the Convention's norms in selected substantive areas</p>	<p>2.3A – Number of experts institutions and resource material recorded in the data base and directory of resource persons</p> <p>2.3B – Number and diversity of users of database and experts directory</p>	<p>2.3B) To our knowledge, this has not been tracked systematically.</p>
<p>Output 2.4: Regional NGOs capacity in using CEDAW as a framework to provide technical support to government and non- government sectors strengthened</p>	<p>2.4A – Number of regional NGO CEDAW experts (may include resource persons from 2.2A who are a part of the regional NGO network) selected as resource persons by governments and civil society organizations</p> <p>2.4B – Number of regional NGOs using CEDAW framework including materials produced by the programme in guiding their work</p>	<p>2.4A) Is the indicator suited to actually track enhanced capacities of regional NGOs to use CEDAW? It appears rather to measure the extent to which others (NGOs and governments) are aware of existing regional expertise and are willing to use it.</p>
<p>OUTCOME 3.0: Stronger political will and commitment to CEDAW implementation generated/strengthened by popularizing CEDAW and by helping to develop women's knowledge and capacity to claim their equal rights</p>	<p>3.0A – Number and quality of policies, programmes, systems and resource allocation for the implementation of CEDAW.</p> <p>3.0B – Public statements of governments explicitly include commitment to concrete action to implement CEDAW</p> <p>3.0C – Number and quality of references to CEDAW in country documents including the CCA, UNDAF, MDGs, Beijing Platform for Action</p>	<p>The outcome statement basically rephrases the impact level result. Also, it combined the 'how' with the 'what'.</p> <p>It is not clear how the subordinated outputs contribute to the outcome – e.g., in what ways the different outputs will help to "develop women's knowledge and capacity to claim their equal rights".</p> <ul style="list-style-type: none"> • As well, how is "political will" different from "commitment"? • "Political will" is a term that needs to be unpacked. For example, whose political will is under consideration? Is it individual, group, institutional or systemic? How can political will be assessed comparatively over time? <p>3.0A) How is this indicator different from indicators 1A and 2B (other than in 'resource allocation' part)?</p> <p>3.0B) This is a 'tricky' indicator, as one challenge in CEDAW implementation has been/is the gap between verbal commitment and actual action.</p> <p>This indicator could just as well be used to demonstrate increased awareness/ acknowledgement of CEDAW under Outcome 1.</p>

RESULT	INDICATORS	QUESTIONS/COMMENTS
Impact: More effective CEDAW implementation better contributes to the realization of women's human rights in seven Southeast Asian countries (con't)		
Output 3.1: Increased awareness of CEDAW, its objectives and women's human rights among selected groups of general citizenry	<p>3.1A – Qualitative and/or quantitative examples of increased awareness of CEDAW, its objectives and women's human rights among selected groups of general citizenry</p> <p>3.1B – Number and quality of media coverage referring to women's human rights</p>	<p>Output statement: Why has this result been placed under Outcome 3 and not under Outcome 1, which relates to awareness raising?</p> <p>3.1 A) Positive that the indicator has been limited to exploring examples of increased awareness. To our knowledge this has not been tracked, however.</p> <p>3.1B) Again, based on our information this has not been tracked systematically.</p>
Output 3.2: Greater commitment to CEDAW implementation and timely reporting by States	<p>3.2A – Number of government offices/ministries contributing to the reporting process annually</p> <p>3.2B – Number of consultations held with CSOs, including women's NGOs, on monitoring and reporting on CEDAW</p> <p>3.2C – Extent to which CEDAW reports are written by government officials</p> <p>3.2D – Number of countries signed Regional CEDAW Declaration and an agenda for action</p>	<p>Output statement: Another 'double-barrelled' result, that in addition mixes two different levels of results: its first part repeats the outcome (greater commitment to CEDAW implementation), while the second part refers to a very specific aspect of CEDAW implementation (timely reporting).</p> <ul style="list-style-type: none"> Indicators 3.1A, 3.2B, and 3.2C are largely dependent on changes envisaged under outputs related to Outcomes 1 and 2 – confirming the impression that Outcome 3 may actually describe higher level results than the other outcomes. <p>3.2C) Extent to which CEDAW reports are written by government officials – as compared to what?</p>
Output 3.3: Strengthened commitment by women's NGOs and other civil society organizations to supporting women's ability to claim their human rights	<p>3.3A – Number and quality of women's NGOs and civil society advocacy and service delivery programmes using CEDAW to support women's ability to claim their rights</p>	<p>Output statement – Awkward results statement as it implies that women's NGOs commitment to support women's ability to claim their rights has been weak before. (What have they been committed to if not that?)</p> <p>3.3A) How is this indicator different from 1.2B and 2.2B?</p> <p>To our knowledge, the actual number of programmes has not been tracked (either at baseline or during implementation), and it is questionable whether the programme would have been able or should have attempted to do so.</p>
Output 3.4: Effective partnerships between governments, organized civil society and United Nations agencies for CEDAW implementation and monitoring formed/strengthened	<p>3.4A – Number and quality of references to CEDAW as the defining framework for advancing gender equality in United Nations country documents</p> <p>3.4B – Number of policy dialogues and consultations on women's human rights that include both state organs and civil society</p> <p>3.4C – Extent of influence of women's NGOs and other targeted civil society organizations on mainstream policy processes including national action plans, legislative development, policy development and the MDGs</p> <p>3.4D – Number of CEDAW SEAP activities implemented using joint resources of state organs, civil society, United Nations agencies or donor agencies</p>	<p>3.4B) How is this indicator different from 3.2 B?</p> <p>3.4C) Is this an output level indicator? Would this not be an outcome or even impact level indicator?</p> <p>3.4D) Again, while the indicator implies that actual numbers will be tracked, this has, to our knowledge, not happened.</p>

Additional Appendices: Appendix VI

List of Legal Frameworks Drafted/Amended with Support from CEDAW SEAP

COUNTRY	LAWS, POLICIES AND OTHER NATIONAL FRAMEWORKS
Cambodia	National Plan of Action for the Prevention of Domestic Violence and Protection of Victims (2007)
Indonesia	Amendment to the Law on Political Parties (2007) requiring new political parties to have at least 30 per cent of membership and 30 per cent of all political appointments be women A law on general elections expected to be adopted in 2008
Lao PDR	Draft Gender Equality Law and National Strategy for the Advancement of Women (2006) (current status unknown)
Philippines	New Gender Equality Law ('Magna Carta of Women') uses CEDAW as framework (2006)
Thailand	Constitution (2007) includes more gender equality provisions than the previous document, and representatives from women's groups referred to CEDAW principles and state obligations in proposing key articles The Protection of Victims of Domestic Violence Act (2007) Amendment of discriminatory laws providing gender-responsive legislation (Penal Code, Civil Code) in response to issues raised in the CEDAW Committee Concluding Comments in 2006
Timor-Leste	NA for period under review (2004–2007). However: The Timorese State of the Nation report currently being drafted has included the country's CEDAW report as one of its data sources – following advice from UNIFEM and SEPI.
Viet Nam	Draft Gender Equality Law (2005/06) defines gender equality per CEDAW and sets implementation mechanisms, roles and responsibilities in accordance with CEDAW provisions Law on Domestic Violence (2007) – UNIFEM provided technical inputs to the drafting process

Additional Appendices: Appendix VII

Selected Financial Data

Comparison of Planned to Actual Project Costs

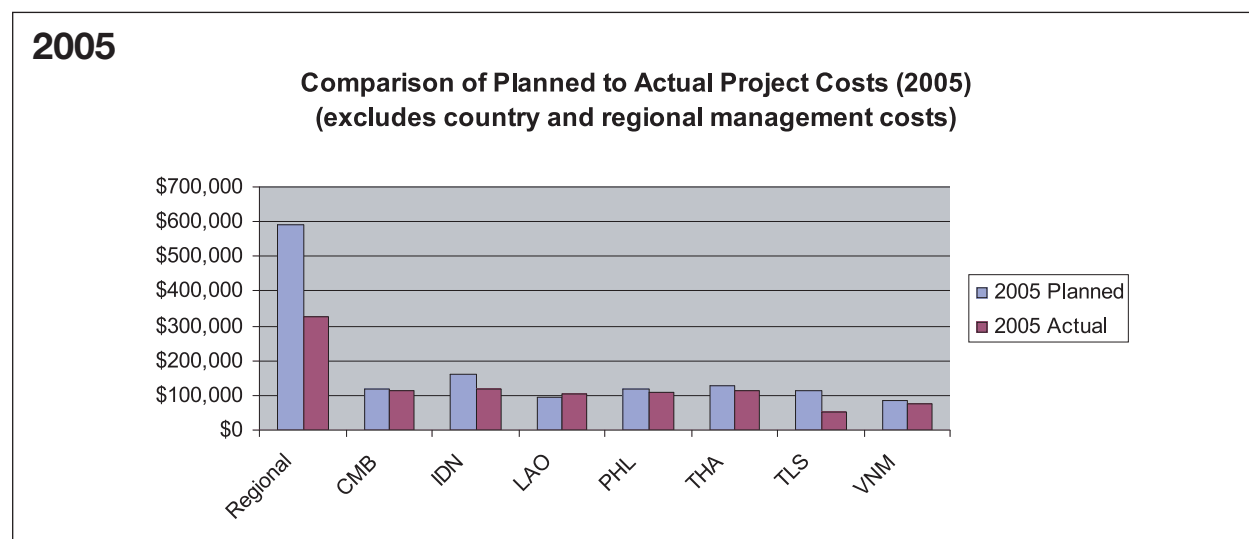
The following table shows overall actual expenditures²³ vs. planned expenditures²⁴ from 2005–2007, including by the regional office and all countries in the CEDAW SEAP programme. Activity costs and the standard UNIFEM 7 per cent support cost charge have been included in these calculations, while regional and country management costs have been excluded. Actual spending as a percentage of planned spending has declined slightly from 71 per cent in 2005 to 67 per cent in 2007.

All figures are in US dollars.

PLANNED VS. ACTUAL EXPENDITURES IN ALL COUNTRIES AND FOR THE REGION

	2005	2006	2007
Planned	\$1,417,377	\$2,191,652	\$1,936,053
Actual	\$1,011,417	\$1,452,685	\$1,289,361
Percentage Spent of Planned	71.4%	66.3%	66.6%

The following three graphs show a more detailed breakdown of the information above. They show a comparison of planned vs. actual spending, by year and by country/region. Again, the standard UNIFEM 7 per cent support cost charge has been included in these calculations, while regional and country management costs have been excluded.

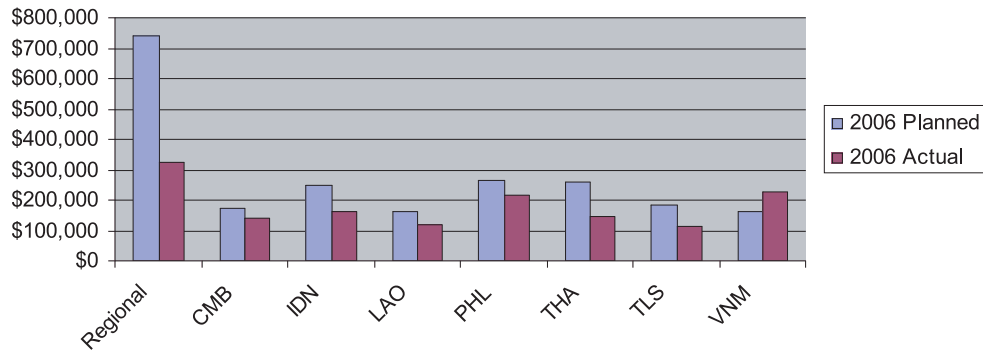


²³ Based on the SEA CEDAW Programme Cumulative Breakdown of Income/Expenditure by Project: Financial Report at 31 December 2005, Financial Report at 31 December 2006, and Interim Financial Report for the period 1 January – 31 December 2007.

²⁴ Based on Project Implementation Plan, June 2005 Final: Budget for 2005 (99); Annex 3: CEDAW SEAP Budget for year 2006; and CEDAW SEAP Budget 2007-Mar 2009.xls. [OK?]

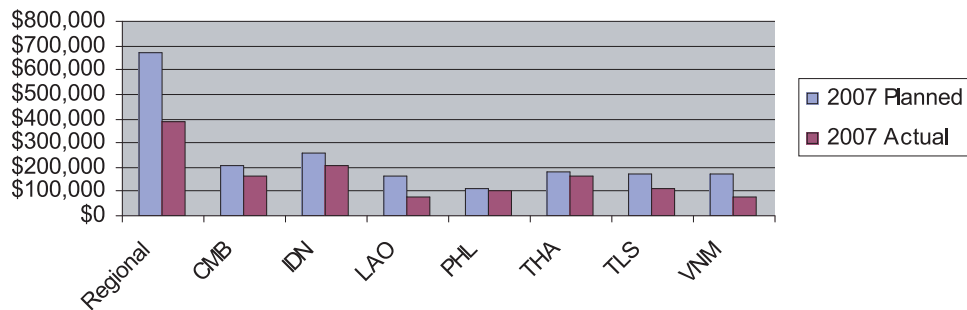
2006

**Comparison of Planned to Actual Project Costs (2006)
(excludes country and regional management costs)**



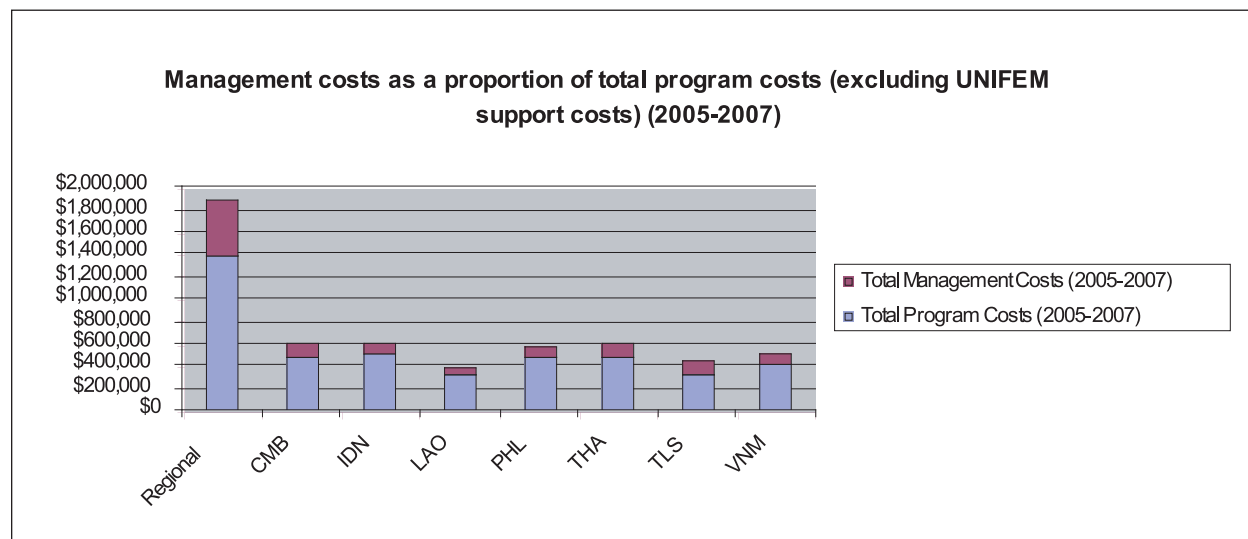
2007

**Comparison of Planned to Actual Project Costs (2007) (excludes
country and regional management costs)**



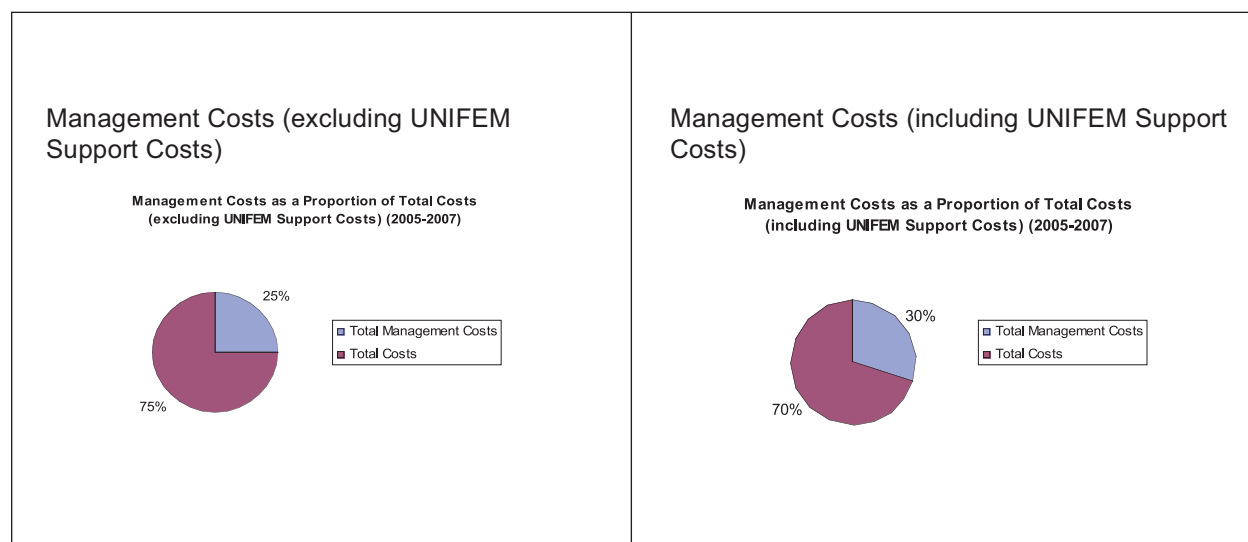
Comparison of Management to Activity Costs

In the proposed programme budget for 2005–2008, regional and country direct management costs as a percentage of total project costs were intended to be between a high of 28 per cent (Lao PDR) and a low of 17 per cent (Indonesia), accounting for 24 per cent overall. In terms of actual expenditures over the years 2005–2007, management costs have ranged from an average of 36 per cent (region) to an average of 14 per cent (Indonesia). Overall, 25 per cent of programme expenditures have been used for management purposes, slightly higher than the proposed 24 per cent. The chart below shows the proportion of management costs to total programme costs by country/region from 2005–2007.



Indirect Management Costs (UNIFEM Support Costs)

UNIFEM ‘Support Costs’ are calculated at 7 per cent of project expenditure for each year, and represent an overhead charge that UNIFEM (and all UN agencies) make to all donor funded programmes. They cover the indirect costs that the organization incurs in managing the funding from the donor. CEDAW SEAP excludes UNIFEM Support Costs from its calculations of management vs. activity costs, as we have done above. However, if these costs are included management costs then rise from 25 per cent to an overall average of 30 per cent.



Additional Appendices: Appendix VIII

List of Evaluation Findings

- Finding 1: CEDAW SEAP has been and remains highly relevant within the global, regional and national contexts for CEDAW implementation.
- Finding 2: CEDAW SEAP has been highly relevant in terms of the respective mandates of UNIFEM and CIDA and – to varying degrees – their strategic priorities.
- Finding 3: CEDAW SEAP has made significant contributions towards enhancing the enabling environment for implementation of CEDAW in all seven countries.
- Finding 4: Consulted stakeholders widely agree and emphasize that the full implementation of CEDAW across sectors and levels of society is a long-term process that will require considerable time.
- Finding 5: CEDAW SEAP has made progress against all of its intended outputs. As not all output indicators have been systematically tracked, however, it is difficult to assert to what extent some outputs have been achieved.
- Finding 6: There is broad evidence that output level results have contributed to significant progress towards outcomes. Assessing the nature and extent of achievements under Outcome 3 has been difficult, however, as the current outcome statement implies impact rather than outcome level changes.
- Finding 7: CEDAW SEAP has successfully supported activities and achievements in two of its three chosen substantive areas.
- Finding 8: The ability of CEDAW SEAP to respond to emerging opportunities and its work in a variety of different, yet partly similar, national contexts in the same region have contributed to achieving some unintended or initially unexpected results.
- Finding 9: The concept of sustainability in the specific context of CEDAW implementation underlying the work of CEDAW SEAP has largely remained implicit. This has somewhat limited the opportunity for systematic learning from programme implementation, but also for ‘showcasing’ the actual range of actions UNIFEM has undertaken that are likely to contribute to the sustainability of results.
- Finding 10: Several of CEDAW SEAP’s achievements, especially at the output level, are likely to require no or only minimal further technical support from UNIFEM. Many, however, will probably require at least some financial support in order to be sustained. Contextual factors are likely to pose considerable challenges to the sustainability of most results.
- Finding 11: Many aspects of CEDAW SEAP’s overall design have shown themselves to be effective and relevant in terms of furthering the implementation of the Convention. The programme’s complexity and very ambitious scope have provided both opportunities and challenges for UNIFEM.
- Finding 12: With regards to the (potential) value added by the programme’s regional approach, there would have been considerably more room for both UNIFEM and CIDA to make their respective underlying assumptions more explicit.
- Finding 13: Understanding in UNIFEM of ‘capacity’ and ‘capacity development’ in the context of CEDAW implementation has not been fully made explicit. This has somewhat limited the ability of CEDAW SEAP to capture and learn from related experiences and achievements.

- Finding 14: The overall approach taken by UNIFEM to CEDAW SEAP implementation has been widely acknowledged as having been responsive to, and respectful of, the different needs and priorities of its partners. In the context of having to account for timely delivery of results, this approach has also posed some difficulties for UNIFEM.
- Finding 15: The partnership choices made by UNIFEM under CEDAW SEAP have been strategic and effective in terms of furthering progress towards increased CEDAW implementation. In some cases, individual partnerships appear to have more inherent potential than has been brought to bear to date.
- Finding 16: UNIFEM has strategically used the CEDAW reporting process to facilitate progress towards results. Experiences gained under CEDAW SEAP have confirmed and further illustrated the potential of this process to generate and sustain a momentum for positive change.
- Finding 17: The overall approach of UNIFEM to programme management with a regional office and seven country-based teams of national staff has been effective and appropriate.
- Finding 18: Several changes of the Regional Programme Manager and extended vacancies in the position have led to gaps in programme oversight and strategic guidance.
- Finding 19: There is room for further exploring and defining the potential role of UNIFEM Headquarters in terms of providing strategic guidance to CEDAW SEAP and/or similar complex programmes.
- Finding 20: UNIFEM has made visible efforts towards the meaningful application of RBM principles and tools throughout CEDAW SEAP implementation. The programme experience raises general questions regarding the application of RBM as a truly iterative management tool.
- Finding 21: CEDAW SEAP has compiled concise, informative and reader-friendly progress reports that make visible efforts to focus upon results rather than activities. To date however, its efforts to systematically track the longer-term effects – especially of its capacity development support on different partners – have been limited.
- Finding 22: Despite a number of positive steps taken in this regard, the vast potential for learning inherent in CEDAW SEAP has only been partly tapped into to date.

Additional Appendices: Appendix IX

List of Recommendations

- Recommendation 1: UNIFEM should continue its targeted support for CEDAW implementation in Southeast Asia. A second phase of CEDAW SEAP should focus on selected, realistic, clearly defined priorities chosen in light of the corporate mandate of UNIFEM and its regional priorities and strengths.
- Recommendation 2: UNIFEM should ensure that the design for CEDAW SEAP Phase II systematically supports ongoing learning on CEDAW implementation and other strategically relevant issues.
- Recommendation 3: UNIFEM should ensure that key assumptions and concepts relevant for its corporate programming are made more explicit.
- Recommendation 4: UNIFEM should explore how it can further enhance its use of RBM as a flexible and meaningful management tool.
- Recommendation 5: UNIFEM should approach CIDA and other potential donors to jointly explore whether and under what parameters the respective agency would be interested, willing and able to support a second phase of CEDAW SEAP, or parts thereof.

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