Evaluation Report

United Nations Trust Fund in Support of Actions to Eliminate Violence against Women

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Evaluation Unit
2009

Foreword

This report presents the results of the evaluation of the *United Nations Trust Fund in Support of Actions to Eliminate Violence against Women*. Its importance is closely related to the current growing global momentum on ending violence against women and girls, including the General Assembly Resolutions from 2006 and 2007 on *Intensification of Actions to Eliminate Violence Against Women* and most recently, with the launch of the Secretary-General's Campaign 'UNiTE to end violence against women'.

Violence against women and girls is a problem of pandemic proportions and one of the most widespread human rights violations in the world. There is an increasing commitment by governments and donors to respond to this huge problem, evidenced by the adoption of a growing number of national policies and laws, and increased resources being made available for programme implementation – including for the UN Trust Fund (UNTF).

Established in 1996 by a UN General Assembly Resolution, the UN Trust Fund in Support of Actions to Eliminate Violence against Women is a multilateral mechanism supporting national efforts to end violence against women and girls. It is administered by UNIFEM on behalf of the UN System and follows an inter-agency consultative mechanism at global and subregional levels comprised of UN sister agencies, non-governmental organizations and other experts constituted in Programme Appraisal Committees (PAC). Between 2005 and 2008 the UNTF developed a strategy intended to strengthen the effectiveness of the Fund in different aspects related with its impact on laws and policies, broader involvement of stakeholders, more efficient management and broader generation of knowledge and resources.

The evaluation analyses the effectiveness, efficiency and relevance of the UN Trust Fund Strategy from both a global perspective and at country level through a selected number of case studies in Bulgaria, Cameroon, Ecuador, Haiti, India, Nepal, Rwanda, and Ukraine to evaluate UN Trust Fund projects in the field.

The evaluation process took place between December 2008 and November 2009. It was managed by the UNIFEM's Evaluation Unit and commissioned to an external and independent evaluation team. It benefited from the continuous inputs of a reference group composed of the UNTF Secretariat, UNIFEM's Ending Violence Against Women section, UNIFEM focal points in sections and subregional offices, and members of the PAC. It also counted inputs from donors who were able to provide comments at different stages of the evaluation process. The Evaluation Unit would like to thank all these contributors without whom this exercise would not have been successfully completed. We also extend our gratitude to all the staff, grantees, civil society organizations' representatives, government officials and UN organizations who agreed to participate in interviews, surveys and focus groups for their valuable time and contributions. Special thanks to the evaluation team for their dedication - the team leader, Marie-Hélène Adrien and team members Elisabetta Micaro, Magda Seydegart, Suzanne Laberge, the re-

search assistants Emilie Peter and Kim McGrath, and the national consultants Gad Runezerwa in Rwanda, Marylin Nguemo in Cameroon, Elena Stoykova in Bulgaria, Larysa Magdyuk in Ukraine, Javita Narang in India, Purna Shresta in Nepal. In addition, thank you to Cecilia Ljungman who ably task managed this evaluation process. Finally, thanks to our UNIFEM colleagues – Emilie Rees-Smith, Inga Sniukaite, Zamira Djabarova and Laura Gonzalez for their review of the translations, to Rhonda de Freitas and Isabel Suarez in the Evaluation Unit who coordinated the publication process of this report and to Sonila Aliaj who handled administrative support.

The evaluation report presents key findings and recommendations for the UNTF, noting the importance of the UNTF's role in contributing to advocacy and raising awareness of violence against women, and effectively responding to the needs of women and girls with an increased focus on the implementation of existing laws and policies. A key finding was the significant impact made by the increase in donor contributions to the fund that directly impacted on grants awarded between 2005 and 2008 - this allowed the number of and size of grants annually awarded to be increased and allowed for a greater diversification of eligible organizations; it was also determined that the UNTF made considerable effort to link ending violence against women initiatives with other issues affecting women such as HIV/AIDS. Some challenges were identified by the evaluation that are stated in the report, with recommendations addressing the need of additional human and financial resources in order to maintain the current level of effectiveness in light of the planned growth of the Trust Fund, strengthened capacity development efforts for grantees and enhanced systems for tracking results. The UNTF has responded to these recommendations and is taking measures to address the weaknesses identified. Finalizing the UNTF strategy for 2010 – 2015 is a major step towards implementing the changes associated with the programming, staffing structure and management processes recommended by this evaluation.

We hope that this evaluation will lead to further enhancement of the UN Trust Fund's work as it builds upon present successes and develops mechanisms to improve its processes in order to continue spearheading the vital work on ending violence against women. We also hope it contributes to building knowledge on what are the best practices and most successful strategies in the multilateral efforts to end violence against women.

Belen Sanz
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December 2009

Abstract

The overall findings of the independent evaluation of UN Trust Fund to End Violence against Women are positive. The UN Trust Fund is at all levels a relevant mechanism to eliminate violence against women. It addresses a gap regarded as important by all stakeholders; it is aligned with the priorities set out in the Millennium Development Goals, and it meets the needs of both grantees and beneficiaries. The results of projects supported by the UN Trust Fund are congruent with the UN Trust Fund 2005–2008 Strategy. Supported projects achieved numerous short-term results and some have even contributed to macrolevel changes. Overall, however, there is less evidence of long-term results. The management of the UN Trust Fund is efficient, but lean, which led to some limitations in knowledge management and monitoring and evaluation. The UN Trust Fund Secretariat is making significant progress in addressing limitations and developing its systems, but more is required to ensure adequate staffing and a pace of adjustment that is fast enough to embrace planned growth.

Executive Summary

➡ Introduction

The UN Trust Fund was established by the UN General Assembly in 1996 to "provide technical assistance at the community, regional, and international levels that will advance the development of innovative models and strategic interventions in the area of violence against women." Each year, the UN Trust Fund provides grants to government, non-governmental organizations and, more recently, to United Nations Country Teams (UNCTs) on a competitive basis. Since its establishment, there have been fourteen grant-making cycles, one each year from 1996 to 2009.

Universalia Management Group, a monitoring and evaluation firm based in Canada, was contracted in November, 2008, to conduct an external and independent evaluation of the UN Trust Fund. The objectives of the evaluation were to: assess the overall implementation and effectiveness of the UN Trust Fund 2005–2008 Strategy, identify strengths and weaknesses that have implications for its future managerial, programmatic, and funding directions, and provide forward-looking recommendations.

➡ Methodology

The evaluation was carried out between December, 2008, and June, 2009, in three phases – the inception mission, data collection, and analysis and report writing – and was led by Dr. Marie-Hélène Adrien. The evaluation was based on an approved evaluation matrix and was guided by the United Nations Evaluation Group (UNEG) *Draft Guidance on Integrating Human Rights and Gender Equality Perspectives in Evaluations.*

Project Sample: In consultation with the UN Trust Fund Secretariat and UNIFEM staff, 37 projects implemented in the period (Cycle 10 to 12, 2005–2007) were selected for review. Of these, 16 were reviewed through field missions in eight countries, and 21 were reviewed through desk reviews. Projects were selected to encompass the range of UN Trust Fund projects in terms of: locations and regions, cycles, implementing agencies, budget amounts, windows (implementation and HIV/AIDS), and status (completed and ongoing). The sample represented 43% of the UN Trust Fund project portfolio and 36% ($3.9 million) of the budget for the period.

Data Collection Methods: Data were collected through document review, field missions (interviews and observations), desk reviews of projects and proposals, a survey, and interviews with global inter-agency PAC members.

> **Document review** of corporate documentation on the UN Trust Fund's strategy, governance and structure; financial reports, and UN reports on the UN Trust Fund;

> **Field Missions** to eight countries (Haiti, Ecuador, India, Nepal, Cameroon, Rwanda, Bulgaria, and Ukraine) and 16 projects. Field assessment briefs were shared with the UN Trust Fund, UNIFEM (HQ and field staff) and global inter-agency PAC members. A total of 274 respondents were consulted, including UN Trust Fund

focal points, UNIFEM senior managers, grantees, sub-regional inter-agency PAC members, beneficiaries, grantees' partners, project target groups, government staff, and gender experts.

> **Desk reviews of** 21 projects through a review of documentation provided by the UN Trust Fund Secretariat and UNIFEM field offices and telephone interviews with UNIFEM field office staff and grantees. Project sheets were prepared for each of the projects reviewed (similar to the field assessment briefs).

> **Review of all Cycle 13 Project Proposals** to determine whether the quality of proposals had improved as a result of the changes introduced in the 2008 Call for Proposals.

> **On-line Survey** of Cycle 10–13 (2005–2008) grantees to gather information about their experiences with the UN Trust Fund. The survey was sent to 157 persons from 114 organizations that received grants during the period. A total of 51 persons from 50 different organizations completed the survey.

> **Telephone Interviews with four Global Inter-Agency PAC Members** to obtain information on UN Trust Fund governance.

Data Analysis and Reporting: Data were analysed using qualitative and quantitative methods. Content analysis was applied to the review of UN Trust Fund documents, project documentation, and interview / focus group responses. Statistical analyses were performed on the results of the on-line survey and UN Trust Fund financial data. The triangulation of data (convergence of data from multiple sources) allowed the team to identify key findings and formulate recommendations; these were discussed with UNIFEM senior managers and UN Trust Fund staff in June, 2009, prior to writing the draft report.

Limitations: The evaluation was constrained by lack of or limited project data and documentation, difficulty in scheduling interviews with global inter-agency PAC members, and several unexpected events during field missions.

➡ Evaluation Findings

Relevance

The UN Trust Fund 2005–2008 Strategy was well aligned with international, regional, and national priorities on gender equality and violence against women and girls, and, based on the criteria deveoped for the evaluation, the UN Trust Fund appears a relevant mechanism to promote the enforcement of laws and implementation of policies. During the period, the UN Trust Fund contributed to increased awareness among citizens of the gravity of violence against women and girls and projects responded to the needs of women affected by or survivors of violence and built the capacity of duty bearers. While UN Trust Fund projects in Fragile States were relevant, their management was not sufficiently adapted to the difficult conditions in such countries to support effective implementation. Looking to the future, some stakeholders are concerned that the UN Trust Fund's focus on implementing existing laws and policies and the larger minimum grant size may reduce the relevance of the UN Trust Fund in some specific contexts. To date, however, there is insufficient data to draw conclusions.

Effectiveness of the 2005–2008 Strategy

The results of projects supported by the UN Trust Fund are congruent with the UN Trust Fund 2005–2008 Strategy. Supported projects achieved numerous short-term results and some have even contributed to macrolevel changes, but there is less evidence of long-term results.

Impact – The UN Trust Fund Secretariat broadened the UN Trust Fund's impact by increasing the funding available for grants from $2 million to $21 million, increasing the average size of grants from $80,000 to $750,000, increasing the average number of countries receiving grants from 13 to 25, and by focusing more support on the implementation of existing policies and laws to eliminate violence against women and girls, which increased from 24% to over 96% of the project portfolio during the period.

Involvement – The UN Trust Fund Secretariat aimed to increase the involvement of UN organizations, governments, men's advocacy groups, and between grantees at the regional level. By expanding the types of organizations eligible for grants to include governments, NGO-government partnerships, and UNCTs in partnership with governments and CSOs), the UN Trust Fund Secretariat allowed a more diversified group of stakeholder organizations to participate in efforts to eliminate violence against women. UNIFEM and the UN Trust Fund Secretariat established a global and regional inter-agency Programme Appraisal Committees (PAC) comprised of UN agencies, NGOs, and other experts as a mechanism for consultation and cooperation in the field of ending violence against women and girls. The submission of 42 UNCT proposals for Cycle 13 is evidence that the UN Trust Fund has encouraged UN agencies to seek areas for collaboration, and there has been some synergy with UN agencies on existing projects. The UN Trust Fund Secretariat has explicitly identified men's groups as organizations that are eligible to apply for grants and there is greater awareness and understanding of the importance of targeting men as active agents for change. In Cycle 13, several projects selected specifically target men and more than half of the projects identify men and boys as secondary beneficiaries. The UN Trust Fund Secretariat is working to expand the involvement between grantees at the regional level through regional and cross-regional projects and cross-regional learning initiatives, but efforts were not consistent over the last four cycles and it is too early to assess results.

Efficiency – The majority of UN Trust Fund projects implemented from 2005 to 2008 were completed within the allocated budget and within a reasonable time-frame. The UN Trust Fund's management and administrative costs increased in absolute terms, but not in proportion to the significant increase in contributions and grants in the period between 2005 and 2008. This will affect the UN Trust Fund's ability to achieve its objectives, particularly in knowledge management. The UN Trust Fund Secretariat adopted several measures to enhance efficiency, including a change in the pre-selection process to be based on concept notes instead of full proposals; the decentralization of decision-making to the subregional level through the establishment of subregional inter-agency PACs, and finally, the extension of the size and implementation period of grants. These measures are seen as promis-

ing and are beginning to bear fruit, but it is too early to measure their results.

Knowledge management – Projects supported by the UN Trust Fund have helped increase the knowledge of ending violence against women and girls in individuals and organizations, but the Fund as a whole has been less successful in managing and disseminating knowledge, the fourth element of the UN Trust Fund strategy. The Fund is working to improve the collection, dissemination, and visibility of knowledge on violence against women, but has not put adequate attention or resources into the generation of that knowledge. Its systems for monitoring and evaluation and its support to grantees in this area have been weak, which has significant implications for how the Fund can manage knowledge.

Resources – Funding for the UN Trust Fund increased dramatically (780%) between 2005 and 2008 due to the sustained efforts of the Fund itself and a combination of enabling factors including the UNiTE campaign of the UN Secretary-General and the efforts of spokesperson Nicole Kidman. The Fund diversified its sources of funding and increased its country contributors from 4 to 11, increased the amount pledged by each contributor,and increased contributions from the private sector. UNIFEM and the UN Trust Fund Secretariat are working to develop a more robust approach to mobilize resources and support the long-term sustainability of the UN Trust Fund.

Effectiveness of the UN Trust Fund Portfolio

In all projects reviewed, the capacities of duty bearers and / or rights holders were strengthened through UN Trust Fund grantee interventions. Some projects contributed to changing or implementing legal or policy frameworks at the country and local levels; some projects contributed to innovations in eliminating violence against women, particularly in HIV/AIDS and violence against women programming; and the majority of the reviewed projects integrated human rights (HR) and gender equality (GE) perspectives.

Grantees consider many different types of interventions as important in addressing violence against women

(raising awareness, monitoring policies and laws, collecting data and research, mobilizing communities, etc). Sustainability of results, essential to long-term development effectiveness, depends on a variety of factors (local ownership, multifaceted approach, legal and institutional frameworks, institutional stability, grantee capacity, project size). While UN Trust Fund projects contributed to building various capacities of grantee organizations, grantees were often not able to continue the activity after the funding ended due to their limited resources. Grantees have limited capacity in monitoring and evaluation, reporting, and in establishing partnerships with governments. The UN Trust Fund is already addressing these needs and since its 2008 Call for Proposals, is placing emphasis on demonstrating explicit capacity development and sustainability strategies, as well as synergies and coordination with existing initiatives to describe how achievements will be sustained once the grant has ended. The 2009 Call process is even more explicit in regard to the importance and requirement of sustainability plans.

Management

UNIFEM has carried out its fiduciary responsibilities for the UN Trust Fund and is perceived to add value to the UN Trust Fund. The global inter-agency PAC is valued for its composition of UN agencies and NGOs with expertise in violence against women and girls. During the period, the global and subregional inter-agency PACs directed most of their efforts to project selection. However, as a result of the decentralization and the simplified Call for Proposal process, it is anticipated that members will have more time to assist the Fund in strategic thinking, outreach and other expected roles, which will be increasingly important given the expected growth of the Fund. The management structure of the UN Trust Fund worked well during the period, although roles and responsibilities between HQ and SROs were not well defined, which led to some inefficiency and frustration. The Fund is in the process of clarifying these. The UN Trust Fund is managed by dedicated and hard-working staff at HQ and in the regions and subregions. Their commitment to ending violence against women and girls and to supporting grantees has been applauded by all stakeholders. The present staffing composition does not match the Fund's ambitious and expanded plan for the future.

Conclusion

The UN Trust Fund is a relevant mechanism to address violence against women and girls: It addresses a gap that is seen as important by all stakeholders, is aligned with the priorities set out in the Millennium Development Goals, and is seen as meeting the needs of both grantees and beneficiaries.

In the period between 2005 and 2008, UN Trust Fund-supported projects achieved numerous short-term results, and these results were important to beneficiaries. There is less evidence of long-term results. While longer-term results take time to become visible, they also require interventions that are sustained over time and that are multifaceted (i.e., that target people, organizations, and institutions). Most UN Trust Fund project results were very positive, but the project activities could not be pursued once the project funding ended.

With respect to efficiency, the UN Trust Fund is managed frugally, has a very lean management structure, and very low overhead costs. While this is laudable in that most resources are directed at projects and beneficiaries, it is causing staff fatigue, and some functions, such as monitoring and evaluation and knowledge management, are not being carried out effectively.

The UN Trust Fund has done well given the resources it had. In other words, results achieved were commensurate with resources invested. However, the future is of some concern, primarily in terms of how the UN Trust Fund will meet growing expectations and manage a much larger programme. While the managers of the UN Trust Fund, the Senior Advisor on Ending Violence against Women, the UNIFEM Directorate, and others have already taken steps to scale up, they can only go so far within the existing structure and staff.

The UN Trust Fund Secretariat and UNIFEM are addressing many of the limitations noted in the evaluation and have made progress in the last year. While this goes beyond the period of the evaluation TORs, it would be unfair to the UN Trust Fund to not acknowledge these recent efforts.

➜ Recommendations

Programme Recommendations

1. The UN Trust Fund Secretariat should finalize its forthcoming strategy as soon as possible and allocate resources to operationalize it.

The strategy should clearly articulate the UN Trust Fund's objectives and identify indicators at all levels and should be reviewed every year to consider changes in the environment. It should be accompanied by an operational plan that includes realistic estimates of the costs of implementation, administration, and training.

Implications: The UN Trust Fund Secretariat will need to decide how it intends to implement its objective of making the UN Trust Fund a hub of knowledge – either directly (i.e., the UN Trust Fund would generate and disseminate knowledge on violence against women) or indirectly (i.e., the UN Trust Fund would provide grants to other organizations or institutions that would generate and disseminate knowledge on violence against women).

2. The UN Trust Fund Secretariat should complete its fundraising strategy as soon as possible and engage UN sister agencies in its implementation.

As part of its fundraising strategy, the UN Trust Fund Secretariat should engage UN sister agencies and PAC members in the implementation of the fundraising strategy in particular by having a stronger role in advocacy for the UN Trust Fund, including vis-à-vis member states and donors.

3. The UN Trust Fund Secretariat and UNIFEM should consider the staffing structure (number of staff, types of skills), the management costs required to carry out its new plan, and the criteria for project selection.

As the Fund increases in size and scope, it should: i) consider increasing staff at HQ and in SROs, ii) identify the type of staff required in terms of level of expertise and experience, iii) review its administrative and management costs in light of the new plan, and iv) reconsider the criteria for project selection. The results of these deliberations will depend in part on the decision about the UN Trust Fund's role in knowledge management (noted in recommendation 1).

4. Looking to the future, the UN Trust Fund Secretariat should strengthen its monitoring and evaluation (M&E) capacities at the global and subregional levels.

M&E capacity is a priority that must be addressed if the Fund's knowledge management and evidence-based programming results are to be reached. The Fund should examine various options (e.g., a full-time M&E position, contracting a consultant, increasing M&E roles and responsibilities at the subregional level) in light of any other staff changes that the Fund plans.

M&E capacities also need to be strengthened at the grantee level. Grantees need more training earlier in the project cycle on M&E and the Fund's M&E system and reporting requirements, and more support in M&E throughout the project cycle, including more monitoring and supervision during implementation.

5. The UN Trust Fund Secretariat and UNIFEM should clarify some roles and responsibilities and review the composition of the global inter-agency PAC.

The UN Trust Fund Secretariat and UNIFEM should review and clarify the respective roles and division of labour between the UN Trust Fund Secretariat and UNIFEM regional and subregional offices, and clarify the level of effort required by UN Trust Fund focal points. The UN Trust Fund may also wish to review the composition of the inter-agency PACs to ensure they benefit from broad participation.

6. The UN Trust Fund Secretariat should decide if and how it will build the capacities of grantees.

We recommend that the UN Trust Fund Secretariat provide capacity development for grantees only in areas that will help the UN Trust Fund fulfill its objectives for knowledge generation and reporting on results. (A capacity development curriculum is currently being developed for regional workshops for UN Trust Fund grantees on evidence-based programming, monitoring, evaluation and reporting on lessons learned.) Requests for other types of training should be referred to other sources.

Project Implementation Recommendations

7. The UN Trust Fund Secretariat should monitor the quality and implementation of project sustainability plans that are a newer requirement of the UN Trust Fund.
To enhance the possibility that future UN Trust Fund grant results can be better sustained, the UN Trust Fund Secretariat should monitor the quality and the implementation of the sustainability plans. In particular, project designs should include or address the following:

> Include a systematic approach for following up or validating that the needs of targeted beneficiaries are met;

> Consider the needs of all stakeholders in ending violence against women and girls, not only women (including men, youth);

> Identify specific partnerships and linkages that the project will establish with local and state actors, including NGOs, government agencies, established networks, other projects working on ending violence against women and girls;

> Identify linkages to a previous project, if this is a follow-up project; and

> Request grantee to develop prospects for sustainability in their proposal reflecting the above mentioned possibilities.

8. To ensure better integration of human rights and gender equality considerations in its projects, the UN Trust Fund Secretariat should require that all projects include plans for their integration in the project design.
The evaluation noted some areas that need to be improved to enhance the alignment of projects with human rights (HR) and gender equality (GE) principles. These include:

> Making efforts to mobilize men to reject violence;

> Including men, marginalized, and vulnerable groups in project design and implementation;

> Using participatory processes in project design as well as implementation;

> Engaging duty bearers in project design (not only rights holders);

> Applying the principle of human rights based approach to programming and gender equality in project proposals.

9. As the UN Trust Fund Secretariat considers the characteristics of the projects it supports, it should consider aspects of project design that emerged from this evaluation.
The UN Trust Fund Secretariat may want to explore the benefits of several suggestions that emerged during the evaluation. These include: allowing financial support for target groups, linking projects with other initiatives that empower victims (such as vocational training and loan schemes), establishing partnerships with media groups, and wider use of new communications technology and non-traditional methods such as theatre to disseminate information and raise awareness.

10. The UN Trust Fund Secretariat should manage its grants in Fragile States using the DAC principles.
To support effective implementation in fragile states, the UN Trust Fund will need to support grantees in projects that allow for longer-term engagement and provide more focused monitoring and supervision.

Résumé

→ Introduction

Le Fonds d'affectation spéciale a été institué en 1996 par l'Assemblée générale des Nations Unies dans le but de « fournir une assistance technique aux niveaux communautaire, régional et international visant à favoriser le développement de modèles novateurs et d'interventions stratégiques dans le domaine de la violence à l'égard des femmes ». Chaque année, le Fonds d'affectation spéciale octroie des subventions à des gouvernements, à des organisations non gouvernementales et, depuis peu, à des équipes de pays des Nations Unies (UNCT) selon le principe de la concurrence. Depuis sa création, quatorze cycles de subvention ont été organisés, soit un par an entre 1996 et 2009.

Universalia Management Group, une société de suivi et d'évaluation installée au Canada, a été mandatée en novembre 2008 pour réaliser une évaluation extérieure indépendante du Fonds d'affectation spéciale. Cette évaluation avait pour objectif d'évaluer la mise en œuvre et l'efficacité générales de la Stratégie 2005-2008 du Fonds d'affectation spéciale, d'identifier les points forts et les points faibles qui avaient une incidence sur son orientation ultérieure au niveau de la gestion, de la programmation et du financement, et d'émettre des recommandations tournées vers l'avenir.

→ Méthodologie

L'évaluation s'est déroulée en trois phases (mission de départ, collecte des données, analyse et rédaction du rapport) entre décembre 2008 et juin 2009, sous la direction du Dr Marie-Hélène Adrien. Elle se fonde sur une matrice d'évaluation approuvée et s'appuie sur le projet de directives du Groupe des Nations Unies pour l'évaluation (UNEG) relatives à l'intégration des perspectives d'égalité des sexes et des droits de l'homme dans les évaluations.

Échantillon de projets : En concertation avec le secrétariat du Fonds d'affectation spéciale et le personnel de l'UNIFEM, 37 projets menés au cours de la période (cycles 10 à 12, 2005-2007) ont été sélectionnés pour examen. Parmi ceux-ci, 16 ont été étudiés par le biais de missions sur le terrain dans huit pays et 21 ont fait l'objet d'un examen documentaire. Les projets ont été sélectionnés afin d'englober toute la variété des projets du Fonds d'affectation spéciale en termes de lieux et de régions, de cycles, d'agences exécutantes, de montants des budgets, de volets (mise en œuvre et VIH/SIDA) et d'états (terminés ou en cours). L'échantillon représentait 43 % du portefeuille de projets du Fonds d'affectation spéciale et 36 % (3,9 millions de dollars) du budget de la période concernée.

Méthodologie de la collecte des données : Les données ont été recueillies comme suit : étude de documents, missions sur le terrain (entretiens et observations), examen documentaire des projets et propositions, sondage d'opinion et entretiens avec des membres du Comité inter-agences international d'examen des programmes (« PAC international »).

> Les **études de documents** portaient sur les documents relatifs à la stratégie, à la gouvernance et à la structure du Fonds d'affectation spéciale, sur les rapports financiers et sur les rapports de l'ONU consacrés au Fonds d'affectation spéciale ;

> Des **missions** ont été menées **sur le terrain** dans huit pays (Haïti, Équateur, Inde, Népal, Cameroun, Rwanda, Bulgarie et Ukraine) concernant 16 projets. Les dossiers d'évaluation sur le terrain ont été communiqués au Fonds d'affectation spéciale, à l'UNIFEM (siège et personnel de terrain) et aux membres du PAC international. Au total, 274 personnes ont été consultées, dont des points focaux du Fonds d'affectation spéciale, des membres de la direction de l'UNIFEM, des bénéficiaires de subventions, des membres des comités inter-agences sous-régionaux d'examen des programmes (« PAC sous-régionaux »), des bénéficiaires des projets, des partenaires des organismes subventionnés, des groupes ciblés par le projet, des membres du personnel gouvernemental et des experts de la question de l'égalité entre les sexes.

> Vingt-et-un projets ont fait l'objet d'un **examen documentaire** par le biais d'un examen de la documentation fournie par le secrétariat du Fonds d'affectation spéciale et les bureaux de terrain de l'UNIFEM et par le biais d'entretiens téléphoniques avec le personnel des bureaux de l'UNIFEM sur place et avec des organismes subventionnés. Des fiches de projet ont été préparées pour chaque projet étudié (semblables aux dossiers d'évaluation sur le terrain).

> **Les propositions de projet du cycle 13 ont toutes été examinées** pour déterminer si la qualité des propositions s'était améliorée à la suite des changements introduits dans l'Appel de propositions 2008.

> Un **sondage d'opinion en ligne** a été organisé auprès des bénéficiaires de subventions pour les cycles 10 à 13 (2005-2008) afin de recueillir des informations sur leur expérience du Fonds d'affectation spéciale. Ce sondage a été adressé à 157 personnes réparties dans 114 organisations ayant reçu des subventions pendant cette période. Au total, 51 personnes représentant 50 organisations différentes y ont répondu.

> Enfin, des **entretiens téléphoniques ont été organisés avec des membres du PAC international** pour recueillir des informations sur la gouvernance du Fonds d'affectation spéciale.

Analyse des données et rapport : Les données ont été analysées selon des méthodes qualitatives et quantitatives. Une analyse de contenu a été appliquée pour l'examen de la documentation du Fonds d'affectation spéciale, des documents de projet et des réponses aux entretiens/groupes de discussion. Des analyses statistiques ont été effectuées sur les résultats du sondage d'opinion en ligne et sur les données financières du Fonds d'affectation spéciale. La triangulation des données (convergence des données de différentes sources) a permis à l'équipe d'identifier les principales

observations et de formuler des recommandations. Observations et recommandations ont été débattues avec la direction de l'UNIFEM et le personnel du Fonds d'affectation spéciale en juin 2009, avant la rédaction du projet de rapport.

Limites : L'évaluation a été restreinte par le manque ou la limitation des données et des documents de projet, la difficulté de planifier des entretiens avec des membres du PAC international et plusieurs événements inattendus survenus pendant les missions sur le terrain.

➜ Observations tirées de l'évaluation

Pertinence

La stratégie 2005-2008 du Fonds d'affectation spéciale était bien alignée sur les priorités nationales, régionales et internationales en matière d'égalité entre les sexes et de violence à l'égard des femmes et des filles et, d'après les critères établis pour l'évaluation, le Fonds d'affectation spéciale s'avère un mécanisme pertinent pour promouvoir l'application des lois et la mise en œuvre des politiques. Au cours de la période concernée, le Fonds d'affectation spéciale a contribué à sensibiliser les citoyens sur la gravité de la violence à l'égard des femmes et des filles ; les projets ont répondu aux besoins des femmes concernées par la violence ou victimes de celle-ci et ont renforcé les capacités des détenteurs d'obligations. Si les projets menés par le Fonds d'affectation spéciale dans les États fragiles étaient pertinents, leur gestion était mal adaptée aux conditions difficiles prévalant dans ces pays, qui empêchent d'assurer une mise en œuvre efficace. Dans une perspective d'avenir, certains acteurs s'inquiètent de ce que le Fonds d'affectation spéciale, en se concentrant sur la mise en œuvre des lois et politiques existantes et en augmentant le montant minimum des subventions, puisse perdre de sa pertinence dans certains contextes. À ce jour, cependant, les données étaient insuffisantes pour tirer des conclusions.

Efficacité de la stratégie 2005-2008

Les résultats des projets soutenus par le Fonds d'affectation spéciale sont conformes à sa Stratégie 2005-

2008. Les projets soutenus ont porté de nombreux fruits à court terme, et certains ont même contribué à des changements au niveau macroéconomique, mais il y a peu d'exemples de résultats à long terme.

Impact – Le secrétariat du Fonds d'affectation spéciale a renforcé l'impact du Fonds, d'une part, en augmentant le financement disponible pour les subventions de 2 millions à 21 millions de dollars, le montant moyen des subventions passant de 80 000 à 750 000 dollars et le nombre moyen de pays bénéficiant de subventions de 13 à 25 ; et, d'autre part, en accordant davantage de soutien à la mise en œuvre des lois et politiques visant à faire disparaître la violence à l'égard des femmes et des filles, cet aspect passant de 24 % à plus de 96 % du portefeuille des projets durant cette période.

Implication – Le secrétariat du Fonds d'affectation spéciale avait pour objectif d'augmenter l'implication des organisations de l'ONU, des gouvernements et des groupes de mobilisation masculine et de développer les échanges entre les bénéficiaires de subventions au niveau régional. En élargissant le type d'organisations pouvant bénéficier de subventions aux gouvernements, aux partenariats ONG-gouvernement et aux UNCT (en partenariat avec les gouvernements et les OSC), le secrétariat du Fonds d'affectation spéciale a permis à un groupe plus diversifié d'organisations de participer aux efforts visant à éliminer la violence à l'égard des femmes. L'UNIFEM et le secrétariat du Fonds d'affectation spéciale ont institué des Comités inter-agences d'examen des programmes (PAC) au niveau régional et international, composés d'agences de l'ONU, d'ONG et d'autres experts, afin de servir de mécanisme de consultation et de coopération dans le domaine de l'élimination de la violence à l'égard des femmes et des filles. Le dépôt de 42 propositions d'UNCT pour le cycle 13 démontre que le Fonds d'affectation spéciale a encouragé les agences de l'ONU à rechercher des domaines de collaboration et qu'il existe une certaine synergie avec les agences de l'ONU concernant les projets existants. Le secrétariat du Fonds d'affectation spéciale a explicitement spécifié que les groupes d'hommes pouvaient déposer des demandes de subventions et l'on comprend et reconnaît mieux l'importance de cibler les hommes en tant qu'agents actifs du changement. Dans le cycle 13, plusieurs projets sélectionnés ciblent spécifiquement les hommes, et plus de la moitié identifient les hommes et les garçons

parmi les bénéficiaires secondaires. Le secrétariat du Fonds d'affectation spéciale s'attache également à développer l'implication entre bénéficiaires de subventions au niveau régional par le biais de projets régionaux et transrégionaux et d'initiatives de formation transrégionales, mais les efforts ont été inconstants sur les quatre derniers cycles, et il est encore trop tôt pour en évaluer les résultats.

Efficacité – La plupart des projets du Fonds d'affectation spéciale mis en œuvre entre 2005 et 2008 ont été menés à bien en respectant le budget alloué et dans un délai raisonnable. Les coûts de gestion et administratifs du Fonds d'affectation spéciale ont augmenté en valeurs absolues, mais pas si on les rapporte à la hausse importante des contributions et des subventions pour la période 2005-2008. Cela aura des conséquences sur la capacité du Fonds à atteindre ses objectifs, en particulier en matière de gestion des connaissances. Le secrétariat du Fonds d'affectation spéciale a adopté plusieurs mesures visant à améliorer son efficacité, notamment : la modification de la procédure de présélection, qui se fondera sur des notes conceptuelles et non plus sur des propositions complètes ; la décentralisation de la prise de décisions au niveau sous-régional, via la mise en place de PAC sous-régionaux ; et, enfin, l'extension de la taille et de la période de mise en œuvre des subventions. Ces mesures semblent prometteuses et commencent à porter leurs fruits, mais il est encore trop tôt pour en évaluer les résultats.

Gestion des connaissances – Les projets soutenus par le Fonds d'affectation spéciale ont contribué à augmenter les connaissances sur l'élimination de la violence à l'égard des femmes et des filles au niveau des individus et des organisations, mais le Fonds a globalement été moins heureux en matière de gestion et de diffusion des connaissances, qui constituent le quatrième élément de sa stratégie. Le Fonds d'affectation spéciale s'emploie à améliorer la collecte, la diffusion et la visibilité des connaissances sur la violence à l'égard des femmes, mais n'a pas accordé suffisamment d'attention ou de ressources à la génération de ces connaissances. Ses systèmes de suivi et d'évaluation et son soutien aux bénéficiaires de subventions dans ce domaine sont faibles, ce qui a de fortes répercussions sur la manière dont il pourra gérer les connaissances.

Ressources – Le financement du Fonds d'affectation spéciale a connu une très forte augmentation (780 %) entre 2005 et 2008 grâce aux efforts soutenus déployés par le Fonds lui-même et à plusieurs facteurs favorables, dont la campagne UNiTE du Secrétaire général des Nations Unies et les efforts de sa porte-parole Nicole Kidman. Le Fonds a diversifié ses sources de financement. Par ailleurs, le nombre de pays contributeurs (qui passe de 4 à 11), le montant promis par chaque contributeur et les contributions en provenance du secteur privé ont augmenté. L'UNIFEM et le secrétariat du Fonds d'affectation spéciale travaillent à la mise au point d'une approche plus solide de mobilisation des ressources et de soutien à la pérennisation du Fonds.

Efficacité du portefeuille du Fonds d'affectation spéciale

Dans tous les projets examinés, les capacités des détenteurs d'obligations et/ou de droits ont été renforcées par des interventions menées par les bénéficiaires de subventions du Fonds d'affectation spéciale. Certains projets ont contribué à faire évoluer ou appliquer des cadres juridiques ou politiques au niveau local ou national ; certains ont apporté des innovations dans l'élimination de la violence à l'égard des femmes, en particulier en ce qui concerne la programmation sur le VIH/sida et la violence à l'égard des femmes ; enfin la majorité des projets étudiés intégraient des perspectives de droits de l'homme et d'égalité entre les sexes.

Le type d'interventions jugées importantes pour lutter contre la violence à l'égard des femmes varie selon les organisations subventionnées : sensibilisation, suivi des lois et politiques, collecte de données et recherches, mobilisation des communautés, etc. La viabilité des résultats, essentielle pour l'efficacité à long terme du développement, dépend de différents facteurs : appropriation nationale, approche multiple, cadres légaux et institutionnels, stabilité des institutions, capacité des organisations subventionnées, taille du projet, etc. Si les projets du Fonds d'affectation spéciale ont contribué à renforcer diverses capacités chez les organisations subventionnées, celles-ci n'ont pas toujours été en mesure de poursuivre leur activité au terme du financement, en raison de leurs ressources limitées. Les bénéficiaires de subventions ont des capacités limitées en matière de suivi et d'évaluation,

de rédaction de rapports et de mise en place de partenariats avec les gouvernements. Le Fonds d'affectation spéciale tient déjà compte de ces besoins et, depuis son Appel de propositions pour 2008, met l'accent sur les stratégies explicites de renforcement des capacités et de pérennisation, et sur la synergie et la coordination avec les initiatives existantes afin de décrire comment les réalisations se poursuivront au terme de la subvention. La procédure d'appel pour 2009 est encore plus explicite quant à l'importance et à l'obligation de proposer des plans de pérennisation.

Gestion

L'UNIFEM, qui remplit ses obligations fiduciaires envers le Fonds d'affectation spéciale, est perçu comme apportant une valeur ajoutée au Fonds. Le PAC international est apprécié pour sa composition multipartite d'agences de l'ONU et d'ONG expertes en matière de violence à l'égard des femmes et des filles. Pendant la période étudiée, le PAC international et les PAC sous-régionaux ont orienté la plupart de leurs efforts sur la sélection de projets. Cependant, en raison de la décentralisation et de la simplification de la procédure d'appel de propositions, certains membres devraient être plus disponibles pour aider le Fonds d'affectation spéciale dans sa réflexion stratégique, sa démarche de proximité et d'autres rôles attendus, qui prendront de l'importance compte tenu de la croissance prévue du Fonds. La structure de gestion du Fonds a bien fonctionné pendant la période examinée, bien que les rôles et responsabilités du siège et des bureaux sous-régionaux n'aient pas été clairement définis, ce qui provoquait une certaine inefficacité et de la frustration. Le Fonds d'affectation spéciale travaille à la clarification de ces points. Le Fonds est géré par un personnel dévoué et travailleur au siège, ainsi que dans les régions et sous-régions. Leur engagement dans l'élimination de la violence à l'égard des femmes et des filles et dans le soutien aux organisations subventionnées est applaudi par tous les acteurs. Toutefois, la composition actuelle du personnel ne correspond pas au plan d'expansion ambitieux du Fonds.

Conclusion

Le Fonds d'affectation spéciale est un mécanisme pertinent pour lutter contre la violence à l'égard des

femmes et des filles. Il comble des lacunes jugées importantes par tous les acteurs, est conforme aux priorités fixées par les objectifs du Millénaire pour le développement et semble répondre aux besoins tant des organisations subventionnées que des bénéficiaires.

Pour la période 2005-2008, les projets soutenus par le Fonds ont porté de nombreux fruits à court terme, lesquels étaient importants pour les bénéficiaires. Les preuves concernant les résultats à long terme sont moins visibles. Si les résultats à long terme prennent plus de temps à apparaître, ils demandent également des interventions qui s'inscrivent dans la durée et englobent différentes dimensions (par ex. elles doivent cibler les personnes, les organisations et les institutions). La plupart des résultats obtenus par les projets du Fonds étaient très positifs, mais les activités des projets ne pouvaient être maintenues au terme du financement.

En matière d'efficacité, le Fonds d'affectation spéciale est géré avec une grande parcimonie ; sa structure de gestion est très réduite et ses frais généraux sont minimes. Quoique louable, car l'essentiel des ressources est réservé aux projets et aux bénéficiaires, ce principe entraîne une lassitude du personnel et certaines fonctions, comme le suivi et l'évaluation ou la gestion des connaissances, ne sont pas mises en œuvre efficacement.

Le Fonds d'affectation spéciale a bien géré les ressources dont il disposait. En d'autres termes, les résultats obtenus sont à la hauteur des ressources investies. Toutefois, l'avenir s'avère plutôt préoccupant, notamment en ce qui concerne la manière dont le Fonds répondra aux attentes croissantes et gèrera un programme beaucoup plus important. Si les gestionnaires du Fonds, le Conseiller principal sur l'élimination de la violence à l'égard des femmes, le Directoire de l'UNIFEM et d'autres ont déjà pris des mesures pour le faire évoluer, leur champ d'action est limité par la structure et le personnel actuels.

Le secrétariat du Fonds d'affectation spéciale et l'UNIFEM ont abordé un grand nombre des limitations rapportées dans l'évaluation et ont progressé dans cette direction l'an passé. Bien que cela sorte de la période fixée pour l'évaluation, il serait injuste envers le Fonds d'affectation spéciale de ne pas reconnaître ces efforts récents.

➜ Recommandations

Recommandations relatives aux programmes

1. Le secrétariat du Fonds d'affectation spéciale doit finaliser sa prochaine stratégie dès que possible et allouer les ressources pour la mettre en œuvre.
La stratégie doit exprimer clairement les objectifs du Fonds d'affectation spéciale et identifier les indicateurs à tous les niveaux ; elle doit également être revue tous les ans pour tenir compte de l'évolution de l'environnement. Elle doit s'accompagner d'un plan opérationnel comprenant des estimations réalistes des coûts de mise en œuvre, d'administration et de formation.

Implications : Le secrétariat du Fonds d'affectation spéciale devra décider de la manière dont il entend concrétiser son objectif de faire du Fonds une plateforme de connaissances, soit directement (le Fonds génèrerait et diffuserait des connaissances sur la violence à l'égard des femmes), soit indirectement (le Fonds subventionnerait d'autres organisations ou institutions chargées de générer et diffuser des connaissances sur la violence à l'égard des femmes).

2. Le secrétariat du Fonds d'affectation spéciale doit mettre au point sa stratégie de collecte de fonds dès que possible et engager les agences sœurs de l'ONU dans sa mise en œuvre.
Dans le cadre de sa stratégie de collecte de fonds, le Secrétariat du Fonds d'affectation spéciale doit solliciter les agences sœurs de l'ONU et les membres des PAC pour qu'ils mettent en œuvre cette stratégie, en particulier en jouant un rôle plus important dans la mobilisation en faveur du Fonds, notamment auprès des États membres et des donateurs.

3. Le secrétariat du Fonds d'affectation spéciale et l'UNIFEM doivent tenir compte de la structure des effectifs (volume du personnel, types de compétences), des coûts de gestion nécessaires pour mettre en œuvre le nouveau plan et des critères de sélection des projets.
La taille et le champ d'application du Fonds devant augmenter, il doit : i) envisager d'accroître les effectifs au siège et dans les bureaux sous-régionaux, ii) identifier le type de personnel nécessaire en termes de niveau d'expertise et d'expérience, iii) revoir ses coûts

de gestion et administratifs dans la perspective du nouveau plan et iv) réviser les critères de sélection des projets. Les résultats de ces délibérations dépendront en partie de la décision prise concernant le rôle du Fonds d'affectation spéciale dans la gestion des connaissances (voir recommandation 1).

4. Dans une perspective d'avenir, le secrétariat du Fonds d'affectation spéciale doit renforcer ses capacités de suivi et d'évaluation (S&E) au niveau international et sous-régional.

Les capacités de S&E sont une priorité à traiter impérativement si le Fonds souhaite atteindre les résultats qu'il s'est fixé en matière de programmation axée sur des faits et de gestion des connaissances. Le Fonds doit étudier différentes options (poste de S&E à plein temps, embauche d'un consultant, augmentation des rôles et responsabilités de S&E au niveau sous-régional, etc.) à la lumière des autres changements de personnel qu'il envisage.

Les capacités de S&E doivent également être renforcées au niveau des bénéficiaires de subventions. Ceux-ci doivent être formés plus tôt dans le cycle de projet sur le S&E et les exigences du système de S&E et de rapports du Fonds, et ils doivent bénéficier d'un soutien accru pour le S&E tout au long du cycle de projet, notamment en ce qui concerne l'amélioration du suivi et de la supervision pendant la mise en œuvre.

5. Le secrétariat du Fonds d'affectation spéciale et l'UNIFEM doivent préciser certains rôles et responsabilités et revoir la composition du PAC international.

Le Fonds d'affectation spéciale et l'UNIFEM doivent revoir et préciser les rôles respectifs et la répartition des tâches entre le Secrétariat du Fonds d'affectation spéciale et les bureaux régionaux et sous-régionaux de l'UNIFEM. Ils doivent également préciser le niveau d'effort requis des points focaux du Fonds d'affectation spéciale. Il pourrait aussi être utile que le Fonds revoie la composition des comités inter-agences d'examen des projets (PAC) pour s'assurer qu'ils bénéficient d'une large participation.

6. Le secrétariat du Fonds d'affectation spéciale doit décider si et comment il renforcera les capacités des bénéficiaires de subventions.

Nous recommandons que le Secrétariat du Fonds d'affectation spéciale fournisse un renforcement des capacités aux organismes subventionnés uniquement dans les domaines qui aideront le Fonds à atteindre ses objectifs de génération des connaissances et de rapport des résultats. *(Un programme de renforcement des capacités est en cours d'élaboration ; il prendrait la forme d'ateliers régionaux destinés aux bénéficiaires de subventions du Fonds d'affectation spéciale sur le thème de la programmation axée sur les faits, du suivi, de l'évaluation et des rapports sur les enseignements tirés.)* Les demandes d'autres types de formation doivent être orientées vers d'autres organismes.

Recommandations relatives à la mise en œuvre des projets

7. Le Fonds d'affectation spéciale doit surveiller la qualité et la mise en œuvre des plans de pérennisation des projets, qui sont une condition plus récente du Fonds.

Pour améliorer les chances que les futurs résultats des subventions octroyées par le Fonds d'affectation spéciale s'inscrivent dans la durée, le secrétariat du Fonds doit surveiller la qualité et la mise en œuvre des plans de pérennisation. Les projets doivent notamment inclure ou tenir compte des points suivants :

> Inclure une démarche de suivi ou de validation systématique des besoins auxquels il a été répondu chez les bénéficiaires ciblés ;

> Tenir compte des besoins de tous les acteurs de la lutte contre la violence à l'égard des femmes et des filles, et pas uniquement les femmes (hommes, jeunes, etc.) ;

> Identifier les partenariats et les relations spécifiques que le projet établira avec les acteurs locaux et étatiques, dont les ONG, les agences gouvernementales, les réseaux établis et les autres projets œuvrant à l'élimination de la violence à l'égard des femmes et des filles ;

> Identifier les relations avec un projet antérieur, s'il s'agit d'un projet de suivi ; et

> Demander aux bénéficiaires des subventions d'établir les perspectives de pérennisation de leur proposition en fonction des possibilités mentionnées ci-dessus.

8. Pour assurer une meilleure intégration des droits de l'homme et des questions d'égalité entre les sexes dans ses projets, le secrétariat du Fonds d'affectation spéciale doit exiger que tous les projets prévoient des plans d'intégration dans leur conception.

L'évaluation a noté que certains domaines demandaient à être améliorés pour que les projets respectent davantage les principes de droits de l'homme et d'égalité entre les sexes. Citons par exemple :

> Faire des efforts pour mobiliser les hommes en faveur du rejet de la violence ;

> Inclure les hommes et les groupes marginalisés et vulnérables dans la conception et la mise en œuvre des projets ;

> Utiliser des procédures participatives lors de la conception des projets, mais aussi lors de leur mise en œuvre ;

> Engager les détenteurs d'obligations dans la conception des projets (et pas uniquement les détenteurs de droits) ;

> Appliquer le principe d'une approche axée sur les droits de l'homme dans la programmation et sur l'égalité des sexes dans les propositions de projets.

9. Lorsque le secrétariat du Fonds d'affectation spéciale étudie les caractéristiques des projets, il doit tenir compte des aspects de la conception de projet qui sont ressortis de la présente évaluation.

Il serait utile que le secrétariat du Fonds d'affectation spéciale étudie les avantages de plusieurs suggestions qui sont ressorties de l'évaluation. Citons par exemple : autoriser le soutien financier aux groupes ciblés ; lier les projets à d'autres initiatives qui favorisent l'autonomie des victimes (formations professionnelles et programmes de prêts, par ex.) ; établir des partenariats avec des groupes médiatiques ; utiliser davantage les nouvelles techniques de communication et les méthodes non traditionnelles comme le théâtre pour diffuser des informations et sensibiliser l'opinion.

10. Le secrétariat du Fonds d'affectation spéciale doit gérer ses subventions aux États fragiles selon les principes du CAD.

Pour assurer une mise en œuvre efficace dans les États fragiles, le Fonds d'affectation spéciale devra soutenir les bénéficiaires de subventions dans les projets favorisant un engagement à plus long terme et fournir un suivi et une supervision plus ciblés.

Резюме

➜ Введение

Целевой фонд ООН был учрежден Генеральной Ассамблеей ООН в 1996 году для «оказания технического содействия на уровне общин, региональном и международном уровнях в целях способствования развитию новаторских моделей и стратегических мероприятий в области искоренения насилия в отношении женщин». Целевой фонд ООН ежегодно на конкурсной основе предоставляет гранты государственным организациям, неправительственным организациям, а с недавнего времени и страновым группам ООН (UNCT). С момента учреждения Фонда прошло 14 циклов выделения грантов: по одному циклу в год в период с 1996 по 2009 гг.

Фирме Universalia Management Group, базирующейся в Канаде и специализирующейся на мониторинге и оценке, было поручено в ноябре 2008 года провести внешнюю независимую оценку Целевого фонда ООН. Цели оценки заключались в следующем: оценить общую реализацию и эффективность Стратегии деятельности Целевого фонда ООН на 2005-2008 гг.; определить сильные и слабые стороны, влияющие на управление его деятельностью, разработку программ и финансирование в будущем; и представить рекомендации на перспективу.

➜ Методология

Оценка проводилась в три этапа в период с декабря 2008 г. по июнь 2009 г. (предварительное планирование, сбор данных, анализ и подготовка отчета) под руководством д-ра Мари-Элен Адриен (Marie-Hélène Adrien). Оценка производилась на основе утвержденной оценочной матрицы, при этом в качестве методического руководства использовался Проект Директивных указаний по учету аспектов, касающихся прав человека и гендерного равенства, при проведении оценки программ (Draft Guidance on Integrating Human Rights and Gender Equality Perspectives in Evaluations), подготовленный Группой ООН по оценке.

Выборочная совокупность проектов. По согласованию с Секретариатом Целевого фонда ООН и сотрудниками ЮНИФЕМ были отобраны для рассмотрения 37 проектов, реализованных в соответствующий период (циклы 10 - 12, 2005-2007 гг.). 16 из них были рассмотрены путем проведения полевых исследований в восьми странах, а 21 проект был рассмотрен путем проведения документарной проверки. Проекты отбирались таким образом, чтобы охватить весь спектр проектов Целевого фонда ООН с учетом мест и регионов осуществления, циклов, организаций-исполнителей, сумм бюджетов, промежутков времени (реализация и ВИЧ/СПИД) и статуса (завершенные и текущие). В выборке были представлены 43% портфеля проектов Целевого фонда ООН, на которые приходились 36% (3,9 млн. долл. США) бюджета на указанный период.

Методы сбора данных. Сбор данных осуществлялся путем изучения документов, полевых исследований (собеседования и наблюдения), документарного анализа проектов и предложений, проведения опроса, а также путем собеседований с членами глобального межучрежденческого Комитета по оценке программ.

> **Изучение документов:** внутренняя документация по вопросам стратегии, управления и структуры Целевого фонда ООН; финансовая отчетность; а также отчеты ООН по Целевому фонду ООН.

> **Полевые исследования** в восьми странах (Гаити, Эквадор, Индия, Непал, Камерун, Руанда, Болгария и Украина) по 16 проектам. Докладные записки с оценками по итогам полевых исследований были представлены Целевому фонду ООН, ЮНИФЕМ (штаб-квартире и сотрудникам на местах) и членам глобального межучрежденческого Комитета по оценке программ. В общей сложности мы провели консультации с 274 респондентами, включая координаторов Целевого фонда ООН, старших руководителей ЮНИФЕМ, получателей грантов, членов субрегиональных межучрежденческих Комитетов по оценке программ, бенефициаров, партнеров получателей грантов, группы населения, на которые ориентированы проекты, государственных служащих и специалистов по гендерным вопросам.

> **Документарная проверка** 21 проекта путем изучения документации, предоставленной Секретариатом Целевого фонда ООН и местными отделениями ЮНИФЕМ, и интервью по телефону с сотрудниками местных отделений ЮНИФЕМ и получателями грантов. По каждому из рассматриваемых проектов были подготовлены досье (аналогичные докладным запискам с оценками по итогам полевых исследований).

> **Изучение всех предложений по проектам цикла 13**, чтобы определить, повысилось ли качество предложений в результате изменений, внесенных в Запрос предложений 2008 года.

> **Интернет-опрос** получателей грантов в рамках циклов 10-13 (2005-2008 гг.) с целью сбора информации об их впечатлениях от сотрудничества с Целевым фондом ООН. Приглашение принять участие в опросе было направлено 157 представителям из 114 организаций, которые получили гранты в течение указанного периода. В общей сложности в опросе приняли участие 51 представитель из 50 различных организаций.

> **Телефонные интервью с четырьмя членами Глобального межучрежденческого Комитета по оценке программ** с целью получения информации об управлении деятельностью Целевого фонда ООН.

Анализ данных и подготовка отчета. Анализ данных осуществлялся с использованием качественных и количественных методов. При рассмотрении документов Целевого фонда ООН, документации по проектам, ответов на вопросы, задаваемые в ходе интервью, и ответов членов фокус-групп применялся анализ содержания. Результаты интернет-опроса и финансовые данные Целевого фонда ООН были подвергнуты статистическому анализу. Триангуляция данных (проверка согласованности данных, полученных из нескольких источников) позволила рабочей группе определить основные результаты и сформулировать рекомендации, которые затем были обсуждены со старшими руководителями ЮНИФЕМ и сотрудниками Целевого фонда ООН в июне 2009 года перед подготовкой проекта отчета.

Ограничения. Возможности по проведению оценки были ограничены отсутствием или ограниченным объемом данных и документации по проектам, трудностью планирования времени интервью с членами глобального межучрежденческого Комитета по оценке программ, а также несколькими непредвиденными событиями, случившимися во время проведения полевых исследований.

➡ Основные выводы по итогам оценки

Актуальность

Стратегия Целевого фонда ООН на 2005-2008 гг. была разработана в соответствии с международными, региональными и национальными приоритетами в области гендерного равенства и искоренения насилия в отношении женщин и девочек, и, с учетом разработанных критериев оценки, Целевой фонд ООН, судя по всему, является подходящим механизмом, способствующим обеспечению правопорядка и реализации основополагающих принципов. В течение указанного периода Целевой фонд ООН способствовал повышению осведомленности граждан о тяжести насилия в отношении женщин и девочек, а также о проектах, отвечающих нуждам женщин, затронутых насилием или переживших насилие, и увеличивал потенциал уполномоченных органов. Хотя проекты Целевого фонда ООН в нестабильных государствах являлись актуальными, управление ими было недостаточно адаптировано к трудным условиям в этих странах, чтобы обеспечить эффективную реализацию. Если говорить о будущем, то некоторые заинтересованные стороны обеспокоены тем, что сосредоточенность Целевого фонда ООН

на осуществлении действующих законов и осново-полагающих принципов и увеличение минимального размера гранта могут снизить актуальность деятельности Целевого фонда ООН в некоторых конкретных ситуациях. Вместе с тем, на данный момент недостаточно данных для того, чтобы делать какие-либо выводы.

Эффективность Стратегии на 2005-2008 гг.

Результаты проектов, получивших поддержку Целевого фонда ООН, соответствуют Стратегии Целевого фонда ООН на 2005-2008 гг. Получившие поддержку проекты обеспечили достижение различных краткосрочных результатов, а некоторые из них даже способствовали изменениям на макроуровне, однако подтвержденных долгосрочных результатов намного меньше.

Воздействие – Секретариат Целевого фонда ООН расширил границы его воздействия за счет увеличения финансирования грантов с 2 млн. долл. до 21 млн. долл., увеличения среднего размера грантов с 80 000 долл. до 750 000 долл., увеличения среднего количества стран, получающих гранты, с 13 до 25, и увеличения доли проектов, направленных на осуществление действующих основополагающих принципов и законов с целью искоренения насилия в отношении женщин и девочек, которая в течение рассматриваемого периода выросла с 24% до более чем 96% от портфеля проектов.

Вовлечение – Секретариат Целевого фонда ООН стремился повысить вовлеченность организаций ООН, правительств, групп, выступающих в защиту интересов мужчин, а также взаимодействие между получателями грантов на региональном уровне. Благодаря расширению типов организаций, имеющих право претендовать на гранты (которые теперь включают правительства, партнерства между неправительственными организациями и правительствами, а также страновые группы ООН в партнерстве с правительствами и организациями гражданского общества), Секретариат Целевого фонда ООН дал возможность более широкому кругу заинтересованных организаций принять участие в усилиях по искоренению насилия в отношении женщин. ЮНИФЕМ и Секретариат Целевого фонда

ООН создали глобальный и региональные межучрежденческие Комитеты по оценке программ (РАС), в которых представлены учреждения ООН, неправительственные организации и другие специалисты, и которые призваны обеспечить механизм для консультаций и сотрудничества в области искоренения насилия в отношении женщин и девочек. Подача страновыми группами ООН 42 предложений в рамках цикла 13 свидетельствует о том, что Целевой фонд ООН стимулировал учреждения ООН к поиску областей для сотрудничества, при этом был достигнут определенный синергический эффект от взаимодействия с учреждениями ООН в рамках существующих проектов. Секретариат Целевого фонда ООН прямо определил группы, выступающие в защиту интересов мужчин, в качестве организаций, имеющих право подавать заявки на выделение грантов. При этом повысились осознание и понимание важности обращения к мужчинам как активным действующим лицам, способствующим изменениям. В рамках цикла 13 несколько отобранных проектов были направлены непосредственно на мужчин, а более чем в половине проектов мужчины и мальчики выступали в качестве дополнительных бенефициаров. Секретариат Целевого фонда ООН ведет работу по более широкому вовлечению получателей грантов на региональном уровне путем реализации региональных и межрегиональных проектов и межрегиональных программ по изучению опыта, однако в течение последних четырех циклов интенсивность усилий была непостоянной, и пока еще слишком рано судить о результатах.

Эффективность – Большинство проектов Целевого фонда ООН, реализованных в 2005 – 2008 гг., было завершено в рамках выделенных бюджетов и в приемлемые сроки. Управленческие и административные расходы Целевого фонда ООН увеличились в абсолютном выражении, но не пропорционально значительному увеличению взносов и грантов в 2005-2008 гг. Это повлияет на возможности Целевого фонда ООН в достижении намеченных целей, в частности, в области управления знаниями. Секретариат Целевого фонда ООН принял несколько мер в целях повышения эффективности, включая изменение процесса предварительного отбора заявок, который будет осуществляться на основе концептуальных записок вместо полных предложений; децентрализацию процесса принятия решений с передачей соответствующих полномочий на

субрегиональный уровень посредством учреждения субрегиональных межучрежденческих Комитетов по оценке программ; и, наконец, увеличением размера грантов и периода их освоения. Указанные меры кажутся весьма перспективными и начинают приносить плоды, однако пока еще слишком рано оценивать их результаты.

Управление результатами – Проекты, получившие поддержку Целевого фонда ООН, помогли повысить уровень знаний отдельных лиц и организаций в области искоренения насилия в отношении женщин и девочек, однако Фонд в целом добился меньшего успеха в управлении и распространении знаний, что является четвертым элементом стратегии Целевого фонда ООН. Фонд работает над улучшением сбора, распространения и повышением доступности знаний о насилии в отношении женщин, однако он не уделял достаточного внимания формированию знаний в этой области и не выделял достаточных ресурсов на эти цели. Внутренние системы мониторинга и оценки, а также поддержка, оказываемая в этой области получателям грантов, были слабыми, что существенно сказывается на возможностях Фонда по управлению знаниями.

Ресурсы – Финансирование Целевого фонда ООН значительно увеличилось (780%) в период с 2005 г. по 2008 г. благодаря настойчивым усилиям самого Фонда и сочетанию благоприятных факторов, включая кампанию UNiTE, проводимую под эгидой Генерального секретаря ООН, и усилия представителя ЮНИФЕМ Николь Кидман. Фонд расширил круг источников финансирования и увеличил количество стран, участвующих в его финансировании, с 4 до 11, добился увеличения суммы обязательных отчислений каждой страны-участника, а также добился увеличения пожертвований со стороны частного сектора. ЮНИФЕМ и Секретариат Целевого фонда ООН совместно разрабатывают более обоснованный подход к мобилизации ресурсов и обеспечению долгосрочного устойчивого развития Целевого фонда ООН.

Эффективность портфеля проектов Целевого фонда ООН

Во всех рассмотренных проектах потенциал уполномоченных органов и (или) правообладателей укреплялся благодаря мероприятиям, проводимым получателями грантов Целевого фонда ООН. Некоторые проекты способствовали изменению или реализации нормативно-правовой базы или концептуальных основ на уровне отдельных стран и на местном уровне; некоторые проекты способствовали нововведениям в области искоренения насилия в отношении женщин, в частности, при разработке содержания программ по противодействию ВИЧ/СПИДу и насилию в отношении женщин; при этом большая часть рассмотренных проектов включала аспекты, касающиеся прав человека и гендерного равенства.

Получатели грантов считают многие различные виды мероприятий важными с точки зрения искоренения насилия в отношении женщин (повышение осведомленности, мониторинг политических мер и законодательства, сбор данных и исследовательская работа, мобилизация общественности и т.д.). Устойчивость результатов, имеющая большое значение для эффективности долгосрочного развития, зависит от ряда факторов (сопричастность местных организаций, многоаспектный подход, правовые и организационные рамки, организационная стабильность, возможности получателей грантов, масштаб проекта). Хотя проекты Целевого фонда ООН способствовали развитию различных возможностей организаций, получивших гранты, получатели грантов часто оказывались неспособными продолжить работу по завершении финансирования в силу ограниченности своих ресурсов. Получатели грантов имеют ограниченные возможности в плане мониторинга и оценки, представления отчетов и установления партнерских отношений с правительствами. Целевой фонд ООН уже учитывает эти потребности и, начиная со своего Запроса предложений 2008 года, придает особое значение подтверждению наличия четко сформулированных стратегий развития потенциала и обеспечения устойчивого развития, а также синергического эффекта и координации с имеющимися программами, чтобы описать, каким образом будут поддерживаться достигнутые результаты в долгосрочной перспективе после завершения работы в рамках выделенного гранта. Процедура

Запроса предложений 2009 года еще четче определяет важность и необходимость наличия планов по обеспечению устойчивого развития.

Руководство

ЮНИФЕМ осуществлял свои попечительские функции в отношении Целевого фонда ООН, и, по общему признанию, способствовал деятельности Целевого фонда ООН. Ценность глобального межучрежденческого Комитета по оценке программ заключается в составе входящих в него учреждений ООН и неправительственных организаций, обладающих опытом в области искоренения насилия в отношении женщин и девочек. В течение рассматриваемого периода большая часть усилий глобального и субрегиональных межучрежденческих Комитетов по оценке программ была направлена на отбор проектов. Вместе с тем, в результате децентрализации и упрощения процедуры Запроса предложений ожидается, что члены будут иметь больше времени для того, чтобы оказать содействие Фонду в таких областях, как стратегическое мышление, информационно-разъяснительная работа на местах, и в выполнении других предполагаемых функций, что будет иметь все возрастающее значение, учитывая ожидаемое развитие Фонда. Управленческий аппарат Целевого фонда ООН хорошо поработал в течение рассматриваемого периода, хотя распределение ролей и областей ответственности между штаб-квартирой и субрегиональными отделениями было обозначено нечетко, следствием чего стали определенная неэффективность и неудовлетворенность результатами. В настоящее время Фонд уточняет эти аспекты. Руководство деятельностью Целевого фонда ООН осуществляют специально выделенные и усердно работающие сотрудники в штаб-квартире, а также в регионах и субрегионах. Их преданность идее искоренения насилия в отношении женщин и девочек, а также усилия по поддержке деятельности получателей грантов заслужили высокую оценку всех заинтересованных сторон. Нынешний состав персонала не соответствует масштабному и расширенному плану будущей деятельности Фонда.

Заключение

Целевой фонд ООН является подходящим механизмом для решения вопросов искоренения насилия в отношении женщин и девочек. Он заполняет пробел, важность которого признают все заинтересованные стороны, соответствует приоритетным задачам, поставленным в целях в области развития, сформулированных в Декларации тысячелетия, и признается удовлетворяющим потребности как получателей грантов, так и бенефициаров.

В 2005-2008 гг. проекты, получившие поддержку Целевого фонда ООН, обеспечили достижение различных краткосрочных результатов, при этом данные результаты были важными для бенефициаров. В меньшей степени подтверждены долгосрочные результаты. Хотя более долгосрочные результаты становятся заметными по прошествии времени, они также требуют проведения в течение длительного времени многосторонних мероприятий (т.е. мероприятий, которые направлены на людей, организации и учреждения). Большинство результатов проектов Целевого фонда ООН были положительными, однако работы по проектам невозможно было продолжать после завершения финансирования проектов.

Что касается эффективности, то управление Целевым фондом ООН осуществляется бережливо, с очень рациональной структурой управления и очень низкими накладными расходами. Хотя похвально, что большая часть ресурсов направляется на проекты и бенефициаров, это вызывает усталость персонала, и некоторые функции, например, мониторинг, оценка и управление знаниями, осуществляются неэффективно.

Целевой фонд ООН неплохо поработал, учитывая имевшиеся у него ресурсы. Другими словами, достигнутые результаты соответствовали затраченным ресурсам. Вместе с тем, будущее вызывает определенную озабоченность, главным образом то, каким образом Целевой фонд ООН будет соответствовать растущим ожиданиям и управлять более крупной программой. Хотя руководители Целевого фонда ООН, старший советник по вопросам искоренения насилия в отношении женщин, Директорат ЮНИФЕМ и другие уже предприняли шаги для расширения масштабов деятельности, они пока могут действовать только в рамках существующей

структуры и имеющегося персонала.

Секретариат Целевого фонда ООН и ЮНИФЕМ занимаются устранением многих ограничений, отмеченных по итогам оценки, и добились определенных успехов в прошлом году. Хотя это выходит за рамки периода, предусмотренного мандатом на проведение оценки, было бы несправедливым в отношении Целевого фонда ООН не отметить приложенные недавно усилия.

➜ Рекомендации

Рекомендации по программе

1. Секретариату Целевого фонда ООН следует в кратчайшие возможные сроки окончательно доработать свою стратегию на предстоящий период и выделить необходимые ресурсы для ее осуществления.
В стратегии должны быть четко заявлены цели и задачи Целевого фонда ООН и определены показатели на всех уровнях, при этом стратегию следует ежегодно пересматривать, чтобы учесть изменения внешних условий. К ней должен прилагаться оперативный план, включающий реалистичные оценки расходов на реализацию, административное управление и обучение.

Выводы. Секретариату Целевого фонда ООН нужно будет решить, как он намеревается реализовать поставленную цель по превращению Целевого фонда ООН в центр знаний – либо непосредственно (т.е. Целевой фонд ООН формировал бы и распространял знания о насилии в отношении женщин), либо опосредованно (т.е. Целевой фонд ООН предоставлял бы гранты другим организациям или учреждениям, которые формировали бы и распространяли знания о насилии в отношении женщин).

2. Секретариату Целевого фонда ООН следует в кратчайшие возможные сроки завершить разработку стратегии привлечения средств и привлечь родственные учреждения ООН к ее реализации.
В рамках своей стратегии привлечения финансовых ресурсов Секретариату Целевого фонда ООН следует задействовать родственные учреждения ООН

и членов Комитета в оценке программ для реализации стратегии привлечения средств, в частности, путем более активной пропаганды Целевого фонда ООН, в том числе путем индивидуальной работы с государствами-членами и донорами.

3. Секретариату Целевого фонда ООН и ЮНИФЕМ следует рассмотреть штатное расписание (количество сотрудников, виды навыков), управленческие расходы, необходимые для осуществления нового плана, и критерии отбора проектов.
По мере увеличения размеров и масштабов деятельности Фонда следует: i) рассмотреть вопрос об увеличении численности персонала в штаб-квартире и в субрегиональных отделениях, ii) определить категорию необходимого персонала в плане уровня профессиональной компетенции и опыта, iii) пересмотреть свои административные и управленческие расходы в свете нового плана, и iv) пересмотреть критерии отбора проектов. Результаты этих обсуждений будут частично зависеть от решения относительно роли Целевого фонда ООН в управлении знаниями (отмеченной в рекомендации 1).

4. Если говорить о будущем, Секретариату Целевого фонда ООН следует укреплять свои возможности по мониторингу и оценке на глобальном и субрегиональных уровнях.
Возможности по мониторингу и оценке являются приоритетной задачей, которую необходимо решать для достижения намеченных Фондом результатов в области управления знаниями и разработки содержания программ на основе подтвержденных данных. Фонду следует изучить различные варианты (например, должность специалиста по мониторингу и оценке с постоянной занятостью, привлечение консультанта на договорной основе, увеличение численности специалистов по мониторингу и оценке на субрегиональном уровне и расширение их сфер ответственности) в свете любых других кадровых изменений, планируемых Фондом.

Возможности в области мониторинга и оценки необходимо также укреплять на уровне получателей грантов. Получателям грантов необходимо дополнительное обучение на более ранних этапах проектного цикла в области мониторинга и оценки, а также требований для работы с системой мониторинга и оценки, действующей в Фонде, и требований к пред-

ставлению отчетности. Кроме того, им требуется дополнительная поддержка в области мониторинга и оценки в течение всего проектного цикла, включая более тщательный мониторинг и надзор во время реализации проекта.

5. Секретариату Целевого фонда ООН и ЮНИФЕМ следует уточнить некоторые роли и сферы ответственности, и пересмотреть состав глобального межучрежденческого Комитета по оценке программ.

Секретариату Целевого фонда ООН и ЮНИФЕМ следует рассмотреть и уточнить соответствующие роли и разделение труда между Секретариатом Целевого фонда ООН и региональными и субрегиональными отделениями ЮНИФЕМ, и уточнить уровень усилий, необходимый координаторам Целевого фонда ООН. Целевой фонд ООН может также пожелать пересмотреть состав межчрежденческих Комитетов по оценке программ, чтобы обеспечить положительный эффект от широкого участия в их работе.

6. Секретариату Целевого фонда ООН следует решить, будет ли он развивать потенциал получателей грантов, и каким образом это будет делаться.

Мы рекомендуем, чтобы Секретариат Целевого фонда ООН обеспечивал развитие потенциала получателей грантов только в тех областях, которые помогут Целевому фонду ООН добиваться поставленых целей в плане формирования знаний и представления отчетов о результатах. (В настоящее время разрабатывается учебный курс для развитию потенциала в рамках проводимых для получателей грантов Целевого фонда ООН региональных семинаров по разработке программ на основе подтвержденных данных, мониторингу, оценке и представлению отчетов о полученном практическом опыте.) Запросы о проведении других видов обучения следует передавать другим источникам.

Рекомендации по реализации проектов

7. Секретариату Целевого фонда ООН следует контролировать качество и реализацию планов по обеспечению устойчивого развития проектов, что является одним из более новых требований Целевого фонда ООН.

Чтобы повысить возможность долговременного поддержания будущих результатов грантов, выделяемых Целевым фондом ООН, Секретариату Целевого фонда ООН следует контролировать качество и реализацию планов по обеспечению устойчивого развития. В частности, проектные решения должны включать или учитывать следующие аспекты:

> включать систематический подход к проверке исполнения или подтверждению удовлетворения нужд целевых бенефициаров;

> учитывать потребности всех заинтересованных сторон в искоренении насилия в отношении женщин и девочек, не только женщин (в том числе мужчин, молодежи);

> определять конкретные партнерства и связи, которые будут установлены в рамках проекта с местными и государственными действующими лицами, включая неправительственные организации, государственные ведомства, существующие сети, другие проекты, работа которых направлена на искоренение насилия в отношении женщин и девочек;

> определять связи с каким-либо предыдущим проектом, если речь идет о дополнительном проекте; и

> требовать, чтобы получатели грантов разрабатывали в своем предложении перспективы устойчивого развития, отражающие вышеупомянутые возможности.

8. Для обеспечения более тщательного учета вопросов прав человека и гендерного равенства в рамках проектов Секретариату Целевого фонда ООН следует требовать, чтобы все проекты включали планы по интеграции этих аспектов в проектное решение.

По итогам оценки были отмечены некоторые области, которые необходимо улучшить для того, чтобы обеспечить большее соответствие проектов принципам прав человека и гендерного равенства. Эти области включают:

> усилия по пропаганде отказа от насилия среди мужчин;

> привлечение мужчин, маргинализированных и уязвимых групп к разработке и реализации проектов;

> использование процессов участия при разработке проектов, а также при их реализации;

> привлечение уполномоченных органов к разработке проектов (не только правообладателей);

> применение подхода, основанного на принципе соблюдения прав человека, при разработке содержания программ и проработке вопросов гендерного равенства в предложениях по проектам.

9. Так же, как Секретариат Целевого фонда ООН рассматривает характеристики поддерживаемых проектов, он должен рассматривать те аспекты проектного решения, которые возникли в результате данной оценки.

Секретариат Целевого фонда ООН может пожелать изучить полезный эффект нескольких предложений, которые возникли во время проведения оценки. Эти предложения включают разрешение финансовой поддержки целевых групп; увязывание проектов с другими инициативами, которые расширяют права и возможности жертв (например, профессиональным обучением и программами кредитования); установление партнерских отношений с медиа-группами; а также более широкое использование новых коммуникационных технологий и нетрадиционных методов (например, театра) для распространения информации и повышения осведомленности.

10. Секретариату Целевого фонда ООН следует управлять грантами, выделяемыми в нестабильных государствах, опираясь на принципы Комитета содействия развитию.

В целях обеспечения эффективной реализации в нестабильных государствах Целевому фонду ООН нужно будет оказывать поддержку получателям грантов в проектах, которые обеспечивают более длительное участие и более целенаправленный мониторинг и надзор.

Resumen

➜ Introducción

Este Fondo Fiduciario fue creado en el año 1996 por la Asamblea General de las Naciones Unidas, para "brindar, a nivel comunitario, regional e internacional, la asistencia técnica necesaria para impulsar el desarrollo de modelos innovadores e intervenciones estratégicas en el área de violencia contra las mujeres". Cada año, a través de procesos competitivos, el Fondo Fiduciario ofrece donaciones a gobiernos, organizaciones no gubernamentales (ONG) y, más recientemente, equipos de las Naciones Unidas en el país. Desde su creación, se han procesado 14 ciclos de concesión de donaciones, uno por año entre 1996 y 2009.

En noviembre de 2008, Universalia Management Group, fue contratada para llevar a cabo una evaluación externa e independiente del Fondo Fiduciario. La evaluación tenía los siguientes propósitos: diagnosticar la implementación y eficacia generales de la Estrategia 2005-2008 del Fondo Fiduciario; identificar las fortalezas y debilidades que podrían afectar las decisiones de gestión, programáticas y de financiamiento futuras y ofrecer recomendaciones prospectivas.

➜ Metodología

La evaluación se llevó a cabo bajo la dirección de la Dra. Marie-Hélène Adrien, entre diciembre de 2008 y junio de 2009, en un proceso conformado por tres fases: misión de inicio, recopilación de datos, y análisis y redacción del informe. La evaluación se basó en una matriz de evaluación aprobada previamente y también se usó como referencia el Proyecto de Guía para la Integración de las Perspectivas de Derechos Humanos e Igualdad de Género en las Evaluaciones *(Draft Guidance on Integrating Human Rights and Gender Equality Perspectives in Evaluations)* del Grupo de Evaluación de las Naciones Unidas (United Nations Evaluation Group, UNEG).

Muestra de proyectos: En consulta con el personal de la Secretaría del Fondo Fiduciario y UNIFEM, se seleccionaron para su examen 37 proyectos implementados durante el período (Ciclos 10 a 12, 2005-2007). De los 37 proyectos, 16 fueron examinados mediante misiones en el terreno en ocho países y 21 se examinaron a través de revisiones de escritorio. Se seleccionaron proyectos que abarcaban toda la gama de proyectos del Fondo Fiduciario en lo que respecta a lugares y regiones, ciclos, organismos de implementación, importes presupuestarios, ventanas temáticas (implementación y VIH/SIDA) y situación (proyectos completados y en curso). La muestra representaba un 43% de la cartera de proyectos del Fondo Fiduciario y un 36% (US$ 3,9 millones) del presupuesto del período.

Métodos de recopilación de datos: Los datos se obtuvieron a través de exámenes de documentos, misiones en el terreno (entrevistas y observaciones), revisiones de escritorio de proyectos y propuestas, una encuesta, y entrevistas con integrantes de los Comités de Examen y Evaluación de Programas (Programme Appraisal Committees, PAC) interagenciales.

> **Examen de documentos** institucionales sobre la estrategia, gobernanza y estructura del Fondo Fiduciario, informes financieros e informes de las Naciones Unidas sobre el Fondo Fiduciario.

> **Misiones en el terreno** a ocho países (Haití, Ecuador, India, Nepal, Camerún, Rwanda, Bulgaria y Ucrania) con 16 proyectos. Los documentos del diagnóstico en el terreno fueron compartidos con el Fondo Fiduciario, UNIFEM (personal de la Sede y en el terreno) e integrantes de los PAC interagenciales mundiales. Se consultó a un total de 274 personas, incluyendo coordinadores del Fondo Fiduciario, personal directivo superior de UNIFEM, organizaciones receptoras de fondos integrantes de los PAC interagenciales subregionales, personas y grupos beneficiarios, socios de las organizaciones receptoras de fondos, grupos destinatarios de los proyectos, representantes gubernamentales y personal experto en la incorporación de la perspectiva de género.

> **Revisión de escritorio de** 21 proyectos a través de un examen de la documentación que fue suministrada por la Secretaría del Fondo Fiduciario y las oficinas de UNIFEM en el terreno, así como entrevistas telefónicas con personal de las oficinas de UNIFEM en el terreno y las organizaciones receptoras de fondos. Se prepararon hojas del proyecto para cada uno de los proyectos examinados (similares a las de los diagnósticos en el terreno).

> **Examen de todas las propuestas de proyectos del Ciclo 13** para determinar si los cambios incorporados a la Convocatoria de Propuestas de 2008 mejoraron la calidad de las propuestas.

> **Encuesta on-line** entre las organizaciones receptoras de fondos de los Ciclos 10 a 13 (2005-2008) para obtener información acerca de sus experiencias con el Fondo Fiduciario. El cuestionario de la encuesta fue enviado a 157 personas de 114 organizaciones que recibieron donaciones durante el período. El cuestionario fue completado por un total de 51 personas de 50 organizaciones diferentes.

> **Entrevistas telefónicas con cuatro integrantes de los PAC interagenciales mundiales** para obtener información sobre la gobernanza del Fondo Fiduciario.

Análisis de los datos e informes: Los datos se analizaron mediante métodos cualitativos y cuantitativos. En el examen de los documentos del Fondo Fiduciario, la documentación de los proyectos, las entrevistas y las respuestas de los grupos destinatarios de los proyectos, se aplicó un método de análisis de los contenidos. Los resultados de la encuesta online y los datos financieros del Fondo Fiduciario fueron objeto de análisis estadísticos. La triangulación de los datos (convergencia de los datos de fuentes múltiples) permitió al equipo extraer ciertas conclusiones clave y formular recomendaciones, que se analizaron con los directivos superiores de UNIFEM y el personal del Fondo Fiduciario en junio de 2009, antes de la redacción del borrador del informe.

Limitaciones: La evaluación se vio afectada por la falta o limitación de datos y documentación, dificultades para programar las entrevistas con los integrantes de los PAC interagenciales mundiales y varios acontecimientos inesperados durante las misiones en el terreno.

➜ Conclusiones de la evaluación

Pertinencia

La Estrategia 2005-2008 del Fondo Fiduciario se ajustó apropiadamente a las prioridades internacionales, regionales y nacionales en materia de igualdad de géneros y violencia contra mujeres y niñas. Teniendo en cuenta los criterios elaborados para la evaluación, el Fondo Fiduciario parece ser un mecanismo idóneo para promover el cumplimiento de las leyes y la implementación de las políticas. Durante este período, el Fondo Fiduciario contribuyó a aumentar la concienciación acerca de la gravedad de la violencia contra mujeres y niñas entre la ciudadanía; los proyectos respondieron a las necesidades de las mujeres que sobrevivieron o fueron afectadas por situaciones de violencia y generaron capacidades entre los titulares de obligaciones en este campo. Si bien los proyectos del Fondo Fiduciario en los Estados Frágiles fueron relevantes, su gestión no se adaptó de forma suficiente a las difíciles condiciones de dichos países que obstaculizaban su implementación eficaz. Mirando hacia el futuro, algunas partes interesadas han manifestado su preocupación ante la posibilidad de que el Fondo Fiduciario centre sus actividades en implementar las leyes y políticas existentes y que el incremento de los montos mínimos de las donaciones reduzcan la pertinencia del Fondo Fiduciario en algunos contextos específicos. Sin embargo, hasta la fecha no hay datos suficientes como para extraer conclusiones.

Eficacia de la Estrategia 2005-2008

Los resultados de los proyectos que contaron con el apoyo del Fondo Fiduciario son congruentes con su Estrategia 2005-2008. Los proyectos lograron numerosos resultados a corto plazo y algunos incluso contribuyeron a la generación de cambios a nivel macro; pero hay menos evidencias de sus resultados a largo plazo.

Impacto – Para profundizar en su impacto, la Secretaría del Fondo Fiduciario aumentó los fondos disponibles para donaciones de US$ 2 millones a US$ 21 millones, el monto promedio de las donaciones de US$ 80.000 a US$ 750.000, y el número promedio de países receptores de fondos de 13 a 25, y concentró más su atención en apoyar la implementación de las políticas y leyes existentes para erradicar la violencia contra mujeres y niñas, que durante el período del estudio aumentaron de un 24% a más de un 96% de la cartera de proyectos.

Participación – La Secretaría del Fondo Fiduciario se centró en aumentar la participación de los organismos de las Naciones Unidas, los gobiernos, los grupos de promoción formados por hombres y las organizaciones receptoras de fondos a nivel regional. Al ampliar los tipos de organizaciones elegibles para recibir donaciones de modo que incluyeran a gobiernos, asociaciones entre ONG y gobiernos, y asociaciones de los equipos de las Naciones Unidas en el país con gobiernos y organizaciones de la sociedad civil (OSC), la Secretaría del Fondo Fiduciario permitió que un grupo más diversificado de organizaciones participara en los esfuerzos por erradicar la violencia contra las mujeres. UNIFEM y la Secretaría del Fondo Fiduciario crearon Comités de Examen y Evaluación de Programas (Programme Appraisal Committees, PAC) a nivel mundial y regional, conformados por organismos de las Naciones Unidas, ONG y otros expertos, como mecanismos de consulta y cooperación en el campo de la erradicación de la violencia contra mujeres y niñas. La presentación de propuestas para el Ciclo 13 por parte de 42 equipos de país de Naciones Unidas demuestra claramente que el Fondo Fiduciario ha motivado a los organismos de Naciones Unidas a buscar áreas de colaboración y que ha habido cierto grado de sinergia con los organismos de Naciones Unidas en relación a los proyectos ya existentes. La Secretaría del Fondo Fiduciario ha incluido explícitamente a ciertos grupos de hombres entre

las organizaciones que son elegibles para solicitar donaciones, y existe una mayor conciencia y comprensión de la importancia de considerar a los hombres como agentes activos para el cambio. Para el Ciclo 13, se seleccionaron varios proyectos específicamente destinados a hombres y más de la mitad de los proyectos identifican a hombres y niños como beneficiarios secundarios. La Secretaría del Fondo Fiduciario está trabajando en ampliar la participación de las organizaciones receptoras de fondos a nivel regional a través de proyectos regionales e interregionales e iniciativas interregional es de aprendizaje; pero los esfuerzos no fueron sistemáticos durante los cuatro últimos ciclos y todavía es muy pronto para evaluar los resultados.

Eficiencia – La mayoría de los proyectos que implementó el Fondo Fiduciario entre 2005 y 2008 fueron completados dentro del presupuesto asignado y dentro de un plazo razonable. Los costos de la gestión y administración del Fondo Fiduciario aumentaron en términos absolutos, pero el aumento no fue proporcional al significativo aumento de las contribuciones y donaciones del período 2005-2008. Esto afectará la capacidad del Fondo Fiduciario para lograr sus objetivos, en especial en términos de gestión del conocimiento. La Secretaría del Fondo Fiduciario adoptó varias medidas destinadas a mejorar la eficiencia, incluyendo un cambio en el proceso de preselección -que se basará en notas conceptuales en vez de en propuestas completas-, la descentralización de la toma de decisiones a nivel subregional a través de la creación de PAC interagenciales subregionales y, por último, la ampliación de la magnitud de las donaciones y la duración de su período de implementación. Se considera que estas medidas son promisorias y ya están comenzando a dar frutos, pero todavía es demasiado pronto para medir sus resultados.

Gestión del conocimiento – Los proyectos que cuentan con el apoyo del Fondo Fiduciario han ayudado a aumentar los conocimientos sobre la erradicación de la violencia contra mujeres y niñas entre las personas y las organizaciones; pero el Fondo Fiduciario en sí mismo, no ha sido tan exitoso en la gestión y difusión de este conocimiento, que es el cuarto elemento de su Estrategia. El Fondo Fiduciario está trabajando en mejorar la compilación, difusión y visibilidad de los conocimientos sobre la violencia contra las mujeres; pero no ha prestado suficiente atención o recursos a la generación de tales conocimientos. Sus sistemas

de monitoreo y evaluación y su apoyo a las organizaciones receptoras de fondos en esta área han sido débiles, lo que encierra importantes implicaciones para la forma en que el Fondo Fiduciario podrá gestionar el conocimiento.

Recursos – La financiación del Fondo Fiduciario aumentó drásticamente (780%) entre 2005 y 2008, debido a los constantes esfuerzos del propio Fondo Fiduciario y a una combinación de factores propicios, incluyendo la campaña UNiTE del Secretario General de las Naciones Unidas y los esfuerzos de su portavoz, Nicole Kidman. El Fondo Fiduciario diversificó sus fuentes de financiación y aumentó el número de los países contribuyentes de cuatro a once, aumentó el importe que cada contribuyente se comprometió a contribuir, y también incrementó las contribuciones del sector privado. UNIFEM y la Secretaría del Fondo Fiduciario están trabajando en la elaboración de un enfoque más potente para movilizar recursos y apoyar la sostenibilidad a largo plazo del Fondo Fiduciario.

Eficacia de la cartera del Fondo Fiduciario.

En todos los proyectos que examinamos, las capacidades de los titulares de derechos y/u obligaciones fueron fortalecidas a través de intervenciones del Fondo Fiduciario ante las organizaciones receptoras de fondos. Algunos proyectos contribuyeron a cambiar o implementar marcos jurídicos y de políticas a nivel nacional y local; algunos proyectos contribuyeron a lograr innovaciones en la erradicación de la violencia contra las mujeres, en particular en lo relativo al VIH/SIDA y la programación para erradicar la violencia contra las mujeres; y en la mayoría de los proyectos examinados se habían integrado las perspectivas de derechos humanos e igualdad entre los géneros.

Las organizaciones receptoras de fondos consideran que existen muchos tipos diferentes de intervenciones que son importantes para abordar la violencia contra las mujeres (concienciación, monitoreo de políticas y leyes, recolección de datos e investigaciones, movilización de las comunidades, etc.). La sostenibilidad de los resultados, que es esencial para la eficacia del desarrollo a largo plazo, depende de una variedad de factores (apropiación local, enfoque multifacético, marcos jurídicos e institucionales, estabilidad institu-

cional, capacidad de las organizaciones receptoras de fondos, tamaño de los proyectos). Si bien los proyectos del Fondo Fiduciario contribuyeron a crear diversas capacidades en las organizaciones receptoras de fondos, con frecuencia éstas no estaban en condiciones de continuar las actividades luego de finalizado el financiamiento, debido a la exigüidad de sus recursos. La capacidad de las organizaciones receptoras de fondos en materia de monitoreo y evaluación, presentación de informes y creación de asociaciones con los gobiernos es limitada. El Fondo Fiduciario ya está abordando estas necesidades y, desde su Convocatoria de Propuestas 2008, está haciendo hincapié en demuestrar un desarrollo de capacidades explícito y estrategias para la sostenibilidad, así como sinergias y coordinación con iniciativas ya existentes, así como en describir cómo se sostendrán los logros una vez que la financiación haya finalizado. El proceso de la Convocatoria 2009 es incluso más explícito en términos de la importancia y los requisitos de los planes de sostenibilidad.

Gestión

UNIFEM ha cumplido sus responsabilidades fiduciarias con el Fondo Fiduciario y la percepción general es que le agrega valor al Fondo. El PAC interagencial mundial es valorado por estar conformado por organismos de Naciones Unidas y ONG que cuentan con conocimientos especializados en violencia contra niñas y mujeres. Durante el período, los PAC mundial y subregionales interagenciales dirigieron la mayor parte de sus esfuerzos a la selección de los proyectos. Sin embargo, como resultado de la descentralización y simplificación del proceso de la Convocatoria de Propuestas, se prevé que los integrantes tendrán más tiempo disponible para asistir en el pensamiento estratégico del Fondo Fiduciario, en sus actividades de extensión y en otros roles que se le han encomendado, que serán cada vez más importantes dado el crecimiento que se espera. La estructura de gestión del Fondo Fiduciario operó bien durante el período, si bien los roles y las responsabilidades entre la Sede y las oficinas subregionales no estaban bien definidas, lo que generó algo de ineficiencia y frustración. Actualmente el Fondo Fiduciario está aclarando estas definiciones. El Fondo Fiduciario es gestionado por personal dedicado y emprendedor, tanto en la Sede como en las regiones y subregiones. Su compromiso para con la erradicación de la violencia

contra mujeres y niñas y su apoyo a las organizaciones receptoras de fondos ha sido encomiado por todas las partes interesadas. La composición actual del personal del Fondo Fiduciario no acompaña, sin embargo, los ambiciosos planes de expansión del mismo en el futuro.

Conclusión

El Fondo Fiduciario es un mecanismo idóneo para abordar la violencia contra mujeres y niñas. Llena una laguna que todas las partes interesadas consideran importante, se ajusta a las prioridades establecidas en los Objetivos de Desarrollo del Milenio (ODM) y se considera que cumple las necesidades, tanto de las organizaciones receptoras de fondos, como las de las personas y grupos beneficiarios.

En el período 2005-2008, los proyectos que recibieron el apoyo del Fondo Fiduciario lograron numerosos resultados a corto plazo, que fueron importantes para las personas y grupos beneficiarios. Respecto de los resultados a largo plazo, las pruebas son más escasas. Si bien se requiere más tiempo para que los resultados a mayor plazo se tornen visibles, también requieren intervenciones multifacéticas (dirigidas a personas, organizaciones e instituciones) que sean sostenidas en el tiempo. Los resultados de los proyectos del Fondo Fiduciario fueron, en su mayor parte, positivos; pero sus actividades no pudieron proseguir una vez que se había completado su financiación.

Con respecto a la eficacia, el Fondo Fiduciario es administrado frugalmente, tiene una muy pequeña estructura de gestión y sus costos generales son muy bajos. Si bien esto es loable, dado que la mayor parte de los recursos se destina a los proyectos y las personas y grupos beneficiarios, está generando fatiga en el personal, y algunas funciones, tales como el monitoreo y la evaluación y la gestión del conocimiento, no se están llevando a cabo eficazmente.

El Fondo Fiduciario ha operado apropiadamente en función de los recursos con los que cuenta. En otras palabras, los resultados logrados fueron proporcionales a los recursos que se invirtieron. Sin embargo, el futuro genera algunas inquietudes, primordialmente en términos de cómo hará el Fondo Fiduciario para cumplir las expectativas de crecimiento y gestionar un

programa de mucha mayor envergadura. Si bien los administradores del Fondo Fiduciario, el Asesor Superior de Erradicación de la Violencia contra la Mujer, la dirección de UNIFEM y otras personas han adoptado medidas tendientes a aumentar dicha envergadura, sus ambiciones se ven limitadas por la estructura y el personal con los que cuentan actualmente.

La Secretaría del Fondo Fiduciario y UNIFEM están abordando muchas de las limitaciones observadas en la evaluación y realizaron progresos durante el último año. Dado que estas medidas van más allá del periodo determinado en los Términos de referencia de la evaluación sería injusto para el Fondo Fiduciario que no reconociéramos estos esfuerzos más recientes.

➜ Recomendaciones

Recomendaciones para el programa

1. La Secretaría del Fondo Fiduciario debe completar su próxima estrategia tan pronto como sea posible y asignarle los recursos que sean necesarios para su funcionamiento.
La estrategia debe articular claramente los objetivos del Fondo Fiduciario e identificar indicadores a todos los niveles, y debe ser reconsiderada cada año para tomar en cuenta los cambios que se hayan producido en su entorno. La estrategia debe ser acompañada de un plan operativo que incluya estimaciones realistas de los costos de implementación, administración y capacitación.

Implicaciones: La Secretaría del Fondo Fiduciario debe decidir cómo pretende implementar su objetivo de hacer que el Fondo Fiduciario se convierta en un núcleo de conocimiento – sea directamente (es decir, que el Fondo Fiduciario genere y difunda conocimiento sobre la violencia contra las mujeres) o indirectamente (es decir que el Fondo Fiduciario realice donaciones a otras organizaciones o instituciones para que generen y difundan conocimientos sobre la violencia contra las mujeres).

2. La Secretaría del Fondo Fiduciario debe completar su estrategia de captación de fondos tan pronto como sea posible y lograr la participación de organismos hermanos del sistema de Naciones Unidas para su implementación.

Como parte de su estrategia para la captación de fondos, la Secretaría del Fondo Fiduciario debe lograr la participación de los organismos hermanos del sistema de Naciones Unidas y los integrantes de los PAC en la implementación de su estrategia de captación de fondos, en particular asignándoles un papel más importante a efectos de la promoción del Fondo Fiduciario entre los estados miembros y los donantes, entre otros.

3. La Secretaría del Fondo Fiduciario y UNIFEM deben analizar la estructura de su personal (número de funcionarios/as tipos de competencias, etc.), los costos de gestión requeridos para llevar a cabo su nuevo plan y los criterios para la selección de proyectos.

A medida que crezcan el tamaño y alcance del Fondo, se deberá: i) analizar la posibilidad de aumentar el personal de la Sede y las oficinas subregionales; ii) identificar qué tipo de personal se requiere en términos de nivel de conocimientos y experiencia; iii) examinar los costos administrativos y de gestión a la luz del nuevo plan y iv) reconsiderar los criterios para la selección de proyectos. Los resultados de estas deliberaciones dependerán en parte de la decisión que se adopte acerca del papel del Fondo Fiduciario en términos de gestión del conocimiento (según se describió en la Recomendación 1).

4. Mirando hacia el futuro, la Secretaría del Fondo Fiduciario debe fortalecer sus capacidades para monitoreo y evaluación a nivel mundial y subregional.

La capacidad en materia de monitoreo y evaluación es una prioridad que debe ser abordada apropiadamente para que se puedan alcanzar los resultados de gestión del conocimiento y programación basada en evidencias que se procura alcanzar. El Fondo Fiduciario debe examinar diversas opciones (como por ejemplo un puesto de tiempo completo para monitoreo y evaluación, la contratación de un/a consultor/a y el incremento de los roles y responsabilidades en materia de monitoreo y evaluación a nivel subregional) a la luz de los demás cambios en el personal que el Fondo Fiduciario planifique para el futuro.

Las capacidades en materia de monitoreo y evaluación también se deben fortalecer a nivel de las organizaciones receptoras de fondos, que necesitan mayor capacitación para el monitoreo y la evaluación en una etapa temprana del ciclo del proyecto, y mayores conocimientos sobre el sistema de monitoreo y evaluación y los requisitos de presentación de información del Fondo Fiduciario. Estas también necesitan mayor apoyo en materia de monitoreo y evaluación a lo largo del ciclo de los proyectos, incluyendo monitoreo y supervisión durante la implementación.

5. La Secretaría del Fondo Fiduciario y UNIFEM deben aclarar algunos roles y responsabilidades y examinar la composición del PAC interagencial mundial.

La Secretaría del Fondo Fiduciario y UNIFEM deben examinar y aclarar los roles y la división de tareas entre la Secretaría del Fondo Fiduciario y la oficinas regionales y subregionales de UNIFEM, así como el nivel de esfuerzo que requieren los coordinadores del Fondo Fiduciario. Quizás también sea bueno que el Fondo Fiduciario examine la composición de los PAC interagenciales para asegurarse de que gocen de una amplia participación.

6. La Secretaría del Fondo Fiduciario debe decidir si construirá capacidades en las organizaciones receptoras de fondos y, en tal caso, cómo hará para lograrlo.

Recomendamos a la Secretaría del Fondo Fiduciario que ofrezca desarrollo de capacidades a las organizaciones receptoras solamente en las áreas que ayudarán a cumplir sus objetivos de generación de conocimiento y presentación de información sobre los resultados. (Actualmente se está elaborando un programa de estudios para el desarrollo de capacidades a través de talleres regionales para las organizaciones receptoras de fondos del Fondo Fiduciario, que abordará: programación basada en evidencias, monitoreo, evaluación y presentación de información sobre las lecciones aprendidas.) Las solicitudes de otros tipos de capacitación deberían ser canalizadas hacia otras fuentes.

Recomendaciones para la implementación de proyectos

7. La Secretaría del Fondo Fiduciario debe vigilar la calidad e implementación del nuevo requisito del Fondo Fiduciario, a saber, la presentación de planes de sostenibilidad de los proyectos.
Para potenciar la posibilidad de que los resultados de las donaciones del Fondo Fiduciario en el futuro sean más sostenibles, la Secretaría del Fondo Fiduciario debe vigilar la calidad e implementación de los planes de sostenibilidad. En particular, el diseño de los proyectos debe incluir o abordar lo siguiente:

> un enfoque sistemático que permita hacer un seguimiento o verificar la satisfacción de las necesidades de las personas y grupos beneficiarios destinatarios;

> las necesidades de todas las partes interesadas en erradicar la violencia contra mujeres y niñas, es decir, no solamente las de las mujeres, sino también las de hombres y jóvenes;

> la identificación de las asociaciones y nexos específicos que creará el proyecto con actores locales y estatales, incluyendo ONG, organismos de los gobiernos, redes establecidas y otros proyectos que trabajan para erradicar la violencia contra mujeres y niñas;

> la identificación de nexos con un proyecto anterior, en el caso de los proyectos de seguimiento;

> una solicitud a las organizaciones receptoras de fondos para que desarrollen las perspectivas de sostenibilidad en su propuesta, en reflejo de las posibilidades mencionadas anteriormente.

8. Para asegurar una mayor integración de las consideraciones sobre derechos humanos y la igualdad de género en sus proyectos, la Secretaría del Fondo Fiduciario debe exigir que el diseño de todos los proyectos incluya planes para dicha integración.
La evaluación observó algunas áreas que deben mejorar para potenciar la alineación de los proyectos con los principios de derechos humanos e igualdad entre los géneros, incluyendo los siguientes:

> hacer esfuerzos para movilizar a los hombres en contra de la violencia de género;

> incluir a los hombres y a los grupos vulnerables y marginados en el diseño del proyecto y su implementación;

> usar procesos participativos en el diseño del proyecto así como en su implementación;

> lograr el compromiso de los titulares de deberes en el diseño del proyecto (y no solamente el de los titulares de derechos);

> aplicar en las propuestas de proyectos los principios de la programación basada en derechos humanos e igualdad de género.

9. Así como la Secretaría del Fondo Fiduciario analiza las características de los proyectos a los que brinda apoyo, también debería analizar algunos aspectos del diseño de los proyectos que se identificaron en esta evaluación.
Sería recomendable que la Secretaría del Fondo Fiduciario decidiera explorar los beneficios de varias recomendaciones que surgieron durante la evaluación, incluyendo las siguientes: proveer apoyo financiero a los grupos objetivos; establecer nexos entre los proyectos y otras iniciativas que empoderan a las víctimas (tales como capacitación vocacional y esquemas de préstamos); crear asociaciones con grupos de los medios de comunicación; hacer un mayor uso de nuevas tecnologías de la información y métodos no tradicionales tales como el teatro para difundir información y aumentar la concienciación.

10. La Secretaría del Fondo Fiduciario debería gestionar sus donaciones a los Estados Frágiles de acuerdo con los principios del Comité de Asistencia al Desarrollo (CAD).
Para apoyar una implementación eficaz en los Estados Frágiles, el Fondo Fiduciario debe apoyar a las organizaciones receptoras de fondos en proyectos que permitan un compromiso de mayor plazo y brindar actividades de monitoreo y supervisión más concentradas.

2009 Highlights

The UN Trust Fund Secretariat provided this section on 2009 highlights to give readers an update on developments after the period covered by the evaluation.

Every evaluation is time-bound and, as such, only reflects the data collected over a determined period of time. As per the TORs of the evaluation, this evaluation report covers the period between 2005 and 2008 of the UN Trust Fund operations. Events that took place after 2008 were therefore not part of the mandate and, although the evaluation tried to report on them to the extent possible, it is inevitable that some of them are not considered in this report. Given the important opportunities and challenges that the UN Trust Fund Secretariat will face in the coming years to fulfill its mandate, we consider it important to highlight the most recent trends that began in 2008.

United Nations Trust Fund as a system-wide funding mechanism to End Violence against Women and Girls

> Explicit linkages and references in the Call for Proposals and in applicants' proposals as to how the UN Trust Fund contributes directly to the Secretary General's *UNite to End Violence against Women Campaign 2008–2015*, specifically as regards implementation of the five key outcomes for national level action reflected in the Campaign's Framework for Action. Specifically, these are: the enforcement of national laws, the implementation of multisectoral action plans, support to data collection systems, social mobilization and prevention strategies, and addressing sexual violence in conflict situations.

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> As with prior years, in 2009, the UN Trust Fund convened some 20 United Nations organizations in the process of grant-making at both global and subregional levels. This includes their participation in adopting the annual Call for Proposals, the criteria for selection, assessing and providing technical comments to all shortlisted proposals, and making the final recommendations for approvals. In 2009, the global

PAC also included participation of the UNDP-Spain MDG Achievement Fund in the assessment of UN country teams' applications.

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> Especially in the context of the Secretary-General's Campaign and the $100 million benchmark for the UN Trust Fund by 2015, the UN Trust Fund serves as a barometer of global demand for resources to end violence against women and girls and continues to serve as a measure of political will in support of the issue. For the 2009 Call for Proposals, demand reached a record high with a total 1643 proposals for a monetary value of US$857 million. Despite the increase in resources since 2008, the UN Trust Fund was only able to meet 1.2% of total demand.

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> In order to address the serious lack of resources for projects in 2009, the UN Trust Fund Secretariat and UNIFEM launched an intensive outreach effort, with guidance from the UN Foundation, including issuing a `Trust Fund Alert' via the web. As a result of these outreach efforts, the UN Trust Fund was announced as a commitment of the Clinton Global initiative for the 100 million target by 2015. In addition, these efforts are resulting in increased outreach and potential partnerships with private sector donors and foundations keen on investing on violence against women and girls outside of the UN. The UN Trust Fund will have a Fundraising and Strategic Plan by the end of 2009 that will be prepared in consultation with the global and subregional PACs, donors, global experts, and grantees.

Quality assurance, transparency

> As part of the 2009 Call for Proposals, independent experts were contracted at the subregional and global levels to appraise and provide technical feedback to the selected proposals in order to provide technical assistance in project design – in addition to the advice and technical recommendations from UN agencies and expert NGOs provided via the global and subregional PACs. By the end of 2009, pre-selected grantees will have received two rounds of feedback prior to finalization of their grant awards.

> The UN Trust Fund Secretariat and UNIFEM have been developing a plan for the roll out of a staffing plan on a cost-sharing basis at the subregional level in order to recruit senior regional experts on ending violence against women that will provide technical oversight to grantees, facilitate synergies of grantee initiatives with UN agencies at the local level and support the documentation and preparation of lessons learned and good practice documents for knowledge-sharing stemming from UN Trust Fund investments.

Monitoring and evaluation/ Knowledge Management

> The UN Trust Fund standardized reporting formats for consistent application across global and subregional levels and is designing a results-based reporting system that will feed into the UN Trust Fund's database and Web site. The database will track grantee results, enhance efficiency, and serve as a depository of documentation with searchable functions, including knowledge of products generated by grantees. Also, the new database being developed for the UN Trust Fund will serve as an on-line application tool and will be available in three languages: English, Spanish, and French.

> In 2009, monitoring missions by the UN Trust Fund Secretariat were initiated to a total of nine projects. Technical assistance missions and monitoring visits are now part of the regular workplan of the UN Trust Fund Secretariat. In addition, six-month and annual reports are receiving feedback from both the Secretariat and the UN Trust Fund focal points at the local level in a systematic way.

> The UN Trust Fund Secretariat has begun the collection of case studies from successful grantees in a systematic way and is also collecting knowledge products produced by grantees that will feed its Web site and other knowledge management tools and mechanisms at the UN level, including UNIFEM's new Global Virtual Knowledge Centre on evidence-based programming and implementation.

> Selected UN Trust Fund grantees are receiving specialized and tailored technical assistance from leading expert organizations on data analysis, monitoring, and evaluation (e.g., PATH, ICRW, and Measure Evaluation) to enhance their capacities in this area and ensure proper documentation of results and lessons learned, and contributions by the UN Trust Fund to the global knowledge base.

Capacity Development

> For the first time in its history, the UN Trust Fund will have capacity development workshops for its grantees on evidence-based programming on violence against women and monitoring and evaluation. The first one will take place on 19 October 2009 followed by three others in Asia, West Africa, and Latin America. ICRW will be conducting the workshops that will later be followed up with coaching and mentoring to ensure continuous support to grantees on monitoring, evaluation, knowledge generation, and dissemination.

Acronyms

BGRF	Bulgarian Gender Research Foundation (Bulgaria)
CBO	Community-Based Organization
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CEPAM	Centro Ecuatoriano Para La Promocion Y Accion De La Mujer (Ecuador)
CSO	Civil Society Organization
CSW	Commission on the Status of Women
DINAGE	National Directorate for Gender (Ecuador)
DRDA	District Rural Development Agency (India)
DV	Domestic Violence
GA	General Assembly
GBV	Gender-Based Violence
HQ	Headquarters (New York)
IANWGE	Inter-Agency Network on Women and Gender Equality
ICRW	International Center for Research on Women
KM	Knowledge Management
M&E	Monitoring and Evaluation
MEKM	Monitoring, Evaluation and Knowledge Management
MWCD	Ministry of Women and Child Development (India)
NGO	Non-governmental organization
PAC	Programme Appraisal Committee
PATH	Program for Appropriate Technologies in Health
PWN	Positive Women Network (India)
SG	Secretary-General
SRO	Subregional Programme Office
TOR	Terms of Reference
UN Trust Fund	United Nations Trust Fund in Support of Actions to Eliminate Violence against Women
UNCT	United Nations Country Team
UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Group
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UNIFEM	United Nations Development Fund for Women
VIDWA/KOFAVIV	Haiti Rights Vision /Commission of Women Victims for Victims
WLSA	Women and Law in Southern Africa

Contents

Additional information about the Evaluation Products and Appendices are available upon request.

Annexes

Exhibits

1. Introduction

Universalia is pleased to submit to the United Nations Development Fund for Women (UNIFEM) the report on the Evaluation of the United Nations Trust Fund in Support of Actions to Eliminate Violence against Women (hereafter referred as the UN Trust Fund). This report presents the synthesis of the findings of the evaluation and is Volume I of three volumes.

Volume II includes evaluation products, including: a) final field assessment briefs, revised on the basis of comments received from UN Trust Fund Secretariat, the UNIFEM Evaluation Unit, and the grantees; b) project sheets on the desk review of 21 UN Trust Fund projects; and c) the survey analysis.

Volume III contains the list of consultants who participated in the evaluation and the full list of UN Trust Fund projects implemented between 2005 and 2008. Additional information about the Evaluation Products and Appendices are available upon request.

➜ Background

The UN Trust Fund was established in 1996 following the UN General Assembly (GA) in 1995, requesting UNIFEM to "consider the possibility of establishing a trust fund, within the existing mandate, structure, and management of the United Nations Development Fund for Women, in support of national, regional, and international actions, including those taken by Governments and non-governmental organizations, to eliminate violence against women."

According to the TORs of the UN Trust Fund, the purpose of the UN Trust Fund is to "provide technical assistance at the community, regional, and international levels that will advance the development of innovative models and strategic interventions in the area of violence against women."[1]

Each year, the UN Trust Fund provides grants to government, non-governmental organizations and, more recently, to United Nations Country Teams (UNCTs)[2] on a competitive basis. Since its establishment, there have been 14 cycles, one for each year from 1996 to 2009.

Universalia Management Group, a monitoring and evaluation firm based in Canada, was contracted in November, 2008, through open tendering by UNIFEM's Evaluation Unit to conduct an external and independent corporate evaluation of the UN Trust Fund. As outlined in the Terms of Reference, the objectives of the evaluation were to:

> Assess the overall implementation and effectiveness of the UN Trust Fund 2005–2008 Strategy;

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1 Trust Fund in Support of Actions to Eliminate Violence against Women. United Nations. Terms of Reference; p. 1.

2 UNCTs working in close collaboration with governments and CSOs.

> Identify strengths, weaknesses, challenges, and current trends in the UN Trust Fund activities during the 2005–2008 strategy period that have implications for strengthening its future managerial, programmatic, and funding directions; and

- -

> Provide forward-looking recommendations.

➜ Organization of the Report

This report is organized in nine chapters. Following this introduction, Chapter 2 provides an overview of the evaluation methodology, Chapter 3 presents a profile of the portfolio of projects funded by the UN Trust Fund and the sample selected for review, Chapter 4 presents the history of UN Trust Fund. Chapters 5, 6, 7, and 8 present the findings of the evaluation on the relevance, effectiveness, management, and efficiency of the UN Trust Fund respectively. The final chapter presents conclusions and recommendations.

2. Methodology

➔ 2.1 Overview

The evaluation was carried out between December, 2008, and June, 2009, in three phases – the inception mission, data collection, and analysis and report writing. The Evaluation Team of Canada-based consultants and local consultants was led by Dr. Marie-Hélène Adrien. The members of the Evaluation Team and their respective roles are presented in Volume III, Appendix II.

The methodology for the evaluation was based on an approved evaluation matrix that outlined the main issues and evaluation questions (grouped under the DAC-OECD criteria of relevance, effectiveness, and efficiency) and the potential sources of data and methods of data collection. The methodology and evaluation matrix were revised, in agreement with UNIFEM's Evaluation Unit, following the Inception Mission to UNIFEM headquarters (HQ) in December 2008.

The Evaluation Team used the United Nations Evaluation Group (UNEG) *Draft Guidance on Integrating Human Rights and Gender Equality Perspectives in Evaluations* in two ways during this evaluation. First, the Evaluation Team applied the guidelines in evaluating UN Trust Fund projects and reported on this in each project sheet and field assessment brief. Second, as requested by UNEG, we have provided our feedback on how to improve the Guidance to make it more relevant to evaluators.

The following sections of this chapter present:

> the phases and activities undertaken in the evaluation (Section 2.2);

> limitations to the evaluation (Section 2.3); and

> the process and criteria used to select a sample of 37 projects for review through field missions and desk reviews (Section 2.4).

➔ 2.2 Evaluation Phases and Activities

The evaluation was conducted in three phases, corresponding to the following activities:

> Phase 1 – Inception Mission and Workplan

> Phase 2 – Data Collection

> Phase 3 – Data Analysis and Report Writing

Phase 1 – Inception Mission

The Inception Mission to New York was carried out from 15 - 17 December 2008. The objectives were to:

> Provide an interface between UN Trust Fund Secretariat and the Evaluation Team;

> Identify the UN Trust Fund's strengths, weaknesses, opportunities, and threats (a SWOT workshop was held with UN Trust Fund Secretariat for this purpose);

> Gauge the expectations of different stakeholders;

> Identify data gaps and finalize the methodology; and

> Conduct a preliminary review of the UN Trust Fund project portfolio through document review and interviews with UNIFEM, UN Trust Fund Secretariat, donors, and Programme Appraisal Committee (PAC)[3] members.

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3   In 2008, in addition to UNIFEM, programme appraisal committee members at global and subregional levels included the Division for the Advancement of Women, the Economic Commission for Africa, the Economic and Social Commission for Asia and the Pacific, the Food and Agriculture Organization of the United Nations, the International Labour Organization, the Office of the United Nations High Commissioner for Human Rights (OHCHR), the Joint United Nations Programme on HIV/AIDS, the United Nations Convention to Combat Desertification, the United Nations Development Programme, the United Nations Educational, Scientific and Cultural Organization, the United Nations Human Settlements Programme, the Office of the United Nations High Commissioner for Refugees, the United Nations Children's Fund (UNICEF), the United Nations Office on Drugs and Crime, the United Nations Population Fund (UNFPA), the World Food Programme, the World Health Organization, the World Bank, and United Nations Action against Sexual Violence in Conflict. Programme appraisal committee members also include leading non-governmental organization representatives and other experts. (Source: 2009 CSW report (p. 8)

As a result of the mission, the evaluation matrix and the project sampling strategy were revised, and a component was added to the original data collection methodology: a web-based survey of grantees from Cycles 10 (2005) to13 (2008). Resources allocated to the evaluation were increased to match the new needs. A draft inception report was prepared and shared with UN Trust Fund Secretariat, UNIFEM staff (HQ and SRO), and global inter-agency PAC members for comments.

Phase 2 – Data Collection

Following the Inception Mission, the Evaluation Team undertook a series of data collection activities shown in Exhibit 2.1 and described below.

Exhibit 2.1
Data Collection Activities

ACTIVITY	TIMEFRAME
Inception Mission	December 2008
Review of UN Trust Fund documentation and project documents	January – May 2009
Pilot mission	March 2009
Field missions	March – April 2009
Desk review of 21 UN Trust Fund projects	April 2009
Additional data collection in New York	April 2009
On-line survey	April – May 2009
Phone interviews with global inter-agency PAC members	May – June 2009
Desk review of Cycle 13 (2008) project proposals	May 2009

Document Review

The Evaluation Team reviewed key documents on the UN Trust Fund, including: corporate documentation on the Trust Fund's strategy, governance and structure, financial reports, and UN reports on the UN Trust Fund. A list of documents reviewed during the evaluation is presented in Volume I, Appendix V.

Field Missions

The purpose of the field missions was to gather data for an in-depth assessment of the effectiveness, efficiency, and relevance of selected Cycle 10–12 projects (2005–2007). Where applicable, Cycle 13 (2008) grantees were also interviewed, but the questions focused on the new Call for Proposals and selection processes. (Cycle 13 projects were just beginning and it was too early to assess their performance). The criteria applied to select projects are presented in Section 3.

Each field mission was conducted by a Universalia Evaluation Team member together with a local consultant. A pilot mission to Haiti and Ecuador was undertaken at the beginning of March 2009 to test the Evaluation Team's data collection tools. Following the pilot mission, the tools were revised in a workshop held in Montreal with the core Evaluation Team. Interview protocols tailored to each category of respondent were finalized.

The remaining field missions were conducted concurrently in the following countries:

> India and Nepal from 31 March - 9 April 2009;

> Cameroon and Rwanda from 30 March - 9 April 2009; and

> Bulgaria and Ukraine from 30 March - 9 April 2009.

In preparation for the field missions, the Evaluation Team reviewed key project documents, including proposals, progress reports, financial reports, final reports, and evaluation reports (where applicable).

During the field missions, a broad range of stakeholders were interviewed, including UN Trust Fund focal points in SROs, UNIFEM senior managers, grantees, subregional PAC members, beneficiaries, grantees' partners, project target groups, government staff, and gender experts. Data were collected through semi-structured face-to-face interviews and focus groups. Phone interviews were conducted when respondents were not available in person. A total of 274 respondents were consulted during the field missions. The list of respondents is provided in Volume I, Appendix IV.

Upon completion of the field missions, a field assessment brief was prepared for each of the reviewed projects. The first draft was shared with UN Trust Fund Secretariat, UNIFEM (HQ and SROs), and global inter-agency PAC members. The briefs are included in Volume II, Appendix I. The preliminary findings emerging from the field missions were presented to UNIFEM's senior managers and the UN Trust Fund Manager in a PowerPoint presentation in May 2009.

Desk Review

Of the 37 projects selected for review,[4] 21 were analysed through a review of documentation provided by the UN Trust Fund Secretariat and UNIFEM SROs. Project documents, produced by either the UN Trust Fund Secretariat, UNIFEM staff, or grantees (depending on the type of document), usually included: a factsheet, a proposal, a memorandum of understanding (MoU) or grant agreement, progress reports, a final report, and an impact assessment. In some cases, financial reports, evaluation reports, relevant correspondence, and media articles or press releases were also made available. When available documentation did not provide enough information, phone interviews were conducted with UNIFEM SRO staff and grantees to complete the analysis. Upon completion of the desk review, a project sheet was prepared for each of the projects reviewed (the format of the project sheets was

similar to the format of the field assessment briefs). The project sheets are included in Volume II, Appendix II.

Review of Cycle 13 (2008) Project Proposals

All Cycle 13 (2008) project proposals were reviewed to determine whether the quality of proposals had improved as a result of the changes introduced in the 2008 Call for Proposals. Nine criteria[5] were identified and applied to the analysis of proposals. The criteria were based on weaknesses identified in the review of Cycle 10–12 (2005–2007) projects. The checklist of criteria applied to the review of Cycle 13 (2008) project proposals is presented in Volume III, Appendix III.

On-line Survey

To gain the perspectives of a broader pool of grantees than was possible through field missions and desk reviews, an on-line survey of Cycle 10–13 (2005–2008) grantees was conducted to gather information about their experiences with the UN Trust Fund. The survey was sent to 157 persons from 114 organizations that received grants during the period between 2005 and 2008. The survey was on-line from 13 April to 3 May 2009. A total of 51 persons from 50 different organizations[6] completed the survey. The survey, analysis, and results are presented in Volume II, Appendix III.

Interviews with Global inter-agency PAC Members[7]

In order to get a better picture of the UN Trust Fund governance arrangements, the Evaluation Team conducted phone interviews with four global inter-agency PAC members (see list of interviewed PAC members in Volume I, Appendix IV).

Phase 3 – Data Analysis and Reporting

Data were analysed using qualitative and quantitative methods. Content analysis was applied to the review of UN Trust Fund documents, project documentation, and interview / focus group responses. Statistical analyses were performed on the results of the on-line

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4   See Section 3 for a detailed description of the methodology applied to select projects reviewed in this study.

5   Criteria included: grantee's capacities, use of participatory methods, identification of mitigation strategies, inclusion of men / boys, inclusion of vulnerable groups, commitment of key stakeholders (MoU or other type of agreement), links between outputs and long-term project objectives, sustainability, and evaluation.

6   The number of organizations was identified by cross referencing data on the budget, type of organization, and areas and levels of work.

7   See footnote no. 2 for the list of global inter-agency PAC members.

survey, as well as of UN Trust Fund financial data. The triangulation of data (convergence of data from multiple sources) allowed the team to identify key findings and formulate recommendations; these were validated with UNIFEM's senior managers and the UN Trust Fund Secretariat in June, 2009, prior to writing the draft report.

The Evaluation Team reported frequently and regularly to UNIFEM's and the UN Trust Fund Secretariat throughout the evaluation process. In addition to requesting comments on the field mission assessment briefs, project sheets, and PowerPoint presentation on preliminary findings of the field missions, the Evaluation Team Leader sent status reports to the UNIFEM Evaluation Task Manager to keep her informed of progress of the evaluation process and to signal major issues. A second PowerPoint presentation on the key evaluation findings, conclusions, and recommendations was prepared and presented in two sessions, the first with UNIFEM's senior managers and the UN Trust Fund Manager, and the second with the UN Trust Fund Secretariat. The feedback received at these sessions was integrated into the draft report. Following feedback and revisions, the final report was submitted to UNIFEM.

Use of sidebars in the Evaluation Report
Sidebars are used throughout the report to provide supplemental information, background information, quotes from stakeholders, and vignettes (real world examples) that illustrate certain findings and issues.

Vignettes were drawn from stakeholder comments in interviews and focus groups, responses to the on-line survey, and from quotes in documents reviewed.

➜ 2.3 Limitations

During the evaluation process, the Evaluation Team encountered some problems that affected the data collection.

Availability of data and documentation for several projects: The lack of or limited documentation and data on some projects, especially those analysed through desk review, was a significant obstacle. Some post-implementation documentation was not available and / or projects outputs and outcomes were inadequately reported.

Difficulty scheduling interviews with global inter-agency PAC members: Some interviews with global inter-agency PAC members were not possible to schedule, or interview time was shortened as PAC members did not have much time to allocate to the evaluation.

Unexpected events during field missions: In Rwanda, the field mission was planned for 6 - 9 April 2009. Unfortunately, the team was advised too late that the dates coincided with the commemoration of the 1994 genocide. Most offices, particularly government institutions, were closed in the afternoons, which made it difficult to meet potential respondents. In Nepal, unexpected strikes prevented the Evaluation Team from conducting interviews outside the capital Kathmandu, which affected the number of interviews with beneficiaries and partners.

Limited data on UNIFEM regional and national funds to end violence against women: In the process of revising the Evaluation Report, we were asked to assess the usefulness and effectiveness of regional and national 'spin-off' funds and the implications for the UN Trust Fund (e.g., management of such funds, resources required, benefits for potential grantees). Unfortunately, we had little data on these funds as they were not part of the TORs for the evaluation.

3. UN Trust Fund Portfolio and Sample of Projects Reviewed

Since 1996, a total of 291 UN Trust Fund grants have been approved for a total value of US$40,701,519.[8]

Between 1996 and 2004, the UN Trust Fund received under US$10 million in contributions and approved 172 grants totalling US$8,198,343. The demand for grants constantly exceeded the resources available and, on average, only 4% of project proposals were funded each year.

Between 2005 and 2008 (Cycles 10–13), 117 projects amounting to US$32,453,731 were approved. Of these, the 28 projects approved in Cycle 13 (totaling US$21,135,499) represented two-thirds of the value for the period. The portfolio of projects for the period 2005–2008 is included in Volume III, Appendix II.

For the purpose of this evaluation, 37 projects implemented in the period 2005–2007 (Cycle 10 to 12) were selected for review. Based on consultations during the inception phase with the UN Trust Fund Secretariat and UNIFEM staff, the Evaluation Team applied the following criteria to select the projects to be reviewed:

> Geographic representation of different regions;

> Inclusion of projects selected in the different cycles under review;

> Size of subprojects (ensuring an appropriate representation of small and large projects);

> Type of projects (implementation and projects in the intersections between Violence against Women and HIV/AIDS window);

> Inclusion of different categories of executing agencies (governments, NGOs, CSOs, and others);

> Inclusion of post-conflict countries;

> Project suggestions made by Regional / Country representatives.

The projects evaluated included:

> 16 projects reviewed through field missions in eight countries;

> 21 projects reviewed through desk reviews (which included phone interviews with grantees and UN Trust Fund focal points in UNIFEM SROs).

The 37 projects selected for review are shown in Exhibit 3.1. The sample represents 43% of the UN Trust Fund project portfolio for the period examined and 36% (US$3.9 million) of the budget of the project portfolio. The sample has the following characteristics:

> Location: four regions, nine subregions, and six projects in post-conflict countries;

> Project cycle: 15 projects from Cycle 10 (2005), 18 from Cycle 11 (2006), and four from Cycle 12 (2007)[9];

> Implementing agency: 35 projects implemented by NGOs, CSOs, or research centres; one implemented by a government agency; and one by an NGO and government partnership;

> Budget: 4 projects under US$50,000; 20 between US$50,000 and US$100,000; and 13 over US$100,000;

> Area: 28 projects from the implementation window and nine from the intersections between Violence against Women and HIV/AIDS window;

> Status: 22 completed projects and 15 ongoing projects.

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8   Data received from the UN Trust Fund Secretariat.

9   Cycle 13 projects were not included in the sample as these projects were reviewed for a different purpose using different criteria (see Section 2.2).

Exhibit 3.1

List of Selected Projects Reviewed

Note: Shaded projects are those recommended by UNIFEM SROs; those in bold have final reports or evaluations. The others are still ongoing.

Region	Country	Project Title	Year of Selection	Post-conflict country	Status of the project		Window		Grant Size			Executing agencies/ Applicant		Methodology	
					Completed	Ongoing	Implementation	HIV/AIDS	<50,000	50,000 100,000	<100,000	Gov	NGO/CSOs or Other	Field Mission	Desk Review
Africa	**Cameroon**	**Human Rights Based Aproach to Combating VAW In Cameroon**	**2006**		**v**		**v**				**v**		**v**	**v**	
Africa	Cote l'Ivoire	Prevention of Violence against Women and HIV/AIDS	2006	v		v				v			v		v
Africa	**Liberia**	**Increasing awareness to end VAW**	**2006**	**v**	**v**		**v**			**v**			**v**		**v**
Africa	**Liberia**	**Empowering Rural Communities to work on VAW**	**2006**	**v**	**v**		**v**			**v**			**v**		**v**
Africa	**Mali**	**National coalition to combat excision**	**2005**		**v**		**v**			**v**			**v**		**v**
Africa	**Rwanda**	**Overcoming Gender Violence in Rwanda**	**2006**	**v**	**v**		**v**			**v**			**v**	**v**	
Africa	Rwanda	"Project de reinforcement des capacités du District de Ngoma dans la mise en oevre des mécanismes de prévention et de lutte contre la violence falte au femmes"	2007	v		v	v				v	v		v	
Africa	**South Africa**	**Gender-Based Violence and HIV transmission Arts Project**	**2005**		**v**			**v**	**v**				**v**		**v**
Africa	Tanzania	Prevention of Adolescent Trafficking	2005		v		v			v			v		v
Africa	Uganda	End Violence Against women	2005		v			v		v			v		v
Africa	Zimbabwe	Monitoring the Implementation of the Sexual Offences Act of 2003	2006			v	v				v		v		v
Africa	Regional (Bostwana, Mauritius, Namibia, South Africa, Swaziland)	Developing and monitoring national and local action plans to end gender violence in Southern Africa	2007			v	v				v		v		v

Region	Country	Project Title	Year of Selection	Post-conflict country	Status of the project		Window		Grant Size			Executing agencies/ Applicant		Methodology	
					Completed	Ongoing	Implementation	HIV/AIDS	<50,000	50,000 100,000	<100,000	Gov	NGO/CSOs or Other	Field Mission	Desk Review
Asia/ Pacific	**India**	**Stop Violence**	**2005**		v			v	v				v	v	
Asia/ Pacific	India	At the Intersection of Gender-Based Violence	2006			v		v			v		v	v	
Asia/ Pacific	India	Staying Alive	2006			v	v				v		v	v	
Asia/ Pacific	India	To make Nyaya Panchayat	2006			v	v			v			v	v	
Asia/ Pacific	**Nepal**	**Empowering Nepali Women and Girls**	**2005**		v			v	v				v	v	
Asia/ Pacific	Nepal	A grassroot call	2006			v		v			v		v	v	
Asia/ Pacific	**Pakistan**	**Providing Medico-legal services for victims of VAW**	**2005**		v		v		v				v		v
CEE/CIS	Albania	Making it real: Implementing the law against domestic violence in Albania	2007			v	v				v		v		v
CEE/CIS	**Bulgaria**	**Development of Integrated prac-tices to address VAW and girls with disabilities**	**2006**		v		v			v			v	v	
CEE/CIS	Bulgaria	Coordinated efforts towards building enabling environ-ment for sustain-able and effective Implementation to the Bulgarian Law in Protection against Domestic Violence	2006			v	v				v		v	v	
CEE/CIS	**Macedo-nia**	**Establishing Unified Practices in Com-bating Domestic Violence**	**2005**		v		v		v				v		v
CEE/CIS	**Tajlldis-tan**	**Implementation of Chapter on EVAW of National State Programme**	**2005**		v		v		v				v		v
CEE/CIS	Ukraina	Implementation of laws in Prevention of Domestic Violence in Ukraine	2006		v		v				v		v	v	
CEE/CIS	Ukraina	Violence Against Women: Efficiency and Regularity in Counteraction	2006		v		v				v		v	v	

Region	Country	Project Title	Year of Selection	Post-conflict country	Status of the project		Window		Grant Size			Executing agencies/Applicant		Methodology	
					Completed	Ongoing	Implementation	HIV/AIDS	<50,000	50,000 100,000	<100,000	Gov	NGO/CSOs or Other	Field Mission	Desk Review
LAC	Brazil	Iyå Aghá- Black Women Network Against Violence	2005			v	v		v				v		v
LAC	Colombia	Prevention of violence against Women in the Atlantic Department	2005			v	v		v				v		v
LAC	Chile	Puertas Adentro: Violencia doméstica y sexual, Una estrategia regional y local en defensa de los derechos humanos de las mujeres	2006			v	v				v		v		v
LAC	Dominica	Employing and Integrated, coordinated multisectoral approach to effectively respond to violence against women & girls & domestic violence in Dominica	2005			v	v		v				v		v
LAC	Ecuador	Strengthening the civil and penal system through training and inter-institutional coordination to reduce impunity	2006			v	v		v			v	v	v	
LAC	Haiti	Responding to the HIV/AIDS threat to rape victims in poor communities	2005	v	v			v	v				v	v	
LAC	Paraguay	Monitoring and Capacity Building for Improving Access to justice among Women that Suffer from Violence	2006			v	v		v				v		v
LAC	Peru	Intercultural radio educational project to fight violence and HIV/AIDS	2005			v		v	v				v		v
LAC	Peru	"Respuestas locales y comunitarias para la prevención y atencieon del VIH/SIDA y la violencia contra la mujer en el distrito de Villa El Salvador"	2007			v		v			v		v		v

Region	Country	Project Title	Year of Selection	Post-conflict country	Status of the project		Window		Grant Size			Executing agencies/ Applicant		Methodology	
					Completed	Ongoing	Implementation	HIV/AIDS	<50,000	50,000 100,000	<100,000	Gov	NGO/CSOs or Other	Field Mission	Desk Review
LAC	**Regional (Gua-temala, Hondu-ras, El Salvador, Nica-ragua, Costa Rica, Panama, Do-minican Republic)**	**Implementating domestic Law in Central America and the Dominican Republic**	**2005**		v		v			v			v		v
LAC	**Regional (Ecuador and Bolivia)**	**Violence against women among the population border-ing Bolivia and Ecuador**	**2006**		v		v				v		v	v	
Total			37	6	26	11	28	9	3	20	14	2	36	16	21

Source: Masterlist of projects provided by UNIFEM (March 2009)

Recommended

In bold those having a Final Report or Evaluation Report

4. History of the UN Trust Fund

As part of the General Assembly Resolution 50/166 of February, 1996, on "The role of the United Nations Development Fund for Women in eliminating violence against women", the UN Trust Fund was established *"by the Administration of UNDP, in consultation with the Secretary-General, as well as with the relevant United Nations organs and bodies (…) within the existing mandate, structure and management of the UNIFEM, in support of national, regional and international actions, including those taken by Governments and non-governmental organizations, to eliminate violence against women."*

As a follow up to the Resolution, in 1997, UNIFEM established an inter-agency Programme Appraisal Committee (PAC) with UN sister agencies and experts, as a *"consultative mechanism in consideration of the UN Trust Fund's activities, inter alia to enhance the effectiveness of UN system-wide efforts, and aid in the mobilization of additional resources for the Fund"* (UN Trust Fund TORs).[10]

Several international agreements and declarations constitute the normative framework within which the UN Trust Fund carries out its activities, namely, the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) adopted in 1979, the Vienna Declaration (1993), the UN Declaration on Violence against Women (1993), the Beijing Declaration and Platform for Action (1995), the Beijing +5 Outcome Document (2000), and the following resolutions of the UN General Assembly: The role of the United Nations Development Fund for Women in eliminating violence against women (1996; A/RES/50/166); In-depth study on all forms of violence against women (2004; A/RES/58/185); Intensification of efforts to

eliminate all forms of violence against women (2007; A/RES/61/143); and, Intensification of efforts to eliminate all forms of violence against women (2007; A/62/433 and 2008; A/63/155).

The UN Trust Fund to End Violence against Women has evolved in a very short period from a small operation with an annual grant-making amounting to US$841,746 in 1996 to a large initiative with grant-making amounting to US$21,135,499 in 2008. The Trust Fund's recent phenomenal growth, due to the 780% increase in the total donor contributions (from US$2,402,099 in 2005 to US$18,666,969 in 2008),[11] is the result of several factors and actors:

> UNIFEM's senior management made efforts to expand the UN Trust Fund's resources in order to increase support to countries by funding as many projects as possible, and to provide other crucial services such as capacity-building, knowledge management, and monitoring and evaluation.

> In March, 2007, UN Secretary-General Ban Ki-Moon launched a special campaign, *UNiTE to End Violence against Women*, that will run until 2015, to coincide with the target date for achieving the Millennium Development Goals (MDGs). His appeal generated significant attention and inspired many countries, donors, and individuals to end violence against women and girls. Suddenly the movement had ambassadors such as Nicole Kidman, Charlize Theron, and other prominent individuals, and donors began to see the UN Trust Fund as a central mechanism for providing grants to support actions to end violence against women and girls.

Despite the increased importance given to the UN Trust Fund, the work in the field of ending violence against

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10 See list of global inter-agency PAC members in footnote 2 of Section.2.2.

11 As at end 2007, the Government of Spain contributed a total of US$8,034,561 in two installments: the first installment was part of the 2006 commitment, and the second installment was received at the end of 2007 to be allocated for 2008. This explains why a portfolio of US$21 million could be approved. Source: UNIFEM Annual Donor Report 2007–2008; p. 34

women and girls remains very challenging. While there has been an important breakthrough in recognizing violence against women as a human rights issue (e.g., with the first important breakthrough coming thanks to advocacy by women's rights organizations in 1993, culminating at the World Conference on Human Rights),[12] this remains a largely hidden and silent pandemic in comparison to other issues like HIV/AIDS and trafficking of human beings. In addition, empowering women can be seen as a threat by men in some cultures, and is likely to produce resistance. Because of its implications for the change of power relations, the work on human rights issues also needs a long period of time before impacts can be reported.

In the period examined in this evaluation (2005–2008), the UN Trust Fund grew and diversified in numerous ways and directions and was intensely engaged in managing its explosive growth. Exhibit 4.1 presents the most important events in the history of the UN Trust Fund since its establishment in 1996 until the time of this corporate evaluation.

Exhibit 4.1
UN Trust Fund Milestones

DATE	UN TRUST FUND GRANT-MAKING (US$)	EVENT	DETAILS
1996	791,746	Creation of the UN Trust Fund.	UN Resolution 50/166 adopted by the UN General Assembly (February 1996) to establish the UN Trust Fund, thanks to a grant from the Japanese government. Since 1996, UNIFEM reports on the UN Trust Fund annually to the CSW and the Human Rights Council.
1997	663,000	The UN Trust Fund becomes operational.	Inter-Agency Programme Appraisal Committee (PAC) convened for the first time.
1998	1,092,789	UNIFEM led UN inter-agency regional campaigns on ending violence against women in LAC, Asia-Pacific, Africa, and CEE/CIS.	These included a global inter-agency videoconference (in 1999) in the UN General Assembly (A Life Free from Violence against Women) on ending violence against women and an 18-month global electronic community of practice on ending violence against women which involved 2,000 practitioners – including all UN Trust Fund grantees – in discussions about practical strategies to end violence against women. According to UNIFEM[13], this had an important impact on the visibility of the UN Trust Fund and on the UN's work to end violence against women.[14] One of the 'asks' of the videoconference (amplifying the call from women's groups) was that 25 November should be the international day to end violence against women, which was declared shortly thereafter.

13 Source : UNIFEM's comments to Universalia's draft report.

14 It resulted in additional funds in the short-term (including a gift of US$ 100,000 from the UN Secretary General via the Conrad Hilton Foundation, and over US$ 1 million from the UN Foundation to bring grantees together in every region to build capacity in strategic communications).

12 See also Finding 1 in Section 5 of this volume.

DATE	UN TRUST FUND GRANT-MAKING (US$)	EVENT	DETAILS
2000	966,959	First review of four years of UN Trust Fund grant-making: UNIFEM publishes "With an End in Sight: Strategies from the UNIFEM Trust Fund to Eliminate Violence against Women".	The UNIFEM report presents lessons learned from some UN Trust Fund projects. The publication of "With an End in Sight" in 2000 was made thanks to special funds from the MacArthur Foundation for a learning component of the UN Trust Fund.
		A first 'special window' for grant-making is created: the strategic communications window. This was followed by a special window women, peace and security.	A special Call for Proposals, with funding from the United Nations Foundation, focusing on media and documentation was issued in 2000. The 2004 Call focused on strategies to prevent and respond to gender-based violence in conflict and post-conflict settings. Finally, a capacity-building workshop on strategic communications was conducted.
2003	600,000	Review of the UN Trust Fund.	UNIFEM publishes "Not a Minute More", which summarizes the findings of the 2002–2003 scan of efforts to eliminate violence against women in the regions in which the UN Trust Fund has worked.
2004	837,621	UN Trust Fund Secretariat rolls out a new strategy, the 2005–2008 Strategy, which has been implemented since 2005.	The 2005–2008 Strategy aims to strengthen the UN Trust Fund in the following areas: impact, involvement, efficiency, sustainable knowledge and capacity, and resources. The new strategy supports projects whose objective is to promote the implementation and monitoring of laws, policies, and national plans of action.
2005	1,837,440	UN Trust Fund Secretariat opens a special window to respond to the intersections between VAW and HIV/AIDS.	Thanks to Johnson & Johnson Corporation in collaboration with the Global Coalition Against Women and AIDS (GCWA), a window is created for projects aiming at increasing knowledge about the intersections between VAW and HIV/AIDS. Twenty-seven projects were funded through this window, of which eight are part of a learning cohort.[15]
		Key aspects of decision-making are decentralized to SROs.	In compliance with the 2005–2008 Strategy, decision making is decentralized to the subregional level. The objectives of the decentralization are to increase the relevance of the UN Trust Fund at the regional and subregional levels and to enhance the Trust Fund's effectiveness and efficiency.
		In partnership, UNIFEM and the World Bank develop an evaluation methodology for impact assessments of community-based strategies to eliminate violence against women.	The development of the evaluation methodology responds to the need for more rigorous evaluations and a compilation of best practices. The evaluation methodology was taken forward in 2007 to develop the UN Trust Fund's Monitoring, Evaluation and Knowledge Management Framework, elements of which are currently being tested through the HIV/AIDS Cohort.

15 The window ran for more than 1 year. The first year, Johnson & Johnson gave US$ 250,000. In 2006, they committed an amount of US$ 2.1 million, which was received in three installments as follows: US$ 700,000 in 2006, US$ 700,000 in 2007, and US$ 716,912 in 2009.

DATE	UN TRUST FUND GRANT-MAKING (US$)	EVENT	DETAILS
2006	4,887,192	UNO-SG conducts an *In-depth Study on All Forms of violence against women*[16]. The UN Trust Fund has aligned its strategic direction with the recommendations of this Study.	The study aims to: 1. highlight the persistence and unacceptability of all forms of violence against women in all parts of the world; 2. strengthen the political commitment and joint efforts of all stakeholders to prevent and eliminate violence against women; and 3. identify ways and means to ensure more sustained and effective implementation of State obligations to address all forms of violence against women, and to increase State accountability. Among other things, the study a) synthesizes the knowledge regarding the extent and prevalence of different forms and manifestations of violence against women; b) discusses the gaps and challenges in the availability of data, including in methodologies for assessing the prevalence of different forms of violence; and c) highlights the responsibilities of States to address and prevent violence against women.
		Subregional PACs are created in 12 countries.	The objective of the establishment of subregional PACs is to further the process of decentralization of decision-making started in 2005, and to build buy-in of UN partners.
		UN Trust Fund inspires spin-offs by UNIFEM at subregional and national levels.	At the subregional level, UNIFEM created the Arab States Trust Fund to end violence against women (for a three-year period). At the national level, UNIFEM established a Trust Fund in Brazil. However, due to difficulties with fundraising, the Trust Fund could not be activated.
		Formation of the VAW and HIV/AIDS Cohort (Cycle 11).	In 2007, under the VAW and HIV/AIDS window, a cohort of eight grantees, supported by Johnson & Johnson and other donors, was selected to address this intersection from two perspectives: 1. Reducing all forms of violence against women and girls as an effective preventive measure for HIV/AIDS; and 2. Reducing the violence that HIV-positive and -affected women and girls face as a result of stigma and discrimination, and supporting their access to rights and services.

16 A/61/122/Add.7

DATE	UN TRUST FUND GRANT-MAKING (US$)	EVENT	DETAILS
2007	4,643,045	Resolution UN GA RES 61/143 on Intensification of efforts to eliminate all forms of violence against women (December19, 2006) was adopted by the General Assembly.	UN General Assembly called upon the Inter-Agency Network on Women and Gender Equality to consider ways and means to enhance the effective-ness of the United Nations Trust Fund in Support of Actions to Eliminate Violence against Women as a system-wide funding mechanism for preventing and redressing all forms of violence against women and girls. It strongly encourages states to increase significantly their voluntary financial support for activities related to preventing and eliminating all forms of violence against women, the empowerment of women and gender equality carried out by the specialized agencies and the United Nations funds and programmes, including the United Nations Trust Fund in Support of Actions to Eliminate Violence against Women.
2008	21,135,499	The Secretary-General's cam-paign *UNiTE to End Violence against Women*, 2008 – 2015, is launched with a US$100 million per year benchmark for resource mobilization by 2015 as a formal target adopted in its *Framework for Action*.	The overall objective of the campaign is to raise public awareness and increase large-scale political will and resources, and social mobilization, for preventing and responding to all forms of violence against women and girls.
		The UN Trust Fund Secretariat broadens the eligibility criteria by opening the bid process to UNCTs, working in close collaboration with governments and CSOs.	For the first time, UN Country Teams are allowed to apply to the UN Trust Fund. The measure is adopted in the context of UN reform, after consultation with the global inter-agency PAC as well as UNIFEM's governing Consultative Com-mittee of Member States (via a Recommendation that endorses the measure "on a test-case basis, to be reviewed in 2009 based on assessing how UN Country Teams' involvement enhances the effectiveness of the UN Trust Fund operations").
		UN Trust Fund continues to inspire spin-offs by UNIFEM at subregional and country levels.	At the subregional level, UNIFEM created Trust Funds for the Pacific and CEE subregional. At the country level, a Trust Fund is being created in Afghanistan.

Beyond the UN Trust Fund, other UN entities address violence against women through research and policy development and by sharing information about their work, for example, through the *Inventory of United Nations system activities to prevent and eliminate violence against women*.[17] The Inventory, which reports on the activities of more than 20 entities, is intended to strengthen the knowledge base on work that is being implemented by the system on this critical issue. In addition, the Inter-Agency Network on Women and Gender Equality (IANWGE) has a standing Task Force on violence against women and other standing task forces have been established on particular aspects of violence against women, such as the United Nations Action against Sexual Violence in Conflict.

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17 The Inventory can be consulted from the Web site of the Division for the Advancement of Women (http: //www.un.org/womenwatch/daw/vaw/v-inventory.htm)

5. Relevance of the UN Trust Fund

According to the DAC-OECD Glossary, relevance is a measure of the extent to which the objectives of a development intervention are consistent with beneficiaries' requirements, country needs, global priorities, and partners' and donors' policies.[18]

In this chapter, we examine the UN Trust Fund strategy and activities in terms of their relevance to:

> global and national policy priorities;

> the needs and priorities of women affected by or survivors of violence;

> the priorities and needs of the countries and regions in which it operates.

Finding 1: The UN Trust Fund 2005–2008 Strategy is aligned with international, regional, and national priorities on promoting gender equality and ending violence against women and girls.

A review of the key international and regional agreements on promoting gender equality and ending violence against women and girls showed that the UN Trust Fund 2005-2008 Strategy is aligned with these instruments protecting women from violence.

Violence against women has been widely recognized as a major obstacle for the achievement of gender equality in UN resolutions and declarations, as well as by the Committee on the Elimination of Discrimination against Women in General Recommendation No. 12 (1989) on the Convention on the Elimination of All Forms of Discrimination against Women Committee (CEDAW). It is now also recognized that violence against women undermines the achievement of the Millennium Development Goals, including poverty reduction (MDG 1), gender equality (MDG 3), maternal health and the halt of HIV and AIDS, (see sidebar).

Intersections between violence against women and the MDGs

[…] Recognizing that women's poverty and lack of empowerment, as well as their marginalization resulting from their exclusion from social policies and from the benefits of sustainable development, can place them at increased risk of violence, and that violence against women impedes the social and economic development of communities and States, as well as the achievement of the internationally agreed development goals, including the Millennium Development Goals […]
Source: GA resolution 62/133

[…] women living in poverty are more likely to experience violence. Although more research is needed to fully understand the connections between poverty and violence against women, it is clear that poverty and its associated stressors are important contributors […] A number of theories about why this is so have been explored. Men in difficult economic circumstances (e.g., unemployment, little job autonomy, low socioeconomic status, or blocked advancement due to lack of education) may resort to violence out of frustration, and a sense of hopelessness. At the same time, poor women who experience violence may have fewer resources to escape violence in the home.

[…] Combating violence against women is central to the Goal 3, that of promoting gender equality; at the same time, achieving gender equality and women's empowerment is central to the elimination of violence against women. Since violence against women has such serious impacts on women's lives and their health, productivity and well-being, it must be addressed as a cross-cutting issue.
Source: *World Health Organization. 2005. Addressing violence against women and achieving the Millennium Development Goals. p. 8 and 13*

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18 DAC-OECD (2002). Glossary of Key Terms in Evaluation and Results Based Management; p. 32.

Although the 1948 Universal Declaration of Human Rights articulated the rights of women to life, liberty, and security of person (article 3), and the right not to be subjected to torture or to cruelty, inhuman or degrading treatment or punishment (article 5), violence against women remains a persistent and pressing issue. The General Assembly recently adopted three resolutions calling on States and the United Nations to intensify the efforts to eliminate all forms of violence against women (GA resolutions 61/143, 62/133, and 63/155 – adopted in 2006, 2007, and 2008, respectively).

These instruments recognize the gap in the implementation of policies and programmes and enforcement of laws as one of the major obstacles to ending violence against women. In fact, while a growing number of countries have integrated these international instruments into their national legal frameworks, and have adopted national policies and plans of action, their actual implementation is still lagging behind. The need for additional efforts to implement existing commitments, including the strengthening and enforcement of legislation, is the overall focus of the Secretary-General's 2008–2015 Campaign *UNiTE to End Violence against Women, his previous In-depth study on all forms of violence against women* (2006), and the General Assembly Resolution A/RES/61/143. Some excerpts from these documents are shown below.

Secretary-General's Campaign, UNiTE to End Violence against Women

In response, an increasing number of governments have adopted, or are in the process of adopting or enhancing national laws, policies and action plans that address violence against women and girls in a comprehensive way. Enforcement and implementation challenges, however, result in impunity for acts of violence perpetrated against women and girls, and inadequate support for, and access to services for victims and survivors.
Source: *UNiTE to End Violence Against Women.* Campaign of the United Nations Secretary-General, 2008–2015. Framework for Action; para. 5.

General Assembly's Resolution A/RES/61/143

Stresses "that challenges and obstacles remain in the implementation of international standards and norms to address the inequality between men and women and violence against women in particular, and pledges to intensify action to ensure their full and accelerated implementation;"
[…]
Calls upon "the international community, including the United Nations system and, as appropriate, regional and sub-regional organizations, to support national efforts to promote the empowerment of women and gender equality in order to enhance national efforts to eliminate violence against women and girls, including, upon request, in the development and implementation of national action plans on the elimination of violence against women and girls."

At the regional level, many agreements and declarations on ending violence against women have been adopted, including: the Inter-American Convention on the Prevention, Punishment, and Eradication of Violence against Women (1994), the Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa (2003), the South Asian Association for Regional Cooperation Convention on Preventing and Combating Trafficking in Women and Children for Prostitution (2002), and the Dhaka Declaration for Eliminating Violence against Women (2003). This last declaration, calls for, among other things, the enactment and monitoring of the enforcement of legislation impacting on violence against women in South Asia.

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

Article 4
2. States Parties shall take appropriate and effective measures to:
a) enact and enforce laws to prohibit all forms of violence against women including unwanted or forced sex whether the violence takes place in private or public; […]

Interviews conducted with government representatives during the field missions also confirmed that, while national development plans and specific national policies

recognize the problem of violence against women, their effective implementation remains a crucial problem.

Dhaka Declaration for Eliminating Violence against Women

We Parliamentarians from Bangladesh, Bhutan, India, Maldives, Nepal, Sri Lanka and Iran […]
[…] recognize the following:
[…] That domestic violence against women in the South Asian region is widespread and persistent, and that insufficient legal instruments and inadequate implementation of the laws that exist, results in women suffering violence in the family.

Gaps in implementation of international standards at the national level

"Where adequate legislation exists, the treaty bodies have frequently expressed concern that such legislation has not been effectively implemented. Particular concerns include: the absence of regulations to implement legislation, lack of clear procedures for law enforcement and health-care personnel, attitudes of law enforcement officers that discourage women from reporting cases, high dismissal rates of cases by police and prosecutors, high withdrawal rates of complaints by victims, low prosecution rates, low conviction rates, failure of courts to apply uniform criteria, particularly in relation to measures to protect victims, lack of legal aid and high costs of legal representation in courts, practices that deny women agency, such as detaining women for their "protection" without their consent, and use of reconciliation proceedings between a perpetrator and a victim of violence in criminal and divorce cases to the detriment of the victim."
Source: In-depth study on all forms of violence against women. Report of the Secretary-General; para. 278.

India Five Year Plan 2007–2012

The challenges for gender equity and the roadmap for the Eleventh Five Year Plan can be clubbed under a five-fold agenda.
[…]
iv) Effective implementation of women-related legislations.
Source: India Eleven Five Year Plan 2007–2012; p. 190

Finding 2: The UN Trust Fund is a relevant mechanism to promote the enforcement of laws and implementation of policies.

All key stakeholders interviewed during the evaluation perceive the UN Trust Fund as a relevant mechanism to promote the implementation of laws and policies. In particular, the UN Trust Fund is valued for the following reasons:

> It provides resources in a field where resources are limited;

> It embraces a broad concept of violence against women without focusing only on one specific form of violence (trafficking, sexual exploitation, etc.);

> It promotes partnerships between civil society organizations, governments, and UNCTs;

> It allocates resources on an open competitive basis;

> It provides grantees with access to technical expertise on ending violence against women;

> It finances a wide range of strategies, including awareness raising, capacity building, advocacy, strengthening social support services, and action-oriented research thus allowing grantees to choose the most appropriate strategies to the identified needs; and

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> It supports the implementation of regional and cross-regional projects, thus facilitating the sharing of experiences and knowledge at the regional and international levels.

The UN Trust Fund addresses many of the factors identified by respondents as the major causes of delays in law enforcement, namely:

> To address the lack of awareness of violence against women and girls, and its consequences for society, among services providers, law enforcement officials, government representatives, NGOs, and men and women in general, UN Trust Fund supports awareness-raising and capacity-building activities;

> To address gender-bias, UN Trust Fund supports sensitization, outreach and community mobilization activities, and the use of mass media and edutainment (such as theatre, video clips, orientation sessions, etc.) targeting in particular, but not limited to, men and young people;

> To address the lack of national and local government resources necessary to ensure the promotion of law enforcement and policy implementation, UN Trust Fund supports partnerships with grantees that provide training and technical assistance to government officials;

> To address the lack of resources for women to secure protection, in particular financial resources and lack of knowledge of existing protection mechanisms, UN Trust Fund supports women's legal rights literacy and human rights education alongside capacity development activities for duty bearers.

The support provided by the UN Trust Fund appears therefore essential to fill the gaps in enforcement of laws. This is also confirmed by the important number of requests the UN Trust Fund Secretariat receives. Requests for grants are so numerous that the Secretariat can only respond to about 5% of the total requests it receives (2.2% in 2005, 5.5% in 2006, 5.7% in 2007, and 2.6% in 2008), as shown in Exhibit 5.1 and 5.2.[19]

Exhibit 5.1
Comparison of Proposals Received and Accepted, 2006-2008
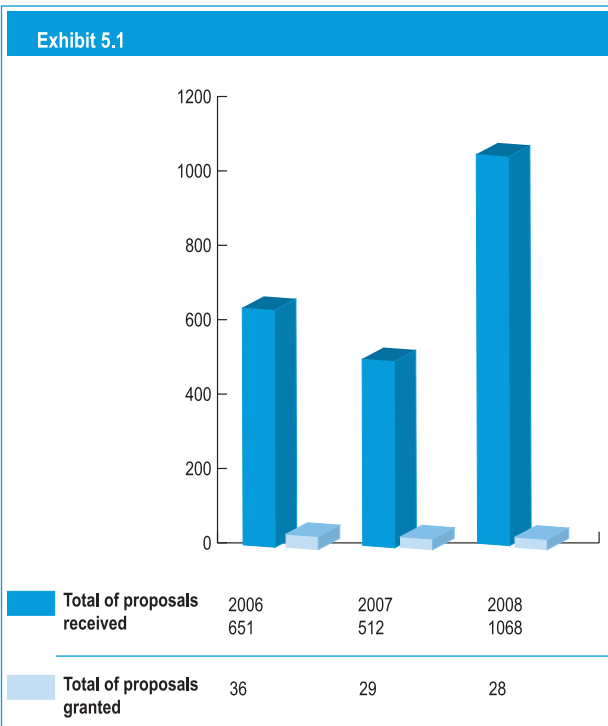
Exhibit 5.1			
	2006	2007	2008
Total of proposals received	651	512	1068
Total of proposals granted	36	29	28

Source: Excel file "Master List Grant C1-13_03-27_ERS" received from the UN Trust Fund Secretariat and UN Trust Fund annual reports.

Exhibit 5.2
Comparison of Funds Requested and Allocated, 2006-2008
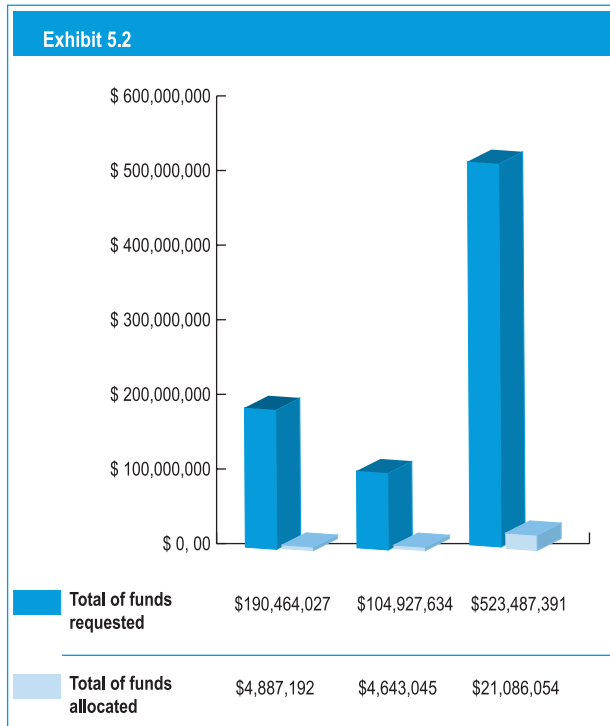
Exhibit 5.2			
Total of funds requested	$190,464,027	$104,927,634	$523,487,391
Total of funds allocated	$4,887,192	$4,643,045	$21,086,054

Source: Excel file "Master List Grant C1-13_03-27_ERS" received from the UN Trust Fund Secretariat and UN Trust Fund annual reports.

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19 Source: Excel file "Master List Grant C1-13_03-27_ERS" received from the UN Trust Fund Team and UN Trust Fund annual reports.

Finding 3: During the period under review, which has partially coincided with the Secretary-General's campaign to end violence against women, the UN Trust Fund has contributed to increased citizen awareness of the gravity of violence against women and girls.

The UN Trust Fund has contributed to keeping the issue on the agenda at country, regional and global levels – including within the UN system – in four ways: a) regular Calls for Proposals, b) global and decentralized PACs, c) annual events on 25 November for the UN community where UN Trust Fund grantees are brought to New York to report on the progress of their programmes, and d) associating Nicole Kidman with calling for attention to the UN Trust Fund and ending violence against women and girls. At the international-level specifically, the UN Trust Fund has contributed to keeping the issue of violence against women on the international development agenda. While the issue was raised years ago with the adoption of the UN Declaration on Violence against Women (GA resolution 48/104) in 1993, it is only recently, after many years of operation of the UN Trust Fund, that violence against women has become a priority at the international, regional, and national level. While its prominence is the result of a combination of factors (e.g., the Secretary-General's campaign, the work of UNIFEM's Goodwill Ambassador who served as a spokesperson for the UN Trust Fund, the work of many women's organizations, etc.) violence against women has been brought to the forefront and the UN Trust Fund has clearly contributed.

Excerpts from Secretary-General Ban Ki-moon's statement during the opening of the 52nd session of the Commission on the Status of Women

"Violence against women is an issue that cannot wait. A brief look at the statistics makes it clear. At least one out of every three women is likely to be beaten, coerced into sex or otherwise abused in her lifetime. Through the practice of prenatal sex selection, countless others are denied the right even to exist. No country, no culture, no woman young or old is immune to this scourge. Far too often, the crimes go unpunished, the perpetrators walk free…We know that gender inequality is hampering progress towards the Millennium Development Goals -- our common vision to build a better world in the twenty-first century…We have solid policy frameworks and initiatives to build on…The UN Trust Fund to End Violence against Women, set up 11 years ago, has supported partners in communities, nations and regions around the world…I will urge all States to review applicable laws, and to revise them or enact new ones to ensure that violence against women is always criminalized. And I will call on all States to enforce their laws to end impunity…I will encourage the media to take our message far and wide, and urge regional organizations to set priorities and targets…I will galvanize the UN system to provide stronger and more effective support to all stakeholders, at the local, national, regional and global level."
Source: Launch of the Campaign to End Violence Against Women. February 25, 2008. Online: http://www.un.org/webcast/archive.htm

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In 2008, the Secretary-General launched the *UNiTE to End Violence against Women* 2008–2015 campaign with the overall objective to raise public awareness and increase political will and resources for preventing and responding to all forms of violence against women and girls (see sidebar).

In support of the campaign, a Framework for Action was prepared to provide an overall umbrella for efforts undertaken by stakeholders at global, regional, national or local levels in the course of the multi-year campaign. The Framework recognizes the UN Trust Fund as one of the most important inter-agency initiatives to ensure a coherent and coordinated response to violence against women and girls. It also calls on the United Nations to launch the drive for the international community to meet the target of an annual contribution of US$100 million to the UN Trust Fund by 2015.

To support the *UNiTE to End Violence against Women campaign, UNIFEM redesigned its Say NO to Violence against Women* campaign supported by UNIFEM's Goodwill Ambassador Nicole Kidman. As we write, some five million people worldwide have added their names to the campaign. The Parliament of the European Union adopted a declaration on the campaign in April, 2009, that called on the European Commission to declare, within the next five years, a 'European Year on Zero Tolerance of Violence against Women.'

The recent establishment of new global, regional, and country trust funds on gender equality also shows the

increased importance that the issue of violence against women is gaining around the world.

> In 2007, the Dutch Minister for Development Cooperation created the MDG3 Fund for NGOs that support women's empowerment and rights. The fund's areas of focus are: i) securing property and inheritance rights for women, ii) promoting employment and equal opportunities in the labour market, iii) increasing women's participation in politics and public administration, and iv) stopping violence against women. The projects focusing on stopping violence against women are the most frequently featured on the MDG3 Fund Web site.[20]

> The UNDP-Spain MDG Achievement Fund, created in early 2007, launched a window for Gender Equality and Women's Empowerment in April, 2007. Within this thematic window, multisectoral interventions to address violence against women and girls are also funded.

> "The UN Trust Fund model has inspired UNIFEM to create other funds in support of initiatives to eliminate violence against women and girls. A fund in the Arab States concluded in 2006; an earlier initiative operated in Central Asia. In 2007, a Special Fund for the Elimination of Violence against Women was created in Afghanistan, managed by UNIFEM in cooperation with the ministries of women's affairs and education, civil society partners, UNFPA and UNHCR. It supports projects that develop national capacities to prevent sexual and gender-based violence, and that provide services to survivors and at risk women and girls. A similar regional initiative is currently being implemented in the Pacific."[21]

> In Brazil, the establishment by UNIFEM-Brazil of a national fund to end violence against women (called *Bem Querer Mulher*) was expected to take place in 2004. The Fund, which had to be administered in collaboration with a committee of professionals and the Ministry of Women, had as an objective to raise funds from the private sector to support projects to end violence against women in Brazil. However, the fundraising initiative was unsuccessful and the Fund was never activated. Despite this, the Bem Querer Mulher campaign, consisting of a Web site, awareness-raising workshops and other events, and media advertising, is active thanks to the private sector's and UNIFEM's support.

The UN Trust Fund has contributed to the organization of many campaigns and other activities to raise awareness on violence against women at the national level. For example, among the projects reviewed for this evaluation (in the field and through desk review):

> In India, the grantee breakthrough designed and implemented an elaborate campaign at the national and grass-root level comprising media (print and electronic), TV, radio, Internet, and video vans called 'Ring the Bell' (*Bell Bajao*). The campaign, which also won the first prize at the Goafest Abbys – the Oscars of the advertising world – held in Goa in April, 2009, is now up-scaled in other states in India.

> In Ukraine, the grantee Rozrada developed a "Stop Violence" initiative that was proposed as part of state family and social programmes. This and other public-awareness campaigns resulted in increased calls to hotlines posted on billboards, particularly after any mass media broadcast on the subject of domestic violence (DV). In addition, in some regions of Ukraine, the "Stop Violence" campaign led to the development of multidisciplinary teams of specialists who bring their combined wisdom to bear on specific cases.

> In Zimbabwe, as a result of training workshops provided by the grantee (Women and Law in Southern Africa Research and Education), peer educators organized a gala on domestic violence during the '16 days of Activism Against Gender Violence' in November, 2008, to increase awareness of the Domestic Violence Act in the community and among children. Project reports indicate that justice system personnel signed commitment forms to show their commitment to promoting women's rights.

> In Chile, the Indoors – Domestic and Sexual Violence project (implemented by the Centre of Studies for the Development of Women) developed the leadership capacities of local organizations in Chile, with an emphasis on rural and indigenous women's associations, and helped create a Forum on Violence. As a result of the workshops and seminars, some women took the initiative of organizing a walk against violence.

Finally, the UN Trust Fund also joined forces with the Avon Foundation. The Foundation was created in 1955 and has two key areas of focus, breast cancer and domestic violence. In 2008, the Foundation launched the Women's Empowerment Bracelet with the participation of actress Rees Witherspoon, to raise awareness about the need to speak out against the violence that affects women around the globe. Proceeds from this initiative were used to launch the Avon Empowerment Fund, which contributed US$1 million to the UN Trust Fund.

20 Source: http://www.mdg3.nl/background.html

21 UN Trust Fund 2007–2008 Donor Report, p.17

All these initiatives clearly demonstrate the important contribution of the UN Trust Fund in raising awareness on violence against women and girls worldwide and mobilizing support and new constituencies. Additional examples of how UN Trust Fund activities have contributed to increase awareness on violence against women and girls can be found in the various project sheets presented in Volume II. Beyond that, a great deal of recognition goes to civil society (the 16 Days campaign and many other initiatives) as well as the involvement of mainstream human rights groups like Amnesty International and Human Rights Watch, who were then joined by mainstream development organizations like Oxfam in launching campaigns.

Finding 4: UN Trust Fund projects responded to the needs of women affected by or survivors of violence and built the capacity of duty bearers.

Interviews with a broad range of respondents show that UN Trust Fund activities conducted between 2005 and 2008 adequately responded to the needs of women affected by or survivors of violence. Interviews with women survivors in particular showed that projects helped them to acquire knowledge of their rights, of the existing laws on violence against women, and of the procedures to follow to seek protection from officials and service providers.

"Responding to HIV/AIDS Threat to Rape Victims in Poor Communities"

This project in Haiti trained more than 50 survivors of rape as community agents, trainers, and care providers to survivors of rape, potentially infected with HIV.
In a focus group with a dozen of these community agents and recent survivors of rape, the survivors indicated that having agents who had experienced the same type of abuse created a climate of trust and quicker bonding between the agent and the survivor.
"We feel that they – the community agents – understand us. We are not ashamed of talking to them and we know that they went through the same ordeal as the one we went through. We are helped by our own sisters."

The majority of projects were developed by grantees with considerable knowledge of what was happening in the field and were able to respond to the realities of survivors. The projects often involved survivors in the actual project implementation.

Quotes from trainees – Ecuador

"I feel proud to be a promoter of such quality training."
"Taking this training has changed my life. I feel empowered, I can tell other women what their rights are, I know where to seek support."
"The training has become an essential part of my life. I have learned things that I knew nothing about. I am happy to be able to share the content of Bill 103[22] with my sisters."
Source: Focus group with Trainees in Sucumbios, Ecuador – Violence against women among the population bordering Bolivia and Ecuador - Free translation from Spanish

Voices of beneficiaries/trainees – India

"Initially women used to be silent, but after the training we were empowered to raise our voices."
"Before the training, we did not know about sexually transmitted infection and its impact on us and link with HIV. We would not go to the clinics due to shame and, mostly, there were male doctors. But after the training, we understood that it was one of the opportunistic infections and we started accessing treatment for it."
"I was living with HIV for over five years but did not reveal the status to anyone including my family. But after the training, I was able to do so."
Source: Focus group with Beneficiaries/trainees – India – Stop Violence

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22 Bill 103 is a Bill passed in Ecuador stipulating that violence against women and the family as a crime

UN Trust Fund projects also responded to the needs of duty bearers by increasing their skills and improving their capacities to interface with survivors of rape. For instance, in Ecuador, police commissariats are providing better treatment of indigenous women reporting violence at the Women's Police State in Lago Agrio, Sucumbíos, and at FONAKISE. In Haiti, interviews with project beneficiaries indicate that they were satisfied with medical treatment received from community agents trained by the UN Trust Fund grantee and that discussions on HIV/AIDS were included in all contacts with survivors of rape as part of the medical care they received. See also Exhibit 6.12 for more examples.

However, the relevance of UN Trust Fund projects in Cycles 10–12 (2005–2007) had some limitations related to project design. For example, while most projects responded to the immediate needs of women affected by or survivors of violence, the UN Trust Fund did not require that project design include a systematic approach for following up or validating that the needs of women were met, and some encouraging results could not be sustained upon completion of the projects. We have addressed project sustainability further in Chapter 6 (effectiveness).

Finding 5: While UN Trust Fund projects reviewed in two Fragile States were relevant, their management was not sufficiently adapted to the conditions in such countries to support effective implementation.

The Evaluation Team reviewed UN Trust Fund projects implemented in Haiti and Nepal, both considered fragile states. We found that because the legal and political frameworks of these countries remain weak, government representatives demonstrate limited interest or willingness to engage in projects aimed at ending violence against women and girls, and grantees find it difficult to find a reliable partner in the government. In addition, political instability often makes it difficult for a project to align itself with government priorities. The projects in fragile contexts required closer monitoring from the UN Trust Fund Secretariat. For example, more visits carried out either by the local office or the regional office could have identified problems in the capacities of the grantee organization to implement project.

At the 2007 OECD DAC High-Level Meeting, development ministers and heads of agencies endorsed a Policy Commitment and a set of Principles for Good International Engagement in Fragile States and Situations (see sidebar).

OECD-DAC principles for engaging in Fragile States

Take context as the starting point
Ensure all activities do no harm
Focus on state-building as the central objective
Prioritize prevention
Recognize the links between political, security, and development objectives
Promote non-discrimination as a basis for inclusive and stable societies
Align with local priorities in different ways in different contexts
Agree on practical co-ordination mechanisms between international actors
Act fast…but stay engaged long enough to give success a chance
Avoid pockets of exclusion ("aid orphans")
2007 OECD DAC High Level Meeting

We recognize that the OECD DAC principles could apply globally and not only in Fragile States. But our understanding is that it is even more important to focus on these principles in Fragile States. Most UN Trust Fund projects reviewed for the evaluation respected many of these principles (most notably by taking context into account, ensuring that activities did no harm, and aligning with local priorities), the applica-

tion of these principles in the following examples had some shortcomings:

> Considering the context: In Nepal, the grantee SA-MANATA did not give enough weight to the fact that the agencies that it had expected would help them to recruit women migrant workers as project participants were not willing to cooperate with the project or talk to migrant women about HIV/AIDS.

> Prioritizing prevention: In Haiti, the project emphasis was on providing care rather than prevention. While the OECD-DAC principle includes prevention it does not indicate that no attention should be given to care. So, though the focus on prevention does not contradict the principle it may have been more optimal to select a different type of activity or to complement care with a stronger prevention component.

> Agreeing on coordination with international and local partners: The Haiti project had weak links with existing networks and other international actors. In Nepal, the grantee did not cooperate enough with UNIFEM who had already done some studies on the relationships between migrant workers, HIV/AIDS, and violence against women, and who had also warned SAMANA-TA about the difficulties of getting recruiting agencies' collaboration.

Because the institutional frameworks in fragile states are so weak, projects must be anchored in a wide range of networks to increase the likelihood that project results will be achieved and sustained. The UN Trust Fund Secretariat did not supervise projects in fragile states any differently than projects in other countries, when, in our view and based on our experience, projects in fragile states require stronger scrutiny to help them adjust to the context.

Finding 6: Looking to the future, some stakeholders are concerned that the UN Trust Fund's focus on implementing existing laws and policies and the larger minimum grant size may reduce the relevance of the UN Trust Fund in some specific contexts. To date, however, there is insufficient data to draw conclusions.

As previously mentioned, one of the approaches of the 2005–2008 UN Trust Fund Strategy to increase the efficiency of the management of the UN Trust Fund was the increase of the grant size. From the interviews conducted with UNIFEM and the UN Trust Fund Secretariat it emerged that the increase of the grant size was also meant to successfully up-scale project results at the national level as well as to increase the likelihood of producing sustainable results.

During the field missions for this evaluation, we reviewed some projects implemented by small grassroots organizations in smaller countries, particularly in the Caribbean islands. As grantees have become aware of the UN Trust Fund's new focus and grant size, beginning in Cycle 13 (2008), they have articulated some concerns.

Some interviewed UNIFEM staff, particularly in SROs, raised concerns that two aspects of the new approach – focusing on implementation of laws and policies, and increasing grant size – may decrease the relevance of the UN Trust Fund in countries where legislation is less developed and/or where NGOs have limited absorptive capacity. One example given was the Pacific Islands, a region where the legal framework protecting women from violence is still weak and, as a consequence, the UN Trust Fund focus on implementation is less relevant than in regions or countries where there are stronger legal frameworks. However, in 2008, the global inter-

Exhibit 5.3
Number of Proposals/Concept Notes from the Pacific Region, Cycle 6-13 (2001–2008)

	CYCLE 6	CYCLE 7	CYCLE 8	CYCLE 9	CYCLE 10	CYCLE 11	CYCLE 12	CYCLE 13*
Number of proposals/ concept notes submitted	2	7	1	4	14	0	3	19

Source: Excel files "Proposals received" from Cycle 6 to Cycle 13 received from the UN Trust Fund Secretariat
* Eight project proposals were rejected because they did not meet the criterion of minimal grant size (i.e. US$300,000)

agency PAC made an exception and approved a grant in the Pacific region, precisely because the region is in great need of support to strengthen its legal framework.

We examined the number of proposals submitted from the Pacific region from Cycle 6 (2001) to Cycle 13 (2008) to see if there was any indication that the new features of the UN Trust Fund had affected applications. There was no discernible trend of any kind, and in fact the number of applications was very irregular, as shown in Exhibit 5.3.

However, it is interesting to note that in 2008 the Pacific region submitted 19 project proposals, of which eight were rejected because they did not meet the minimum grant size of US$300,000. This reflects the second area of concern – the effects of increasing grant size – raised by many stakeholders interviewed, including UNIFEM staff, UN Trust Fund Secretariat, global and subregional inter-agency PACs members, and other donors and UN agencies working with NGOs in the field. This concern was also echoed by UNIFEM SRO in Central and Eastern Europe (CEE). UNIFEM CEE reported to have seen a dramatic fall in applications, as the minimum grants size has increased. The data analysis seems to confirm this phenomenon, the number of applications received from the CEE subregion being decreased from 93 in 2006 to 46 in 2008. UNIFEM CEE also mentioned that in 2008, they launched a small grants call, in fewer countries than the UN Trust Fund call, and received 107 applications. Subsequent country-specific calls in Bosnia and Herzegovina also received large number of applications.[23]

Many fear that the minimum grant size will constitute a major obstacle for NGOs with insufficient absorptive capacity to manage larger grants efficiently and will eliminate one of the rare sources of funding for small NGOs. If this is the case, the new minimum grant size would result in a bias in favour of large NGOs (often regional or international) and present two risks to the UN Trust Fund: the loss of ties with some local and remote communities (which are often more vulnerable) and the loss of small NGOs, many of which do innovative work in the field of ending violence against women and girls.

In responses to the budget question in the on-line survey, the majority of respondents (16 out of 21) indicated that their organization's budget was between US$100,000 and US$600,000, and half of these (eight) had an average annual budget below US$300,000. These data raise the question of whether these particular organizations would be able to qualify for or manage larger grants and indicate that the question of grant size is valid. However, complete data on the budgets of applying organizations since the establishment of the UN Trust Fund are not available, so it is not possible to either confirm or reject the hypothesis that the minimum grant size would prevent small organizations from applying for UN Trust Fund resources.

UN Trust Fund Secretariat may, in upcoming cycles, want to review if the range of applicants applying for projects has been broadened or reduced.

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23 Comments on Universalia's first draft report received from UNIFEM CEE.

6. Effectiveness

→ 6.1 Overview

According to DAC-OECD criteria, effectiveness is the "[t]he extent to which the development intervention's objectives were achieved, or are expected to be achieved, taking into account their relative importance," or alternatively, "the extent to which an intervention has attained, or is expected to attain, its major relevant objectives efficiently in a sustainable fashion and with a positive institutional development impact."[24]

In this chapter, we examine the effectiveness of the UN Trust Fund (Section 6.2) and of Trust Fund-supported projects (Section 6.3).

→ 6.2 Effectiveness of the UN Trust Fund

6.2.1 Basis of Analysis

The effectiveness of the UN Trust Fund is considered in terms of the extent to which it reached its mandate (as stated in its TORs), and the five objectives outlined in its 2005–2008 strategy.

The sections below present the findings on the effectiveness of the UN Trust Fund and its strategy. On the basis of our analysis of the data collected, it appears that the results achieved by projects funded by the UN Trust Fund are congruent with the elements of UN Trust Fund 2005–2008 Strategy. The UN Trust Fund has been effective in many ways, as in:

> Changing or implementing legal or policy frameworks

> Strengthening the capacities of duty bearers and rights holders

> Strengthening the capacities of grantees

> Contributing to innovations in eliminating VAW, particularly in HIV/AIDS and VAW programming

> Integrating human rights (HR) and gender equality (GE) perspectives in projects

> Adopting measures to enhance efficiency

> Involving a wider range of stakeholders

> Diversifying governmental sources of funding and increasing contributions (by 780%).

The UN Trust Fund has been less successful in: i) knowledge management, ii) involvement of UN agencies, iii) continuation of project activities upon project completion, and iv) support to grantees in M&E, reporting, and establishing partnerships with governments.

The UN Trust Fund 2005–2008 Strategy

In 2004, the global inter-agency PAC approved a new strategy (revised in 2007 to reflect the Secretary-General's 2006 study) for the UN Trust Fund for 2005–2008. The strategy builds on the results of a scan conducted by UNIFEM in 2003 of the efforts of various actors and agencies to eliminate violence against women and girls in all the regions in which the UN Trust Fund had operated between 1996 and 2003.[25] In order to address these issues, the UN Trust Fund 2005–2008 Strategy identified five elements (or pillars) that would be the focus of their efforts; these are shown in the sidebar.

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24 DAC-OECD (2002). Glossary of Key Terms in Evaluation and Results Based Management; p. 20–21.

25 The scan noted that while violence against women is on the public policy agenda, there has been no dramatic reduction in violence against women. The challenges have become more complex, the resistance to change deeper, the backlash against the empowerment of women more blatant, and the methods used to uphold the status quo more sophisticated and insidious. Source: UNIFEM (2003) Not a Minute More; p.12.

The UN Trust Fund and its 2005–2008 strategy are meant to maximize the impact of activities related to the elimination of violence against women. The establishment of the UN Trust Fund and the revision of the 2005–2008 strategy are in fact in response to GA resolutions 50/166 and 61/143 calling for, respectively, the strengthening of UNIFEM's activities to eliminate

violence against women as part of system wide efforts of the United Nations towards this goal, and the intensification of efforts to eliminate all forms of violence against women.

However, as there are no results <u>indicators</u> for the five key elements of the strategy, we are only able to speak to the UN Trust Fund's overall progress in these areas.

Key Elements (Pillars) of the UN Trust Fund 2005–2008 Strategy

Impact: The UN Trust Fund will focus on securing implementation of the vast array of laws and policies that have been instituted to address the multiple forms of violence that women face;

Involvement: The UN Trust Fund will deepen the involvement amongst UN organizations, among governments, of men's advocacy groups, and between grantees at the regional level;

Efficiency: Three measures will be adopted to enhance UN Trust Fund efficiency: a change in the pre-selection process that will be based on concept notes instead of full proposals, the decentralization of decision-making to the subregional level through the establishment of subregional inter-agency PACs, and finally, the extension of the size and implementation period of grants;

Knowledge Management and Capacity Development: The UN Trust Fund will support the capacity of grantees in the development of full-fledged project documents through workshops held at the regional level. To improve knowledge sharing, the UN Trust Fund will build specific knowledge on the 'how-to' of building implementation and accountability of laws and policies to end violence against women. The UN Trust Fund Manager will generate a catalogue of proven lessons from the experiences of grantees.

Resources: The UN Trust Fund will intensify efforts to mobilize resources through the following channels: UNIFEM national committees, the UN Foundation, and the private sector.

Source: UN Trust Fund 2005–2008 Strategy (Final – Revised: April, 2007)

6.2.2 Alignment of Calls for Proposals with Strategy

Before considering the effectiveness of the Strategy, the Evaluation Team analysed the alignment of the Calls for Proposals with the UN Trust Fund 2005–2008 Strategy as these are part of the process of making the Strategy operational. The alignment was analysed by comparing the 2005–2008 Strategy with the Calls for Proposals with respect to the following elements: objective, strategies, and targeted groups.[26]

Finding 7: The Calls for Proposals for the years 2005–2008 were generally aligned with the UN Trust Fund Strategy for the period and became better aligned over the years.

The main objective identified in the UN Trust Fund Strategy 2005–2008 is "securing implementation of the vast array of laws and policies that have been instituted

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26 The following criteria identified in the 2005-2008 Strategy have been used to compare it to the Calls for Proposals: **Objective:** Securing implementation of the vast array of laws and policies; Targeting multiple forms of violence that women face; **Strategies:** Build awareness of existing law and policies; Modify law with deficiencies; Identify budget allocations needed; Increase capacity of the judiciary, law

enforcement, health workers and others to comply with laws; Create data-collection systems and indicators to assist in monitoring the impact of law changes on VAW; Use of Innovative media and communications strategies, including non-traditional media; **Targeted grantees:** Non-governmental and governmental organizations; Greater involvement of UN organizations, Government and advocacy groups, grantees at the regional level; **Other criteria:** Larger grant (250,000 to 400,000); Longer grant (3 years); Strategic capacity-building of EVAW partners (training activities should be included in the budget).

to address the multiple forms of violence that women face." This objective is also the main objective in the Calls for Proposals from 2005 to 2008. The UN Trust Fund Strategy proposes, among others, three strategies to achieve the objective of securing the implementation of laws and policies, namely: i) awareness-raising of existing policies, ii) local stakeholders capacity-building, and iii) creation of data collection systems to assist monitoring the impact of law changes. These three strategies are included in all the 2005–2008 Calls for Proposals. Our analysis also showed an improvement in alignment with respect to other criteria such as grant duration and budget allocation for capacity-building to grantees.[27] In addition, starting in 2007, the Calls for Proposals explicitly included the identification of budget allocations needed to support integrated efforts as one of the strategies.[28] Regarding the greater involvement of UN organizations, governments and men's advocacy groups, and grantees at the regional level, the focus of the 2005–2007 Calls for Proposals was on promoting partnerships among the different actors, especially between government and non-governmental organizations. In the 2008 Call for Proposals, two measures were adopted to enhance the participation of UN agencies: putting more emphasis on matching funds from UN agencies, and including UNCTs among the eligible applicants (this was not mentioned in the 2005–2008 Strategy).

Only two strategies mentioned in the UN Trust Fund Strategy were not fully integrated in the Calls for Proposals: No reference was made in the Calls for Proposals to modifying laws with deficiencies, and the use of innovative media was highlighted only in the 2006 Call. This does not mean that grantees did not adopt these strategies, simply that applicants were not required to take them into account; this may have reduced the chance that the UN Trust Fund would receive proposals integrating them.

Another element considered in the analysis of alignment was the grant amount. The maximum and minimum grant amounts in the Calls for Proposals varied from year to year. In some years, the minimum grant amount in the Call was lower than suggested in the Strategy (e.g., US$250,000), and sometimes the maximum grant amount in the Call was higher than suggested in the Strategy (e.g., US$400,000). Although the changes in grant amount can be the results of the Trust Fund adaptability to grantees' needs (in particular for grantees in fragile states), and / or related to the Trust Fund's own budget limitations, the changes in the four-year period examined are significant.

Finally, the Calls for Proposals also included some criteria and strategies not suggested by the 2005–2008 Strategy, such as innovative projects (2008 Call for Proposals) and AIDS/HIV window (2005, 2006, and 2007 Calls for Proposals).

6.2.3 Impact on Implementation of Laws and Policies

Finding 8: The UN Trust Fund Secretariat has successfully broadened UN Trust Fund's impact by increasing the funding available for grants, the size of grants, the number of countries receiving grants, and by shifting its focus to supporting the implementation of existing policies and laws to eliminate violence against women and girls.

Increasing overall funding available for grants

The UN Trust Fund Secretariat was successful in expanding the overall funding available for grant-making. As shown in Exhibit 6.1, total grant amounts approved from 2005 to 2008 increased from less than US$2 million in 2005 to more than US$21 million in 2008. The sharp increase in 2008 is the result of the high level of contributions made to the UN Trust Fund in 2007 and 2008.

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27 Grant duration of three years was required in 2006 for the HIV/AIDS window, and for all projects (except for special initiative projects) starting from 2007. Budget allocation for capacity-building to grantees was integrated from 2006. The strategy related to identifying budget allocations needed to support efforts to implement laws was suggested in the 2007 Call for Proposals for the HIV/AIDS window, and for all projects in 2008. Slightly related to the precedent strategy, capacity-building for gender-sensitive budgeting was included.

28 In 2006 and 2007, the Calls for Proposals did not include identification of budget allocations as a strategy, but only capacity building for gender-sensitive budgeting

Increasing the size of grants

The UN Trust Fund Secretariat was also successful in enhancing and expanding the scope of the UN Trust Fund by increasing the average grant size. Exhibit 6.2 shows the trend in the average grant amounts allocated to grantees. The average grant size has increased from less than US$80,000 in 2005 to more than US$750,000 in 2008.

Exhibit 6.1
Total of UN Trust Fund Grant Amounts Approved from 2005 to 2008
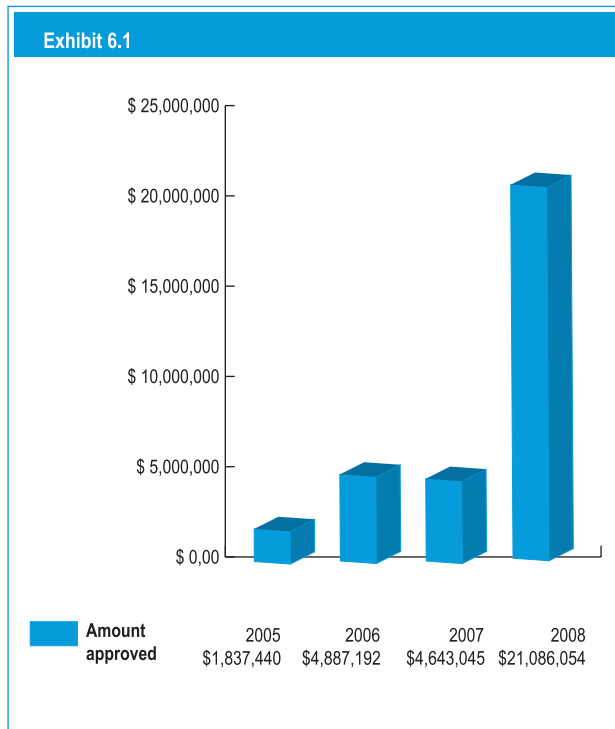
Exhibit 6.2
Average Size of UN Trust Fund Grants by Year (2005–2008)
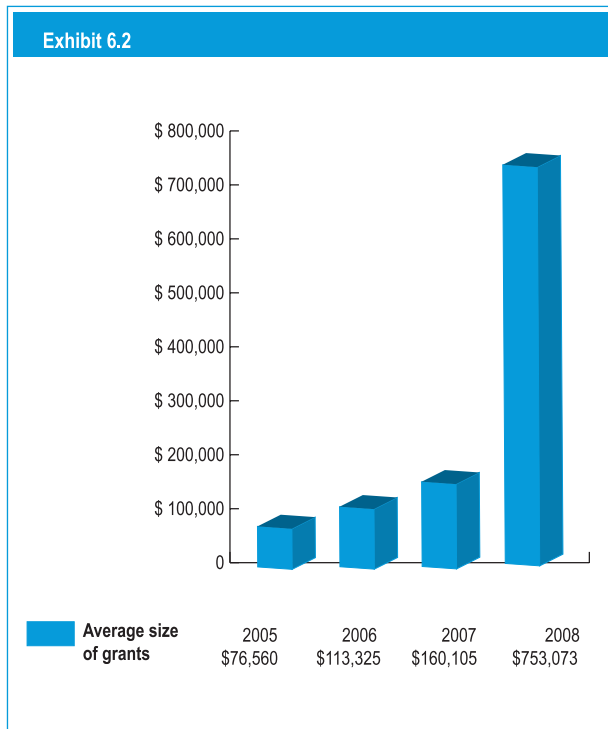
Exhibit 6.1

Amount approved	2005	2006	2007	2008
	$1,837,440	$4,887,192	$4,643,045	$21,086,054

Source: Excel file "Master List Grant C1-13_03-27_ERS" received from the UN Trust Fund Secretariat

Exhibit 6.2

Average size of grants	2005	2006	2007	2008
	$76,560	$113,325	$160,105	$753,073

Source: Excel file "Master List Grant C1-13_03-27_ERS" received from the UN Trust Fund Secretariat

While the grant amounts increased in 2008, the number of grants has remained relatively constant over the years. This apparently contradictory phenomenon reflects the increase in the average size of grants approved in conformity to the new strategy of the UN Trust Fund aiming at increasing the resources available for projects.

As shown in Exhibit 6.3, both the minimum and maximum levels of grant amounts increased over the period 2005–2008.

Exhibit 6.3
Minimum and Maximum UN Trust Fund Grant Amounts Disbursed (2005–2008)

YEAR	CYCLE	MINIMUM GRANT AMOUNT APPROVED	MAXIMUM GRANT AMOUNT APPROVED
2005	10	US$25,000	US$100,000
2006	11	US$30,000	US$300,000
2007	12	US$100,000	US$300,000
2008	13	US$150,000	US$999,999

Source: Excel file "Master List Grant C1-13_03-27_ERS" received from the UN Trust Fund Secretariat

Increasing the number of countries receiving grants

The average number of countries that benefitted from the UN Trust Fund from 2005 to 2008 was 25 (the number of grantee countries ranging between 23 and 26).[29] Over the period 2001–2004, the average was lower (13), and the number of grantee countries ranged from 5 to 21. In addition, 20 countries benefited from the UN Trust Fund for the first time over the period 2005–2008: Albania, Bhutan, Cape Verde, Dominica, Egypt, Grenada, Guatemala, Guinea, Lebanon, Maldives, Mozambique, Niger, Panama, Papua New Guinea, Samoa, Sierra Leone, Swaziland, Tajikistan, Togo, and Zambia. The increase is also linked to the fact that in 2008 the Call for Proposals was open to all developing countries, countries in transition, and countries emerging from conflict.

Exhibits 6.4 and 6.5 illustrate UN Trust Fund grant distribution by region in terms of number of grants and amounts approved.

Exhibit 6.4
Number of UN Trust Fund Grants Approved by Region between 2005 and 2008
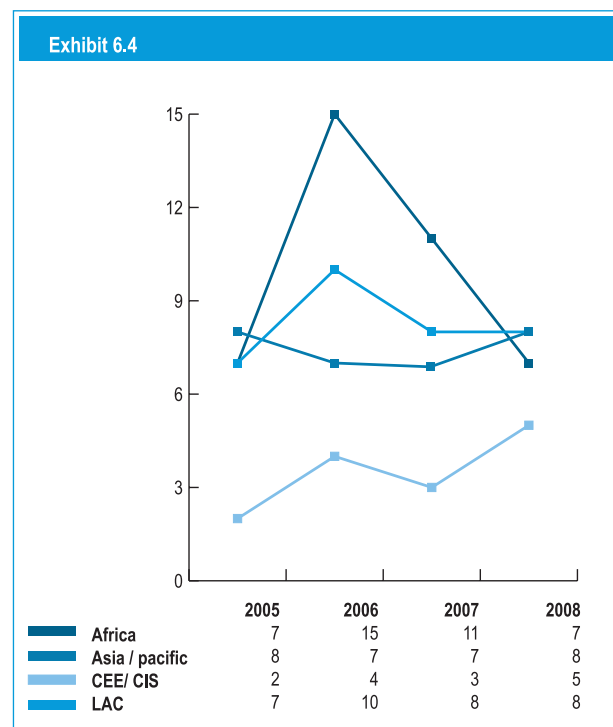
	2005	2006	2007	2008
Africa	7	15	11	7
Asia / pacific	8	7	7	8
CEE/ CIS	2	4	3	5
LAC	7	10	8	8

Source: Excel file "Master List Grant C1-13_03-27_ERS" received from the UN Trust Fund Secretariat

29 This does not take into account the regional and cross-regional grants.

Exhibit 6.5
Total of UN Trust Fund Grant Amounts Approved by Region between 2005 and 2008
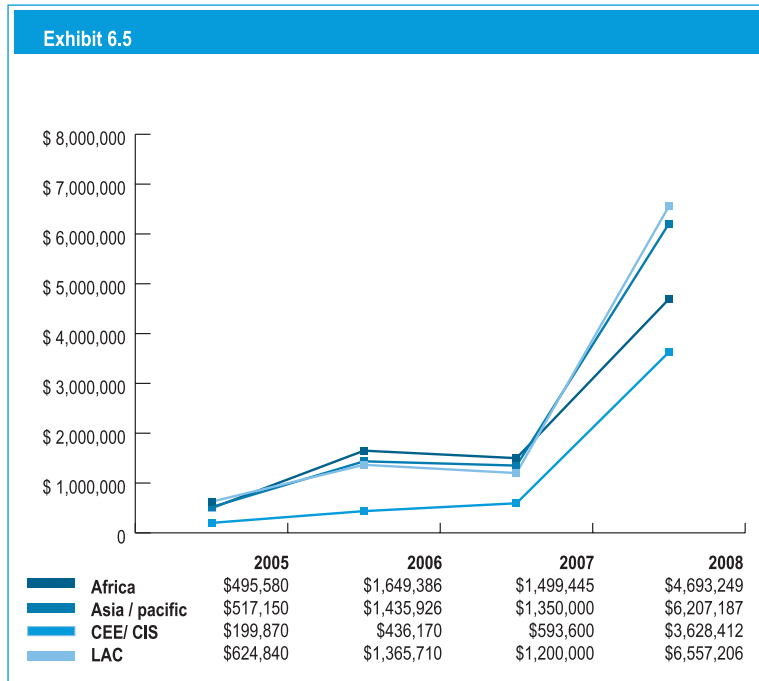
Exhibit 6.5				
	2005	2006	2007	2008
Africa	$495,580	$1,649,386	$1,499,445	$4,693,249
Asia / pacific	$517,150	$1,435,926	$1,350,000	$6,207,187
CEE/ CIS	$199,870	$436,170	$593,600	$3,628,412
LAC	$624,840	$1,365,710	$1,200,000	$6,557,206

Source: Excel file "Master List Grant C1-13_03-27_ERS" received from the UN Trust Fund Secretariat

Over the period 2005–2008, the Latin America and Caribbean region received the largest share of UN Trust Fund resources (30% of the total amount approved), followed by Asia and the Pacific (29%), Africa (26%), and CEE/CIS (15%). Until 2007, Africa received the most UN Trust Fund funding, in both the number of grants and value of grants. In 2008, the number of grants in Africa dropped from 15 to 7, while the level of grant amounts increased from US$1.5 million in 2007 to US$4.6 million in 2008. A similar pattern is evident in other regions: larger grant amounts have corresponded to a smaller number of approvals.

Shifting the emphasis to projects that support the implementation of laws and policies

On the basis of the analysed data, the UN Trust Fund was successful in achieving its objective to increase the focus on supporting the implementation of law and policies, one of the five pillars of the 2005–2008 Strategy. As shown in Exhibits 6.6 and 6.7, the number of implementation projects increased from four in 2000 (24% of the project portfolio) to 27 in 2008 (96.4% of the portfolio).

Exhibit 6.6
Number of Approved Implementation Projects by Year, 2000–2008
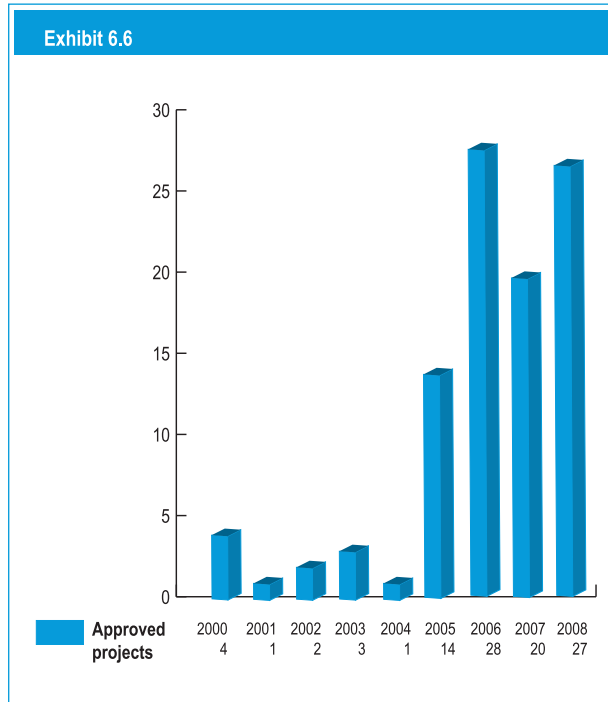
	2000	2001	2002	2003	2004	2005	2006	2007	2008
Approved projects	4	1	2	3	1	14	28	20	27

Source: Inter-Agency Meeting January 2006 - PowerPoint Presentation; Excel file "Master List Grant C1-13_03-27_ERS" received from the UN Trust Fund Secretariat / Note: data prior to 2000 are not available

Exhibit 6.7
Percentage of Approved Implementation Projects by Year, 2000–2008
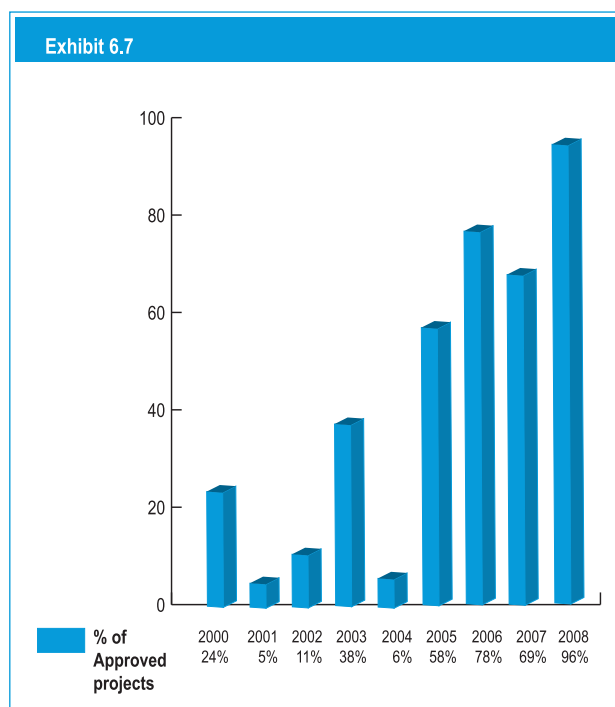
Exhibit 6.7									
	2000	2001	2002	2003	2004	2005	2006	2007	2008
% of Approved projects	24%	5%	11%	38%	6%	58%	78%	69%	96%

Source: Inter-Agency Meeting January, 2006, PowerPoint Presentation; Excel file "Master List Grant C1-13_03-27_ERS" received from the UN Trust Fund Secretariat / Note: data prior to 2000 are not available

6.2.4 Involvement of a Wider Range of Stakeholders

In the second key element of the 2005–2008 strategy, the UN Trust Fund Secretariat aimed to increase the involvement of UN organizations, governments, men's advocacy groups, and between grantees at the regional level. In the following paragraphs we examine the results obtained in fostering a deeper involvement with these actors.

Finding 9: The UN Trust Fund Secretariat has expanded the range of organizations receiving grants to allow a more diversified group of stakeholder organizations to participate in efforts to eliminate violence against women and girls.

Recognizing the importance of inter-organizational linkages and collaborative efforts in solving an issue as complex as violence against women and girls, the UN Trust Fund Secretariat opened up access to the UN Trust Fund grants to a wider range of organizations.

Exhibit 6.8 shows the distribution of UN Trust Fund resources by type of grantee between 2005 and 2008. While NGOs and CSOs received the majority of UN Trust Fund resources over the years, their share has decreased as an increasing number of grants have been allocated to governments, partnerships of NGOs with governments, and UNCTs (in partnership with governments and CSOs). In the 2008 Call for Proposals, six out of 27 grants were granted to UNCTs working in close collaboration with governments and CSOs.[30]

All types of organizations should be involved in addressing the issue of violence against women. Of course our government because it sets the policy context within which we operate, but also NGOs who know the grassroots so well, our universities who could teach us what to do about it, our financial partners who can bring the experience of other countries, and then every citizen. This is too big a problem to leave anyone out of the picture.

Source: illustrative quote from an interview with a government official in Ecuador

30 The UNCTs who received a UN Trust Fund grant were from the following countries: Bosnia and Herzegovina, China, Ecuador, Former Yugoslav Republic of Macedonia, Nepal, and Panama.

In 2007 and 2008,[31] only a relatively small proportion of applications was received from governments (36 out of 512 and 38 out of 1068, respectively), which explains why governments have benefitted only marginally from the UN Trust Fund, their share of resources representing 10% of the total in 2006, 14% in 2007, and 8% in 2008.

Exhibit 6.8
Distribution of UN Trust Fund Resources by Type of Grantee, 2005–2008

Exhibit 6.8

	2005	2006	2007	2008
UNCT	0%	0%	0%	27%
Partnership NGO - Government	0%	3%	4%	5%
Govt	0%	10%	14%	8%
NGOs/BCOs/Others	100%	86%	82%	63%
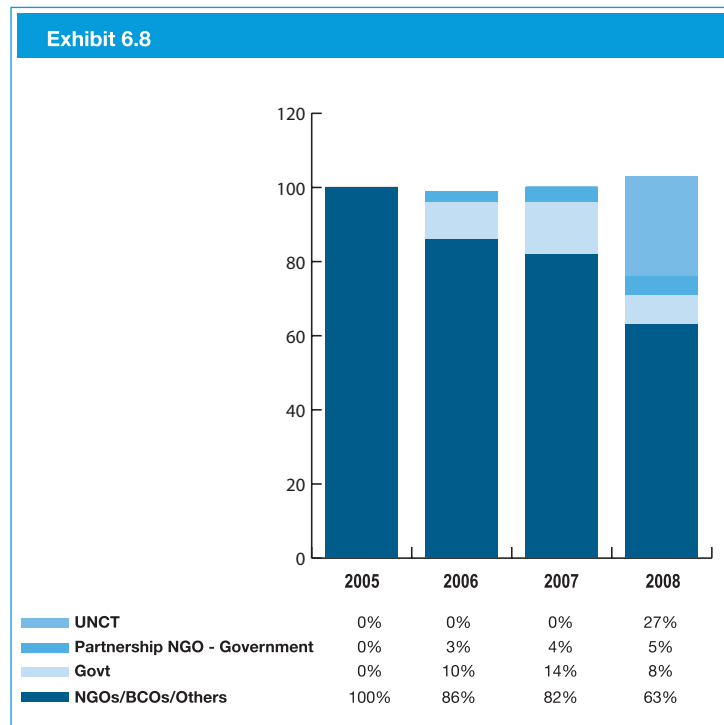
Source: Excel file "Master List Grant C1-13_03-27_ERS" received from UN Trust Fund Secretariat

However, given that UNCTs projects are required to be undertaken in partnership with governments and CSOs, governments' and CSOs' actual share of UN Trust Fund resources may be higher than the one shown in the Exhibit 6.8.

Finding 10: The UN Trust Fund Secretariat has made efforts to increase the involvement of UN agencies and create synergy between the UN Trust Fund and UN agencies, but the response has been slow.

To comply with the Terms of Reference (TOR) of the

UN Trust Fund that call for enhancing system-wide efforts to end violence against women, UNIFEM, as the administrator of the UN Trust Fund, established the global inter-agency PAC as a mechanism for consultation and cooperation with other UN agencies in the field of ending violence against women and girls. Members of the inter-agency PAC are representatives of UN agencies, NGOs and other experts. According to the TOR and Operational Guidelines of the UN Trust Fund, the global inter-agency PAC has three functions:

> Provide policy and strategic guidance;

> Approve annual UN Trust Fund calls and grants that are decided at the global level; and

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> Advocate globally and support resource mobilization.

31 Data were available only for the years 2007 and 2008.

Based on interviews with members of the inter-agency PAC, this body appears to be involved primarily in the selection of projects, and contributes modestly to enhancing cooperation among UN agencies, although at least at global level, the PAC serves as forum for informal updates and information-sharing on major initiatives or on UN agency developments. The interviews and the document review have shown that resource mobilization has been a pressing issue for the UN Trust Fund for a long time. Although minutes of inter-agency PAC meetings indicate that members have discussed some possibilities for resource mobilization (e.g., co-financing UN Trust Fund grants, the provision of funding for projects not selected, and second stage funding for grantees – see Section 7.4),[32] the Evaluation Team did not find evidence of resource mobilization by global and subregional inter-agency PAC members. Some subregional inter-agency PAC members interviewed during the field missions indicated that their workload is excessive.

To increase collaboration among UN agencies, the UN Trust Fund Secretariat adopted two measures to implement its 2005–2008 Strategy:

> Decentralizing operations to the subregional level (2005); and

> Making United Nations Country Teams (UNCTs)[33] eligible for the UN Trust Fund (2008).

The decentralization has provided space for potential discussions and coordination among UN agencies in the field, but the extent to which this has happened varies according to the level of engagement of members in each region.

The eligibility of UNCTs has brought some results: The submission of 42 UNCT proposals for Cycle 13 (2008), endorsed by UN country Resident Coordinators, shows that the UN Trust Fund has encouraged UN agencies to seek areas for collaboration. For example, the UN Trust Fund served as a funding mechanism by UNFPA and UNICEF in collaboration with UNIFEM to work together on a section of the joint programme on violence against women and gender equality for Nepal.[34] Other UNCT programmes including from two to four UN agencies were approved in Bosnia and Herzegovina, China, Ecuador, Former Yugoslav Republic of Macedonia, and Panama.

Through the last Call for Proposals (2009), the UN Trust Fund also aims to contribute to the Secretary-General's *UNiTE to End Violence against Women Campaign 2008–2015* by supporting its five key outcomes: the enforcement of national laws, the implementation of multisectoral action plans, support to data collection systems as part of multifaceted initiatives, social mobilization and prevention strategies, and addressing sexual violence in conflict situations.

There is some evidence of synergy between existing UN Trust Fund projects and other UN agencies (e.g., UNICEF, UNFPA, UNDP) that have provided subsequent funding to UN Trust Fund grantees. This is the case in Bulgaria and Ukraine where BGRF and Rozrada are both preparing, in collaboration with UNDP, second stage project proposals to the UN Trust Fund. Similarly, the Positive Women Network in India, with funding from UNICEF, started another project focusing on women and children in the same district (Madurai) that will help them to ensure continuation and follow up of the project initiated under UN Trust Fund. Finally, UNIFEM began scaling up Safe Cities initiatives in Latin America, inspired by a pioneering UN Trust Fund grantee from 2004, which is now being scaled up to global level by UNIFEM since 2008, in partnership with UN Habitat, women's groups and other organizations.

Subregional inter-agency PACs minutes also show, as evidence of the UN Trust Fund contributions to increased synergy among UN agencies, that in some UNIFEM SROs, UN Resident Coordinators are members of the subregional inter-agency PACs. A review of the inter-agency PACs' minutes for Cycle 13 (2008) shows that the UN Resident Coordinators in Colombia, Peru and Ecuador were members of the subregional inter-agency PAC for the Andean region.

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32 Minutes of UN Trust Fund Inter-Agency PAC Meeting, January 20, 2006

33 UNCTs working in close collaboration with governments and CSOs

34 This is the Cycle 13 (2008) project titled 'Multi-sectoral Gender Based Violence Response at the District Level in Nepal.'

Nevertheless, the extent to which these mechanisms and initiatives have resulted in increased synergy between the UN Trust Fund and other UN agencies at field levels is still limited. At the global inter-agency PAC level, the UN Trust Fund, similar to other inter-agency mechanisms focused on ending violence against women and girls, facilitates ongoing information exchange, though no UN agency has contributed to the UN Trust Fund (by providing financial, political, technical, and capacity development support to the UN Trust Fund grantees) over the last four years. This may be attributed to several (in some cases concomitant) factors:

> Lack of recognition that the UN Trust Fund is a *United Nations* fund. During the field missions, people often referred to the UN Trust Fund as the UNIFEM Trust Fund, and several documents produced with the support of the UN Trust Fund said: "UNIFEM Trust Fund." This problem has been addressed through a Guidance note disseminated to focal points on how to acknowledge the UN Trust Fund.

> Limited knowledge of the UN Trust Fund: Some representatives of UN agencies (as well as other donors) that we interviewed were not familiar with the UN Trust Fund.

> Limited knowledge sharing of UN Trust Fund results, lessons learned, and promising/good/best practices among UN agencies, although the Trust Fund has made efforts at the global level inter-agency PAC meetings (2007–2008) to unpack specific ways in which UN agencies could enhance effectiveness and impacts of UN Trust Fund grantees at field levels.

Finding 11: The UN Trust Fund is contributing to a deeper involvement of men's groups in ending violence against women and girls.

While violence against women and girls is a problem affecting the whole of society, violence against women and gender equality in general are still widely considered women's issues. Many projects that address gender inequality often target women only: Women are the primary beneficiaries and active actors in the projects, while men are excluded from project activities, both as beneficiaries and potential partners/agents for change. When projects also reach men (such as projects involving radio or TV), men are usually seen as a generic target in the sense that the activities/outputs of the projects are not specifically adapted to them.

Interviews with UNIFEM staff both at HQ and in SROs clearly show a shift in the awareness and understanding of the importance of targeting men as active agents for change. While the UN Trust Fund has always supported projects proposing to work with men and men's groups, since the 2008 Call for Proposals men's groups are explicitly identified as organizations that are eligible to apply to the UN Trust Fund.

In the 2008 Call for Proposals, several projects selected specifically targeted men. One of these is a cross-regional project, implemented by the organization Instituto Promundo and involving grantees in Brazil, India, Chile and Rwanda, called "Engaging Men to End Gender-Based Violence: A Multi-Country Intervention and Impact Evaluation Study." The project objective is to identify effective strategies for engaging men in ending violence against women, and to contribute to the global knowledge base in this critical area.

In our review of Cycle 13 (2008) proposals, 18 of the 28 projects included men and boys as secondary beneficiaries.

Increased awareness on the importance of involving men also emerged from interviews with grantees who expressed their willingness to involve men and boys in the second stage of their projects. In some cases, like SAMANTA in Nepal, projects were modified during implementation to involve men. In India, many of the TV spots produced by Breakthrough with the UN Trust Fund grant send a clear message to men to encourage them to intervene when they witness cases of violence against women.

Finally, the desk review also found that in Dominica the UN Trust Fund project contributed to the creation of a new "Men's Forum" to engage men in efforts to eliminate violence against women. The final report noted that the forum had three meetings in its first year.

Finding 12: The UN Trust Fund objective of expanding the involvement between grantees at the regional level has not been sufficiently articulated, and the importance attributed to its achievement has varied over the last four cycles.

The UN Trust Fund aims to enhance involvement between grantees at the regional level to "stepping

up knowledge sharing and ensure implementation of regional agreements."[35] This objective is sought by supporting and helping to enlarge regional networks of groups working to end violence against women and girls.

The review of UN Trust Fund documents highlighted some lack of clarity on how the UN Trust Fund Secretariat intends to achieve this objective. Its efforts in this area appear to have been inconsistent over the period from 2005–2008. For instance, by looking at the Call for Proposal documents from Cycle 10 (2005) to Cycle 14 (2009), a different degree of emphasis is attributed to initiatives that imply involvement between grantees at the regional level. In the Calls for Proposals for Cycle 10 (2005), Cycle 12 (2007), and Cycle 14 (2009), there is an explicit reference to the support given to projects aiming to ensure the effective implementation of regional, national, or local governmental plans of action that address violence against women. This reference is missing in the Calls for Proposals for Cycle 11 (2006) and Cycle 13 (2008). In addition, the Cycle 12 (2007) Call for Proposals mentions that priority would be given to "regional proposals (implemented in more than one country of the sub-region) and/or submitted by consortium of various organizations"; this element of priority is not mentioned in the other calls.

Beyond the Calls for Proposals, it is not clear what other mechanisms have been put in place by the UN Trust Fund Secretariat to foster regional collaboration among grantees. However, the Monitoring, Evaluation and Knowledge Management (MEKM) framework indicates the UN Trust Fund will invest in cross-regional learning processes (p. 16) and the upcoming regional capacity development workshops will serve as opportunities for knowledge-sharing and partnership-building among grantees.

The UN Trust Fund portfolio of projects for 2005–2008 included five regional and two cross-regional projects. The Evaluation Team reviewed three of these by field mission and desk review.[36] In addition, interviews were

conducted with Cycle 13 (2008) grantees in India on two cross-regional projects.[37] However, because of the small number of regional projects reviewed, the limited information available on regional projects in the reviewed documentation, and the fact that the two cross-regional projects in India have just started, it is not possible to draw conclusions on the achievement of this sub-component of the 2005–2008 UN Trust Fund Strategy. Nonetheless, it is worth reporting some of the issues that were mentioned during the interviews held in India as elements that the UN Trust Fund Secretariat should pay attention to in the future. Cycle 13 (2008) grantees in India positively valued the opportunity to implement regional or cross-regional projects as they represent a unique opportunity to share knowledge and to learn about specific issues, as well as to network with other organizations working in similar fields. On the other hand, grantees also warned that the implementation of regional or cross-regional projects may face challenges related to linguistic diversity, the difficulty in designing and applying similar methodologies that will yield comparable results across different countries and contexts, and the difference in the level of engagement of the various grantees involved.

Finding 13: The UN Trust Fund Secretariat has adopted measures to enhance efficiency that are generally seen as positive, but there is insufficient data to measure their results.

The third key element of the 2005–2008 strategy proposed the adoption of three measures aiming at enhancing the UN Trust Fund efficiency, namely:

> A change in the pre-selection process to be based on concept notes instead of full proposals;

> The decentralization of decision-making to the subregional level through the establishment of subregional inter-agency PACs; and finally,

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35 UN Trust Fund, Strategy, p. 6.

36 The UN Trust Fund projects reviewed are: "Implementing domestic law in Central America and the Dominican Republic" implemented by the organization Fundacion Genero y Justicia in Guatemala, Honduras, El Salvador, Nicaragua, Costa Rica, Panama, and Dominican Republic; "Violence against women among the population bordering Bolivia and Ecuador" implemented by the organization Family Care

International in Ecuador and Bolivia; and, "Developing and monitoring national and local action plans to end gender violence in Southern Africa" implemented by the organization Gender Links in Botswana, Mauritius, Namibia, South Africa, Swaziland and Zambia.

37 The UN Trust Fund projects are: "Gender Inclusive Cities" implemented by the organization Women Cities International in Argentina, India, Russia and Tanzania, and "Engaging Men to End Gender-Based Violence: a Multi-Country Intervention and Impact Evaluation Study" implemented by the organization Instituto Promundo in Brazil, Chile, India, and Rwanda.

> The extension of the size and implementation period of grants.

All three measures have been put in place and are valued by stakeholders interviewed, including inter-agency PAC members, UNIFEM, and UN Trust Fund Secretariat. However, because some of these measures were adopted quite recently, we cannot draw conclusions on the actual results of these measures in terms of increased efficiency. More details on these measures are provided in Chapter 8 on efficiency.

6.2.5 Knowledge Management and Capacity Development

Finding 14: While projects supported by the UN Trust Fund have helped increase the knowledge of ending violence against women and girls in individuals and organizations, the UN Trust Fund as a whole has been less successful in managing and disseminating knowledge, the fourth element of the UN Trust Fund strategy.

One of the five elements of the UN Trust Fund Strategy was to manage knowledge. Knowledge Management (KM) is the process of systematically and actively managing and leveraging the stores of knowledge in an organization.

As discussed in Section 7.5 on management, the UN Trust Fund Secretariat's limited capacities and attention to knowledge management limited its ability to share its successes and lessons with its constituency. While

UN Trust Fund projects achieved many results in the field of ending violence against women and girls, these have not yet been shared widely with other grantees, governments, organizations, and UN agencies. This is due in part to the weak capacity of grantees to report on project results, experiences, and lessons (see Section 6.3.4), and to constraints faced by UN Trust Fund Secretariat and UNIFEM staff at HQ and in SROs (see Section 7.5).

In the interviews conducted for the evaluation, there was wide consensus among stakeholders on the need to bring grantees together and find additional mechanisms to ensure that the knowledge created becomes public and is easily accessible to all. Most grantees interviewed would like to learn more about what is happening outside their countries. Donors indicated that they would like to be better informed about approaches to addressing violence against women; They are also hoping that as the UN Trust Fund grows it will lead the way not only in doing work on ending violence against women but also in thinking about ending violence against women with others in the field (e.g., academia, researchers, think tanks).

The opportunities for knowledge sharing are increasing. The recently established United Nations Task Force on Violence against Women and the forthcoming UN Trust Fund Web site / database provide excellent opportunities for the UN Trust Fund to contribute to sharing knowledge on the work on ending violence against women and girls. The UN Trust Fund Web site and database will increase the visibility of UN Trust Fund grants and will provide an on-line space for knowledge sharing between grantees and other stakeholders (see

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UN Trust Fund Web site / Database

The Web site with an integrated database will communicate and disseminate results and learning to grantees, other organizations, UN agencies, donors and the general public.

Features:
Search for initiatives supported by the Trust Fund
Grantee and grant profiles, knowledge materials produced
Case studies of promising and good practices in ending violence against women and girls
Grantee platform to share knowledge, pose questions and get technical assistance
Grantee tools for evidence-based programming
Direct link to UNIFEM global knowledge management site
Links to sources, such as the Secretary-General's Database on Violence against Women
Information on opportunities for training and capacity development

sidebar and Chapter 8 for details). The forthcoming UNIFEM-supported Global Knowledge Management Web site will provide knowledge modules based on evaluations and expert consensus, a searchable compendium of tools for implementation, and a registry of resource organizations that can provide technical assistance. These will create synergies with the Secretary-General's Database on Violence against Women.[38]

Moreover, since 2008 the UN Trust Fund Secretariat's annual reports to donors include more information on achievements and results of UN Trust Fund grantees than the official annual report to CSW and HRC. In the past year the UN Trust Fund Secretariat has taken some steps to increase its knowledge management capacities. These are discussed in more detail in Finding 31.
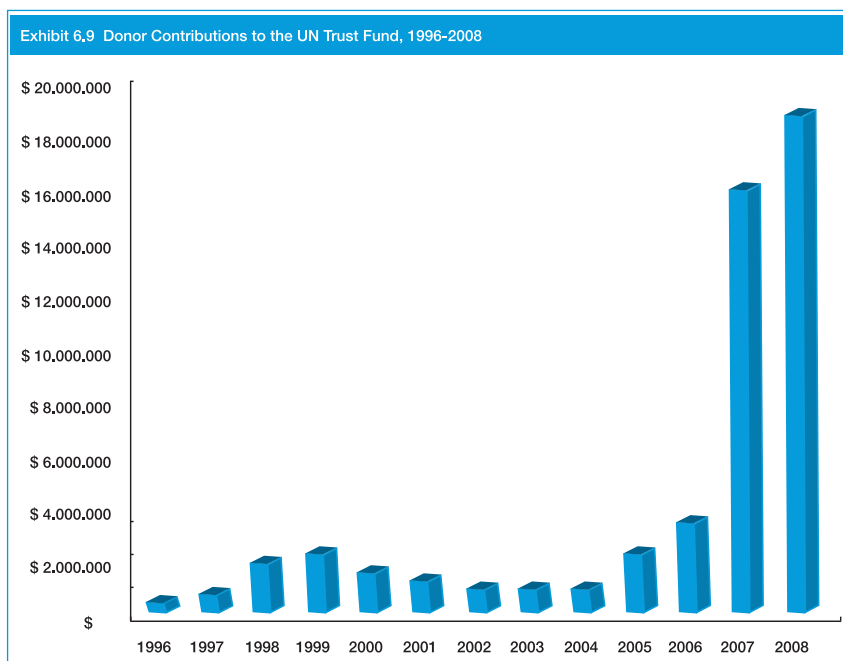
6.2.6 Mobilizing Resources

Finding 15: UN Trust Fund resources increased significantly between 2005 and 2008 and its sources of funding were diversified.

As shown in Exhibit 6.9, total donor contributions to the UN Trust Fund increased by 780% between 2005 and 2008 – from US$2,402,099 in 2005 to US$18,666,969 in 2008. The bulk of this growth occurred in 2007 as a result of contributions from the governments of Spain (US$8,034,561) and Norway (US$4,459,941), joined by a new lead donor in 2008, the Netherlands (US$8,054,344), which became the top donor in terms of annual contributions for that year.

Exhibit 6.9
Donor Contributions to the UN Trust Fund, 1996-2008

Exhibit 6.9 Donor Contributions to the UN Trust Fund, 1996-2008

Source: Excel file "Master Chart UN Trust Fund Donors 1996–August, 2008" received from UN Trust Fund Secretariat

During the period between 2005 and 2008, the number and type of donors contributing to the UN Trust Fund increased. Bilateral donors (i.e., governments) contributed an average of 85.9% of total contributions, followed by the private sector (10.3%),[39] UNIFEM National

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38 The Secretary-General's Database on Violence against Women provides a very useful central depository of official policies, laws, action plans and data sources and self-reported key interventions and good practices being undertaken. It only reflects government-led initiatives.

39 Johnson & Johnson contributed a total of US$1,650,000; Avon – US$1 million in 2008; Tag Heuer – US$74,074 in 2006 and 2008; and Omega – US$25,000.

Committees (NC) (2.2%), NGOs (0.9%), foundations (0.4%), and individuals (0.2%). Contributions from the private sector increased in absolute terms from US$250,000 in 2005 to over US$1 million in 2008.

Exhibit 6.10
Annual Contributions by Type of Funder, 2005–2008
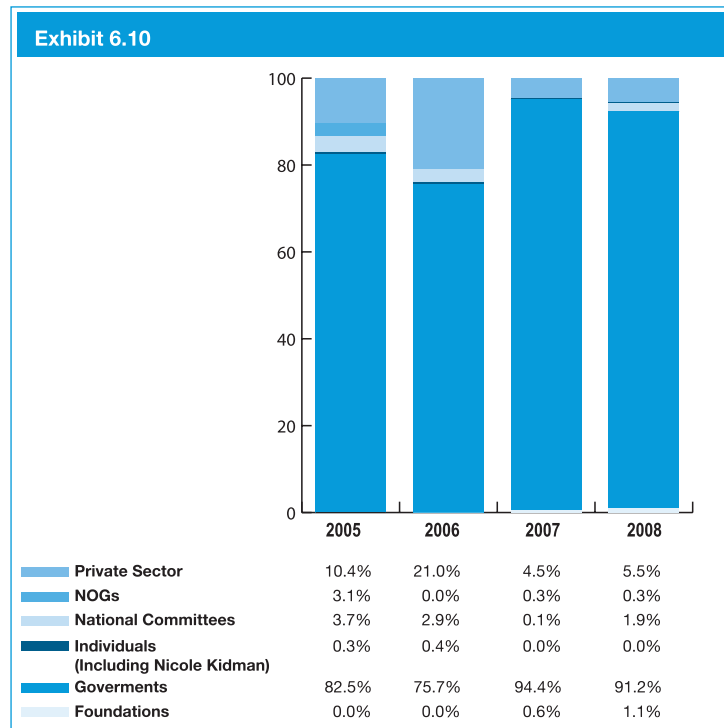
Exhibit 6.10				
	2005	**2006**	**2007**	**2008**
Private Sector	10.4%	21.0%	4.5%	5.5%
NOGs	3.1%	0.0%	0.3%	0.3%
National Committees	3.7%	2.9%	0.1%	1.9%
Individuals (Including Nicole Kidman)	0.3%	0.4%	0.0%	0.0%
Goverments	82.5%	75.7%	94.4%	91.2%
Foundations	0.0%	0.0%	0.6%	1.1%

Source: Excel file "Master Chart UN Trust Fund Donors 1996–August, 2008" received from UN Trust Fund Secretariat

As shown in Exhibit 6.11, the diversity of governments contributing to the UN Trust Fund has increased significantly over the years: from four countries in 2005 to 11 countries in 2008. Despite the fact that Spain only started contributing to the UN Trust Fund in 2007,[40] it was the largest contributor over the four cycles and provided 35.8% of all funds received; it was followed by the Netherlands (21.8%), the US (15.6%), and Norway (13.4%). The remaining 13.3% of bilateral funds came from 10 other governments.

While US contributions have increased steadily, its share of contributions has decreased as a result of the increased number of governments contributing to the UN Trust Fund. In 2005 and 2006, US contributions represented more than half of bilateral contributions to the UN Trust Fund, and more than 40% of total contributions from all types of funders. In contrast, in 2007 and 2008, US contributions represented only 10% of total funds received from governments.

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40   It should be noted that Spain contributed to the UN Trust Fund in 2001 as well, with an amount of US$2,202.

Exhibit 6.11
Government Contributions to the UN Trust Fund (2005 to 2008)

Country	2005	2006	2007	2008	Total 2005 to 2008
Antigua & Barbuda	$ -	$ -	$ 1,000	$ -	$ 1,000
Australia	$ -	$ -	$ -	$ 930,233	$ 930,233
Austria	$ -	$ 392,040	$ 134,409	$ 315,720	$ 842,169
Finland	$ 400,000	$ 461,133	$ 368,732	$ 388,098	$ 1,617,963
Iceland	$ 92,282	$ 100,000	$ 100,000	$ -	$ 292,282
Ireland	$ -	$ 250,329	$ 442,478	$ 377,358	$ 1,070,165
Liechenstien	$ -	$ -	$ -	$ 11,905	$ 11,905
Netherlands	$ -	$ -	$ -	$ 8,054,344	$ 8,054,344
Norway	$ 497,626	$ -	$ 4,459,941	$ -	$ 4,957,567
Rep. of Korea	$ -	$ -	$ 50,000	$ 30,000	$ 80,000
Slovenia	$ -	$ 10,000	$ -	$ 15,000	$ 25,000
Spain	$ -	$ -	$ 8,034,561	$ 5,181,347	$13,215,908
Trinidad & Tobago	$ -	$ 5,000	$ 5,000	$ 10,000	$ 20,000
Us	$ 992,000	$ 1,485,000	$ 1,485,000	$ 1,785,420	$ 5,747,420
Total	**$ 1,981,908**	**$ 2,703,502**	**$15,081,120**	**$17,899,425**	**$36,865,555**

Source: Excel file "Master Chart Trust Fund donors 1996–August, 2008" received from UN Trust Fund Secretariat
Note 1: As at end 2007, the Government of Spain contributed a total of US$8,034,561 in two installments: the first installment was part of the 2006 commitment, and the second installment was received at the end of 2007 to be allocated for 2008. **Source:** UNIFEM Annual Donor Report 2007–2008; p. 34
Note 2: The Government of Norway contributed US$4,459,941 at the end of 2007 to be allocated for 2008. Source: UNIFEM Annual Donor Report 2007–2008; p. 34

6.3 Effectiveness of the UN Trust Fund Project Portfolio

6.3.1 Overview

This section examines UN Trust Fund projects in terms of:

> contributions to the Trust Fund's objectives (such as strengthening the capacities of duty bearers and rights holders, implementing legal and policy frameworks, innovation, integrating HR and GE);

> sustainability of project results; and

> grantee capacity development and needs.

The majority of the 37 projects reviewed for this evaluation were successful in carrying out planned activities as stated in their proposal documents. Budgets approved by the UN Trust Fund Secretariat were generally respected and in some cases grantees carried out more activities than those initially planned (e.g.,

the SUTRA project in India). We found a few cases where one or two activities did not take place (some conferences or orientation sessions) but the project documentation did not provide an explanation of why these outputs were not achieved.

6.3.2 Project Contributions to the UN Trust Fund's Objectives

In order to answer some of the questions on effectiveness identified in the evaluation matrix (such as the contribution of the UN Trust Fund to the implementation of legal or policy frameworks and strengthening the capacities of duty bearers and rights holders), the Evaluation Team had to aggregate the results of the reviewed projects to identify contributions to overall results. For more details, the reader is encouraged to read the 16 field assessment briefs presented in Volume II, Appendix I.

Finding 16: In all projects reviewed, the capacities of duty bearers and/or rights holders were strengthened through UN Trust Fund grantee interventions.

The data collected in the field, through interviews, and through document reviews suggests that all projects successfully built the capacities of individual rights holders and/or duty bearers. For example: Rights holders such as women survivors have been trained on: their rights to claim support and seek help from protective services, and on procedures to follow in case

of violence. Duty bearers such as lawyers, services providers, and police have been trained on the content of specific laws protecting women from violence Government officials have been sensitized on violence against women and on the twin pandemics VAW and HIV/AIDS.

And, as echoed by the quotes from beneficiaries presented in the sidebar, this is a significant achievement, as many women were surviving without information, without knowing what their rights were, or where to turn for help.

"The training has become an essential part of my life. I have learned things that I knew nothing about. I am happy to be able to share the content of Bill 103 with my sisters."
Source: Ecuador Field Mission Report – *Violence against women among the population bordering Bolivia and Ecuador* **- Focus group with trainees in Sucumbios – free translation from Spanish**

"Before the training we did not know about sexually transmitted infection and its impact on us and link with HIV. We would not go to the clinic due to shame and mostly there were male doctors. But after the training, we understood that it was one of the opportunistic infections and we started accessing treatment for it."
Source: India Field Mission Report – *Stop Violence*** – Interview with a project beneficiary**

"Initially women used to be silent but after the training we were empowered to raise our voices."
"I was living with HIV for over five years but did not reveal the status to anyone including my family. But after the training, I was able to do so."
Source: India Field Mission Report – *Stop Violence*** – Interview with a project beneficiary**

"Because of Sutra, we have become aware and empowered and there is enthusiasm in their heart."
"Through these camps, not only we (women) benefited but other community people became aware as well so the ripples of change are being felt in the entire community through awareness and community women's involvement in these initiatives."
"[Thanks to the training] we feel empowered to seek justice using this legal provision [the Protection of Women against Domestic Violence Act] and hold the responsible authorities accountable such as the local protection officers."
Source: India Field Mission Report – *To make Nyaya Panchayat*** – Focus group with project beneficiaries**

"Taking this training has changed my life. I feel empowered, I can tell other women what their rights are, I know where to seek support."
"I feel proud to be a promoter of such quality training."
Source: Ecuador Field Mission Report – *Violence against women among the population bordering Bolivia and Ecuador* **- Focus group with trainees in Sucumbios – free translation from Spanish**

The UN Trust Fund projects strengthened the capacities of duty bearers to meet their obligations and of rights holders to claim their rights. Three types of capacity gaps have been addressed:

> **Responsibility / motivation/ leadership:** Duty bearers and rights holders have been made <u>aware</u> of their respective obligations and rights and have taken leadership roles in efforts to end violence against women and girls.

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> **Access to and control over resources:** Duty bearers and rights holders have increased their <u>access to resources.</u>

> **Communication / Information:** Duty bearers and rights holders have learned to <u>process, share, and use the information received.</u>

Examples of projects that successfully strengthened the capacities of both duty bearers and rights holders are presented in Exhibit 6.12. The duty bearers targeted by UN Trust Fund interventions included local authorities, government officials, police, media, and universities. The rights holders included women, women survivors and community members at large, including young people and men. It is worth noting that even some small projects with budgets under US$30,000 strengthened the capacity of rights holders. The majority of interventions contributed to improv-

ing capacities in terms of responsibility / motivation / leadership (16 projects), while six projects contributed to communication / information, and six to access to and control over resources. The results achieved by the reviewed UN Trust Fund projects were increases in: knowledge, skills, awareness, networking, self-esteem / self-confidence, commitment, delivery skills, and access to resources.

Exhibit 6.12
Selected examples of projects that strengthened the capacities of duty bearers and rights holders

COUNTRY – PROJECT (GRANTEE) AMOUNT	COMMENTS	TYPE OF DUTY-BEARER/ RIGHTS-HOLDER CAPACITIES THAT WERE DEVELOPED/BUILT BY THE PROJECT
India- Stop Violence (Positive Women Network) US$25,000	The Stop Violence project in India organized a training and capacity development workshop for 40 positive women and a state level sensitization workshop. It strengthened the capacities of women as well the capacities of the Positive Women Network (PWN) through linkages with government departments such as the District Social Welfare Board, the District Rural Development Agency (DRDA), and the Women and Child Department. Women involved in the project learned about schemes available through the departments and some of them have applied for the schemes. As a result of the training, a small cadre of women were empowered to get involved in activities for the elimination of violence against women: four of them are now working for the Positive Women Network (PWN), and others are working on violence against women issues with other CBOs or independently raising their voices on ending violence against women as well as other Women Living with HIV and AIDS (WLHA). The women trained by PWN have formed a district level Network of Positive Women and a self help group (SHG).	Accessing information Skills in addressing violence against women Self esteem Accessing wider networks
Brazil - Iyà Àgbá Black Women's Network against Violence (CRIOLA) US$100,000	The Iyà Àgbá project built the capacity of black women in Brazil to advocate for women's rights. After receiving training on domestic and urban violence, racism and STD, women started to inform and help other women in their communities. After the conference "Seminário mulheres negras enfrentando a violência," Afro-Brazilian religious organizations joined the efforts to end violence against women.	Increased awareness and knowledge
Chile - Indoors - Domestic and Sexual Violence: A regional and local strategy for the advocacy of women's human rights (Centre of Studies for the Development of Women) US$114,000	The Indoors – Domestic and Sexual Violence project developed the leadership capacities of local organizations in Chile, with an emphasis on rural and indigenous women's associations, and helped create a Forum on Violence. The workshops and seminars led some women to take initiatives such as organizing a walk against violence. The project created linkages between stakeholders – for example, in bringing universities to work closely with communities, and in transmitting knowledge about the law to those who did not know the law existed. As a result of the project, the issue of violence against women has been included on the agendas of organizations that were not used to considering these types of issues (such as rural and indigenous organizations, agricultural and fishing organizations, and unions).	Increased awareness Accessing wider networks Increased knowledge

COUNTRY – PROJECT (GRANTEE) AMOUNT	COMMENTS	TYPE OF DUTY-BEARER/ RIGHTS-HOLDER CAPACITIES THAT WERE DEVELOPED/BUILT BY THE PROJECT
Dominica - An Integrated, Multi-Sectoral Approach for Improved Implementation of Existing Laws, Policies, & Plans of Action to Address Violence against Women and Girls (Dominica National Council of Women) US$100,000	This project in Dominica built capacity in eliminating violence against women in several sectors. It raised awareness on violence against women in women's organizations, men's organizations, and in key institutions like Legal Aid, Social Welfare, the police department, Women's Bureau; and Crime Prevention Unit. The project contributed to: 1. The creation of a new "Men's Forum" to engage men in efforts to eliminate violence against women. The organization has had three meetings since their initial meeting in January, 2008. 2. The improvement of police officers' skills in dealing with cases involving violence against women: some officers report that they are now dealing with cases not only as legal issues but are providing some counselling and referring victims to agencies that can provide further counselling. 3. The creation of an inter-agency framework and a Monitoring Committee (including Dominica National Council of Women, Women's Bureau, Dominica Christian Council, Dominica Evangelical Association, Welfare Division, National Youth Council, Police Service and Legal Aid), thus allowing for quick consultation on violence against women issues as they arise, as well as the timely and efficient dissemination of information. 4. The strengthening of counselling services of the Dominica National Commission for Women within its seven zones. 5. The design of a template for uniform data collection. The Women's Bureau will serve as the central registry, and all agencies involved in reported cases of domestic violence have agreed to support the collection system and enter data.	Increased awareness Improved delivery skills Increased knowledge and technical assistance
Nepal – A grassroots call (Equal Access) US$200,000	This project in Nepal produced a flagship women's radio programme conducted by women community reporters who had been trained by the project. The programme has helped increase awareness and knowledge of violence against women among positive women. During an interview, while explaining the importance of the training in her personal life, one of the community reporters said, "Without this training I would have been like other girls who are limited within the society, but now I am for all and working for the society." Another community reporter, who worked as a labourer before participating in the training, looked forward to the refresher training and said, "through the training I can get clarified on unclear issues and can contribute to making things better."	Increased self-confidence/ self-esteem Increased knowledge
Ecuador – Violence against women among the population bordering Bolivia and Ecuador (Family Care International) US$500,125	This project in Ecuador deepened awareness about violence against women among communities in the Amazonian jungle. It conducted a community-wide assessment on the unmet needs of women in violence against women and then trained community members to initiate community dialogues. Interviews with trainees and survivors of violence indicate that the project was successful in situating gender-based violence (GBV) within the indigenous organization FONAKISE and that FONAKISE has raised awareness of GBV in communities.	Increased knowledge

COUNTRY – PROJECT (GRANTEE) AMOUNT	COMMENTS	TYPE OF DUTY-BEARER/ RIGHTS-HOLDER CAPACITIES THAT WERE DEVELOPED/BUILT BY THE PROJECT
Mali - National coalition to combat excision (Centre DJOLIBA) US$60,000	This UN Trust Fund project in Mali developed the capacity of parliamentarians to legislate against excision and built the capacity of civil society organizations and national NGOs to combat excision through advocacy, lobbying, and gender equality approaches. In Kita Cercle, the mayors and religious leaders who attended the training sessions have established a committee for public education campaigns against excision. In Kita Cercle, one religious leader said "Every day our ears go to school. Throughout these trainings sessions, I have been exposed to a dilemma: Are we going to continue to kill our daughters? No, let us put an end to excision." Two months later, the religious leaders of 54 villages developed a plan of action to eradicate excision in their villages.	Increased awareness Increased commitment
Rwanda – Reinforcing the capacities in the district of Ngoma by implementing mechanisms to prevent and respond to violence against women (Province de l'est District Ngoma) US$100,000	This project in the Ngoma district of Rwanda conducted a baseline study on domestic and sexual violence against women in the district. Through radio broadcasts, community dialogues, conferences, and work with national women's councils, it informed community members on women's rights to protection and legal redress. It also sensitized local leaders and authorities on how to implement laws and policies on gender equality and all forms of gender-based violence. The project was successful in obtaining the full engagement of political, religious, and community leaders in activities to end violence against women.	Increased awareness Increased commitment
Ukraine – Implementation of the Law on Prevention of Domestic Violence in Ukraine (International Humanitarian Centre "Rozrada") US$109,000	This UN Trust Fund project implemented by Rozrada in Ukraine piloted a model in rural areas for fully upholding the law on violence against women. It provided training for police and youth and local authorities on the urgent need to end violence against women, and developed a "Stop Violence" initiative that was proposed as part of state family and social programmes. The project's public-awareness campaigns have resulted in increased calls to hotlines posted on billboards, particularly after any mass media broadcast on the subject of domestic violence (DV). Evidence of change is that mass media journalists are better informed and/or more interested in reporting on DV and promoting elimination of violence against women. In some regions, the "Stop Violence" campaign led to the development of multidisciplinary teams of specialists who can bring their combined wisdom to bear on specific cases. Many focus group participants indicated that they greatly improved their training skills, pursued advanced degrees and specialization, and are encouraged that they are now better equipped to provide service and also to maintain their own equilibrium. Police respondents determined that their first priority was to complete a "how to intervene in domestic violence situations" manual for police inspectors that would include case studies, and to build capacity to train militia inspectors through the Departments of Militia.	Increased knowledge Increased willingness Accessing wider networks Improved delivery skills Increased commitment/ awareness

COUNTRY – PROJECT (GRANTEE) AMOUNT	COMMENTS	TYPE OF DUTY-BEARER/ RIGHTS-HOLDER CAPACITIES THAT WERE DEVELOPED/BUILT BY THE PROJECT
Ukraine – Violence against Women – Efficiency and Regularity of Counteraction (Kiev School of Equal Opportunities) US$109,000	This project implemented by the Kiev School of Equal Opportunities established national and regional mechanisms to prevent violence against women and support full implementation of the Law on Prevention of Domestic Violence. With specialized training provided by the UN Trust Fund project, representatives of the mass media are telling more effective stories, combating stereotypes, and contributing to social change around the taboos of violence against women.	Increased knowledge
Cameroon – Human Rights-based Approach to Combating Violence against Women in Cameroon (CHRAPA) US$115,000	The CHRAPA project in Cameroon advocated for the passing of the 1998 draft bill on violence against women through training of law enforcement, women's groups, and media. It established paralegal centres in targeted provinces that offer legal counselling to women victims of violence. Thanks to the project, a network of Journalists for Women Human Rights (NEJOWOR) has been formed and media coverage of GBV issues has increased in both the print and audio visual media. A network of women leaders formed to combat GBV is reaching out to other women in urban and rural areas.	Accessing wider networks
Zimbabwe- Monitoring the implementation of the Sexual Offences Act (Women and Law in Southern Africa Research and Education) US$195,000	This UN Trust Fund project in Zimbabwe trained judicial personnel, police, traditional leaders, and peer educators on a new bill and other laws protecting women's rights, such as the Criminal Code and inheritance and maintenance laws. As a result, the peer educators organized a gala on domestic violence during the 16 days of Activism against gender violence in November, 2008 to increase awareness of the Domestic Violence Act in the community and among children. And the justice system personnel signed commitment forms to show their commitment to promoting women's rights.	Increased commitment Increased awareness
India – At the intersection of gender-based violence (Breakthrough) US$300,000	This project implemented by Breakthrough in India raised awareness of violence against women through a multimedia campaign and by building capacities of partners. Due to the UN Trust Fund project, CART (one of Breakthrough's partners) has been able to extend the programme to sex workers who face DV in their relationships with regular partners/clients who stay with them as their 'spouse'.	Improved delivery skills

Finding 17: One quarter of the 37 projects reviewed have contributed to changing or implementing legal or policy frameworks at the country and local levels.

The evaluation TORs requested that we examine whether new legal or policy frameworks had been adopted in countries or regions to which the UN Trust Fund provided grants, whether new frameworks have

been considered by responsible authorities, and whether there has been an increase in advocacy for new frameworks.

At least nine of the 37 UN Trust Fund projects reviewed contributed to changes in the existing legal framework. Although these changes are important, the results are numerically modest. A caveat to this, however, is that

the extent to which the UN Trust Fund project actually contributed to policy/legal change is not always clear in the project documentation. Considering that policy changes seldom happen as a direct result of a one-year project (as they require sustained efforts over a longer period of time), some of the results noted at the policy level may reflect the results of cumulative efforts of the grantees over the past years to which the UN Trust Fund project has added its contribution. This hypothesis seems to be supported by the fact that for most grantees the UN Trust Fund project is part of their programmatic work.

Exhibit 6.13 provides examples of projects where we found evidence that the project had contributed to the legal framework. It is interesting to note that the size of the grant – some under US$100,000 – was not a limitation to a project's contribution to the legal framework. Rather, the projects that had the greatest chance of contributing to the adoption of new laws or policy reforms were those implemented in an enabling context (discussed in Finding 20).

Exhibit 6.13
Examples of improving the legal framework and increasing government commitment

PROJECT	GRANT AMOUNT (US$)	SOURCE OF INFORMATION	CONTRIBUTIONS OF THE PROJECT TO THE LEGAL FRAMEWORK
Paraguay - Monitoring and Capacity Building for Improving Access to Justice among Women that Suffer from Violence	54,000	Donor Report 2007–2008	As a result of the advocacy and consultations done in this project, the Secretary of Women (the national women's machinery) and the Department of Statistics, Surveys and Censuses of Paraguay decided to build a more comprehensive statistical system on violence against women, and to revise the current law on domestic violence to reflect all forms of violence against women.
Mali - Multi actors coalition project to combat excision as a source of violence against women	60,620	Desk Review	The final project report suggests that as a result of the project, representatives of the Ministry of Education decided to incorporate excision programmes in their 2006–2008 training curricula.
FYR Macedonia – Association for emancipation, solidarity and equality of women	99,870	Desk Review	As a result of the project, two bylaws were created, and significant amendments were made to the Family Code and the Law for Social Protection (currently in Parliamentary procedure). The project contributed to government recognition and prioritization of Domestic Violence (DV). The results of the grantee's work were used in the development of a national Strategy to End Domestic Violence for 2008–2011.
Peru - Respuestas locales y comunitarias para la prevención	100,000	Desk Review	As a result of the project, a special programme on gender equality was created and an Action Plan on Violence and HIV was developed and approved by the municipality of Villa El Salvador.

PROJECT	GRANT AMOUNT (US$)	SOURCE OF INFORMATION	CONTRIBUTIONS OF THE PROJECT TO THE LEGAL FRAMEWORK
Tajikistan - Improving National Response to Domestic Violence	100,000	**Desk Review**	Training materials created by the grantee were subsequently used by government ministries for their own capacity development, and grantee initiatives were mentioned as part of a National Strategic Plan. The grantee was instrumental in initiating the creation of the National Coordination Council on the Prevention of Violence against Women (NCCPVAW).
Rwanda – Reinforcing the capacities in the district of Ngoma by implementing mechanisms to prevent and respond to violence against women	100,000	**Field Mission**	The project contributed to the development of a three-year action plan that provides an entry point for all stakeholders at the district level to integrate interventions on violence against women into performance contracts. The project contributed to the effective coordination of interventions of various stakeholders to end violence against women.
Cameroon – Human Rights Peace Advocacy (CHRAPA)	115,000	**Field Mission**	The project facilitated the creation of a network of Traditional Authorities to end gender based violence (GBV). Members of the network have carried out a number of restitution exercises in their *fondoms* (Chiefdoms) and have mapped out strategies to contain GBV in their communities.
Zimbabwe- Monitoring the Implementation of the Sexual Offences Act	195,393	**Desk Review**	According to the project document "Update on Progress Achievement 2008", the project was scaled up by government request. The Ministry of Women's Affairs, Gender and Community Development asked the grantee, Women and Law in Southern Africa (WLSA) to include ward development officers in its training and to carry out similar work in all the provinces in Zimbabwe. WLSA had planned to train Justice Delivery System (JDS) personnel in four districts but the Ministry then requested WLSA to train officers for two provinces. Through the Ministry of Women's Affairs, Gender and Community Development the government made commitments to continue implementing the project and raising awareness on domestic violence. The WLSA is working actively with the Ministry in other sites on domestic violence through separate funding and is also producing a Family laws handbook for training of Ministry officers.
Albania- Making it Real: Implementing the Law Against Domestic Violence	293,600	**Desk Review**	The grantee created Councils against Domestic Violence with full ministerial support.
Bulgaria -Coordinated Efforts towards Building Enabling Environment for Sustainable and Effective Implementation of the Bulgarian Law on Protection against Domestic Violence – Bulgarian Gender Research Foundation	140,309	**Field mission**	The project was successfully led to change, albeit following the completion of implementation activities. The Bulgarian Council of Ministers approved several draft amendments to the Bulgarian Law on Protection against Domestic Violence, including a provision to introduce a special line item in the budget of the Ministry of Justice that will fund NGO programme for victim support beginning January 2010.

Finding 18: UN Trust Fund projects have contributed to innovations in eliminating violence against women and girls, particularly in programming on the intersections between VAW and HIV/AIDS.

According to its TORs, the UN Trust Fund has the mandate to "advance the development of innovative models and strategic interventions in the area of violence against women."[41] In one of the UN Trust Fund's donor reports, the Trust Fund is defined as "a global mechanism and an incubator for innovative ideas."[42] One of the questions for this evaluation was how the UN Trust Fund has contributed to spurring innovation, catalysing and / or expanding programmes and services (e.g., for survivors, etc). However, none of the UN Trust Fund documents made available to the Evaluation Team provide guidelines on what makes a project innovative (e.g., the approach, theme, strategies, types of stakeholders, materials, etc.). In the absence of specific criteria, the Evaluation Team relied on stakeholders' perceptions of how the UN Trust Fund supported innovation.

According to stakeholders interviewed for the evaluation, the UN Trust Fund's most notable contribution to innovation was in the intersections between VAW and HIV/AIDS programming – a new window on the intersections between VAW and HIV/AIDS that was opened in 2005. Under this window, 27 grants were given through the UN Trust Fund. The four projects reviewed that were funded through this window (i.e., two in Nepal, one in India, and one in Haiti) were innovative in raising the topic of violence against women in countries where it was not widely known or recognized and had never or barely been explored by local actors. The results of the VIDWA/KOFAVIV project in Haiti were presented at the International Conference on AIDS in Toronto in 2006, and to a skills-building workshop organized by UNIFEM: *Tools and Strategies for Effectively Integrating Gender Equality Principles in HIV/AIDS Policies and National Programmes at the National Level (*August 2006) which was attended by approximately 50 participants.

A few other examples were reported as being innova-

tive because of their focus. In Bulgaria, the UN Trust Fund project implemented by the Institute for Social Policy and Social Work (ISPSW), titled *Development of Integrated Practices to Address Violence against Women and Girls with Disabilities,* brought this issue into the public discussion as a policy and programmatic matter for the first time. Another example is the *Gender Inclusive Cities* project, a cross-regional project implemented by the organization Women in Cities International. This project is innovative for the work done around women's and girls' safety in public spaces and is still in its pioneering stage. Finally, the project *Violence against Women among the Population Bordering Bolivia and Ecuador*, implemented by Family Care International, was innovative because it addressed GBV in indigenous communities – an issue rarely highlighted.

In addition, the Evaluation Team found some sporadic evidence of projects using innovative methodologies / tools. For example:

> In a UN Trust Fund project in Nepal, the NGO Equal Access produced a radio programme that presented dilemmas in violence against women through a combination of docu-drama and studio discussions with violence against women survivors and women living with HIV/AIDS (WLHA).

> In Ukraine, the grantee Kyiv School for Equal Opportunities used theatre presentations (Gender Theatre and Forum Theatre) to advance citizens' awareness of human rights and gender equality in society.

> Also in Ukraine, interviewed stakeholders noted that the grantee Rozrada piloted a good model of cooperation with local governments (Oblasts).

> A UNIFEM progress report from 2006 noted an innovative community radio programme in the Peruvian Amazon region produced by 26 youth correspondents from 19 rural communities who were trained in reproductive rights and communications.[43]

In the 2008 Call for Proposals, one of the projects selected (in the Catalytic, Innovative and Learning Initiatives category) specifically targeted men. The project, *Engaging Men to End Gender-Based Violence: A Multi-Country Intervention and Impact Evaluation*

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41 Trust Fund in Support of Actions to Eliminate Violence against Women. Terms of reference. p. 1.

42 UNIFEM. September 2008. Annual Donor Report 2007-2008; p. 19.

43 UNIFEM. Reducing the twin pandemics of HIV/AIDS and violence against women. Annual Progress Report. January-December, 2006; p. 9.

Study, implemented by the organization Instituto Pro-mundo, is a cross-regional project involving grantees in Brazil, India, Chile, and Rwanda. The project objective is to identify effective strategies for engaging men in ending violence against women, and to contribute to the global knowledge base in this critical area.

From the above-mentioned projects it is possible to deduce that UN Trust Fund projects contribute to inno-vation both by applying new methodologies and using new tools and by proposing new intervention areas. However, in the absence of a clear definition of what constitutes innovation, it is difficult to fully appreciate the contribution of the funded projects to the UN Trust Fund's mission of developing innovative models.

Finding19: The majority of the reviewed projects integrated human rights (HR) and gender equality (GE) perspectives.

The majority of projects reviewed, with a few excep-tions like in Haiti and some projects in Africa, were implemented by grantees with extensive working experience in HR and GE issues in the country and, in some cases, in the region. We found similar results in the desk review. The integration of HR and GE in grantee projects was analysed in terms of:

> Inclusion of vulnerable groups (e.g., excluded popula-tions like afro-descendants, indigenous, rural popula-tions, etc.);

> Efforts to mobilize men and boys to reject violence to ensure that gender equality is not only a "women's issue";

> The extent to which the project aimed to strengthen the capacities of duty bearers and rights holders;

> Use of participatory processes; and

> Use of HR and GE national level monitoring reports and document review when designing the project.

Most of the projects reviewed through field mission and desk review included men and boys, used participatory processes (although usually not throughout the project cycle and not with all key project stakeholders),[44] and

targeted of both duty bearers and rights holders. Less satisfactory was the use of HR and GE national level monitoring reports. Although the use of such reports is not a requirement of the UN Trust Fund, "the use of the government's own report and language can be a good starting place for advocacy on human rights and a HRBA[45]", as it is recognized in the UNEG Guidelines. The inclusion of vulnerable groups (positive women/men, rural women/men, disabled, etc) was also less satisfactory: only about half of the projects reviewed had taken these into consideration.

Cycle 13 (2008) project proposals considered some of the above-mentioned aspects, namely the use of participatory approaches and the inclusion of men/boys and vulnerable groups. Among the 28 project proposals reviewed, we noted the following:

> Half of the proposals (14) did not indicate that partici-patory methods (i.e., consulting project stakeholders on one or more project components) were used during the project design phase. Only four project proposals mentioned that participatory methods were used with two or more categories of stakeholders.[46] The stake-holders that were most frequently consulted were implementing partners.

> Most of the project proposals (18) included men and boys as beneficiaries or target groups. This figure was higher in projects that included a mass media cam-paign component.

> Most of the project proposals (22) considered one or several vulnerable groups. Some of them, such as the ones in Cameroon, focused their activities on one vulnerable group (e.g., refugees or rural communities).

Areas for improvement

The results of our review indicate that some areas need to be improved in order to enhance the alignment of projects with HR and GE considerations. These include:

Efforts to mobilize men and boys to reject violence:
Some projects considered gender equality as women's

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44 One of the selection criteria mentioned in the Call for Proposals documents is the

"reflection of multi-stakeholder participation in the formulation and implementation of the project."

45 http://www.undg.org/index.cfm?P=232

46 Given the limited resources that the UN Trust Fund can provide to finance projects, the use of participatory methods may not always be feasible at project proposal stage as it may lead to false expectations among project stakeholders.

issue and excluded men and boys from the activities or, when included, they were not specifically targeted by the project activities.

Inclusion of men, marginalized, and vulnerable groups: In some countries, such as India, project activities were concentrated mostly in urban areas. Although the grantees attempted to reach excluded populations in remote areas by working with grass-roots organizations, this strategy was not always adequate due to the weakness of the partner grass-root organizations. In addition, grantees often considered women survivors of violence as a homogeneous group, without identifying those characteristics making some women survivors of violence more vulnerable than others. This is an important element grantees should take into account when designing a project as the existence of heterogeneous target / beneficiary groups may require a different approach.

Participatory process: Participation of key stakeholders in all stages of a project, from design to evaluation, is a key principle of the human rights-based approach and gender mainstreaming perspective. While some projects had an MOU and / or other form of agreement with relevant ministries, NGOs, and implementing agencies, other projects did not have formal agreements. In most cases, the projects were designed by the grantee without any involvement of other stakeholders. Partners, beneficiaries, and target groups were involved in the projects at later stages. While it is understandable that given the limited resources that the UN Trust Fund can provide to finance projects, the use of participatory methods may create false expectations among project stakeholders, grantees could adapt participatory methods to cope with this limitation.

Rights holders and duty bearers: Most of the projects improved the capacity of right holders to claim their rights via educational activities (training, orientation sessions, radio programmes, etc.). Most of the projects identified and targeted duty bearers, but the extent to which they were successful in getting duty bearers to comply with their obligations was limited. This was also due to external factors such as political instability and frequent rotation at the governmental level.

HR and GE national level monitoring reports: Projects in Rwanda (RISD project) and India (Lawyers Collective project) used HR and GE reports, but there is no evidence that such reports were used by any of the other projects reviewed.

Finding 20: Grantee representatives consider many different types of interventions as important in addressing violence against women.

In the survey, respondents were asked to rate 10 types of interventions in terms of their importance in addressing violence against women. Results are shown in Exhibit 6.14. Overall, respondents indicated that all types of interventions but one (undertaking budget analysis and gender-responsive budgeting) have a strong likelihood of addressing violence against women.

Exhibit 6.14
Survey Responses on Types of Interventions

Legend: 1= not important at all, 2= not important, 3=important, 4=very important, 5=extremely important. Response average and standard deviation[47]

	Collecting data and research	Forging partnerships and building coalitions	Building the capacity of the legal and security sectors	Building the capacity in the educational sectors	Building the capacity in the health sectors	Undertaking budget analysis and gender-responsive budgeting	Delivering service to affected women	Raising awareness of violence against women	Mobilising communities to eliminate violence	Monitoring policies and laws to ensure government's accountability
Average	4.47	4.33	4.31	4.20	4.27	3.79	4.43	4.62	4.39	4.53
Standard deviation	0.68	0.66	0.64	0.63	0.64	0.56	0.68	0.72	0.67	0.71

47 Standard deviation is a measurement of the spread around the average: the greater the spread of the values around the average, the greater the standard deviation. A standard deviation of zero means that all the values are equal. In the context of this survey, the higher the standard deviation, the greater the difference in opinion between respondents. These data should be used to compare two similar averages.

However, among the different types of interventions, respondents considered four types of interventions to have greater importance in addressing violence against women:

> Raising awareness on violence against women,

> Monitoring policies and laws to ensure government's accountability,

> Collecting data and research on violence against women,

> Mobilizing communities to eliminate violence.

It is interesting to note that the desk review of 21 projects implemented between 2005 and 2008 as well as the field missions revealed that most grantees use these four types of interventions. Therefore, while the survey respondents may have attributed a higher score to these interventions because they consider them the most important in addressing violence against women, it is also possible that they rated these interventions higher because they are more familiar with them.

Following the first four types of interventions, respondents considered three other types of interventions very important: capacity-building in specialized sectors (social, health, educational, and legal and security sectors), delivering services to affected women, and forging partnerships.[48]

Respondents rated interventions related to budget analysis and gender-responsive budgeting as the least important type of intervention in eliminating violence against women. As this method is relatively recent and probably not well-known by grantees, the low rating does not necessarily mean that this type of intervention is not relevant to addressing violence against women issues.

In the survey conducted with grantees (Volume II, Appendix III), when asked about the relevance of the UN Trust Fund interventions to address violence against women, respondents also suggested some other types of interventions that are important in addressing violence against women, including: direct aid to survivors / victims through material and financial support; focusing on different types of actors such as media, police officers, government institutions; knowledge sharing, especially documentation on good practices; and different levels/areas of interventions, such as the community and gender policy and planning levels, and the areas of women's empowerment and law reforms.

6.3.3 Sustainability of Project Results

Finding 21: Sustainability of results, essential to long-term development effectiveness, depends on a variety of factors.

In the long-term, the sustainability of project achievements is what makes a difference in development effectiveness. In this section we have examined the factors that contribute to sustainability of results.

Local ownership

One of the key elements facilitating the achievement of outcome results is the degree of ownership of a project by local / national actors. A higher degree of ownership often translates into commitment and support to the project and increases the chances that resources will be made available to ensure the continuity of project results.

In many cases, projects that built partnerships and networked with local and state actors increased the sense of ownership. We also found evidence that:

> Partnerships with other NGOs can make a grantee's work more credible to governments. As reported in the SUTRA field assessment brief (see Volume II, Appendix I), partnerships between SUTRA and various local and national level NGOs including the voluntary agencies of Ekal Naree Shakti Sangathan of Himachal Pradesh, and other UN Trust Fund grantees such as Lawyers Collective, created a far reaching impact and 'collective voices' that reach the government; a representation/petition from more than 10,000 women has reached the State Panchayati Raj Department.]

> Partnerships with governments can increase access to communities. For instance, in India, the partnership with the Ministry of Women and Child Development, who purchased the very expensive airtime for screen-

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48 Forging partnerships means implementing a project with an objective of strengthening partnerships, not only implementing the project in partnership with another organization / institution.

ing the TV spots produced by Breakthrough, was fundamental for this grantee to ensure national coverage of its project and reach out to communities. To date, 124 million people have been reached through the campaign.

> Partnerships with other stakeholders can promote synergies in the work on VAW. In Nepal, thanks to a UN Trust Fund grant, UNICEF, UNFPA, and UNIFEM are working together on a section of the UN joint programme on violence against women and gender equality for Nepal.[49]

On the other hand, working in isolation clearly hinders the achievement of outcome results. One illustrative case of the consequences of operating in isolation from the existing national context was the project in Haiti, which was unable to anchor to the existing strong networks of women's rights, health networks, and human right's networks. As a consequence, this project is not being sustained and there is no likelihood that any of the activities conducted will be pursued.

Multifaceted approach

Projects that adopted a multifaceted approach[50] to implementation have often been more successful in achieving results at the policy level and in increasing the likelihood that results will be sustained beyond the life of the project. The UN Trust Fund projects implemented in Bulgaria, Ukraine, India, and Ecuador provide interesting examples of how a multifaceted approach can be implemented, both in terms of the strategies applied and in the groups targeted.

Legal framework

UN Trust Fund projects that were anchored to the existing legal framework or aligned with country priorities were more likely to achieve outcome level results. Grantees that become involved with the governments' implementing arms are more likely to obtain support and commitment from local and central governments. A grantee's ability to link the project to the government's priorities can depend on the role that the grantee plays

in a country. In some countries, NGOs collaborate with government on a regular basis and play a key role in the society – they are recognized by public authorities and provide services to populations not reached by the state, or services that otherwise would not exist. In other countries where relations between government and NGOs are not well established or accepted, alignment is more difficult and the achievement of outcome results has been more problematic, as shown in the following examples.

When the CEPAM project in Ecuador began in 2006, the rationale for the project was limited as violence against women was not a major priority on the government's agenda (this has since changed and in 2007 eradication of violence against women is now part of the National Plan). However, the CEPAM project was aligned with the vision of DINAGE (National Directorate for Gender), which increased the potential for local ownership and project impact.

In Bulgaria, the sustainability of the BGRF project is at risk because shifts in the elected government's standing have led to poorly sustained focus and little determination to move forward on domestic violence (DV).

In Nepal and in India, three projects dealing with the intersections between VAW and HIV/AIDS experienced more difficulties than projects in the implementation window. This seems to be related to the absence of a specific legal framework (laws, action plans, etc.) pertaining to the intersections between VAW and HIV/AIDS to which the projects could be anchored. Another factor that hindered the achievement of results in India and Nepal is that VAW and HIV/AIDS are articulated as public health issues[51] and not as social issues, and HIV/AIDS is considered a result of discrimination against women rather than as a result of violence against women.[52] The result is that solutions are sought in the medical sphere rather than in the legislative sphere, and HIV/AIDS is dealt with as a problem affecting individuals instead of the whole society. The intersection between VAW and HIV/AIDS is an emerging issue

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49 The UN Trust Fund financed project is called 'Multi-sectoral Gender Based Violence Response at the District Level in Nepal'.

50 A multi-faceted approach involves the key duty bearers and rights holders and adopts different strategies (capacity development, awareness raising, community mobilization, etc.) to strengthen their capacities in meeting their obligations and claiming their rights.

51 Planning Commission – Government of India. Eleventh Five-Year Plan, 2007–2012: Social Sector; Vol. II, p. 194.

52 Planning Commission – Government of India. Eleventh Five-Year Plan, 2007–2012: Social Sector; Vol. II, p. 186.

on which limited research has been done, and in the absence of a supportive legal context, it was more difficult for these projects to achieve their objectives. This is the reason why UN Trust Fund grants in the intersection between VAW and HIV/AIDS window are not restricted to implementing existing laws or policies, but also aim to raise awareness and understanding about the intersections.

Finally, in Haiti the chances of project results are even more at risk. It was impossible for grantees to support national priorities in a fragile state where such priorities are just emerging.

Collaborative institutional framework

The field missions revealed that the presence of a collaborative institutional framework is a favourable condition for the achievement of project outcomes.

In India, Breakthrough has established a good network with various stakeholders including a partnership with the Ministry of Women and Child Development (MWCD), which was effectively facilitated by UNIFEM. MWCD agreed to release the campaign material developed by Breakthrough as a part of the Ministry's national media campaign to create awareness on the issue of domestic violence. MWCD released the two TV spots on DV on Doordarshan (the national television network) and other private satellite channels (part of the Bell Bajao Campaign). The Ministry also disseminated flyers and other print material through their on-the-ground teams.

Also in India, the Lawyers Collective recently began implementation of a Cycle 13 (2008) project (a continuation of its Cycle 11, 2006, project) with the aim of developing a collaborative model to bring together the agencies responsible for the implementation of the law on domestic violence. After delivering training in the Cycle 11 (2006) project, the Lawyers Collective realized that gaps in the implementation of the law were due not only to the lack of awareness or understanding about the law, but also to the lack of communication and collaboration among these actors.

Institutional stability

In all countries, turnover and transfer of government officials represented a major challenge for the achievement of project outcomes.

In Ukraine, because of the frequent rotation of government officials, including those in the departments responsible for the prevention and elimination of family violence, the grantees had to deliver several training sessions for newly appointed officials.

In Haiti, project results were affected by significantly higher turnover in project staff and the project required much more frequent supervision.

In Ecuador, the success and outcomes of the project were negatively affected by leadership changes in the National Directorate for Gender (DINAGE) – one of the two partner organizations involved in the project. As a result of staff changes, there were some differences of opinion about the project objectives and the visions of the CEPAM project and DINAGE became less aligned.

In India, most of the government stakeholders that the Positive Women Network (PWN) worked with were transferred and the linkages were lost. In fact, due to the transfer of key authorities (such as the Project Director of the Tamil Nadu State AIDS Control Society), the networking and partnership were adversely affected, which affected the continuity and sustainability of project initiatives.

Grantee's capacities and maturity/ Integration of UN Trust Fund project in the programmatic work of the grantee

One element that emerged constantly in field missions and interviews was the importance of grantee maturity and capacities (in management, implementation, design, establishment of partnerships) in achieving results. The survey results also indicate that grantee management capacity and previous experience in implementing similar projects are among the most important factors supporting the achievement of sustainable results. Previous experience in implementing similar projects is also an indicator of the alignment of the project with the programmatic work of the grantee.

The project in Haiti provides counterfactual evidence. As noted in the field mission assessment brief, the project relied solely on the will, dedication, and connections of one individual. As a result, while the project achieved some of its short-term results, none of these will be sustained.

Size of the project

Determining whether there is a correlation between project size and sustainability was not clear cut. Initially it seemed that both small and large projects reviewed for this evaluation had similar rates of success in completing planned activities on time, in beneficiary satisfaction, and in contributing to change. But with further analysis, it became clear that small projects did not reach a critical mass of beneficiaries and were often stopped once the project funding ended. Size of projects was a determinant in ensuring larger coverage, greater visibility.

6.3.4 Grantee Capacity

Finding 22: UN Trust Fund projects have contributed to building various capacities of grantee organizations, However, with their limited resources, grantees were often not able to continue the activity after the funding ended.

The concept of capacity-building in grantee organizations is comparable to organizational development. Capacity-building efforts can include a broad range of approaches, and our review of UN Trust Fund projects and interviews with grantees suggest that UN Trust Fund projects have built different sorts of grantee capacities. These include, for example: building the grantee's systems (databases); increasing the grantee's ability to write proposals, a skill which some grantees also used to mobilize resources; expanding the capacity of the grantee to liaise with other agencies; financial and other managerial capacities, which increase the ability of the grantee to better report to its financial partners.

In many countries (e.g., Ecuador, Nepal, India, Bulgaria, Tanzania, and Rwanda), the organizations involved in the projects (including grantees, government units, police commissariats) improved their capacities in developing documentation on violence against women, training material, registration systems of GBV cases, radio programmes, videos on violence against women, and indicators on violence against women.

Some projects were successful in increasing the capacity of grantees, police, service providers in the justice, health and social sectors, partners, and NGOs in dealing with violence against women, through, for instance, the integration of training manuals on ending violence against women into their curricula and building partnerships with other actors.

Interviews with a broad range of respondents suggest that UN Trust Fund has reinforced grantees' capacities in many areas; the most frequently reported were improved capacities in networking and coalition building, and in proposal / project design. For example, as a result of the UN Trust Fund project, grantees in Zimbabwe, Cameroon, Bulgaria, Ukraine, India, and Ecuador started to work with, or enhanced their capacities to work with grass-roots organizations, local authorities, media, religious leaders, and government representatives. Grantees interviewed also mentioned that their organizations would be better equipped to write project proposals for the following cycles.

Examples of grantees capacity-building
Cameroon - Human Rights Based Approach to Combating Violence against Women in Cameroon

A good working relationship has been established between the grantee (CHRAPA), its network partners, and the Provincial Delegations of Ministry of Women Empowerment and the Family in the Northwest, Southwest, Centre and Littoral regions.
Source: field mission assessment brief - Human Rights Based Approach to Combating Violence against Women in Cameroon

Ukraine - Violence against Women: Efficiency and Regularity of Counteraction

UNIFEM supported the project's management and implementation during the project period. It consulted with the project implementation team and provided toolkits on reporting procedures. The Project Manager had several meetings with the UNIFEM Regional Programme Director, the Coordinator, and the staff and was given helpful advice and recommendations on project management including strategic planning, organizational development, financial issues, statistical data collection and analysis, and reporting.
Source: field mission assessment brief - Violence against women: Efficiency and Regularity of Counteraction

In some cases,grantees were also able to access to funding from other UN agencies to continue the work started with the UN Trust Fund grant – as is the case with BGRF (Bulgaria), Rozrada (Ukraine), and PWN (India).

Finally, as reported by some grantees and UNIFEM staff in SROs (like in India), grantees also improved their financial management capacities.

However, in spite of the evidence of organizational capacity-building, the ability of grantees to continue the activities or to consolidate these newly built capacities after the funding ended was modest. In some cases, this was due to brain drain to major development agencies (i.e., grantee staff who had been trained were hired by other UN agencies who pay better and provide bet-

ter prospects for long-term professional development). In other cases, this was due to poor conditions in the country (e.g., data bases had been built but were not functioning due to lack of electricity or maintenance). These problems are not uncommon in developing countries, but highlight the need to plan for follow-up activities and maintenance components, particularly in short-term projects.

Although the project activities per se could not be continued often due to lack of resources, many of the projects did cement partnerships amongst NGOs and governments even with small grants of US$25,000$ or US$60,000. In Cameroon the UN Trust Fund project led to the development of a network formed of traditional leaders, the Breakthrough projects in India and its Lawyer's collective agreement programme which is closely linked to government.

> "Ensuring sustainability is not only the responsibility of the grantee; it should be a joint responsibility of the grantee and the funder."
> **Source: India Field Mission Report –** *To make Nyaya Panchayat* **– Focus group with project partners**

Other projects have been successful in terms of leading to changes even after the project funding ended. The Bulgarian Council of Ministers approved several draft amendments to the Bulgarian Law on Protection against Domestic Violence, including a provision to introduce a special line item in the budget of the Ministry of Justice that will fund NGO programme for victim support beginning January, 2010.

The extent to which projects activities can be pursued once project funding has ended should also be seen in relation to three other factors: first, the size of projects, second, the endemic context of limited resources at country level for ending violence against women in general and, finally the adhocracy of budget under which the few NGOs providing emergency and long-term survivor services have traditionally needed to operate.

Finding 23: Grantees have limited capacity in monitoring and evaluation, reporting, and in establishing partnerships with governments.

Despite the fact that since Cycle 11 (2006) grantees are requested to allocate 10% of their project budget to capacity development, in general UN Trust Fund grantees have a great appetite for any form of capacity-building, as evidenced by the results of the survey.[53] The survey asked respondents to rate 10 areas in terms of their importance for grantee staff training. As shown in Exhibit 6.15, while M&E training was rated the most important, staff training in all 10 areas is considered important.

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53 For full survey results, see Volume II, Appendix III.

Exhibit 6.15
Survey Responses on Staff Training Needs

Survey question: Based on your experience, rate how important it is for your staff to be trained in the following areas
Legend: 1= not important at all, 2= not important, 3=important, 4=very important, 5=extremely important.
Response average and standard deviation

	Project design	Monitoring and Evaluation	Reporting	Human resource management	Financial management	Legal issues	Information technology	Networking and coalition building	Resource mobilisation	Knowledge on a specific form of EVAW
Average	3.67	4.30	3.91	3.49	3.74	3.67	3.42	3.64	3.86	3.88
Standard deviation	0.53	0.65	0.57	0.51	0.54	0.53	0.50	0.52	0.56	0.59

In interviews, the main areas mentioned by grantees as problematic were project monitoring and evaluation (M&E), reporting, and the establishment of linkages with government.

Planning, Monitoring and Evaluation

We noted that projects are often weak when it comes to the logical framework, and most do not devote sufficient attention to planning for M&E activities.

While most of the grantees interviewed are organizations with experience in designing and implementing projects, their experience with M&E is still very limited as donors only recently began to put emphasis on this aspect of the project cycle. A limited number of completed projects we reviewed had an evaluation report.

In interviews, many grantees said they did not know what constituted an evaluation. Many of them considered an evaluation report as another bureaucratic requirement and not as a key tool for sharing the valuable knowledge and experience on ending violence against women gained through UN Trust Fund projects.

On the positive side, however, capacity-building on M&E was mentioned as a top priority for training by grantees in the field and, as noted above, in the on-line survey. And, when training on M&E took place, as in the case of the violence against women and HIV/AIDS cohort, grantees highly valued the workshops. This initiative, whose ultimate goal is to contribute to the global knowledge-base on successful programming, is also serving as a pilot for the roll-out of an M&E capacity development initiative across all new grantees from Cycle 13 onwards.

Missed opportunities for learning from projects

The interview team was struck by the contrast between the end-of project reports and the data collected through interviews with the grantee organizations that had implemented the projects. While the written reports were thin, showing very few results achieved and even fewer lessons learned, the interviews provided rich evidence of both.

When asked why this information had not been included in the report, the grantees commented that they had little time to write, had no incentive to spend more time on the report, did not understand what a lesson learned was, why this information was important, or what it would be used for.

In order to address this need, the UNIFEM has signed a contract with the International Center for Research on Women (ICRW) to implement the Capacity Development component of the UN Trust Fund's Monitoring, Evaluation and Knowledge Management (MEKM) Framework.[54] This component consists of developing a training curriculum and accompanying capacity development support on evidence-based programme design, monitoring and evaluation. After a process of technical development and validation, and testing with groups of grantees in select regions, the training programme will be institutionalized into the UN Trust Fund's operations, with all new grantees invited to participate in the training at the early stages of project design, subject to resources.

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54 See Finding 35 for more details about the MEKM Framework.

Reporting

Grantees also face many challenges in reporting. One of the noted limitations of this evaluation was the lack of data on results, lessons learned and best practices in grantees' project reports. During the field missions and desk review, the Evaluation Team found little documented evidence of the results UN Trust Fund projects claimed to have achieved. Results like "increased awareness" and "increased capacity" were usually not supported by evidence. In conducting the desk review, the Evaluation Team had to call either the UNIFEM SRO or the grantees to get a better understanding of the projects' results. In general, the reports were particularly weak in two areas: explaining how project outputs contributed to the outcomes reported by grantees, and providing reasons for why some planned activities / outputs were not achieved. Some of the grantees interviewed acknowledged these problems, and many said they did not know how to report on results and had difficulty in completing the reporting forms.

Partnerships with Government

Finally, while the UN Trust Fund projects helped grantees develop partnerships with different actors, including governments, almost all grantees requested during the interviews that UNIFEM provide more support in helping them access and establish partnerships with government. In many countries, collaboration between NGOs and government institutions is difficult because of mutual distrust. Moreover, the high level of political and institutional instability in some countries makes it difficult for NGOs to find reliable counterparts in the government. One of the most appreciated qualities of UNIFEM as administrator of the UN Trust Fund is in fact its reach to both governments (and in general to high-level policy actors) and local NGOs / grassroots organizations. For this reason, grantees would value more active support from UNIFEM in the project implementation stage.

7. Management of the UN Trust Fund

→7.1 Overview

This chapter examines UNIFEM's administrative role and certain aspects of the management of the UN Trust Fund, including: governance, structure and staffing of the Trust Fund, resource mobilization, knowledge management, and M&E.

→7.2 Administrative Role of UNIFEM

Finding 24: UNIFEM has carried out its fiduciary responsibilities for the UN Trust Fund and is perceived to add value to the UN Trust Fund.

The UN Trust Fund is administered by UNIFEM and the final authority is the UNIFEM Executive Director. (The highest level of accountability for the UN Trust Fund is the UNDP Administrator.) Our interviews and observations of the functioning of the UN Trust Fund suggest that UNIFEM staff and managers have exercised their financial and fiduciary responsibilities. This includes signing co-financing agreements with donors, the management of financial resources pledged and received by the UN Trust Fund, and the efficient utilization and subsequent reporting on such utilization as outlined in the Terms of Reference of the UN Trust Fund.

UNIFEM has been vigilant in controlling administrative costs and has supported the UN Trust Fund Secretariat in implementing administrative reforms / changes to improve efficiency. Although it is too early to assess the effects of all these measures, some are showing encouraging efficiency gains (see Chapter 8 on efficiency).

In addition, UNIFEM's role as administrator of the UN Trust Fund is perceived as a significant added value. An overwhelming number of stakeholders consulted for this evaluation indicated that the fact that the Trust Fund was managed by UNIFEM was a significant plus. They noted the following main reasons for their assessment:

> **Expertise in gender and violence against women** – The founding resolution for the UN Trust Fund (50/166) recognized UNIFEM's technical expertise in ending violence against women and established the UN Trust Fund in UNIFEM to take advantage of that expertise. The Trust Fund's expertise in gender and ending violence against women is guaranteed by its synergy with UNIFEM and the institutional support provided by UNIFEM – which includes expertise (e.g., in M&E, evidence-based programming and access to guidance/resources via the global knowledge management initiative) and strategic guidance from UNIFEM's Deputy Executive Director of Programmes and the Ending Violence against Women Senior Advisor. UNIFEM's new Ending Violence against Women Section has enhanced the role of the UN Trust Fund in terms of setting strategic directions, a vision for 2015, quality control, and monitoring and evaluation.

> **Linkages to inter-agency initiatives for ending violence against women** via UNIFEM's participation in the Inter-agency Task Force on Violence against Women and sharing knowledge and lessons learned with other UN agencies, in the SG's campaign Working Group, and in the UN Action on Sexual Violence in Conflict.

> **Outreach, visibility, fundraising** – UNIFEM's Ending Violence against Women Section and Outreach and Business Development Team work in close collaboration with the UN Trust Fund Secretariat to undertake fund raising and communicate with donors.

> **Operational and financial support to grantees** via UN Trust Fund focal points in UNIFEM SROs.

> **Link with governments** – In many countries where grantees are not government, UNIFEM has been a key facilitator for promoting linkages between grantees and government. It not only works at the policy level but also has a wide reach to NGOs.

> **UNIFEM's participatory / consultative culture** – UNIFEM's culture contributes to the ongoing relevance of UN Trust Fund. UNIFEM has adopted many Programme Appraisal Committee recommendations and consults regularly with staff in SROs. The UN Trust Fund strategy was based on a scan conducted by subregional offices. UNIFEM has also collaborated with the World Bank and PATH on M&E, which fed into the MEKM Framework, with the private sector on the intersections between violence against women and HIV/AIDS window, and with research and expert institutes like ICRW and PATH.

→ 7.3 Governance, Structure and Staffing

Finding 25: During the period reviewed, the global inter-agency PAC and subregional inter-agency PACs directed most of their efforts to project selection. The specific roles and responsibilities of the PACs are not defined in the existing TORs of the UN Trust Fund.

The global inter-agency PAC was established in 1997 to approve policy directions and grant-making. Following a global inter-agency PAC recommendation to decentralize decision-making to make the UN Trust Fund more relevant to subregions, subregional inter-agency PACs, convened by UNIFEM SROs, were established in 2005.

In the period between 2005 and 2008, the global inter-agency PAC spent most of its time on selection of projects and had little time to guide the UN Trust Fund. A review of subregional inter-agency PAC minutes reveals that most of their discussions also focused on selection of projects.

During the period, the global inter-agency PAC had to review the full proposals of each applicant. Members interviewed indicated that they wished they had more time to devote to strategic matters but were overloaded with the selection process. As a result of the decentralization, the global inter-agency PAC work load has diminished, and with the new simplified Call for Proposal process, members will review only the shortlisted proposals for the final decision on grant-making. It is anticipated that this will give members more time to assist the UN Trust Fund Secretariat in strategic think-

ing and outreach, which will be increasingly important given the expected growth of the UN Trust Fund.

It was expected that the global inter-agency PAC, by virtue of its composition, would increase synergy and improve coordination of efforts in ending violence against women efforts among UN agencies. However, there is little evidence that this has happened to any significant extent.

Definition of PAC Roles and Responsibilities

The Terms of Reference for the Trust Fund developed in May, 1997, do not specify the roles and responsibilities of the PAC. Some attempts have been made to update and revise the TORs,[55] notably in the *Operational Guidelines the UN Trust Fund in Support of Actions to Eliminate Violence Against Women* (May 16, 2008). However these guidelines remain in draft form and the roles and membership of the PACs (described in Section 2.4, p. 4 of this document) have not been shared with the PAC.

UNIFEM, as the UN TF Administrator, will initiate a review of the Trust Fund TORs in 2009 in consultation with the Trust Fund's inter-agency mechanism. This will ensure that the review of the Trust Fund TOR is based on a systematic, evidence-based and expert review, drawing on the findings of this evaluation.

The existing TORs (1997) do not specify the roles and responsibilities of the PAC. However, according to the <u>draft</u> Operational Guidelines, the global inter-agency PAC's responsibilities include:

> providing advice on strategic priorities, guidance and relevant processes for the UN Trust Fund

> approving the annual UN Trust Fund Call for Proposals and relevant documents and supporting dissemination of the UN Trust Fund Call;

> appraising applications and recommending final projects for approval to UNIFEM's Executive Director.

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55 In 2007, a working group of the Inter-Agency Network on Gender and Women Equality (IANGWE) developed a proposal to update the TORs. These will be submitted to UNIFEM to inform the upcoming revision of the UN Trust fund TORs.

And, according to the <u>draft</u> Operational Guidelines, subregional inter-agency PACs are responsible for:

> supporting the dissemination of the annual UN Trust Fund Call in the respective subregions / countries as relevant;

> appraising and recommending select applicants from the subregion to the global inter-agency PAC; and

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> contributing technical and other resources to grantees wherever relevant.

In the process of revising the TORs for the UN Trust Fund and updating the Operational Guidelines, three questions should be considered:

> Does the role of the global inter-agency PAC adequately respond to UN Trust Fund needs in terms of providing guidance and strategic directions to the UN Trust Fund?

> What mechanism will the UN Trust Fund Secretariat need to integrate feedback from subregional inter-agency PACs to ensure the UN Trust Fund is aligned to national needs?

> How will subregional inter-agency PACs increase ownership at the field level (beyond the selection of projects)?

The UN Trust Fund Secretariat and PAC members may also want to consider the roles and responsibilities of similar organs in other funds. In the recently-established Fund for Gender Equality, for example, the steering committee does not screen proposals, but delegates this task to a technical committee (see sidebar).[56]

The Global Fund to Fight AIDS, Tuberculosis and Malaria, an independent group of international experts in the three diseases and cross-cutting issues such as health systems, has a technical review panel to review proposals based on technical criteria and provide funding recommendations to the Board who makes the final decision on funding.

Fund for Gender Equality Steering Committee's Role

Advise on policies that guide the Fund's strategy for grant-making, partnerships, technical assistance and oversight;

Provide recommendations to Management Team on the strategies that it employs for outreach and oversight …;

Act as "ambassadors" for the Fund by sharing information about its programmes and results with different stakeholders;

Receive and comment on periodic updates and reports on the Fund's activities and achievements;

Assist in building partnerships with other countries to join this multi-donor Fund

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Finding 26: The global inter-agency PAC is valued for its composition of UN agencies and NGOs with expertise in ending violence against women and girls.

The global inter-agency PAC membership comprises UN agencies and leading NGOs, in line with the TORs of the Trust Fund that request the inclusion of "relevant bodies and organs of the United Nations, and members of relevant non-governmental organizations. Members have a wide range of experience in areas relevant to ending violence against women and girls (e.g., violence against women in post-conflict countries, gender and

AIDS, violence against women and its intersections with HIV/AIDS, female genital mutilation).[57] In addition, members have specialized expertise in specific forms

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56 The Fund for Gender Equality Technical Committee is composed of individuals with expertise in political and economic empowerment in the regions from which grant requests are being submitted, and is constituted for each Call for Proposals. The Technical Committee will include experts from NGOs, research institutes, government, UN organizations, and UNIFEM staff members.

57 More examples of UN system activities on violence against women can be found in the document "Preventing and eliminating violence against women", update October, 2008 to February, 2009 available online at http://www.un.org/womenwatch/daw/vaw/documents/Consolidated%20Inventory%20of%20UN%20activities%20on%20vaw%20(May%202009).pdf

of violence (trafficking, sexual exploitation, domestic violence).

In the absence of clear requirements in terms of the number of members, the agencies and organizations represented, or the profile of member agencies' representatives, composition has varied over the years. Some agencies send directors or senior managers as their representatives, while others send lower level representatives. Some interviewed members of the global inter-agency PAC commented that this can affect the level of discussions and may indicate that some member agencies see the UN Trust Fund as more important or relevant than others. The draft Operational Guidelines for the UN Trust Fund only provide general guidelines on the composition of the

global inter-agency PAC, and do not clarify further its exact composition.

Finding 27: The management structure of the UN Trust Fund has worked well during the period examined, with the exception of roles and responsibilities between HQ and SROs which need to be clarified.

As is the case in many organizations, the structure of the UN Trust Fund has evolved over the years to reflect the emerging internal and external demands of service delivery. Exhibit 7.1 shows the official current governance and accountability structure (2008) of the UN Trust Fund as described in UN Trust Fund documents. Exhibit 7.2 illustrates the decision-making structure.

Exhibit 7.1
Governance and Accountability Structure of the UN Trust Fund

*Under the overall delegated authority from the UNDP Administrator

Flow Chart
Reporting lines
Support lines
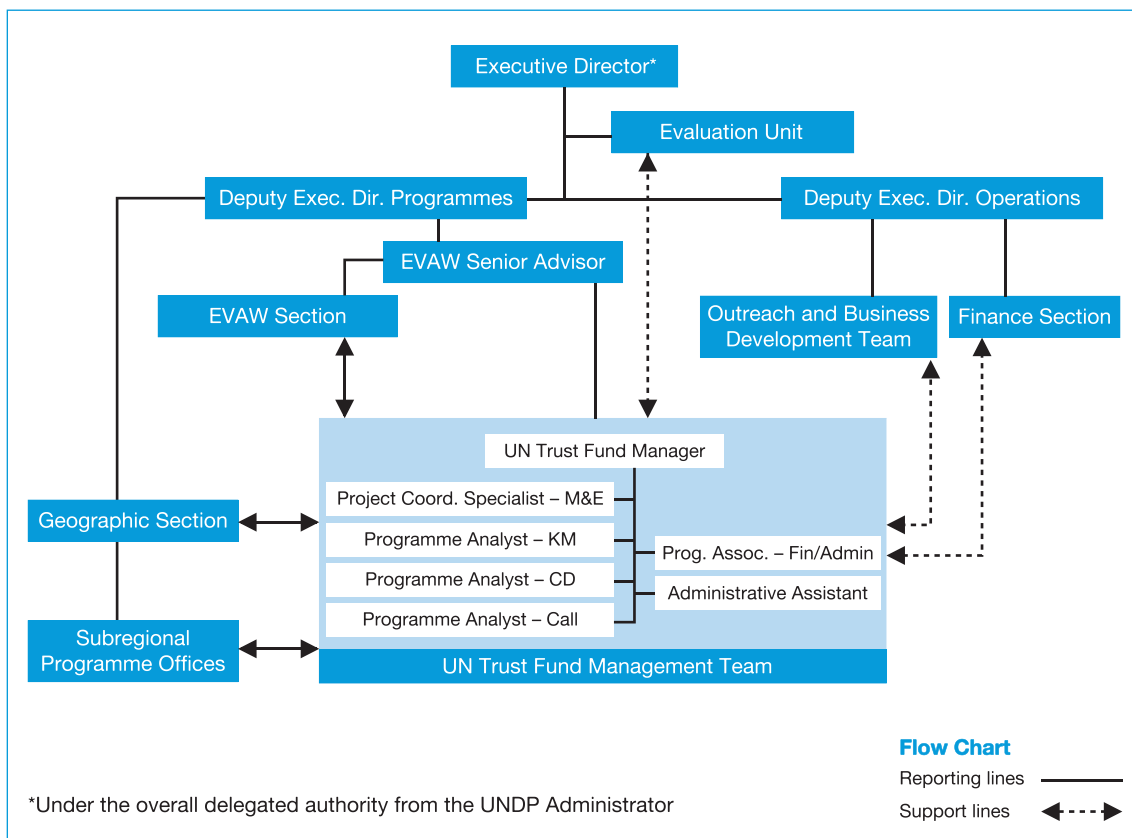
Source: File received from the United Nations Development Fund for Women.

Exhibit 7.2
Governance and Decision-Making Structure of the UN Trust Fund

UN Trust Fund Governance and Decision-Making Structure

UNIFEM*

Global Inter-agency PACS

Subregional Interagency PACS

UN Trust Fund to End Violence against Women

* Under the overall delegated authority from the UNDP Administrator to the UNIFEM Executive Director
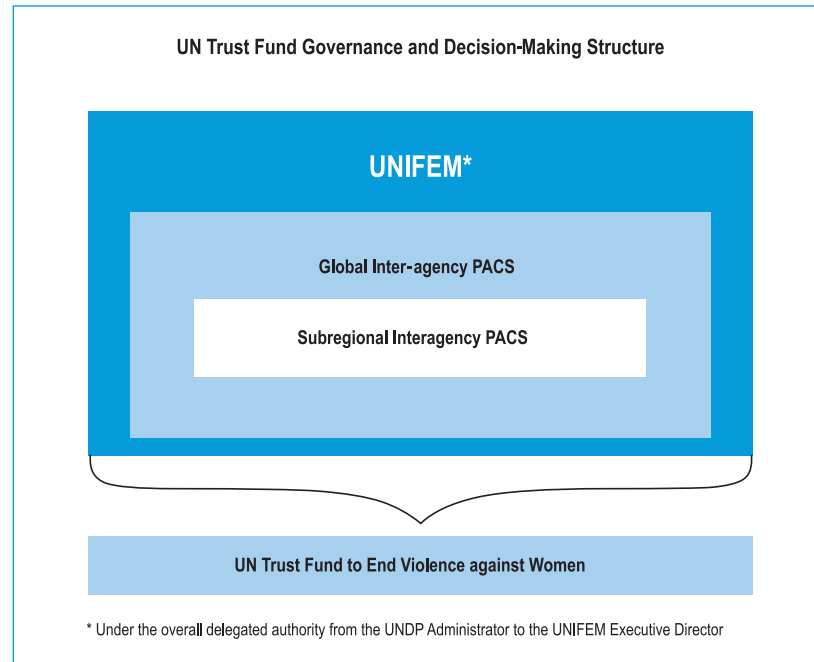
In general, there is consensus that the present UN Trust Fund structure has worked well since it was established in 2005. In interviews, UN Trust Fund managers reported that the structure has allowed sufficient communication between the UN Trust Fund Secretariat and the rest of UNIFEM's operations. However, as the UN Trust Fund grows, the one area that will require some clarification is the division of labour between HQ and SROs.

UNIFEM-appointed UN Trust Fund focal points in UNIFEM SROs are responsible for providing technical backstopping and oversight and are accountable for the day-to-day management of UN Trust Fund grants. However, focal points do not work full time on the UN Trust Fund as they have other UNIFEM responsibilities. In practice, the actual role and involvement of the focal points in the day-to-day management of the UN Trust Fund varies across subregions: In some cases, UN Trust Fund focal points provide continuous support to grantees, while in other cases they fulfill an administrative function.

Finding 28: The UN Trust Fund is managed by dedicated and hard working staff at HQ and in SROs. Their commitment to ending violence against women and girls and to supporting grantees has been applauded by all stakeholders. The present staffing composition does not match the ambitious and expanding future of the UN Trust Fund.

From the time the UN Trust Fund was established until 2005, the UN Trust Fund Secretariat had a fluctuating number of staff members, based on the Trust Fund budget amount, which also fluctuated between US$1 and 5 million. Determining the number of staff involved in managing the UN Trust Fund is not a simple task as UNIFEM staff also provide input, support and guidance to the programme. As a matter of fact, in addition to the UN Trust Fund staff (paid from the UN Trust Fund), the UN Trust Fund has benefited from guidance and support from UNIFEM, namely the Deputy Executive Director of Programmes (who from 2002–2005 put close to 12–18% of her time in oversight of the UN Trust Fund fund-raising) and since 2007 from the Ending Violence against Women Senior Advisor who is playing a role in strengthening the UN Trust Fund. A careful analysis of percentage of time spent by UNIFEM staff on UN Trust Fund management or support needs to be done in order to provide an accurate figure of

staff – UN Trust Fund and UNIFEM combined – involved in managing the UN Trust Fund.

The number of staff and commitment to specific functions did not increase between 2005 and 2008. Prior to 2008 there was a UN Trust Fund Manager (ALD58/L3) and a Junior Professional Officer (P2), Consultant (SSA) and a Programme Associate (GS-VI). It was not until 2008 that the number of staff increased and the level of the UN Trust Fund Manager position was upgraded to level L4 from ALD/L3, and dedicated positions were created for knowledge management, and monitoring and evaluation (ALD3). The capacity development function is being carried out by a Junior Professional Officer (P2) and the Call for proposal process is being carried out by a Consultant (SSA), coordinating with 15 SROs.

There is ample and converging evidence from interviews throughout the region and through our interaction with past and present staff that those involved both at HQ and SROs consider their work as more than a job: They go beyond the call of duty, put in long hours, respond to requests from grantees, offer advice, build capacity, and are dedicated to grantees and survivors.

If the UN Trust Fund Secretariat hopes to achieve its ambitious plans for the future, some staffing limitations will need to be addressed. We observed the following limitations in staffing patterns:

> **Work overload:** Although the staff mix and numbers have increased over the years, UN Trust Fund staff members are overloaded. We observed this first hand in SROs and at HQ, and confirmed this in interviews. Working very long hours has become the norm, and wearing multiple hats to carry out a range of required tasks is often the modus operandi.

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> **Increasing gap** between the ambitions of the UN Trust Fund Secretariat and how it is resourced in human capital.
- UN Trust Fund staff has put most of their effort into their primary function of managing the grant process. Given the high number of proposals (404 in 2004, 1061 in 2005, 651 in 2006, 512 in 2007, and 1068 in 2008) and demand for capacity-building, this required a great deal of staff effort and significant overtime, and left limited time for other functions such as reporting and supervising grantees.

- When the UN Trust Fund Secretariat added the objective to collect, systematize, and disseminate knowledge, it added one person dedicated to manage this function. However, one person is not adequate to fulfill the ambitious objectives set forth in the MEKM framework per area of focus in the UN Trust Fund, as he/she would not have the time or support required to do an effective job of collecting lessons learned, good practices, and innovative ideas from a hundred projects, particularly given the fact that project reporting is generally inadequate.

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> **Skills of staff in SROs:** While the staff can and does provide technical support on issues related to ending violence against women and girls, some interviewed focal points noted that they are less able to provide grantees with support on M&E. In order to address this problem, the UN Trust Fund Secretariat will also be inviting UN Trust Fund focal points in UNIFEM SROs to participate in the regional capacity development workshops that are planned to be rolled-out in late 2009 and then institutionalized. In addition, the new system for report review includes support to UNIFEM SROs, in particular to 'priority UNIFEM SROs' from the UN Trust Fund Secretariat and the provision of related tools. UNIFEM, as part of its global knowledge management initiative, is also finalizing a state-of-the-art guidance toolkit on monitoring and evaluation in the fall of 2009 that will be made available to all grantees (developed by PATH). Finally, the Monitoring, Evaluation and Knowledge Management framework (previously mentioned) has recently been created "to ensure that the UN Trust Fund is fully equipped to systematically generate, capture and disseminate knowledge through increased investments in monitoring and evaluation, for the benefit of UN sister agencies, policy makers and practitioners all over the world."[59]

Finding 29: Some of the roles and responsibilities of stakeholders involved in UN Trust Fund administration and oversight are not well defined, which has led to some inefficiency and frustration.

The 2009 draft of Operational Guidelines for the UN Trust Fund, which are still being developed, provide a good starting point in clarifying roles and responsibilities. However, they are not comprehensive and further clarification is needed on the division of roles and responsibilities between UNIFEM and the UN Trust Fund Secretariat, and between the Secretariat and UNIFEM SROs.

58 Assignments of limited duration

59 UNIFEM. Monitoring, Evaluation and Knowledge Management Framework; p. 1.

Roles of UNIFEM and the UN Trust Fund Secretariat

The draft Operational Guidelines state that UNIFEM, as the administrator of the UN Trust Fund, is responsible for:

> \> ensuring that the financial resources pledged to the UN Trust Fund are managed under its authority,

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> \> establishing a mechanism for consultation and cooperation in the form of the global inter-agency PAC and subregional inter-agency PACs.

In addition, UNIFEM convenes and chairs inter-agency PAC meetings at both the global and subregional levels.

The UN Trust Fund Secretariat is accountable for the overall management of the UN Trust Fund operations, which includes:

> \> to provide guidance and oversight to focal points in SROs;

> \> to provide programme and administrative assistance and prepare background documentation for inter-agency PAC meetings (both global and subregional)

> \> to provide advice and guidance to grant recipients, disburse funds, monitor and review financial and narrative reports, as well as prepare summary minutes and other relevant reports as required.

Responsibilities for fundraising and communications are not yet clear and these two areas were signalled as weaknesses in the SWOT workshop conducted at the beginning of the evaluation. It is intended that these responsibilities will be included in the 2009 Operational Guidelines.

Roles of UN Trust Fund Secretariat in HQ and UNIFEM SROs

Several problems identified during the evaluation provide evidence that the roles of the UN Trust Fund Secretariat and UNIFEM SROs are not clear or have not been communicated effectively to all stakeholders. These include:

> \> The need for balance between accountability and autonomy. While the UN Trust Fund Secretariat has overall responsibility for administration of the UN Trust Fund, UNIFEM SROs are called on to exercise leadership and oversight on the implementation of grantee

projects. In 2005, in order to increase the efficiency and relevance of the UN Trust Fund at the subregional level, UNIFEM SROs were also given the option to convene and chair decentralized inter-agency PACs. Some UNIFEM staff consulted believe that this decentralization of authority should be increased, while others think that UN Trust Fund Secretariat should maintain control / oversight of SROs.

> \> Another problem relates to the collection and dissemination of the results, lessons learned and best practices emerging from UN Trust Fund projects. As noted in finding 25 above, the knowledge management function of the UN Trust Fund Secretariat depends on results information from the field, but the role of UNIFEM SROs in this regard is not clear.

> \> All stakeholders need to understand the roles of the UN Trust Fund Secretariat and UNIFEM SROs (as well as UNIFEM country offices) to ensure swift and appropriate communication.

> \> Finally, as noted in the previous finding, there is the problem of ensuring that all UNIFEM SROs play the same role across subregions.

→ 7.4 Resource Mobilization

Finding 30: During the period under review the UN Trust Fund increased its funding significantly, and expanded its sources of funding and the amount pledged by each of the contributors.

As noted in Chapter 6, the resources available for the UN Trust Fund increased dramatically in the last four years (total donor contributions increased by 780% between 2005 and 2008). While such amazing results are due in some measure to the combined efforts of UNIFEM and the UN Trust Fund Secretariat (see next finding), several other factors also contributed to the dramatic increase in contributions:

First, in 2004–2005 as the UN Trust Fund was developing its strategy it secured a first-time contribution from the United States Government of more than US$1 million. At the same time Spain and Norway increased their UN Trust Fund contributions and these contributions have increased steadily since.

Second, UNIFEM Goodwill Ambassador, Nicole Kidman was asked to focus her efforts on ending violence

against women and girls and raise visibility and funds for the UN Trust Fund as a spokesperson.

Third, UNIFEM made a conscious decision to look for non-traditional sources of funding, including private sector and individuals. This resulted in a partnership with Avon.

In February 2008, Secretary-General Ban Ki-moon launched the campaign, "UNiTE to End Violence against Women," a multi-year effort aimed at preventing and eliminating violence against women and girls in all parts of the world. The Framework for Action of the Secretary-General's campaign includes the target of an annual contribution of US$100 million by 2015 to the UN Trust Fund.

It is fair to say that the increased funding base was a result of an implicit strategy that actually materialized. However, as the stakes are increasing and given the overall global economic crisis, greater advocacy and a more explicitly articulated strategy will be necessary if the UN Trust Fund is to achieve the target of US$100 million per year in annual contributions by 2015.

Finding 31: The UN Trust Fund Secretariat made efforts to mobilize new resources during the period and is working to develop a more robust approach to mobilize resources and support the long-term sustainability of the UN Trust Fund.

In the absence of multi-year commitments from donors, it is difficult for the UN Trust Fund Secretariat to develop long term plans and make decisions regarding the level of staffing and general structure of the UN Trust Fund. As a result, resource mobilization has become a key issue for the sustainability of the UN Trust Fund.

During the period reviewed, the UN Trust Fund Secretariat made efforts to mobilize resources from a variety of sources and the following highlights are worth noting:[60]

> Johnson & Johnson, which contributed significantly to the UN Trust Fund, supported the special window on the intersections between VAW and HIV/AIDS in 2005 and a cohort of grantees under this window 2006 (implementation is currently ongoing).

> TAG Heuer, Omega Federated Department Stores, and London-based advertising agency Leo Burnett have contributed to the UN Trust Fund. The latter contributed staff time and expertise to develop a public service announcement video on violence against women, along with a Web site for the *Say No to Violence against Women* Campaign, both of which call for action and support for the UN Trust Fund.

> Between 2005 and 2008, the non-profit organization Zonta International made contributions amounting to US$176,000.

> In 2008, UNIFEM and Avon Products, Inc. announced a public-private partnership to promote women's empowerment and end violence against women (see Chapter 5 on relevance) and Avon contributed $ 1 million to the UN Trust Fund in 2008.

To address this issue of resource mobilization, two ideas are being explored, at least at the subregional level: one is to ask inter-agency PAC member organizations that are UN agencies to co-finance approved UN Trust Fund grants, and the other is to submit some proposals received by the UN Trust Fund to UNCTs who might consider funding them under UNDAF programming.[61]

During field missions, the Evaluation Team found that some UN agencies are supporting the second phase of projects initially funded through the UN Trust Fund. This is the case in Bulgaria and Ukraine, where BGRF and Rozrada are both preparing, in collaboration with UNDP, second stage project proposals to the UN Trust Fund on violence against women. Another case is in India, where the Positive Women Network, with funding from UNICEF, started another project focusing on women and children in the same district (Madurai) that will help them to ensure continuation and follow up of the project initiated under UN Trust Fund. However, these initiatives appear to be *ad hoc* and dependent on the willingness of other UN agencies to take over a project.

60 UNIFEM. September, 2008. Annual Progress Report 2007/2008. p. 16.

61 UNIFEM Programme Office (Nepal). Minutes of Regional Inter-agency Project Approval Committee – Fourth Session – July 1, 2008.

Looking ahead

Special note should be taken of the significant intensification of fund-raising efforts since 2009 by the UNIFEM Ending Violence against Women Section and the UN Trust Fund Secretariat. The Secretariat is currently developing a fund-raising strategy to ensure that contributions keep pace with the target of US$100 million per year for grant-making by 2015 and has started a systematic round of visits to bilateral donors to raise funds.

Currently several strategies are underway including the announcement of a US$100 million drive for the UN Trust Fund at the Clinton Global Initiative to take place on September 24, 2009. The UN Trust Fund has also expanded collaboration with the UN Foundation and is in the process of seeking funding from new private foundations.

→ 7.5 Knowledge Management, Monitoring and Evaluation

In this section we examine UN Trust Fund monitoring, evaluation, and knowledge management as interrelated functions whose overarching purpose is learning.

Knowledge Management

Finding 32: The UN Trust Fund Secretariat is working to improve the collection, dissemination and visibility of knowledge on ending violence against women and girls, but has not put adequate attention or resources into the generation of that knowledge.

As the Administrator of the UN Trust Fund since 1999, UNIFEM has put in place various mechanisms to foster and manage knowledge. For example, for 18 months (1999–2000) UNIFEM ran an electronic community on ending VAW which included all UN Trust Fund grantees. In 2001 and 2002, UNIFEM brought together all UN Trust Fund grantees for skills-building on strategic communication. In 2004, UNIFEM began an annual event on November 25th to highlight experiences of UN Trust Fund grantees to the international community and the UN Trust Fund Secretariat has hosted a gathering of the lead evaluators on ending violence against

women in 2006, along with the VAW and HIV/AIDS cohort.

With its initial US$2 million budget, the UN Trust Fund Secretariat could not do very much in terms of knowledge management but, as the Trust Fund's budget increased the Secretariat started gradually – and more systematically in the past year - to ramp up its knowledge management systems. The UN Trust Fund Secretariat is developing a web-site and an on-line database system that will collect and systematize findings, and facilitate results-based reporting and analysis across grants. The database will enable the UN Trust Fund "to function as a global observatory of emerging good practices, contributing to programming excellence, maximization of results, and efficient use of resources."[62]

The operational guidelines set out some strategies and procedures to improve the dissemination and enhance the visibility of knowledge generated by the UN Trust Fund:

> > Grantees must submit copies of all materials produced under their projects, including publicity-related materials, to the UNIFEM SRO and the UN Trust Fund Secretariat.

> > All information disseminated by a project must acknowledge the UN Trust Fund – this includes information, publicity materials, official notices, reports and publications, given to the media, press, and beneficiaries of the UN Trust Fund.

While the UN Trust Fund Secretariat has taken important steps in knowledge management, more efforts are needed, particularly in view of the huge amount of knowledge that will be generated should the UN Trust Fund achieve the target of US$100 million in annual contributions. The MEKM and the operational guidelines do not provide sufficient guidance on how to manage this volume of knowledge. There is no plan that specifies the responsibilities for knowledge generation and dissemination at HQ and in SROs, the tools that will be used to disseminate knowledge, how to ensure that knowledge is accessible to as wide an

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62 Report of the United Nations Development Fund for Women to the Fifty--third session of the Commission on the Status of Women and the tenth session of the Human Rights Council on the activities of the United Nations Trust Fund in Support of Actions to Eliminate Violence Against Women, 2009; p. 14

audience as possible, or the resources required. The UNIFEM Ending Violence against Women and Girls Virtual Knowledge Center and UN Trust Fund Web site / database, to be launched in early 2010, will be important platforms as regards dissemination and worldwide access to UN Trust Fund experiences and knowledge generated.

Finding 33: The UN Trust Fund Secretariat's systems for M&E and its support to grantees in this area are weak. This has significant implications for how the UN Trust Fund Secretariat can manage knowledge – since M&E is the source of that knowledge.

In the course of this evaluation, the Evaluation Team identified several weaknesses in the UN Trust Fund Secretariat's M&E systems and capacity, some of which are related to how the Secretariat supports grantees, and others related to the resources and capacity of UNIFEM SROs to support, monitor, and supervise.

Exhibit 7.3
UNIFEM/ UNTF Support to Grantees

UNIFEM / UN TF Support to Grantees

Proposal writing and project design

Project Implementation

Evaluation

Project Cycle
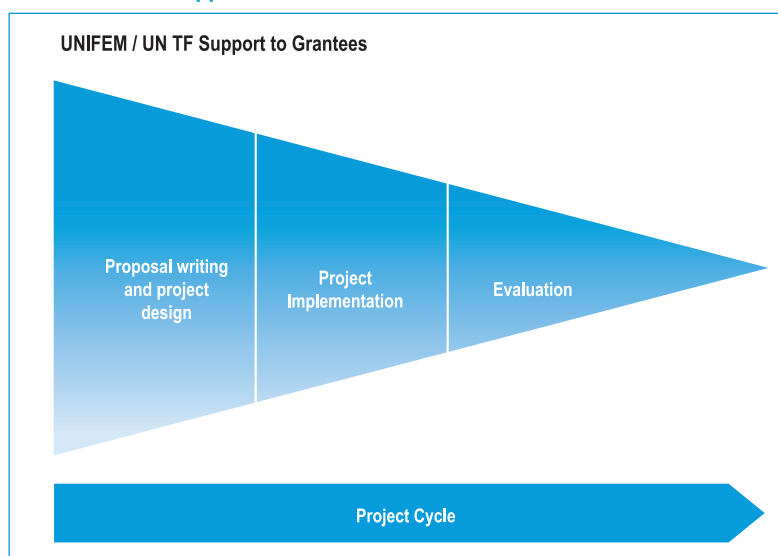
UN Trust Fund Support to Grantees

As noted in Section 6.3.4, many grantees acknowledged their limited capacity in M&E, their inadequate understanding of the importance of reporting on results (or how to do it), and their perception that evaluations are bureaucratic requirements.

Some of this may have been due to the fact that, before 2008, UNIFEM/UN Trust Fund Secretariat support to grantees decreased as the project cycle progressed – while grantees' needs seemed to increase. Our interviews with grantees in countries visited and as part of our desk reviews of projects indicate that grantees confirm receiving significant support from the UN Trust Fund at the programme document development stage

but modest support in the implementation stage, and limited support in the evaluation stage (see illustration).

To address some of these issues, the UN Trust Fund Secretariat added new requirements beginning in the 2008 Call for Proposals that call for a minimum of 10% of all project budgets to be allocated to project monitoring and evaluation activities, and for adequate resources to cover baseline data collection.[63]

Our review of Cycle 13 (2008) project proposals shows that the majority of projects (all but two) provide an evaluation plan and allocate the required 10% of the requested UN Trust Fund grant to monitoring and the

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63 Budget Guidance for Cycle 13 (2008)

final evaluation.[64] However, it is important to note that all grantees awarded grants over US$750,000 received detailed feedback from the Secretariat on the M&E sections of their proposals and are expected to report on the feedback in their first progress report, due July 31, 2009. The feedback includes: a) detailed guidance on the formulation of an M&E plan and related tools, such as the UN Trust Fund Annual M&E Matrix; b) recommendations on appropriate evaluation types for each project and related tools for evaluation methodologies; and c) appropriate allocation of funds for monitoring and evaluation per each year of implementation.

UN Trust Fund Focal Points Monitoring and Supervision

Some UN Trust Fund focal points in SROs commented that M&E capacity needs to be strengthened in SROs, and that limited resources available at the subregional

and country level make it difficult to conduct follow-up visits or monitor all projects. Supervision is difficult in countries where UNIFEM does not have an office, and in large countries where one office is not able to guarantee close monitoring of grantees that are far from the office. In such cases, monitoring often takes the form of email or phone exchanges between the grantee and the UN Trust Fund focal point when no resources are available to conduct field visits. Some grantees interviewed in India noted this as a weakness. As previously mentioned, some steps have already been taken to strengthen the M&E capacities of UNIFEM staff in SROs: The UN Trust Fund Secretariat will be inviting UN Trust Fund focal points in UNIFEM SROs to participate in the regional capacity development workshops that are planned to be rolled-out in late 2009 and then institutionalized. In addition, the new system for report review includes support to UNIFEM SROs, in particular to 'priority UNIFEM SROs', from the UN Trust Fund Secretariat and the provision of related tools.

The Global Fund to Fight AIDS, Tuberculosis and Malaria,[65] which does not have staff at the country level, contracts firms to act as local fund agents (LFAs) to monitor project implementation. The LFAs, selected on a competitive basis, provide recommendations to the Management Team on the capacity of a project to manage finances, the soundness of their requests for the disbursement of funds, and their reports on results.

Conclusion

The UN Trust Fund's ability to contribute to the world's knowledge on eliminating violence against women and girls will depend on its ability to identify and document lessons and practices that make a difference. This has implications for all UN Trust Fund stakeholders (from the grantees to UNIFEM staff in SROs and HQ and UN agencies) in developing their M&E capacity and in deciding how each of them will use that capacity in a systematic way to: plan, monitor and evaluate projects; capture the results and lessons of those projects; mine the data to identify contributions to knowledge; package the knowledge; and get it to the people who can use it.

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64 Source: Grantees Budgets on M&E Cycle 13 (2008). File received from the UN Trust Fund Secretariat.

65 Since its creation in 2002, the Global Fund to Fight AIDS, Tuberculosis and Malaria has approved funding of US$15.6 billion for more than 572 programmes in 140 countries. Source: http://www.theglobalfund.org/en/about/

8. UN Trust Fund Efficiency

This section reviews the extent to which the UN Trust Fund Secretariat has made an optimal use of its resources to achieve its objectives.

Finding 34: The majority of UN Trust Fund projects implemented from 2005–2008 were completed within the allocated budget and within a reasonable time-frame.

The majority of UN Trust Fund projects in the period examined were implemented within the budget originally allocated. However, as shown in Exhibit 8.1, many projects implemented between 2005 and 2008 had difficulty in respecting the planned time-frame.

As the interviews in the field suggest, one possible explanation for projects exceeding their planned time-frames is that many grantees were allocated smaller grants than they had requested and were asked to shorten the implementation period. This was due to the limited UN Trust Fund resources available at the time and a desire to fund as many projects as possible. In some cases, another factor may have been political instability and consequent high turnover of government staff, which required the grantees to make efforts over a longer period to establish partnerships with government.

The percentage of projects completed on time with no extensions improved over time, from 33% in Cycle 10 (2005) to 79% in Cycle 12 (2007). One reason for the noticeable improvement in Cycle 12 is that the allowed implementation period was extended in Cycle 12 and the planned completion date is beyond December, 2009, for most projects.

Exhibit 8.1
Status of UN Trust Fund Projects, Cycles 10-12 (2005–2007)

	Cycle 10		Cycle 11		Cycle 12	
Time-frame respected	8	33%	17	47%	23	79%
Extension requested*	6	25%	1	3%	1	3%
Final Report pending**	6	25%	2	6%	0	0%
Time-frame not respected	2	8%	10	28%	4	14%
n/a	2	8%	6	17%	1	3%
Total number of projects	24	100%	36	100%	29	100%

Source: Excel file "Master List Grant C1-13_03-27_ERS" received from the UN Trust Fund Secretariat; as of March 27, 2009
*An extension has been requested and the project is ongoing (still respecting the revised time-frame)
** The project is marked as ongoing, but the only activity pending is the production of the final report
n/a: no information is available in the excel file on the originally planned implementation period.

Finding 35: In the period 2005-2008, the Trust Fund's management and administrative costs increased in absolute terms but not in proportion to the significant increase in contributions and grants. This will affect the UN Trust Fund's ability to achieve its objectives, particularly in knowledge management.

The current budget allocated to UN Trust Fund management and administration is inadequate to enable the UN Trust Fund to become an effective and efficient generator, broker, and disseminator of knowledge. As noted in the previous chapter, the UN Trust Fund Secretariat is facing some challenges in its management of fund-raising and knowledge management. If

the UN Trust Fund aims to become a producer, broker, and disseminator of knowledge, as suggested by the UN Trust Fund Manager and UNIFEM senior managers, the UN Trust Fund Secretariat and UNIFEM must think about staffing differently (full time position or out-sourcing) and these changes will lead to revisiting the percentage of resources that will need to be allocated to management and administrative costs.

As shown in Exhibit 8.2, the UN Trust Fund's grants and UN Trust Fund Secretariat costs (i.e., 'Global Tech-nical Activities' and 'Management and Administrative Activities'), both increased in absolute terms between 2004 and 2008. However, as a percentage of grants,

the costs related to the category 'Management and Administrative Activities' decreased from 18% in 2004 to 6% in 2008.[66]

While this reflects the UN Trust Fund Secretariat's commitment to maximizing resources directed to countries by lean staffing and minimal infrastructure, UN Trust Fund's management and administrative costs are significantly lower than costs in similar programmes we have evaluated – which are usually about 15%. The ratio of costs to grants seems particularly inadequate given the UN Trust Fund's objective to become a pro-ducer, broker, and disseminator of knowledge, which would require even more resources.

Exhibit 8.2
UN Trust Fund Secretariat Cost 2004–2008

Exhibit 8.2

	2004	2005	2006	2007	2008
Global Technical Activitie	913	4.605	12.284	197.902	573.464
Mgmt and Admin Cost	148.315	94.558	170.733	275.370	631.950
Grants	837.621	1.837.440	4.887.192	4.643.043	21.135.499
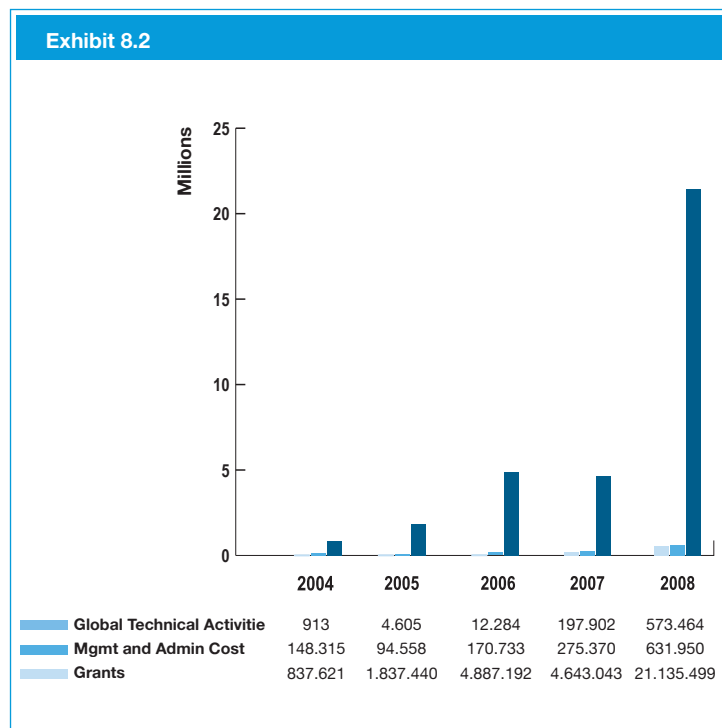
Source: Word file "secretariat cost UN Trust Fund" received from the UN Trust Fund Secretariat
The Secretariat costs of the UN Trust Fund include two main categories: Global Technical Activities and Management and Administrative Activities.

*Global Technical Activities include: Capacity Development (workshops, consultants, contractual services to provide ongoing technical expertise to SROs and grantees); Monitoring and Evaluation (site visits to projects and the external evaluation of the UN Trust Fund); and Knowledge Management (publications, the development of the UN Trust Fund Web site and database)
** Management and Administrative Activities include: personnel; rent; equipment; and miscellaneous

66 Costs for the UNIFEM HQ End Violence against Women team members are not included, although they provided significant support. This constitutes a cost for UNIFEM as well as an important contribution to the overall management/administra-tion/technical support to the UN Trust Fund.

Finding 36: To address shortcomings in its administration and improve its efficiency, the UN Trust Fund Secretariat has undertaken several improvement measures which are promising and beginning to bear fruit.

During the period under review the UN Trust Fund has undergone significant changes and expansion, and it is natural that some of its systems required adjustments to ensure efficiency and the smooth flow of operations. Although the Evaluation Team was asked to review the period 2005–2008, we also considered more recent efforts of UN Trust Fund Secretariat (up to May, 2009) to address identified shortcomings. Several of the deficiencies we noted during the period 2005–2008 are being addressed through the following improvements:

> a streamlined Call for Proposal process;

> the development of a more robust M&E approach to improve feedback loops;

> the development of a capacity development workshops on evidence-based programming, monitoring and evaluation; and

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> the development of a database to improve the UN Trust Fund Secretariat's capacity to collect and analyse data.

Although these improvements are at different stages of implementation, and the results of some improvements may only be visible in the next round of Calls for Proposals, this section reviews their potential contribution to the efficiency of the UN Trust Fund.

The recently streamlined Call for Proposal process

During the period 2005–2008 the process for project selection was cumbersome for all actors involved. It was cumbersome for the grantees who, without knowing if they would be selected (and having only a very small chance of being selected as in 2006, 5.5% of applicants were selected; in 2007, 5.6 % of grantees were selected; and in 2008, 2.6% were selected for funding), had to devote time and effort to writing full detailed proposals. It was cumbersome for the UN Trust Fund focal points in each SRO who supported potential grantees in writing proposals. It was cumbersome for the inter-agency PAC which had to review very large documents in order to make a shortlist and then come to a final decision. According to inter-agency PAC members interviewed in the field, the selection procedure took a great deal of time, particularly considering the large number of proposals received during the period (404 in 2004, 1061 in 2005, 651 in 2006, 512 in 2007, and 1068 in 2008).

In order to streamline this process the UN Trust Fund Secretariat has taken two measures which have received a great deal of positive feedback from stakeholders involved in the Call for Proposals for 2008 (Cycle 13). The first measure was the introduction of a new step in the selection process, that is: the development of a concept note prior to the writing of a full proposal. This measure significantly reduces the amount of time grantees have to devote to the initial phase of the process as well as the time spent by UN Trust Fund Secretariat to assist potential grantees.

Exhibit 8.3 shows the timing and steps of the Call for Proposals and selection processes from Cycle 10 (2005) to Cycle 13 (2008).

Exhibit 8.3
Changes in the Call for Proposals and Selection Processes from 2005 to 2008

CYCLE	LAUNCH OF THE CALL FOR PROPOSALS	CONCEPT NOTE SUBMISSION DEADLINE	PROPOSAL SUBMISSION DEADLINE	RESULTS OF THE SELECTION	SIGNING OF AGREEMENT
10	Early June	Not applicable	Mid-September	November	End November/Early December
11	Late June	Not applicable	Late August	Late October	Early December
12	Early July	Not applicable	Late August	Beginning October	End December/early January
13	Late April	Late May	Beginning September	Mid October	Early December

Source: UN Trust Fund Calls for proposals from 2005 to 2008.

The second measure was the introduction of a two-tiered consultative mechanism, comprising the global inter-agency PAC and subregional inter-agency PACs, to make recommendations on the selection of grant recipients. The new selection process based on concept notes was introduced in Cycle 13 (2008) and is illustrated in Exhibit 8.4 below.

Exhibit 8.4
Cycle for UN Trust Fund Concept Notes and Proposals, established in 2008

UN Trust Fund aunches Call for Proposals

Applicants prepare and submit concept notes

Independent consultants review concept notes at subregional and global levels

Global Technical Review Groups and Subregional programme Appraisal Committees (PACs) review concept notes and make recommendations

Global Inter-Agency PAC reviews overall package and endorses shortlist

UN Trust Fund provides detailed technical feedback to shortlisted applicants and invites to submit full-fledged proposals

Shortlisted applicants prepare and submit full-fledged proposals

Global Technical Review Group reviews full=fledged proposals and provides technical input

Global Inter-Agency PAC approves final grantee list

Programme documents finalized, agreements signed

First-year funding disbursed to grantees

Implementation begins

Source: United Nations Trust Fund to End Violence against Women. *Operational Guidelines for the UN Trust Fund in Support of Actions to Eliminate Violence against Women*; p. 9

Benefits of Subregional Inter-agency PAC Role in the Selection Process

Lowering the workload of global inter-agency PAC members

Ensuring the involvement of individuals who understand the regional and subregional contexts

Increasing the diversity amongst inter-agency PAC members thus providing a more holistic review of each proposal

Increasing the depth of the review - with fewer proposals to review

According to interviews with Cycle 13 grantees and to both global and subregional inter-agency PAC members, applicants now invest less time, effort, and financial resources in a proposed project that may be not selected; inter-agency PAC members' workload is reduced as they review only a limited number of full proposals; and the involvement of subregional inter-agency PACs in the selection has added benefits (see sidebar).

Beyond the perspectives collected during the interviews, we do not have additional data to triangulate and evaluate the efficiency of the Call for Proposals and selection processes more quantitatively (e.g., the average number of hours spent by inter-agency PAC members to review project proposals, or the number/extent of revisions that applicants are asked to make by UN Trust Fund/UNIFEM staff).

The UN Trust Fund Secretariat also adopted some additional measures in Cycle 13 (2008) that are intended to further enhance efficiency: It has increased the size of UN Trust Fund grants and, indicated that projects can be up to 3 years in duration. However, given that the implementation of Cycle 13 projects began in January, 2009, it is too early to assess the extent to which these two measures have contributed to improve the efficiency of the UN Trust Fund at SRO and HQ levels.

The Strengthening of the M&E Approach

The MEKM Framework for 2008–2011 is "to ensure that the UN Trust Fund is fully equipped to systematically generate, capture and disseminate knowledge through increased investments in monitoring and evaluation, for the benefit of UN sister agencies, policy makers and practitioners all over the world." In other words, the Framework aims to fill the 'knowledge and evaluation gap' by pursuing four objectives:

> strengthening monitoring systems at global and local levels

> supporting evaluation to expand the evidence base

> strengthening capacities in monitoring and evaluation

> contributing to global knowledge management on programming

The implementation of the Framework started in 2009 with the establishment of a standardized grantee reporting system including standardized templates designed specifically to capture knowledge on 'what works' on ending violence against women, report review / feedback system in consultation with SROs (currently being piloted), and the introduction of regular monitoring missions by the UN Trust Fund Secretariat.

Capacity Development Workshops on Evidence-based Programming, Monitoring and Evaluation

The UN Trust Fund Secretariat is developing a training curriculum and accompanying capacity development supports on evidence-based programme design, monitoring and evaluation. The training programme will first be validated and tested with groups of grantees in select regions, and then it will be institutionalized annually into the UN Trust Fund's operations. All new grantees would be invited to participate in the training at the early stages of their project design. According to the feedback received from the UN Trust Fund Secretariat during the revision process of the draft report, the training curriculum will draw heavily on the UNIFEM Ending Violence against Women Section's Virtual Knowledge Center initiative, focused on capturing the state-of-the-art on evidence-based programming, including the monitoring and evaluation 'knowledge asset' among others of direct relevance to grantee areas of focus.

The Development of a Database

In addition, the UN Trust Fund Secretariat is developing an on-line database system that will collect and systematize findings and facilitate results-based reporting and analysis across grants. This should increase efficiency by facilitating the collection of results and lessons learned from grantees as they will be able to upload their reports directly on the database. Hence, it is expected that the UN Trust Fund Secretariat will not need to invest so many resources in trying to contact grantees and UNIFEM SROs to get the reports. In addition, the database will facilitate exchange among grantees and the information and knowledge-sharing along thematic, sectoral or other lines of programming. The database will be launched next year; it is therefore too early to comment on its impacts on efficiency.

The new UN Trust Fund Web site/ Database

The following information was provided by the UN Trust Fund Secretariat.

About: will provide information on the mandate, history, governance, strategic directions, financial highlights, documents and reports on the activities on the UN Trust Fund. A protected area will allow UN Trust Fund staff to upload key internal documents, such as operational guidelines and guidance notes.

Apply for a grant: will have detailed information on annual Call for Proposals, as well as an on-line application and appraisal platform. Applicants will be able to complete on-line application form and upload documents; reviewers will be able to view application documents and complete on-line appraisal forms. The on-line application system will generate matrixes with information on application scores and feedback that are used by UNIFEM and UN Trust Fund staff during selection process. Applications will be stored in a searchable database that will allow the user to search information about applications and applicants. Applicants will be able to see the status of their application on-line.

Grantees: will provide information on grantees and grants. It includes a searchable database that will allow the user to search information about grantees and grants. Information includes not only mandate, history and main projects of grantees; but also goals, strategies, main achievements / results, knowledge products, and case studies of promising/good practices supported by UN Trust Fund grants. A protected area will allow grantees, UNIFEM and UN Trust Fund staff to upload grant-related documents and information, such as project document, workplans, M&E plans, reports, knowledge products, evaluations, blurbs, testimonies, pictures, audiovisual material and contact information. Also, it will generate master lists and other matrixes that are used by UNIFEM and UN Trust Fund staff to monitor grants.

Learning: is a space dedicated to capacity development and knowledge sharing. It includes a searchable database of case studies of promising / good practices and knowledge products supported by UN Trust Fund grants. It is also a space for grantees to share documents and tools, post questions, receive technical assistance, participate in on-line discussions through mail lists, message boards and chat rooms. This space may be organized in clusters, cohorts, communities of practice based on theme, strategy, type of organization, region, or whatever other category. It also includes a calendar of events and training opportunities, as well as information on the UN Trust Fund capacity development programme, its workshops, training manual and other tools for evidence-based monitoring and evaluation.

Stories from the Field: will be stories of how UN Trust Fund grants are changing the lives of women, communities, organizations and countries. Focusing on real people and real stories, it will illustrate a situation before and after an intervention. Stories from the Field can be written stories, but also mini-video stories.

News: will be short articles about the work of the UN Trust Fund or its grantees.

How is the new UN Trust Fund Web site going to contribute to its efficiency?

> The Web site will be a depository of key institutional UN Trust Fund documents that will be accessible by any UNIFEM and UN Trust Fund staff from anywhere.

> The on-line application process will ensure that applicants have on-spot guidance on how to complete the application form and what makes a good application; that applicants submit complete applications; and that applicants can monitor their applications status at any time.

> The on-line appraisal process will further contribute to fairness and transparency in the appraisal process, since information on appraisal scores and feedback will be automatically generated and organized once appraisal forms are submitted.

> The on-line application and appraisal process will collect and compile a huge amount of information on applicants and applications as they are submitted, contributing to a decrease in the workload of UNIFEM and UN Trust Fund staff who today enter this information manually. Also, more information will be collected, allowing for new categories of analysis about the profile of applicants and applications.

> Detailed information on the UN Trust Fund, grantees and grants since 2005 will be searchable and available to anyone, also contributing to a decrease in the workload of UNIFEM and UN Trust Fund staff who today respond to such requests. Blurbs will be available in a protected area for use by UNIFEM and UN Trust Fund

staff in PR materials, speeches, field missions and other opportunities.

> The powerful search engine will allow to search applicants / applications, grantees / grantees and knowledge products using a large number of keywords. This will enable the UN Trust Fund Secretariat and UNIFEM to identify trends that may inform future strategic directions.

> The database will compile information into master lists and matrixes that are key monitoring tools for UNIFEM and UN Trust Fund staff.

> The Web site will be a depository of all grant and grantee documents that will be accessible by any UNIFEM and UN Trust Fund staff from anywhere.

> The Web site will have a space dedicated for capacity development of grantees where they not only find tools for evidence-based monitoring and evaluation, but also can post questions and receive technical assistance.

> The Web site will count with a number of communication tools (message boards and chat rooms) that will facilitate the communication and knowledge sharing between UNIFEM and UN Trust Fund staff and grantees, and between grantees themselves.

9.   Conclusions and Recommendations

→ 9.1 Conclusion

The UN Trust Fund is a relevant mechanism to address violence against women: It addresses a gap that is seen as important by all stakeholders, is aligned with the priorities set out in the MDGs, and is seen as meeting the needs of both grantees and beneficiaries.

In the period 2005–2008, UN Trust Fund-supported projects achieved numerous short-term results (for the most part, projects were on track in timing and budget) and these results were important to beneficiaries. There is less evidence of long-term results. While longer-term results take time to become visible, they also require interventions that are sustained over time and that are multifaceted (i.e., that target people, organizations and institutions). Most UN Trust Fund project results were very positive, but most project activities could not be pursued once the project funding ended.

With respect to efficiency, the UN Trust Fund is managed frugally, has a very lean management structure, and very low overhead costs. While this is laudable in the sense that most resources are directed at projects and beneficiaries, it is causing staff fatigue and some functions, such as monitoring and evaluation and knowledge management, are not being carried out effectively.

The UN Trust Fund Secretariat is addressing many of these limitations and has made progress in the last year. While this goes beyond the period of the evaluation TORs, it would be unfair to the UN Trust Fund Secretariat not to acknowledge these recent efforts, which are addressing the shortcomings observed during the period covered by the evaluation.

The UN Trust Fund has done well given the resources it had. In other words, results achieved were commensurate with resources invested. However, the future is of some concern, primarily in terms of how the UN Trust Fund will meet growing expectations and manage a much larger programme. While the managers of the UN Trust Fund, the EVAW Senior Advisor, the UNIFEM Directorate and others have already taken steps to scale up, they can only go so far within the existing structure and staff.

→ 9.2 Recommendations

Programme Recommendations

Recommendation 1: The UN Trust Fund Secretariat should finalize its forthcoming Strategy as soon as possible and allocate resources to operationalize it.

Most of the changes implemented since 2008 fully support the overall objective of the UN Trust Fund – which is to maximize impact (see finding 36). These include: the support of projects that prioritize implementation of laws and policies, multi-year project funding, larger minimum grants, improving knowledge generation, and improving M&E and reporting. These changes and any new objectives in the new strategy will require considerably more resources (e.g., resources to capture knowledge, training, increase staff, hire staff with higher levels of experience and technical knowledge, etc.).

For the strategy to be credible and attractive to donors, it should clearly articulate the UN Trust Fund's objectives and identify indicators at all levels. In addition, in the finalization of its Strategy, the UN Trust Fund Secretariat should take into consideration the GA resolution 63/311 calling for a consolidation of the UN gender-specific bodies under a new UN gender agency and the implications for the UN Trust Fund.

Whatever period of time is selected for the strategy (three-year and five-year time-frames are common for organizational strategies), the strategy should be reviewed every year to reflect the uncertainties of the current environment. As such it should be a rolling strategy.

The strategy should be accompanied by an operational plan. This plan should be costed to clearly define what it will cost to implement each aspect of the plan (e.g., improving knowledge generation, improving M&E and reporting, etc.), and should include realistic estimates of the costs of administration and any training costs.

Implications

In developing its strategy, the UN Trust Fund will need to decide how it intends to implement its objective to be a hub of knowledge – directly or indirectly:

Directly: The UN Trust Fund would generate and disseminate knowledge on ending violence against women. This would require a staffing profile that includes a team of individuals responsible for knowledge management and dissemination, and a clearly articulated system to capture, synthesize and disseminate knowledge. In addition to the position dedicated to knowledge management, the UN Trust Fund would require:

> Additional staff resources (on permanent or contract basis)

- -

> External input from the best and foremost thinkers on ending violence against women and girls. While this could be accomplished through an expanded network of academics and specialists in the field of ending violence against women and girls, and by diversifying the inter-agency PAC membership to include some of these individuals, it would need to be formalized to ensure commitment and identify a process for regular input.

- -

> Meta-analyses across projects to regularly compile and produce lessons learned on successes and failures, and a plan or methodology to use them in planning future projects. This has implications for roles and resources at several levels, including grantees, UNIFEM SROs, and the UN Trust Fund Secretariat at HQ.

Indirectly: The UN Trust Fund would provide grants to other organizations or institutions that would generate and disseminate knowledge on ending violence against women and girls. While this model would require less infrastructure, it would require the UN Trust Fund Secretariat to:

> Establish strong partnerships with institutions or individual experts in ending violence against women and girls that are capable of collecting, analysing and disseminating the rich information received.

- -

> Conduct meta-analyses (as noted above in the first option) to regularly compile and produce lessons learned on successes and failures, and a plan or methodology to use them in planning future projects.

- -

> Redefine the role of the knowledge management position at HQ to manage and coordinate the process.

- -

Recommendation 2: The UN Trust Fund Secretariat should complete its Fundraising Strategy as soon as possible and engage its UN sister agencies in its implementation.

- -

As the world began to pay attention to the problem of violence against women and girls, the UN Trust Fund attracted considerable attention, and both contributions and expectations soared. To meet rising expectations, the UN Trust Fund Secretariat is developing a fund-raising strategy to ensure that contributions keep pace with its plans (see findings 31 and 35).

As part of its fund-raising strategy, the UN Trust Fund Secretariat should engage UN sister agencies and PAC members in the implementation of the fund-raising strategy, in particular by having a stronger role in advocacy for the UN Trust Fund, including vis-à-vis member states and donors. The fund-raising strategy should be designed to:

> Increase agencies' recognition of the UN Trust Fund as a United Nations mechanism

- -

> Share UN Trust Fund's vision, objectives, accomplishments, and needs for the future

- -

> Suggest ways that agencies could promote the UN Trust Fund and increase its visibility

Recommendation 3: The UN Trust Fund Secretariat and UNIFEM should consider the staffing structure (number of staff, types of skills), the management costs required to carry out its new plan, and the criteria for project selection.

As the UN Trust Fund increases in size and scope, it will require some changes in staffing and staffing structure, as discussed in finding 28. Several issues that emerged during the evaluation suggest that the UN Trust Fund Secretariat and UNIFEM should: i) consider increasing staff at HQ and in SROs, ii) identify the type of staff required in terms of level of expertise and experience, iii) review its administrative and management costs in light of the new plan, and iv) reconsider the criteria for project selection. The results of these deliberations will depend in part on the decision about the UN Trust Fund's role in knowledge management (noted in recommendation 1, see also finding 32).

Staffing: The UN Trust Fund Secretariat's present staffing composition does not match the ambitious and expanding future of the UN Trust Fund. Given the amount of work to be done at both HQ and in SROs, the staff workload is not sustainable and creates the potential for burnout and / or rotation, neither of which would be good for the UN Trust Fund. The number of staff in SROs has not allowed them to dedicate sufficient time to the management of the UN Trust Fund (monitoring and capacity-building). Given the Trust Fund's growth and the new tasks ahead, it is likely that many could fall through the cracks. This may require additional half-time or full-time staff in each office, depending on the region.

Skills: The UN Trust Fund Secretariat may have to rethink the profile of required staff and ensure that the future skill sets match the requirements of the UN Trust Fund. In doing so, it will have to engage in an organizational development exercise and compare how other comparable Funds are staffed. At this stage however, the UN Trust Fund needs more dedicated resources for M&E functions, communications, and resource mobilization.

Administrative and management costs: As discussed in finding 35, the UN Trust Fund's management and administrative costs increased in dollar terms over the period, but not in proportion to the significant increase in resources. In 2008, the UN Trust Fund's administrative and management costs were 6% of total grants. While we understand that the UN Trust Fund Secretariat is concerned about increasing overhead costs, it will need to do so or risk jeopardizing its ability to achieve its objectives and deliver on its results. In comparison, comparable Funds spend up to 15% of total grant costs on management.

Criteria for project selection: If the UN Trust Fund increases without changing the criteria for project selection, there is a risk of having a large number of small grants that will become difficult to manage. The Secretariat should rethink the criteria for project selection in order to ensure, on one hand, that the UN Trust Fund remains manageable as it increases and, on the other hand, that its objectives are supported by the results of the project selection process. If the UN Trust Fund Secretariat intends to continue supporting local NGOs (which have limited absorption capacity) and awareness-raising activities (which require small grant amounts), it might consider allocating a specific portion of the UN Trust Fund for these two types of support.

Recommendation 4: Looking to the future, the UN Trust Fund Secretariat should to strengthen its monitoring and evaluation (M&E) capacities at the global and subregional levels.

While the UNIFEM Ending Violence against Women section continues to provide technical advice to the UN Trust Fund Secretariat, the Secretariat needs to determine how it will strengthen its M&E capacities at all levels. As discussed in findings 28 and 33, this is a priority that must be addressed if the UN Trust Fund's knowledge management and evidence-based programming results are to be reached.

The various options to be considered (hiring a full-time person dedicated to M&E of the UN Trust Fund, contracting these functions through a consultant, increasing the roles and responsibilities at the subregional levels to include M&E activities) need to be examined in light of any other staff changes that the UN Trust Fund plans.

M&E capacities also need to be strengthened at the level of grantees. Data from both the desk reviews and field missions suggest that grantees need more training in M&E earlier in the project cycle and more support in M&E throughout the project cycle. The most frequent suggestions included:

> More M&E training should be done before a project begins, and should include information about the UN Trust Fund's M&E system and reporting requirements. The UN Trust Fund's reporting format is considered valuable and effective, but is challenging to grantees. They would like this to be introduced and explained as soon as a project is approved, and would like more training/support to plan, monitor, evaluate and report on short-and long-term outcomes. (It should be noted that a capacity development curriculum for regional workshops on evidence-based programming, monitoring, evaluation and reporting on lessons learned for grantees is currently being developed.)

> More monitoring, follow-up and supervision during project implementation by UNIFEM SROs and/or inter-agency PAC members, or other actors.

Recommendation 5: The UN Trust Fund Secretariat and UNIFEM should clarify some roles and responsibilities and review the composition of the global inter-agency PAC.

As it moves ahead, the UN Trust Fund Secretariat and UNIFEM should review and clarify the respective roles of the HQ and SROs (including the division of labour between HQ and SROs) and clarify the level of effort required by focal points, which is not standard and varies by region (see findings 27 and 29).

The UN Trust Fund Secretariat may also wish to review the composition of the inter-agency PAC and consider ways to: (a) ensure that it benefits from the participation of a broad range of thinkers on ending violence against women and girls, b) avoid the possibility or the perception that having many members from UN agencies

could influence grant selection in favour of UN agencies (UNCTs),[67] and c) improve inter-agency cooperation (see findings 25 and 26).

During the revision of this report, UNIFEM mentioned that they will continue to propose ways to improve inter-agency cooperation, in particular for strengthening the role of UN sister agencies and UNCTs at the country-level (as per earlier PAC discussions), and for advocacy support at HQ level. Strategies to improve inter-agency cooperation will also be considered by UNIFEM and discussed further with PAC members in the context of the development of the new strategy.

Recommendation 6: The UN Trust Fund Secretariat should decide if and how it will build the capacities of grantees.

While there are several options, we recommend that the UN Trust Fund Secretariat provide capacity development (training or system building) for grantees only in those areas that will help the UN Trust Fund fulfill its mission and objectives for knowledge generation and reporting on results. For example, training to report on lessons learned, and training in M&E will benefit the UN Trust Fund in fulfilling its own role. (It should be noted that a capacity development curriculum for regional workshops on evidence-based programming, monitoring, evaluation and reporting on lessons learned for grantees is currently being developed.) For other types of training requested (such as training in strategic planning, financial management, proposal writing, budget preparation, etc.), the UN Trust Fund Secretariat should refer grantees to other sources. Grantee capacity is discussed in findings 22 and 23.

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67 Although this perception was noted in a few interviews, the UN Trust Fund established procedures in 2008 to ensure impartiality in this regard, such as requiring all UNCT Concept Notes to be reviewed directly by the global inter-agency PAC and excluding UN agency PAC representatives from reviewing or commenting on proposals in which their agency leads.

Project Implementation Recommendations

Recommendation 7: The UN Trust Fund Secretariat should monitor the quality and implementation of project sustainability plans that are a newer requirement of the UN Trust Fund.

While most UN Trust Fund projects had positive results, sustainability could be enhanced (see finding 21). To enhance the possibility that future UN Trust Fund grant results can be better sustained, the UN Trust Fund Secretariat should monitor the quality and the implementation of the sustainability plan. In particular, project designs should include or address the following:

> Include a systematic approach for following up or validating that the needs of targeted beneficiaries are met;

> Consider the needs of all stakeholders in ending violence against women and girls, not only women (including men, youth);

> Identify specific partnerships and linkages that the project will establish with local and state actors, including NGOs, government agencies, established networks, other projects working on ending violence against women and girls;

> dentify linkages to a previous project, if this is a follow-up project; and

> Request grantee to develop prospects for sustainability in their proposal reflecting the above mentioned possibilities.

The UN Trust Fund Secretariat is already addressing some of these needs. Since its 2008 Call for Proposals process, the UN Trust Fund Secretariat has placed an emphasis, among other things, on demonstrating explicit capacity development and sustainability strategies as well as synergies and coordination with existing initiatives (including those supported by governments, non-governmental organizations, donors and the UN system) to describe how achievements will be sustained once the grant has ended. The 2009 Call process is even more explicit in regard to the importance and requirement of sustainability plans.

Recommendation 8: To ensure better integration of human rights and gender equality principles in its projects, the UN Trust Fund Secretariat should require that all projects include plans for their integration in the project design.

The evaluation noted some areas that need to be improved to enhance the alignment of projects with human rights (HR) and gender equality (GE) principles. These are discussed in finding 19 and include:

> Making efforts to mobilize men to reject violence;

> Including men, marginalized, and vulnerable groups in project design and implementation;

> Using participatory processes in project design as well as implementation;

> Engaging duty bearers in project design (not only rights holders);

> Applying the principle of human rights based approach to programming and gender equality in project proposals.

Recommendation 9: As the UN Trust Fund Secretariat considers the characteristics of the projects it supports, it should consider aspects of project design that emerged from this evaluation.

In the course of the field visits for this evaluation, several interesting ideas emerged that UN Trust Fund Secretariat may want to explore as it considers the design and characteristics of the grants it supports.

Grantee's Budget
> Ensure that project budgets allow for or include financial support (like sub-grants) for target groups, such as liaison agents who disseminate information on GBV in remote villages or promote the elimination of violence against women and girls.

Partnerships and Linkages
> Link UN Trust Fund projects with other initiatives that support the economic empowerment of victims through revolving loan schemes or vocational training.

> Establish partnerships with media groups – to re-broadcast programmes, develop programmes in the

local language, and continue media campaign after the project ends.

- -

> Promote wider use of new communications technology and non-traditional communication methods (cell phone, internet, theatre, cultural festivals and events) for dissemination of information/awareness raising.

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Recommendation 10: The UN Trust Fund Secretariat should manage its grants in Fragile States according to the DAC principles.

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The UN Trust Fund's projects in Fragile States were relevant, but their design and management were not sufficiently adapted to the difficult conditions in these countries (see finding 5). As a result, implementation was difficult. To support effective implementation in fragile states, the UN Trust Fund will need to support grantees in projects that allow for longer-term engagement and provide more focused monitoring and supervision. More specifically, the Call for Proposals could identify specific criteria for fragile states (e.g. minimum years for implementation, linkages with a broad range of key actors including governmental and non-governmental actors and UN agencies in the field). As for monitoring and supervision, this could include dedicated staff, development of specific protocols, more frequent project visits, regular meetings with the grantee, and facilitating the relations between grantee and the other key actors.

Evaluation Report

United Nations Trust Fund in Support of Actions to Eliminate Violence against Women
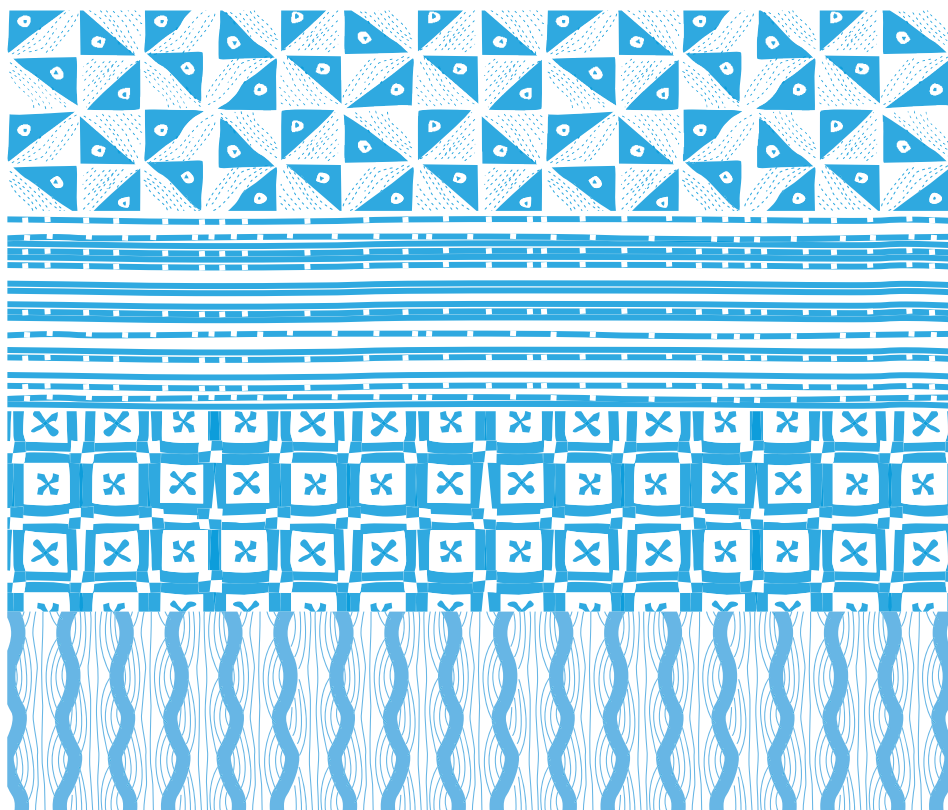
Annexes

Annex I

Terms of Reference for External Evaluation of the UN Trust Fund in Support of Actions to Eliminate Violence against Women

1. Background and purpose of the evaluation

The UN Trust Fund in Support of Actions to Eliminate Violence against Women is a leading global multilateral mechanism supporting national efforts to end violence against women and girls, one of the most widespread human rights violations in the world. It was established in 1996 by a UN General Assembly Resolution, designating the United Nations Development Fund for Women (UNIFEM) as the UN Trust Fund's Administrator on behalf of the UN System[68]. Primary administrative responsibility rests with UN Trust Fund staff housed at UNIFEM Headquarters in New York, supported by UNIFEM focal points in its subregional offices. UN Trust Fund activities, including decision-making on grants, follow an inter-agency consultative mechanism at global and subregional levels comprised of UN sister agencies, non-governmental organizations and other experts (known as 'PACs' – Programme Appraisal Committees). Each year, UNIFEM reports on the UN Trust Fund's progress to the UN Commission on the Status of Women and the UN Human Rights Council. For more information on the UN Trust Fund, its history, donors, application guidelines and grantees, please go to: http://www.unifem.org/gender_issues/violence_against_women/trust_fund.php.

An external evaluation of the UN Trust Fund will be undertaken to assess the implementation of the United Nations Trust Fund Strategy 2005-2008 that was endorsed by the UN Trust Fund Programme Appraisal Committee in 2004. It will be a **formative evaluation**, with emphasis on the key elements of the strategy, which will focus on two main aspects: 1) the overall implementation of the UN Trust Fund Strategy; and 2) the UN Trust Fund contributions to advancing the agenda on ending violence against women at country levels through selected case studies of grantees in an estimated four to six countries. The objectives of this evaluation are:

1) To assess the overall implementation and effectiveness of the UN Trust Fund 2005-2008 Strategy;

2) To identify strengths, weaknesses, challenges and current trends in the UN Trust Fund activities during the 2005-2008 strategy period that would have implications for strengthening its future managerial, programmatic and funding directions.

3) To provide forward-looking recommendations, including for the development of the next UN Trust Fund Strategy.

The evaluation will analyse the effectiveness, efficiency, and relevance of the UN Trust Fund Strategy from both a global perspective and at country level through a selected number of case studies. The evaluation will provide recommendations on the following:

> How to strengthen UN Trust Fund activities, particularly in light of the high potential for considerable expansion over the coming years. It will provide pertinent information to key UN Trust Fund stakeholders, including UNIFEM as Administrator, UN partner agencies, donors and other Member States, and interested civil society organizations, as well as feed into other ongoing interagency processes.

> It will serve as a baseline study for future UN Trust Fund evaluations.

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68 "The Role of the United Nations Development Fund for Women in Ending Violence Against Women, General Assembly Resolution 50/166 of 22 December 1995.

> It will be used as an input for the development of the next UN Trust Fund Strategy.

2. Context and the UN Trust Fund in Support of Actions to Eliminate Violence against Women

This evaluation takes place in the context of the growing global momentum on ending violence against women and girls. In recent years, the international community has placed the issue high on the global agenda, including in General Assembly Resolutions[69] (2006, 2007) and most recently, with the launch of the Secretary-General's Campaign '*UNiTE to end violence against women*'[70]. The increasing commitment by governments and donors is evidenced by the adoption of a growing number of national policies and laws, and increased resources being made available for programme implementation – including for the UN Trust Fund. Whereas up until 2004, the Fund had a total of under $1 million for grant-making globally per year, in 2008, this amount is estimated at some $20 million. Resources have roughly quadrupled in 2007-2008 alone. Nevertheless, it is important to highlight that even with increased contributions and a growing recognition of the scale of the pandemic of violence against women, the UN Trust Fund is only able to respond to about 5 per cent of total requests received. In the framework of the Secretary-General's campaign, and taking into account the promising policy context and positive resource trends, a target has been set of US$100 million annually by 2015, both the Campaign's and the MDGs' deadline.

If these encouraging trends continue, the UN Trust Fund is therefore poised to become an important source of support for country-level action and global knowledge generation on effective and innovative approaches to prevent and address violence against women and girls, especially as grant-making and support to multi-year programming expands. This evalu-

ation will serve as an important basis to guide future directions and investments.

The UN Trust Fund operates based on the voluntary contributions of UN Member States, non-profit organizations, foundations, the private sector and concerned individuals. By the end of 2007, which marked the fund's first 10 years in operation, it had provided 263 initiatives in nearly 115 countries with more than US $19 million.

The UN Trust Fund awards grants based on an annual, open, and competitive process. Its focus is on implementing national commitments to ending violence against women and girls, in line with leading international agreements, expert recommendations, and General Assembly Resolutions. In order to serve as a source of global knowledge on what approaches work best, the UN Trust Fund is placing particular emphasis on monitoring, evaluation, and knowledge management. The UN Trust Fund is a contribution by the UN and the Member States in their efforts to reach the Millennium Development Goals by 2015.

The UN Trust Fund brings together more than 20 UN agencies in participatory mechanisms that serve to appraise and select proposals, allocate grants, and advise the Trust Fund management on policy and process issues. Beginning in 2008, for the first time, UN Country Teams working in close coordination with national stakeholders have also been invited to submit grant applications.

The UN Trust Fund Strategy identifies five key elements which have served to guide the Fund's administration:

> **Impact** of the UN Trust Fund in supporting and advancing the implementation of existing laws and policies at the national/local level that address violence against women and girls;

- -

> **Involvement** of different stakeholders (e.g. Member States, UN organizations, international and national NGOs, women's organizations, donors) in the efforts to address violence against women;

- -

> **Efficiency** of the UN Trust Fund in terms of managerial, administrative and relevant institutional factors (including as regards cost-efficiency);

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> **Knowledge generation and capacity development**, in line with the UN Trust Fund's potential as a leading

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

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

source of global learning on what strategies work to end violence against women and girls;

> **Resource mobilization**, through intensified efforts to expand the funding base with a wider range of donors in order to meet demand.

UN Trust Fund grantees include governments, NGOs, and starting in 2008, UN Country Teams. Grants are awarded to applications from developing countries and countries in transition. To date, UN Trust Fund grantees have worked across various advocacy and programme areas – from public awareness raising, coordination and coalition building, to policy and legal reform, and capacity development of the police, the judiciary and the health sector, among others. For most of its history, grants have been of relatively small size and primarily awarded to NGOs and grass-roots groups; but with the increasing resources over the past few years, the Trust Fund has been able to move to larger and longer-term grants.

3. Scope of Evaluation

This evaluation will focus on the implementation of the UN Trust Fund Strategy for 2005-2008, including a sample of case studies from grantees' interventions and Trust Fund activities in a sample of 4-6 selected countries. Criteria for country selection will be determined with the Evaluation Team after initial consultations with key stakeholders. The evaluation will examine the UN Trust Fund Strategy at both global and country levels, and will pay particular attention on the Fund processes and programme directions.

It will cover the UN Trust Fund Strategy's implementation, management issues, and the role of other UN agencies and of inter-agency collaboration, decision-making, and governance modalities.

Evaluation Questions and Criteria

The evaluation questions relate to the subject, scope, and objectives of the evaluation and intend to measure the effectiveness, efficiency, and relevance of the UN Trust Fund Strategy's implementation. These questions are indicative of the key information needs regarding the following criteria; the questions will be further refined during the inception phase of this evaluation.

The following definitions would apply[71]:

> **Effectiveness:** The extent to which the objectives behind the UN Trust Fund Strategy's key elements were achieved;

> **Efficiency:** The measure of how the UN Trust Fund's resources (e.g. staff time, technical, financial) are economically managed and converted to results;

> **Relevance:** The extent to which the UN Trust Fund activities are consistent with and advancing global and national priorities, recommendations and policy frameworks in the field of ending violence against women, and the principles of UN reform. These are the proposed evaluation questions, which will be further refined with the Evaluation Team:

Questions related to effectiveness:
> How effective has the Strategy been in enhancing and expanding the scope of the UN Trust Fund?

> What changes has the UN Trust Fund contributed to in terms of legal and policy frameworks and their implementation, in particular at country and local levels?

> How has the UN Trust Fund contributed to spurring innovation, catalysing and/or expanding programmes and services (i.e. for survivors etc.)?

> What capacities of the duty bearers and the rights holders have been strengthened through the implementation of the strategy and the grantee interventions?

> How has the UN Trust Fund Strategy and grant-making catered for capacity development of grantees when necessary, to ensure effective delivery of projects?

> How is the UN Trust Fund contributing to catalysing and establishing national processes for sustained progress on ending violence against women and girls?

> What are the varying roles that the UN agencies play in enhancing the effectiveness, of the UN Trust Fund, and how could they be strengthened?

> What added value and synergies are UNIFEM and UN agencies bringing to improving the impact potential of the UN Trust Fund?

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

Questions related to efficiency:
> What measures have been taken during the Strategy's implementation period to ensure UN Trust Fund resources are used efficiently?

> How do the UNIFEM organizational structure, managerial support and coordination mechanisms support the efficiency of the UN Trust Fund?

> Is the managerial and staff structure in place cost-effective? Is it adequate to current context and demand?

Questions related to relevance:
> Are the UN Trust Fund Strategy and activities adequate and consistent with global and national policy priorities, including General Assembly Resolutions, CEDAW, MDGs, and other international, regional, and/or national commitments?

> Are the UN Trust Fund Strategy and grant-making responding to global, national, and local priorities for programming and investments in the field of ending violence against women?

> What is the relevance of the UN Trust Fund efforts in relation to the needs and priorities expressed by women affected by or survivors of violence?

> Are the UN Trust Fund's activities in line with global, national, and local needs for knowledge generation and learning?

> Has the UN Trust Fund 2005-2008 Strategy responded to the priorities and needs of the different regions according to their priorities and needs and provided equal opportunities to regions?

The Evaluation Team will develop an evaluation matrix, which will address the above questions, the criteria for evaluating them, the sources that will be used, the indicators and the means of verification as a tool for the evaluation. During the inception phase, the Evaluation Team will further refine the above questions in close consultation with key stakeholders and will ensure that key information needs are addressed.

4. Management of the Evaluation

The UNIFEM Evaluation Unit, as an independent structure reporting directly to the Executive Director, will manage the evaluation and facilitate contact between

the Evaluation Team and key stakeholders. An Evaluation Task Manager will be recruited and work under the supervision of the Evaluation Advisor to manage the evaluation. The following reference groups will be established:

> A *Core Group*, which includes the UNIFEM Evaluation Unit, the UNIFEM End Violence against Women Section, the UNIFEM Deputy Executive Directors, and the UN Trust Fund Manager. This Core Group will function as a steering group to the evaluation as well;

> An Internal Reference Group, with the UNIFEM Geographical Sections, Subregional Offices, Operations, and the resource mobilization and communications units of the Outreach and Business Development Team;

An External Reference Group, equivalent to the UN Trust Fund's global Programme Appraisal Committee (PAC), comprised of representatives of UN sister agencies and international non-governmental organizations. In addition, lead UN Trust Fund bilateral donors will be consulted at a meeting in October 2008, where they will share their expectations on the evaluation; and donors will be invited to the presentation of the evaluation findings. All three reference groups will participate in:

> Individual consultations by the Evaluation Team during the inception phase to exchange expectations, concerns, and interests;

> Will be asked to give feedback on the draft inception report;

> After the field case studies the Evaluation Team will be sharing the draft case study report with the reference groups for comments;

> Will provide feedback on the final draft report.

The Evaluation Task Manager or other members of the Evaluation Unit may participate in the country missions accompanying the Evaluation Team.

The Evaluation Team reports through its Team Leader to the UNIFEM Evaluation Unit, directly to the assigned Evaluation Task Manager, who will share progress and products with the established reference groups. Any technical guidance will be provided by the UNIFEM Evaluation Unit.

The UNIFEM Evaluation Unit, with the support of the UN Trust Fund team, will be facilitating the contact between the Evaluation Team and the stakeholders involved at different levels, in order to give the Evaluation Team easy access to documentation, direct contact with stakeholders and organize field visits.

Approval of intermediate and final products will be given by the UNIFEM Evaluation Unit, which is standing as an independent entity in relation to the other UNIFEM and UN actors involved in this evaluation. If applicable, selection, orientation, and training of team members, assistants, and interpreters will be conducted by the Evaluation Team. When applicable, capacity development of stakeholders, national or other, resulting from the research demands of the evaluation process will be the responsibility of the Evaluation Team.

The evaluators' independence is clearly outlined by the ethical conduct of the UNEG Standards and Norms, as well as in UNDP and UNIFEM Evaluation Guidelines. The Evaluation Team is to act according to the agreed and signed Terms of Reference and to proceed according to all stated agreements. The Evaluation Team cannot change any substantive or administrative matter without written consent by the Evaluation Unit, UNIFEM.

5. Approach and Methodology

The evaluation methodologies to be applied in the evaluation will be developed by the Evaluation Team and presented for approval to the UNIFEM Evaluation Unit. The Evaluation Task Manager will keep the established reference groups informed about the proposed evaluation methods. The methodology should include:

> An evaluation design that builds on the above detailed scope, objectives and questions, specifying the approach to address the evaluation objectives and questions (including an evaluation matrix with key evaluation criteria, questions, indicators and sources of information);

> The instruments and tools to be used for gathering relevant information and data, including identification of the variety of key informants to be interviewed;

> The approaches for the analysis and the interpretation of data (e.g. types of data analysis used, data collection instruments, the level of precision, sampling approaches);

> The selection process and criteria of the sampling of grantees' interventions in four-six countries;

> The list of information sources gathered, and making them available to UNIFEM;

> Expected measures that will be put in place to ensure that the evaluation process is ethical and that the participants in the evaluation – e.g. interviewees, sources – will be protected (according to the UNEG norms and standards and the WHO recommendations on conducting ethical research[72]);

> Highlights of any evaluation process results expected (e.g. networks strengthened, mechanisms for dialogue established, common analysis established among different groups of stakeholders);

> A detailed workplan indicating timing of activities, responsibilities, and use of resources.

The **evaluation will be conducted in 4 stages** – an inception stage; a comprehensive study; country field visits, and a final overall analysis stage to draft the final evaluation report.

> **Stage 0 - Inception phase** involves an initial desk review and interviews with the key stakeholders to define the scope of evaluation and refine the evaluation questions. It will result in an inception report with the development of detailed workplan, methodology for gathering and analysing the data, and the criteria for the selection of countries. The evaluators will meet with the Core Group and key stakeholders at the global level.

> **Stage 1- Comprehensive study** covers a thorough desk review of all relevant documentation and completion of interviews with key stakeholders at global and regional levels.

> **Stage 2 - Country field visits** involve field visits to 4-6 countries, review of corresponding case studies documentation; and drafting of preliminary evaluation findings and reports, including country reports.

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72 Ellsberg, Mary Carroll, Heise, Lori, (WHO/PATH), 2005: "Researching Violence Against Women: A Practical Guide for Researchers and Activists"

> **Stage 3- Overall analysis** will focus on the data analysis, including the preparation of the final evaluation report.

6. Expected Products and Timeline

The following products are expected to be delivered by the Evaluation Team:

> An Inception Report, due 30 November 2008.

> Four Country Reports, due 15 February 2009.

> Power Point presentation of Preliminary Findings and Recommendations, due 25 February 2009.

> Draft Evaluation Report and Executive Summary, due 20 March 2009.

> Final Evaluation Report and Executive Summary, due 31 April 2009.

More information on the products and the evaluation process are detailed in the table below:

PRODUCTS FOR DIFFERENT STAGES OF EVALUATION	TIME LINE
Stage 0: Inception report, which includes evaluation methodology and contemplated data sets, definition of criteria for selecting which projects/grantees to visit at field level, and the timing of activities and deliverables (2 electronic copies).	30 November 2008.
Stage 1: Comprehensive desk review of all relevant documentation and completion of interviews with key stakeholders at global and subregional levels.	30 November - 15 December 2008.
Stage 2: Conduct field visits, selected on basis of agreed selection criteria. Draft country assessment reports and document the methodologies used, all information collected and preliminary findings in country reports which can be used as annexes to the evaluation report; (2 electronic copies). Power Point presentation on preliminary findings to UNIFEM, lessons learned, and recommendations (2 electronic copies).	15 December 2008 - 15 February 2009. 15 February 2009. 25 February 2009.
Stage 3: Draft 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 (2 electronic and 2 soft copies). Briefings in NY to key external stakeholders (donors; external reference group/Trust Fund PAC).	20 March 2009. 10 April 2009.
Final evaluation report, five-page executive summary and country reports and their summaries; 2 soft copies and 5 hard copies.	31 April 2009.

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

The evaluation will be conducted by a team, (recommended to be composed of 4-6 experts, with an international consultant as Evaluation Team Leader, and national, regional, and/or international Consultants as Team Members).

a. Evaluation Team Leader – International Consultant

> At least a master's degree; PhD preferred, in any social science, preferably including gender, evaluation or social research;

> 10 years of working experience in evaluation, at least 5 in evaluation of development programmes and knowledge of evaluation of funding mechanisms;

> Experience in evaluation of large programmes involving multi-countries and multiple stakeholders;

> Proven experience as an evaluation team leader with ability to lead and work with other evaluation experts;

> Experience as team leader or manager of "complex" evaluations;

> 5 years of experience and background on human rights based approach to programming and gender equality, including familiarity with human rights standards and agreements such as CEDAW, among others; experience in working with multi-stakeholders and the UN is essential; experience in working with governments, NGOs, and the UN/ multilateral/bilateral institutions and donor entities is an asset;

> Experience in participatory approach is an asset. Facilitation skills and ability to manage diversity of views in different cultural contexts;

> Experience in capacity development essential;

> Familiarity with the UN and fund mechanisms;

> Familiarity with the UNEG standards and norms for evaluations;

> Ability to produce well written reports demonstrating analytical ability and communication skill;

> Ability to work with the organization commissioning the evaluation and with other evaluation stakeholders

to ensure that a high quality product is delivered on a timely basis;

> Fluent in English and working knowledge of another UN language.

The Evaluation Team Leader will be responsible for coordinating the evaluation as a whole, the evaluation team, the workplan, delivery of the expected evaluation outputs and all presentations outlined above. It is important that the composition of the evaluation team includes language skills not only in English, but also Spanish and French, and knowledge of other relevant languages is an added asset.

Upon presenting a proposal the team leader should also provide examples of two recent evaluations in relevant fields where she/he contributed significantly as the lead writer.

b. Evaluation Team Members – International/ National Consultants

> At least a master's degree related to any of the social sciences, preferably including gender studies, evaluation or social research;

> At least 5 years experience in evaluation;

> Good understanding of gender equality and human rights. At least 5 years experience in this field. Familiarity with human rights standards and agreements such as CEDAW, among others;

> Experience in working with at least two of the following stakeholders - government, civil society, multilateral institutions;

> Good analytical ability and reporting skills;

> Ability to work in and with a team, and in different cultural settings;

> Fluent in English and preferably another UN language. Working knowledge of an additional language is an asset;

> At least one of the team members should have organizational capacity expertise.

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, program, project, or organizational unit being evaluated.

> **Conflict of Interest:** Evaluators are required to disclose in writing any past experience, which may give rise to a potential conflict of interest, and to deal honestly in resolving any conflict of interest which may arise.

> **Honesty and Integrity:** Evaluators shall show honesty and integrity in their own behaviour, negotiating honestly the evaluation costs, tasks, limitations, scope of results likely to be obtained, while accurately presenting their procedures, data, and findings and highlighting any limitations or uncertainties of interpretation within the evaluation.

> **Competence:** Evaluators shall accurately represent their level of skills and knowledge and work only within the limits of their professional training and abilities in evaluation, declining assignments for which they do not have the skills and experience to complete successfully.

> **Accountability:** Evaluators are accountable for the completion of the agreed evaluation deliverables within the timeframe and budget agreed, while operating in a cost effective manner.

> **Obligations to Participants:** Evaluators shall respect and protect the rights and welfare of human subjects and communities, in accordance with the UN Universal Declaration of Human Rights and other human rights conventions. Evaluators shall respect differences in culture, local customs, religious beliefs and practices, personal interaction, gender roles, disability, age and ethnicity, while using evaluation instruments appropriate to the cultural setting. Evaluators shall ensure prospective participants are treated as autonomous agents, free to choose whether to participate in the evaluation, while ensuring that the relatively powerless are represented.

> **Confidentiality:** Evaluators shall respect people's right to provide information in confidence and make participants aware of the scope and limits of confidentiality, while ensuring that sensitive information cannot be traced to its source.

> **Avoidance of Harm:** Evaluators shall act to minimize risks and harms to, and burdens on, those participating in the evaluation, without compromising the integrity of the evaluation findings.

> **Accuracy, Completeness and Reliability:** Evaluators have an obligation to ensure that evaluation reports and presentations are accurate, complete, and reliable. Evaluators shall explicitly justify judgments, findings, and conclusions and show their underlying rationale, so that stakeholders are in a position to assess them.

> **Transparency:** Evaluators shall clearly communicate to stakeholders the purpose of the evaluation, the criteria applied, and the intended use of findings. Evaluators shall ensure that stakeholders have a say in shaping the evaluation and shall ensure that all documentation is readily available to and understood by stakeholders.

> **Omissions and wrongdoing:** Where evaluators find evidence of wrong-doing or unethical conduct, they are obliged to report it to the proper oversight authority.

9. Annexes

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

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

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

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

Annex D: Relevant background documents, to be made available upon request.

Annex E: UN Trust Fund documentation, to be made available upon request.

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

"External evaluation of the un trust fund in support of actions to eliminate violence against women"

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

I. Team Composition (40%)
The team leader's and all team's experience and qualifications meet the criteria indicated in the TOR. The team is gender balanced and cross-culturally diverse.

II. Technical proposal (40%)

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

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

> **Workplan:** The time-frame and resources indicated in the work plan are realistic and useful for the needs of the evaluation.

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

III. Budget (20 %)
The budget proposed is sufficient for applying the data gathering techniques and for obtaining reliable data for the evaluation in the timeframe indicated.

Please indicate whether you are planning to submit a proposal. Proposals and any questions should be submitted electronically to Belen Sanz at belen.sanz@unifem.org with copy to rhonda.de-freitas@unifem.org.

Annex II

Evaluation Matrix

An asterisk (*) indicates that data will be collected during the field missions.

EVALUATION QUESTIONS	ISSUES TO BE EXAMINED	EXAMPLE OF INDICATORS	SOURCES OF DATA AND METHODOLOGY	MEANS OF VERIFICATION
1. EFFECTIVENESS				
1.1 How effective has the 2005-2008 Strategy been in enhancing and expanding the scope of the UN Trust Fund?	Whether and how the scope of the Strategy has been expanded over the past four years Whether new profiles of grantees and grantees in new countries have been included in its scope Whether there have been any new donors and what kinds Whether additional types / groupings of recipients have been added to the overall programming mix over the last four years	Number of new nations participating in programming Number of new / renewed national donor commitments Number of new private sector / NGO participants / donors (and value of contributions) Number and type of new programming Number of consultative actions Rate of increase in general support within the UN system and by UN Trust Fund donors for programming to combat violence (non direct Trust Fund activities)	Document review Statistical data analysis Stakeholder and donor interviews Meetings/ interviews with project recipients* Meeting with UNIFEM and Trust Fund management and staff Meetings with Trust Fund decision makers and PAC members Meetings / interviews with UN systems representatives	Cross- matching data from a variety of UNIFEM/Trust Fund sources Triangulating meeting and interview results Cross analysis of documentary data from a variety of UNIFEM/ Trust Fund sources with other sources
1.2 What changes has the UN Trust Fund contributed to in terms of legal or policy frameworks and their implementation in particular at country and local levels?	Whether in nations or regions new legal or policy frameworks have been adopted Whether such new frameworks have been considered by responsible authorities, but not yet implemented Whether there has been an increase in the level of advocacy for such new frameworks	Number of new frameworks Number of discussions relative to such frameworks at the national/ local level Perception of UN Trust Fund staff grantee and government representatives	Document review Statistical data analysis Small community based group meetings* Meetings/ interviews with survivors* Meetings/ interviews with public officials* Meetings/ interviews with representatives of civil society*	Cross- matching data from a variety of UNIFEM/Trust Fund sources Triangulating meeting and interview results Cross analysis of documentary data from a variety of UNIFEM/ Trust Fund sources with other sources

EVALUATION QUESTIONS	ISSUES TO BE EXAMINED	EXAMPLE OF INDICATORS	SOURCES OF DATA AND METHODOLOGY	MEANS OF VERIFICATION
1.2 (Cont'd)			Meetings/ interviews with in-country donor representatives

Meeting with UNIFEM and Trust Fund management and staff

Meetings/interviews with other relevant UN agencies* | |
| 1.3 How has the UN Trust Fund contributed to spurring innovation, catalysing and / or expanding programmes and services (i.e. for survivors, etc)? | Whether new programming types (especially for survivors) have been supported by the Trust Fund

Whether Trust Fund supported activities have resulted in national or regional/ local authorities putting into place new indigenous programming

Whether the current programming has increased as a result of catalytic / sensitization raising activities supported by the Trust Fund | Number of and type of new programming

Degree to which national / local authorities have put in place new programming of their own accord

Percentage increase of Trust Fund supported programming | Document review

Statistical data analysis

Meetings/ interviews with public officials*

Small community-based group meetings*

Meeting with UNIFEM and Trust Fund management and staff | Cross- matching data from a variety of UNIFEM/Trust Fund sources

Triangulating meeting and interview results

Cross analysis of documentary data from a variety of UNIFEM/ Trust Fund sources with other sources |
| 1.4 What capacities of the duty bearers and rights holders have been strengthened through implementation of the Strategy and grantee interventions? | Whether recipients have been able to expand the range of activities undertaken, especially advocacy related activities

Whether public sector duty bearers have increased their level of activity / intervention / advocacy

Whether new areas of activity have resulted as a consequence of Trust Fund supported activities

Whether community groups in general, and survivors specifically, have been better able to take actions against those who abused them | Increase in the level of service provided

Number of new type of services provided

Increase of incidence of advocacy activities

Incidence of public statements by office holders as to the severity of the issue | Document review

Meetings with executing agencies

Meetings/ interviews with survivors*

Meetings/ interviews with public officials*

Meetings/ interviews with representatives of civil society*

Meeting with UNIFEM and Trust Fund management and staff | Cross- matching data from a variety of UNIFEM/Trust Fund sources

Triangulating meeting and interview results

Cross analysis of documentary data from a variety of UNIFEM/ Trust Fund sources with other sources |

EVALUATION QUESTIONS	ISSUES TO BE EXAMINED	EXAMPLE OF INDICATORS	SOURCES OF DATA AND METHODOLOGY	MEANS OF VERIFICATION
1.5 How have the UN Trust Fund 2005-2008 Strategy and grants contributed to capacity development of grantees, when necessary, to ensure effective delivery of projects?	Whether grantees have acquired new skills Whether there are mechanisms in place to follow-up on the effects of training efforts Whether request from potential grantees for skills/capacity development have been responded to Whether the Trust Fund has given priority to new skills/capacity development Whether any such new skills / capacity have resulted in more Trust Fund supported programming being delivered Whether new programming that is not supported directly by the Trust Fund has come into being as a result of the UN Trust Fund intervention	Number of new types of service provide by grantees Increase of acceptance of request for assistance regarding capacity development Increase of multiple/ sequential programming Number of new initiatives not supported by the Trust Fund mounted by grantees/ participants of Trust Fund supported programming (multiplier effect) Overall ratio of capacity development to other types of programming	Document review Small community based group meetings* Meetings/interviews with grantees* Meetings/ interviews with in-country donor representatives* Meeting with UNIFEM and Trust Fund management and staff Meetings / interviews with UN systems representatives	Triangulating meeting and interview results Cross analysis of documentary data from a variety of UNIFEM/ Trust Fund sources with other sources
1.6 How is the UN Trust Fund contributing to catalysing and establishing national processes for sustained progress on ending violence against women and girls?[73]	Whether new national and / or regional / local processes have come about as a result of Trust Fund supported activity Whether there have been increased discussions/ awareness raised at the national / local levels as to the urgency to develop new national processes Whether a national / local consensus has emerged as a result of Trust Fund supported activity	Number of and type of new strategies / new programming put in place in nations receiving Trust Fund support Number of consultative actions supported by the Trust Fund Number of consultative actions that have occurred as a result of (but not directly supported by) the Trust Fund	Document review Stakeholder and donor interviews Meetings/ interviews with survivors* Meetings/ interviews with public officials* Meetings/ interviews with representatives of civil society* (Trust Fund)	Cross- matching data from UNIFEM/Trust Fund sources Triangulating meeting and interview results Cross analysis of documentary data from a variety of UNIFEM/ Trust Fund sources with other sources

73 We will examine this question from a contribution perspective rather than an at-tribution perspective. The size of grants and the number of grants in countries are modest and would typically not have a direct effect on changes at a national level.

EVALUATION QUESTIONS	ISSUES TO BE EXAMINED	EXAMPLE OF INDICATORS	SOURCES OF DATA AND METHODOLOGY	MEANS OF VERIFICATION
1.6 (Cont'd)		Number of advocacy activities undertaken by Trust Fund supported groups Number of such activities undertaken by such groups, but not directly supported by the Trust Fund Level of national/local funding provided to organisations that receive Trust Fund support	Meetings/ interviews with in-country donor representatives* Meeting with UNIFEM and Trust Fund management and staff	
1.7 What are the varying roles that UN agencies play in enhancing the effectiveness of the UN Trust Fund and how could they be strengthened?	Whether other UN agencies have complementary programming in place Whether such programming is linked to / planned in conjunction with the Trust Fund grantees Whether new types of programming of other UN agencies have come into being Whether consultative / coordinative mechanisms exist between the Trust Fund and other UN bodies and how these have evolved over time Whether other UN agencies' involvement in the PAC has increased their ownership of the UN Trust Fund	Type and number of complementary programming Number of new EVAW programming / projects launched by UN partners Number of and type of new programming launched by other donors, including programming also under UNIFEM auspices Type and number of consultative/ coordinative fora Composition of and attendance at PAC meetings Role of other UN agency representatives in the project selection process	Document review Stakeholder and donor interviews Meetings/ interviews with in-country donor representatives* Meeting with UNIFEM and Trust Fund management and staff Meetings with Trust Fund decision makers (governance body members, PAC members) Meetings / interviews with UN systems representatives	Cross- matching data from a variety of UNIFEM/Trust Fund sources Triangulating meeting and interview results Cross analysis of documentary data from a variety of UNIFEM/ Trust Fund sources with other sources
1.8 What added values and synergies are UNIFEM and UN agencies bringing to improve the impact potential of the UN Trust Fund?	Whether the lessons of other similar funds have been used by UNIFEM and other UN agencies to increase the overall effectiveness of the UN Trust Fund Whether there is evidence that UNIFEM personnel have consulted with other UN bodies in regard to the potential for synergies/leverage	Type and number of consultative/ coordinative fora Type and number of programming changes that can be attributed to "lessons learned" from others Type of "value added" characteristics attributed to the Trust Fund	Document review Stakeholder and donor interviews* Meetings/ interviews with public officials* Meetings/ interviews with in-country donor representatives*	Cross- matching data from a variety of UNIFEM/Trust Fund sources Triangulating meeting and interview results

EVALUATION QUESTIONS	ISSUES TO BE EXAMINED	EXAMPLE OF INDICATORS	SOURCES OF DATA AND METHODOLOGY	MEANS OF VERIFICATION
1.8 (Cont'd)	Whether there is verifiable evidence that the work of the Trust Fund has been impacted by the lessons of others		Meetings with UNIFEM and Trust Fund management and staff Meetings/interviews with Trust Fund decision makers (governance body members, including PAC members at global and SRO levels) Meetings / interviews with UN systems representatives UN focal points to TF/ UN thematic group on gender* Specific organisations that implement projects in a given country on VAW	Cross analysis of documentary data from a variety of UNIFEM/ Trust Fund sources with other sources
2. EFFICIENCY				
2.1 What measures have been taken during the Strategy's implementation period to ensure UN Trust Fund resources are used efficiently?	Whether the UNIFEM staff and managers have put into place measures over the last four years to measure programme efficiency Whether they have assessed the Trust Fund's administrative measures in comparison to those used by analogous UN bodies Whether there have been any administrative reforms / changes over the last five years Whether such measures, if any, have resulted in any increase in the rate of disbursements (time and / or value)	Type and number of efficiency related studies/review undertaken Type and number of renewal/ administrative changes Rate of disbursement patterns (type of, time/ motion, and through put costs)	Document review Meeting with UNIFEM and Trust Fund management and staff Meetings with Trust Fund decision makers (governance body members)	Triangulating meeting and interview results

EVALUATION QUESTIONS	ISSUES TO BE EXAMINED	EXAMPLE OF INDICATORS	SOURCES OF DATA AND METHODOLOGY	MEANS OF VERIFICATION
2.2 How do the UNIFEM organisational structure, managerial support, selection procedures, project appraisal procedures and coordination mechanisms support the efficiency of the Trust Fund?	Whether there have been any internal reviews of internal procedures so as to improve programme efficiency? Whether the recommendations of any such reviews have been implemented Whether there is evidence that such reviews / renewals have improved the rate of delivery Whether there is evidence that such reviews / renewals have improved the quality of proposals Whether stakeholders and donors perceive the Trust Fund to be an efficient delivery mechanism Whether stakeholder and or donor suggestions for improvements have been acted upon Whether the existing mechanisms for the participation of other UN agencies in the UN Trust Fund support its efficiency	Type and number of efficiency related studies/ reviews undertaken Type and number of renewal/ administrative changes Rate of disbursement patterns (type of, time/ motion and through put costs) Number of and rate of acceptance of suggestions for renewal/ changes made by both stakeholders and donors	Document review Meeting with UNIFEM and Trust Fund management and staff Interviews with executing agencies/ grantees* Meetings/interviews with PAC members Meetings/interviews with organisations that were refused grants*	Triangulating meeting and interview results Cross analysis of documentary data from a variety of UNIFEM/ Trust Fund sources with other sources
2.3 Is the managerial and staff structure in place cost-effective? Is it adequate to the current context and demands?	Whether the Trust Fund has established baselines for assessing programmatic efficiency Whether there are efficiency related monitoring mechanism in place Whether such mechanisms are actively used in programming re-design and/ or resource decision-making Whether there have been any needs assessments of the Trust Fund that have addressed efficiency related considerations	Number of baseline studies undertaken List, if any, of efficiency related baselines List of monitoring mechanisms put in place and their dates of implementation Number of comparative analyses undertaken Number of needs assessment studies undertaken	Document review Meeting with UNIFEM and Trust Fund management and staff Meetings with Trust Fund decision makers (governance body members, PAC members)	Triangulating meeting and interview results

EVALUATION QUESTIONS	ISSUES TO BE EXAMINED	EXAMPLE OF INDICATORS	SOURCES OF DATA AND METHODOLOGY	MEANS OF VERIFICATION
3. RELEVANCE				
3.1 Are the UN Trust Fund Strategy and activities adequate and consistent with global and national policy priorities, including General Assembly Resolutions, CEDAW, MDGs, and other international, regional and / or national commitments?	Whether the Trust Fund has conducted global scans to ascertain large scale priorities and analyse these in comparison to the current portfolio of the Trust Fund Whether donors and stakeholders perceive the Trust Fund to be responsive to such global/ regional/ national priorities Whether the Trust Fund responds in whole and/ or in part to such articulated priorities Whether stakeholders including donors perceive the Trust Fund responses to be adequate in the face of such global priorities Whether the Trust Fund has sufficient resources to be able to respond to such priorities, given its specified mandate	Utilization of resources in relation to needs/ request for support (acceptance/ approval ratios) Listing of priority areas in comparison with Trust Fund supported activities Minutes from PAC meetings of relevant discussions and issues Degree of alignment between grant-making and national priorities	Document review Stakeholder and donor interviews Meetings/ interviews with in-country donor representatives* Meeting with UNIFEM and Trust Fund management and staff Meetings with Trust Fund decision makers (governance body members, PAC members) Meetings / interviews with UN systems representatives	Triangulating meeting and interview results Cross analysis of documentary data from a variety of UNIFEM/ Trust Fund sources with other sources
3.2 What is the relevance of the UN Trust Fund efforts in relation to the needs and priorities expressed by women affected by violence or survivors of violence?	Whether the Trust Fund has mechanisms to ascertain the needs of women (and by extension communities) and especially survivors emphasis on baselines Whether the programming mix at a national / regional / local level reflects these articulated needs	Type and number of consultative and feedback mechanisms Evidence that programming corresponds to local/ national needs Number of evaluations undertaken and grantee monitoring mechanisms in place	Document review Statistical data analysis Stakeholder and donor interviews Small community-based group meetings* Meetings/ interviews with survivors* Meetings/ interviews with public officials* Meetings/ interviews with representatives of civil society* Meeting with UNIFEM and Trust Fund management and staff	Cross- matching statistical data from a variety of UNIFEM/ Trust Fund sources Triangulating meeting and interview results Cross analysis of documentary data from a variety of UNIFEM/ Trust Fund sources with other sources

EVALUATION QUESTIONS	ISSUES TO BE EXAMINED	EXAMPLE OF INDICATORS	SOURCES OF DATA AND METHODOLOGY	MEANS OF VERIFICATION
3.3 Are the UN Trust Fund activities in line with global, national and local needs for knowledge generation and learning?	Whether Trust Fund supported activity has increased the general awareness of the gravity of the situation regarding violence against women and girls Whether the Trust Fund has responded to local / national requests for capacity development / knowledge transmission Whether Trust Fund activity corresponds to / complements national / local strategies for capacity development and knowledge transmission	Number of knowledge generation / awareness raising activities in comparison to the total UN TF project portfolio Evidence that awareness has been raised at large	Document review Statistical data analysis Meetings/ interviews with project recipients* Meetings/ interviews with public officials* Meetings/ interviews with representatives of civil society* Meeting with UNIFEM and Trust Fund management and staff Meetings / interviews with UN systems representatives	Triangulating meeting and interview results Cross analysis of documentary data from a variety of UNIFEM/ Trust Fund sources with other sources
3.4 Has the UN Trust Fund 2005- 2008 Strategy responded to the priorities and needs of different regions according to their priorities and needs and provided equal representation to regions?	Whether the Trust Fund has been able to respond to articulated national / local priorities Whether the Trust Fund has been able to respond to post-conflict situations where the probability of violence against women and girls may be the highest Whether the Trust Fund has a formalised needs assessment framework used to determine resource decision-making	Geographic distribution of the portfolio Distribution of the portfolio by type Ratio of Trust Fund support (type, number and value) to all types of programming supported by others (including UN system bodies) Existence of a funding formula and criteria for funding Number of activities in post-conflict situations, especially immediate post-conflict environments	Document review Statistical data analysis Meeting with UNIFEM and Trust Fund management and staff Meetings with Trust Fund decision makers (governance body members, PAC members) Meetings / interviews with UN systems representatives	Cross- matching statistical data from a variety of UNIFEM/ Trust Fund sources Triangulating meeting and interview results Cross analysis of documentary data from a variety of UNIFEM/ Trust Fund sources with other sources

Questionnaire

Evaluation of the UN Trust Fund in Support of Actions to Eliminate Violence against Women

UNIFEM has commissioned an evaluation of the UN Trust Fund in Support of Actions to Eliminate Violence against Women to identify strengths, weaknesses, challenges and lessons learned during the period 2005 to 2008. The evaluation will be undertaken by an evaluation team led by Dr. Marie Hélène Adrien from the independent consulting firm UNIVERSALIA.

We hope the evaluation will enhance our organizational learning so that our future work can be further improved. The evaluation team will interview staff and partners around the world, conduct case studies in eight countries (Ecuador, Haiti, Cameroon, Rwanda, Ukraine, Bulgaria, Nepal and India) and undertake an extensive desk review of our work.

The evaluation also aims to survey our grantees. **We would greatly appreciate if you could please take the time to provide answers to this on-line questionnaire no later than <u>April 27, 2009.</u> Be assured that all information you provide will remain confidential; The questionnaire is anonymous and the responses will be sent directly to the evaluators.**

The replies to these questions are intended to assess our strengths as your partner; identify areas where we can improve and look at how we can support you better in the future. We therefore **urge you to be frank and truthful**. Please note that if you follow the instructions, your **anonymity will be guaranteed** – the evaluation team leader will not share with UNIFEM or anyone else your names or your replies.

If you require further information concerning this survey or if you experience difficulty filling it out online, please contact Ms. Elisabetta Micaro (<u>emicaro@universalia.com</u>) / Ms. Emilie Peter (<u>epeter@universalia.com</u>).

Thank you very much for your help!

1. Your Organization

1.1   What is the type of your organization? (Please only select one answer)

☐ Government
☐ Civil Society Organization (select one)
    ☐ Women's
    ☐ Men's
    ☐ Youth
    ☐ Faith-based
    ☐ Human rights
    ☐ Development
    ☐ Humanitarian
    ☐ Other (please specify):

□   Academic/Research
□   Professional Association
□   United Nations Country Team (UNCT)

Specify lead UN agency:

Specify other UN agencies:

□   Other (please specify):

1.2   Is your organization a non-governmental organisation?

Yes	No

1.3   Is your organization part of a network or coalition?

Yes	No

1.4   Does your organization have a legal status in the country of operation?

Yes	No

1.5   What is the level at which your organization operates? (Select all that apply)

□   Country or territory
□   Community-based/grass-roots
□   Local
□   Subnational (i.e. province, state)
□   National
□   Regional
□   International

1.6   What are the annual organizational budget?

2005:

2006:

2007:

1.7   What did the grant your organization received from the UN Trust Fund consist of?

□   Less than 10% of our annual budget
□   11-25% of our annual budget
□   26-50% of our annual budget
□   51-75% of our annual budget
□   76-100% of our annual budget

2. Your Experience with the UN Trust Fund

2.1   Based on your experience, indicate the level of importance of the following interventions to address violence against women:

	Not important at all	Not important	Important	Very important	Extremely important	Do not know
Collecting data and research on violence against women						
Forging partnerships and building coalitions						
Building the capacity of the legal and security sectors						
Building capacity in the educational sectors						
Building capacity in the social and health sectors						
Undertaking budget analysis and gender-responsive budgeting						
Delivering service to affected women?						
Raising awareness of violence against women						
Mobilising communities to eliminate violence						
Monitoring policies and laws to ensure accountability						
Other, please specify: _____ _____ _____						

2.2   Based on your experience, please rate how important it is for your staff to be trained in the following areas:

	Not important at all	Not important	Important	Very important	Extremely important	Do not know
Project design						
Monitoring and Evaluation						

	Not important at all	Not important	Important	Very important	Extremely important	Do not know
Reporting						
Human resource management						
Financial management						
Legal issues						
Information technology						
Networking and coalition building						
Resource mobilization						
Knowledge on a specific form of EVAW (please specify) _____ _____ _____						
Other, please specify: _____ _____ _____						

2.3   Based on your experience, please rate the importance of the following facts to achieve sustainable project results:

	Not important at all	Not important	Important	Very important	Extremely important	Do not know
Grant size						
Identification in the project proposal of potential risks and corresponding mitigating strategies						
Support/feedback received from UNIFEM during the writing of the project proposal						
Previous experience of your organization with this UN Trust Fund to eliminate violence against women						

	Not important at all	Not important	Important	Very important	Extremely important	Do not know
Previous experience of my organization in implementing similar projects (in terms of strategy used)						
Effective monitoring of the project						
Management capacity of the organization						
Partnership with key actors (excluding government)						
Partnership with government						
Other, please specify: _____ _____ _____						

2.4   Did your project integrate an evaluation in its programming?

Yes	No

2.5   Did your project carry out an evaluation at the end of the project?

Yes	No

3. Comments

3.1   Please provide any further comments you wish to share in relation to the UN Trust Fund.

Thank you for your cooperation.

Annex IV

List of Respondents

1. New York informants and UNIFEM subregional staff

Title	Organisation	Methods of Consultation
Task manager, Evaluation Unit	UNIFEM	Face-to-face Interview
Executive director	UNIFEM	Face-to-face Interview
Head, EVAW section	UNIFEM	Face-to-face Interview
Deputy Executive Director EVAW Advisor	UNIFEM	Face-to-face Interview and Focus Group
TF manager	UNIFEM	Phone Interview, Face-to-face Interview, SWOT Workshop, Focus Group
Monitoring and Evaluation Specialist	UNIFEM	Face-to-face Interview and Focus Group
TF Programme Analyst – Knowledge Management	UNIFEM	SWOT Workshop
TF Programme Analyst - Capacity Development	UNIFEM	SWOT Workshop
TF programme associate	UNIFEM	SWOT Workshop
TF consultant	UNIFEM	SWOT Workshop
Counsellor	Permanent Mission of Finland to the United Nations	Face-to-face Interview
Second Secretary	Permanent Mission of Netherlands to the United Nations	Face-to-face Interview
Focal Point, LAC Section	UNIFEM	Focus Group, Phone Interview
Programme Specialist, Focal Point	UNIFEM	Focus Group
Evaluation Specialist, Evaluation Unit	UNIFEM	Focus Group
Programme Specialist, Africa Section	UNIFEM	Focus Group
Deputy Director	UN Habitat	Focus Group
Gender Specialist, Gender Unit PGQA,	UNICEF	Focus Group

Title	Organisation	Methods of Consultation
Gender Advisor	OCHA	Focus Group
Programme Officer	International Labour Organisation	Focus Group
Focal Point TF	UNIFEM – Southern Africa	Phone Interview
Focal Point TF	UNIFEM – West Africa	Phone Interview
Coordinator	UNIFEM – Arab states	Phone Interview
Regional Programme Director	UNIFEM – Caribbean	Face-to-face Interview
Regional Programme Director	UNIFEM - Pacific	Phone Interview
Focal Point TF	UNIFEM – East and Horn of Africa	Email Consultation
EVAW Consultant	UNIFEM - CEE	Phone Interview and Email Consultation

2. Ukraine and Bulgaria

2.1 Bulgaria

2.1.1 Coordinated Efforts towards Building Enabling Environment for Sustainable and Effective Implementation of the Bulgarian Law on Protection against Domestic Violence

Bulgarian Gender Research Foundation (BGRF)

Title	Organization	Methods of Consultation
Foundation Director, Project Director	Bulgarian Gender Research Foundation	Face-to-face interview
Association Director, Co-Partner of the Project	Demetra Association, Burgas	Face-to-face interview
Chair Person of the Fund, Co-Partner of the Project	Bulgarian Fund for Women	Face-to-face interview
Chief Inspector, Trainer in the Project	Regional Police Department, Burgas	Face-to-face interview
Project Assistant	Bulgarian Gender Research Foundation	Face-to-face interview

2.1.2 Development of Integrated Practices to Address Violence against Women and Girls with Disabilities

Institute for Social Policy and Social Work (ISPSW)

Title	Organization	Methods of Consultation
Directed the ISPSW project	Institute for Social Policy and Social Work	Face-to-face interview
ISPSW Project Assistant	Institute for Social Policy and Social Work	Face-to-face interview
ISPSW Project Assistant	Institute for Social Policy and Social Work	Face-to-face interview
Agency Director in Pernik	Agency for Child Protection	Face-to-face interview
Director of the Agency in Pernik Municipality	Regional Agency for Child Protection, Pernik Municipality	Face-to-face interview
Old Director of the Agency in Pernik Municipality	Regional Agency for Child Protection, Pernik Municipality	Face-to-face interview
Foundation Director	PULS Foundation, Pernik	Face-to-face interview
Chief of the Regional Police Department Unit	Regional Police Department Unit on Fighting Domestic Violence	Face-to-face interview
Director of the Information and Analysis Directorate	National Agency for Child Protection, Information and Analysis Directorate	Face-to-face interview
	8 beneficiaries from the Project	Focus group

2.1.3 Additional respondents interviewed about Bulgarian projects

Title	Organization	Methods of Consultation
UNIFEM Regional Programme Director	UNIFEM	Phone interview
Trust Fund Consultant	UNIFEM	Phone interview
Officer-in-Charge, Criminal Justice Reform Unit (Vienna), PAC Member	UNODC	Phone interview

2.2 Ukraine

2.2.1 Violence against Women: Efficiency and Regularity of Counteraction

Ukraine – Kyiv School of Equal Opportunities

Title	Organization	Methods of Consultation
Director	UNDP, Equal Opportunities Program	Face-to-face interview
National Project Coordinator	International Humanitarian Center "Rozrada"	Face-to-face interview
Business Consulting Company	Project Consultant for technical assistance, assigned by the UNIFEM	Face-to-face interview
Project implementer /Regional Coordinator, Vinnytsa region/oblast	n/a	Focus group discussion held in Kyiv at the "Kyiv School of Equal Opportunities" office
Project implementer/ Regional Coordinator, Rivne region/oblast	n/a	Focus group discussion held in Kyiv at the "Kyiv School of Equal Opportunities" office
Project implementer/ Regional Coordinator, Zhytomyr region/oblast	n/a	Focus group discussion held in Kyiv at the "Kyiv School of Equal Opportunities" office
Project implementer/ Regional Coordinator, Lviv region/oblast	n/a	Focus group discussion held in Kyiv at the "Kyiv School of Equal Opportunities" office
Project implementer/ Practical Psychologist, District Center for Work with Women (Kyiv)	n/a	Focus group discussion held in Kyiv at the "Kyiv School of Equal Opportunities" office
5 beneficiaries from the Project	n/a	Focus group

2.2.2 Implementation of the Law on Prevention of Domestic Violence in Ukraine

International Humanitarian Centre "Rozrada"

Title	Organization	Methods of Consultation
Director	Kyiv School of Equal Opportunities	Face-to-face interview
National Program Officer	Kyiv School of Equal Opportunities	Face-to-face interview
Project implementer / Consultant – Psychologist; trainer (Kyiv)	n/a	Focus group discussion was held in Kyiv at the "Rozrada" office
Project implementer/ Project trainer, Consultant (Kyiv)	n/a	Focus group discussion was held in Kyiv at the "Rozrada" office
Project implementer/ Project Co-ordinator (Zhytomyr region/oblast); Leading Specialist,	Department for Methodology of Social Work; Zhytomyr Oblast Center for Family, Children and Youth Issues	Focus group discussion was held in Kyiv at the "Rozrada" office
Project implementer/ Deputy Head	Department for Family and Youth Issues (Vinnytsa oblast)	Focus group discussion was held in Kyiv at the "Rozrada" office
Project implementer/ Head, Sector for Legal and Human Resources Provisioning ,	Kyiv Oblast Center for Social Services for Family, Children and Youth Issues (Kyiv oblast)	Focus group discussion was held in Kyiv at the "Rozrada" office
9 beneficiaries from the Project	n/a	Focus group

2.2.3 Additional respondents interviewed about Bulgarian projects

Title	Organization	Methods of Consultation
UNTF Coordinator	UNIFEM	Phone interview
Director; consultant assigned by UNIFEM	Department of Gender and Family Policy, Ministry of Family, Youth and Sports of Ukraine	Face-to-face interview
Specialist, consultant on the issues of domestic violence	Department of Gender and Family Policy, Ministry of Family, Youth and Sports of Ukraine	Face-to-face interview
Head of the Department, Project Expert	Department of the Criminal Militia on the Issues of Children, Ministry of Internal Affairs of Ukraine	Face-to-face interview

3. Rwanda and Cameroon

3.1 Cameroon

3.1.1 Human Rights Based Approach to Combating VAW in Cameroon

Title	Organization	Methods of Consultation
Program Officer	Centre for Human Rights and Peace Advocacy (CHRAPA)	Face-to-face interview
Network of Traditional authorities		
President	Fondom MBATU	Focus group
	Fondom MENKA	Focus group
	Fondom FINGE	Focus group
	Fondom ANYAJUA	Focus group
Network of Journalists for Women's Rights (NETJOWOR)		
Member	Cameroon Radio and Television (CRTV) – Yaoundé	Focus group
Member	ABAKWA FM – Bamenda	Focus group
Member	Cameroon Baptist Church (CBC) Radio – Bamenda	Focus group
Secretary General of NETJOWOR	Canal 2 International TV – Bamenda	Focus group
President of NETJOWOR	CRTV - Bamenda	Focus group
Public Relations Officer of NETJOWOR	The Enquirer Newspaper	Focus group
Regional Delegate of Communication		Focus group
Network of Women Leaders		
Publicity Secretary	Coastal Sisters	Focus group
Member	Women's Representative	Focus group
Member	Abakwa Women, BOMAKA Buea	Focus group
President	AES Sonel Wives Christian Women Fellowship Tuembeng meeting	Focus group
3 Victims	Not applicable	Focus group
n/a	Mboni – Kom Women	Focus group

3.2 Rwanda

3.2.1 Project: Reinforcing the capacities in the district of Ngoma by implementing mechanisms to prevent and respond to violence against women

Ngoma District

Title	Organization	Methods of Consultation
Executive Secretary	Ngoma District	Face-to-face interview
Director of Good Governance	Ngoma District	Face-to-face interview
Project Coordinator	ARAMA	Face-to-face interview
Vice Mayor in charge of Economic and finance	Ngoma District	Face-to-face interview
President of Ngoma District	National Youth Council(NYC)	Face-to-face interview
1 beneficiary	n/a	Face-to-face interview

3.2.2 Project: Overcoming Gender Based Violence in Rwanda RISD Contacts

Title	Organization	Methods of Consultation
RISD Coordinator and project Manager	RISD	Face-to-face interview
Research officer	RISD	Face-to-face interview
Research Officer	RISD	Face-to-face interview
Cell coordinator of women council	National Women Council/Beneficiaries	Face-to-face interview
Cell coordinator of women council	National Women Council/Beneficiaries	Face-to-face interview

3.2.3. Additional respondents interviewed about Rwanda projects

Title	Organization	Methods of Consultation
National Programme Specialist	UNIFEM	Face-to-face interview
GBV Programme officer	UNIFEM	Face-to-face interview
Gender Specialist	UNIFEM	Face-to-face interview
Gender and Child Protection	UNICEF	Face-to-face interview
Gender and Women Promotion Officer	MIGEPROF	Face-to-face interview
Monitoring and Evaluation Officer of UNFPA Project	MIGEPROF	Face-to-face interview
Chef de Service des Programmes	HAGURUKA	Face-to-face interview
Coordinator of Coalition on Violence Against Women	Pro femmes Twese Hamwe	Face-to-face interview
Executive Secretary	FACT -RWANDA	Face-to-face interview

4. India and Nepal

4.1 India

4.1.1 At the Intersection of Gender-Based Violence – Empowering Women against HIV/AIDS, and the Stigma and Discrimination Resulting from Infection

Title	Organization	Methods of Consultation
Associate Director	Breakthrough	Face-to-face Interview
Director, Communications	Breakthrough	Face-to-face Interview
Program Manager, Education and Training	Breakthrough	Face-to-face Interview
Program Coordinator, Monitoring and Evaluation	Breakthrough	Face-to-face Interview
Government Functionary, Joint Secretary	Ministry of Women and Child Development, Government of India	Face-to-face Interview
M&E Officer, Family Planning	Association of India (FPAI), Lucknow, UP – associated with Breakthrough since the year 2007	Telephone Interview
n/a	Citizens' Alliance for Rural Development (CART), Bangalore, Karnataka – associated with Breakthrough since the year 2006,UNICEF referred their name to Breakthrough	Telephone Interview
Beneficiary	Community Leadership Program, Lucknow, UP – associated with breakthrough since 2005	Telephone Interview

4.1.2 Project: Staying Alive: Empowerment through Law

Title	Organization	Methods of Consultation
Project Director	Layers Collective Women's Rights Initiative – Implementing agency/Grantee	Face-to-face interview
Legal Officer	Layers Collective Women's Rights Initiative – Implementing agency/Grantee	Face-to-face interview
Project Coordinator	Layers Collective Women's Rights Initiative – Implementing agency/Grantee	Face-to-face interview
Research and Advocacy Officer	Layers Collective Women's Rights Initiative – Implementing agency/Grantee	Face-to-face interview
Programme Manager	Layers Collective Women's Rights Initiative – Implementing agency/Grantee	Face-to-face interview

Title	Organization	Methods of Consultation
Research and Advocacy Officer	Layers Collective Women's Rights Initiative – Implementing agency/Grantee	Face-to-face interview
Law Officer	National Commission for Women – Partner	Face-to-face interview
Assistant Professor	National Judicial Academy- Partner	Telephone interview

4.1.3 Project: Stop Violence

Title	Organization	Methods of Consultation
President	Positive Women Network (PWN)	Face-to-face interview
Board Member	Positive Women Network	Face-to-face interview
Former Project Director	Tamil Nadu State AIDS Control Society (TNSACS)	Face-to-face interview
Project Director	Tamil Nadu State AIDS Control Society (TNSACS)	Telephone interview
External Consultant	Involved with PWN from December 2006 to May 2007 and undertook study based on secondary data	Email consultation
Participant	Training workshop (now working with PWN as Member and Treasurer, District Level Women's Network in same District – Madurai	Telephone interview
Participant	Training workshop (now working with PWN as a Field Worker, Madurai)	Telephone interview
Participant	Training workshop (now working with PWN as a Counsellor, Madurai)	Telephone interview
Participant	Training workshop (now working with PWN as Coordinator, Women and Child Project, Madurai and President, District Level Women's Network)	Telephone interview

4.1.4 Project: To make Nyaya Panchayat

Title	Organization	Methods of Consultation
Founder and Director	Sutra	Face-to-face interview
Coordinator, Panchayati Raj (PR) Program	Sutra	Face-to-face interview
Mahila Mandal(Women's Group) Coordinator	Sutra	Face-to-face interview
Field Worker	Sutra	Face-to-face interview
Field Workers	Sutra	Face-to-face interview
Consultant and Researcher	n/a	Face-to-face interview

Title	Organization	Methods of Consultation
43 women beneficiaries from various Mahila Mandals	Not applicable	Focus group
Project Partner	EED Vikas Sadan, Village Nari, District Unna, Shimla	Focus group
Project Partner	Himachal Jan Vikas Sanstha (HJVS), Shimla	Focus group
Project Partner	SRDA, Mandi, Solan, Shimla	Focus group
Project Partner	PARA, Solan, Shimla	Focus group
Project Partner	Shradha organization, Solan, Shimla	Focus group
Project Partner	Ankur, Shimla	Focus group
n/a	Sutra Branch, District Kangda, HP	Focus group
n/a	Sutra Branch, Sarva Shakti Sangam, Shimla	Focus group
Project Director	Sutra Branch, Nahan	Focus group
Director	Rural Development and Panchayati Raj, Government of HP, Shimla	Face-to-face interview
Secretary	Rural Development and Panchayati Raj, Government of HP, Shimla	Face-to-face interview

4.1.5 Project: Gender Inclusive Cities

Title	Organization	Methods of Consultation
Project Drector (also consultant for the selection of cycle 13 projects)	Women in Cities International	Face-to-face Interview

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

Title	Organization	Methods of Consultation
Deputy Director	Centre for Health and Social Justice	Phone interview

4.2 Nepal

4.2.1 Project: A Grassroots Call: Using a flagship women's radio program to empower women and to end stigma, violence, and discrimination

Title	Organization	Methods of Consultation
Country Director	Equal Access	Face-to-face Interview
Program Manager	Equal Access	Face-to-face Interview
Program Officer	Equal Access	Face-to-face Interview
Program Associate	Equal Access	Face-to-face Interview
Program Associate	Equal Access	Face-to-face Interview
Program Director	Equal Access	Face-to-face Interview
Consultant	Equal Access	Face-to-face Interview
Outreach Manager	Equal Access	Face-to-face Interview
Strategic Partnership Director	Equal Access	Face-to-face Interview
Community reporter	Mohattari District	Telephone interview
Community reporter	Makwanpur District	Telephone interview
Participant of legal literacy training / Dang District	Not applicable	Telephone interview
Executive Director	Radio Broadcasting Service Radio Nepal	Telephone interview

4.2.2 Project: Linking Violence against Women with HIV/AIDS for Empowering Women and Girls in High Risk Work Places

Title	Organization	Methods of Consultation
Programme Manager	SAMANATA	Face-to-face interview
11 women, of which are 9 trainers and 2 are members	SAATHI (trainers) Not applicable (members)	Focus group
Previous Vice Secretary	Ministry of Women, Children and Social Welfare / National Network for Safe Migration	Face-to-face interview
Chairperson	National Women's Commission	Focus group
Coordinator	National Women's Commission	Focus group

4.3 Additional respondents interviewed about India/Nepal projects

Title	Organization	Methods of Consultation
Regional Programme Manager for Migration	UNIFEM Programme Office, Nepal	Face-to-face interview
AID Development Program Specialist – General Development Office	USAID - Nepal	Face-to-face interview
UNIFEM Programme Coordinator, Nepal	UNIFEM Programme Office, Nepal	Telephone interview
Social Development & Gender Advisor	USAID - India	Face-to-face interview
Programme Officer	UNFPA - Nepal	Face-to-face interview
Deputy UNFPA Representative, Nepal	UNFPA - Nepal	Face-to-face interview
Joint Secretary	Ministry of Women and Child Development – Government of India	Face-to-face interview
Project Director	Gender Inclusive Cities Project	Face-to-face interview
Child Protection Specialist	UNICEF	Face-to-face interview
Deputy Regional Programme Director	UNIFEM - South Asia Subregional Office	Face-to-face interview
Regional Programme Director	UNIFEM – South Asia Subregional Office	Face-to-face interview
Deputy Representative	UNDOC ROSA	Face-to-face interview
Finance Officer	UNIFEM - SARO	Face-to-face interview
Director	Women's Training, Documentation and Communication Center	Face-to-face interview
Anti corruption and Crime Prevention Expert	UNODOC ROSA	Face-to-face interview

5. Ecuador and Haiti

5.1 Ecuador

5.1.1 Violence against Women among the Population Bordering Bolivia and Ecuador

Title	Organization	Methods of Consultation
6 beneficiaries from the Project	n/a	Focus group

5.1.2 Project: Strengthening the civil and penal system through training and inter-institutional coordination to reduce impunity in cases of domestic and sexual violence

Title	Organization	Methods of Consultation
Managing Director, Project Fronteras Productivas	FECD	Face-to-face interview

5.1.3 Additional respondents interviewed about Ecuador Projects

Title	Organization	Methods of Consultation
UNTF Coordinator	UNIFEM	Face-to-face interview
Project Officer	Fideicomiso Ecuatoriano de Coopera-cion para el Desarollo (FECD)	Face-to-face interview
National Programme Officer	UNIFEM (Ecuador)	Face-to-face interview
Executive Director, Specialized Executive Unit	Plan Seguridad Ciudadana, Government of Ecuador	Face-to-face interview
Director of UNIFEM Andean Region	UNIFEM (Ecuador)	Face-to-face interview
Technical Coordinator	Plan Seguridad Ciudadana, Government of Ecuador	Face-to-face interview
Technical Coordinator	Plan Seguridad Ciudadana, Government of Ecuador	Face-to-face interview
Directed the CEPAM project during most of its execution	CONAMU, National Women Machinery	Face-to-face interview
Forms part of the national plan for the eradication of gender based violence	CONAMU , National Womens Machinery	Face-to-face interview
Secretary of Women's Police Station	Comisaria de la Mujer, Sucumbios	Face-to-face interview
Director of Women's Police Station	Comisaria de la Mujer, Sucumbios	Face-to-face interview
Director of the National Gender Office	Ministry of Government, National Gender Office	Face-to-face interview
Project Office for Indigenous Women/ oversaw FCI project in Ecuador and Bolivia	UNIFEM (Ecuador)	Face-to-face interview
Ex-coordinator of gender based violence projects in UNIFEM Ecuador	UNIFEM (Argentina)	Phone interview
Coordinator for the Governability section of UNIFEM Ecuador and coordinates the Gender interagency thematic table for the United Nations in Ecuador and Bilateral and Multilateral agencies	UNIFEM (Ecuador)	Face-to-face interview

5.2 Haiti

5.2.1 Project: Responding to HIV/AIDS Threat to Rape Victims in Poor Communities

Title	Organization	Methods of Consultation
Programme Officer UNIFEM Caribbean Office, Barbados	UNIFEM	Telephone interview
Coordinator	KOFAVIV	Face-to-face individual interview
Coordinator	KOFAVIV	Face-to-face individual interview
Clinic Manager	KOFAVIV	Face-to-face individual interview
Office Coordinator (Haiti)	UNIFEM	Face-to-face individual Interview
Gender specialist (Haiti)	n/a	Face-to-face individual interview
Minister	Ministry of Women's affairs	Face to-face individual interview
Specialist, Women's right	Ministry of Women's Affairs	Face-to face individual interview
Programme specialist	UNIFEM	Face to face, individual interview
16 survivors of rape who have received medical care through the project	n/a	Focus group discussion
8 community agents who were trained	n/a	Focus group discussion

6. Other respondents

6.1 PAC Reference Group

Title	Organization	Methods of Consultation
Task Force Coordinator - VAW / Culture, Gender and Human Rights	UNFPA	Telephone interview
D/Director / New York Office	UN Habitat	Focus group
Programme Officer	International Labour Organisation	Focus Group
Gender Specialist, Gender Unit PGQA,	UNICEF	Focus Group
Advocacy Director Women's Rights Division	Human Rights Watch	Telephone interview
Advisor	Amnesty International	Telephone interview

6.2 Other respondents

Title	Organization	Methods of Consultation
Director of the Gender Division	United Nations Economic Commission for Latin America and the Caribbean (UNECLAC)	Telephone interview

Annex V

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