



## Evaluation of UN Women Sida Strategic Partnership Framework 2011–16

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### Final Report

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## ACRONYMS

ADB	Asian Development Bank
AECID	Agencia Española de Cooperación Internacional para el Desarrollo
AfDB	African Development Bank
AU	African Union
AUC	African Union Commission
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
CAR	Central African Republic
CDE	Centro de Documentación y Estudios
CERF	Central Emergency Response fund
CSO	Civil Society Organisation
CSW	Commission on the Status of Women
CTITF	Counter Terrorism Implementation Task Force
DAW	Division for the Advancement of Women
DESA	Department of Economic and Social Affairs
DPA	Department of Political Affairs
DPKO	Department for Peace Keeping Operations
DRC	Democratic Republic of Congo
DRF	Development Results Framework
DRR	Disaster Risk Reduction
EB	Executive Board
EC	European Commission
ECHO	EC—Humanitarian Aid and Civil Protection
ECOSOC	Economic and Social Council
ELECAM	Elections Cameroon
EMB	Electoral Management Body
ESARO	Eastern and Southern Africa Regional Office
EU	European Union
FAO	Food and Agriculture Organization
FPI	Flagship Programme Initiative
GBV	Gender-Based Violence
GEEW	Gender Equality and Empowerment of Women
GenCap	Gender Standby Capacity Project
GEP	Gender Equality Programming
GETT	Gender Equality Task Team
GRG	Gender Reference Group
GTG	Gender Theme Group
GTT	Gender Technical Team
HC	Humanitarian Coordinator
HCT	Humanitarian Country Team
IANGWE	Inter-Agency Network on Women and Gender Equality
IASC	Inter-Agency Standing Committee
ICC	International Criminal Court
ICT	Information and Communication Technology
ICTR	International Criminal Tribunal for Rwanda
ICTY	International Criminal Tribunal for the Former Yugoslavia
IDEA	International Institute for Democracy and Electoral Assistance
IEO	Independent Evaluation Office
iKNOWPolitics	International Knowledge Network of Women in Politics

INGO	International Non-Governmental Organisation
INSTRAW	International Research and Training Institute for the Advancement of Women
IOM	International Organization for Migration
IPU	Inter-Parliamentary Union
LEAP	Leadership, Empowerment, Access, Protection
JNWC	Jordanian National Women's Commission
JRP	Jordan Response Plan
JRR	Justice Rapid Response
MCO	Multi-Country Office
MDTF	Multi-Donor Trust Fund
MFA	Ministry of Foreign Affairs
MOPAN	Multilateral Organization Performance Assessment Network
MOU	Memorandum of Understanding
MPTF	Multi-Party Trust Fund
MRF	Management Results Framework
MSWGA	Ministry of Social Welfare, Gender and Children's Affairs
NDI	National Democratic Institute
NGO	Non-Governmental Organisation
OSAGI	Office of the Special Adviser on Gender Issues Advancement of Women
PBF	Peace Building Fund
PNDA	Post-Disaster Needs Assessment
PPAC	Political Parties Affairs Council
PSF	Peace Support Fund
RC	Resident Coordinator
RMS	Results Management System
SDG	Sustainable Development Goal
SiLNAP	Sierra Leone National Action Plan
SGA	Senior Gender Adviser
SEO	Special Envoy's Office
SGBV	Sexual and Gender-Based Violence
Sida	Swedish International Development Cooperation Agency
SPF	Strategic Partnership Framework
SRSG	Special Representative of the Secretary General
TOC	Theory of Change
TOR	Terms of Reference
UN	United Nations
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDG	United Nations Development Group
UNDP	United Nations Development Programme
UNEAD	United Nations Electoral Assistance Division
UNFPA	United Nations Population Fund
UNHCR	United Nations Refugee Agency
UNICEF	United Nations Children's Fund
UNIFEM	United Nations Development Fund for Women
UNIPSIL	United Nations Integrated Peace building Office in Sierra Leone
UNISDR	United Nations International Strategy for Disaster Reduction
UNOCHA	United Nations Office for the Coordination of Humanitarian Affairs
UNRCCA	UN Regional Centre for Preventive Diplomacy for Central Asia
UNSCR	United Nations Security Council Resolution
UNSMIL	United Nations Support Mission in Libya

UNSOM	United Nations Assistance Mission in Somalia
UN-SWAP	United Nations System-Wide Action Plan
UN Women	United Nations Entity for Gender Equality and Empowerment of Women
VAW	Violence Against Women
WASH	Water, Sanitation and Hygiene
WCDRR	World Conference on Disaster Risk Reduction
WCRF	Women and Constitutional Reform Fund
WFP	World Food Programme
WHO	World Health Organization
WHS	World Humanitarian Summit
WiPF	Women in Politics Fund
WMGB	Women, Men, Girls, Boys
WPE	Women's Political Empowerment
WPS	Women, Peace and Security

## EXECUTIVE SUMMARY

### Introduction

1. This report presents the findings and conclusions of the evaluation of the Strategic Partnership Framework (SPF) 2011–15 agreement between the Swedish International Development Cooperation Agency (Sida) and the United Nations Entity for Gender Equality and the Empowerment of Women and Girls (UN Women).
2. The SPF agreement outlines Sida's financial and partnership commitments contributing to the implementation of UN Women's Strategic Plan 2011–13. The SPF aimed to support UN Women to implement its 2011–13 development results framework, loosely earmarked towards two specific thematic areas: *Goal 1 Increasing women's leadership and participation* and *Goal 4 Increasing women's leadership in peace, security and humanitarian response* (now *Impact areas 1 and 4*).

### Objectives of the evaluation

3. As per the UN Women Request for Proposal, the scope of evaluating the SPF covers five areas of investigation:
  - a. Assess and validate the achievements of the SPF, identifying the strategic, policy, programme and institutional factors that have led to the realisation of these achievements (or impediment of results).
  - b. Validate the *relevance, efficiency, effectiveness and sustainability* of the programme in achieving the development outcomes of the UN Women SPF.
  - c. Provide recommendations for the future of the SPF in relation to its role in supporting UN Women's strategic role and mandate and inform the expansion and extension of the existing and/or development of future agreements of this type with other donors.
  - d. Examine the extent to which funding under the SPF has facilitated establishment of new or stronger partnerships and leveraged greater outcomes that go beyond UN Women's strategic plan and assess the value and relevance of these.
  - e. Assess knowledge generated (including knowledge products), in order to reflect key areas of work from a policy perspective.

### Phases of the evaluation

4. The evaluation applied largely qualitative methods and was organised into three distinct phases:
  - a. The *inception phase* included a preliminary desk review, initial interviews with UN Women, and refinement of the evaluation methodology.
  - b. The data collection phase covered an in-depth desk review, further interviews with stakeholders at global and regional levels, field missions in *Ethiopia, Jordan, Myanmar* and *Sierra Leone*, while *Paraguay* and *Somalia* were covered remotely, and an electronic survey targeting key UN Women staff
  - c. The *data analysis and report writing phase*, focused on analysis of data and preparation of the Final SPF Evaluation Report.

### Limitations

5. A number of factors limit the evaluation team's ability to fully address the questions formulated in the Request for Proposal.

6. The most significant limitation has been the time constraint—with 10 weeks available for the evaluation from the signing of the contract to delivery of the first draft evaluation report. This limited the Team’s ability to:
  - a. Engage fully in a thorough inception process, through which the proposed methodology could be properly tested against preliminary findings and alternative methodologies developed.
  - b. Develop clear criteria for selection of country inclusion, thus ensuring a methodologically sound approach to sampling.

## Refining the evaluation framework

7. Based on the identified limitations, the Evaluation Team concluded it would not be able to provide the hard evidence needed to validate the achievements presented in the four SPF Progress Reports; nor to show how the SPF-funded interventions concretely contributed to the overall development outcomes in UN Women’s Strategic Plan.
8. In addition, the evaluation questions articulated by UN Women in the Request for Proposal were based on the assumption that the SPF can be investigated as a conventional programme. As the nature of the SPF became clear to the Evaluation Team—that is, as a flexible funding modality contributing to various programme components within *Impact areas 1 and 4* of UN Women’s Strategic Plan—the overall evaluation approach was broadened from an assessment of the evaluation criteria of *relevance, efficiency, effectiveness and sustainability* to encompass SPF’s contribution to UN Women’s institutional development and capacity to promote *synergies, add value* to the overall efforts of the UN, have a *catalytic role* as per its triple mandate of normative support, UN coordination, and operational activities and *leverage additional resources*.
9. Despite challenges and within these limitations, the Evaluation Team has aimed to collect and triangulate as much information as feasible to investigate how and to what extent the SPF funding modality has contributed to achieving expected outcomes in *Impact areas 1 and 4* and is confident it has managed to get sufficient and credible information to identify lessons and draw conclusions regarding the specific interventions studied in-country, as well as the overall added value of the SPF as a funding modality.

## Evaluation context

10. The initial desk review aimed to establish a solid understanding the organisational and operational context in which the SPF is implemented. Two types of sources proved particularly valuable for the Evaluation Team in this contextualisation of the SPF: i) the annual SPF Progress Reports and the various operational challenges outlined in them; and ii) relevant assessments and evaluations—specifically the 2014 Multilateral Organization Performance Assessment Network; the Development Effectiveness Review of UN Women 2011–14; and the Mid-Term Review of UN Women 2014–17; and the 2016 Evaluation of UN Women’s Contribution to UN System Coordination on Gender Equality and the Empowerment of Women (GEEW).

## UN Women Sida Strategic Partnership Framework

### *SPF funding modality*

11. UN Women is highly dependent on voluntary contributions. Without increased contributions, available resources will not be compatible with UN Women’s triple mandate. The scope of the mandate would then have to be adapted to available funding.
12. The SPF is a non-core funding modality through which Sida provides predictable and loosely earmarked funding for UN Women, specifically targeting *Impact areas 1 and 4*. Under the SPF,



Sida has contributed a total of SEK210 million over a period of five years—SEK30 million annually between 2011 and 2013 and SEK60 million annually for 2014–15.

13. UN Women has repeatedly expressed that the SPF should serve as a model for other donors to provide flexible non-core funds to support its Strategic Plan, either separately or through a joint SPF.
14. The management structure of the SPF funding modality has developed over the course of the implementation period. After a slow start, reforms have led to a significant increase in the implementation and resource utilisation levels. UN Women has committed some 90 per cent of its SPF funds for 2016 and it is now projected that a 100 per cent utilisation level will be reached by the end of 2016.
15. There is no geographic earmarking of SPF funds and, with the exception of the two small funds that have been set up for women's participation in politics and constitutional reform initiatives, there are no specific mechanisms through which country and regional offices can apply for SPF funding. Allocation decisions are, for the most part, made by UN Women Headquarters as part of the regular annual budget process. The process of allocating funds varies slightly between the two impact areas.

### *SPF-funded interventions*

16. It has not been possible for the Evaluation Team to fully isolate the contribution of the SPF to the overall progress within *Impact areas 1 and 4*. However, the overall steady progress that is reported for the impact areas is a positive indication, and the SPF has in many instances played a critical role in facilitating this. In 2015, 30 per cent of indicators under *Impact area 1* were reported as achieved, 62 per cent were 'on track' and one indicator (8 per cent) was reported as off track. For *Impact area 4*, 45 per cent of indicators were achieved (in some cases well above the 100 per cent target), 37 per cent were on track and 18 per cent were off track.
17. During the period under review, the SPF funds were most notably utilised to strengthen the work of UN Women in the following areas:
  - a. Capacity and outreach: The SPF funding modality contributed to strengthening UN Women's capacity to focus on the components political participation and constitutional reform, under *Impact area 1*. Under *Impact area 4*, the deployment of senior advisers to three regional offices has greatly enhanced the capacity of UN Women to address issues of governance, peace and security across these regions. The SPF has also been important to build and strengthen the humanitarian capacity of UN Women, which has helped secure additional humanitarian funding from other donors. In October 2012, the Gender and Humanitarian Action Unit was established within the Programme Division at UN Women Headquarters.
  - b. Deployment of Experts: The SPF has been used extensively to deploy experts to UN Women country and regional offices to build and strengthen capacity in *Impact areas 1 and 4*, and to second gender experts to other UN and non-UN organisations. This has enabled UN Women to respond rapidly to needs within its own organisation and in the broader UN system and beyond. The total cost of deployments/secondments under the SPF in 2013–16 amounts to \$15,454,466.
  - c. Knowledge products:
    - The SPF has gender experts to support research, investigations, situation analyses, position papers, needs assessments, sex-disaggregated data collection, strategic guidance materials and documentation of women's experiences through testimonials and video interviews.
    - SPF-supported knowledge products have been used to i) share insights with national ministries, civil society, UN regional and country offices and other partners; ii) inform

drafting and/or reforms of national constitutions and other legal documents; iii) enhance availability of evidence-based relating to gender equality and increase the understanding of gender dynamics; iv) strengthen advocacy for women's participation in politics and elections, humanitarian efforts and peace processes; v) provide quality materials for trainings and workshops; and vi) develop and strengthen a coherent and unified gender-based approach within the UN.

d. Strategic partnerships:

- UN Women has partnered both with other UN agencies and with national and international partners that have contributed to the generation of knowledge and of knowledge products.
- Partners have noted that UN Women has been an important force for women's political participation; promotion of the women, peace and security (WPS) agenda; and integration of a gender perspective in humanitarian assistance; and that its expertise is evident at various strategic and normative processes. However, partners also have reservations about UN Women's operational role, highlighting its importance for coordination, its weak human resource capacity and field presence and its lack of experience from large-scale operations.

## Addressing the evaluation criteria

18. The studied SPF interventions have been assessed against the criteria of relevance, efficiency, effectiveness and sustainability. To the extent possible, the Evaluation Team has sought to triangulate information from the desk review through its in-country case studies.

### Relevance

19. Findings indicate that overall the SPF funded interventions have been relevant in terms of contributing to UN Women's delivery on its mandate, particularly through its contributions to the organisational strengthening of UN Women within the two impact areas.
20. While the SPF funds are earmarked in terms of focusing on two specific impact areas, the ability to freely allocate available resources within these impact areas, including the possibility of funding staff positions (normally not possible with non-core funding), has allowed a high degree of flexibility for UN Women. The SPF has enabled UN Women to address capacity needs within its own organisation, while also ensuring gender is mainstreamed into important global operational and normative processes.

### Efficiency

21. In assessing efficiency, the Evaluation Team aimed to investigate first whether resources were used as intended and in a timely manner, and second if SPF funds had led to leveraging of funds from other sources. The country examples reveal that efficiency is linked both to UN Women's country presence and to the focus of interventions. Findings in *Jordan*, *Sierra Leone*, *Somalia* and—as far as could be ascertained—*Paraguay* indicate that SPF funding has generally been efficiently utilised. The extent to which additional funding has been leveraged varies, with Jordan, Sierra Leone and also Somalia being relatively more successful.
22. In *Ethiopia*, the SPF-funded secondment of staff to the Special Envoy's Office (SEO) of the African Union Commission (AUC) and to the Commission of Inquiry on South Sudan have been efficiently implemented. There is room, however, to make greater use of the UN Women country office in Ethiopia, particularly in relation to monitoring. In *Myanmar*, some perceive the efficiency of the SPF to be affected by limited available UN Women capacity (deployment of a senior gender adviser (SGA) to the Resident Coordinator's (RC) Office). It is acknowledged, however, that the

efficient delivery of SPF-funded initiatives has been key for UN Women's ability to raise additional funds.

### **Effectiveness**

23. Available documentation indicates that UN Women has been quite effective in reaching its overall corporate objectives. This is linked to the organisation's ability to work with key actors on gender equality and empowerment of women (GEEW) issues, as well as to address the crosscutting themes inherent in its triple mandate. This conclusion is largely supported by the four SPF Progress Reports indicating that programme achievements have been realised through provision of technical support at country level; building strong partnerships at global, regional and country levels; knowledge generation through practical research; and development of tools for country implementation, as well as supporting wide-ranging activities relevant to *Impact areas 1 and 4*.
24. SPF funding for *Impact area 1* appears to be based on predefined criteria and clear goals, whereas allocation within *Impact area 4* appears to respond largely to urgent demands and gap-filling through the strengthening of surge mechanisms and capacity contributing to effectiveness.
25. Key findings on effectiveness in the country examples reveal that overall the SPF-supported interventions have been effective in a number of areas—for example promoting the integration of a gender perspective and strengthening gender advocacy in the AUC (*Ethiopia*); pursuing strategic priorities (*Jordan*); documentation affecting some processes (*Myanmar*); strategic selection of partners (*Paraguay*); capitalising on strengthened UN Women's strategic position in response to the Ebola crisis (*Sierra Leone*); and contributing to capacity-building (*Somalia*).

### **Sustainability**

26. There are important examples of sustainability of SPF-funded initiatives. A number of adviser positions for which UN Women has seconded experts with SPF funds have become institutionalised in the receiving organisations. There are also examples of seed funding initiatives succeeding in attracting more sustainable funding for continued programming. In other instances, small funding accompanied by technical support from UN Women Headquarters or regional level has helped country offices position themselves as key stakeholders in their respective contexts, thereby gaining access and influence and enhancing prospects for raising additional funds.
27. Country examples have shown varying degrees of sustainability. In *Ethiopia*, sustainability will depend on the ability of the AUC to institutionalise gains made with SPF support to the SEO; in *Jordan*, the SPF-funded position has been successful in leveraging funds, but it is difficult to see the position being institutionalised given that donors generally do not fund positions; in *Myanmar*, the intent is that the country director position will be funded through the regular budget by 2017; in *Paraguay*, the core group for democratic parity is now operating independently of UN Women and SPF funding; in *Sierra Leone*, the clear organisational, advocacy and resource mobilisation strategies have positioned the country office well to continue to strengthen its role within the UNCT and among international and national stakeholders; and in *Somalia*, the sustainability of the secondment of the SGA to the RC/Humanitarian Coordinator (HC) in Somalia has been secured through the merger of the function with the gender adviser position at the Special Representative of the Secretary-General's Office and the creation of the Integrated Gender Office at the United Nations Assistance Mission in Somalia.

## **Contribution of the SPF to UN Women's mandate**

### **Synergy with the wider UN system**

28. The evaluation clearly demonstrates that an efficient UN Women organisational setup is the critical requirement for effectively promoting and contributing to synergy within the UN system.

However, a strong country representative focused on strategic positioning of UN Women, joint programming with UN and other partners and commitment to the Delivering as One agenda can sometimes compensate for limited human and financial resources. These conditions are more or less applicable in *Jordan* and *Sierra Leone*, and—as far as could be ascertained—in *Paraguay*.

29. Where SPF has funded an SGA to pilot UN Women’s coordination role within the UN system, synergy between members of the UNCT and the scope for action seems largely dependent upon the degree to which the RC is engaged with and supports such a pilot scheme. In the case of *Myanmar*, the pilot failed largely because of a change in priorities of the RC. In the case of *Somalia*, the secondment of an SGA to the RC/HC initially contributed to the coordination and use of synergies across the UNCT, as well as to the development of UN Women’s own capacity and relationships in Somalia.

### **Value added**

30. The significance and added value of the SPF go beyond the results achieved through the specific interventions. What sets the SPF apart from other non-core funding is that resources are also earmarked towards results at a strategic level rather than just at activities at programme level.

### **Catalytic role**

31. The SPF has enabled UN Women to invest in state-of-the-art knowledge products and allowed it to strengthen its efforts to address knowledge gaps and develop capacity-building tools. UN Women is now perceived to have the capacity to be a knowledge leader on gender in the UN system.

### **Leveraging funding**

32. While the flexible SPF funding modality may not have solved the challenge of aligning available core- and non-core resources with the broad mandate, it has enabled UN Women to fast track several initiatives that would otherwise not get off the ground.

## **Conclusions and lessons learnt**

33. The Evaluation Team concludes that the SPF funding modality has functioned as the flexible funding source it was intended to be. Though the SPF evaluation focused on a limited number of country examples, extrapolation from the key evaluation findings was deemed sufficient to provide lessons learnt relevant to strengthening the implementation process of SPF Phase II.

### **UN Women’s triple mandate**

34. The SPF has enabled UN Women to contribute to synergy, value added and strengthening of its catalytic role, as well as leveraging other funding sources. It also enabled UN Women to take advantage of opportunities to participate in normative discussions on GEEW, such as the recent World Humanitarian Summit (WHS) and other relevant conferences.

### **SPF funding modality**

35. Given the uniqueness of the SPF and that neither Sida nor UN Women had previous experience of this type of funding modality, the first years appear to have been a period of ‘trial and error’.

### **Allocation of SPF funds**

36. The UN Women Strategic Plans 2012–13 and 2014–17 do not explicitly provide guidance on what programme components in *Impact areas 1 and 4* should be prioritised. Therefore, allocating SPF funding has essentially been a matter of balancing needs. In the current funding environment, with chronic under-funding across the organisation, this is a challenging task. Priority is given to interventions that can show potential for sustainability and/or high strategic importance.

### ***Leveraging additional funding sources***

37. A number of factors affect the overall ability of a UN Women country office to secure funding, for example the extent to which the country representative and senior management is proactively pursuing funding opportunities; submitting evidence-based applications linked up with national needs and priorities; and pursuing joint programming with UN and other strategic partners. SPF funds to start up and prove the value of projects have proved important for leveraging funding.

### ***UN Women country presence 'model'***

38. The degree to which SPF funding will contribute to strengthening synergy, value added, UN Women's catalytic role and leveraging of additional resources will depend on the type of country presence 'model' in place and the extent to which the regional office is involved at country level.

### ***UNCT and Resident Coordinator***

39. Efforts to enhance UN Women's catalytic role and capacity to fulfil its triple mandate are more likely to be successful in contexts where the RC is supportive and promotes recognition of UN Women as the lead technical entity on gender in the UNCT.

### ***Strategic partnerships and alliances***

40. Strategic positioning of UN Women in a national context needs to take a holistic approach to mobilising government and civil society stakeholders in support of the gender equality agenda.

41. Identifying and building strategic UN partnerships require a clear vision, and commitment to the Delivering as One agenda, on the part of UN Women country management. It also requires identifying entry points and strategies to ensure acknowledgement of each partner's mandate and comparative advantage, while at the same time recognising the strength of pooled funding.

### ***Knowledge products and generating knowledge***

42. The SPF funding modality has been instrumental in enabling UN Women to function as a knowledge-broker through investing in a wide range of knowledge products. This has helped strengthen UN Women's capacity to develop evidence-based communication and advocacy.

### ***Sex-disaggregated data and evidence base***

43. Availability of data is low in many of UN Women's operational environments, particularly data disaggregated by sex. Relative to other areas of support and compared with previous years, SPF contributions to data and statistics declined in 2014 and 2015.

### ***Monitoring progress and reporting results***

44. The SPF Progress Reports provide wide-ranging information on programme components and project activities supported by the SPF funding modality and indeed reflect the flexibility of the latter in enabling UN Women to identify which interventions require support in which region and country. However, such information focuses on presenting information at the output level and stops short of providing information required for assessing outcome results in *Impact areas 1 and 4*.

### ***UN Women and Theory of Change***

42. The country examples covered by the SPF evaluation reveal that the process adapting the Flagship Programme Initiative Theory of Change (FPI/TOC) to the regional and country specific context would benefit from clearer guidelines. This would arguably strengthen the quality of funding applications, as well as joint programming endeavours with strategic partners.

## Recommendations addressed to UN Women

45. Provide **clarity to UN Women staff on the role and function of the SPF** as a flexible funding modality that supports UN Women in implementing programme components in the designated impact areas as per the Strategic Plan 2014–17, as well as how funds can be accessed and how they are being used.
46. **Institutionalise the mechanism for allocating SPF funding to foster clarity, accountability and transparency** at regional and country levels, while at the same time ensuring the flexibility of this funding modality is maintained. Link this to compiling a **Strategic Briefing Note on Good Practice Examples** where UN Women has leveraged its strategic positioning supported by effective use of SPF funding, with analysis as to the underlying factors of success for replication. This could arguably function as an effective advocacy tool for strengthening applications for donor funding.
47. Where SPF surge support is activated in response to a humanitarian need and crisis, **consider focusing on programme components where UN Women has established a recognised strategic position** and can further consolidate its comparative advantage, and where technical experience can be transferred to other countries in crisis.
48. Taking the balance between prioritising needs and responding to demand into account, consider **allocating SPF funding to country programme or project offices rather than a country presence with limited capacity**. This would contribute to achieving synergy and value added, and strengthen UN Women’s catalytic role.
49. Given the **importance of sex-disaggregated data** for evidence-based advocacy and promoting dialogue, UN Women needs to increase human resource capacity and financial investment in this area, which in turn can be expected to strengthen efficiency and effectiveness of SPF-funded initiatives as well as have implications for implementing the SDGs.
50. Ensure the **phasing-out process and exit strategy** included in SPF funded projects entail explicit and practical steps for post-project sustainability.
51. Institutionalising SPF funded positions and long-term deployments require the **timely follow-up on alternative funding sources**. The experience of the flexible SPF funding support could be used as a model for encouraging other donors to invest in human resource capacity and the country level. Advocacy on this needs to be able to showcase successful experiences where the SPF funded position had positive multiplier effects. Investment needs to be long enough to guarantee results before focus shifts to securing further resources.
52. **Capitalise on UN Women’s strategic positioning** during the process of developing the SDGs and effectively contributing to the mainstreaming of gender in targets and indicators by providing guidelines for UN Women staff to link the SDGs with SPF-funded programme interventions in *Impact areas 1 and 4*.

## Recommendations addressed to Sida

53. Given the continuing constraints to institutionalising the UN goal of Delivering as One—with all too often adverse implications for UN Women to contribute to synergy, achieve value added, and strengthen its catalytic role, especially given its limited resources, not to mention avoiding duplication of efforts, which remains a reality given the vertically structured UN system and competition for funding—Sida may **consider linking its funding of other UN agencies with evidence that it supports UN Women’s role** as knowledge-broker, technical expert and coordinator on GEEW.
54. This also applies to **UN Women’s formal membership in the IASC**, which to date is obstructed by IASC full members.

55. **Sida's support to implementing the UN goal of Delivering as One** may be strategically leveraged as follows:
- a. While implementing programme components in *Impact area 1* is supported by specific funds, Sida could, for example, further support UN Women to strengthen its strategic positioning in respect of the 2011 UN General Assembly resolution on women's political participation (A/RES/66/130).
  - b. UN Women has effectively contributed to mainstreaming gender in the SDGs. Sida may contribute to UN Women strengthening its strategic positioning in SDG fora and sectoral networks as part of supporting Delivering as One.
  - c. With respect to *Impact area 4*, UN Women has—with support from the SPF funding modality—strengthened its technical credentials at global level, for example its contribution to integrating gender into the core commitments issued by the WHS. Advocating for and actively supporting UN Women's strategic positioning in similar fora would pay dividends in respect of Sida's investment in the UN Women Humanitarian Unit, and programme components funded by SPF Phase I in *Impact area 4*.
56. UN Women's comparative advantage regarding its work on tracking financial expenditure—integral to its Strategic Plan Priority on 'Strengthening the responsiveness of plans and budgets to gender equality at all levels'—would arguably contribute to efficient and effective implementing of *Impact area 1* and *4* programme components. Sida may consider allocating SPF funds to strengthen UN Women's capacity to deliver on this strategic priority and linking it with efforts to mobilise the UNCT to actively engage in costing implications of neglecting gender relevant aspects in the UNDAF and other joint activities.
57. The strategic approach in the UN Women country office to link programme components in the SPF-funded area with impact areas not funded by the SPF—in particular *Impact area 2* on women's economic empowerment—has contributed to **synergy and value added in terms of strengthening inter-linkages between impact areas in the UN Women Strategic Plan**. Sida may support this further through allocating seed money for institutionalising such inter-linkages in the Country Strategy Note and annual work plans.
58. Requesting a structured management response to issues raised by Sida during the annual meetings on progress of the SPF would contribute to a more systematic follow-up of the implementation process. A matrix along the lines of the UN Women Data Companion would contribute to a reader-friendly presentation of progress on outcomes and outputs supported by SPF funding, enabling UN Women to track progress—or otherwise—in addressing these factors and linking this to systematically presenting challenges and constraints as they may arise. Allocating funding for a mid-term review of SPF Phase II would have positive implications for identified adjustment requirements to the implementation process and contribute further to accountability and transparency.



## 1. INTRODUCTION

This report presents the findings and conclusions of an evaluation commissioned by United Nations Entity for Gender Equality and the Empowerment of Women and Girls (UN Women),<sup>1</sup> covering the Strategic Partnership Framework (SPF) 2011–16 between the Swedish International Development Cooperation Agency (Sida) and UN Women.

Sweden is a long-standing and strong supporter of UN Women and was one of the driving forces behind the creation of the organisation in 2010. Sweden is currently the largest overall donor to UN Women (core and non-core contributions combined) with a total contribution of just over \$33 million in 2015.

For UN Women, as for many other organisations and agencies, there is a clear trend among donors to move from core funding to earmarked, non-core contributions. In UN Women's first year of operation, the ratio between core and non-core funds was 57/43 in favour of core funds. In 2015, the ratio was almost reversed, with 44 per cent core versus 56 per cent non-core funds. In this funding environment, it has been important for UN Women to develop funding modalities that allow donors to direct contributions towards specific targets or thematic areas while maintaining a maximum degree of flexibility for the organisation. Against this background, UN Women and Sida agreed, in 2011 to set up such a flexible funding modality: the Strategic Partnership Framework. This SPF provided funding that was loosely earmarked towards two of the six thematic areas in UN Women's Strategic Plan 2011–13.<sup>2</sup> The SPF covered the period 2011–15 and comprised annual contributions of SEK30 million per year for 2011–13 and SEK60 million annually for 2014–15.<sup>3</sup>

The two thematic areas covered by the SPF agreement were:<sup>4</sup> *Goal 1—Increasing women's leadership and participation* and *Goal 4—Increasing women's leadership in peace, security and humanitarian response*. Sida's financial contribution to implementing the two goals is reflected in two project documents signed with UN Women.<sup>5</sup>

The SPF agreement was revised in 2012,<sup>6</sup> in alignment with UN Women's Management Results Framework (MRF) based on four system-level output clusters, reflecting the 'pivotal role' assigned to the newly established organisation.<sup>7</sup>

In 2013, the SPF Log Frame was aligned with the UN Women Strategic Plan 2014–17,<sup>8</sup> and continued to focus on the same thematic impact areas 1 and 4:

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<sup>1</sup> UN Women was established on 2 July 2010 and became operational in 2011, pursuant to General Assembly Resolution 64/289, which merged the Division for the Advancement of Women (DAW); the International Research and Training Institute for the Advancement of Women (INSTRAW), the Office of the Special Adviser on Gender Issues Advancement of Women (OSAGI) and the United Nations Development Fund for Women (UNIFEM).

<sup>2</sup> **Goal 1:** Increasing women's leadership and participation; **Goal 2:** Increasing women's access to economic empowerment and opportunities; **Goal 3:** Preventing violence against women and girls, and expanding access to services; **Goal 4:** Increasing women's leadership in peace, security and humanitarian response; **Goal 5:** Strengthening the responsiveness of plans and budgets to gender equality at all levels; **Goal 6:** A set of global norms, policies and standards in gender equality and women's empowerment to provide a basis for action. See UN Women 2011a. 'UN Women Strategic Plan 2011–13: A Vision for Women and Girls', p.12

<sup>3</sup> Sida and UN Women 2011. 'Agreement between Sida and UN Women'. December

<sup>4</sup> UN Women 2011b. 'UN Women Strategic Plan 2011–13: A Vision for Women and Girls. Annex I: Development Results Framework'

<sup>5</sup> UN Women 2012a. 'UN Women Global Initiative on Leadership and Political Participation 2012–16'; 2012b. 'Strengthening Peace and Security in Post Conflict Countries and Fragile States 2012–2015'.

<sup>6</sup> UN Women and Sida 2012. 'Strategic Partnership Framework'. Revised July 2012

<sup>7</sup> UN Women 2011c. 'UN Women Strategic Plan 2011–13: A Vision for Women and Girls. Annex II: Management Results Framework'

<sup>8</sup> The Strategic Plan 2014–17 covers six impact areas: **Impact 1**—Women lead and participate in decision-making at all levels; **Impact 2**—Women, especially the poorest and most excluded, are economically empowered and benefit from development; **Impact 3**—Women and girls live a life free from violence; **Impact 4**—Peace and security and humanitarian action are shaped by women leadership and participation; **Impact 5**—Governance and national planning fully reflect



- ✓ *Impact area 1*: women lead and participate in decision-making at all levels
- ✓ *Impact area 4*: peace and security and humanitarian action are shaped by women's leadership and participation, to include a distinct outcome on humanitarian action, disaster risk reduction and preparedness, response and early recovery

The 2013 SPF Log Frame was revised in 2014, covering expected results, indicators, means of verification/sources of information, risks/assumptions and risk mitigation plans,<sup>9</sup> in turn aligned with the Development Results Framework (DRF) of the 2014–17 Strategic Plan.<sup>10</sup> The revised 2014 SPF Log Frame reflects UN Women's particular challenge of establishing its pivotal role in humanitarian action—such as full membership in the Inter-Agency Standing Committee (IASC) for humanitarian action—with implications for 'building strategic and mutually beneficial partnerships with humanitarian focused UN agencies'.<sup>11</sup>

As the SPF was signed in December 2011, and the first tranche was disbursed that same month, the first year of actual implementation was 2012 when significant under spending is noted during the first year of implementation.

In 2014, following allocation of additional funds to the SPF and 'the opportunity to build on results achieved so far', UN Women and Sida agreed on a no-cost extension of the SPF implementation period up to December 2016.<sup>12</sup> The SPF Log Frame was further revised in 2016, in alignment with the Strategic Plan 2014–17.<sup>13</sup> The SPF Operational Plan 2016 presents the activities, inputs and budget covered by Sida funding.<sup>14</sup>

UN Women submitted four annual SPF Progress Reports to Sida, in 2013, 2014, 2015 and 2016, presenting achieved outputs—which in fact are mainly activities—under the two impact areas covered by the SPF funding modality, and flagging challenges and lessons learnt.<sup>15</sup> Discussions during the annual UN Women/Sida meeting to review the SPF Progress Reports are captured in summary notes compiled by UN Women, which include comments and queries requesting clarification raised by Sida. The latter has not required UN Women to produce a management response, indicating how the points raised by Sida during the various meetings would be addressed.<sup>16</sup>

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accountability for gender equality commitments an priorities; **Impact 6**—A comprehensive and dynamic set of global norms, policies and standards on gender equality and women's empowerment is in place and is applied through action by governments and other stakeholders at all levels. See UN Women EB 2013a. 'UN Women Strategic Plan 2014–2017. Making this the century for women and gender equality'

<sup>9</sup> UN Women 2014a. 'Strategic Partnership Framework Revised Log Frame 2014'

<sup>10</sup> UN Women EB 2013b. 'UN Women Strategic Plan 2014–2017. Making this the century for women and gender equality. Annex III: Development Results Framework'

<sup>11</sup> UN Women 2014a. See also UN Women, IASC and GRG 2015i. 'Review of IASC 2008 Policy Statement on Gender Equality in Humanitarian Action'

<sup>12</sup> UN Women 2016c. 'Request for Proposal, Reference No: UNWHQRFPS7'. Evaluation of UN Women Sida Strategic Partnership Framework 2011-2016, p.4

<sup>13</sup> UN Women 2016a. 'Sida-UN Women Strategic Partnership Framework. 2016 Log Frame (revised to ensure alignment with UN Women Strategic Plan 2014–17'. The 2016 SPF Log Frame covers impact/outcome, output and indicators, but not means of verification, risks/assumptions and risk mitigation plan.

<sup>14</sup> UN Women 2016d. 'Sida-UN Women Partnership Framework. Draft Operational Plan for 2016'

<sup>15</sup> UN Women 2013a. 'First Strategic Partnership Report January 2012-May 2013'; UN Women 2014b. 'Strategic Partnership Framework 2011-2016 (UN Women and the Government of Sweden). Second Progress Report June 2013-May 2014'; UN Women 2015a. 'Strategic Partnership Framework 2011-2016. Third Progress Report to the Government of Sweden June 2014-May 2015'; UN Women 2016b. 'Strategic Partnership Framework 2011-2016. Fourth Progress Report to the Government of Sweden June 2015-May 2016'. See SIPU Evaluation Team 2016. 'Final SPF Evaluation Inception Report' for summary of key points presented in the four SPF annual progress reports.

<sup>16</sup> UN Women 2013b. 'Notes for the File. Sida and UN Women Consultation on the Strategic Partnership Framework Agreement'. 28 June; UN Women 2014c. 'Notes for the File. Sida and UN Women Consultation on the Strategic Partnership Framework Agreement'. 12 September; UN Women 2015b. 'Notes for the File. Sida and UN Women Consultation on the Strategic Partnership Framework Agreement'. 29 June

## 2. PURPOSE AND SCOPE OF THE SPF EVALUATION

The purpose of the evaluation of the SPF was to assess if and how this funding modality has achieved the stated objectives. In order to address this, the Evaluation Team has aimed to capture and validate results achieved with SPF support, recognise lessons learnt and provide recommendations for possible further cooperation between UN Women and Sida. This includes reviewing whether the SPF funding modality may require adjustments and identifying areas that may require further support and/or strengthening in order to achieve the desired goals.

As per the UN Women Request for Proposal, the scope of evaluating the SPF covers five areas of investigation:<sup>17</sup>

- ✓ Assess and validate the achievements of the SPF, identifying the strategic, policy, programme and institutional factors that have led to the realisation of these achievements (or impediment of results).
- ✓ Validate the *relevance, efficiency, effectiveness and sustainability* of the programme in achieving the development outcomes of the UN Women SPF.
- ✓ Provide recommendations for the future of the SPF in relation to its role in supporting UN Women's strategic role and mandate and inform the expansion and extension of the existing and/ or development of future agreements of this type with other donors.
- ✓ Examine the extent to which funding under the SPF has facilitated establishment of new or stronger partnerships, leveraged greater outcomes that go beyond UN Women's Strategic Plan and assess the value and relevance of these.
- ✓ Assess knowledge generated (including knowledge products), in order to reflect key areas of work from a policy perspective.

## 3. EVALUATION METHODOLOGY

### 3.1 Phases of the evaluation and data collection methods

The evaluation applied largely qualitative methods and was organised into three distinct phases.

The *inception phase* delivered the following inputs presented in the Final Inception Report:

- ✓ Preliminary desk review, which included determining the Theory of Change (TOC) and identifying the validity of its pathway for discussion with key stakeholders;
- ✓ Initial interviews with UN Women and the Core Reference Group;<sup>18</sup>
- ✓ Refinement of the evaluation methodology including selection of country examples.

*The data collection phase* covered:

- ✓ In-depth desk review, including review of documentation on the selected field mission countries;<sup>19</sup>
- ✓ Further interviews with key stakeholders at global and regional levels;
- ✓ Field visits to the selected countries;<sup>20</sup>
- ✓ Electronic survey targeting key UN Women staff.<sup>21</sup> This survey was sent to 62 UN Women staff based on the contacts list provided by UN Women, and had a response rate of 43%.

<sup>17</sup> UN Women 2016h. 'Request for Proposal. Evaluation of UN Women Strategic Partnership Framework 2011-2016'. Ref No UNWHQRP57. See Annex 11 for the TOR.

<sup>18</sup> See Annex 2 for List of Stakeholders Interviewed.

<sup>19</sup> See Annex 1 for List of Documents.

<sup>20</sup> See Annex 2 for List of Stakeholders Interviewed in the Selected Country Examples and Annex 8 for Brief Overview of the Selected Country Examples.

<sup>21</sup> See Annex 3 for Summary of Responses to the Survey.

The Evaluation Team carried out field missions in *Ethiopia, Jordan, Myanmar and Sierra Leone*, while *Paraguay and Somalia* were covered remotely. Face-to-face interviews with senior management were carried out at UN Women Headquarters and with strategic partners in New York. Face-to-face interviews were also carried out in the *Regional Office/Nairobi, Regional Office/Cairo and Regional Office/Panama*; the *Regional Offices in Bangkok and Senegal* were covered remotely.

The *data analysis and report writing phase*, which was the third phase of the SPF evaluation, focused on analysis of further documentation; information collected from additional interviews with key stakeholders and from covering the selected country examples; and preparation of the Final SPF Evaluation Report.

In total 138 interviews, which included focus group discussions, were conducted as part of this evaluation.

### 3.2 Limitations

As outlined in the Inception Report, the Evaluation Team identified a number of factors that would limit its ability to fully address the issues and questions formulated in the Request for Proposal. These limitations and their implications are described below. Despite challenges, however, the Evaluation Team is confident that it has managed to obtain sufficient and credible information to identify lessons and draw conclusions regarding the specific interventions studied in country cases as well as the overall added value of the SPF as a funding modality.

The most significant limitation in this evaluation has been the time constraint—with only 10 weeks available for the evaluation from the signing of the contract to delivery of the draft evaluation report. This particularly limited the Team’s ability to engage fully in a thorough inception process, through which the proposed methodology could be properly tested against preliminary findings and alternative methodologies developed.

The heavy focus on field-based data collection, for example, in combination with limited documentation of the SPF decision-making process, has made it difficult to fully assess whether and to what extent the allocation of SPF funding has been based on an evidence-based rationale.

A related limitation is the process of selecting the field mission countries. Given the time constraints, the Evaluation Team was not able to make its own informed decision on what countries to include in the evaluation, based on clear criteria for selection, and thereby ensuring a methodologically sound approach to sampling. The UN Women Request for Proposal included a list of proposed countries to be covered.<sup>22</sup> According to UN Women, the country selection for the SPF evaluation was meant to provide:

- ✓ A representative sample of activities funded by the SPF under *Impact area 1* (women lead and participate in decision-making at all levels) and *Impact area 4* (peace and security and humanitarian action are shaped by women’s leadership and participation, to include a distinct outcome on humanitarian action, disaster risk reduction and preparedness, response and early recovery).
- ✓ Geographical coverage of the SPF (which is not necessarily even, given the nature of deployment and programme activities funded through the SPF).
- ✓ Type of UN Women country presence—that is, UN Women country programme or country project office, or posting of a senior gender adviser hosted by the UN resident coordinator. The selection does not include countries covered remotely from a UN Women regional office.

As the Team did not have time or sufficient country-level information in the inception phase to make its own informed decision regarding the country selection, it was decided to go with the selection

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<sup>22</sup> Democratic Republic of Congo (DRC), Jordan, Myanmar, Sierra Leone, Somalia, Uganda.

proposed by UN Women. Some countries were replaced ahead of country field visits at the request of UN Women.<sup>23</sup>

As such the countries proposed/selected by UN Women provide best practice examples. If the Team had been enabled to make a fully independent country selection, based on more in-depth study of country-level activities and self-reported progress, it would have been in a better position to fully explore and assess the strengths as well as the limitations of the SPF funding modality. However, the Team's understanding of the balance between assessed needs and the demand-driven nature of the SPF funding modality suggests that any country selected can only be an example and cannot provide any representation allowing for generalisation of the SPF funding modality as a whole. Notwithstanding this limitation, the Evaluation Team has attempted to extrapolate lessons learnt and recommendations from the country field missions for SPF Phase II.

The inception phase did also not allow for in-depth briefings by UN Women Headquarters on the selected country examples prior to the field missions. Such briefings would have served to clarify how the SPF funding modality actually works at the country level<sup>24</sup> and might also have avoided misunderstandings on the part of some UN Women country offices, some of which were under the impression that the purpose of the evaluation was to assess the job performance of the deployed staff funded by the SPF and—where pertinent—to carry out an extensive evaluation of the SPF-funded project(s).

Another limitation in the evaluation process was the unavailability of several stakeholders at global, regional and national levels. This owed in part to the fact that field missions started in July, when several UN Women staff, staff in partner organisations and national counterparts were on leave. In the event, this applied at the UN Women global, regional and country levels as well as with respect to Sida, where staff members with the pertinent 'institutional memory' on the SPF were on leave. There were also cases where the relevant staff had left their positions and were not available for interviews because of new commitments elsewhere.

The field mission to Somalia and a visit to the Regional Office/Nairobi were postponed to mid-August 2016 because of security concerns and unavailability of relevant UN Women country and regional office staff in July. Recurrent security concerns, as well as unavailability of key stakeholders in Mogadishu at the time of the agreed visit, led to the decision to handle Somalia remotely from the Regional Office/Nairobi and through Skype. The Team visited Nairobi on 15–18 August and met with most of the UN Women Somalia team and key staff at the Eastern and Southern Africa Regional Office (ESARO), as well as a number of other UN stakeholders and donors in Nairobi. Supplementary Skype interviews were held with stakeholders in Mogadishu. Findings from this mission were therefore not included in the draft evaluation report, but only in this final version of the report.

### **3.3 The evaluation framework**

#### **3.3.1 Assumptions in the SPF evaluation Request for Proposal**

Based on the preliminary findings presented in the Inception Report, and the limitations outlined above, the Evaluation Team concluded that it would not be able to provide the hard evidence needed to validate the achievements presented in the four SPF Progress Reports; nor show how the SPF-funded interventions concretely contributed to achieving the overall development outcomes in UN Women's Strategic Plan. Within these limitations, however, the Evaluation Team aimed to collect

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<sup>23</sup> It is not clear to the Evaluation Team how the criteria were used in this process. Specifically, DRC and Uganda, was replaced by Ethiopia and Paraguay. The Evaluation Team had queried why the selected countries did not include any example from Latin America and the Caribbean, and had proposed Colombia.

<sup>24</sup> The preliminary interviews conducted with UN Women Headquarters staff took place before the final selection was done, so could not serve this purpose. The Evaluation Team assumed the identified focal points at country level would be able to provide sufficient information conducive to the selection of the country example, but this was not the case for all proposed and/or selected countries.

and triangulate as much information as was feasible to investigate how and to what extent the SPF funding modality has contributed to achieving expected outcomes of in *Impact areas 1 and 4*.

The evaluation questions articulated by UN Women in the Request for Proposal (see Annex 11 for the Terms of Reference) are geared largely towards evaluating the SPF as a coherent conventional programme, contributing to expected outcomes and outputs in the two strategic *Impact areas 1 and 4*. Accordingly, during the inception phase, the Evaluation Team articulated indicators and means of verification perceived to be pertinent to the original evaluation questions for each of the evaluation criteria (relevance, effectiveness, efficiency and sustainability) based on the assumption that specific SPF results could be evaluated.

In preparing for the field missions in the six countries, as well as further in-depth analysis of SPF relevant documents, the Evaluation Team increasingly realised that the SPF Log Frame was an adapted version of outcome/output indicators pertinent to *Impact areas 1 and 4* in the UN Women DRF of the Strategic Plan. While the various evaluation questions could be raised with pertinent UN Women staff and other key stakeholders, the relevance of the framework depended very much on what the SPF had been/was actually funding in the pertinent country example. In some cases, the SPF had been used to fund a certain position (Jordan and Somalia) and the Team was not able to look at specific project implementation. In other cases, the SPF had also been utilised for project funding (Sierra Leone). In some cases, experts have been seconded to other members of the UN family with little or no direct connection to the work or country portfolio of UN Women (Myanmar and Somalia). In yet other places, experts have been provided to international organisations outside the UN (Ethiopia/African Union (AU)).

Throughout the evaluation process, it thus became clear to the Evaluation Team that the conventional evaluation approach was not feasible in the case of the SPF. The SPF is a *flexible funding modality* contributing broadly to achieving outcomes under the two *Impact areas 1 and 4* in alignment with UN Women's Strategic Plan, and must be evaluated as such.

### 3.3.2 Refining the evaluation framework

Against this background, and in line with the overall objectives of the evaluation, the Evaluation Team has sought to go beyond addressing the evaluation questions to also address how the SPF funding modality has contributed to strengthening UN Women institutionally and in line with its triple mandate of normative support, UN coordination, and operational activities. The Team decided to look more closely at how the SPF had contributed to the following four variables:

- ✓ UN Women's contribution to synergy effects within the UN system
- ✓ The value added of UN Women
- ✓ UN Women's catalytic role as per its triple mandate
- ✓ The leveraging of additional funding sources.

The Team's discussions of these four variables with key stakeholders at the country level provided an opportunity for UN Women staff to reflect on their comparative advantage irrespective of limited human and financial resources. It also provided a framework for discussion with strategic UN and non-UN partners on UN Women's triple mandate, and how the organisation's gender expertise contributes to strengthening development and humanitarian interventions and thereby promotes the aim of the UN system to 'Deliver as One'.

The Evaluation Team therefore proceeded to address the evaluation criteria of *relevance, effectiveness, efficiency and sustainability*, as well as identify contributions towards the four variables above, based on the information gathered in the field through in-depth interviews and focus groups with key stakeholders, the conclusions derived from the desk review presented in the Inception Report and further desk review of corporate documents. The Evaluation Team also designed an

electronic survey that was sent out to UN Women country staff with questions relating to their experiences with and perceptions of the SPF.

Overall, the Evaluation Team is confident that the data collected throughout the process provides a solid base on which to assess the significance of the SPF, draw lessons and formulate recommendations for a renewed SPF.

## 4. EVALUATION CONTEXT

The initial desk review presented in the Inception Report aimed to contextualise the evaluation by fully understanding the organisational and operational context within which the SPF is implemented, before engaging in field research and in-depth study of documents. Findings and key messages from i) the various operational challenges outlined in the annual SPF Progress Reports; and ii) the evaluation of UN Women's contribution to UN system coordination on gender equality and the empowerment of women (GEEW)—have served as backdrop against which the Evaluation Team has conducted the evaluation.

### 4.1 UN Women and key operational challenges

The desk review of SPF documentation revealed a number of key challenges that in various ways and to varying extent have had implications for the way in which SPF has delivered in relation to the evaluation criteria—relevance, effectiveness, efficiency and sustainability. Most of the key challenges discussed in this section are outlined in the SPF Progress Reports; others have become evident from reviewing additional documents (see also Annex 9).<sup>25</sup>

#### 4.1.1 Organisational development

It is clear from available documentation that it has been challenging to effectively implement the SPF in an organisational environment that is characterised by significant organisational changes—that is, improving business practices, strengthening country presences and putting in place the foundations of the new structure in the field and corresponding changes at regional level and in UN Women Headquarters. At the same time, it is clear that the availability of SPF funds has been highly valuable in this process.

#### 4.1.2 Funding gaps and human resources

The persisting gap between expectations/demands on the one hand and available resources on the other continues to be one of the main operational challenges of UN Women. Insufficient resources lead to a large number of vacancies across the organisation, including in key positions at country level. This inhibits UN Women's ability to fulfil its triple mandate and hampers its ability and credibility in assuming its coordinating mandate in-country. This is particularly evident in countries where UN Women does not have its own country office. The availability of SPF funds has been important to address and ameliorate this challenge.

The general scarcity of resources has made it difficult for UN Women to prioritise SPF funding. For example, UN Women has had to be selective in its deployment of regional advisers through the SPF, as not all the required advisers could be afforded. Also, experts provided in support of *Impact area 1* have tended to be deployed on short-term contracts, whereas experts supporting *Impact area 4* have to a larger extent have been deployed on long-term contracts, responding to growing expectations of UN Women support in this area.

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<sup>25</sup> In the view of the Evaluation Team, further desk review of SPF relevant documentation, interviews with key stakeholders and field missions in the selected country examples confirm that these key challenges largely remain valid.

### 4.1.3 Defining and presenting results

UN Women has sought to address challenges associated with defining and presenting coherent results by developing the 12 Flagship Programming Initiatives (FPIs)—each with its own TOC—aligned with UN Women’s Strategic Plan 2014–17. The FPIs were approved and launched during the third quarter of 2015 and aimed to support country offices in developing TOCs and results frameworks that are aligned with overarching organisational objectives. Whereas country offices across the organisation use the FPIs, responses to the SPF evaluation survey, as well as interviews, reveal that UN Women staff have found dealing with the TOC a challenge. In many contexts, the availability of data is also highly challenging. A particular challenge has lain in obtaining gender-disaggregated data, not least in the humanitarian field.

### 4.1.4 Contextual challenges in conflict-affected and fragile countries

UN Women’s mandate means it is active in several conflict-affected and fragile countries. In such contexts the operational environment is highly complex and unpredictable. This often severely affects UN Women’s ability to effectively implement its programmes.

### 4.1.5 Non-recognition as a humanitarian actor

A significant challenge for UN Women has been that it is not yet fully recognised as an equal partner in the humanitarian field. UN Women is not yet a member of the IASC, despite co-chairing the IASC Gender Reference Group and functioning as its secretariat, as well as funding research and activities on gender responsiveness in humanitarian action on behalf of the IASC. At the same time, it is clear that there is not a sufficient consideration of, or capacity to ensure, gender responsiveness in established humanitarian bodies.

## 4.2 UN Women and coordination

Coordination is a central part of UN Women’s triple mandate. A recent independent evaluation of UN Women’s contribution to UN system coordination on gender equality and the empowerment of women aimed to explore ‘the contributions of UN Women to UN system coordination on GEEW over the period 2011 to 2015 at country, regional and global levels, including the link between its coordination role and operational and inter-governmental normative support roles’.<sup>26</sup> A number of the key findings from that evaluation are of particular importance for the Evaluation Team’s validation of its own findings, including addressing the evaluation criteria and analysing UN Women’s contribution to synergy, value added, catalytic role and leveraging of additional funding resources.

Overall, the evaluation of UN Women’s coordination role acknowledges the complexity of coordination efforts within the UN system. As part of its efforts to strengthen coherence, tap into synergies and reduce duplication on GEEW in the UN system, the evaluation found, UN Women has taken steps to strengthen inter-agency groups such as the Inter-Agency Network on Women and Gender Equality (IANWGE) and the United Nations Development Group (UNDG) Gender Equality Task Team (GETT) at the global level, and Gender Theme Groups (GTGs) or Results Groups at the regional and national levels. These groups have contributed to GEEW capacity and results, but there is a need to further improve their relevance and effectiveness.

However, the evaluation also found that actual or perceived gaps in UN Women’s operational capacity had negatively influenced its ability to contribute to or lead inter-agency discussions on gender equality and women’s empowerment at the global and field levels. Moreover, the on-going organisational development process (i.e. institutionalising the UN Women regional architecture) and

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<sup>26</sup> UN Women and IEO 2016. ‘Evaluation of UN Women Contribution to UN System Coordination on Gender Equality and the Empowerment of Women’. Corporate Evaluation Report by UNIVERSALIA Evaluation Team (draft May), p.viii. The SPF Evaluation Team received the draft copy of this evaluation during the country field mission phase.



continuing resource limitations had had a negative impact on the organisation's ability to effectively assume its coordination mandate.

The evaluation also identifies tensions over mandate boundaries in specific programmatic and thematic areas within the UN system. The complexity of the UN system is also reflected in continuous inter-agency competition over limited and scarce resources. In some cases, there is also a limited understanding of the role of UN Women and of its technical expertise and ability to contribute to gender mainstreaming as integral to the UN aim of Delivering as One. In respect of the Sida-funded SPF this reality clearly informs final decisions in UN Women Headquarters regarding the allocation of SPF funds.<sup>27</sup>

## 5. UN WOMEN SIDA STRATEGIC PARTNERSHIP FRAMEWORK

In order to provide the background information necessary for addressing the evaluation criteria, the following provides an overview of the SPF funding modality; relevant information on UN Women's capacity and outreach, SPF-funded initiatives and projects and deployment of UN Women staff; investment in knowledge products; strategic partnerships; selected responses to the electronic survey; and the UN Women TOC. Where pertinent, the discussion includes views of stakeholders from interviews and the electronic survey.

### 5.1 SPF funding modality

#### 5.1.1 SPF objective

UN Women is highly dependent on voluntary contributions. Since its inception in 2010 the organisation has been operating on a significantly lower budget than the targets set by the Secretary-General and the Executive Board. It is noted in the Strategic Plan 2014–17 that 'UN Women's mandate, its high dependence on voluntary contributions and the importance of delivering results in its early years, makes it critical that donors prioritize and set a new and higher baseline for resources in keeping with their stated commitments to gender equality and women's empowerment. Without increased contributions, the level of funding provided to UN-Women will not be compatible with carrying out its triple mandate.'<sup>28</sup> This is also noted by the evaluation of UN Women's coordination role, which tentatively concludes that the organisation may have to reduce the scope of its triple mandate to more efficiently align its work with current resource levels.<sup>29</sup>

Despite an overall increase in contributions—a 41 per cent increase between 2011 and 2015<sup>30</sup>—and reduced budget targets, funding shortfalls continue to be one of the central operational and organisational challenges for UN Women.<sup>31</sup> As of June 2016, some \$136 million has been pledged as core contributions by 146 governments—out of a targeted \$250 million by 150 governments.<sup>32</sup>

The SPF is a non-core funding modality through which Sida provides predictable and loosely earmarked funding for UN Women, specifically targeting *Impact areas 1 and 4*. As the general tendency among donors to make core contributions is decreasing, the SPF modality is seen as a constructive alternative—providing a flexible form of earmarking that allows UN Women to set and adjust its priorities depending on need, and more rapidly and effectively respond to developments in its operational environments, including surge capacity in the humanitarian field. UN Women has repeatedly expressed that the SPF modality should serve as a model for other donors to provide

<sup>27</sup> See Annex 4 for a detailed summary of the evaluation of UN Women's coordination role.

<sup>28</sup> UN Women EB 2013b, p.23

<sup>29</sup> UN Women and IEO 2016

<sup>30</sup> UN Women: <http://www.unwomen.org/en/partnerships/donor-countries/overall-contributions>

<sup>31</sup> UN Women EB 2013b, p.23

<sup>32</sup> UN Women: <http://www.unwomen.org/en/partnerships/donor-countries>



flexible non-core funds to support the implementation of its Strategic Plan, either through separate arrangements or through pooled funding under a joint SPF.<sup>33</sup>

Under the SPF, Sida has contributed a total of SEK210 million over a period of five years—SEK30 million annually between 2011 and 2013 and SEK60 million annually for 2014–15. In order to manage the larger funds UN Women recruited a dedicated programme management specialist to manage the SPF.

The SPF funds represented about 2.6 per cent of UN Women’s total expenses in 2014,<sup>34</sup> and 2.2 per cent in 2015.<sup>35</sup> There are other resources devoted to the implementation of the Strategic Plan. Reviewing the SPF resources specifically allocated to *Impact areas 1 and 4*, the Evaluation Team notes that its relative significance has increased. During the biennium 2014–15, a total of \$58.7 million was allocated and spent under *Impact area 1* and \$72 million under *Impact area 4*.<sup>36</sup> SPF funds thus represent some 10.8 per cent of UN Women’s total resources allocated for these two impact areas in 2014–15.<sup>37</sup> Over the full programme period, some 22 per cent of the total SPF funds have been allocated for Impact area 1, whereas 78 per cent has been utilised under Impact area 4. Reported results in the SPF Progress Reports 2013–16 of funded interventions, and achievements identified in the SPF evaluation, indicate that SPF funds have made significant contributions towards UN Women’s overarching objectives.

#### 5.1.2 Management of SPF funds

##### 5.1.2 Management of SPF funds

The management structure of the SPF funding modality has developed and changed over the course of the implementation period. Some UN Women stakeholders describe the mechanism set up at the inception of the SPF as overly centralised and slow. All allocations have to be signed off at director level (D2), making it difficult to ensure a response to needs arising across the organisation in an effective and timely manner. This, in turn, led to significant under-spending in the first years of the SPF. In 2012, only 10 per cent of available SPF funds had been spent at the close of the financial year.<sup>38</sup> Halfway through the current SPF period, the authority to allocate SPF funds was delegated to the operational level, which led to a significant increase in the implementation and resource utilisation levels.

Reported spending levels increased to some 60 per cent in 2013 and 63 per cent in 2014, despite the fact that funding doubled from SEK30 million to SEK60 million in 2014.<sup>39</sup> UN Women senior management also note that actual spending levels are likely to be higher as the figures presented in the financial reports do not accurately account for some salaries and other costs that may have been committed but not yet disbursed at the end of the financial year.

It is currently projected that UN Women has committed some 90 per cent of the SPF resources available for 2016 and that it will have reached a 100 per cent utilisation level by the end of the current year (2016). The remaining 10 per cent has been saved for unexpected needs that may arise in the second half of 2016, and for commitments that depend on the approval of a second phase of SPF funding for their sustainability (SPF Phase II is currently pending decision by Sida).

<sup>33</sup> UN Women 2015b. See also UN Women 2014b

<sup>34</sup> UN Women. 2015/n. ‘UN Women Annual Report 2014-2015’, p. 26.

<sup>35</sup> UN Women 2016i. ‘UN Women Annual Report 2015-2016’, p.44

<sup>36</sup> UN Women 2015c. ‘2014 Data Companion. Progress Made on the UN Women Strategic Plan 2011–13. Report of the Under-Secretary-General/Executive Director of UN Women’, p.43

<sup>37</sup> The Team was informed that some \$5.5 million—or 22 per cent of the total SPF funds over the programme period—has been allocated for *Impact area 1*, whereas 78 per cent has been utilised under *Impact area 4*.

<sup>38</sup> UN Women 2013c. ‘Certified Financial Donor Report for Period Ended 31 December 2012. Sida Fund for Strategic Partnership Framework’

<sup>39</sup> UN Women 2014i. ‘Certified Financial Donor Report for Period Ended 31 December 2013. Sida Fund for Strategic Partnership Framework’; and UN Women 2015h. ‘Certified Financial Donor Report for Period Ended 31 December 2014. Sida Fund for Strategic Partnership Framework’

Overall accountability for implementation of the SPF rests with the directors of the UN Women Policy and Programme Division, although the technical advisers have wide authority in addressing the two *Impact areas 1 and 4* covered by the SPF funding modality. Reporting on progress is done on a yearly basis to secure the release of the next tranche of SPF funding. UN Women submits a report during the annual consultation with Sida, together with the operational plan for the following year, which includes a detailed budget that serves as guidance for the distribution of SPF resources.

While maintaining independence of the sections within the Policy and Programme Division is vital, there was also a realisation that a central mechanism was necessary to ensure joint reporting, monitoring and better coordination, including addressing, for example, fluctuations owing to the exchange rate. Therefore, monthly reports are prepared and shared within the division, although technical advisers monitor their own individual budget.

The majority of the SPF funds have been allocated to the country level, as UN Women ultimately aims to be a field-level organisation with sustainable capacity in-country. The roles of Headquarters and regional offices are perceived mainly in terms of capacity oversight and support, providing tools and guidance, as well as ensuring alignment with UN Women strategic priorities.

The Results Management System (RMS), which provides the framework for planning, monitoring and reporting on results, is also applicable to how UN Women country offices report on SPF-funded initiatives and projects. Keep in mind that it was only in 2016 that the RMS was linked to the finance system, allowing tracking of expenditure in thematic areas.<sup>40</sup>

### 5.1.3 Allocation of SPF resources

There is no separate mechanism for country or regional offices to apply for or request SPF funding, with the exception of the two small funds that have been set up for women's participation in politics and constitutional reform initiatives. As outlined above, UN Women Headquarters generally handles the allocation of SPF funds as part of the regular annual budget process. The process of allocating funds varies slightly between the two impact areas. These variations are outlined below.

#### *Impact area 1*

UN Women has set up specific funds and mechanisms for country offices, as well as external partners, to apply for projects supporting women's political participation, thereby utilising SPF funding by providing needs-based support to country level, including in the production of knowledge products. SPF funds have been used to set up the Women in Politics Fund (WiPF) and the Women and Constitutional Reform Fund (WCRF). The WiPF and WCRF were specially designed to provide seed funding, avoid *ad hoc* allocations and ensure alignment of country offices with the Strategic Plan. The two quick intervention funds allow UN Women country offices to apply for grants to cover funding gaps that have been identified in their annual work plans on *Impact area 1*, or to provide seed funding to help leverage resources at country level. This serves to provide the required support to position UN Women in UN Electoral Assistance Needs Assessment Missions and programming on electoral assistance and parliamentary support.

The WiPF was set up to provide advisory and financial support to UN Women country offices within four thematic priority areas:

- i) Support the development and implementation of robust legal frameworks and administrative arrangements that facilitate women's participation; ii) Expand the pool of qualified and capable women to run for election; iii) Transform gender norms so that women are accepted as legitimate and effective leaders; and iv) Support women leaders in gender-sensitive political institutions, including parliament, political parties and EMBs [electoral management bodies].*

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<sup>40</sup> UN Women 2016k. 'Results Management System. Measurable Success – Sustainable Results'

As of 2016, the WiPF considers grants of up to \$80,000 (\$10,000–40,000 in 2015).<sup>41</sup>

One staff member in UN Women Headquarters is supported by SPF funds, providing advisory services to the country offices including ensuring alignment with and contribution to the UN Women Strategic Plan. Support includes supporting the pertinent country offices to better understand the electoral framework and possible entry points in the run-up to elections so they are in a position to contribute.

Regional office involvement takes place mostly where there is a regional adviser (Nairobi, Panama and Cairo). In other regions, requests for SPF funding often come directly from the respective country office. UN Women Headquarters allocates funding based on needs assessment, in turn based on strategic priorities, which are used as guidance to decide the allocation of SPF funds. A template for reporting has been developed and UN Women Headquarters expects twice a year reporting on progress and additional reporting if a milestone is reached. Headquarters is in charge of reporting and overseeing how the SPF funds are spent.

#### **Impact area 4**

Allocation of SPF resources for *Impact area 4* is led to a greater extent by relevant staff at UN Women Headquarters responding to needs identified through the annual budget process, or to *ad hoc* requests. This is deemed necessary because of unpredictable factors in the conflict/post-conflict and humanitarian contexts. Under *Impact area 4*, SPF funding is used both for peace and security interventions and for humanitarian action—for example funding short- or long-term deployment of experts.

An assessment of development and needs in the area of peace and security and humanitarian action and requests from country and regional offices in the budget process helps inform decisions at UN Women Headquarters regarding the allocation of SPF funds under *Impact area 4*. Strategic initiatives are also taken to produce knowledge products in new and emerging areas to better understand needs and explore options for better programming. A portion of flexible funding is put aside to respond to unpredictable needs of country offices in crises and post-crisis contexts.

The three senior regional advisers funded through the SPF become an integral part of the management structure for the funds used in their respective regions, advising on the use and allocation of funding in the regions and participating in the follow-up and monitoring of interventions. In Eastern and Southern Africa, for example, it is the regional adviser who is tasked with gathering data for the annual SPF report from the field offices in the region.

The SPF also funds two Headquarters-based humanitarian posts, which provide UN Women with the ability to liaise with regional organisations and extend support to country offices, especially where there is no dedicated capacity. Experts have also been deployed in some country offices to ensure credible capacity to participate in the peace process.

#### **5.1.4 Survey responses on the SFP funding modality<sup>42</sup>**

##### **Applying for SPF funding**

The majority of survey respondents reported that the process to apply for SPF funding was either demand-driven (71 per cent) or linked to the country's United Nations Development Assistance Framework (UNDAF) (64 per cent).

Human resources, financial resources and cooperation with national counterparts were listed as important facilitating factors to successfully implementing support funded through the SPF, with human resources being reported as the most important. Insufficient overall resources (human, financial and technical) were reported to be the biggest challenge to effectively implementing activities funded through the SPF.

<sup>41</sup> UN Women 2016d. 'Guidelines on Women in Politics Fund'

<sup>42</sup> See Annex 3 for the Summary of Responses to the SPF Survey.

### ***Advantages and disadvantages of the SPF funding modality***

Responses to the question on key advantages of the SPF reveal that respondents appreciate numerous aspects of the funding modality. In all categories, except enabling UN Women to pursue new strategic partnerships, positive responses were above 50 per cent. The highest response was for the flexibility in selecting the focus of the SPF activity (81 per cent), followed by enabling UN Women to strengthen advocacy (77 per cent) and enabling UN Women to strengthen existing strategic partnerships (69 per cent.) Some 85 per cent stated there were no disadvantages to SPF funding. The reasoning for those who found disadvantages included lack of continuity; inadequate funding to implement all the required project interventions; and that funding could only support funding gaps on existing projects.

Perceived advantages of SPF un-earmarked funding include: flexibility in selecting the focus of the SPF supported activity; enabling UN Women to strengthen existing and pursue new strategic partnerships, leverage additional funding and invest in capacity building; strengthening advocacy in *Impact areas 1 and 4*; and addressing urgent and time-bound national priorities. Perceived disadvantages include lack of continuity and inadequate funding to implement all the required project interventions.

## **5.2 SPF interventions**

The most common type of intervention funded through the SPF has been deployment or secondment of experts, but the modality has been used to fund other types of interventions as well. This section outlines how the SPF has been utilised over the course of the period under review.<sup>43</sup> The section is structured around four key areas in which SPF has been used to strengthen the work of UN Women: capacity and outreach; deployment of experts; knowledge products; and strategic partnerships.

It has not been possible for the Evaluation Team to fully isolate the contribution of the SPF to the overall progress within *Impact areas 1 and 4*. However, the overall steady progress that is reported for the impact areas is a positive indication (see also Annex 5: Summary of Data Companion indicators 2013, 2014 and 2015).<sup>44</sup> In 2015, 30 per cent of indicators under *Impact area 1* were reported as achieved and 62 per cent were 'on track'; one indicator (or 8 per cent) was reported as off track. For *Impact area 4*, 45 per cent of indicators were achieved (in some cases well above the 100 per cent target), 37 per cent were on track and 18 per cent were off track<sup>45</sup> (Annex 10 provides a summary overview of progress reported as of 2015).

### **5.2.1 Strengthening UN Women capacity and outreach**

#### ***Impact area 1***

The SPF funding modality contributed to strengthening UN Women's capacity to focus on the components of political participation and constitutional reform, which are part of the *Impact area 1* objectives.<sup>46</sup> SPF-funded technical support and initiatives enabled UN Women to focus on the following areas:

- ✓ Policy guidance and advisory services to UN Women country offices;
- ✓ Capacity-building through BRIDGE workshops was provided on Political Participation.
- ✓ Partnerships-building and advocacy: UN coordination on electoral assistance;
- ✓ Inter-agency coordination on constitution reform;

<sup>43</sup> See Annex 6 for further details.

<sup>44</sup> UN Women 2014d. '2013 Data Companion. Progress Made on the UN Women Strategic Plan 2011–13. Report of the Under-Secretary-General/Executive Director of UN Women'; UN Women 2015c; UN Women 2016f. '2015 Data Companion. Progress Made on the UN Women Strategic Plan 2011-2013. Report of the Under-Secretary-General/Executive Director of UN Women'

<sup>45</sup> UN Women 2016f

<sup>46</sup> UN Women 2016g. 'Update on Sida Funding 2012-2016. Components: Political Participation and Constitutional Reform'

- ✓ Focus on the area of justice with the International Criminal Court (ICC) and other tribunals;
- ✓ Knowledge management and research.

During the period 2012–16, SPF funding of technical support on political participation enabled UN Women to reach out to 22 countries,<sup>47</sup> in some cases through deployment of short- or long-term technical gender experts, including field missions in ten countries<sup>48</sup>. In addition, remote technical support was provided to UN Women regional offices in Bangkok, Cairo, Dakar, Istanbul, Nairobi and Panama.

With respect to *technical support on constitutional reform*, SPF funding support enabled UN Women to reach out to ten countries, including through the deployment of technical gender experts,<sup>49</sup> and to target seven countries for capacity-building.<sup>50</sup>

#### **Impact area 4**

The deployment of senior advisers to three regional offices has greatly enhanced the capacity of UN Women to address issues of governance, peace and security across these regions. In some countries and contexts, efforts have been reinforced through the deployment of additional staff to the country office or seconding experts to strategic partner organisations. The capacity of UN Women to fully engage in the peace and security agenda has also been strengthened by SPF-funded additional staff at Headquarters level in New York.

On the justice side, UN Women utilised the SPF to second a gender justice expert to the Global Focal Point for Police, Justice and Corrections in New York. The expert has been able to connect the work of the Global Focal Point with UN Women's country operations, supporting the development of rule of law programmes from a gender perspective.

The SPF has also been used to strengthen the humanitarian capacity of UN Women. In October 2012, with support from the SPF funding modality, UN Women established the Gender and Humanitarian Action Unit based in the Programme Division in UN Women Headquarters. The decision to establish the unit was informed by results of analysis of the gender in humanitarian action environment, which flagged the reality that 'there is no institutional coordination of gender and women's empowerment in humanitarian action'.<sup>51</sup> The responsibility at the time largely fell on the IASC Sub-Working Group on Gender and Humanitarian Action at the normative level, and on its operational arm—the Gender Standby Capacity Project (GenCap) – at the field level, in collaboration with a limited number of humanitarian actors.<sup>52</sup>

During the SPF reporting period (2013, 2014, 2015 and 2016), programme staff in the Humanitarian Unit provided technical and management expertise to support humanitarian action in various regions and countries.<sup>53</sup> Though not a formal part of the IASC membership, the unit is co-chair of the IASC Gender Reference Group (GRG) and functions as its secretariat. It is also a standing member of the GenCap Steering Committee. On behalf of the IASC GRG, the Humanitarian Unit supervised the *Review of the IASC Gender Equality Policy in Humanitarian Action* supported through SPF funding. The review recommended the update of the policy to reflect the current humanitarian landscape and development of an accountability framework. It also recommended that UN Women is made a member of the IASC to ensure that the global humanitarian coordination body had the requisite

<sup>47</sup> Afghanistan, Burundi, Cameroon, Caribbean Multi-Country Office (MCO), Chile, DRC, Ecuador, Jamaica, Kazakhstan, Kenya, Liberia, Malawi, Morocco, Namibia, Nepal, Nigeria, Pakistan, Paraguay, Pacific MCO, Tanzania, Uganda. See UN Women 2016g

<sup>48</sup> Afghanistan, Burkina Faso, Burundi, Egypt, Kazakhstan, Liberia, Moldova, Nepal, South Sudan and Uganda. See UN Women 2016g

<sup>49</sup> Grenada, Liberia, Morocco, Nigeria, Pacific (Samoa, Solomon Islands), Sierra Leone, State of Palestine, Sudan, Uganda, Malawi. See UN Women 2016g

<sup>50</sup> Burundi, Bangladesh, Belize, Bolivia, Honduras, Kazakhstan, Nicaragua. See UN Women 2016g

<sup>51</sup> UN Women 2013a, p.20

<sup>52</sup> UN Women 2013a

<sup>53</sup> UN Women 2013a; UN Women 2014b; UN Women 2015a; UN Women 2016b

capacity it needs to ensure delivery on its commitments to gender equality and women's empowerment in humanitarian action.<sup>54</sup> The unit also supervised a study on the *Effects of Gender Equality on Programming on Humanitarian Outcomes* and is currently updating the IASC Gender in Humanitarian Action Handbook.<sup>55</sup>

The Humanitarian Unit developed the *UN Women Humanitarian Strategy 2014–17*, which aims to integrate 'gender equality and women's empowerment considerations in the development and implementation of normative, policy and procedures in humanitarian action'.<sup>56</sup> The strategy is based on UN Women's comparative advantage in respect of its presence in a number of crisis-affected and/or disaster-prone countries and regions, enabling it to engage in humanitarian action; build on existing and potential strategic partnerships and networks of women's organisations and maintain the UN Women Standby Capacity Roster, which includes gender and humanitarian action experts.<sup>57</sup>

By 2015, the UN Women Humanitarian Unit had achieved the following:<sup>58</sup>

- ✓ Technical capacity and gender analysis support to 25 countries;<sup>59</sup>
- ✓ Support to women's organisations and women's machinery in selected countries;<sup>60</sup>
- ✓ UN Women is an active member of the GenCap Steering Committee and hosted nine of the 31 deployments in 2015—making it second only to the United Nations Office for the Coordination of Humanitarian Action (UNOCHA). This compares with a total of six deployments hosted by UN Women between 2007 and 2014, thus reflecting UN Women's increasing engagement in humanitarian action and the use of the GenCap roster.<sup>61</sup>

<sup>54</sup> IASC and GRG 2015b. 'Review of IASC Policy Statement on Gender Policy in Humanitarian Action. Implemented by UN Women on Behalf of the IASC GRG

<sup>55</sup> IASC and GRG 2015a. 'The Effect of Gender Equality Programming on Humanitarian Outcomes: Synthesis Report'. By Institute of Development Studies commissioned by UN Women on behalf of the GRG, and funded jointly by UN Women and the Canadian Department of Foreign Affairs, Trade and Development

<sup>56</sup> UN Women 2014e. 'UN Women Humanitarian Strategy 2014–17'

<sup>57</sup> More specifically, in respect of **disaster risk reduction (DRR)/preparedness for risk mitigation and prevention**, the UN Women Humanitarian Strategy aims to map and consolidate UN Women's work, strengthen the capacity of regional and country teams and develop policy and standard guidance on DRR as part of institution-building. UN Women aims to develop and strengthen partnerships with agencies implementing the United Nations International Strategy for Disaster Reduction (UNISDR) and with the United Nations Office for the Coordination of Humanitarian Affairs (UNOCHA) and—at the country level—engage in the Delivering as One and United Nations Development Assistance Framework (UNDAF) process as well as in food security and conflict management coordination mechanisms to promote a holistic approach to DRR. In respect of UN Women engaging in **humanitarian response**, the Humanitarian Unit aims to support institutional development in terms of internal capacity-building, proactive use of UN Women's roster of gender experts and coordination with relevant UN Women sections on gender-based violence (GBV). Apart from strategic partnerships with UNOCHA, the Humanitarian Unit will seek to foster and strengthen partnerships with the International Organization for Migration (IOM), the United Nations Population Fund (UNFPA), the United Nations Refugee Agency (UNHCR) and the United Nations Children's Fund (UNICEF). Technical support will be provided to the country level, including developing criteria for prioritizing country offices to receive technical support. Similarly, in the area of **early recovery**, the Humanitarian Unit aims to focus on strengthening the partnership with the United Nations Development Programme (UNDP), including exploring application of UNDP's Eight Point Agenda for GEEW in Crisis Prevention and Recovery. Partnerships with UNDP, the World Bank and the European Commission (EC) aim to develop comprehensive guidance and training materials on early recovery. The unit will also support the UN Women Peace & Security Division to implement the Seven-Point Action Plan on Gender Response Peace Building. At the country level the unit will support post-disaster needs assessments (PNDAs) through the UN Women roster of experts. See UN Women 2014e

<sup>58</sup> UN Women 2014f. 'UN Women Gender in Humanitarian Action'. PowerPoint; UN Women 2015f. 'UN Women Gender in Humanitarian Action'. PowerPoint

<sup>59</sup> Albania, Bangladesh, Bosnia & Herzegovina, Burundi, Cameroon, Colombia, DRC, Iraq, Jordan, Liberia, Malawi, Mali, Mozambique, Nepal, Rwanda, State of Palestine, Serbia, Sierra Leone, South Sudan, Tajikistan, Tanzania, Uganda, Vanuatu. See UN Women 2015f

<sup>60</sup> Such as the Pacific Region, Pakistan and the State of Palestine. See UN Women 2015/g. 'UN Women Gender in Humanitarian Action'. PowerPoint.

<sup>61</sup> Afghanistan, Colombia, Kenya, Iraq, Jordan, Nepal, Pakistan, Philippines, South Sudan, State of Palestine, Thailand. See UN Women 2015f



- ✓ Participation in inter-governmental processes: Commission on the Status of Women (CSW), Economic and Social Commission (ECOSOC), World Conference on Disaster Risk Reduction (WCDRR), World Humanitarian Summit (WHS);
- ✓ *Women's Empowerment in Natural Disasters* and drafting the follow-up CSW Resolution 58/2 *Gender Equality and Women's Empowerment in Natural Disasters*
- ✓ Ensuring gender equality and women's empowerment was included as a thematic priority in the global consultations and final outcomes of the WHS
- ✓ Additional regional and country coverage as reported in the Fourth SPF Progress Report June 2015–May 2016<sup>62</sup>

### 5.2.2 Deployment of UN Women staff

The four SPF Progress Reports (2013, 2014, 2015 and 2016) provide information on deployment of staff covering *Impact areas 1 and 4* supported by the SPF funding modality. Table 1 presents deployment of gender technical advisers during the period 2013–16 by region and country covered by UN Women.<sup>63</sup> The total cost of deployment supported by the SPF funding modality in 2013–16 amounts to \$15,454,466.

According to UN Women Headquarters, country offices where current SPF-funded deployments are placed have been reminded that the programme ends in December 2016, and have been encouraged to identify new funding sources for those deployments that are still required and relevant beyond the current SPF Phase I period. For the SPF Phase II proposal, deployments will be considered insofar as they fit in with the new results framework.<sup>64</sup>

**Table 1: Deployment of UN Women staff funded by the SPF**

UN Women region	Location	Deployment status
Eastern and Southern Africa	Regional Office/Nairobi	On-going
	DRC	On-going
	Eritrea	Ended
	Ethiopia (2 positions)	On-going On-going
	Kenya	Ended
	South Sudan (2 positions)	On-going On-going
	Somalia	Ended
	Sudan	On-going
Western and Central Africa	Regional Office/Dakar	On-going
	Guinea Bissau	On-going
	Mali	On-going
	Sierra Leone (2 positions)	Ended Ended
Americas and the Caribbean	Regional Office/Panama	Ended
	Haiti	On-going
	Colombia	On-going
Arab States	Regional Office/Cairo	On-going
	Occupied Palestine Territories	On-going
	Jordan	On-going
	Libya	Ended

<sup>62</sup> This includes Central African Republic (CAR), Chad, DRC, Egypt, Eritrea, Fiji, Guinea Bissau, Kosovo, Libya, Macedonia (Former Yugoslav Republic), Myanmar, Niger, Nigeria, Papua New Guinea, Somalia, Syria (from Jordan), Tunisia, Turkey and Yemen. Technical support was also extended to regional offices in East and South Africa, West and Central Africa and East Europe and Central Asia, and support went to the African Union Commission of Inquiry on South Sudan investigation of sexual and gender-based violence (SGBV) crimes. For the first time, UN Women has been designated as the cluster lead—in Fiji, co-leading the Regional GBV in Emergencies sub-cluster, co-coordinating the national Safety and Protection Cluster and being the lead technical adviser for the national sub-cluster on the GBV Area of Responsibility in emergencies. See UN Women 2016b

<sup>63</sup> See Annex 11 for detailed information on SPF funded deployments.

<sup>64</sup> The SPF Evaluation Team received this information from UN Women Headquarters on 18 August 2016.

	Syria (2 positions)	Ended Ended
	Tunisia	Ended
	Yemen (2 positions)	On-going On-going
<b>Europe and Central Asia</b>	Regional Office/Ankara	On-going
	Kyrgyzstan	Ended
	Kosovo	On-going
	Macedonia	On-going
	Serbia (2 positions)	Ended On-going
	Turkey	On-going
<b>Asia and Pacific</b>	Myanmar	On-going
	Fiji Multi-Country Office (MCO) (2 positions)	On-going On-going
	Pakistan	On-going
	Papua New Guinea	On-going
<b>UN Women Headquarters</b>	1 positions in Impact area 1	On-going On-going On-going
	5 positions in Impact area 4	On-going On-going Ended On-going
	1 coordination/mgmt	On-going

### 5.2.3 Knowledge products

UN Women has amassed a considerable amount of knowledge on *Impact areas 1 and 4* since the inception of the SPF. The generation of knowledge includes providing financial and technical support, deployment of gender experts to assist with the production of research studies, reports, investigations, situation analyses, position papers, needs assessments, sex-disaggregated data collection, strategic guidance materials and documentation of women's experiences through testimonials and video interviews.

The result of this accumulation of knowledge have (i) been shared with national ministries, civil society organisations (CSOs), UN regional and country offices and other partners to guide their organisational principles, programming and strategic planning; (ii) been incorporated into national constitutions, reforms and other legal documents; (iii) provided gender- and evidence-based information to construct knowledge products; (iv) been utilised as advocacy tools to inform and impact women's participation in elections, humanitarian contexts and peace processes; (v) been incorporated into trainings and workshops; and (vi) been utilised to develop and strengthen a coherent and unified gender-based approach within the UN.

Knowledge products supported by the SPF under *Impact area 1* include tools such as gender-based databases, guidebooks, a virtual library, training modules and manuals, handbooks and maps. Of particular note are the *Constitutional Database*, *Inclusive Electoral Processes: A Guide to Electoral Management Bodies and Women's Participation*, work *iKNOWPolitics* and the *Women in Politics Map*, some of which have been translated into multiple languages and are available in digital and hard copies in order to be accessible to politicians, advocates, policy makers, CSOs, jurists and interested citizens.

Knowledge products in *impact area 4* include for example: The UN Women Sourcebook on Women, Peace and Security (WPS); The Impact of Gender Equality Programming on Humanitarian Outcomes; the Secretary General's Report on CSW Resolution 56/2 *Gender Equality and Women's Empowerment in Natural Disasters*; The gender chapter for the Post Disaster Needs Assessment



Handbook (UNDP, World Bank, EU); Preventing Conflict, Transforming Justice, Securing the Peace: 15 Year Review on Implementation of Resolution 1325, work on *UN Resolutions 56/2 and 66/130*, and other key products in partnership with other agencies and international bodies.<sup>65</sup>

### **Survey responses on knowledge products: Impact area 1**

The SPF survey sent to UN Women regional and country offices—to which a total of 43 per cent responded<sup>66</sup>—included a question on respondents' familiarity with global and regional UN Women knowledge products generated in respect of *Impact areas 1 and 4* and supported by the SPF funding modality.

Table 2 shows that three knowledge products relevant to *Impact area 1* scored highest (over 70 per cent), with three knowledge products scoring relatively low (less than 20 per cent) (*HeForShe Parliamentary Playbook*, *Peacebuilding Architecture Review* and *Peace Operations Review*)<sup>67</sup>. Some 4 per cent of respondents are familiar with *Progress of the World's Women: Who Answers to Women Progress of the World's Women: In Pursuit of Justice*.<sup>68</sup> Two documents directly relevant to *Impact area 1* scored less than 40 per cent: *Women Leaders, It Is Time to Step It Up for Gender Equality Call for Action*.

**Table 2: Knowledge products: Impact area 1**

UN Women Constitutional Database	46%
Guidebook on Inclusive Electoral Processes: A Guide to Electoral Management Bodies and Women's Participation	73%
iKNOWPolitics	69%
Women in Politics Map	73%
Background Document on Beijing+20	58%
Women Leaders. It Is Time to Step It Up for Gender Equality Call for Action <sup>69</sup>	38%
Secretary General's Report on the Implementation of the GA Resolution 66/130 on Women and Political Participation for the 68th session of the General Assembly	58%
HeForShe Parliamentary Playbook <sup>70</sup>	19%
UN Global Study on Implementation of Security Council Resolution 1325 (2000)	77%
Global Initiative on Leadership and Political Participation <sup>71</sup>	35%
Peacebuilding Architecture Review	15%
Peace Operations Review	12%
Other (please specify)	4%
Progress of the World's Women: Who Answers to Women Progress of the World's Women: In Pursuit of Justice	

### **Survey responses on knowledge products: Impact area 4**

As indicated below, four knowledge products relevant to *Impact area 4* scored highest (over 70 per cent of respondents are familiar with this document), while three knowledge products scored relatively low (less than 14 per cent) (*Peacebuilding Architecture Review*, *Peace Operations Review*, *Gender Intensity Measure* and *Women, War, Peace: Independent Experts Assessment on the Impact of Armed Conflict on Women and Women's Role in Peacebuilding*). Two documents of direct relevance to *Impact area 4* scored 21 per cent and 25 per cent, respectively: *The Impact of Gender Equality Programming on Humanitarian Outcomes*<sup>72</sup> and *Humanitarian Context Gender Analysis and*

<sup>65</sup> See Annex 7 for a more detailed overview of knowledge products in *Impact areas 1 and 4*.

<sup>66</sup> Based on the contacts list provided to the SPF Evaluation Team by UN Women Headquarters, the survey was sent out to 38 UN Women country programme offices, 14 UN Women project offices and 5 UN women regional offices. As the Survey Monkey was blocked by the UN Women website, respondents were sent the link to access the survey. This meant that the SPF Evaluation Team could not break down the responses to the electronic survey by the above-mentioned categories of UN Women respondents.

<sup>67</sup> Note that these relate to Impact Area 4.

<sup>68</sup> Not funded by the SPF

<sup>69</sup> This is not a knowledge product *per se*, but a declaration resulting from a meeting.

<sup>70</sup> This has just been finalized in 3 languages in mid-2016 and not yet disseminated to country offices. .

<sup>71</sup> This is not a knowledge product but nevertheless deemed relevant in this list.

<sup>72</sup> Results of the 2015 *Study on Effect of Gender Equality Programming (GEP) on Humanitarian Outcomes* concludes that GEP has a number of discernible impacts. This includes contributing to access to/use of humanitarian services; improving

*Post-Disaster Needs Assessment Support*. Under other, none of the respondents mentioned *Gender Marker Tip Sheets* or *Gender Alerts*.<sup>73</sup>

**Table 3: Knowledge products: Impact area 4**

Best Practices Manual for the Investigation and Prosecution of Sexual Crimes in Situations of Armed Conflict	21%
Secretary General's Report on Resolution 56/2 Gender Equality and Women's Empowerment in Natural Disasters	21%
UN Plan of Action on Resilience for Disaster Risk Reduction	29%
United Nations Guidebook on CEDAW General Recommendation 30 and Resolutions on WPS	79%
UN Women Sourcebook on WPS	71%
The Impact of Gender Equality Programming on Humanitarian Outcomes Report	21%
Humanitarian Context Gender Analysis and Post-Disaster Needs Assessment Support	25%
Peacebuilding Architecture review	13%
Peace Operations Review	13%
The Global Study on implementation of Security Council resolution 1325 (2000)	79%
IASC Guidelines for Integrating Gender-based Violence Interventions in Humanitarian Action	71%
Other: Women, War, Peace: Independent Experts Assessment on the Impact of Armed Conflict on Women and Women's Role in Peacebuilding <sup>74</sup>	4%

Response to the survey question regarding which channels and mechanisms are knowledge products disseminated through reveals that UN Women regional and country offices are the most frequently cited, followed by training workshops. UN Women Headquarters was flagged by 15 per cent of respondents, which may need to be viewed in relation to dissemination via the regional and country offices and an indication of the regional architecture being put in place.

#### 5.2.4 Fostering and strengthening strategic partnerships

UN Women has partnered both with other UN agencies and with national and international partners that have contributed to facilitating production of knowledge products and generation of knowledge. Within the UN, apart from in the United Nations Development Programme (UNDP), these partnerships include the Counter Terrorism Implementation Task Force (CTITF), the United Nations Electoral Assistance Division (UNEAD), the UN Regional Centre for Preventive Diplomacy for Central Asia (UNRCCA) the United Nations Support Mission in Libya (UNSMIL), the Kyrgyzstan United Nations Country Team (UNCT), the Department for Peace Keeping Operations (DPKO), the Office of the High Commissioner for Human Rights (OHCHR), the United Nations Children's Fund (UNICEF), the United Nations International Strategy for Disaster Reduction (UNISDR) and the Department of Political Affairs (DPA). Other partners include local and national governmental bodies, multilateral organisations, CSOs and international non-governmental organisations (INGOs), such as the European Union (EU), the World Bank, Oxfam, IASC, the African Development Bank (AfDB), the Serbian Commissioner for the Protection of Equality, Institute for Development Studies, the International Criminal Tribunal for the Former Yugoslavia (ICTY), the International Criminal Tribunal for Rwanda (ICTR), the Inter-Parliamentary Union (IPU), Elections Cameroon (ELECAM), Sudan Political Parties Affairs Council (PPAC), Women Fund Tanzania, Tanzania Women Cross Party Platform, Tanzania Women Parliamentary Group, International IDEA and the National Democratic Institute (NDI).

UN Women's focus on fostering and strengthening strategic partnerships at global level has been more about coordination within the UN system, including the following:

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the effectiveness of humanitarian interventions and how the needs of women, men, girls and boys are addressed; and improving power relations between men and women. See IASC and GRG 2015a

<sup>73</sup> The IASC Gender Marker was developed to improve humanitarian programming and make humanitarian response more gender-sensitive and thereby more efficient. IASC Gender Tip Sheets cover all sectors relevant to humanitarian action. The IASC Gender Alerts are part of the annual work plans of the IASC current GRG. The Gender Alert aims to alert humanitarian staff and stakeholders in the field by identifying priorities to ensure gender-sensitive humanitarian response and sustainable humanitarian outcomes. See <https://interagencystandingcommittee.org/gender-and-humanitarian>

<sup>74</sup> Respondents under 'Other' did not mention the IASC Handbook on Gender in Humanitarian Action, which was not included in the list sent out in the survey.

- ✓ An important partnership being developed with UNOCHA, at global and both country levels, through piloting in six countries where SPF funding enables closer collaboration with strategic partners. Local programme officers and joint action plans aim to promote mutual accountability as part of such partnerships;
- ✓ Particularly ahead of elections, an area highly regulated by DPA, taking account of sensitivity over mandates and required coordination;
- ✓ Coordinating with UNDP as the lead technical assistance provider at country level during elections;
- ✓ Work with partners specific to *Impact area 1*, include the IPU; International IDEA, and International Knowledge Network of Women in Politics (iKNOWPolitics);
- ✓ UN Women as part of the High Level Committee on Programmes/Senior Management Group on DRR, being active in its technical interagency group on DRR, led by UNISDR. The group coordinates the rollout of the UN Plan of Action on DRR for Resilience, with UN Women providing technical input on gender integration.

Other areas of interest have included developing a closer partnership with the IASC GRG and creating a broad network of alliances. For example, UN Women Humanitarian Unit's co-chairing of the GRG has led to partnerships with other UN agencies as well as with INGOs such as Oxfam.

UN Women's strategic partnership with UNOCHA is deemed of particular importance in promoting and supporting GEEW in humanitarian action, specifically through strengthened gender-responsive and informed humanitarian interventions; joint Humanitarian Country Team strategies promoting collective action; and enhanced capacities and skills of humanitarian actors. UN Women and UNOCHA have signed memoranda of understanding (MoUs) in various countries, cooperated in joint regional training and collaborated on mainstreaming gender in preparations for the WHS.<sup>75</sup>

### **Views of strategic partners**

Strategic partners interviewed for the SPF evaluation<sup>76</sup> perceived UN Women's strengths as it being the best positioned UN agency to coordinate on gender issues and lead gender theme groups; having carried out positive work in the area of women's political participation; having the ability to advocate for a gender perspective in the area of women, peace and security and humanitarian areas of action; and having gender-relevant expertise evident at various strategic and normative levels.

Strategic partners also recognise UN Women's unique position in terms of providing field-level gender expertise and its potentially positive effect, pointing to the importance of this input being expedited. The key challenge is perceived to be ensuring rapid deployment of presence in the field.

However, various strategic partners also raised concern regarding the scope of UN Women's role. Some highlighted UN Women's potential as coordinator, and assessed the organisation's work in the context of the IASC and the GRG Secretariat as being a success. This includes UN Women's work as the custodian of the United Nations System-Wide Action Plan (UN-SWAP) aiming to increase cohesiveness and mutual learning in the UN system, and in terms of mobilising participation from senior management.

Others point out the need to clarify what that coordination means, stressing that it does not imply oversight. UN Women's perceived attempts to become an operational agency are mostly rejected, with interviewees highlighting that UN Women's rightful role is coordination and that it lacks the human resource capacity, field presence and experience to assume a major operational role.

Some partners were quick to recognise that UN Women has faced much opposition from other UN agencies. In some instances this owes to a philosophical disagreement around a focus on people and

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<sup>75</sup> UN Women 2015f

<sup>76</sup> DPKO, UNOCHA, UNDP, UNFPA, WHS, WRC; see Annex 2.

vulnerabilities versus a focus on gender. However, many also see this as a ‘turf war’, where there is overlap in areas where other agencies are already working and believe they hold the mandate.

Strategic partners perceive capacity as a key challenge for UN Women implementing its triple mandate. It is therefore seen as important that UN Women clearly define its role and its priorities in order not to spread resources too thin. This capacity challenge highlights the relevance of the SPF and its flexible nature, which allows funding of positions.

Though some respondents indicated partnerships can add value only if there is sufficient funding, the general perception among respondents to the SPF survey was that partnerships had the following added value:

- ✓ They enhanced opportunities to work with government bodies, international and national non-governmental organisations (NGOs) and women’s groups that provided access to key, national stakeholders and/or opportunities for advocacy;
- ✓ Partners were instrumental to implementation.
- ✓ Partners enhanced their own capacity and strengthened engagement of the women’s movement.
- ✓ They led to further resource mobilisation.
- ✓ All processes are nationally led, so partnerships enable sustainable results.
- ✓ They set up a community for the exchange of ideas.

#### *Views of survey respondents*

Some 85 per cent of survey respondents ‘strongly agree’ or ‘agree’ that partnerships have been appropriate and effective in promoting synergies and value added. The majority of respondents indicated that partnerships enhanced opportunities to work with government bodies, international and national NGOs and women’s groups, which provided access to key national stakeholders and/or opportunities for advocacy and led to further resource mobilisation. Partners are perceived to be instrumental to implementation.<sup>77</sup>

### **5.3 UN Women and Theory of Change**

The Evaluation Team found that UN Women had not developed an overall TOC at the time of the SPF evaluation. It does, however, have a series of TOCs developed for the FPIs.<sup>78</sup>

For the purpose of discussing the pathways to change at the field level, and how the SPF supports these, the Evaluation Team developed a generic diagram covering *Impact areas 1 and 4* supported by the SPF funding modality to serve as a basis for discussion with pertinent UN Women stakeholders.<sup>79</sup> This diagram was further refined through the inception phase discussions. However, once the Team became aware of the FPIs, and in order to avoid duplication, the FPIs were used as proxy TOCs for the SPF, and as such were included in the survey. In particular, two FPIs are of relevance to this exercise and were included in the survey: linked to *Impact area 1/Women’s Political Empowerment (WPE)* and *Women’s Access to Justice and Impact area 4/Women’s Leadership, Empowerment, Access & Protect (LEAP) in Crisis Response; Addressing the Gender Inequality of Risk and Promoting Community Resilience to Natural Hazards in a Changing Climate; and Women’s Engagement in Peace and Security.*

<sup>77</sup> See Annex 3 for the Summary of Responses to the SPF Survey.

<sup>78</sup> The FPI was developed in 2015 and is a UN Women-wide exercise that seeks to distil the core elements of UN Women’s work and experience into 12 core programmes that can help funnel and focus UN Women’s work in going forward in a sustainable manner. FPIs ‘are high impact, scalable programmes that will carry the bulk of UN Women’s growth’: UN Women 2015d. ‘Flagship Programme Initiatives’. Brochure

<sup>79</sup> See the Final SPF Interim Report for the TOC diagram relevant to *Impact areas 1 and 4* developed by the Evaluation Team, and explored during the inception and field mission phase.

The Evaluation of UN Women's Contribution to UN System Coordination on GEEW mentions challenges in the way the FPI TOC concept has been operationalised,<sup>80</sup> including lack of guidance to help set priorities and clarify what is expected from UN Women in different thematic and/or geographic contexts, and guidance on how to operationalise the FPIs. More importantly, the evaluation concluded that the TOCs did not clarify why and how related changes would lead to more effective and efficient achievement of GEEW.

This lack of clarity is to some extent reflected in the response of UN Women to the SPF survey question regarding the usefulness of the FPI TOCs for the respondents' area of intervention and operation:<sup>81</sup> 68 per cent of respondents found the FPI TOCs very useful while 16 per cent found them somewhat useful or not very useful. Reasons cited by respondents for their answers are summarised as follows:

### 5.3.1 TOC and FPIs are useful

- ✓ They provide a comprehensive framework to support coherent programming and resource mobilisation at the national level, which facilitates enhanced impact.
- ✓ They enable greater understanding of the logic of UN Women's global/corporate approach and ensure countries' alignment with the overall goals of UN Women.
- ✓ FPIs provide useful TOCs, outcomes and outputs that can serve as a strong basis for new initiatives/make use of work already done at Headquarters.
- ✓ They enable critical reflection on the linkages between the expected outcomes and the outputs as well as further elaboration of the risks and assumptions.

### 5.3.2 TOC is not helpful

- ✓ *Impact area 4* incorporates several TOCs. To allow for the change to happen there have to be more investments rather than limited investment provided through GP.
- ✓ It limits the projects that can be done and thus sometimes inhibits results.
- ✓ FPIs were not available at the time of implementation.
- ✓ There was a need for more information and instructions from Headquarters about the FPIs.

### 5.3.3 Theory of change and FPIs are useful but flawed

- ✓ The TOC is useful and the FPIs show examples of how it can be done, but TOCs and FPIs developed without a specific context have inherent limitations. There needs to be some flexibility in the adoption of FPI and integration into programming.
- ✓ The country strategy is wider than the FPIs.

UN Women country offices covered by the Evaluation Team differed in respect of their in-depth understanding and explicit use of the FPI TOC relevant to the impact areas covered in their Country Strategy Note. In the case of *Jordan*, for example, the country programme office adapted the FPI TOC by articulating the pathways to change within the context of development needs and priorities in Jordan. In *Uruguay*, the UNCT developed its own TOC. In *Sierra Leone*, the country programme office mentions the TOC in the Strategy Note but refers either to the FPI TOCs or to the TOC adapted by the Regional Office/Senegal. In the case of *Ethiopia*, where the AU implements the SPF-funded initiative, there was no opportunity to pursue this issue with the UN Women country office. There is no

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<sup>80</sup> UN Women and IEO /Independent Evaluation Office (UN Women/IEO). 2016. 'Evaluation of UN Women Contribution to UN System Coordination on Gender Equality and the Empowerment of Women'. Corporate Evaluation Report by UNIVERSALIA Evaluation Team (draft May).

<sup>81</sup> It is not the intention of the SPF Evaluation Team to evaluate the UN Women FPI TOCs; rather the aim was to investigate UN Women staff awareness of the pathways to change affecting programme outcomes and project outputs and to elicit views on how the SPF funding modality may have contributed to articulating the pathways to change.

evidence that the SPF funded senior gender adviser posted in *Myanmar* has addressed the issue of pathways to change in the type of activities implemented

#### 5.4 Views of Sida and the Swedish Ministry of Foreign Affairs

Sweden is traditionally one of the top donors of UN Women (and previously to the United Nations Development Fund for Women (UNIFEM)) and a strong supporter of the organisation politically. In fact, Sweden was a driving force behind the establishment of UN Women.

Whereas the Swedish core contribution to UN Women decreased from some \$19.3 million in 2013 to \$8.3 million in 2015 (Sweden ranking sixth after the UK, Switzerland, Finland, Norway and Denmark), non-core contributions have increased. In 2015, Sweden was by far the largest non-core contributor, with a contribution of some \$25 million. In total, Sweden was also the overall largest donor to core and non-core funding in 2015—with a total contribution of just over \$33 million.<sup>82</sup> There is a clear political commitment from the Swedish government to continue this support to UN Women.

In 2015, funding through the SPF represented some 30 per cent of Sweden's total annual funding to UN Women. Other contributions were provided in the form of core support from the Swedish Ministry of Foreign Affairs (MFA) (SEK70 million annually in 2014 and 2015) and specific country programme contributions through Sida Headquarters and country/regional offices.<sup>83</sup>

Sweden is seen by UN Women as a very supportive partner and a close dialogue is held at strategic level between the two parties. In its dialogue with the Swedish government, UN Women has requested continued support to influence other donors to increase both core and non-core contributions to the organisation.<sup>84</sup>

UN Women and Sida hold annual review meetings to discuss the SPF Progress Reports, which are captured in Notes for the File (2013, 2014, 2015 and 2016).<sup>85</sup> Overall, the Notes indicate the donor's satisfaction with progress achieved in implementing the objectives of the SPF as laid out in the 2011 Agreement between Sida and UN Women<sup>86</sup> and detailed in the pertinent document covering Guiding Principles, Proposed Thematic Priorities and Cooperation Instruments of the SPF, Implementation of the SPF and Partnership and Cooperation Instruments.<sup>87</sup>

Sida notes that, since 2013, 'gender equality and the rights of women and girls received increased attention in inter-governmental processes... resulting in significant improvements in the normative and global framework'.<sup>88</sup> During annual meetings to discuss the SPF Progress Reports, Sida noted that UN Women had achieved results through SPF funding in terms of deployment of gender advisers, development of knowledge products and increased advocacy and partnerships as well as capacity-building. The ability of UN Women to 'work across silos and bridge the work on development, peace and security and human rights' is also commended.<sup>89</sup>

<sup>82</sup> <http://www.unwomen.org/en/partnerships/donor-countries/top-contributions>

<sup>83</sup> UN Women 2014g. 'Interim Financial Donor Report for Period Ended 31 May 2014. Sida Fund for Strategic Partnership Framework; and UN Women'; UN Women 2014h. 'Interim Financial Donor Report for Period Ended 31 December 2014. Sida Fund for Strategic Partnership Framework'

<sup>84</sup> UN Women 2015b

<sup>85</sup> The Sweden participants generally include representatives from the Sida Unit for Democracy and Human Rights; the Permanent Mission of Sweden to the United Nations; the Department for Multilateral Development Cooperation; and MFA. Participants representing UN Women generally include senior staff from the programme, policy divisions and strategic partnership divisions and their respective units.

<sup>86</sup> Sida and UN Women 2011

<sup>87</sup> See UN Women and Sida 2012. 'Strategic Partnership Framework' (Revised July 2012)

<sup>88</sup> Sida 2013. 'Portfolio Overview. Sida's Support to the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women) 2013', p.2

<sup>89</sup> UN Women 2016l. 'Notes for the File. Sida/Sweden annual consultation on the Strategic Partnership Framework Agreement'. 29 June, p.2



Sida has also raised a number of issues of concern with UN Women during the SPF annual meetings. Such issues have included questions relating to the SPF results framework, baseline data and indicators; queries on UN Women's risk management plans and partnership selection; requests for updates on the progress in operationalising the regional architecture; the 'importance of other donors joining the flexible funding framework in order to increase funding'; and concerns over the risk that UN Women might be spreading resources too thin.<sup>90</sup>

Sida has not required UN Women to submit a formal management response to the queries raised during the annual meetings to discuss the SPF Progress Reports, though the Notes include some information on UN Women responding to queries raised by Sida. For example, UN Women's risk management process, assessment processes, audits and evaluations were discussed during a meeting in November 2013.<sup>91</sup> With respect to Sida's query regarding partnership selection, UN Women explained the link with the RMS and that 'a new module on implementing partners will be available' in 2017.<sup>92</sup>

The interview with the Sida staff member currently handling the SPF portfolio<sup>93</sup> revealed that overall Sida continues to be satisfied with progress and results achieved since the start of implementing the SPF. This type of flexible funding modality is fully in line with Sida's policy to provide long-term funding support to partners with the aim of enabling them 'to be in the driving seat' and to build capacity. The challenge for Sida is to follow up on the contribution of SPF funding at the country level where Sida does not have a country presence. Sida would like to receive SPF Progress Reports with stronger presentation on lessons learnt, challenges, attribution and 'UN Women's role in achieving results'.<sup>94</sup>

Sida acknowledges the challenge for UN Women in leveraging funding but would like to see more funds allocated to the country level.<sup>95</sup>

The flexible SPF funding modality is believed to have contributed to strengthening UN Women's catalytic role, and providing UN Women with the ability to respond to upcoming situations in a timely manner. However, Sida notes that UN Women needs to focus on strengthening its niche given that other UN agencies also work on gender issues and concerns.<sup>96</sup>

As for the Swedish MFA, the Evaluation Team received a document on MFA participation in the 2013 UN Women Executive Board meeting in New York (June 2013), which also covered implementation of the Sida-UN Women Strategic Partnership Framework. Cooperation between Sida and MFA to discuss support to UN Women is in place. The current MFA staff member familiar with the SPF funding modality points out that the latter is important given the trend of donor funds increasingly being earmarked for specific purposes.<sup>97</sup>

MFA particularly commended UN Women in terms of its cooperation with Sweden on policy issues, which is expected to be further strengthened in the coming years. An example of such cooperation is UN Women organising workshops in Stockholm for Swedish civil servants on gender budgeting and

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<sup>90</sup> UN Women 2013b; UN Women 2014c; UN Women 2015b; UN Women 2016l

<sup>91</sup> UN Women 2013b, p.3

<sup>92</sup> UN Women 2016/l, p.3

<sup>93</sup> The current Sida staff member handling the SPF Portfolio has been in place since early 2016 and therefore does not have the institutional memory of the SPF implementation process since 2012. The previous Sida staff member responsible for the SPF Portfolio was not available for interview by the Evaluation Team.

<sup>94</sup> Response to SPF questionnaire by Sofia Orrebrink, Sida Coordinator, Human Rights Group, Democracy and Human Rights Unit; and interview on 11 July 2016.

<sup>95</sup> Ibid.

<sup>96</sup> Ibid.

<sup>97</sup> Interview with Martina Aberg Somogyi, 18 July 2016.

feminist foreign policy in 2015.<sup>98</sup> Also in 2015, UN Women staff from the UN Women Humanitarian Unit in Headquarters presented the results of SPF-funded activities in *Impact area 4*.<sup>99</sup>

## 6. ADDRESSING THE EVALUATION CRITERIA

In addressing the SPF evaluation criteria—relevance, efficiency, effectiveness and sustainability—the Evaluation Team has to the extent possible proceeded to triangulate information elicited from the desk review presented in the Inception Report and other documentation reviewed during the field phase and relevant views of UN Women stakeholders, strategic partners and national counterparts, as well as information collected on the country examples selected for the SPF evaluation.

### 6.1 Relevance

Findings of the desk review presented in the Inception Report indicated that overall the Sida-supported SPF funding modality is relevant in terms of contributing to UN Women achieving its triple mandate as per its 2011–13 and 2014–17 Strategic Plans, respectively, specifically through the focus on two impact areas that contributes to the organisation establishing and strengthening its niche in respect of promoting and supporting gender equality and the empowerment of women and girls.

Indeed, while the application of the SPF funding modality is earmarked in terms of focusing on the two *Impact areas 1 and 4*, the flexibility regarding how SPF funding is invested within these two impact areas, including the possibility of funding staff positions (normally not funded by other donors), has provided UN Women with strategic opportunities relevant to implementing its Strategic Plan. At Headquarters level, SPF funding supported deployment of one technical expert in *Impact areas 1* and further experts in *Impact area 4*, as well as the placement of seconded staff. This has enabled UN Women to address capacity needs while also ensuring gender is mainstreamed into important global and normative discussions.

#### 6.1.1 Ethiopia

In Ethiopia, where SPF funding support focuses on *Impact area 4*, SPF funds have been used for two separate interventions in support of the AU: (i) secondment of three staff members to the Office of the Special Envoy of the AU Commission (AUC) Chairperson on Women and Children in Armed Conflict; and (ii) seconding one gender expert to the AUC of Enquiry on South Sudan through UN Women's cooperation with the roster function Justice Rapid Response (JRR).

The SPF-supported interventions in support of the AU are perceived to be highly relevant to its work. The AU has for many years worked actively on issues of gender, peace and security, and there is a high degree of understanding of these issues at the operational level throughout the organisation. The decision to create the AUC Chairperson's Special Envoy on WPS in 2014 was an attempt to also address the issue of WPS at the political level and to help bridge the gap between policy and implementation in member states experiencing conflict and/or fragility. The SPF-funded secondment of a senior professional as head of office, and a gender policy officer, to the Special Envoy's Office has been essential for the functioning of the latter and the work of the Special Envoy.

The SPF funding of a gender expert in the Commission on South Sudan is also perceived to be relevant to the AUC's work on bringing issues of sexual and gender-based violence to the forefront and making sure the AUC message on SGBV is taken seriously by parties to the conflict, as well as by the international community at large.

However, the Evaluation Team noted some diverging views on the relevance of SPF funding of staff secondment to strengthen the capacity of the AU. Specifically, the UN Women country office/AU Liaison Office advocated for according priority to strengthen UN Women's own capacity in the

<sup>98</sup> Ibid.

<sup>99</sup> Interview with Blerta Aliko, former Head of UN Women Humanitarian Unit in New York, 13 July 2016.



country to enable it to more effectively engage with the various AU counterparts on GEEW issues and promote a coherent international approach to supporting the AU. This is a view shared by the Sida staff based in the Sweden Embassy in Addis Ababa.

### 6.1.2 Jordan

In Jordan, the focus is on *Impact area 4*, where the SPF funds the position of the recovery specialist. This funding support, as well as the proactive leadership of the UN Women country office, has contributed to identifying strategic entry points for mainstreaming gender equality in humanitarian action, increasing women's access to service provision and promoting women's economic empowerment and participation in social cohesion efforts, with a focus on the most marginalised women in both the Syrian refugee and the host communities in Jordan.

UN Women seized the opportunity of the Jordan Response Plan (JRP)—which aims to address socioeconomic challenges facing Jordanian host communities while at the same time tackling the conditions under which Syrian refugees are living in Jordan<sup>100</sup>—to strengthen its strategic visibility and positioning within the UN system. UN Women Jordan focused strategically on supporting resilience and livelihoods and the link with social protection within the parameters of *Impact area 4 (Syrian women refugees and women from vulnerable host communities are empowered through provision of social, psychosocial and economic support for a peaceful coexistence)*, while at the same time linking these interventions with *Impact area 1 (participation and leadership of women)* and *Impact area 2 (economic empowerment of women)* in the UN Women Jordan Strategy Note 2014–17.

Relevance is also discernible in the way the SPF-funded position has enabled UN Women Jordan to seize strategic opportunities that are in alignment with the current Jordan United Nations Assistance Framework (UNAF), specifically outcome 1: Jordan has undertaken political and institutional reform at national and sub-national levels in a participatory, transparent and accountable manner; outcome 2: Jordan has institutionalised improved social protection and poverty alleviation mechanisms for vulnerable people at national and sub national levels; and outcome 6: refugee protection and assistance.

Cross-cutting the UN Women Jordan Strategy Note outcomes and related outputs is the country office focus on mainstreaming human rights and recommendations from the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), United Nations Security Council Resolution (UNSCR) 1325 and other relevant human rights instruments to effectively address violence against women (VAW). The strategic interventions in support of VAW as a cross-cutting concern is in line with the government of Jordan's policy, in turn reflected in the work of key line ministries and the Jordanian National Women's Commission (JNWC), with the Jordan Family Protection Act and Penal Code also extended to Syrian refugees living in Jordan, whether in the camps or living among host communities.

### 6.1.3 Myanmar

In Myanmar, where the focus is on *Impact area 4*, from 2013 onwards the SPF funded a senior gender adviser (SGA) post hosted in the Resident Coordinator's (RC) Office on the understanding that—on the basis of a pilot initiative—the SGA would provide gender advisory services to the RC and the UNCT to strengthen UN system work on GEEW, as well as to function as UN Women's focal point

<sup>100</sup> The following priority sectors are identified in the JRP: Education; Energy; Environment; Livelihoods and Food Security; Justice; Local Governance and Municipal Services, Shelter; Social Protection; Transport; Water, Sanitation and Hygiene (WASH). Cross-cutting Issues have also been outlined: Protection; Gender Equality; Capacity Development; Environmental Sustainability. Other cross-cutting issues are Youth; Private Sector; Information and Communications Technology (ICT); and Women, Men, Girls, Boys (WMGB). See HKJ et al. (2016). 'Jordan Response Plan for the Syria Crisis'; also UN 2015a. '3RP. Regional Refugee & Resilience Plan 2015-2016 in Response to the Syrian Crisis' (Jordan)

with governmental and non-governmental partners.<sup>101</sup> The decision to transition to the establishment of a UN Women country office was taken only in late 2015.

In reality there is no indication that the SGA—who has since been designated the UN Women country director<sup>102</sup>—initiated fundamental processes, such as peace negotiations, or contributed to the national strategic plan for women or changes in national legislation to which UN Women has contributed in other countries. This is keeping in mind that the SGA Terms of Reference (TOR) made no reference to UN Women’s Strategic Plan, or to the *Impact areas 1 and 4* earmarked for SPF funding support.

However, through a process of consultation with partners, understanding of strategic national priorities and processes in Myanmar and taking account of available resources, UN Women has attempted to work on what it considers the most strategic and politically relevant areas—namely, WPS that stakeholders deem relevant to the country context. Nonetheless, there appears to be lack of clarity regarding where and how UN Women’s support in Myanmar in *Impact area 4* has actually developed. Possibly the area where the Evaluation Team would have expected to see UN Women active, notwithstanding limitations of human resource capacity in Myanmar, is the humanitarian sector.

#### 6.1.4 Paraguay

In Paraguay, where SPF funds are allocated to *Impact area 1*, such support is informed by the need identified as key by both civil society and government counterparts. Relevance of the SPF-funded interventions to national priorities is reflected in the strategic focus of increased women’s leadership and participation in decision-making at national and local levels; guaranteeing women’s economic rights and empowerment, especially for the most disadvantaged women; improving public prevention, attention and sanction of VAW and access to justice; and promoting a comprehensive set of global norms, policies and standards on gender equality and women’s empowerment.

UN women provided the evidence necessary to strengthen advocacy efforts and the credibility of discussions. This has positive implications for a high level of ownership and with it an increased likelihood of sustainability of the efforts supported, all of which confirms the relevance of SPF-funded interventions in Paraguay.

#### 6.1.5 Sierra Leone

In Sierra Leone, SPF funds have been allocated to supporting two staff positions in *Impact area 4*, and a project in *Impact area 1*. The UN Women Sierra Leone Strategy Note 2014–17 reflects the gender-specific priorities, challenges and needs in both the development and humanitarian arenas, and keen awareness of potential strategic entry points in support of GEEW to be pursued by the country office.

The Sierra Leone government in collaboration with the UN system, donors and CSOs increased its focus on gender with adoption by the Ministry of Social Welfare, Gender and Children’s Affairs (MSWGCA) of the twin policies—the National Policy on the Advancement of Women and the National Policy on Gender Mainstreaming—to guide the government’s gender equality drive. These were reinforced in 2008 by the development and launching of the National Gender Strategic Plan

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<sup>101</sup> In practice, the pilot failed before it started, as the RC who had proposed this approach was removed before the SGA was in place, and the new RC did not prioritise or support the envisaged role of the SGA. It should be noted that UN Women decided to start the transition to establishing a country office and by 2015 the SGA position was converted to that of a country director, who continues to be funded by the SPF. The intent is that, from 2017 onwards, once the country office is established, core positions will be funded out of UN Women central institutional funding.

<sup>102</sup> Currently, there are four staff members in the UN Women Myanmar team: head of office (SGA/country director) funded through the SPF; a programme assistant funded by core UN Women funds; a WPS officer funded by the Peace Building Fund (PBF); and a CEDAW national officer funded out of UN Women’s regional CEDAW project. The UN Women office also had a Department for Economic and Social Affairs (DESA) fellow for one year. Thus, except for the programme assistant, none of the UN Women staff members is funded by UN Women core funding/institutional budget.

(2009–12) and the Sierra Leone National Action Plan (SiLNAP) for the full implementation of UNSCR 1325 and 1820 on WPS. The latest available MSWGCA Strategic Plan 2014–18 aims to set up a gender policy where a 30 per cent quota is established in all spheres of governance.<sup>103</sup>

In fact it was the Ebola emergency and crisis that provided UN Women Sierra Leone with the strategic opportunity to position itself as an active mobiliser of national public opinion and UN awareness of the neglected gender dimensions of, and persistent gender-blind response to, the Ebola crisis. UN Women Sierra Leone moved on from being largely perceived as an advocate on gender equality in the normative sphere to a strategic partner on the ground with the ability to contribute to combating the complex dimensions of the Ebola crisis. In using the two SPF-funded positions to strategically position the country office as a key partner—in spite of its limited human<sup>104</sup> and financial resources—UN Women Sierra Leone not only supported national capacity (through collaboration with the National Statistics Office on improving sex-disaggregated data confirming the gender-differentiated impact of the Ebola crisis) but also strengthened strategic partnerships (MoU with Oxfam).

SPF project funding in *Impact area 1* enabled UN Women Sierra Leone to contribute to a key policy goal of the Sierra Leone government—namely, the constitutional reform process. UN Women shared the lead with UNDP in supporting the engendering of this process and ensuring the firm anchoring of the GEEW dimensions. The country office’s strategic positioning in the constitutional reform process, as well as the ability to mobilise women’s networks and NGOs, was largely facilitated by its reputation regarding the gender-sensitive handling of the Ebola crisis. This served to reinforce the perception within pertinent key stakeholders groups—both national and within the UN system and donor community—that UN Women Sierra Leone can deliver at the policy level and on the ground.<sup>105</sup>

#### 6.1.6 Somalia

Given the context of conflict and fragility in Somalia, SPF-funded interventions have focused on *Impact area 4*. SPF funding has primarily been used to second a SGA (P-5) to the Office of the RC Office and the Humanitarian Coordinator (HC) for Somalia for one year starting in April 2014. For most of the year, the SGA worked closely with the gender adviser to the Special Representative of the Secretary General (SRSG) in Somalia—a position already institutionalised within the United Nations Assistance Mission in Somalia (UNSOM). After the end of the one-year secondment, UNSOM decided to merge the positions of the two gender advisers (RC/HC and SRSG), and the SGA seconded by UN Women to the RC/HC was recruited for this new position. An Integrated Gender Office was established in UNSOM. This advises both the SRSG and the RC/HC, and works to mainstream gender throughout UNSOM.

The secondment of the SGA has been described as highly relevant, and is deemed to have provided a great added value for UN Women, particularly in the period before UN Women had built its own Somalia team and presence in Mogadishu. This is also perceived with respect to the integration of gender issues in the work of the RC/HC, and later in UNSOM and the UNCT in Somalia. The fact that the position is integrated into the regular budget of UNSOM, and that the gender adviser who had been seconded by UN Women was kept on to lead the Integrated Gender Office, indicates that it was also seen as highly relevant by the SRSG and the UN Mission.

There has been, and continues to be, some confusion and tension relating to the exact division of roles and responsibilities within the UNCT and in the GTG in Somalia. Some stakeholders claim this is

<sup>103</sup> MSWGCA 2015a. ‘Strategic Plan 2014–15’.

<sup>104</sup> To date, the UN Women Sierra Leone country office has a total staff number of 10, of whom the country director and the coordination specialist are international staff.

<sup>105</sup> The UN Women Sierra Leone country representative refused to be evacuated with UN international staff during the Ebola crisis. In the perception of various key stakeholders interviewed by the Evaluation Team this has added to the reputation of UN Women as a credible and reliable partner who can deliver on the ground as well as advocate at the policy level.

a result mainly of personal relationships and personality dynamics involved; others see fundamental institutional/structural challenges that would need to be addressed at the policy level of the UN. In this regard, it should be noted that the structure of having a senior level gender adviser in the political mission is aligned with the recommendation in the Global Study on the Implementation of UNSCR 1325,<sup>106</sup> and arguably considered best practice within the UN system. The tensions experienced in Somalia, however, illustrate the importance of ensuring mandates are clear and there are mechanisms in place to handle cases where there are real or perceived overlaps.

Given the importance of access to justice for the WPS agenda, and of bringing a serious gender perspective to any rule of law programming, the support provided to the development of the Joint Rule of Law Programme by the SPF-funded gender expert seconded to the Global Focal Point on Police, Justice and Corrections must be seen as highly relevant in the Somali context.

It is also seen as important and relevant for UN Women to get substantive access to this programme and participate in its design. This should be seen as an important milestone in itself. At the same time, however, UN Women Somalia is also clear that the programme is still not sufficiently responsive to the needs of Somali women. This is something that the UN Women Somalia country office hopes to be able to address in the upcoming reformulation of the programme (the current programme covers 18 months), most likely with additional support from the Global Focal Point Office in New York.

## 6.2 Efficiency

Challenges in the allocation process leading to significant under-spending in the first years of SPF implementation have largely been overcome and UN Women senior management reports that it is currently on track towards achieving full utilisation of SPF funds by the end of 2016.

As discussed in the Inception Report, available documentation on UN Women's performance in operationalising its triple mandate concludes that overall the organisation has focused on increasing resources available for programming through, for example, harmonising business practices aiming to increase efficiency and accountability and thereby reducing administrative costs; and overall achieved cost-efficiency by leveraging resources, though internal cost controls are deemed to require strengthening. In assessing efficiency, the Evaluation Team aimed to investigate first whether resources were used as intended and in a timely manner and second if funds derived from the SPF had led to leveraging of funds from other sources.

In light of chronic funding shortfalls at the overall level, UN Women appears to have adopted approaches geared towards the strategic and efficient use of limited resources. A regional architecture has been implemented whereby resources at regional level have been consolidated from 15 sub-regional offices to six regional offices, reportedly leading to a strengthened policy and programmatic engagement in every region.<sup>107</sup> Building and leveraging partnerships is highlighted as a central part of the *modus operandi* of UN Women's Strategic Plan, as well as the SPF funding modality. The cooperation between GenCap and the JRR roster mechanisms is such an example. This is, in principle, an efficient way of managing scarce resources. These partnerships have been very important for the ability to recruit professional staff to fill positions funded through the SPF.

It has also been noted that the SPF funding modality has had a catalytic impact that has helped leverage other resources. The building of strategic partnerships and providing seed-funding to start or strengthen initiatives by other actors are examples presented in the SPF progress reports, as well as deployment of long- and short-term gender advisers and experts with specific gender competencies. Funds have also been used to conduct needs assessments and produce policy papers,

<sup>106</sup> UN Women 2015i. Preventing Conflict, Transforming Justice, Securing the Peace; A Global Study on the Implementation of UN Security Council Resolution 1325, p.17

<sup>107</sup> UN Women. 2013/f. 'Integrated Budget Estimates for UN Women for the Biennium 2014-2015', p. 4.

including conducting policy advocacy interventions targeting the international community as well as national governments.

Another use of SPF funding deemed to contribute to efficiency is the enhanced focus on building UN Women's internal capacity. In relation to humanitarian assistance specifically, UN Women highlights the importance of the SPF in supporting its efforts to establish itself as a credible actor in the humanitarian community, reflected in the establishment of the Humanitarian Unit, as well as funding of research and other technical activities and deployment of technical experts. The SPF progress reports also reveal how SPF resources have been allocated for capacity-building through training, building the database, investing in production of relevant knowledge products supporting UN Women's advocacy activities in the two *Impact areas 1 and 4* covered by the SPF funding modality and strengthening ties with key strategic partners.

Given that UN Women relies largely on voluntary financial contributions, the un-earmarked SPF funding modality is believed to be instrumental in enabling the organisation to be more strategic in the use of SPF allocated funds. This is believed to have implications for efficiency and value added through joint approaches within the organisation, as well as with strategic partners, including leveraging additional funding sources.

However, it should also be noted that efficiency at UN Women Headquarters level with respect to managing and implementing the SPF has undergone some transformation during the period under review. The complexity, magnitude and diversity of the programme components supported by the SPF funding modality in *Impact areas 1 and 4* in the various regions and countries—and clearly reflected in the SPF Progress Reports 2013–16—not to mention the different divisions involved in Headquarters led UN Women to appoint a SPF programme management specialist to oversee and support cohesion of the implementation process.<sup>108</sup>

### 6.2.1 Ethiopia

In Ethiopia all SPF-funded interventions—that is, seconding staff to the Special Envoy's Office (SEO) and to the Commission of Inquiry on South Sudan—have been efficiently implemented in the sense that resources have as planned been transformed into staff deployment at various AUC institutions. There are indications that SPF funding of experts to the AUC Chairperson's Special Envoy on WPS, illustrating the value of a professional office supporting the Envoy, has helped inspire AU Member States (such as Namibia and Senegal) to provide resources by seconding staff members to the SEO.

Whereas the Evaluation Team was not able to explore or assess the quality of administrative and financial management arrangements of the SPF-funded interventions in any detail, information provided by stakeholders points to an under-utilisation of the UN Women country office/AU Liaison Office in the strategic planning, design, monitoring and follow-up of interventions. UN Women staff in the country office in Ethiopia noted that they were used primarily as logistical support in relation to these interventions, and were often unaware of the content of discussions between UN Women in Headquarters and the AU. This does not seem the best use of available capacity and resources. The lack of consultation on prioritising SPF funds in the planning process has also resulted in some confusion among AUC stakeholders on the role of UN Women and its cooperation with the AUC.

The Evaluation Team particularly notes that the UN Women country office/AU Liaison Office in Ethiopia could play a bigger role in monitoring and follow-up of the SPF-funded interventions. This becomes all the more important as international stakeholders have expressed concern over difficulties in getting timely and accurate reporting on spending and results from the SEO.

The view was put forward by stakeholders within the AU and among external partners that available SPF funding would provide more value if geared towards strengthening the capacity of the UN Women country office/AU Liaison Office in Addis Ababa, rather than 'beefing up' technical capacity

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<sup>108</sup> UN Women 2016c



of AU institutions. While the Evaluation Team could not validate this view, it would appear there is some consensus regarding the need for increased resources to support coordination among AU entities engaged in the WPS agenda, to ensure effective donor/partner coordination and encourage greater transparency. On the other hand, there is some indication that the initial investment to support the establishment of the SEO, and showcasing its added value, may have contributed to the decision of other AU Member States to second staff to the office, leveraging other resources.<sup>109</sup>

In relation to the gender expert seconded to the Commission of Inquiry, the AUC executive secretary noted that the main added value of UN Women's support was the quality and timeliness of the recruitment of the gender expert, rather than the actual funding, which could possibly have been leveraged from other sources. In some cases it might be possible for UN Women to explore opportunities to support the recruitment of highly qualified experts without actually funding a full secondment, if other funding sources are available.

### 6.2.2 Jordan

The SPF funding of the position of the recovery specialist can be said to have facilitated attainment of a level of efficiency, reflected in the expansion of UN Women Jordan's work in *Impact area 4*, specifically its work in the Za'atari Camp where a Third Oasis—designed to be a safe haven for female Syrian refugees—has been set up under continuing partnership with the World Food Programme (WFP).<sup>110</sup> The project and the partnership are managed by the SPF-funded recovery specialist, who also manages other portfolios, as well as being in charge of the country office in the absence of the country representative. UN Women is planning to expand the Oasis project to another Syrian refugee camp (Azraq), again in cooperation with WFP. Funding for such expansion has been leveraged from different sources including Japan. Selecting WFP as a strategic partner has contributed to UN Women's visibility and credibility, with expected positive implications for leveraging funds.

In fact, securing funding for initiatives in *Impact area 4*, as well as the other impact areas in the UN Women Jordan Strategy Note 2014–17—and largely managed by the SPF-funded position—has been relatively successful. For example, the governments of Finland, Iceland and Italy and WFP have funded the project *Supporting Women in Host Communities and in Jordan's Refugee Camps through Prevention and Response to GBV and Promotion of Self-Reliance and Social Cohesion (Impact area 1: Women lead and participate in decision-making at all levels and Impact area 2: Women, especially the poorest and most excluded, are economically empowered and benefit from development)*.

From March 2012 to February 2013, overlapping with the SPF-funded position, UN Women Jordan country office raised the following funds: UNICEF: \$ 200,000; Japan: \$1 million; Netherlands: \$1 million; Norway: \$1.5 million; Central Emergency Response fund (CERF) (UNOCHA): \$250,000. From September 2014 to date, overlapping with the SPF-funded position, UN Women Jordan raised the following amounts: Japan: \$3.62 million; Italy: €500,000; Finland: €2 million; Iceland: \$352,882; WFP: \$700,000.<sup>111</sup> The successful leveraging of further funding is enabling UN Women Jordan to sustain the recovery specialist position by shifting to covering the latter through project funding.

Efficiency is also reflected in how the country office has strategically positioned itself as a key player in implementing the JRP, while at the same time raising its profile in humanitarian action areas hitherto perceived as the domain of other UN agencies—that is, focusing on resilience, livelihoods and social protection. By linking planned outcomes in *Impact area 4* (support to Syrian refugees in Jordan) with planned outcomes in *Impact area 2* (women's economic empowerment) and addressing

<sup>109</sup> For example, Namibia has seconded a defence expert to the Special Envoy's Office and a communications expert is seconded by the UK; Senegal is apparently about to finalise a decision to second one staff member to the SEO.

<sup>110</sup> In the Za'atari Camp, UN Women operates three safe spaces for women and girls—oases—which offer a range of essential services, including cash-for-work to facilitate improved nutritional diversity among the high number of female-headed households, protection referral services and life skills support.

<sup>111</sup> According to UN Women Jordan, these are estimates; to be confirmed by the Regional Office/Cairo.

gender challenges in Jordanian communities hosting Syrian refugees, UN Women has in fact stretched the outreach of the SPF-funded position originally envisioned for *Impact area 4*.<sup>112</sup>

Another example of the efficient use of the SPF-funded position is the production of a position paper for the London Conference (February 2016) entitled *Supporting Syria and the Region* with implications—for example—for advocacy efforts to secure work permits for Syrian refugees in Jordan. The so-called London Compact includes gender equality and women's rights advocated by UN Women as well as other UN and non-UN agencies.<sup>113</sup>

### 6.2.3 Myanmar

In Myanmar, efficiency of delivery of UN Women support is perceived by some to be affected by limited available UN Women capacity, although this view may possibly be related to one specific instance, and is a view the SGA/country director challenges. The latter points out that UN Women would not have been able to raise further funding from the Myanmar-based Peace Support Fund (PSF) (the Myanmar-specific Multi-Donor Trust Fund (MDTF)) if the SPF-funded initiatives had not been used efficiently.

However, there is concern that the future capacity of UN Women in Myanmar may affect the ability to deliver efficiently as the programme in Myanmar expands its interventions. Moving on to establish a country office will require funding from core/institutional funds as the SPF will not cover this.

Instances of leveraging funding from donors have been modest to date.<sup>114</sup> This reflects the fact that the decision to develop a UN Women country programme was taken only during the latter half of 2015. UN Women has attempted to raise a further \$6 million this year, but whether this will be successful is currently unknown. In practice, across the Myanmar-based donor community the most likely sources of significant funding would be the Swedish and Norwegian country programmes. However, in both cases it appears gender-related funding has already been allocated mainly to the United Nations Population Fund (UNFPA).

### 6.2.4 Paraguay

In Paraguay, selection of partners has helped leverage funds and increase outreach, building on the comparative advantages of each party. During the initial phase (October 2013 to December 2014) the Centro de Documentación y Estudios (CDE) supported interventions from own resources, while the NGO Decidamos allocated resources from another project on women's political participation activities funded by UN Women. In addition, the Municipal Network of Women supported in part the transportation cost of their associates and used European Union (EU) funds to ensure outreach in rural areas with the message generated at central level. It is reported to be seeking funds from the Agencia Española de Cooperación Internacional para el Desarrollo (AECID) to continue its activities. In turn, UN Women has provided the technical know-how and helped develop materials for training, as well as allocating an estimated \$11,049 additional funds from within UN Women to support the initiative.<sup>115</sup>

Funding from partners' other donors (such as Flow funds) as well as additional core funds allocated to support this initiative further strengthened the reach of the SPF funds. With the established partnerships, UN Women was able to reach a very diverse group of women from urban, rural and indigenous areas in Paraguay.

<sup>112</sup> Disadvantaged and vulnerable Jordanian women and girls in the communities hosting Syrian refugees are targeted as part of promoting social cohesion efforts and supported with employment opportunities.

<sup>113</sup> Syria Donors Conference 2016 Joint Announcement: [www.gov.uk/.../syria-donors-conference-joint-announcement](http://www.gov.uk/.../syria-donors-conference-joint-announcement)

<sup>114</sup> From September 2015 and to date, the SGA/country director has raised \$1 million from the PSF and Norway, with current plans to raise a further \$6 million in 2016.

<sup>115</sup> According to the UN Women Paraguay country office.



### 6.2.5 Sierra Leone

UN Women Headquarters allocated SPF funds (explicitly referred to under the pertinent budget line of the UN Women Sierra Leone country office) as follows:

- ✓ *Impact area 1*: \$80,000, of which \$65,050.84 was disbursed in 2014, and the remainder \$14,208.06 in 2015, contributing to funding the gender-responsive constitutional review; further funding was leveraged from UNDP Sierra Leone amounting to \$105,341.83.
- ✓ *Impact area 4*: \$146,181.06 covering the salaries of two P-4 international staff in 2014 and 2015 (statistics expert and gender and human rights expert), with the latter also covering *Impact area 1*.

The ability of UN Women Sierra Leone to strategically position itself as a key actor tackling the Ebola crisis, while at the same time contributing to national capacity-building (supporting the National Statistics Office as well as mobilising civil society stakeholders) paid dividends. This is in terms of leveraging funding from Oxfam in support of *Impact area 4* interventions linked to the Ebola crisis, as well as from UNDP in support of interventions in *Impact area 1*, with a specific focus on the constitutional reform process.

Funding of the two positions in *Impact area 4* was timely, reflecting the flexibility of the SPF funding modality to mobilise surge support by deploying required expertise. UN Women Sierra Leone linked the two *Impact areas 1 and 4* by deploying the SPF-funded human rights expert in both areas. This paved the way for capitalising on the initially gender-blind approach to tackling the Ebola crisis by addressing the serious gender-based gaps in women's political participation at the policy as well as local levels.

To date, UN Women Sierra Leone has leveraged the following funding sources:

- ✓ \$150,000 USD *Impact area 1* from UNDP;
- ✓ \$255,000 *Impact area 4* from government of Japan;
- ✓ \$250,000 *Impact area 4* from government of Germany.

Currently, the Sierra Leone country office is pursuing the possibility of leveraging funding from the private sector (for example, Pepsi Cola).

UN Women Sierra Leone has also developed its Resource Mobilisation Strategy, which aims to ensure adequate resources to fulfil the objectives and outcomes of the Country Strategy Note 2014–17. The strategy includes mobilising national key stakeholders to fulfil their commitments made at the global level to invest in GEEW as an integral part of fulfilling the SDGs in Sierra Leone; and mapping donor commitments in support of national gender priorities and thereby flagging funding shortfalls, in turn supported by the approach to strengthen existing strategic partners and seeking new allies in support of GEEW in Sierra Leone, including mobilising the private sector.<sup>116</sup>

### 6.2.6 Somalia

Like other secondments funded through the SPF in the region, the gender adviser to the RC/HC for Somalia appears to have been efficiently deployed. The gender adviser was stationed in Nairobi but initially entirely without operational budget. As the RC/HC spent some 80 per cent of his time in Mogadishu it was thus difficult for the gender adviser to be extensively informed on developments in Somalia. After the lessons of the initial months, UN Women provided a travel budget that allowed the gender adviser to work more closely with the RC/HC and build partnerships on the ground in Somalia. Following this decision, it is reported that the gender adviser travelled to Mogadishu every week for most of the year of the secondment. In order for the gender adviser to function efficiently,

<sup>116</sup> UN Women 2016d. 'Resource Mobilization Strategy 2016–17'.

an operational budget (travel and other logistics, meeting venues, refreshments at meetings etc.) is important.

During the year of secondment, the gender adviser also managed to secure \$1 million from the PBF for joint programming between UNSOM, UN Women and UNDP in support of women's participation in peace-building.

The support provided by the expert seconded to the Global Focal Point on Police, Justice and Corrections to the Somalia team shows that the secondment functions in the way it was intended. The support has been reported as highly useful and responsive to the needs of the Somalia country office at the time. Whereas several stakeholders have highlighted the need to do much more in terms of gearing the Rule of Law Programme towards the realities of women across Somalia, the support from the Global Focal Point was seen as important for the ability of UN Women to participate effectively and with credibility in the process.

The UN Women country office in Somalia is working towards getting fully delegated authority, but is currently under the oversight of ESARO. It receives a small core contribution from the regular budget, but relies mainly on local fundraising in Mogadishu and Nairobi. There is no separate resource mobilisation strategy, but the Strategy Note includes fundraising activities and targets. In coming years, the Somalia programme will work primarily through joint programming and funding through Multi-Party Trust Funds (MPTFs). Similarly, in an effort to refocus the country programme and strengthen presence in Mogadishu, UN Women will close its offices in Puntland and Somaliland (retaining only a vehicle and a driver, pooled with UNDP or UNSOM).

### 6.3 Effectiveness

As noted in the Inception Report, the documentation reviewed indicates that overall UN Women has been effective in reaching the stated corporate objectives. In turn, this is deemed to be linked to the organisation's ability to work with key actors on GEEW issues, as well as to address the cross-cutting themes inherent in its triple mandate.

The Evaluation Team's preliminary conclusion is deemed by the four SPF Progress Reports (2013 to 2016) to be largely supported, indicating that programme achievements have been realised through provision of technical support at country level; building strong partnerships at global, regional and country levels; knowledge generation through practical research and development of tools for country implementation; as well as supporting wide-ranging activities relevant to implementing *Impact areas 1 and 4* supported by the SPF funding modality.<sup>117</sup>

However, the Inception Report also flags challenges and limitations affecting the overall effectiveness of UN Women's interventions: UN women's 'growing pains'; human resource capacity; UN Women country offices; the challenge of defining and presenting results; insufficient resources; volatility of countries where UN Women works; difficulty of working within the selected impact areas supported by SPF funding; UN Women's continued exclusion from the IASC leadership; and partnerships.<sup>118</sup> These challenges largely echo the conclusions of the evaluation of UN Women's coordination role.<sup>119</sup>

The Evaluation Team also notes—and takes into account in addressing effectiveness—that there is differentiation in the way SPF funding has been allocated within *Impact areas 1 and 4*. Though SPF

<sup>117</sup> See also MOPAN 2014. 'Synthesis Report. United Nations Entity for Gender Equality and the Empowerment of Women (UN Women); UN Women 2015. 'Development Effectiveness Review of UN Women 2011–14' by UN Women Independent Evaluation Office & Policy and Operations Department of the Netherlands Ministry of Foreign Affairs; UN Women and EB 2016. 'Report of the Under-Secretary/Executive Director of UN Women on Progress Made on the Strategic Plan 2014-2017, including the Mid-Term Review of the Strategic Plan', May

<sup>118</sup> See Section 4 Evaluation Context.

<sup>119</sup> UN Women and IEO 2016

funding for *Impact area 1* has been subject to some revision during the current SPF funding phase, as previously mentioned allocation appears to be essentially based on the ‘traditional’ programme approach, with clearly identified programme areas to be supported through specific SPF funds. By contrast, allocation within *Impact area 4* appears to be largely in response to urgent demands and gap-filling via the strengthening of surge mechanisms and capacity contributing to effectiveness. This approach is to some extent not surprising given the nature of emergencies and UN Women striving to establish/strengthen its strategic positioning in humanitarian action. Also, the focus on programme components in *Impact areas 1 and 4* may differ from one country context to another.

### 6.3.1 Ethiopia

In Ethiopia, SPF-funded interventions are generally described by stakeholders as effective in terms of contributing to the overall objectives of integrating a gender perspective in the peace and security work of the AUC. The SEO has successfully established itself within the AUC structure and provided crucial support to other AUC departments. It has pushed forward the issue of WPS through strategic field missions, reporting and advocacy. The Special Envoy is frequently called on to brief the Peace and Security Council (and on occasion the United Nations Security Council) on the situation of women in conflict and fragile contexts. Partners and UN Women see the seconded staff funded by the SPF as knowledgeable experts, essential for the fulfilment of the Special Envoy’s mandate.

Effectiveness of this staff deployment is reflected in a number of outputs, such as enabling the effective work of the Special Envoy; updating key stakeholders on WPS, as well as relevant gender issues; organisation and joint organisation of high-level policy events; supporting other entities within the AUC on WPS matters; hosting consultations for and supporting the Global Study on the Implementation of UNSCR 13228505; and producing knowledge products (such as the 2016 AUC Report on the Implementation of the WPS Agenda in Africa).

So far, it is not clear what impacts these efforts and products will have, but some positive indications are discernible. At the same time, effectiveness is clearly limited by the lacking coordination and internal competition in the AUC. Lack of coordination between the different AUC units working on gender issues (the Women, Gender and Development and the Peace and Security Directorates, and the SEO) has hampered the full integration of the SEO in the AUC structure and thereby to some extent its effectiveness.

The contribution of the expert financed through the SPF to the Inquiry Commission on South Sudan is highly appreciated in the AUC. The expert is reported to have contributed significantly to the inclusion of a gender perspective in the AUC’s work and highlighting SGBV issues of concern in the South Sudanese conflict. While it is not possible for the Evaluation Team to gauge what the relevant report would look like without the SPF-funded gender expert, the Final Report of the AUC is in itself testament to the quality of the work of the seconded expert.<sup>120</sup> It was also specifically noted by the executive secretary of the AUC that the quality of the expert’s work made it possible to convince both local stakeholders in the conflict themselves, and external actors, of the importance of addressing SGBV in the context of the conflict in South Sudan.

### 6.3.2 Jordan

The Jordan country office has been relatively effective in the way it has recognised and pursued strategic priorities, established an acknowledged niche not only in the development but also in the humanitarian arena and endeavoured to link its normative work with concrete action on the ground. In addition, UN Women Jordan has developed a TOC in *Impact areas 1, 2 and 4*, based on the UN

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<sup>120</sup> AUC of Inquiry on South Sudan 2014. Final Report, Addis Ababa 15 October: <http://www.peaceau.org/uploads/auciss.final.report.pdf>

Women FPI TOC and adapted to the Jordanian context.<sup>121</sup> However, there is no clear evidence on how this is being translated into the UN Women Jordan's normative and operational work.

### **Strategic partnerships**

Cooperation with WFP, a key partner in the Oasis project in the Za'atari Camp, has been further strengthened through technical assistance provided to WFP in the production of the *Comprehensive Food Security and Monitoring Report* (such as designing tools, reviewing data and drafting gender relevant sections in the report). This technical support has served to raise UN Women's profile since the report is a reference document for the government of Jordan, as well as other UN agencies, given the up-to-date information on the Syrian refugee population in Jordan.

While WFP is UN Women Jordan's key partner in the Oasis project in the Za'atari Camp, UN Women also liaises with other partners in the camp. This includes collaboration with UNFPA (UN Women provides self-reliance activities, day care services, protection referral services, life skills and awareness-raising in Oasis 1, whereas UNFPA provides case management and awareness-raising on issues of SGBV); UNICEF (connecting UN Women's tailoring studios, continued through cash-for-work, to UNICEF's health and education programmes); the United Nations Refugee Agency (UNHCR) (on protection referrals and conducting regular meetings between the UN Women-facilitated camp women's committee and camp decision-makers); Save the Children (education and awareness sessions on nutrition); Oxfam (recycling of used UNHCR tents; Oxfam cash-for-work beneficiaries collect UNHCR tents for cash); and Swedish Operation Mercy (implementing a micro-medical fund established to serve refugees working in UN Women's Oases).

UN Women has also provided technical assistance to the World Bank on gender issues in connection with the London Conference Report. It has lobbied for the inclusion of gender equality as well as ensuring indicators of disbursement of funds are gender-sensitive.

### **United Nations Country Team**

UN Women Jordan supported the UNCT and the HC to develop and put in place a financial tracking tool to track UN expenditures on GEEW. UN Women provided technical assistance in developing the methodology for this. While this has strengthened UN Women Jordan's visibility in the UN system, this continues to be affected by differing commitments to the UN goal of Delivering as One.<sup>122</sup>

### **Sector Gender Focal Point Network**

In support of a sectoral analysis of the Syrian refugee crisis, UN Women Jordan supports the production of a sector-based gender analysis and has in coordination with the GenCap contributed the Gender Tip Sheets adapted to the Jordanian context.

### **CEDAW**

In collaboration with UNFPA and UNICEF, UN Women is supporting the development of the sixth Jordan CEDAW Report to the CSW. Linked to this is support to the JNWC in developing its strategic plan to include mechanisms to advocate on gender-sensitive national policies and legislation.

### **National counterparts**

A key partner in implementing *Impact area 2* (women's economic empowerment) is the Jordan Ministry of Social Development, with UN Women advocating for national action in support of women's economic empowerment at the policy level, and supporting skills training at the local community level (in three governorates). The ministry is also a key partner in *Impact area 4*, specifically in respect of the JRP, where UN Women has strategically positioned itself as the technical reference point on gender and actively participates in key task force groups.

<sup>121</sup> UN Women ndc. 'Theory of Change Statements'. Jordan

<sup>122</sup> The UN 'turf war' is said to be particularly instigated by UNHCR, which perceives itself as the main stakeholder in respect of the Syrian refugee crisis in Jordan, apparently affected by a mixture of guidelines from UNHCR Headquarters and 'personality dynamics'.

Jointly with UNHCR, UN Women Jordan also serves as the Secretariat for the National Social Protection Task Force of the Government of Jordan, which aims to function as a bridge between the refugee and resilience programme components.

### 6.3.3 Myanmar

In Myanmar—where the SPF does not fund a programme or projects, and reporting focuses on the activity level—the SGA/country director has produced annual reports sent to UN Women Headquarters. These set out results and include a range of support provided directly by the SPF-funded position, as well as through the use of funds sourced elsewhere (both financial and technical support provided by other UN agencies).<sup>123</sup>

The SGA/country director's work has delivered results in terms of affecting some processes, as well as contributing to the content of some documents, all of which in turn served to foster space in which women in Myanmar have voice in policy development processes under *Impact area 4*. However, in some cases, such as the drafting of specific legislation, UN Women and broader UN support failed to significantly influence the content of the laws and areas in which analysis suggested the draft legislation would adversely affect women's rights. Elsewhere, results at the higher outcome level, such as actual changes in the lives of women, are not yet discernible, as the relevant laws/policies have not been enacted/ implemented, and in any case would be difficult to monitor in the absence of mechanisms to track changes at outcome level. Either way, these national context specific limitations are a challenge even for the more established UN agencies in Myanmar.

Stakeholders were consistent in their view on the role of the SGA/country director in revitalising the operation of the UN GTG. The collective work of the GTG focused on an identified set of strategic, nationally relevant and doable activities between the end of 2013 and early 2014, following a process of consultations between members and agreement on issues to be prioritised. A number of UN agencies coalesced around each of these issues based on their respective agency mandate. These agencies regularly engaged in policy advocacy with government, attended meetings related to the specific issue and participated in smaller GTG taskforce meetings and teleconferences to advance the pertinent issue. Over time new issues were added to the GTG work plan through a process of consultation, and currently the GTG is in the process of expanding its work plan. Funding for these activities was provided by agencies most involved in them: UN Women, the Asian Development Bank (ADB), UNFPA and UNDP. Main costs incurred have been in terms of staff time and travel expenses for activities. The most successful collaboration has been development of the Gender Situation Analysis, which has potentially fostered creation of common gender-relevant positions around issues across the UN and set out the basis for potential joint UN advocacy positions.

### 6.3.4 Paraguay

In Paraguay, the SPF-funded interventions have been effective in the following areas:

#### *Strategic selection of partners*

In addition to having secured non-partisan support from female politicians, UN Women has created a core support group that includes parliamentarians from various political parties, as well as stakeholders in strategic national organisations, all of which contributes to quality, outreach and sustainability of the SPF-funded initiatives.

#### *Evidence-based approach*

SPF funding has provided the evidence and tools required to strengthen credibility and advocacy for gender parity advocacy. All actors in the country beyond the core group may use the tools. The

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<sup>123</sup> Only in the latest produced Progress Report (May 2016) was a format sent by UN Women Headquarters. The SGA/country director commented that the 2016 format was not useful for reporting results in a context where the SPF is not funding programmes and projects.

diagnostic provides a clear picture of the existing structure and challenges, together with a series of recommendations, linked to recommendations stemming from the Universal Review and CEDAW.

### *Regional and global perspective*

Another key role of UN Women was to provide a regional perspective, as well as examples of how other countries have moved forward to promote South–South cooperation. This process helped highlight how Paraguay is falling behind its own neighbours, while at the same time providing access to regional experiences on how best to move the process forward.

### *Neutrality*

Key stakeholders agree that the most important value added of UN Women’s intervention was its ability to provide a non-partisan rights-based core to the SPF-funded initiative, allowing diverse and even opposing parties to come to the table, and paving the way to what many agreed was an unprecedented unification across political party lines in defence of gender parity. Built on UN Women as the custodian of CEDAW and promoter of human rights, this neutrality has led to support from all nine current women parliamentarians in spite of their initial reluctance, and also securing the support of some male parliamentarians.

### **6.3.5 Sierra Leone**

Capitalising on its strengthened strategic position and visibility during and following the Ebola crisis, UN Women Sierra Leone has been effective in mobilising support for the implementation of planned outcomes and outputs in *Impact area 4*. Specifically, this pertains to the Sierra Leone National Action Plan for the Full Implementation of UN Security Council Resolutions 1325 (UNSCR) and 1820 (UNSCR) on WPS (adopted in 2000), which recognises the vital role women can play in post-conflict reconstruction and peace-building, and stresses the importance of their full participation.<sup>124</sup> UN Women supported country monitoring of implementing UNSCR 1325 and 1820, captured in a booklet. A conference involving key national stakeholders (government and civil society) validated the results. Conclusions and recommendations in the monitoring report indicate gaps in capacity-building, coordination and advocacy, as well as national legislation.<sup>125</sup>

The partnership with the National Statistics Office, established during the Ebola crisis, is on-going. UN Women is providing technical support for contextualising the Sustainable Development Goals (SDGs) to the Sierra Leone context. This includes providing technical support for developing the required sex-disaggregated data and indicators.<sup>126</sup>

SPF funding support to *Impact area 1* enabled UN Women Sierra Leone—in partnership with UNDP, which also provided financial resources—to strategically position itself as a key player in engendering the constitutional reform process. UN Women supports activities that promote and raise awareness on the need to include more women in decision-making bodies such as in the parliament, local councils and electoral management, in preparation for the 2016/17 local council elections and the 2018 presidential election. UN Women is also establishing links with political parties as part of advocating for reform of policies and procedures conducive to including women in candidate’s lists. At the same time, UN Women Sierra Leone is continuing to mobilise women activists and build their capacity to deliver on the strategic approach reflected in the slogan ‘Many Messages, One Voice’.

<sup>124</sup> MSWGCA 2015b. ‘Sierra Leone National Action Plan (SILNAP) Implementation of UNSC Resolutions 1325 (2000) & 1820 (2008). Supported by UN Women Sierra Leone

<sup>125</sup> UN Women and Global Network on Women Peacebuilders 2014a. ‘Civil Society In-Country Monitoring Report on the Status of the Implementation of the UNSCR 1325 & 1820’

<sup>126</sup> Keeping in mind that according to the UN Women Data Companion UN Women’s contribution at the output level is lowest in the area of data and statistics in terms of country coverage. See UN Women 2014d; UN Women 2015/c; ‘2014 Data Companion. Progress Made on the UN Women Strategic Plan 2011-2013. Report of the Under-Secretary-General/Executive Director of the United Nations Entity for Gender Equality’; UN Women 2016f



In respect of programme activities in *Impact area 4*, UN Women Sierra Leone is capitalising on the reduced activities of the United Nations Integrated Peace building Office in Sierra Leone (UNIPSIL) by strengthening its strategic positioning within the UNCT in respect of taking on some of the UNIPSIL WPS responsibilities.

UN Women Sierra Leone has also contributed to strengthening the role of the United Nations Gender Technical Team (GTT), perceived to be the ‘technical arm’ of the UNCT. This is a forum for identifying gender-specific technical issues, gaps, challenges and opportunities and bringing this to the attention of the UNCT to ensure joint action on GEEW.<sup>127</sup> It includes strengthening internal capacities of the UN agencies in fulfilling the UN system-wide GEEW goals in Sierra Leone as part of Delivering as One. UN Women houses the GTT Secretariat, with the chairperson elected by its members and rotated every two years. Though ‘turf wars’ and personality dynamics within the UN system in Sierra Leone are a reality, the active support by the RC has served to further strengthen UN Women Sierra Leone’s strategic positioning, as evidenced in, for example, its function as the GTT Secretariat.

### 6.3.6 Somalia

Seconding a senior gender adviser to the RC/HC for Somalia provided a valuable addition to the team of the RC/HC, and strengthened the capacity of that office to engage in the WPS agenda. At the same time it has been noted that it is difficult to make real progress in just one year, and that the limited resources available for travel and facilitation of meetings etc. limited the ability of the adviser to reach the expected potential. The fact that the position was merged with the gender adviser function of the SRSG, with the creation of the Integrated Gender Office in UNSOM, is an important institutionalisation of gender capacity within the mission. Whereas the SRSG’s office already had a gender adviser position, the secondment of an additional adviser to the RC/HC is likely to have raised expectations and enhanced the demand for gender expertise within UNSOM.

The SGA was under the line management of the Office of the RC/HC, but still remained in close contact with UN Women, coordinating activities and co-chairing the GTG with the UN Women country programme manager. This utilisation of synergies between the adviser and UN Women has been described as very important for UN Women to be able to operate effectively in this period.

Although outside of the formal mandate, the gender adviser also effectively supported the work of UN Women in Somalia. This proved very important for UN Women’s efforts to strengthen its role within the UNCT and build relationships in the country.

However, as UN Women has developed its capacity and presence in Mogadishu, it was necessary to redefine the relationship with the SGA, as well as with gender advisers in other UN agencies in the UNCT. There has been significant competition and ‘turf fights’ within the UNCT, also after the revival of the GTG in 2015. These tensions clearly limit the effectiveness of gender coordination at country level and need to be resolved. An attempt has been made in the new draft UNCT Gender Strategy; the result remains to be seen.

As noted above, the support provided to the Somalia country office by the Global Focal Point on Police, Justice and Corrections was effective in the sense that it allowed UN Women to effectively and credibly participate in the process of designing and setting up the joint Rule of Law Programme in Somalia. This is seen as an important achievement in its own right. UN Women also managed to effectively influence the design of the programme and integrate a gender perspective as well as specific gender components.

In hindsight, UN Women Somalia notes that much more could have been done with a deeper understanding of the local context and greater consideration of the actual pathways to justice for Somali women (often through informal traditional and customary mechanism at local level). In the

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<sup>127</sup> Currently the GTT in Sierra Leone has 16 members, representing the Food and Agriculture Organization (FAO), IOM, UNDP, UNFPA, UNHCR, UNICEF, UN Women, the World Health Organization (WHO) and WFP.



new Country Strategy Note, UN Women aims to strengthen its research capacity and hopes to be able to address some of the identified gaps of the Rule of Law Programme in the formulation of the next phase.

## 6.4 Sustainability

The Mid-Term Review of the UN Women Strategic Plan 2014–17 presents various statements on programme sustainability, for example:<sup>128</sup>

- ✓ UN Women continues to be hampered by resource constraints that prevent sustainability and scaling-up of successful interventions. Ensuring adequate financing will be critical to the successful implementation of the 2030 Agenda. UN Women can do more to track resource gaps and quantify its implications.
- ✓ Several evaluations and assessments have emphasised that the resource gap has constrained UN Women's ability to fully deliver on the Strategic Plan and represents a threat to programme sustainability.
- ✓ The development of a productive engagement and multi-year partnership frameworks to allow for greater predictability and sustainability of financing will be a priority.

From the documentation available to the Evaluation Team during the inception phase, statements on sustainability of activities supported by the SPF funding modality may be extrapolated from, for example, reporting on progress of implementing SPF-funded initiatives.<sup>129</sup> The four SPF Progress Reports focus mainly on presenting outputs and activities, but examples of sustainability identified include funding of technical positions by other stakeholders that SPF funding had hitherto covered. UN Women has leveraged funding from various sources, which may further contribute to the sustainability of SPF-supported interventions. In other instances, small funding accompanied by technical support from UN Women Headquarters on *Impact area 1* has provided a way for UN Women country offices to position the organisation as a key stakeholder in electoral assistance programming and also to leverage additional resources from Sida and other bilateral donors.

From the challenges and next steps flagged in the SPF Progress Reports with respect to implementing work in *Impact areas 1 and 4* supported by SPF funding it may be tentatively concluded that the mechanisms put in place to ensure sustainability of results require further strengthening, and by implication securing additional funding resources. UN Women aims to address the sustainability of SPF-funded initiatives by asking Sida to fund SPF Phase II, but also by leveraging other funding sources and strengthening business practices at global, regional and country levels respectively.

### 6.4.1 Ethiopia

The sustainability of UN Women's support to the SEO will to a large extent depend on internal efforts to institutionalise the Special Envoy's function within the AUC structure. The Special Envoy has, within a short timeframe, managed to raise the profile of WPS at the AUC policy level. However, the Special Envoy operates on an annual mandate and does not have a sustainable institutional platform within the AUC. The Office is an anomaly in the AU system (Special Envoys and representatives do not normally have dedicated offices, but rather depend on support from staff of the regular directorates), and the post is closely tied to the current AUC chairperson. It is not clear whether and how the function will be sustained when the current chairperson leaves the post.

Interviewees generally expressed the wish to institutionalise the Special Envoy Office within the AUC, although there are differing views about the form and institutional placement of such a function.

<sup>128</sup> UN Women and EB 2016. 'Report of the Under-Secretary General/Executive Director of the United Nations Entity for Gender Equality and the Empowerment of Women on Progress Made on the Strategic Plan, 2014–17, Including the Mid-Term Review of the Strategic Plan', May, pp.28, 33

<sup>129</sup> Also keep in mind that at the time of compiling the draft inception report, the Evaluation Team was not able to meet with the pertinent Sida staff, nor to have access to relevant documentation produced by Sida on the SPF.

Institutionalisation would be important for sustainability of progress made through the SPF-funded interventions. Increased coordination between the different gender units at the AUC might also help anchoring achieved results, contributing to organisational learning and allow for sustainability of efforts.

From a sustainability perspective, given the institutional setup of the AUC it has been noted that it would have been a better move to second experts to one of the institutionalised units of the AUC (a view echoed by other AUC directorates as well as by Sida in Addis Ababa). It is clear from statements of various stakeholders that there is a need to strengthen cooperation and coordination between the AUC and UN Women in Addis Ababa. A stronger AUC Liaison Office in Addis Ababa would likely be better placed to promote sustainability of joint projects and SPF-supported activities/entities. UN Women Headquarters in New York has noted, however, that the potential strategic importance of the support to the SEO is worth the risk in terms of sustainability.

The Commission of Inquiry on South Sudan was the first commission of its kind in the AUC context. The positive experience of the inclusion of a gender expert from the UN Women Justice Rapid Response roster is likely to encourage AUC officers to seek similar support in future commissions. The work of the seconded gender expert is reflected in the Commission's report and now being taken forward by the AUC—including preparations for a hybrid court for crimes committed in the context of the conflict in South Sudan. In this regard, it should be noted that UN Women used SPF funds to continue seconding the gender expert from the Commission of Inquiry after the work of the Commission had been concluded. The expert was briefly seconded to the SEO in order to help anchor the findings of the Commission of Inquiry within the AUC. Overall, the Evaluation Team assesses the sustainability of the support to the Commission of Inquiry to be strong.

#### **6.4.2 Jordan**

In coordination with the Regional Office/Cairo, UN Women in Jordan is constantly on the lookout for potential funding sources, and is aware of the challenge of convincing current donors to extend their funding support in a financial climate where donors are re-examining their funding strategies and priorities. To date UN Women Jordan appears to be relatively successful in leveraging funds for its programme activities, including those managed by the SPF-funded position (recovery specialist). Sustainability of completed project initiatives and ensuring that phasing-out and the exit strategy foster national ownership is one side of the coin, so to speak.

The other side of the coin is the particular challenge of institutionalising the SPF-funded position, given that donors generally do not fund salaried posts. While core funding available to the Jordan UN Women country office now funds part of the position of the recovery specialist, there is clear awareness that relying on core funding—which is not expected to increase in the near future—is not a long-term solution. Given the allocation of SPF funding—a balance between needs assessment (the merit of which is said to be decided by a committee in UN Women Headquarters) and demand-driven applications for funding on the part of a regional or country office—there is no guarantee that the UN Women Jordan country office can access funding in SPF Phase II. Ironically, this may also owe to the success of UN Women Jordan's proactive senior management and the efficient deployment of the SPF-funded position, which have contributed to strengthening its strategic positioning within the UNCT, as well as with non-UN partners, national counterparts and civil society in Jordan.

#### **6.4.3 Myanmar**

In Myanmar, in terms of sustainability of UN Women's SPF-funded positions, the intent is that by 2017 the country director position will be funded from the organisation's core institutional budget. At this point in time, the position will be as sustainable, or not, as other positions funded through the UN Women core institutional budget. As the on-going significant retrenchment exercises across the UN system more broadly show, such core funded positions are sustainable only to the degree that the organisation can continue to maintain the relevant core funding requirement.

#### 6.4.4 Paraguay

In Paraguay, the creation of the *Grupo Impulsor*, or core group for democratic parity, which includes key partners and parliamentarians, is now independent of UN Women and the SPF, and will continue to serve as the basis for promotion and advocacy of the gender parity bill. Given the high level of national ownership, those with own funds—both politicians and organizations—are continuing to advocate and lobby for the bill, making use of the evidence and other resources (guides, communication materials, etc.) developed with support from SPF funding to advocate for gender parity and to educate both government and civil society. Communication campaigns are still on-going and the draft bill developed continues to be the basis for achieving stated goals.

The general consensus is that the principle of gender parity has now seeped into the national dialogue and is expected to have an impact on the 2018 elections, whether or not the bill is passed. Some political parties are already talking about internal gender parity; for example, during a recent coordination of indigenous groups, women raised the need to have a man and a woman representing each group during the debate.

#### 6.4.5 Sierra Leone

The proactive leadership and management of the UN Women Sierra Leone country office is well captured in the words of the country representative to the effect that the more limited the human and financial resources of a UN Women country office, the more innovative it has to become to address human and financial resource gaps impeding it from fulfilling planned outcomes and outputs in the Country Strategy Note 2014–17.

While the Ebola crisis is recognised as having enabled UN Women Sierra Leone to strategically position itself as a key stakeholder in promoting and supporting GEEW at the normative, policy and local levels, without a clear organisational, advocacy and resource mobilisation strategy the country office would have been more challenged to establish and strengthen its niche within the UN system in Sierra Leone, as well as among international organisations and key national counterparts. The deployment of a coordination and partnership specialist is strategic in terms of strengthening existing and exploring new partnerships, thereby increasing the potential for leveraging funding sources.

The departure of the two SPF-funded international staff has not left a notable human resource gap in the UN Women Sierra Leone country office, since national staff paid from core funding have taken on some of the pertinent responsibilities,<sup>130</sup> for example, with country representative guidance, pursuing the strategic partnership with the National Statistics Office (for work on the SDGs), and continuing UN Women Sierra Leone's strategic role in, and contribution to, engendering the constitutional reform process.

The potential of the UN GTT to actively support the UNCT in terms of ensuring gender mainstreaming is efficiently and effectively mainstreamed in its work is further reinforced by the fact that (current) GTT members representing the various UN agencies are all nationals, unless two staff members represent an agency, in which case one would be national, the other international. This is deemed to contribute not only to national capacity but also to sustainability, since the role and function of the GTT is not tied to deployment of international staff to another country. But there is also awareness that UN Women's strategic positioning in the UNCT, as well as the effective functioning of the GTT, is to some extent dependent on the RC in mobilising the UN System to Deliver as One.

#### 6.4.6 Somalia

The sustainability of the secondment of the SGA to the RC/HC in Somalia has been secured through the merger of the function with the gender adviser position at the SRSG's office and the creation of

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<sup>130</sup> Currently the UN Women Sierra Leone country office has the following national expertise: technical adviser constitutional reform; and programme specialist, strategic planning & policy. Apart from the country representative the only other international staff member is the coordination and partnership specialist.

the Integrated Gender Office at UNSOM. The office has six approved positions: one senior adviser (P-5), one gender officer (P-3) and four national gender officers (although only three are currently in post). The post is not stationed in Mogadishu and is an integral part of the work of UNSOM.

There are questions, however, regarding the long-term relationship and the respective roles and responsibilities of UN Women and the SGA of the political UN mission (and her office), now that UN Women has a stronger presence in Mogadishu. Some stakeholders believe the role of the gender adviser is superfluous now UN Women has built a stronger capacity and presence to provide advice to UNSOM and coordinate the women's empowerment and WPS agenda throughout the UNCT. Others, including UN Women Headquarters, believe it is natural that all agencies, programmes and missions have their own dedicated gender experts at senior level to provide advice to management and ensure gender mainstreaming and sensitivity across the organisation. As noted above, this latter view is also aligned with the recommendation of the Global Study on the Implementation of UNSCR 1325. The gender adviser would then naturally cooperate closely with UN Women and make sure efforts are coordinated through the GTG and/or other coordination mechanisms.

The Rule of Law Programme set up with the support of the SPF-funded expert from the Global Focal Point on Police, Justice and Corrections is sustainable in the sense that the programme is currently being implemented as part of the framework the expert contributed to designing. UN Women has also secured a seat at the table and will be part of the continuous development of the programme.

As noted elsewhere, however, the current UN Women Somalia country office expressed concern that the programme was not sufficiently responsive to the needs and pathways to justice of Somali women. This is something UN Women Somalia hopes to be able to address in the coming reformulation of the Rule of Law Programme, most likely with additional support from the Global Focal Point.

## 7. CONTRIBUTION OF THE SPF TO UN WOMEN'S MANDATE

As detailed in Section 4 on the Evaluation Context, overall the recent evaluation of UN Women's coordination role presents mixed results with respect to the organisation's ability to entrench synergy and value added, as well to as strengthen its catalytic role and leverage funding sources.

In proceeding to triangulate the findings of the recent evaluation of UN Women's coordination role with findings of the SPF desk review and views of UN Women and other key stakeholders on the SPF funding modality, the Evaluation Team notes that such triangulation needs to take into account that the conclusions on synergy, value added, catalytic role and leveraging funds are drawing on experiences of a relatively narrow base—that is, six country examples. We also need to take account of the UN Women country presence model in the country examples selected for field missions (or evaluated remotely). This varies from full-fledged UN Women country offices with the required minimal human resources (*Jordan, Paraguay, Sierra Leone, Somalia*) to a UN Women pilot country presence with few staff (*Myanmar*); to SPF funding support to a regional entity (AUC based in Addis Ababa) with limited involvement of the UN Women *Ethiopia* country office.

Notwithstanding the above observations, to the extent possible the following discussion extrapolates from the information collected during evaluation of the contribution of the SPF funding modality to programme results to draw out conclusions on synergy, value added, catalytic role and leveraging funds in order to identify lessons learnt and present recommendations for the transition to SPF Phase II supported by Sida.

### 7.1 Synergy

On the positive side, the evaluation of UN Women's coordination role concludes there is evidence that the organisation has contributed to greater coherence and synergy, with potentially positive implications for reducing duplication and contributing to the UN system to Deliver as One. However,

the evaluation also concludes that entrenching a synergistic approach within UN Women tends to be hampered by the split of responsibilities between different divisions in UN Women Headquarters. Moreover, limitations and weaknesses in gender-specific inter-agency coordination mechanisms—in particular in the humanitarian field—are generally not conducive to fostering synergy at the global, regional and country levels, respectively. This tends to be further exacerbated by lack of clarity regarding strategic approaches to dealing with overlapping mandates.

These limitations are believed to be affecting joint programming efforts, to some extent exacerbated by competition over dwindling financial resources in a global climate where current and potential donors are reassessing their funding contributions in terms of both amounts and priority targeting of regions, countries and population groups. Potential synergy may also be affected by the ability of joint partnerships to access pooled funding sources,<sup>131</sup> or to pool own resources to engage in joint initiatives. The evaluation concludes that strong partnerships have not necessarily been institutionalised through joint programming; nor has the latter necessarily strengthened a common UN vision and approach to gender equality and women's empowerment. The potential for UN Women contributing to strengthening UN system coordination is not effectively exploited.

Findings from country examples covered by the SPF evaluation clearly demonstrate that an efficient UN Women organisational setup is the minimum requirement for effectively promoting and contributing to synergy within the UN system. However, relatively limited human and financial resources in a full-fledged UN Women country office may not necessarily be an insurmountable hindrance if the country representative/senior management (i) is proactive in developing a consistent approach to strategically positioning UN Women as the key agency with the required technical gender expertise within the UN system and *vis-à-vis* the wider country-based international community, as well as among national counterparts; (ii) pursues joint funding opportunities as a means of maximising pooled resources while at the same time minimising competition in leveraging funding from actual or potential donors; and (iii) contributes to promoting the UN goal of Delivering as One, and is supported by a pro-active Resident and/or Humanitarian Coordinator.

These conditions can be said to be more or less applicable in the examples of *Jordan* and *Sierra Leone*, and—as far as could be ascertained—also in *Paraguay*. Strategic partners in the selected countries covered by the SPF evaluation would generally confirm these observations, though some within the UN system would make a point of highlighting their own agency's contribution to synergy in the development and/or humanitarian arenas.

Stakeholders in the UN Women regional offices covering the countries targeted in the SPF evaluation generally confirm this—even though in some cases staff may not have a clear idea of the link with the SPF funding modality, unless a regional office also receives SPF funding for staff position(s). As indicated earlier, SPF funds are generally directly allocated to the country office from UN Women Headquarters, and the regional office is involved in applying and administering SPF funding allocations if no country office and UN Women staff are in place.

On the other hand, where SPF funding has supported the positioning of a Senior Gender Advisor as part of piloting UN Women's coordination role within the UN system - rather than implementing a project *per se*—then synergy between members of the UNCT and the scope for action is dependent

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<sup>131</sup> For example, in [Impact area 1](#) this may include *WIPF* and the *WCRF*. In [Impact area 4](#) this may include *CERF*, *the Common Humanitarian Funds* and *Emergency Response Funds*. A discussion of pooled funding solutions is documented in UNDG 2015. 'UNDG Programme Risk Management for Pooled Funding Solutions in Conflict and Transition Countries. Final Version, May. This is separate from the *Trust Fund on Eliminating VAW* established in 1996 by UN General Assembly Resolution 50/166 and administered by UN Women on behalf of the UN System; and the *Fund for Gender Equality*, a fast track funding mechanism within UN Women launched in 2009 by the government of Spain, which has since been consolidated as multi-donor mechanism that includes the private sector and individual donors.

on the degree to which the RC is engaged with and supports such a pilot scheme. In the case of *Myanmar*, the pilot failed largely because of a change in priorities of the RC.<sup>132</sup>

In *Somalia*, secondment of an SGA to the RC/HC contributed to integrating gender issues in this office, and initially also to the coordination and use of synergies across the UNCT. It also significantly supported the development of UN Women's own capacity and relationships in Somalia. As UN Women has gradually increased its capacity and presence in Mogadishu, however, relationships and roles have not yet been effectively renegotiated, resulting in significant tensions within the GTG.

The case of *Ethiopia* is an example of SPF funding that has not yet promoted synergies within the institutional setup of the AUC, or fully utilised the potential to build a stronger relationship between the AUC and UN Women through the Ethiopia country office. Lack of coordination and internal competition between the different AUC directorates working on gender issues (such as the Gender, Women and Development and Peace and Security Directorates) has negatively affected the work of the SEO and to some degree limited the potential of the SPF support. Whereas there is a functioning working relationship, perceived lack of clarity with respect to the roles and responsibilities of the seconded staff members in relation to the UN Women country office/AU Liaison Office, as well as the limited ownership of UN Women staff in Addis Ababa in the SPF-supported interventions, has limited the potential for synergies with other areas of UN Women–AU cooperation in Addis Ababa.

## 7.2 Value added

Overall, the evaluation of UN Women's coordination role concludes that the organisation has added value to the normative sphere, for example on CEDAW and key human rights resolutions and instruments. UN Women has also added value in respect of providing gender specific technical support to the UN system and national counterparts (governments and civil society), and mobilising networks of duty-bearers and rights-holders in support of GEEW. However, the evaluation also points out that such value added may differ from one impact area to the other, either where UN Women may be perceived not to have the operational capacity (notably in respect of *Impact area 4/humanitarian sphere*) or where some UN agencies may perceive UN Women as encroaching on their own mandate even though it is the designated custodian of UN-SWAP.

The findings of the SPF evaluation can be said to add another dimension to addressing value added. Indeed, the significance and added value of the SPF go beyond the results achieved through flexibly funded interventions. What sets the SPF apart from other non-core funding is the fact that resources are also earmarked towards results at a strategic level rather than just at activities at programme level. In its second SPF Progress Report (June 2013–May 2014) UN Women noted that the SPF had provided 'concrete resources to allow for integrated and cross-institution programming as well as the flexibility required in particular for UN Women's work in the area of peace and security and humanitarian response'.<sup>133</sup>

Overall, UN Women stakeholders at global, regional and country levels interviewed for the SPF evaluation perceive the contribution of the SPF funding modality to value added in terms of organisational development and capacity-building.

The SPF funding modality is perceived to have contributed to strengthening UN Women's architecture. It enabled the organisation to strengthen its focus on building in-house capacity, with perceived positive implications for effectively implementing its triple mandate. Supporting capacity in terms of funding staff positions is not a conventional aspect of donor funding and is perceived by UN Women to be 'progressive'. This allowed UN Women to build up its own human resource capacity, perceived to be particularly important at country level where UN Women is in the process of establishing or strengthening its operational presence. In addition, SPF resources in support of the

<sup>132</sup> According to ESARO UN Women will not repeat this type of SPF-funded pilot elsewhere.

<sup>133</sup> UN Women 2014b, p.34



field level are perceived to be important for UN Women's decentralised efforts and putting in place the regional architecture.

Increased capacity has also enabled a learning process associated with piloting new methodologies, and provided opportunities to develop new and different types of partnerships. SPF funding support to capacity-building has contributed to building credibility at country level where UN agencies continue to resist UN Women's mandated role. With SPF funding UN Women is able to put in place long-term deployments of staff, contributing to sustainability of implemented programme activities, which is generally not the case with respect to short-term deployments.

The flexibility of the SPF funding modality has been particularly important for building in-house surge capacity utilising UN Women staff to complement GenCap. It enabled UN Women to work on strengthening its crisis management response mechanisms, including fast tracking logistics and finance. Moreover, the flexible SPF funding modality has enabled UN Women to establish the Humanitarian Unit,<sup>134</sup> thus enabling it to strengthen its a strategic role in humanitarian action.

There is also the reality that the SPF funding modality has been instrumental for ensuring the implementation of some of the core work that is usually harder to fundraise for—for example policy support work with UN partners and strengthening UN Women's strategic positioning within the UNCT. It is important for UN Women to be part of the corporate process and decision-making fora, to be able to develop and contribute to key knowledge products, and push forward the policy, advocacy and research agenda on GEEW, for which core funding generally tends to be insufficient.

While the above observations generally resonate with the SPF evaluation findings in respect of the selected country examples, as indicated earlier this is more likely to be the case in *Jordan*, *Sierra Leone* and to some extent *Somalia*—and as is assumed to be largely the case in *Paraguay*—where a functioning country programme office provides the structure conducive to contributing to value added. Such observations are less likely to resonate in respect of *Ethiopia* and *Myanmar* given the way SPF funding has been utilised.

### 7.3 Catalytic role

The evaluation of UN Women's coordination role concluded that the organisation had been a driving force for revitalising and strengthening key gender relevant mechanisms, such as the UN-SWAP, and the regional and country-level gender tasks groups. This includes UN Women's leadership in implementing the Beijing+20 process and advocating on key international human rights instruments supporting GEEW, as well as the organisation's contribution to mainstreaming gender in the SDGs: UN Women was instrumental in pushing for a stand-alone SDG on gender quality and women's empowerment while ensuring the ender concerns are mainstreamed in all the other SFG targets. However, the evaluation also points out that UN Women being enabled to leverage and strengthen its catalytic role generally tends to be impeded by the vertical structure of the UN system, with implications for Delivering as One.<sup>135</sup>

Addressing the challenges that may constrain UN Women's ability to strengthen its catalytic role within the UN System needs also to take into account the systemic challenge of implementing Delivering as One, calling for one leader, one programme, one budget and—if feasible—one office. The evaluation of the Delivering as One approach documents the complex constraints that have overall impeded attaining this UN goal. Taking the evaluation findings of the role and authority of the UNCT and the RC into account is particularly relevant to understanding the context in which UN

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<sup>134</sup> See Section 4.2

<sup>135</sup> To which may be added the point previously raised by the SPF Evaluation Team regarding the effect of 'turf wars' and 'personality dynamics'.



Women at country level may be operating. Certainly this observation is more or less borne out by the evaluation of the SPF funding modality in some of the country examples covered.<sup>136</sup>

Either way, the findings of the SPF evaluation can be said to add another dimension to the discussion of UN Women's catalytic role. To begin with, the flexible SPF funding modality has enabled UN Women to expand and address further dimensions of its mandate. For example, SPF funds have been used to participate and co-manage the only inter-governmental roster of sexual violence investigators, including creating a sub-roster for sexual crimes. UN Women has deployed experts to every UN commission enquiry, and increasingly to all UN fact-finding missions. SPF funds were also used to fund an expert on GBV in the African Union Commission of Inquiry on South Sudan. This is an area that has exponentially taken off, with increasing demand from the ICC.

SPF funds have enabled UN Women to respond to urgent unforeseen demands in the area of political participation and justice while raising funds from other donors. UN Women has also been able to move the counter-terrorism agenda forward: SPF funding contributed to its strategic response to UNSCR 2242, which gives UN Women a new mandate in this area.<sup>137</sup> SPF funding has also helped UN Women strategically position itself in the preparations for the World Humanitarian Summit, as well as to actively contribute to the formulation of WHS gender-sensitive core commitments. Similarly, UN Women was able to contribute to the outcomes of the World Conference on DRR and the Sendai Framework Agreement.

Without SPF funding UN Women would not be able to invest in state-of-the-art knowledge products that are time-consuming to produce and require investment for research and production, particularly in the case of policy-oriented research. SPF funding has enabled UN women to strengthen its efforts in generating knowledge, identifying cutting-edge knowledge (i.e. International IDEA funding of political parties and election campaigns) and lag knowledge gaps in new areas to help UN Women country offices implement their Strategic Note. UN Women is perceived to have the capacity to be a knowledge leader on gender, by aggregating lessons learnt and producing guides for best practice, such as for example the *Guide for Electoral Management Bodies* reportedly being used to engage with electoral commissions. UN Women has also developed tools for its UN partners (e.g. the gender audit to identify key entry points) and the *Inclusive Electoral Processes Guide* to promote gender equality and women's participation. Capacity-building tools have been developed and UN Women can compile relevant information on how many countries have trained women through SPF funding.

SPF funding enabled UN Women to second staff to take advantage of opportunities. For example, the UN Secretary General designated UNDP and DPKO to lead and coordinate on the rule of law in conflict and post-conflict countries, and UN Women seconded a senior staff member to collaborate with these UN organisations within the so called Global Focal Point for Police, Justice and Corrections, with positive implications for achieving a more coherent response to UN engagement through mainstreaming gender in the rule of law. Another example of SPF funding enabling UN Women to develop the capacity to 'sit at the table' is seconding senior staff to participate in preparations for the previously mentioned WHS and WCDRR. In fact, UN Women alerted UNOCHA and other humanitarian actors regarding weak gender perspectives in the pertinent documentation. In spite of high levels of resistance and the short time span, UN Women managed to ensure gender was incorporated in the WHS core commitments.

Potential for UN Women seeking strategic entry points to strengthen its catalytic role is noted in some of the country examples covered by the SPF evaluation, notably in *Jordan* and *Sierra Leone*,

<sup>136</sup> International Evaluation Team 2012. 'Independent Evaluation of Lessons Learnt from Delivering as One'. Draft Final Report

<sup>137</sup> UNSCR 2242 builds on previous resolutions in part by providing a clear roadmap for implementing 1325 and the broader WPS framework. It calls for increasing financing of women's organisations; key UN actors, such as the DPKO to increase efforts to integrate women's needs and a gender perspective; and strengthening women's participation, including in peace talks and access to justice for women in conflict, including the need to respond to sexual exploitation and abuse committed by UN peacekeepers as well as non-UN forces: <http://www.unscr.com/en/resolutions/2242>

where the proactive country representatives contributed to strengthening UN Women's catalytic role through strategic positioning within the UN system as well as linking the SPF funded impact areas with other impact areas focused on in their Strategy Notes.

Support from the SPF-funded gender adviser seconded to the Global Focal Point for Police, Justice and Corrections has been described as essential for UN Women in *Somalia* to get a seat at the table in the formulation of the Rule of Law Programme in the country.

Even in the case of *Myanmar*, where UN Women country presence was limited to the SGA, this contributed to raising the visibility of the organisation's catalytic role in bringing women and their priorities from the periphery into the mainstream of the national discourse on WPS. This was facilitated by UN Women's comparative advantage in terms of access to the co-ordinating minister in the President's Office for Peace Negotiations, enabling UN Women to provide technical leadership to the UN system and coordinate the first ever Open Consultation on Women, Peace and Security with stakeholders from government and civil society. For the first time in Myanmar this resulted in a government commitment to include women and their priorities in the peace process.

#### 7.4 Leveraging funding

Tracking funding allocations in support of GEEW is not facilitated by the reality that UNDAF portfolios rarely include the required budgetary framework. The evaluation of UN Women's coordination role recognised the complexity of constraints affecting the organisation's ability to leverage funding sources in a global climate where competition over accessing such sources, including pooled funds, is among the key factors inhibiting the UN system's progress towards Delivering as One.

While the flexible SPF funding modality may not have solved UN Women's challenge of realigning existing core and non-core funding to take account of current resource levels and requirements, it has more or less enabled UN Women to fast track more initiatives than would generally be the case in respect of earmarked funds. For example:

- ✓ Flexibility allows surge support for humanitarian action, where speed of response is necessary. Headquarters receives requests from the country or regional office, and SPF funds allow UN Women to respond in a timely manner.
- ✓ Some electoral assessment missions were organised by DPA and UN Women was well positioned support the mission and UNCT through availability of SPF funds.
- ✓ SPF funds enabled UN Women to respond to opportunities arising as a result of the electoral cycle.
- ✓ In some countries, small funding amounts can have an important impact. SPF-funded interventions can take advantage of key opportunities in a country context where leveraging additional funds has not been optimal (for example in Latin America and the Caribbean).

Responding to the survey question on how successful UN Women is in leveraging additional funding, 44 per cent of respondents indicated 'very successful'; a further 44 per cent said 'somewhat successful'; and the rest of the respondents (5 per cent) believe UN Women has not been very successful or not at all successful, flagging that fundraising at the local level is difficult and thus requires reliance on the UN Women regional office (7 per cent of the respondents did not know).<sup>138</sup>

As the findings in some of the country examples selected for the SPF evaluation reveal, UN Women has been able to leverage additional funds for more programmatic work building on the initial response funded by the SPF. For example, UN Women was reportedly able to secure \$3.5 million from Japan to develop a full peace and security programme, which was augmented with additional

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<sup>138</sup> See survey question 11 in Annex 3.

funding to address disaster risk reduction (DRR) programming needs and initiatives. Another example is that the SGA seconded to the RC/HC office in Somalia successfully secured \$1 million to develop a joint programme on women's participation in peace-building, in which UN Women participated.

### 7.5 Pathways to change<sup>139</sup>

The evaluation of UN Women's coordination role acknowledges the importance of the FPI and theory of change for each of the impact areas in the Strategic Plan 2014–17. But the evaluation also concludes that the FPI TOC has not been effectively translated into clear guidance conducive to setting priorities and adapting the FPI TOC model to the region- and country-specific context.

Triangulating the findings of the desk review presented in the Inception Report, with pertinent responses to the SPF survey as well as findings on the ground, has enabled the Evaluation Team to extrapolate from the TOC diagram developed during the evaluation inception phase.<sup>140</sup> The diagram on the following page presents the Team's conclusions on the contribution of the SPF funding modality to articulating the pathways to change in terms of:

- ✓ Identifying the normative—coordination—operational inputs.
- ✓ Cultural, attitudinal and structural barriers that need to be taken into account when addressing the pathways to change.
- ✓ Expected outputs and intermediate outcomes.
- ✓ Expected long-term impact of the SPF. Information on outcome results has not been addressed in a systematic manner through the SPF Progress Reports.

However, as the Evaluation Team's understanding of the SPF funding modality deepened, a third TOC was developed which seeks to capture the pathways to change of the framework, and specifically how the SPF is expected to have an impact on UN Women's work. This is more a theory of partnership, a possibility envisioned in initial technical proposal.

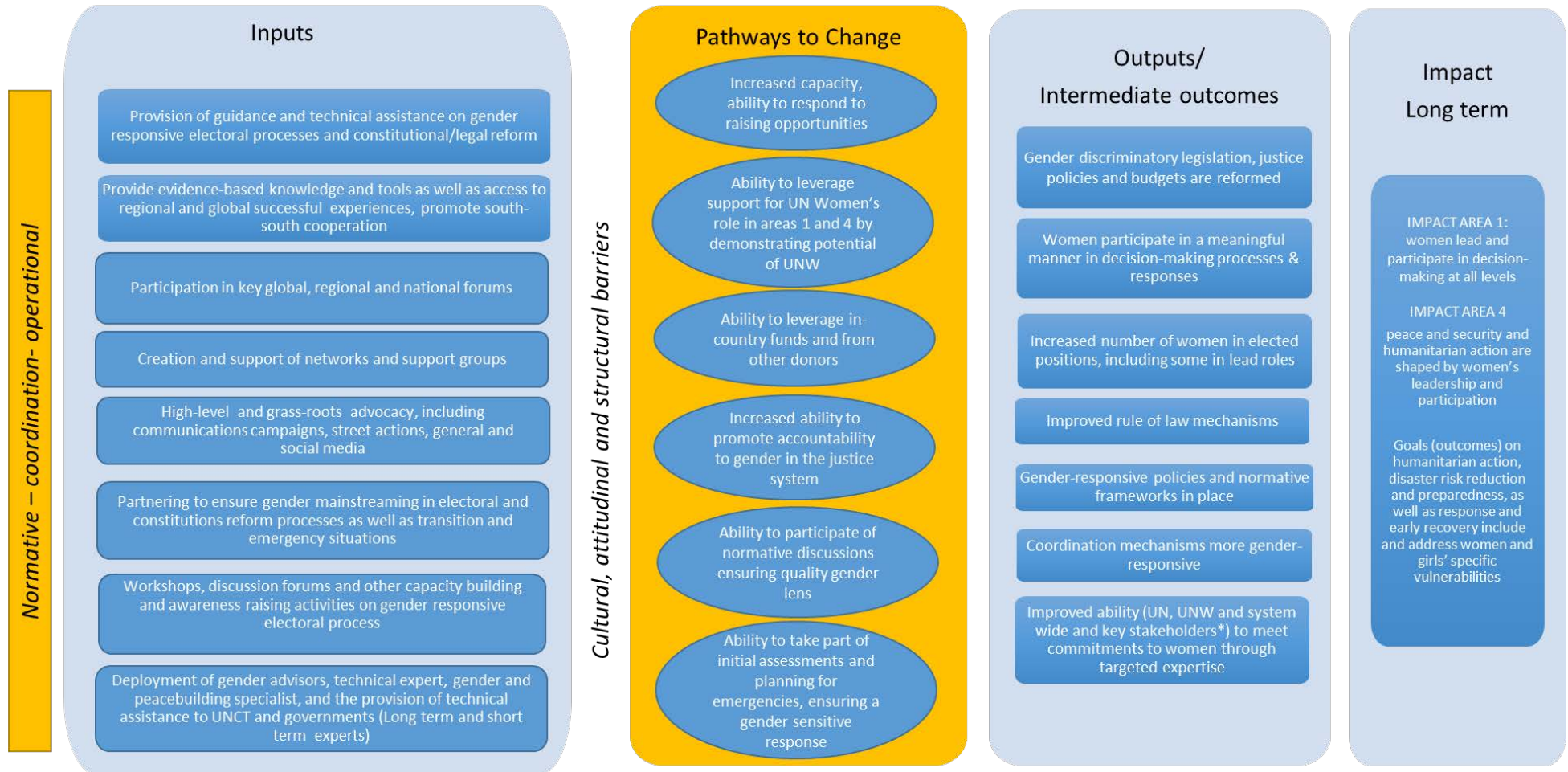
The Evaluation Team suggests the diagram presented overleaf may be a useful tool for investigating the contribution of the SPF funding modality to the pathways to change in *Impact areas 1 and 4*. It may also be useful for supporting inter-linkages between the SPF-funded impact areas and other impact areas covered in the Country Strategy Note.

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<sup>139</sup> To avoid confusion with the UN Women FPI TOCs, the Evaluation Team has opted to use the term 'pathways to change'.

<sup>140</sup> See the SPF Interim Report July 2016 submitted by the Evaluation Team.

## SPF contribution to pathways to change



\* An enabling environment includes all key stakeholders, including but not limited to political parties and leaders, women voters, electoral administrators, CSOs, women's networks and institutions like parliaments

## 8. CONCLUSIONS AND LESSONS LEARNT

The Evaluation Team concludes that the SPF funding modality has generally functioned as the flexible funding source it was intended to be and as per the Sida–UN Women agreement. Triangulating available information provides insight into the relevance, efficiency, effectiveness and sustainability of the SPF, as well as its contribution to synergy, value added, strengthening UN Women’s catalytic role and leveraging funding from additional sources.

Although the SPF evaluation focused on a limited number of country examples, extrapolation from the key evaluation findings is deemed to provide lessons learnt relevant to strengthening the implementation process of SPF Phase II.

### 8.1 UN Women’s triple mandate

The SPF has enabled UN Women to contribute to synergy, value added and strengthening of its catalytic role, as well as leveraging other funding sources. It has also enabled UN Women to take advantage of opportunities to participate in normative discussions on gender equality and women’s empowerment, such as the recent WHS and conferences and fora relevant to *Impact areas 1 and 4* supported by the SPF funding modality.

### 8.2 SPF funding modality mechanism

Not surprisingly—given the uniqueness of the SPF funding modality and the fact that neither Sida nor UN Women has previous experience of this type of funding modality, which earmarks support to *Impact areas 1 and 4* but otherwise leaves it to the discretion of UN Women which programme components are to be accorded priority—the first years of the Sida/UN Women SPF appear to have been more or less a period of ‘trial and error’. This has necessitated adjusting the mechanisms through which SPF funding is allocated, with discernible improvement in shortening the time lag between decisions at Headquarters level and receipt of funds at the country level. Putting in place the SPF programme manager in 2015 rather than at the start of implementation had implications in term of weak institutional memory for the mechanism of the SPF funding modality, including knowledge management of relevant SPF documentation. The mechanism put in place to support joint monitoring and reporting is crucial for the efficient implementation of SPF Phase II, contributing to coordination between relevant stakeholders within UN Women, to possible future synergy and to value added, as well as to strengthening cross-learning within the organisation.

### 8.3 Allocation of SPF funds

The UN Women Strategic Plans 2012–13 and 2014–17 do not explicitly provide guidance regarding which programme components in *Impact areas 1 and 4* to prioritise and where. Therefore allocating SPF funding has essentially been a matter of balancing needs—as perceived from the vantage point of UN Women Headquarters, which moreover has the challenge of deciding which of the under-funded areas to allocate SPF funding to and which supported intervention is more likely to be sustainable and/or contribute to systemic change, as well as hopefully serving to leverage additional funding for strategic priorities where core funding cannot be used or donor funding is not accessible. Allocation of SPF funding in Phase II with the aim of ultimately achieving sustainability of SPF-supported interventions needs to consider possible capacity limitations as well as dwindling core funding resources, with implications for the need for UN Women to prioritise its country level focus.

### 8.4 Leveraging additional funding sources

The ability of the UN Women country office to leverage funding in addition to SPF funds is influenced by a number factors: if/to what extent the country representative and senior management is



proactive in following up on funding opportunities, and is supported by the regional office with its wider sphere of influence and network; submitting evidence-based funding applications that clearly flag not only UN Women's comparative advantage to deliver on gender equality and women's empowerment, but also national needs and priorities; and pursuing joint programme/project activities with UN and other strategic partners who may enjoy a good track record with funders supportive of joint activities. An additional factor is UN Women's ability to use Sida's funding support as an important and reputable donor as a means of leveraging additional funding from other sources.

### **8.5 UN Women country presence 'model'**

The expectation that support of the SPF funding modality will contribute to strengthening synergy, value added, UN Women's catalytic role and leveraging of additional funding sources hinges on the type of country presence 'model' in place.

#### **Country programme office**

Having a full-fledged UN Women country programme office in place may be a prerequisite. The Jordan and Sierra Leone country examples indicate that this also requires a proactive country representative/senior management not hindered by limited human and financial resources in taking advantage of entry points to strengthen UN Women's strategic positioning within the UN system and the international community and among national counterparts. Where such efforts are actively supported by an RC who advocates the importance of contributing to Delivering as One and works on bringing UNCT members on board, this may contribute to achieving synergy, value added, strengthening UN Women's catalytic role and also possibly leveraging additional funding sources, which requires an effective resource mobilisation strategy. In effect, relatively limited capacity and financial resources need not be a hindrance to marketing UN Women's strategic positioning to effectively contribute to engendering the development agenda and humanitarian action.

#### **Limited country presence**

Where the country presence model in place is limited to SPF funding of a position—as in *Myanmar*—then not surprisingly the opportunity for contributing to synergy, value added, UN Women's catalytic role and leveraging additional funding sources will be more limited, simply because in-country capacity is limited. In such circumstances, the role and authority of the Resident Coordinator and the functioning and internal cohesion of the UNCT may be crucial factors.

#### **Pilot initiative**

SPF funding of a regional entity such as the African Union Commission may be informed by the rationale of strengthening the organisation's capacity to more effectively mainstream gender in its work, with implications for bringing member states on board on crucial regional concerns—such as implementing UNSCR 1325. In order to fully utilise the potential of such interventions, it is important to fully consider the risks and opportunities associated with the institutional context of the partner organisation. It is also essential to have full clarity on reporting channels and monitoring mechanisms and to utilise the relevant UN Women presence on the ground.

#### **SPF and the regional architecture**

For *Impact area 1*, regional advisers were in the loop on countries supported in their regions (Panama and Cairo) and regional directors were consulted on country allocations. However, most countries supported fell outside Latin America and Arab regions, so the SPF funds allowed regions with no regional advisers to receive financial and policy support from Headquarters. While the rationale of allocating SPF funding directly to the UN Women country office may contribute to expediting disbursement, it does not appear to support the rationale underlying putting in place the UN Women regional architecture.

## 8.6 UNCT and resident coordinator

Enhancing UN Women's catalytic role and enabling it to effectively address components of its triple mandate is more likely to be achievable in contexts where the RC believes in supporting the goal of Delivering as One and uses his/her authority to ensure the UNCT accords UN Women recognition as the entity providing technical expertise and support on gender equality and women's empowerment. Even then much depends on if/to what extent the RC and UNCT believe 'gender is everyone's business' rather than just the responsibility of UN Women; and to what extent participating UN agencies actively support the work plan of the Gender Technical Group. Added to this is the reality that nominating national staff as members of the GTG contributes to the sustainability of its work beyond the length of deployment of international staff. However, the effectiveness of a GTG also depends on the seniority of those involved, who are in a position to influence decisions rather than just reporting on GTG activities. There is also the reality that, where 'turf wars' and 'personality dynamics' hold sway, this will tend to colour dynamics within the UNCT, irrespective of joint endeavours such as, for example, developing the UNDAF.

## 8.7 Strategic partnerships and alliances

### National counterparts

Identifying entry points for the strategic positioning of UN Women within the national context needs to be coupled with a holistic approach to advocating and supporting the gender equality agenda, and mobilising government and civil society stakeholders. National counterparts, both government and civil society, are more likely to be mobilised when UN Women demonstrates that it believes in overcoming the vertical structure of the UN system and aims to push forward the goal of Delivering as One. This includes strengthening horizontal alliances, which also focus on strengthening civil society and women's networks.

### UN partners

Identifying strategic UN partners for joint activities requires a clear vision on the part of the UN Women country office leadership and senior management, and a strong belief in the importance of Delivering as One. It also requires effectively identifying strategic entry points that acknowledge each partner's mandate and comparative advantage but also stress the advantage of pooling capacity and financial resources, as well as clarity on shared responsibility and working arrangements, ideally supported by an MoU that does not begin and end with a joint project activity. The challenge is how to overcome the effect of the vertical structure of the UN system—with country-based UN agencies reporting to Headquarters via the regional office (said in some cases also to be affected by 'turf wars' and 'personality dynamics'). Competition over dwindling donor funding further exacerbates impediments to pursuing joint activities between UN Women and pertinent UN agencies.

## 8.8 Knowledge products and generating knowledge

The SPF funding modality has been instrumental in enabling UN Women to function as a knowledge broker through investing in a wide range of knowledge products. The choice of knowledge products appears to be a balance between filling identified knowledge gaps and responding to arising opportunities to strengthen UN Women's strategic positioning through contributing to the evidence base. This in turn supports UN Women in developing an evidence-based communication and advocacy strategy that may be contextualised to take account of region and country specificities. Given the resistance on the part of some UN agencies to acknowledge UN Women as a strategic actor in the humanitarian arena, SPF-funded investment in *Impact area 4* knowledge products has been particularly important. However, generating knowledge requires an efficient dissemination strategy to include unimpeded access to these knowledge products. The response of UN Women



staff to the pertinent question in the electronic survey sent out by the Evaluation Team reveals that access to knowledge products in both *Impact areas 1 and 4* requires attention.

### 8.9 Sex-disaggregated data and evidence base

As presented in the Data Companions, relative to outputs supported by UN Women with respect to capacity development, advocacy, knowledge and promoting dialogue, the contribution to data and statistics in 2014 and 2015 was relatively the lowest, and has actually declined.<sup>141</sup> A proactive country representative and senior management in the UN Women country office with a clear vision of multiplier effects and the required strategic approach to effectively link impact areas in the Country Strategy Note is likely to also explore channels for mobilising efforts to develop sex-disaggregated data, crucial for developing evidence-based advocacy and promoting dialogue among national, international and UN stakeholders. This may in turn contribute to further strengthening UN Women's role in ensuring mainstreaming gender in the SDGs is reflected in regional and country-level programming of the UN system.

### 8.10 Monitoring progress and reporting results

The four SPF Progress Reports (2013–16) provide wide-ranging information on programme components and project activities supported by the SPF funding modality and indeed reflect the flexibility of the latter in enabling UN Women to identify which interventions require support in which region and country. However, such information focuses on presenting a vast amount of information at the output level but stops short of information required for measuring outcome results in *Impact areas 1 and 4*. The Data Companions covering the period 2013, 2014 and 2015 provide aggregate rather than regional- and country-specific information with respect to flagging the progress achieved on each indicator, and whether implementation is on track or otherwise.

While the structure of the fourth SPF Progress Report is more reader-friendly and provides a more structured overview of challenges, lessons learnt and next steps. The Table developed by UN Women along the lines of the Data Companion<sup>142</sup> and focusing on the SPF funded impact areas presenting progress – or otherwise – is an important step forward for systematically presenting challenges and constraints as they may arise. It would be helpful to include a structured management response to the queries and requests raised by Sida during the annual SPF meetings. To date, these are usually briefly flagged in the Notes on the meetings compiled by UN Women, the sparseness of which is apparently not questioned by Sida.

### 8.11 UN Women and theory of change

The country examples covered by the SPF evaluation reveal that adapting the FPI thematic TOC to the regional and country context requires clear guidelines on how to achieve this. As far as far as the Evaluation Team could ascertain, it is left to the discretion of senior management in UN Women regional and country offices to adapt the FPI/TOC, beyond its mention in the Regional Programme and Country Strategy Note. Clarity on adaptation of the FPI/TOC to the regional and country context would arguably strengthen the quality of applications for donor funding, as well as joint programming endeavours with strategic partners.

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<sup>141</sup> Contribution of UN Women at output level to data and statistics: 8 per cent covering 51 countries; 2015 3.9 per cent covering 38 countries.

<sup>142</sup> Received by the Evaluation Team 26 September 2016. See ANNEX 12.

## 9. RECOMMENDATIONS FOR SPF PHASE II

### 9.1 Addressed to UN Women

1. Provide **clarity to UN Women staff on the role and function of the Strategic Partnership Framework** as a flexible funding modality that supports UN Women in implementing programme components in the designated impact areas as per the Strategic Plan 2014–17. Designating the SPF as a ‘programme’ using indicators from the DRF is correct but the aggregate level reporting of the latter is not useful for identifying contribution of the SPF funding modality to outcomes and outputs, and how SPF resources have been allocated within the wider portfolio of UN Women. Moreover, evaluating the SPF funding modality through standard evaluation questions applicable to a programme causes confusion, and not only among UN Women staff.
2. **Institutionalise the mechanism for allocating SPF funding** to foster clarity, accountability and transparency at regional and country levels, while at the same time ensuring the flexibility of this funding modality is maintained. Link this to compiling a **Strategic Briefing Note on Good Practice Examples** where UN Women has leveraged its strategic positioning supported by effective use of SPF funding. This could arguably function as an effective advocacy tool for strengthening applications for donor funding.
3. Where SPF surge support is activated in response to a humanitarian need and crisis, **consider focusing on programme components where UN Women has established a recognised strategic position** and can further consolidate its comparative advantage, and where technical experience can be transferred to other countries in crisis. DRR/preparedness for risk mitigation, early recovery, resilience and capacity-building/training on gender in humanitarian action are particular areas where UN Women can contribute to synergy and value added and strengthen its catalytic role. Small amounts in small countries at the right time can also provide significant returns to UN Women and its ability to achieve results for women.
4. Taking the balance between prioritising needs and responding to demand into account, consider **allocating SPF funding to country programme or project offices rather than a country presence with limited capacity**. This would contribute to achieving synergy and value added, and strengthen UN Women’s catalytic role. In turn, this would help the country office strengthen its strategic positioning, with arguably possibly positive implications for institutionalising joint activities with strategic partners and leveraging additional funding sources, with implications for strategic use of core funding. Where **SPF funding is allocated to a pilot initiative**, ensure the decision is informed by rigorous risk assessment that also takes into account the role and functioning of the UNCT and commitment to supporting the deployed UN Women staff.
5. Given the **importance of sex-disaggregated data** for evidence-based advocacy and promoting dialogue, increase human resource capacity and financial investment in this area, which in turn can be expected to strengthen the efficiency and effectiveness of SPF-funded initiatives as well as having implications for implementing the SDGs.
6. Ensure the **phasing-out process and exit strategy** included in SPF-funded projects include explicit and practical steps for post-project sustainability, for example through timely leveraging of funding sources that may also enable scaling-up and replication of the SPF funded project model.
7. Note that institutionalising SPF-funded positions and long-term deployments requires **timely follow-up on alternative funding sources**. The experience of the flexible SPF funding support could be used as a model to encourage other donors to invest in human resource capacity and the country level. Advocacy on this needs to showcase successful experiences where the SPF funded position had positive multiplier effects.

8. **Capitalise on UN Women’s strategic positioning** during the process of developing the SDGs and effectively contributing to the mainstreaming of gender in targets and indicators by providing guidelines for UN Women staff to link the SDGs with SPF-funded programme interventions in *Impact areas 1 and 4*.

## 9.2 Addressed to Sida

1. Given the continuing constraints to institutionalising the UN goal of Delivering as One—with all too often adverse implications for UN Women to contribute to synergy, achieve value added and strengthen its catalytic role, not to mention avoiding duplication of efforts, which remains a reality given the vertically structured UN system—Sida may **consider linking its funding of other UN agencies with evidence that they support UN Women’s role** as knowledge broker, technical expert and coordinator on gender equality and the empowerment of women.
2. This also applies to **UN Women’s formal membership in the IASC**, which to date is obstructed by IASC full members. In spite of the SPF-funded UN Women Humanitarian Unit playing a key role in the functioning of the IASC Gender Reference Group (serving as the GRG Secretariat, technical supervision of research and evaluations, largely supported by the SPF funding modality, etc.), recognition of UN Women as a strategic contributor to gender-sensitive humanitarian action lags behind reality on the ground.
3. **Sida’s support to implementing the UN goal of Delivering as One** may be strategically leveraged as follows:
  - ✓ While implementing programme components in Impact area 1 is supported by specific funds, Sida could, for example, further support UN Women to strengthen its strategic positioning in respect of the 2011 UN General Assembly resolution on women’s political participation (A/RES/66/130).
  - ✓ UN Women has effectively contributed to mainstreaming gender in the SDGs. Sida may contribute to UN Women strengthening its strategic positioning in SDG fora and sectoral networks as part of supporting Delivering as One.
  - ✓ With respect to Impact area 4, UN Women has—with support from the SPF funding modality—strengthened its technical credentials at global level, for example its contribution to integrating gender into the core commitments issued by the World Humanitarian Summit. Advocating for and actively supporting UN Women’s strategic positioning in similar fora would pay dividends with respect to Sida’s investment in the UN Women Humanitarian Unit, and programme components funded by SPF Phase I in Impact area 4.
4. UN Women’s comparative advantage regarding its work on **tracking financial expenditure**—integral to its Strategic Plan Priority on ‘Strengthening the responsiveness of plans and budgets to gender equality at all levels’—would arguably contribute to efficient and effective implementing of *Impact areas 1 and 4* programme components. Sida may consider allocating SPF funds to strengthen UN Women’s capacity to deliver on this strategic priority and linking it with efforts to mobilise the UNCT to actively engage in costing implications of neglecting gender relevant aspects in the UNDAF and other joint activities. In turn, this may arguably strengthen the role of the Gender Technical Teams and the impact of their work on supporting more effective mainstreaming of gender in development and humanitarian interventions.
5. The strategic approach in the UN Women country office to link programme components in the SPF-funded area with impact areas not funded by the SPF—in particular *Impact area 2* on women’s economic empowerment—has contributed to **synergy and value added in terms of strengthening inter-linkages between impact areas in the UN Women Strategic Plan**. Sida may support this further through allocating seed money for institutionalising such inter-linkages in the Country Strategy Note and annual work plans.

6. As the main funder of UN Women (when core and non-core funding are combined) Sida may strengthen its support to UN Women in terms of its **strategic positioning in international fora** (e.g. EC—Humanitarian Aid and Civil Protection (ECHO), ECOSOC, UNEAD, WCDRR, SDGs) with arguably positive implications for raising the benchmark on Delivering as One.
7. Requesting a structured **management response to issues raised by Sida** during the annual meetings on progress of the SPF would contribute to a more systematic follow-up of the implementation process. The Table developed by UN Women along the lines of the Data Companion (see Annex 12) and focusing on the SPF funded impact areas presenting progress – or otherwise – is an important step forward for systematically presenting challenges and constraints as they may arise. Moreover allocating funding for a mid-term review of SPF Phase II would have positive implications for identified adjustment requirements to the implementation process and contribute further to accountability and transparency.

## ANNEXES

### ANNEX 1: List of documents<sup>143</sup>

#### Annex 1.1: SPF relevant documentation

Inter Agency Standing Committee/Gender Reference Group ( IASC/GRG). 2015/a. 'The Effect of Gender Equality Programming on Humanitarian Outcomes: Synthesis Report'. By Institute of Development Studies, Sussex/UK. Commissioned by UNWOMEN on behalf of the GRG, and funded jointly by UNWOMEN and the Canadian Department of Foreign Affairs, Trade and Development.

Inter-Agency Standing Committee/Gender Reference Group (IASC.GRG). 2015/b. 'Review of IASC Policy Statement on Gender Policy in Humanitarian Action. Implemented by UN Women on behalf of the IASC GRG.

Multilateral Organization Performance Assessment Network (MOPAN). 2014. 'Synthesis Report. United Nations Entity for Gender Equality and the Empowerment of Women (UN Women).

Organization for Economic Cooperation and Development/Development Cooperation Directorate (OECD/DAC). 1991. DAC Principle for Revaluation of Development Assistance'.

SIPU Evaluation Team. 2016. 'Final SPF Evaluation Inception Report'. July.

Swedish International Development Cooperation Agency/ United Nations Entity for Gender Equality and Empowerment of Women and Girls (Sida/UN Women). 2011. 'Agreement Between Sida and UN Women'. December.

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United Nations Development Group (UNEG). 2015. 'UNDG Programme Risk Management for Pooled Funding Solutions in Conflict and Transition Countries. Final Version, May.

UN Women. no date. ' Guidelines on Women and Constitutional Reform Fund'.

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UN Women. 2011/b. 'UN Women Strategic Plan 2011-2013: A Vision for Women and Girls. Annex II: Management Results Framework'.

UN Women 2011/c. 'UN Women Strategic Plan 2011–13: A Vision for Women and Girls. Annex II: Management Results Framework'

UN Women. 2012/a. 'UN Women Global Initiative on Leadership and Political Participation 2012-2016'. May.

UN Women. 2012/b. 'Strengthening Peace and Security in Post Conflict Countries and Fragile States 2012-2015'. January.

UN Women. 2013/a. 'First Strategic Partnership Report January 2012-May 2013'.

UN Women. 2013/b. 'Notes for the File. Sida and UN Women Consultation on the Strategic Partnership Framework Agreement'. 28 June.

UN Women 2013/c. 'Certified Financial Donor Report for Period Ended 31 December 2012. Sida Fund for Strategic Partnership Framework.

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<sup>143</sup> This List of Documents refers to the sources used by the Evaluation Team in compiling the SPF Final Report. For a full list of documentation consulted for the SPF evaluation see the List of Documents in the SPF Evaluation Inception Report.

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## ANNEX 2: List of stakeholders interviewed

### Annex 2.1: UN Women Headquarters

- Anna Theresa Thylin, Gender and Humanitarian Specialist (Core Reference Group)
- David Coffey, Gender and Humanitarian Specialist (alternate)
- Zeljka Strahinjic, Programme Management Specialist (Task Manager)
- Dawn Blackman, Programme Management Specialist (Task Manager)
- Nahla Valji, Policy Advisor, Peace and Security (Core Reference Group)
- Ghita El Khyari, Programme Management Specialist, Arab States (*Alternate*)
- Julie Ballington- Political Participation Advisor (Core Reference Group)
- Marta Val, Programme Specialist, Leadership and Governance (*Alternate*)
- Daniel Seymour- Deputy Director Programme (Core Reference Group)
- Beatrice Duncan. Constitutional and Access to justice Advisor
- Hanny Cueva-Beteta, Regional governance and WPS Advisor
- Simone Ellis Oluoch-Olunya, Deputy Regional Director, East & Southern Africa
- Marcy Hersh, Senior Advocacy Officer, Women's Refugee Commission
- Alejandro E. Alvarez (Mr.) Team Leader Rule of Law, Justice, Security and Human Rights, Governance & Peacebuilding Cluster, Bureau for Policy and Programme Support, United Nations Development Programme
- Elizabeth Cafferty, UN Women seconded to the WHS Secretariat
- Clare Hutchinson, DPKO, Gender advisor, Depts. Peacekeeping Operations & Field Support
- Rahab Njoki, Senior Gender Advisor, Senior Gender advisor, Office of the ASG and DERC for Humanitarian Affairs, OCHA
- Henia, Dakkak, Programme adviser, UNFPA

### Annex 2.2: Region- and country-level

#### Annex 2.2.1 Ethiopia

NAME	ORGANIZATION/POSITION
Letty Chiwara	UN Women Representative to Ethiopia, Africa Union (AU) and Economic Commission for Africa (ECA)
Tikikel Tadele Alemu	UN Women Liaison Specialist, AU Liaison Office, Addis Ababa
Diedonné N. Tshiyoyo	Regional Elections Adviser, UNDP Regional Service Centre for Africa
Jean-Busco Butera	Special Adviser and Head of Office, Office of the AUC Special Envoy on Women, Peace and Security (Seconded by UN Women with SPF funds)
Semiha Abdulmelik	Gender Officer, Office of the AUC Special Envoy on Women, Peace and Security (Seconded by UN Women with SPF funds)
Bineta Diop	Special Envoy of the AUC for Women and Children in Armed Conflict
Febe Potgieter	Chief of Staff to the Chairperson of the African Union Commission
Simone Ouattara-Yankey	Gender Senior Program Officer, Women, Gender and Development Directorate, African Union
Antonia Ngabala	Consultant and adviser to the commissioner for peace and security African Union
Olabisi Dare	Head of Humanitarian Affairs, Department of Political Affairs of the African Union Commission, and Executive Secretary of the Commission of Inquiry on South Sudan
Yvette Ngandu	Panel of the Wise Secretariat Coordinator, Peace and Security Directorate, African union Commission
Mourad Ben Dhiab	Secretary to the AU Commission on International Law
Astrid Wein	Austrian Embassy, Addis Ababa
Chris Barker	UK Embassy, Addis Ababa
Aklilu Desta	Sida, Swedish Embassy, Addis Ababa

**Annex 2.2.2 Jordan**

<b>NAME</b>	<b>ORGANIZATION/POSITION</b>
Abu Haidar, Ahmad	Director of Policy, Ministry of Social Development, Government of Jordan
Al-Mashaqbah, Shatha	UN Women Senior Camp Assistant, Za'atari Camp
Belsito, Guiseppe	UN Women Jordan Country Representative
Carne, Nicole	World Food Programme, Senior :Programme Officer
Crawford, Nicholas	Resident Coordinator/Humanitarian Coordinator Office, Transitions Advisor
Dore-Weeks, Rachel	UN Women Country Office, Recovery Specialist
El-Fatah, Ghada	UN Volunteer, Za'atari Camp
Hellgren, Josefina	Deputy Representative, Swedish Embassy
Muscroft, Sarah	United Nations Office for the Coordination of Humanitarian Affairs (OCHA) Head of Country Office, Amman-Jordan
Nims, Salma	Jordanian National Commission for Women/Secretary General
Phillips, Alli	ARDD-Legal Aid/M&E Advisor Partner in Za'atari Camp
Sahakian, Talin	United Nations Office for the Coordination of Humanitarian Affairs (OCHA):Programme Officer
Urtaega, Katia	UNICEF/GBV and Protection Specialist
White, Gavin	UNHCR/Public Outreach, Z'aatari Camp
Zanoun, Hanan	Syrian refugees Affairs Directorate, Ministry of Interior, Government of Jordan, Head of Za'arari refugee camp
Focus Group Discussion, 15 female beneficiaries	Z'aatari Camp
Focus Group Discussion, 10 male beneficiaries	Z'aatari Camp
<b>UN Women Regional Office, Cairo</b>	
Aliko, Blerta	Deputy Regional Director
Naciri, Mohammad	Regional Director

**Annex 2.2.3 Myanmar**

<b>Name</b>	<b>Position</b>	<b>Organization</b>
Ann Stodberg	Head Development Cooperation	Embassy of Sweden, Myanmar
Aye Aye Nwe	Gender Focal Point	UNAIDS
Aye Myat Thanda	Senior Development Officer	Government of Canada, Myanmar
Daw Kaythi Myint Thein	Senior Coordinator	Gender Equality Network
Daw Khin Nway Oo	Deputy Director General	Ministry of Labour, Immigration and Population
Daw Mya Mya	Commissioner	Myanmar National Human Rights Commission
Daw Naw Tha Wah	Director	Ministry of Social Welfare, relief and resettlement
Daw Pancy Tun Thein	Executive Director	Local Resource Centre
Daw Susanna Hla Hla Soe	Secretary	Women and Child Rights Committee
Daw Thuzar Thant	Country Manager	Euro-Burma Office
Demona		Gender and Development Institute
Dom Scalpelli	Country Director & Representative	WFP
Dr San San Aye	Deputy Director General	Ministry of Social Welfare, relief and

Name	Position	Organization
		resettlement
Dr Thet Thet Zin	President	Myanmar Women Affairs Federation
Eamonn Murphy	Country Director	UNAIDS
Federica Bertacchini	Gender Focal Point	UNOPS
Gulia Zaratti	Gender Focal Point	UNCDF
Janet Jackson	Resident Representative	UNFPA
Lahpai Ja Ra	Executive Director	Gender and Development Institute
Laurrenne Garneau	Counsellor and Head of Development Cooperation	Government of Canada, Myanmar
Mi Cherry Soe	Director	Mon Women Network
Nant Aye Myot Ma		Gender and Development Institute
Nant Hnin Nwe New Chan	Gender Focal Point	WFP
Renata Lok-Dessallien	Resident Coordinator	UN
Sille Jansen	Gender Focal Point	UNFPA
U Thein Win	Director	Ministry of Labour, Immigration and Population
U Win Mra	Chairman	Myanmar National Human Rights Commission
Xenia Keller	Gender Focal Point	UNRCO

#### **Annex 2.2.4 Paraguay**

- Carmen Echauri, UN Women Paraguay office national officer for political empowerment
- Nida Duarte, Communications officer Comunicación NGO Decidamos, Paraguay
- Susana Piersanti, Technical Coordinator of the Red de Mujeres Municipales del Paraguay (National Municipality Women's Network), Paraguay
- Lilian Soto, Programme coordinator and Researcher NGO Centro de Documentación y Estudios (CDE), Paraguay
- Teté Cano, política del Partido Colorado integrante del GIPD
- Esperanza Martínez, Senator, Senadora de la Nación, coalición Frente Guazú, integrante del GIPD

#### **Annex 2.2.5 Sierra Leone**

NAME	ORGANIZATION/POSITION
Baloch, Sana	UNDP Chief Technical Adviser Constitutional Reform
Bangura, Alieu	UN Women, Administrative Officer
Bangura, Lamin	UN Women Finance Associate
Kaikai, Moijue	Sierra Leone Former Minister of Social Affairs
Kargbo, Ibrahim	Statistics Sierra Leone, Director of Data Processing
Okumu, Mary	UN Women Country Representative
Sagai, Sunil	UN Resident Representative
Sartie, Marbey	UN Women Programme Specialist, Strategic Planning & Policy
Shuber, Carmen	UN Women Coordination and Partnership Specialist
Turay, Abubakarr	Statistics Sierra Leone, Director, Economic Statistics Division
<b>Focus Group Discussion CSO</b>	
Bob-Kandeh, Marie	Market Women Association
Davies-Cole, Christiana	Lawyer
Kamara, Rugiato	MARWOPNET
Kendema, Sahr	Campaign for Good Governance
Koroma, Aminata	Girls Child
Lahai, David	Organization for Inclusive Development
Majeks-Walker, Nemata	50/50 Group
Peacock, Maude	Women's Forum
Pratt, Nana	NOW/SL
Samba-Sesay, Marcella	Campaign for Good Governance

Sillah, Mohamed	Action Aid
Taqi, Fatu	50/50 Group
<b>Focus Group Discussion UN Gender Technical Team</b>	
Alpha, Betty	Gender Officer, UNFPA
Bangura, Musu	Gender Specialist, UNDP
Hopkins, Will	Programme Officer, WFP
Kobie, Aminata Grace	Health Promotion Officer, WHO
Mahoi, Rosine	Child Protection Specialist, UNICEF
<b>Focus Group Discussion Port Loko</b>	
Kamara, Kaspramuta	Mafooki District Chief
Tarawaly, Marlapy	Maffooki District Chiefdom Speaker
20 female participants	Representing Women's Forum for Progress, Market Women, Local Councils, MSWGCA,
<b>UN Women Regional Office Senegal</b>	
Lampthey, Comfort	Policy Advisor, Governance, Peace and Security
Mbayiha, Cyuma	Evaluation Specialist
Tchagble, Agoro	Operations Manager

### **Annex 2.2.6 Somalia / ESARO Nairobi<sup>144</sup>**

<b>NAME</b>	<b>ORGANIZATION/POSITION</b>
Izeduwa Derex-Briggs	Regional Director, UN Women Eastern and Southern Africa (ESARO)
Jebbeh Forster	Senior Regional Advisor on Governance, Peace and Security, UN Women ESARO
Alka Gulati	Regional Operations Manager, UN Women ESARO
Marja Suomela	Regional Monitoring and Evaluation Analyst
Caroline Rusten	Country Programme Manager, UN Women Somalia
Petra Burcikova	Deputy Country Programme Manager, UN Women Somalia
Doreen Buettner	Rule of Law Expert UN Women Somalia
Ignatius Abedu Bentsi	Monitoring and Reporting Officer, UN Women Somalia
Pauline Magawi	Programme Officer, UN Women Somalia
Pusparaj Mohanty	UN Women Puntland
Assad Ali Isse	UN Women Puntland
Abdirahman Suldan	UN Women Somaliland
Hibo Hussein	UN Women Somaliland
Nahla Valji	Deputy Chief, Peace and Security Section, UN Women HQ
Michael Keating	Special Representative of the Secretary General (SRSG), UN Mission in Somalia
Shipra Bose	Senior Gender Adviser to the United Nations Mission in Somalia (UNSOM)
Carole Doucet	Senior Gender Adviser at the Office of the Special Envoy of the Secretary General for the Great Lakes Region
Gabor Beszeterczey	Senior Program Management Officer, Office of the Special Envoy of the Secretary General for the Great Lakes Region
Jessica Pellrud	Sida, Nairobi
Astrid Lervåg	Royal Norwegian Embassy in Nairobi
HE Mohamed Ali Farah	Director General for Ministry of justice, Religious Affairs and Rehabilitation, Puntland

### **Annex 2.3: Sida and MFA**

Martina Aberg Somogyi, Sweden Ministry of Foreign Affairs

Sofia Orrebrink, Sida Coordinator, Human Rights Group, Democracy and Human Rights Unit

<sup>144</sup> There may be some misspelling of names as the Evaluation Team has not had responses to its efforts to verify this list.

### ANNEX 3: Summary of responses to the survey

#### Q1. What SPF initiatives and/or projects relevant to UN Women strategic impact area 1 have been implemented through the Sida funded Strategic Partnership Framework by your Country Office?

- Hiring a Gender Expert
- Increase women's political participation and leadership
  - BRIDGE gender and elections training/capacity building
  - Women's situation rooms
  - Workshops
  - Women in politics fund
  - 50:50 campaign
  - Platform for dialogue among women's groups
  - Training/Capacity building for women candidates
  - Training manuals
  - Survey of women candidates
  - Develop country strategy for gender and political participation
  - Engaging and influencing the Constitutional Review processes for a gender friendly Constitution that promotes women's leadership and participation
    - Drafting a leadership bill aimed at ensuring a 50/50 representation of males and females at the Local Level Government
    - Study on violence against women in politics
    - Study that led to a strategic plan to increase women's leadership
- Constitutional reform and women's access to legal justice
  - Advocacy note on key concerns/messages on the draft constitution
  - Constitutional Reform Fund
  - Study on women's participation and influence of Zimbabwean women in the country's Constitution-making processes
  - Political dialogues to ensure women's rights in legal reform
  - Program for the implementation of the regulatory framework and generation of public policies with gender and women's rights for patriarchalization
  - Support for gender in electoral processes
  - Engaging and influencing the Constitutional Review processes for a gender friendly Constitution that promotes women's leadership and participation
- None (3)

#### Q2. What SPF initiatives and/or projects relevant to UN Women strategic impact area 4 have been implemented through the Sida funded Strategic Partnership Framework by your Country Office?

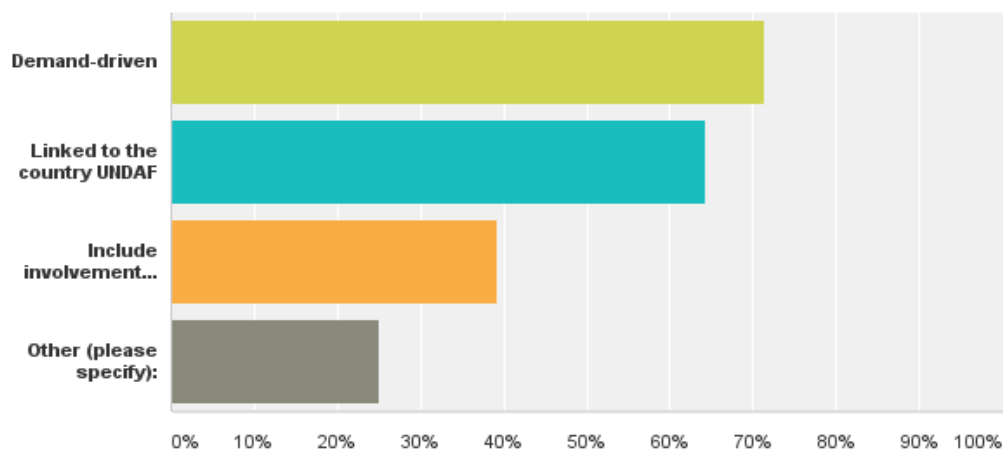
- Hiring a Gender Expert
- Establishment of women's groups and/or providing technical support and networking opportunities to women's groups
- To inform interventions/responses to humanitarian crises
  - To inform multi-sectoral humanitarian/crisis response planning and programming, particularly related to the refugee crisis
  - Support gender analysis and assessments to inform countering violent extremism interventions

- Evidence on gender related impact of the refugee crisis produced and consequent support developed
- Evaluation of the National Action Plan for Gender Equality 2010-2015, which uncovered the gaps in the area of women, peace and security and a need for systematic measures for engaging women in the peace and security agenda
- Identified key obstacles and challenges related to the introduction of gender equality considerations in the disaster risk reduction plans and practices
- Institutionalize the damage and loss account in line with the post disaster needs assessment methodology
- Improved the processes related to disaster risk reduction planning at the local level to better reflect needs of women
- Gender assessment of the refugee and migrant crisis in Serbia and FYR Macedonia
- Ensuring that the UN System and other humanitarian actors are informed on the existence of the local level protocols for integrated response in cases of violence against the women and girls.
- Contributed to new regulations and action plans
  - Regulation establishing a commission that will verify the status of survivors of Conflict Related Sexual Violence (CRSV)
  - New Gender Equality Law in Kosovo
  - Development of the new National Strategy against Domestic Violence 2016-2020
  - Provision for counselling services to survivors and perpetrators of GBV
  - Provision of community information on human, GBV and Family Sexual Violence through community conversations
  - Development of the new National Strategy against Domestic Violence 2016-2020
  - National Strategy for Gender Equality 2016-2020
  - Action Plan for UNSCR 1325
  - Action Plan for access to justice for survivors of Conflict Related Sexual Violence
  - Action Plan for Gender Equality 2016-2018, which includes the specific objective of the enhancement of the role of women in the security system
  - Draft Law on Emergency Situations
- Support for peace dialogues and/or increasing women's participation in peacebuilding and mediation processes
- Gender responsive budgeting training for Ministry of Defense
- N/A or no programs or initiatives were conducted



**Q3 Is the process for the UN Women Country Offices to apply for SFP funding:  
(Please tick all that apply.)**

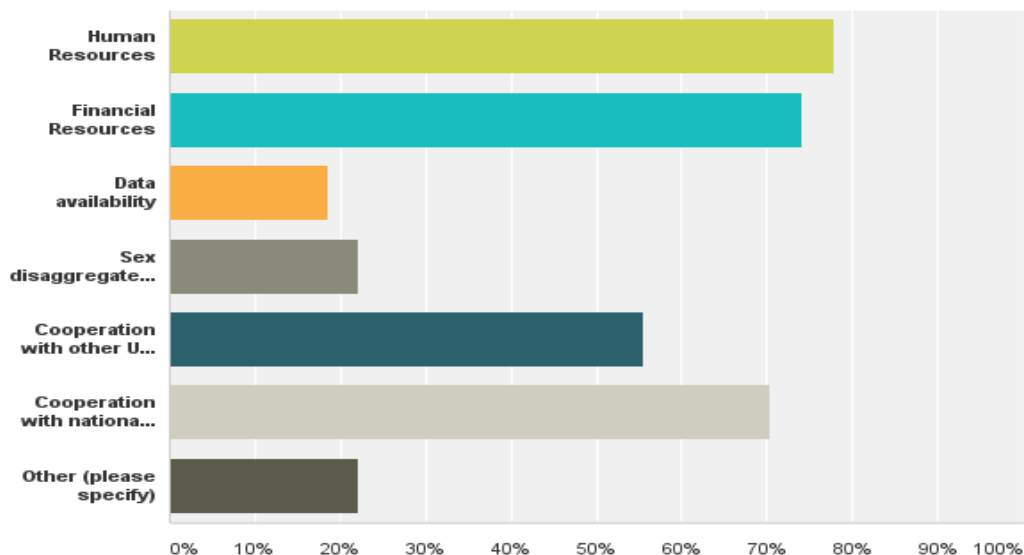
Svarade: 28 Hoppade över: 0



Processes	Percentage	Number of Respondents
Demand-driven	71%	20
Linked to the Country UNDAF	64%	18
Include Involvement from the regional offices	39%	11
Other <ul style="list-style-type: none"> <li>• Includes involvement from HQ (2)</li> <li>• Demand-driven/Linked to the country office's Strategic Plan and Work Plan (2)</li> <li>• Linked to the need to strengthen UN Women's presence in the country (1)</li> <li>• Don't know or N/A (2)</li> </ul>	25%	7

**Q4 What have been the facilitating factors to implementing the SPF supported initiatives? (Please tick all that apply.)**

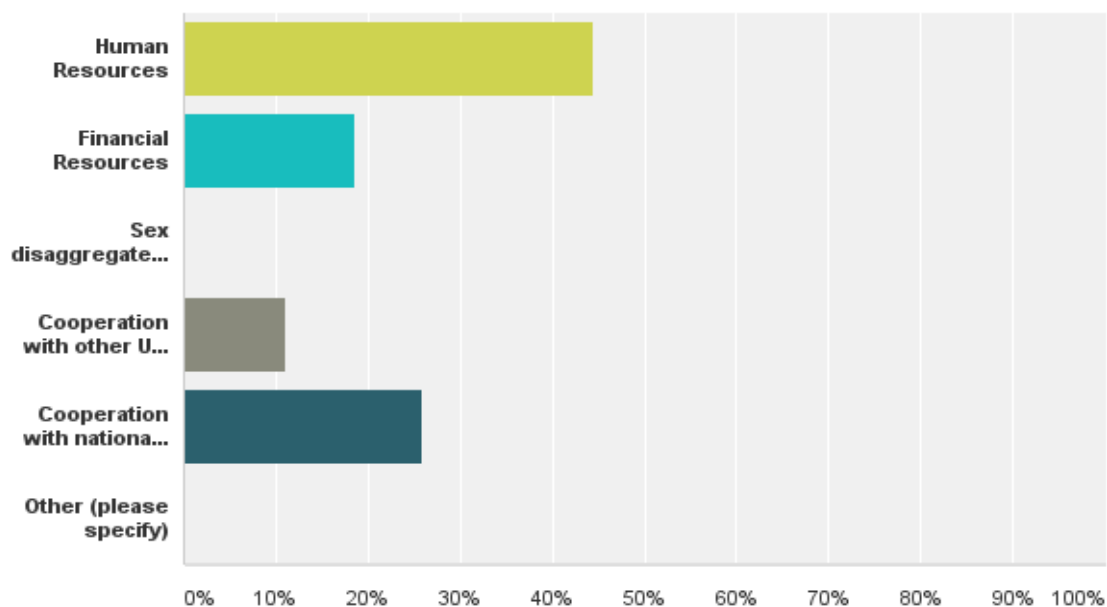
Svarade: 27 Hoppade över: 1



Facilitating Factors	Percentage	Number of Respondents
Human Resources	78%	21
Financial Resources	71%	20
Data availability	19%	5
Sex disaggregated data availability	22%	6
Cooperation with other UN organizations covering the same thematic areas funded by the SPF	56%	15
Cooperation with national counterparts	70%	19
Other <ul style="list-style-type: none"> <li>Continuous engagement with the responsible section in UN Women HQ was affirming, timely and responsive throughout the process</li> <li>The project is just starting</li> <li>Close cooperation with UN Organizations in Kosovo covering same thematic area funded by other sources (not SPF)</li> <li>Rapid availability of funds and manageable reporting guidelines</li> <li>Cooperation with international partners such as ParlAmericas</li> <li>Timely and urgent national priorities</li> </ul>	22%	6

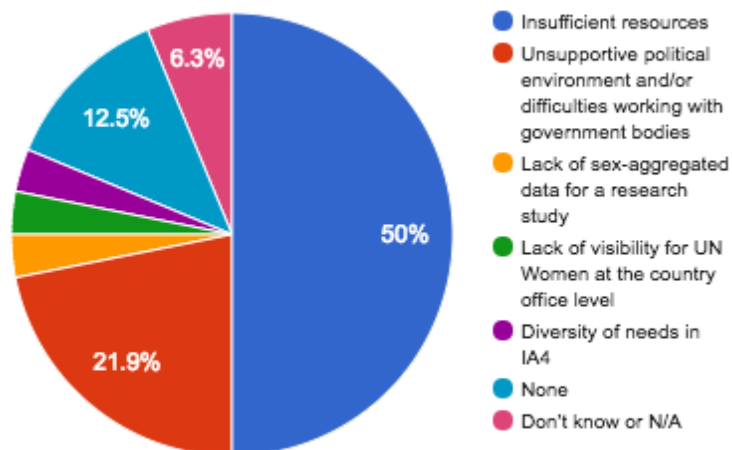
**Q5 In your view, which of the facilitating factors has been/is the most important to implementing the Sida funded SPF initiatives?(Please tick below.)**

Svarade: 27 Hoppade över: 1



Facilitating Factors	Percentage	Number of Respondents
Human Resources	44%	12
Financial Resources	19%	5
Sex disaggregated data availability	0%	0
Cooperation with other UN organizations covering the same thematic areas funded by the SPF	11%	3
Cooperation with national counterparts	26%	6

## Q6. In your view, what have been the key challenges to implementing the SPF?

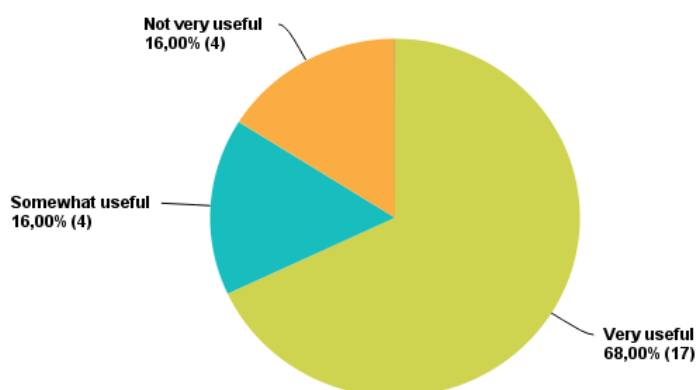


### Summary of Comments

- Insufficient financial resources (6)
- Can only support funding gaps
  - Insufficient technical support (6)
  - Unsupportive political environment in country (4)
  - Insufficient human resources (3)
- Lack of a dedicated program manager
- Specialist post is too short (temporary position)
  - Delays and/or poor communication through working with government bodies (3)
- Working with the Elections Commission caused delays
- Poor coordination between Parliament and the women's movement
- Communication challenges between ministry and NGOGCN led to female political candidates missing deadlines and meetings
  - Meeting the demands/expectations of partners (1)
  - Lack of sex-aggregated data for a research study (1)
  - Lack of visibility for UN Women at the country office level (1)
  - Diversity of needs in IA4 (1)
  - None (4)
  - Don't know or N/A (2)

**Q7 The Mid-Term Review of the UN Women 2014-2017 Strategic Plan indicated that UN Women needs to develop the theory of change (TOC). Accordingly, the Flagship Programming Initiatives (FPI) incorporate a draft TOC for each impact area covered by the Strategic Plan. How useful are these TOCs for your area of intervention and operation? (Please tick one and briefly explain your reasoning in the text box.)**

Svarade: 25 Hoppade över: 3

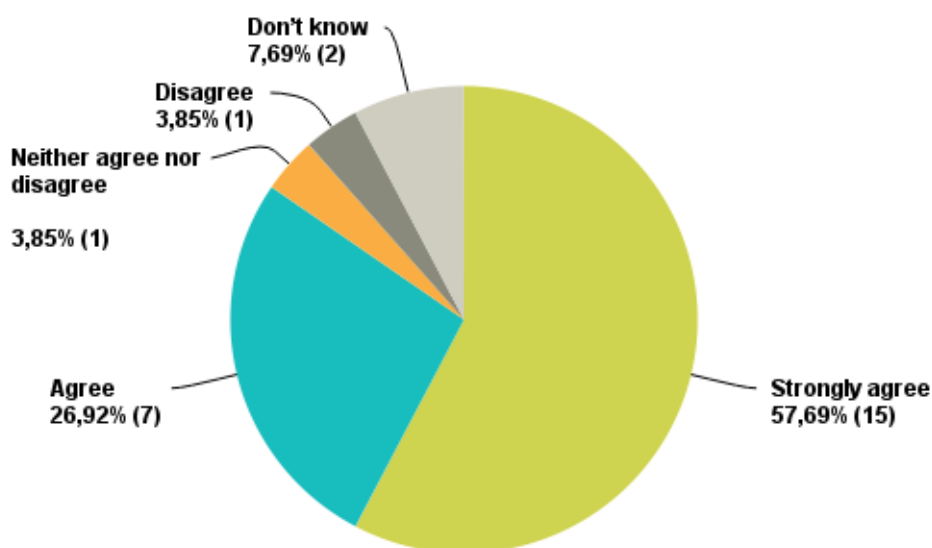


### Summary of Comments

- Theory of change and FPIs are useful
  - Provide a comprehensive framework to support coherent programming and resource mobilization at the national level, which facilitates enhanced impact (8)
  - Enable greater understanding of the logic of UN Women's global/corporate approach and ensures the countries' alignment with the overall goals of UN Women (4)
  - FPIs provide useful ToCs, outcomes and outputs that can serve as a strong basis for new initiatives/make use of work already done at headquarters (3)
  - Enabled a critical reflection on the linkages between the expected outcomes and the outputs as well as further elaboration of the risks and assumptions (1)
- Theory of Change is not helpful
  - Impact Area 4 incorporates several ToCs. To allow for the change to happen there have to be more investments rather than limited investment provided through GP (1)
  - Limits the projects that can be done and thus sometimes inhibits results (1)
  - FPIs not available at time of implementation (1)
  - Need more info and instructions from HQs about FPIs (1)
- Theory of Change and FPIs are useful, but flawed
  - ToC is useful and FPIs show examples of how that can be done, but ToCs and FPIs developed without a specific context have inherent limitations. There needs to be some flexibility in the adoption of FPI and integration into programming (2)
  - Country strategy is wider than FPI

**Q8 The partnerships identified for implementing SPF initiatives/projects implemented in the countries covered by UN Women have been appropriate and effective in promoting synergies and value added. (Please tick one and briefly explain your reasoning in the text box.)**

Svarade: 26 Hoppade över: 2



### Summary of Comments

- Partnerships have added value
  - Enhanced opportunities to work with government bodies, I/NGOS and women's groups which provided access to key, national stakeholders and/or opportunities for advocacy (7)
  - Partners were instrumental to implementation (3)
  - Partners enhanced their own capacity and strengthened engagement of the women's movement (2)
  - Led to further resource mobilization (2)
  - All processes are nationally led, so partnerships enables sustainable results
  - Set up a community for the exchange of ideas
- Partnerships have not added value or N/A
  - Project just starting (1)
  - N/A (2)
- Need for more partnerships
  - Can only be achieved with increased funding

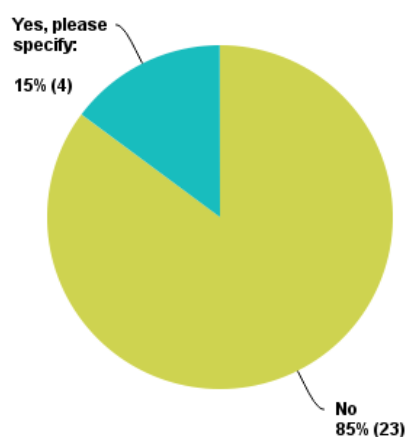


**Q9. In your view, what have been the key advantages of the SPF un-earmarked funding modality?**

Key Advantages	Percentage	Number of Respondents
Flexibility in selecting the focus of the SPF supported activity	81%	21
Enabling UN Women to strengthen existing strategic partnerships	69%	18
Enabling UN Women to pursue new strategic partnerships	42%	11
Enabling UN Women to leverage additional funding	58%	15
Investing in capacity building	54%	14
Enabling UN Women to strengthen advocacy in the strategic impact areas 1 and 4	77%	20
Other <ul style="list-style-type: none"> <li>• The flexibility and responsiveness of the SPF funds/ability to address urgent and time-bound national priorities (2)</li> <li>• Enabling support with little or no complexity</li> </ul>	12%	3

**Q10 In your view, are there possible disadvantages to the SPF un-earmarked funding modality?(Please tick one.)**

Svarade: 27 Hoppade över: 2

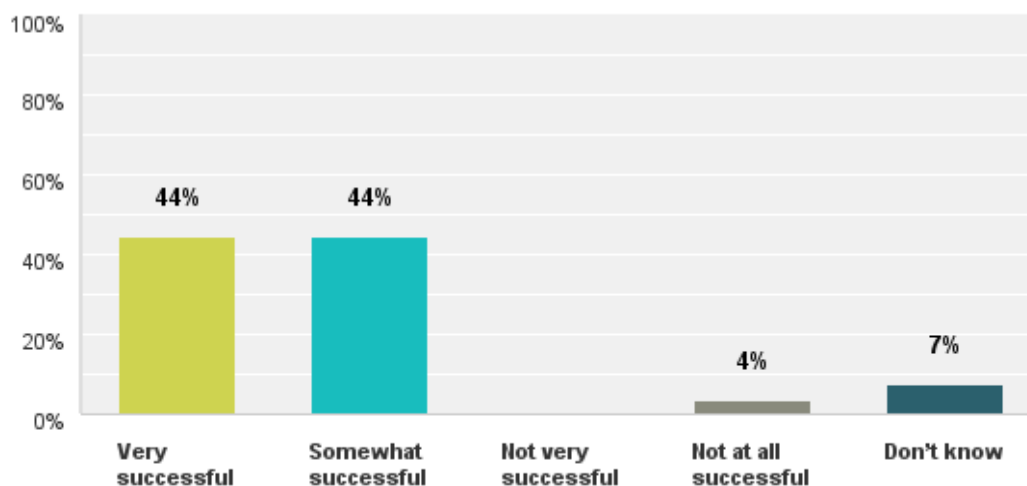


**Summary of Comments for those who answered 'yes'**

- Lack of continuity
- Funding was inadequate to implement all the required project interventions/could only support funding gaps on existing projects (3)

**Q11 How successful has UN Women been in leveraging additional funding to support implementation of the SPF Programme? (Please tick one and briefly explain your reasoning in the text box.)**

Svarade: 27 Hoppade över: 2



#### Comments

- The study informed the development of a Joint Programme for Gender Equality (JPGE), which has a pillar on Women's Political Participation. As the study was being developed at the same time as the JPGE its initial findings informed the development of the WPP pillar in the programme. The programme managed to mobilise 5,3 million USD from the Swedish Embassy (not only for WPP but also WEE and national accountability).
- UN Women in Tanzania managed to build on the key results/outcomes of the project to mobilise additional resources for the work on women's leadership and political participation. It also contributed to the visibility of UN Women's work in this area.
- The positioning of the UN WOMEN PACEC in the project by making available an expert on gender and elections to the CENI to support the implementation of the gender strategy allows the office to receive PACEC funds once it is financed. Also it allows UN Women to build on the implementation of other projects funded.
- Funding at the local level are limited, so fundraising has to be at the regional level.
- Through SPF programme initiatives support UN Women achieved to fundraise and expanded the area of work on Women, Peace and Security. In addition the short term deployment/gender Specialist achieved to join the funds with other organizations working in the same area.
- ParlAmericas and UN Women has entered into significant cost sharing as a result of the SPF funds.

**Q12. What changes would you suggest for the SPF modality in the next phase, i.e. agreement with Sida?**

Changes	Percentage	Number of Respondents
Application process for SPF funding	19%	5
Ensuring that requests for SPF funding is demand-driven	19%	5
Ensuring that the required amount of funding available for a SPF supported project enables scaling up	73%	19
Ensuring that required longer term technical capacity is in place	62%	16
Other <ul style="list-style-type: none"> <li>• More transparency in the negotiations with Sida i.e. on UN Women's proposals and also in definition of the criteria for applying for SPF funding</li> <li>• Support new and innovative projects</li> <li>• Support for longer term deployment of Gender specialist is crucial in order to support interventions on GEWE within UN Agencies, and to respond to high demand for technical support from UNKT- especially on supporting the monitoring of implementation of UNDAF light gender provisions, and continuously to provide technical assistance requested by governmental Institutions and CSOs. Finally the support for localization of SDG/ particularly SDG Goal 5 should be considered.</li> <li>• Don't know.</li> <li>• Nothing, as it seems that the requests had to be demand driven.</li> </ul>	19%	5

**Q13. Which global and regional level UN Women knowledge products relevant to impact area 1 are you familiar with?**

KNOWLEDGE PRODUCTS PERCENTAGE	PERCENTAGE (NO. OF RESPONDENTS)
UN Women Constitutional Database	46% (12)
Guidebook on Inclusive Electoral Processes: A Guide to Electoral Management Bodies and Women's Participation	73% (19)
iKNOW Politics	69% (18)
Women in Politics Map	73% (19)
The Background Document on Beijing+20	58% (15)
Women Leaders. It Is Time to Step It Up for Gender Equality Call for Action	38% (10)
The Secretary General's Report on the implementation of the GA Resolution 66/130 on Women and Political Participation for the 68th session of the General Assembly	58% (15)

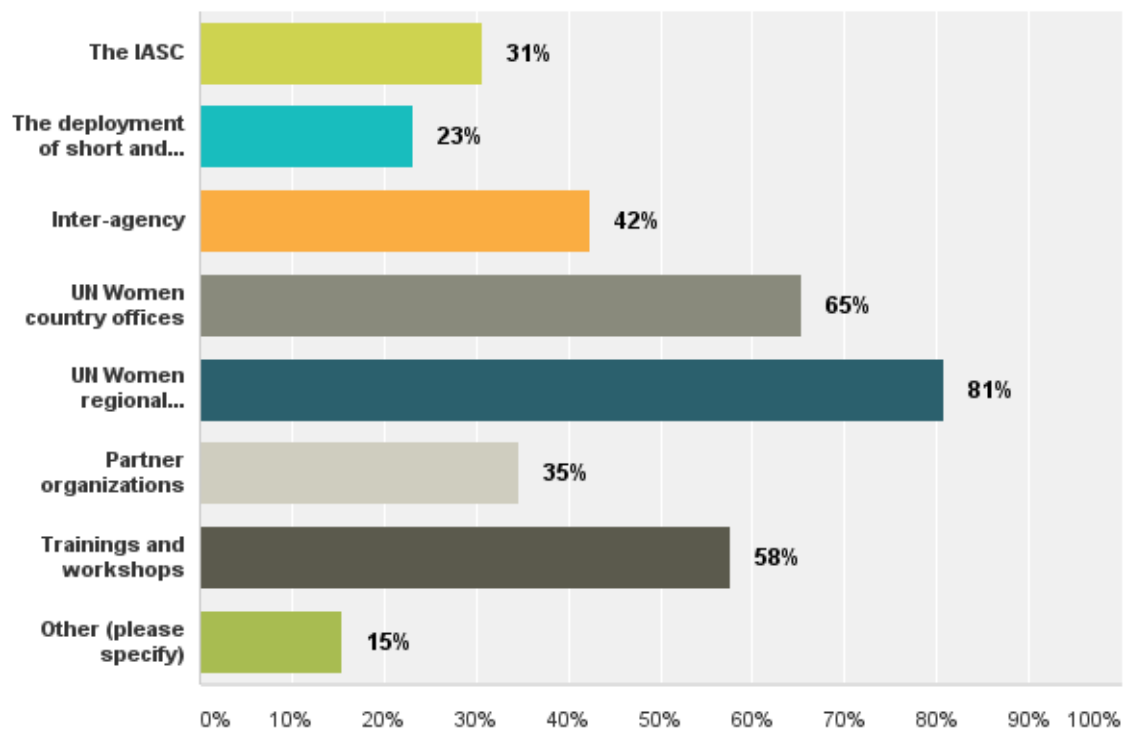
HeForShe Parliamentary Playbook	19% (5)
UN Global Study on Implementation of Security Council Resolution 1325 (2000)	77% (20)
Global Initiative on Leadership and Political Participation	35% (9)
Peacebuilding Architecture review	15% (4)
Peace Operations review	12% (3)
Other (please specify) Progress of the World's Women: Who's Answers to Women Progress of the World's Women: In Pursuit of Justice	4% (1)

**Q14. Which global and regional level UN Women knowledge products relevant to impact area 4 are you familiar with?**

<b>KNOWLEDGE PRODUCTS PERCENTAGE</b>	<b>PERCENTAGE (NO. OF RESPONDENTS)</b>
Best Practices Manual for the Investigation and Prosecution of Sexual Crimes in Situations of Armed Conflict	21% (5)
The Secretary General's report on Resolution 56/2 Gender Equality and Women's Empowerment in Natural Disasters	21% (5)
UN Plan of Action on Resilience for Disaster Risk Reduction	29% (7)
United Nations Guidebook on CEDAW General Recommendation 30 and Resolutions on Women, Peace and Security	79% (19)
Gender Intensity Measure	4% (1)
The UN Women Sourcebook on Women, Peace and Security	71% (17)
The Impact of Gender Equality Programming on Humanitarian Outcomes" report	21% (5)
Humanitarian Context Gender Analysis and Post Disaster Needs Assessment Support	25% (6)
Peacebuilding Architecture review	13% (3)
Peace Operations review	13% (3)
The Global Study on implementation of Security Council resolution 1325 (2000)	79% (19)
IASC Guidelines for Integrating Gender-based Violence Interventions in Humanitarian Action	71% (17)
Other (please specify) Women, War, Peace: Independent Experts Assessment on the Impact of Armed Conflict on Women and Women's Role in Peace Building	4% (1)

### Q15 Through which channels and mechanisms are these knowledge products disseminated? (Please tick all that apply.)

Svarade: 26 Hoppade över: 3



#### 'Other' Comments:

- Headquarters (4)

## ANNEX 4: Summary points of evaluation of UN Women's coordination role<sup>145</sup>

### Joint programming

*On the positive side, the evaluation identified the following:*

- ✓ At regional and country levels, joint research and joint programming have provided an evidence base on issues of concern to regions, countries and UNCTs.
- ✓ Joint programmes involving two or more UN entities can promote synergies and reduce the duplication of tasks across UN agencies.
- ✓ In several countries reviewed, joint advocacy contributed to new or revised national legislation.
- ✓ Joint programmes are an important part of the strategy of UN Women Country Offices and key components of how they link the coordination mandate to their operational role.

*The evaluation also identified the following limitations and challenges:*

- ✓ Competition for resources limits opportunities to focus on joint priorities.
- ✓ UN Women's positioning in thematic and policy areas has been more varied and contested at Headquarter, regional and country levels as there is a perception that it may infringe on the status, positioning and influence of other actors in these areas.
- ✓ In the area of humanitarian action, there appears to be a considerable gap between UN Women's potential to add value and other UN actors' acknowledgement and demand for UN Women's engagement.
- ✓ In work on gender-based violence, there is the opportunity for significant collaborative results, but also for competition due to the large number of entities working in the area and their desire to protect sub-areas of expertise and influence.
- ✓ There is the potential for UN Women to engage even more in promoting consistent working methods and joint programming on substantive issues at the country level.
- ✓ Regional joint programmes do not seem to be a common coordination, though they may contribute to joint programming at regional and country levels, including on research and resourcing for gender equality work.
- ✓ Overall regardless of the type of UN Women involvement, implementation of joint programmes has not demonstrated a strong sense of partnership or joint vision amongst participating UN entities on gender equality and women's empowerment, pointing to the under-exploitation of the potential for enhancing UN system coordination.

### Synergy

*On the positive side, the evaluation identified the following:*

- ✓ UN Women offers clear leadership and/or direction on inter-governmental processes and normative standards with regard to GEEW at the global level (e.g. related to CEDAW, Beijing Platform for Action; SDGs, the QCPR ), additional gender expertise in the United Nations, enhanced convening power with CSOs and national institutional mechanisms for gender equality, potential to capitalize on shared priorities and synergies, and shared institutional gender mainstreaming standards.
- ✓ UN Women has made notable contributions to UN system coherence in its main policy areas through the following modalities: Shaping normative commitments including accountability frameworks; contributing to effective inter-agency and inter-governmental processes (e.g. in the areas of peace and security, WEE and EVAW; and Joint action and/or programming, e.g., in EVAW, peace and security, WEE, and women's political participation .

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<sup>145</sup> UN Women/Independent Evaluation Office (UN Women/IEO). 2016. 'Evaluation of UN Women Contribution to UN System Coordination on Gender Equality and the Empowerment of Women'.

- ✓ UN Women has used its coordination role to contribute to greater coherence and synergies and reduced duplication with regard to UN work on gender equality at country and regional levels.
- ✓ Joint programmes involving two or more UN entities can promote synergies and reduce the duplication of tasks across UN agencies.

*The evaluation also identified the following limitations and challenges:*

- ✓ UN Women has not yet clearly demonstrated that UN coordination is part of its mandate-related synergistic approach, and that improved UN system coordination may lead to positive GEEW outcomes.
- ✓ The reality that coordination related responsibilities are split between different divisions within UN Women can be a barrier to coherence, synergies and efficiency and reflected at the regional and country levels respectively.
- ✓ The limitations and weaknesses of gender-specific inter-agency coordination mechanism in the humanitarian system, as well as the fact that UN Women has not been granted IASC membership has implications for GEEW at the field level, to which may added the role of the Humanitarian Coordinators and of OCHA, and the capacity of UN Women offices.
- ✓ As regards women's political participation, the Electoral Assistance Division of the Department of Political Affairs has a well-established coordination mandate for electoral assistance, which has made it more difficult for UN Women to clearly outline its strategic role in this area.
- ✓ UN Women's evolving organizational structure and processes affect achieving efficiency and related synergies in UN system coordination work.
- ✓ While UN Women has been able to make contributions to UN system dynamics at the country level, there are various challenges depending on whether a country programme or project office are in place.
- ✓ UN Women's role and contribution within the UNCT are determined by the extent to which UN Women is enabled to assume a leadership role on gender mainstreaming; availability of sufficient and predictable financial and human resources to be able to follow through on commitments made in the context of the UNCT; and the capacity of UN Women to communicate and advocate within and beyond the UN system to keep GEEW questions on everyone's agenda.

### **Value added**

*On the positive side, the evaluation identified the following:*

- ✓ UN Women's implementation of its UN system coordination role on GEEW has added value to the normative, intergovernmental, and operational work of the UN system.
- ✓ At the global level, UN Women has used its mandate and technical expertise to coordinate or lead processes culminating in the development and adoption of guidance on GEEW and related UN commitments, such as the SDGs or the UN-SWAP requiring a holistic and multi-sectoral approach.
- ✓ At the country level, UN Women has led or played a key role in UN system efforts to jointly advocate for GEEW contributing to changes in national policies or plans with implications for reducing duplication of efforts.
- ✓ UN Women has strengthened joint reporting against normative frameworks, such as on CEDAW) the Universal Periodic Review or UN Security Council Resolution 1325, and pushed for other UN entities to commit to applying these frameworks in their own programmatic and, operational work.
- ✓ UN Women's diverse networks with women's advocates and organizations has positioned it as a convener and facilitator bringing together duty bearers and rights holders at global, regional or country levels

*The evaluation also identified the following limitations and challenges:*

- ✓ UN Women's reputation for expertise in specific thematic and/or policy areas varies in different contexts with implications for access to networks, grass-roots women's organizations and relevant government ministries.



- ✓ In the area of WPS, while UN Women's coordination role at the global level is widely acknowledged, this does not extend consistently to the field, where it has small presence when compared to other humanitarian actors, and is therefore not always seen to be able to add value, or has faced challenges in demonstrating that it can add value; with implications for being perceived as encroaching on the specific thematic expertise of other UN agencies.
- ✓ This implies that UN Women needs to have a 'clear understanding of where, why and how its coordination role may add value to what already exists in terms of UN capacities and expertise, and to try to clearly communicate this value added to other UN actors'.

### UN Women's catalytic role

*On the positive side, the evaluation identified the following:*

- ✓ UN Women has been the driving force behind establishing or revitalizing several gender-related collaboration mechanisms, such as the UN-SWAP, regional and country level GTGs, and global and regional mechanisms of the UNDG.
- ✓ UN Women Regional Offices have become critical advocates for GEEW in both strategic and operational coordination mechanisms and have also provided technical input to country level processes.
- ✓ UN Women is regarded as key for driving, monitoring and implementing UNCT commitments to gender equality.
- ✓ UN Women's leadership role for the Beijing +20 process and its catalytic role led to a UN-system endorsed proposal of a stand-alone SDG goal on gender equality and mainstreaming GEEW in the Post-2015 Agenda. .

*The evaluation also identified the following limitations and challenges:*

- ✓ UN Women contribution to enhanced coherence, to fostering synergies and to reducing duplication among UN faces challenges from the vertical structure of the UN system.
- ✓ Women's active role in the UNCT may impede the latter from taking on joint responsibility for addressing GEEW.
- ✓ UN Women could more actively enhance inter-agency learning on GEEW in key thematic areas where more than one UN agency already works.

### Leveraging funds

*The evaluation identified the following limitations and challenges:*

- ✓ Continuation of UN Women's current mandate requires additional or re-allocation of resources. The Flagship Initiative can be used to leverage additional resources for GEEW work in the UN system as well as for UN Women.
- ✓ In some cases UN Women does not have the authority or ability to offer financial incentives or access to pooled funds of some other UN agencies and entities.
- ✓ Competition over funding has implications for perception of UN Women is seen as a credible/legitimate actor even though UN Women has played a role in mobilizing shared resources and/or pooled funds, for example the UN Trust Fund on EAW; indeed UN Women's contributions in increasing overall funding for GEEW for the UN system will become increasingly important in light of the potential for UN pooled funding mechanisms in relation to the SDGs.
- ✓ Donor preferences result in the UN system becoming increasingly reliant on often earmarked non-core funding at the same time as Delivering as One funding is declining, with implications for increasing competition rather than encouraging collaboration among UN agencies..
- ✓ Reviewed UNDAF portfolios rarely include budget or resource allocation in support of GEEW and indeed often lacked a common budgetary framework.
- ✓ UN Women has generally lacked flexible funding to support coordinated UN system efforts, including access to limited pooled funding mechanisms, unless pro-active in re-assigning non-core resources and accessing additional funding sources such the private sector

- ✓ The requirement is to promote pooled GEEW funding mechanisms to act as a unifier rather than as a source of division and competition.
- ✓ UN Women faces constraints in funding its coordination role, establishing synergies and setting priorities among the different dimensions of its triple mandate which requires) re-allocating or re-aligning existing core and non-core budget resources; improved integration of coordination finance in the resource mobilization strategy; or reducing the scope of the its triple mandate to align with current resource levels.

### **Coordination strategy and Theory of Change**

In 2015, UN Women developed a draft Theory of Change that defines its leading advocacy role with the aim of ensuring that relevant GEEW issues are on the UN system-wide agenda; strengthening capacity, coherence, monitoring and accountability for system-wide gender equality mandate as custodian of UN –SWAP; and coordinating efforts to jointly promote and advance gender equality at global, regional and national levels. UN Women’s definition of coordination, for the purposes of the Theory of Change, is linked to operationalizing its triple mandate. However, the UN Women Coordination Strategy and Theory of Change also illustrate awareness of the vastness of its mandate, and its intent to identify it (manageable) areas of responsibility and by implication what could be better taken on by other agencies in the UN system.

*The evaluation identified the following limitations and challenges:*

- ✓ The UN Women Strategic Plan is not associated with an organizational theory of change that illustrates the synergies linking UN Women’s triple mandate.
- ✓ UN Women’s Coordination Strategy and related Theory of Change describe the dimensions of UN Women’s UN coordination role, but do not contribute to clarifying this role and how it is linked to the organization’s other roles.
- ✓ UN Women’s Coordination Strategy and Theory of Change have not been translated into guidance to help set priorities and clarify what is expected from UN Women in different thematic and/or geographic contexts; though the Flagship Programme Initiatives could contribute to this.
- ✓ The UN Women Coordination Strategy and (draft) Theory of Change reflects awareness of its wide triple mandate, and efforts to narrow this down to manageable areas, but does not provide clear guidance and operational clarity.
- ✓ The UN Women Theory of do not clarify why and how related changes will lead to more effective and efficient achievement of positive changes in the lives of women and men. However this needs to be perceived within the context that UN Women is not responsible for the development results of other UN agencies and therefore is required to clarify the boundaries and limitations of what UN Women can be held, and hold itself, accountable for.

Neither the Theory of Change nor the Coordination Strategy are clear on envisaged linkages between effective UN coordination and progress in UN Women’s priority areas, with the pertinent guidance perceived to be broad rather than specific.

## ANNEX 5: Summary of UN Women Data Companions 2013, 2014, 2015

Impact Area 1	2013	2014	2015
<b>Output Level Results</b>			
1.1.1A Number of countries supported by UN- Women in which national partners adopt or reform constitutional, legal and policy reforms on temporary special measures (2013): Number of countries which incorporate temporary special measures	Result: 28 Target: 20	Result: 18 Target: 35	Result: 27 Target: 35
1.1.2A. Number of Electoral Management Bodies (EMB) in countries supported by UN Women reporting sex-disaggregated data (2013) National institutions produce disaggregated data and statistics for gender sensitive policy-making and service delivery	3	Result: 10 Target: 15	Result: 13 Target: 15
1.1.3A Number of countries in which knowledge provided by UN-Women is available to support development of gender responsive policies (2013) Decision making bodies have improved access to knowledge products and tools to formulate gender sensitive constitutions, legal frameworks, and policies that promote women's political participation	6 countries	Result: 34 Target: 30	Result: 47 Target: 30
1.2.1A Number of parliaments in countries supported by UN-Women that introduce legislative measures to promote gender equality and women's empowerment		Result: 6 Target: 20	Result: 17 Target: 20
1.2.2A Number of countries supported by UN- Women that have increased the capacity of women candidates and party members to participate in political life (2013:) Strengthened national capacities to promote women's participation in electoral processes both as candidates and voters	8	Result: 39 Target: 45	Result: 49 Target: 45
1.2.3A Percentage of countries receiving UN electoral assistance where Electoral Management Bodies adopt reforms to promote women's participation as voters (2013): Number of countries where election management bodies establish measures to promote women's leadership and participation in politics	Result: 21 countries Target: 5 countries	Result: 42% Target: 50%	Result: 51% Target: 50%
1.3.1A Number of countries supported by UN Women where networks of academics, elected women and other opinion makers advocate for women's political participation (2013): Gender equality advocates including national women's machineries have strengthened capacities to influence political parties, service delivery institutions, media, community organizations and local governments to promote gender equality in leadership and participation	25	Result: 33 Target: 45	Result: 42 Target: 45
1.3.2A Number of countries supported by UN Women where gender equality advocates and civil society have participated in national dialogues on political participation (2013): Dialogue spaces and mechanisms established at local, regional and national levels for gender equality advocates to influence decision making and lobby media support towards policies and legislation that can promote gender equality in leadership and participation	11	Result: 13 Target: 40	Result: 28 Target: 40
Development of draft UN system approach to special temporal measures that promote women's leadership and participation in decision-making under UN Women's coordination	Yes		
Number of countries in which political parties put forward increased number of female candidates	Target: 5 Result: 13		
Number of countries that put processes in place (e.g. ID cards) to ensure that marginalized women have the means to vote	Target: 11 Result: 8		
(2013): Enhanced national capacity to develop and implement constitutions, legal framework and policies that promote women's participation in decision making	17		
<b>Programme Expenses</b>	38.3 million USD	28.8 million USD	24 million USD
<b>Overall Distribution of UN Women Expenses by Impact Area (IA1)</b>	39 million USD	28.8 million USD	29.93 million USD

<b>Number of countries supported under IA1</b>	71	82	86
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<b>Impact Area 4</b>	<b>2013</b>	<b>2014</b>	<b>2015</b>
<b>Output Level Results</b>			
4.1.1A Percentage of UNCTs in Peacebuilding Fund eligible countries supported by UN-Women with implementation frameworks for the SG's 7 Point Action Plan  (2013): Guidelines and performance indicators adopted for UNCT to support women, peace and security programming	5 countries	Result: 42% Target: 80%	Result: N/A Target: 80%
4.1.1B Percentage funding from the Peace Building Fund allocated to gender equality and women's empowerment in countries supported by UN-Women		Result: 9% Target: 15%	Result: 16% Target: 15%
4.1.1C Percentage of UN recovery funding allocated to Women's empowerment and gender equality in countries supported by UN-Women		Result: N/A Target: TDB	Result: N/A Target: TBD
4.1.2A Percentage of NAPs supported by UN- Women that have concrete indicators for tracking progress (2013): Joint UN system data collection on indicators on women, peace and security is in place and is operational	Result: Almost on track Target: In place and operational	Result: 67% Target: 75%	Result: 67% Target: 75%
4.2.1A Percentage of official peace and security fora where UN-Women-supported gender advocates contributed to gender equality commitments in the outcome  (2013): Number of countries in which peace talks, recovery/peace building planning processes and transitional justice processes incorporate demands of gender equality advocates	Result: 20 Target: 7	Result: N/A Target: TDB	Result: N/A Target: TDB
4.3.1A Number of countries supported by UN- Women where there is evidence of the use of the <i>UN-Women Accountability to Gender in Humanitarian Action Report</i> to inform high level policy discussions		Result: 4 Target: 30	Result: 8 Target: 30
4.3.1B Number of countries supported by UN Women, where there is evidence of the use of country specific research/studies on Gender in Humanitarian Action to inform high level policy discussions (2013): A body of knowledge and tools about gender responsive post conflict response including transitional justice, peace building and for humanitarian response is made accessible to gender equality advocates and decision-making bodies	10 countries	Result: 15 Target: 30	Result: 29 Target: 30
4.3.2A Number of countries supported by UN- Women where humanitarian and disaster institutions and partners demonstrate capacity to integrate a gender perspective into policies and measures for humanitarian action		Result: 16 Target: 30	Result: 35 Target: 30
4.3.3 Existing coordination mechanisms are more gender-responsive and better analyze and address the distinct needs of women and girls		Result: 21% Target: 37%	Result: 25% Target: 75%
Percentage of peace agreements with specific provisions to improve the security and status of women and girls	Result: 30 Target: 20		
Percentage of formal peace negotiations that include women as mediators, negotiators and technical experts	Result: 100 Target: 10		
Percentage of transitional justice processes supported by the UN that include provisions to address the rights and participation of women and girls	Result: 50 Target: 30		
Number and types of measures for detecting and preventing sexual violence	Result: 9		

in conflict (SVC)	Target: 8		
Gender-responsive mechanisms for dialogue between government and women's groups for peace negotiations, transitional justice, peace building, and humanitarian response in place to implement GE commitments	12 countries		
Enhanced capacity (knowledge, skills, opportunities, resources) of gender advocates to influence peace talks, recovery/peace building planning processes and transitional justice processes	15 countries		
Capacity of women NGOs is strengthened to advocate for national action plan on 1325 adoption	11 countries		
Gender equality advocates have knowledge, tools and resources to establish centers and spaces for women and girls affected by crisis	7 countries		
Increased availability of analysis, tools knowledge products and data on the role of security sector in the prevention of sexual violence against women in conflict situations	6 countries		
Increased capacity of national security sector institutions and partners to formulate policies and measures for addressing sexual violence in conflict (SVC)	5 countries		
<b>Programme Expenses</b>	25.3 million USD	30.3 million USD	26.4 million USD
<b>Overall Distribution of UN Women Expenses by Impact Area (IA4)</b>	26 million USD	30.3 million USD	41.68 million USD
<b>Number of countries supported under IA4</b>	37	66	68

UN WOMEN	2013	2014	2015
<b>Core Contributions</b>	157 million USD Total 35 million USD from Sweden	163.7 million USD Total 10.03 million USD from Sweden	136 million USD Total 8.3 million USD from Sweden
<b>Non-core Contributions</b>	118 million USD Total No specifics from Sweden	159 million USD Total No specifics from Sweden	170.9 million USD Total No specifics from Sweden
<b>Organizational Effectiveness and Efficiency Framework</b>			
(2015) 1.1A Percentage of remedial plans submitted by UN entities under the UN SWAP reviewed with UN Women		Result: 100% Target: 80%	Result: 100% Target: 80%
1.1B Number of agencies that track and report on allocations and expenditure using gender markers validated by a quality assurance process (measured by UNSWAP)[QCPR]		Result: 14 Target: 8	Result: 21 Target: 8
1.1C Number of UN Country Teams that implement Performance Indicators on Gender Equality (Gender Scorecards or similar accountability tools to track the commitments and performance of the UNDAF or UN Strategic Frameworks in country.)		Result: 39 Target: 37	Result: 39 Target: 37

(2013) 2.4b Percentage of UNDAFs finalized between 2011 and 2013 that have stronger results and resources for Gender Equality  1.1D Percentage of UNDAFs and Common Country Programmes (CCPDs) finalized with measurable and dedicated results and resources for gender equality. [QCPR]	35 of 79 (44%)	Result: N/A Target: 60%	Result: 61% Target: 60%
(2013) 1.2a Evidence of civil society advisory groups at global, country and regional levels providing regular feedback on UN Women programming  1.2A Number of civil society advisory groups – CSAGs - set up.	2 regional groups and 15 national groups	Result: 40 Target: 51	Result: 39 Target: 51
1.2B Number of private partnerships set up.		Result: 12 Target: 12	Result: 17 Target: 12
2.1A Percentage of country/multi-country programmes showing a clear results chain from the UNDAF and showing use of common UNDG RBM principles. [QCPR]		Result: 100% Target: 100%	Result: 100% Target: 100%
(2013): 2.1A Availability of baselines and targets for all SP indicators at corporate, regional and country levels. [QCPR]  2.1B Availability of baselines and targets for all SP indicators at corporate, regional and country levels. [QCPR]	22 of 24 (92%)	Result: 95% Target: 100%	Result: 100% for SP; For strategic notes 87% with baselines and 95% with targets Target: 100%
2.1C Percentage of programme funds dedicated to strengthening national capacities [QCPR]		Result: 39% Target: 40%	Result: 45% Target: 40%
2.2A Number of citations of UN Women's flagship products (Progress of the World's Women and World Survey on the Role of Women in Development)		Result: 9.5% increase Target: 10% increase	Result: 11.5% Target: 10%
2.2B Number of unique visits to virtual platforms		Result: 1,290,000 Target: 245,000	Result: 2,332,395 Target: 245,000
2.2C Number of UN agencies using training programmes developed by UN Women		Result: 48 Target: 20	Result: 65 Target: 20
2.2D Number of countries supported by UN Women to engage in knowledge exchange (including through South-South or Triangular cooperation). [QCPR]		Result: 58 Target: 78	Result: 64 Target: 78
2.3A Rate of management responses to agreed recommendations		Result: 86% Target: 100%	Result: 86% Target: 100%
2.3B Percentage of programme budget earmarked for evaluation		Result: 2.2% Target: 3%	Result: 2% Target: 3%
(2013) 2.3a Number and quality of SP relevant corporate and decentralized evaluations completed at the end of SP  2.3C Number of SP relevant decentralized evaluations completed each year	27 corporate decentralized evaluations completed in 2013 (of which, one third being joint evaluations)	Result: 21 Target: 30	Result: 27 Target: 30

(2013) 2.3a Number and quality of SP relevant corporate and decentralized evaluations completed at the end of SP  2.3D Number of SP relevant corporate evaluations completed each year	3 corporate evaluations completed in 2013	Result: 2 Target: 2	Result: 2 Target: 2
(2014) 1.1A Percentage of Strategic Plan outputs and outcomes on track. [QCPR]  3.1A Percentage of Strategic Plan outputs and outcomes on track. [QCPR]	26 of 32 outcome indicators were on track (87%)	Result: 79% DRF, 58% OEEF Target: 80%	Result: 83% DRF, 76% OEEF Target: 80%
3.1B Percentage of all staff surveyed who expressed confidence in leadership and direction		Result: 81 Target: 85	Result: N/A Target: 85%
3.1C Percentage of all staff surveyed who respond favorably to questions related to engagement in UN-Women and their work		Result: 94 Target: 90	Result: N/A Target: 90
(2013) 4.1A Rates of programme expenditure  3.2A Rates of programme expenditure (core and non-core)	88% (excluding advances)	Result: 85% core, 86% non-core Target: 75%	Result: 86% core, 79% non-core Target: 75%
3.3A Percentage of UN Women offices that are assessed to be high risk that are subject to either internal or external audit		Result: 100% Target: 100%	Result: 100% Target: 100%
3.3B Percentage of implementation of internal audit recommendations by target completion dates.	UN-Women implemented 67% of the OAI's (internal) audit recommendations. UN-Women received from UNBOA 17 recommendations of which 9 (53%) were implemented and increased this to 88% by the end of the first quarter 2014.	Result: 75% Target: 90%	Result: 79% Target: 90%
3.3C Percentage of implementation of external audit recommendations by target completion dates.		Result: 75% Target: 100%	Result: 79% Target: 100%
(2013) 3.3d Extent of compliance of all UN Women operations with UN Security Management System (UNSMS) standards security standards  3.3D Percentage of compliance of all UN Women operations with UN Security Management System	79.6%	Result: 48% Target: 90%	Result: 90% Target: 90%
3.3E UN Women publishes its programme data with the International Aid Transparency Initiative ("IATI")		Result: Phases 2 & 3 completed Target: All phases	Result: Updated info published in IATI registry for all UNW approved programmes with budget for implementation in 2015 Target: All phases



3.3F Adoption of simplified and harmonized internal programming process for UN Women country offices. [QCPR]		Result: Strategic notes aligned with UNDAF Target: Fully aligned	Result: Implementation of system of Strategic Notes and Annual Work Plans continued, aligning them with the UNDAFs in terms of substantive/thematic coverage and planning cycles and Results Management System enhanced Target: Fully aligned
3.3G Percentage of UN Women country offices which adopt common services on procurement, HR and IT. [QCPR]		Result: 100% Target: 100%	Result: 100% Target: 100%
(2013) 4.1B UN Women donor reports meet quality standards. 4.1A Percentage of UN Women donor reports meeting quality standards.	Study to be commissioned to establish baseline Target: 80%	Result: 84% Target: 80%	Result: N/A Target: 80%
(2013) 3.2b Average turn over time for the identification of qualified candidates and complete recruitment 4.1B Average turnover time for the identification of qualified candidates and complete recruitment.	18 weeks	Result: 15 weeks Target: 15 weeks	Result: 15 weeks Target: 15 weeks
4.1C Percentage availability and uptime of Corporate ICT Systems		Result: 99.08% Target: 99%	Result: 99% Target: 99%
4.1D Percentage of total core expenditures directed to program expenditure vs. non- core expenditure. [QCPR]		Result: 35% vs 55% Target: TBC	Result: 44% vs 38% Target: TBC
4.2A Amount of total Regular Resources raised		Result: 163.7 million Target: 180 million	Result: 136.1 million Target: 180 million
4.2B Amount of total Other Resources raised		Result: 159.2 million Target: 200 million	Result: 170.9 million Target: 200 million
(2013) 4.2b Number of Member States that contribute to UN-Women core resources. 4.2C Number of Member States that contribute to UN-Women core resources.	Result: 130 Target: 120	Result: 143 Target: 120	Result: 146 Target: 120
4.3A Percentage increase of global media coverage of UN Women, its priorities and programmatic work		Result: 14,000 unique news reports Target:15% more than 1500	Result: 18,000 Target:15% more than 1500
(2013): Number of unique visitors to extranet, portals, and internet sites managed by UN Women 4.3B Percentage increase in the number of unique visitors to UN Women and Women watch websites	2.5 million	Result: 3 million Target:10% more than 1.4 million	Result: 3.6 million Target:10% more than 1.4 million

(2013): Number of unique visitors to extranet, portals, and internet sites managed by UN Women  4.3C Percentage increase in the number of followers on UN Women managed social media networks around the issue of gender equality and women's empowerment	Social media: 883,374	Result: 1.9 million  Target:100% more than 430,000	Result: 3 million  Target: 100% more than 430,000
(2013) 2.1B Availability of online grant management and results tracking system for the Fund for Gender Equality, UN Trust Fund to End Violence against Women and other thematic and country level multi-donor funds	First phase of database launched and in use by UNTF and grantees. FGE sections being finalized as well Phase 2 and 3 of UNTF modules.		
(2013) 2.2a Number of country level situational analyses on progress towards Gender Equality supported by UN Women	None		
(2013) 2.4a Number of countries where UNW has offices with base structure funded from the Biennium Institutional Budget	6 regional offices, 6 multi- country offices and 47 country offices had received institutional budget for the structures. Recruitment of 14 UN-Women representatives were completed in 2013.		
(2013) 1.1a Number of UN system wide decisions/ polices/guidance and MOUs between UN Women and other UN agencies to promote stronger UN action and accountability on gender equality that result from UN Women's leadership	CEB adoption of system-wide action plan on gender equality and the empowerment of women (UN-SWAP) in 2012.  1 MOU signed jointly with FAO, IFAD and WFP; 3 LOAs with OHCHR,  WFP, UNFPA  18 UNCTs have implemented UNCT Performance Indicators on Gender Equality.		
(2013) 3.2a Change Management Process designed, rolled out and fully implemented	6 Regional Offices  6 Multi Country Offices  48 Country Offices  38 of those offices have received full delegation of authority		
(2013) 3.3A extent of IPSAS implementation	Full implementation		

(2013) 3.3b Percentage of UN Women projects that link financial information with programme results	All projects started under UNW strategic plan are linked financial info with results		
(2013) 4.2a Percentage of SP resource mobilization targets achieved	92%		
(2013) 4.2c Percentage of resources generated through partnerships with non- traditional donors	\$4.3 million i.e. 1.6% raised from non-traditional donors		
(2013) 4.2d Funds generated from National Committees per year	\$1.3 million		
(2013) 4.2e Amount of funding disbursed through fast track multi-donor funds directly as grants to national partners to implement commitments for gender equality	USD 14,307,455		
(2013) 4.3a Extent of partner satisfaction with UN Women's positioning as a lead advocate on gender equality and women's empowerment	Survey conducted in 2014		

## ANNEX 6: SPF Funded initiatives and projects

### 6.1 Impact Area 1

**Human resource capacity:** Deployment of Gender Technical Experts

#### **Increase women's political participation and leadership**

- ✓ BRIDGE gender and elections
- ✓ Women's situation rooms
- ✓ Workshops
- ✓ Women in politics fund
- ✓ 50:50 campaign
- ✓ Platform for dialogue among women's groups
- ✓ Training/Capacity building for women candidates
- ✓ Training manuals
- ✓ Survey of women candidates
- ✓ Develop country strategy for gender and political participation
- ✓ Engaging and influencing the Constitutional Review processes for a gender friendly constitute that promotes women's leadership and participation
- ✓ Drafting a leadership bill aimed at ensuring a 50/50 representation of males and females at the Local Level Government
- ✓ Study on violence against women in politics
- ✓ Study that led to a strategic plan to increase women's leadership

#### **Constitutional reform and women's access to legal justice**

- ✓ Advocacy note on key concerns/messages on the draft constitution
- ✓ Constitutional Reform Fund
- ✓ Study on women's participation and influence of Zimbabwean women in the country's
- ✓ Constitution-making processes
- ✓ Political dialogues to ensure women's rights in legal reform
- ✓ Program for the implementation of the regulatory framework and generation of public
- ✓ policies with gender and women's rights for patriarchalization
- ✓ Support for gender in electoral processes
- ✓ Engaging and influencing the Constitutional Review processes for a gender friendly
- ✓ Constitution that promotes women's leadership and participation

### 6.2 Impact Area 4

**Human resource capacity:** Deployment of Gender Technical Experts

#### **Establishment of women's groups and/or providing technical support and networking opportunities to women's groups**

#### **Support interventions/responses to humanitarian crises**

- ✓ To inform multi-sectoral humanitarian/crisis response planning and programming, particularly related to the refugee crisis
- ✓ Support gender analysis and assessments to inform countering violent extremism interventions
- ✓ Evidence on gender related impact of the refugee crisis produced and consequent support developed

- ✓ Evaluation of the National Action Plan for Gender Equality 2010-2015, which uncovered the gaps in the area of women, peace and security and a need for systematic measures for engaging women in the peace and security agenda
- ✓ Identified key obstacles and challenges related to the introduction of gender equality considerations in the disaster risk reduction plans and practices
- ✓ Institutionalize the damage and loss account in line with the post disaster needs assessment methodology
- ✓ Improved the processes related to disaster risk reduction planning at the local level to better reflect needs of women
- ✓ Gender assessment of the refugee and migrant crisis in Serbia and FYR Macedonia
- ✓ Ensuring that the UN System and other humanitarian actors are informed on the existence of the local level protocols for integrated response in cases of violence against the women and girls.

#### **Contribute to new regulations and action plans**

- ✓ Regulation establishing a commission that will verify the status of survivors of Conflict Related Sexual Violence (CRSV)
- ✓ New Gender Equality Law in Kosovo
- ✓ Development of the new National Strategy against Domestic Violence 2016-2020
- ✓ Provision for counseling services to survivors and perpetrators of GBV
- ✓ Provision of community information on human, GBV and Family Sexual Violence through community conversations
- ✓ Development of the new National Strategy against Domestic Violence 2016-2020
- ✓ National Strategy for Gender Equality 2016-2020
- ✓ Action Plan for UNSCR 1325
- ✓ Action Plan for access to justice for survivors of Conflict Related Sexual Violence
- ✓ Action Plan for Gender Equality 2016-2018, which includes the specific objective of the enhancement of the role of women in the security system
- ✓ Draft Law on Emergency Situations

#### **Support for peace dialogues and/or increasing women's participation in peacebuilding and mediation processes**

#### **Gender responsive budgeting training for Ministry of Defense**

## ANNEX 7: Knowledge by Impact Area<sup>146</sup>

### Impact Area 1: Increasing women's leadership and participation

#### Knowledge Products

For *Impact Area 1*, the knowledge products are reported to have contributed to mainstreaming gender into electoral processes and constitutions through access and wide-spread sharing of information about women's political participation, constitutionalized gender discrimination, effective programming interventions and the number of women in the highest levels of government; as well as providing advocacy tools for high-level meetings.

- ✓ Inclusive Electoral Processes: A Guide to Electoral Management Bodies and Women's Participation (*Partnered with UNDP*)
- ✓ International Knowledge Network on Women in Politics (iKNOW Politics)
- ✓ UN Women Global Constitutional Database
- ✓ Women in Politics Map (*Partnered with Inter-Parliamentary Union*)
- ✓ Background Document on Beijing+20
- ✓ Women Leaders: It is Time to Step It Up for Gender Equality: Call to Action
- ✓ The Secretary General's Report on the implementation of the GA Resolution 66/130 on Women and Political Participation for the 68th session of the General Assembly
- ✓ HeForSheAction Kit for Parliaments
- ✓ Global Initiative on Leadership and Political Participation
- ✓ Political Finance around the World: A Comparative Study and Recommendations for Reform (*Partnered with International IDEA*)
- ✓ Progress of the World's Women: In Pursuit of Justice

#### Generation of Knowledge

For *Impact Area 1*, the generation of knowledge has centred around collecting information on women's political and electoral participation; gaps within the rule of law; the role of state institutions, political parties and civil society organizations; organizational structures that support gender equality; gender-based political violence; and constitutional reform processes:

- ✓ Gender Country Profile of Guinea Bissau
- ✓ The Politics of Engagement: Women's Participation and Influence in Constitution-making Processes
- ✓ Restoring Dignity and Building Resilience
- ✓ An information/advocacy kit to educate Zimbabwean women about gender equality and women's rights provisions in the New Constitution
- ✓ Gender responsive communication tools in Cameroon
- ✓ BRIDGE Gender and Elections Training Module Parliamentary tools on women's rights and disaster risk reduction/climate change in the Caribbean
- ✓ In-depth case study of lessons-learned through Zimbabwe's constitutional reform process
- ✓ Needs assessment and design of a country strategy on women's political and electoral participation
- ✓ Data collection on Afghan women's political participation

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<sup>146</sup> Information collated from the four SPF progress reports.

- ✓ Data collection on the status of women's participation in registered political parties in Sudan
- ✓ Mapping and needs assessment of women's political participation in Kazakhstan
- ✓ Policy oriented research on the forms and prevalence of gender based political violence in Pakistan
  - ✓ Review of PPAC's organizational structures
  - ✓ Feasibility assessment in Bangladesh to determine if capacity building training for longer-term reforms in the post-election period would work at the district level
    - ✓ Development of position papers and strategic guidance materials for Constituent Assembly members in Tanzania on appropriate language for sexually related issues
    - ✓ Research on women's political participation in Uganda and the role of state institutions, political parties and civil society organizations in transforming women's experiences in politics
      - ✓ Research on the competitive world of political finance through a gender lens
      - ✓ Mapping of women leaders and aspiring candidates in the DRC
      - ✓ Data collection on the proportion of seats, globally, held by women at the local level

#### **Impact Area 4: Increasing women's leadership in peace, security and humanitarian response**

##### **Knowledge Products**

For *Impact Area 4*, the knowledge products are reported to have contributed to raising awareness (through technical support, trainings and briefings) and integrating gender-based programming into government, CSO and UN responses to humanitarian interventions, including peacemaking and reconciliation processes; discrimination within security forces; and sexual and gender-based violence (SGBV) within refugee camps. Evidence-based research, which forms the basis to advocate for better integration of women in peace and security, has also encouraged the protection of women's rights before, during and after humanitarian conflicts.

- ✓ The UN Women Sourcebook on Women, Peace and Security
- ✓ United Nations Guidebook on CEDAW General Recommendation 30 and Resolutions on Women, Peace and Security (Partnered with the Committee on the Elimination of Discrimination Against Women)
- ✓ The Impact of Gender Equality Programming on Humanitarian Outcomes" report (*Partnered with Institute of Development Studies and funded together with the Canadian Government, on behalf of the IASC Gender Reference Group*)
- ✓ The Global Study on implementation of Security Council Resolution 1325 (2000)
- ✓ Best Practices Manual for the Investigation and Prosecution of Sexual Violence Crimes in Post Conflict Regions (*Collaborated with International Criminal Tribunal for Rwanda*)
- ✓ Legacy Project (*Collaborated with International Criminal Tribunal for the Former Yugoslavia's Office of the Prosecutor*)
- ✓ Women, Girls, Boys and Men - Different Needs, Equal Opportunities: IASC Handbook for Humanitarian Action (*Partnered with the Inter-Agency Standing Committee*)
- ✓ The Secretary General's report on Resolution 56/2 Gender Equality and Women's Empowerment in Natural Disasters (*Contributions from 15 Member States, 11 UN entities, 3 NGOs, 1 academic institution and the Inter-Agency Standing Committee Gender Standby Capacity Project*)
- ✓ Preventing Conflict, Transforming Justice, Securing the Peace: 15 Year Review on Implementation of Resolution 1325
- ✓ Women, War, Peace: Independent Experts Assessment on the Impact of Armed Conflict on Women and Women's Role in Peacebuilding
- ✓ Gender Intensity Measure (*Created from GEP Study data sets*)



- ✓ UN Plan of Action on Resilience for Disaster Risk Reduction (*UN Women together with other partners from the High-level Committee on Programmes on Disaster Risk Reduction*)
- ✓ Review of the the United Nations Peacebuilding Architecture (United Nations)
- ✓ Review of the United Nations Peace Operations (*High-Level Independent Panel on Peace Operations*)
- ✓ Persons of Trust (*Partnered with Commissioner for the Protection of Equality*)

### **Generation of Knowledge**

For *Impact Area 4*, the generation of knowledge has collected information on a multitude of aspects related to women's participation in peace and security, including: gaps within the rule of law; the service gaps women refugees face; the response to SGBV; WPS implementation; women's role and participation in peace and reconciliation processes; the role of women in preventing violent extremism; post-disaster needs; public security, and transitional justice and international assistance.

- ✓ Humanitarian Context Gender Analysis in Bosnia and Herzegovina, Cameroon, Colombia, the Democratic Republic of the Congo, Mozambique, Nepal, Pakistan, South Sudan, Tajikistan, Uganda and State of Palestine
- ✓ Post Disaster Needs Assessment Support in Bosnia, Malawi, Mozambique, Nepal, Serbia and Vanuatu.
- ✓ Victims of the Past, Leaders of Today
- ✓ Review of the IASC 2008 Gender Policy Statement on Gender Equality in Humanitarian Action
- ✓ Why Gender Matters in Peace and Conflict: Perspectives from Mon and Kayin States
- ✓ E-modules on gender equality and gender mainstreaming for the public administration in Macedonia
- ✓ ToT training manual on Women, Peace and Security 1325
- ✓ Draft publications on Constitution, Nationwide Ceasefire Agreement in Myanmar
- ✓ Situation of Women and Girls facing the Humanitarian Crisis Generated by Boko Haram in Nigeria, Niger, Chad and Cameroon
- ✓ Establishing and Strengthening an Association of Women Police - The Case of the Association of Women in Kosovo (under United Nations Security Council resolution 1244) Police
- ✓ Liberia UNCT's 'One-Programme'
- ✓ Gender Needs Assessment Report in Cameroon
- ✓ A Participacao das Mulheres na Politica na Jomada de Decisao
- ✓ Gender Assessment of the Refugee and Migration Crisis in Serbia and the Former Yugoslav Republic of Macedonia
- ✓ Gender Assessment of the Refugee and Migration Crisis in Serbia and FYR Macedonia
- ✓ Gender Situational Analysis for Myanmar
- ✓ Data collection to monitor the implementation of Action Plan for Resolution 1325 in Kosovo
- ✓ Research on the role and position of women in central and local institutions and political parties in Kosovo
- ✓ Needs assessment for the Ebola Recovery in Sierra Leone and Liberia
- ✓ Post-disaster needs assessment process in Bosnia, Malawi, Mozambique, Nepal, Serbia and Vanuatu
- ✓ Investigation of human rights violations perpetrated against women, girls, men and boys in Syria
- ✓ Assessment to gender mainstream across UNSMIL
- ✓ Assessment of Libyan women's needs
- ✓ Research on women's roles in Guinea Bissau
- ✓ Data collection through the WSR Call Centre in Uganda
- ✓ Assessment on women's access to justice and women's participation in reconciliation and peace talks, governance and elections in the Central African Republic
- ✓ Mapping of government priorities, gaps and needs in the rule of law sector in Mali

- ✓ Review of partners' support for the gender components of the Joint Justice Project in the Central African Republic
- ✓ Review of the SGBV response in the Central African Republic
- ✓ Investigation of SGBV within the security forces in Burundi
- ✓ Investigation of SGBV and human rights violations in Iraq
- ✓ Investigation of SGBV in Eritrean refugee camps

## ANNEX 8: Brief overview of selected country examples

### Annex 8.1: UN Women in Ethiopia

#### *Women, Peace and Security within the African Union*

The African Union Commission (AUC) has been working actively with gender equality and the women, peace and security agenda for many years. Awareness in operational departments generally seems high (although awareness is not always matched with capacity or resources). In 2009, the AUC declared the period 2010-2020 as the 'African Women's Decade', with the aim to intensify efforts to promote gender equality and women's empowerment at the local, national, regional and continental levels.<sup>147</sup> The same year the AUC adopted the AU Gender Policy providing "*policies and legal instruments that address the issue of women, peace and security that have paved the way for an increase in the number of women in senior level position within the Commission; the nomination of women Special Representative in countries in conflict or emerging from conflict; women mediators and Special Envoys.*"<sup>148</sup> The theme of gender equality is also central in the longer-term visionary plan of the AU, Agenda 2030.

Following the recommendation of an assessment of the Peace and Security Directorate in 2010, efforts towards integrating a gender perspective into the AUC's peace and security agenda were further intensified. In June 2014, the Gender, Peace and Security Program 2015-2020 (the GPSP) was established with joint (pooled) funding from a group of international partners (Sweden joined the group on a trial basis, 5 million SEK per year in 2015-2016). The GPSP aims at "*developing effective strategies for gender mainstreaming into Peace and Security to take into account men's and women's experiences and potentialities in building secure and stable societies.*"<sup>149</sup>

In order to strengthen efforts at the policy level and help to bridge the gap between policy and implementation, the AUC Chairperson also appointed a Special Envoy on Women and Children in Armed Conflict in December 2014. The idea was that the GPSP and the Special Envoy should reinforce one another. However, due to their respective design, lack of clarity in the nature and limits of mandates and in the division of responsibilities and authority, as well as inter-personal issues at different levels in the AUC, it has proven difficult to draw synergies and achieve harmonization between the two sides. The Special Envoy has engaged in many high-profile political processes and gained much attention – at times in the perception of stakeholders at the expense of other AUC departments.

The Evaluation Team's interviews with donors indicate that it has been difficult for external partners to fully understand the various funding streams for Women, Peace and Security to the AUC. There is a worry that certain positions and activities might be funded from multiple channels. In the view of the Evaluation Team, this may be both an issue of lacking transparency and institutional fragmentation on the part of the AUC, and poor coordination on the part of international partners.

#### *UN Women AU Liaison Office*

The UN Women Country Office (CO) in Ethiopia has a dual mandate and serves both as a Country Office and as the Liaison Office (LO) of UN Women to the AU. The Country Representative (CR) is thus also the UNW Representative to the AU. The Liaison Office has only one professional staff member in addition to the Country Representative.

The current partnership between UN Women and the African Union is based on an MOU signed in September 2014. Apart from the SPF funded projects the AU Liaison office mainly works on maintaining contacts with the various entities within the AU, and providing technical assistance to

<sup>147</sup> AUC website: <http://www.peaceau.org/en/page/80-women-gender-peace-and-security-1>

<sup>148</sup> AUC website: <http://www.peaceau.org/en/page/80-women-gender-peace-and-security-1>

<sup>149</sup> AUC website: <http://www.peaceau.org/en/page/80-women-gender-peace-and-security-1>

the AUC through the Women, Gender and Development Directorate to effectively mainstream gender across the organization (including the Special Envoy's and Rapporteurs as relevant). UN Women has also worked to strengthen knowledge management relating to gender sensitivity and empowerment of women and girls by tracking the implementation of policies, identifying good practices. It also seeks to support the AU by brokering partnerships between women's rights networks/CSOs and different AU organs/bodies. One of the main practical areas of work in recent years had been to support training for women mediators together with the Special Envoy's office. The Liaison Office has also been actively involved, together with the Ethiopian Country Office and the UN Women office in South Sudan, in supporting the work of the Commission of Inquiry on South Sudan and the peace negotiations.

The UNW AU Liaison office noted, however, that it had very little capacity and resources to engage fully in cooperative projects. This picture was confirmed with stakeholders at the AU. The UNW Representative had repeatedly requested additional staff resources for the office but had not received a response – she assumed because of lack of resources. In her mind, it was clear that additional resources to the AU Liaison Office should be prioritized before direct staff support to AU Institutions.

### *SPF funding for the African Union*

SPF funds have been used to fund two interventions in support of the African Union:

- i) Secondment of a total of three staff members to the office of the Special Envoy of the African Union Commission Chairperson on Women and Children in Armed Conflict; and
- ii) Seconding one gender expert to the AU Commission of Enquiry on South Sudan; through UN Women's cooperation with the roster function Justice Rapid Response (JRR).

In interviews with the UN Women Country Representative and the Liaison Expert, the Evaluation Team was informed that the Liaison Office has not been actively involved in the planning, design, implementation or monitoring of any of the SPF-funded interventions, nor is there awareness of the SPF as such. In relation to the two SPF-funded interventions, the AUC Liaison office had primarily provided logistical and some administrative support following requests from UN Women Headquarters (HQ). The Evaluation Team notes that the LO believes it could have contributed more to the process if it had been involved. LO staff believes that the fact that it was not more involved in the process might have actually created confusion in the relationship with various AUC institutions. Nevertheless, the support to the Special Envoy's office, as well as the provision of a gender expert to the Commission of Inquiry on South Sudan, was seen as highly relevant and important to promote the agenda of UN Women at regional AU level.

Special Representatives and Envoys in the African Union system do not normally have designated offices, but instead draw upon the resources of the Directorates of the AUC. In the case of the Special Envoy on Women, Peace and Security, however, an exception has been made. Shortly after her appointment, the Special Envoy approached UN Women with a request to provide funding to staff an office. UN Women saw an opportunity to provide strategic support to strengthen the integration of Gender at the political level of the AU (and by extension the UN) through high-level advocacy by the Special Envoy and help bridge the gap between policy and implementation through increased political pressure on Member States to implement commitments. SPF funds were utilized to second a senior expert to lead to work of the Special Envoy's office (Special Adviser and Head of Office). The person recruited had a solid research background within peace and security – and had worked extensively on gender and peacebuilding in the African regional context. He is generally seen as doing a good job and the position is seen as essential to enable to work of the Special Envoy.

For a short period after the presentation of the final Report of the Commission of Inquiry on South Sudan in 2015, UN Women also continued to fund the gender expert that had been seconded to the Commission to continue her work within the Special Envoy's office and help anchor the findings of the Commission in the work of the AU. Since October 2015, the SPF fully funds a Gender Policy

Expert at the office of the Special Envoy. The post was specifically designed to support the office in developing a continental results framework on Women Peace and Security to help operationalize existing legal and political frameworks and help monitor progress. The person recruited for this position had an extensive background in gender policy work for a large number of NGOs, as well as the African Union. A draft framework has been developed and was presented at the AU Summit in Kigali in early July 2016.<sup>150</sup> Whereas much work remains before the framework is operational, the work has been initiated and the report presented in July provides a solid basis for a continued process. The funding for this position was scheduled to end in July 2016.

The seconded staff members send monthly activity reports to the AUC Liaison office, which are then forwarded to UN Women HQ. At the end of 2015, they were also asked to provide more outcome-oriented reporting, but the Evaluation Team was unable to access these reports

The UN Women Liaison Office noted that the relationship with the Special Envoy's Office has to some extent been strengthened by the secondment of experts. However since the role of these experts in relation to UN Women was not clearly defined the potential for synergies and closer collaboration is not fully realized. UN Women HQ has explained that the posts are primarily funded to support the internal capacity of the African Union and that their primary roles are within that organization. Any synergies in cooperation with UN Women should be seen as positive side effects.

UN Women has also seconded a gender expert to the AU Commission of Enquiry on South Sudan; through UN Women's cooperation with the roster function Justice Rapid Response (JRR). The support is seen as an extension of the established cooperation with the, recruiting and seconding experts to international Commissions of Inquiry and investigations in various conflict affected countries. The idea behind the roster is to provide highly qualified experts on human rights, gender justice, forensic science and other areas of expertise to international Commissions of Inquiry and investigations in order to uncover the truth and secure evidence to promote reconciliation processes and hold those responsible to account for international crimes and atrocities. Together with JRR, UN Women fully funded the expertise of the Commission of Inquiry on South Sudan, thereby establishing its role also in the African Union. The gender expert funded through the SPF was a part of this overall effort.

## **Annex 8.2: UN Women in Jordan**

### ***Background***

Around 75% of the Syrian refugees live in Jordanian communities. Most of these refugees have no source of income and rely on limited cash assistance, which leads to increased risks of abuse, including domestic violence, child marriage, child labour, and labour exploitation. The breakdown of the social fabric has led to mistrust among refugees and between them and Jordanians/the host community. The crisis has reached a point where its consequences on human development prospects in Jordan can no longer be ignored, indicating that it is vital that humanitarian response is to the Syrian refugee crisis in Jordan is effectively complemented by a comprehensive development approach.

The Government in Jordan responded to the Syrian refugee crisis by developing the Jordan Response Plan which aims to address social-economic challenges faced by host communities in Jordan while at the same time tackling the conditions under which Syrian refugees are living in Jordan.<sup>151</sup> Priority sectors include Education; Energy; Environment; Livelihoods and Food Security; Justice; Local

<sup>150</sup> African Union Commission Chairperson's Report: Implementation of the Women, Peace and Security Agenda in Africa, July 2016.

<sup>151</sup> Hashemite Kingdom of Jordan/Ministry of Planning and International Cooperation/United Nations (HKJ/MOPIC/UN) (2016). 'Jordan Response Plan for the Syria Crisis'. See also United Nations (UN) (2015/a). '3RP. Regional Refugee & Resilience Plan 2015-2016 in Response to the Syrian Crisis' (Jordan). United Nations (UN) (2015/b). 'Jordan, UN sign agreement to launch Jordan Resilience Fund' United Nations (UN) (2015/c). 'Jordan preparing three-year plan for refugee crisis'.

Governance and Municipal Services, Shelter; Social Protection; Transport; WASH (Water, Sanitation, & Hygiene). Cross cutting Issues have been outlined in the Plan namely: Protection; Gender Equality; Capacity Development; Environmental Sustainability. Other cross cutting issues considered include Youth, Private sector, ICT, and WMGB (women, men, girls, boys).

### **UNAF in Jordan**

The Strategic Results Framework of the UN Assistance Framework (UNAF) 2015-2017 covers the following outcomes:<sup>152</sup>

- ✓ Outcome 1: Enhancing Systemic Reform
- ✓ Outcome 2: Ensuring Social Equity
- ✓ Outcome 3: Equitable Quality Social Services
- ✓ Outcome 4: Investing in Young People
- ✓ Outcome 5: Preserving the Environment
- ✓ Outcome 6: Refugee Protection and Assistance

The Framework does not include mention of the role and contribution of UN agencies in achieving these outcomes. For UN Women Jordan Outcomes 2 (linked to supporting resilience and livelihoods) and Outcome 6 (supporting Syrian refugees in Jordan) are in line with the UN Women Jordan Strategy Note 2014-2017.

### **UN Women Country Office Jordan**

As pointed out by the Country Representative, the UN Women Country Office in Jordan was more or less established from scratch following the launching of UN Women in 2010,<sup>153</sup> and is perceived to have only become operational during the past four years.

UN Women's Jordan Strategy Note 2014-2017 includes enhancement of its current interventions by mainstreaming gender equality in humanitarian action, increasing women's access to service provision, promoting their economic empowerment and participation in social cohesion efforts, with a focus on the most marginalized women. Due to the volatility of the situation in the region, UN Women aims to periodically review its interventions in respect of linkages between humanitarian action, recovery and development efforts, including the impact on women's health. Protecting the rights of the Syrian refugee and the host communities is parallel recognizes that they are both affected by the crises. UN-Women works within the framework of the *Host Community Support Platform*, the main coordination mechanisms established under Jordanian Government leadership. Awareness= raising and empowerment of women, girls, boys and men aims to contribute to increased access to psychosocial and protection services and improved response to GBV, early marriage, human trafficking, and child labour. UN-Women support the capacity of service providers that operate inside and outside the Syrian refugee camps.

Given the current situation in Syria and subject to local security conditions, UN Women in Jordan aims to work in close collaboration with UN agencies within the Humanitarian Coordinating Team and the UNCT, as well as CSOs under the *Regional Response Plan framework*. The goal will be to ensure that the concerns of Syrian women are integral to the analysis, both during humanitarian action and the post- conflict assessment across all areas: political transition and governance, socio-economic recovery, security and stability, and rule of law/human rights. Moreover, UN Women will help mobilize Syrian women to ensure their meaningful engagement in reconciliation, transition and

<sup>152</sup> United Nations (UN) (2015/e). United Nations Assistance Framework. Hashemite Kingdom of Jordan 2015-2017'.

<sup>153</sup> During the period when the UNIFEM Arab States Regional Office (ASRO) was based in Amman/Jordan, the distinction between it and the UNIFEM Jordan Country Office was blurred with adverse implications for the latter's ability to function independently. Various evaluations noted this development; for example the 2009 Evaluation of the UNIFEM Arab Women Parliamentarian (AWP) Project which concluded that efficiency in implementing the AWP was also hampered by the technical capacity of UNIFEM/ASRO to provide appropriate guidance to national counterparts and participating UNIFEM Country Offices to produce baseline studies, interpret project objectives, develop coherent work plans and ensuring that a viable monitoring and reporting system is in place.

peace-building efforts and increase their participation. Information will be systematized to establish a repository on the status of women and a platform for sharing experiences. UN Women will support the UN country teams in Syria and Jordan through the deployment of gender advisors. The volatile political and security environment in Syria will require a constant review and adjusting of UN Women planning and design of initiatives.

In light of the challenges hindering Syrian women meaningful engagement in the ongoing mediation and decision-making processes, and further to the commitments laid out in UN Security Council resolutions 1325 (2000) and 2122 (2013), UN Women's Jordan Strategy for 2014-2017 is to ensure women's participation and leadership in all aspects of conflict resolution and peace-building with the objective to have women's rights and gender equality reflected in the national dialogue and reconciliation in Syria. Through capacity building, UN Women envisages the building of a strong women leadership comprising independent women leaders and prominent CSOs. The aim is to support Syrian women to reposition themselves in the political and decision making space and contribute to shaping the future of their country throughout its democratic transition and advocate for women's rights and promote gender quality in participation and leadership.<sup>154</sup>

At the same time, UN Women Jordan has contributed to the development of the Jordan Response Plan (JRP), a 3-year programme to consolidate major national and international efforts to address the Syrian crisis within a framework of coordinated, Government led response.<sup>155</sup> The plan represents a strategic partnership mechanism between Government, donors, UN agencies and NGOs. Led by the Ministry of Planning and International Cooperation (MOPIC), the JRP 2016-2018 seeks to address the needs of Syrian refugees and vulnerable Jordanians affected by the Syria crisis with high priority interventions set out in the eleven priority "Sector Response Plans", based on the needs assessment carried out between April-July 2015. UN Women has played a key role in ensuring that the JRP explicitly include gender dimensions in its workplan and activities. Linked to this is the adaptation of the IASC sector-based Gender Tip Sheets to the humanitarian reality and challenges in Jordan.

#### **SPF in Jordan**

The Strategic Partnership Framework (SPF) funds the position of the Recovery Specialist covering impact area 4, focusing on Syrian refugees in Jordan as well as engaging with Jordan counterparts on women, peace and security.<sup>156</sup> SPF also funds 50% of the Norwegian Refugee Council (NRC) secondee.

The SPF funded position contributes to enabling the UN Women Jordan Country Office to implement programme activities in collaboration with strategic partners. These initiatives are not funded by the SPF but by other donors.

The SPF funded position has enabled UN Women Jordan to adopt a holistic approach to linking the UN Women strategic impact area 4 with impact area 2 on women's economic empowerment.

<b>Impact Area 4: Syrian women refugees and women from vulnerable host communities are empowered through provision of social, psychosocial and economic support for a peaceful-coexistence</b>	
<b>Thematic</b>	Humanitarian Action; Women, Peace and Security; Women's Economic Empowerment
<b>Outcomes</b>	Syrian women refugee empowered through increased access to economic recovery opportunities and enhanced capacities for participation in community mobilization initiatives; Normative framework on issues of women, peace and security and humanitarian engagement

<sup>154</sup> UN Women (2013/d). 'Strategic Note 2014-2017. Jordan/Syria Country Office', pp. 7-8.

<sup>155</sup> Hashemite Kingdom of Jordan/Ministry of Planning and International Cooperation/United Nations (HKJ/MOPIC/UN) (2016). 'Jordan Response Plan for the Syria Crisis'.

<sup>156</sup> UN Women (2016/i). Concept Note. UN Women Jordan Country Office. 2017 Annual Work Plan', p. 2.



	strengthened to enable better accountability for women's rights and gender equality.
<b>FPI Link</b>	Outcome 4.1 - FPI: Women's leadership, Empowerment, Access & Protection (LEAP) in Crisis Response; Outcome 4.2 - FPI: Women's Engagement in Peace, Security and Recovery
<b>SDG Links</b>	SDG 5.5 Ensure women's full and effective participation and equal opportunities for leadership at all levels of decision-making in political, economic and public life; SDG 5.1 End all forms of discrimination against all women and girls everywhere; SDG 16.7  Ensure responsive, inclusive, participatory and representative decision-making at all levels
<b>Intervention Details</b>	This impact area combines policy support on issues of women, peace and security with access to protection, social and economic opportunities for refugees. To this end Jordan will continue to work in Za'atari and Azraq refugee camps through its model of women and girls safe spaces – Oases – to provide holistic protection and economic empowerment opportunities to refugee women. At the normative level UN Women will continue to provide technical assistance and leadership on issues of gender equality and women's rights in crisis and refugee contexts. Moreover, it will work with the Government of Jordan to support the monitoring and implementation of a National Action Plan on UN SCr 1325, while supporting community led efforts to prevent violent extremism.

The SPF funded position has enabled UN Women Jordan to link programme components in impact area 4 with other impact areas covered in the Country Strategy Note, focusing specifically on: enhancing systemic reform; ensuring social equity; equitable quality social services; investing in young people; preserving the environment; and refugee protection & assistance.<sup>157</sup> This multi-sectoral and holistic approach paid dividends in terms of UN Women Jordan being instrumental in the establishment of the Ministerial Committee for Women's Empowerment, headed by the Deputy Prime Minister, and involving 11 line ministries and the Jordanian National Commission for Women (JNCW).

The SPF funded position in Jordan has also enabled the UN Women Jordan to leverage funding support from other sources, further supported by a pro-active senior management; for example, it enabled UN Women to launch the project *Supporting Women in Host Communities and in Jordan's Refugee Camps through Prevention and Response to Gender-based Violence and Promotion of Self-reliance and Social Cohesion*, funded by the Governments of Finland, Iceland, Italy and WFP.<sup>158</sup> In addition this work is supported by a Government of Japan contribution of USD \$700,000 in 2015, and USD \$1,169,532 in 2016. The overall development goal is to support vulnerable groups affected by the Syria crisis to have access to improved social protection and improved legal and operational protection frameworks and services in governorates most affected by the Syrian crisis. The three project outputs will contribute to two UN Women country-level expected outcomes in impact area 4, as per the Jordan Strategic Note 2014-2017.<sup>159</sup>

### **Adapting Theory of Change to the Jordan Context**

UN Women in Jordan has adapted the Flagship Programme Initiative Theory of Change (FPI TOC) to the objectives of its Strategic Note 2014-2017, covering two thematic areas perceived to be inter-linked. The TOC is perceived to have guided UN Women Jordan in thinking through cause and effect of

<sup>157</sup> UN Women (2015/f). 'Summary Strategic Results Framework 2015-2017'.

<sup>158</sup> The Government of Finland and Iceland's contributions, plus the WFP contribution, to the project supports project output 2, while the Government of Italy's contribution supports outputs 1 and 3. Both donors have requested harmonized and consolidated reporting. Through a separate project, the Government of Japan supports similar efforts, primarily in relation to the UN Women Oases 1 and 2. Given the interconnected nature of the work in Oases 1, 2 and 3, the Government of Japan's support for related work in Oasis 1 and 2 is referenced in this report.

<sup>159</sup> UN Women (2016/h). 'Supporting Women in Host Communities and in Jordan's Refugee Camps through Prevention and Response to Gender-based Violence and Promotion of Self-reliance and Social Cohesion'. Second Progress Report to the Governments of Finland, Iceland and Italy October 2015 - March 2016.

its initiatives and flagging where sex disaggregated data to develop Jordan specific indicators may be missing.

Taking into account the *Leadership, Empowerment, Access, Protection (LEAP)* framework the adapted TOC aims to focus on the participation, safety and economic well-being of Syrian refugee women, supporting coping mechanisms to build household resilience and promoting women's leadership role, and the capacity to benefit from relief and response efforts by ensuring that the rights of women and girls are at the centre of humanitarian assistance.

Within the *women, peace and security* framework, UN Women in Jordan aims to support women's participate in decision-making on issues of peace and security. This requires societies recognizing the important role women play in addressing peace and security challenges, with positive implications for more peaceful, gender equal, inclusive and stable communities. In 2017 UN Women will work to support the Jordanian Government of Jordan to implement and monitoring its National Action Plan (NAP) on UN SCR 1325 (the target is for it to be approved by December 2016). To this end UN Women will work to enable the Government to integrate the NAP into its national planning and budgeting structures, while also convening national and international partners to support and lead on its implementation.<sup>160</sup>

#### **Programme Activities in Impact Area 4**

In 2015 UN Women brought on a new work stream on peace and security. UN Women was the first UN agency in Jordan to hire a peace and security expert, and is supporting the JNCW to develop a national action plan on UN SCR 1325. This process began – without UN Women support - in 2012 and largely stalled. UN Women began providing support to the Jordanian National Commission for Women (JNCW) on this in December 2015, after encouraging the Government of Jordan to commit at the September 2015 General Assembly opening to drafting a NAP on 1325. Since this support the momentum for NAP drafting has increased exponentially, and 18 government ministries are involved, with significant engagement from the national security sector including the Jordan Armed Forces (JAF), plus the UN and INGOs/NGOs. A NAP is expected to be completed and submitted to Parliament after the September 2016 elections, at which point UN Women will work to support JNCW in leading its implementation.

The UN Women Jordan Country Office continues to work in Za'atari and Azraq refugee camps through its model of women and girls safe spaces – Oases – to provide holistic protection and economic empowerment opportunities (through cash for work opportunities) to Syrian refugee women. Expansion of the project to Azraq Camp is underway.<sup>161</sup>

This work is undertaken in close partnership with UNFPA, UNHCR, UNICEF and WFP. UN Women runs its 'Oasis 1' in coordination with UNFPA, with UN Women providing life skills and livelihood services and UNFPA complementing these through the provision of case management – thereby leveraging the comparative skills and expertise of each organization. UN Women runs its Oasis 3 and its work in Azraq camp in cooperation with WFP. UN Women continues to work with UNHCR in its promotion of women as leaders in the camp – linking the UN Women supported women's camp committees to camp decision-makers and ensuring monthly dialogues between them. In partnership with UNICEF, UN Women's cash for work volunteers produce comprehensive baby kits and school uniforms that are handed out to new families and school-age children within the camp. The babykits are handed out as an incentive to complete breast feeding classes and post-natal immunizations.<sup>162</sup>

<sup>160</sup> UN Women (no date/c). 'UN Women Jordan. Theory of Change Statements', p.2.

<sup>161</sup> UN Women (2015/b). 'Restoring Dignity and Building Resilience. Monitoring Report on UN Women's Programming in Za'atari Refugee Camp'. June-October.

<sup>162</sup> A Snapshot of UN Women Work in Response to the Crisis in Syria. UN Women(2016)

The Oasis initiative is being implemented with support from a local partner Arab Renaissance for Democracy & Development (ARRD), in turn contributing to national capacity building in humanitarian action. ARRD provides UN Women with research and regular monitoring reports, as well as carrying out training of beneficiaries, all of which are conducive to measuring outputs of the Oasis project. The Oasis initiative is also piloting the UN Women *HeforShe* campaign, which includes men's projects in support of women, SGBV awareness and stress management sessions.

At the normative level UN Women continues to strive to provide technical assistance and leadership on issues of gender equality and women's rights in crisis and refugee contexts. While at the national level this is challenged in Jordan by resistance from UNHCR, UN Women will continue to seek entry points for achieving this through – for example - developing partnerships with agencies capable of undertaking large assessments (e.g. the Norwegian Refugee Council (NRC) and the WFP) to ensure that assessment data includes sex disaggregated indicators and analysis. This will be complemented by working with OCHA to provide training to partners across the refugee and resilience spectrum on issues of gender mainstreaming. In addition to this UN Women Jordan is working with the JAF to support women's greater engagement in peacekeeping and the training of peacekeepers on issues of sexual violence in conflict, while also rolling out a small project on preventing violent extremism – through universities and media.<sup>163</sup>

### **Tracking Gender Responsive Funding**

Another area of cooperation within the UN system in Jordan is the concept note setting out how an interagency review will be undertaken to assess the proportion of UN-managed funds allocated to addressing women's specific needs, advance gender equality and empower women in Jordan. The 2016 review will set a baseline of the UN's expenditure on gender equality and women's empowerment in Jordan, to be undertaken under the leadership of the UNCT Gender Theme Group (GTG). As called for under the UN SWAP - of which UN Women is the custodian - this joint cooperation of the UN system in Jordan puts in place a baseline and a mechanism for tracking UN-expenditure on issues of gender equality and women's empowerment, using the gender marker.<sup>164</sup>

### **UN Women Jordan and Sida**

Essentially the SPF funding modality supports the human resource capacity of the UN Women Jordan Country Office, but does not fund the projects managed by this position (Recovery Specialist). Projects which fall under impact area 4 (support to Syria refugees in the Za'atari Camp) are funded by other donors for which the Country Office has managed to leverage funding.

Accordingly, posters in the Camp on the Oasis Project flag the pertinent donors (national flags) as well as the coordinating partner (WFP) and national implementing partner (ARRD). While by all accounts UN Women Jordan verbally briefs the Sida staff in the Sweden Embassy/Amman on the project activities managed by the SPF funded Recovery Specialist, Sida/Amman has not requested any formal written reporting. However, the Deputy Representative in the Sweden Embassy/Amman believes that as Sweden is the number one donor supporting UN Women core funding, projects at the local level need to reflect this accordingly (by displaying the Swedish flag). To which may be added that in the perception of key stakeholders interviewed during the SPF evaluation mission in Jordan, the line between Swedish Ministry of Foreign Affairs and Sida funding is rather blurred.

<sup>163</sup> Written response from UN Women Jordan Country Office to the key questionnaire developed by the Evaluation Team.

<sup>164</sup> UNCT Jordan (2016). 'Concept Note. Tracking United Nations Expenditures dedicated to address women's specific needs, advance gender equality or empower women'.

### Annex 8.3: UN Women in Myanmar

#### Background

The country's social and economic statistics put Myanmar amongst nations characterized by low development. With low levels of educational attendance and attainment, 70 percent of the population live in rural areas; many engaged in subsistence agriculture. However, Myanmar has attracted foreign direct investment with a concentration on extractive industries. Myanmar ranks 96 out of 146 countries in the 2011 Gender Inequality Index (GII), ahead of Cambodia and Lao PDR, ranked 99 and 107, respectively. It has achieved gender parity in education with regard to enrolment ratios of girls and boys in primary and secondary education. However, disaggregated analysis points to gender disparities in some of the poorest rural areas.

Women in Myanmar enjoy equal rights in inheritance laws and equal marital property rights in the case of divorce. However, patriarchal cultural values related to women's roles and responsibilities still shape familial relationships, contribute to the gendered division of labour and limit women's participation in decision making at all levels. Key issues of concern include: high maternal mortality ratio and insufficient access to reproductive and basic health services; low levels of women's participation in public decision making and in the labour market, increasing HIV among women and lack of reliable and sex-disaggregated data across all sectors which hampers evidence-based policy and programme interventions. Gender disparities are more marked in rural areas and amongst some ethnic groups.<sup>165</sup>

Effecting a three pronged transition from authoritarian rule to democratic governance, from conflict to peace, from central-planned economy to market-led growth, over the last four years the government has sought to steer a three phased approach: political reforms towards democratic rule and clean government; economic and social reforms to grow the Myanmar economy; and public administration reform that would be a pre-condition for building a robust, economy, society and polity.

Myanmar's economy grew at 6.5 percent in 2012-13, with the main drivers of growth being increased gas production, services, construction, foreign direct investment, and strong commodity exports. The national poverty rate fell from 32 percent to 26 percent between 2005-2010,<sup>166</sup> and improvements are registered in health indicators,<sup>167</sup> access to improved drinking water and sanitation (69.4 % and 79% of the population respectively), and primary net enrolment rates (84.6 %).<sup>168</sup>

Myanmar's democratic governance reforms and its peace process have likewise made significant progress. These include free and fair Parliamentary by-elections in 2012 and the upcoming elections;

<sup>165</sup> Asian Development Bank, United Nations Development Programme, United Nations Population Fund, and the United Nations Entity for Gender Equality and the Empowerment of Women (July, 2016) Gender equality and women's rights in Myanmar: A situation analysis. Mandaluyong City, Philippines: Asian Development Bank, 2016.

<sup>166</sup> MoNPED with the Swedish International Development Cooperation Agency (SIDA) and UNICEF (2011) Integrated Household Living Conditions Survey in Myanmar (2009-2010) MDG Data Report. Yangon, Myanmar: Ministry of National Planning and Economic Development/United Nations Development Program, cited in UN Women., 2013. Resilience for All? Towards Gender-responsive Social Protection in Southeast Asia. Appendix 5: Gender and Social Protection in Myanmar. p.79

<sup>167</sup> MoNPED, MoH and UNICEF (2011) Myanmar Multiple Indicator Cluster Survey 2009 - 2010 Final Report. Nay Pyi Taw, Myanmar: Ministry of National Planning and Economic Development and Ministry of Health, cited in UN Women., 2013. Resilience for All? Towards Gender-responsive Social Protection in Southeast Asia. Appendix 5: Gender and Social Protection in Myanmar. p.80

<sup>168</sup> MoNPED with the Swedish International Development Cooperation Agency (SIDA) and UNICEF (2011) Integrated Household Living Conditions Survey in Myanmar (2009-2010) MDG Data Report. Yangon, Myanmar: Ministry of National Planning and Economic Development/United Nations Development Program, cited in UN Women., 2013. Resilience for All? Towards Gender-responsive Social Protection in Southeast Asia. Appendix 5: Gender and Social Protection in Myanmar.p.80

an increasingly assertive legislature; establishment of bodies and institutions; creation of a new national peace architecture to forge peace with ethnic armed organizations; signing of 14 bilateral ceasefire agreements with ethnic armed organizations; and the signing of a draft nationwide ceasefire agreement.

These gains notwithstanding, numerous challenges persist including the tension between the country's rapid pace and current absorptive capacity. The positive national economic averages obfuscate uneven progress, which is largely urban-centered. Border and remote regions have benefited marginally due to geographical location, poor access to services, conflict and displacement, and livelihood transitions from opium production to other income sources<sup>169</sup>; the poverty rate is 16 percent in urban areas versus 29 percent in rural areas, where 84 percent of the poor live<sup>170</sup>. The country is mired in ethnic tensions and the abuse of the rights of minorities.

The government's massive triple-reform agenda—economic reform, political reform, and national reconciliation—is largely framed in generic terms. The Framework for Economic and Social Reforms and the Comprehensive National Development Plan (2011–2030) mention women in certain realms. For instance, the framework addresses violence against women and human trafficking and provides for increased health financing for a voucher system for maternal and child health care, special funds for destitute mothers, and maternal and child health.

The recently completed gender situation analysis<sup>171</sup> however notes that it does not speak of gender equality and women's rights comprehensively across all sectors and spheres, particularly in ways that take account of the inequalities in the lived realities of men, women, boys, and girls. Nor does it assess and respond to the differences in the impacts of the reform policies and programs on men and women. For example, on the economic front, the new focus on poverty reduction and inclusive growth provides opportunity to address gender equality and women's empowerment. However, little progress will be made unless macroeconomic and inclusive growth policies and strategies veer away from focusing on economic growth alone and encompass emphasis on new and decent employment generation for women, taking account of the gender inequalities in the economy and how they interact with other forms of social exclusion. Macroeconomic and inclusive growth policies and strategies need to allocate resources to the sectors in which women work (such as the agriculture and informal sectors), to the less-developed regions and states where poor women live, to the factors of production they possess (low-skilled labour), to the items they consume (such as food), and to enhancing the viability of informal production.

Although women are referenced as target beneficiaries in social protection policies and programs, a gender lens does not appear to have been systematically applied to the social protection interventions. The 2008 Constitution provides for equality between men and women, but according to a 2008 report by the Committee on the Elimination of Discrimination against Women (CEDAW Committee), it also contains contradictory provisions and important gaps that vitiate equality. Gender equality and women's rights have been better addressed in health and education sector policies and programs. Institutional mechanisms have been established at the national and sub-

<sup>169</sup> WFP (2012) WFP in Myanmar: Looking forward 2013-2017. Rome: World Food Programme, cited in UN Women., 2013. Resilience for All? Towards Gender-responsive Social Protection in Southeast Asia. Appendix 5: Gender and Social Protection in Myanmar.p.80

<sup>170</sup> MoNPED with the Swedish International Development Cooperation Agency (SIDA) and UNICEF (2011) Integrated Household Living Conditions Survey in Myanmar (2009-2010) MDG Data Report. Yangon, Myanmar: Ministry of National Planning and Economic Development/United Nations Development Program, cited in UN Women., 2013. Resilience for All? Towards Gender-responsive Social Protection in Southeast Asia. Appendix 5: Gender and Social Protection in Myanmar.p.79.

<sup>171</sup> Asian Development Bank, United Nations Development Programme, United Nations Population Fund, and the United Nations Entity for Gender Equality and the Empowerment of Women (July, 2016) Gender equality and women's rights in Myanmar: A situation analysis. Mandaluyong City, Philippines: Asian Development Bank, 2016.

national levels to promote gender equality and women's rights in various spheres. Combined, this attention has resulted in some progress in women's lives, particularly in the areas of health and education, but challenges remain, as elaborated further on.

The National Strategic Plan for the Advancement of Women (2013–2022)<sup>172</sup>, launched in October 2013 by the Ministry of Social Welfare, Relief and Resettlement, provides a strategic opportunity to integrate gender equality and women's rights in the government's reform agenda. It is based on the 12 areas of women's lives outlined in the 1995 Beijing Platform for Action and covers a range of sectors, government ministries, and departments. Goals for gender equality and women's rights can be well embedded into the government's reform agenda by implementing the Plan for the Advancement of Women and by ensuring that gender equality perspectives are woven into sector policies, plans, and programs across government ministries. This can be enhanced by the government's participation in the CEDAW review process and by implementing the CEDAW Committee's Concluding Comments in line with the Plan for the Advancement of Women via the Myanmar National Committee for Women's Affairs (an inter-ministerial gender-mainstreaming mechanism).

### *The UN in Myanmar*

Reforms and willingness to engage by the post 2012 government have resulted in an expanded engagement and scope of work by the UN System. The UN now has a sizeable presence in Myanmar with over 15 resident agencies with relatively large teams (e.g. UNAIDS-16; UNICEF-200; WFP-350, UNOPS-300, UNFPA-88). Most UN agencies have or are in the advanced stages of normalizing their operational arrangements in the country. As such the UN is increasingly reflecting on the need to forge greater coherence across the UN in support to Myanmar's reforms.

The vision for the UN is "to support the country in its objectives of promoting democratic governance, social cohesion, and lasting peace in a sustainable, equitable and inclusive manner that respects, protects, and promotes the rights of all people within its geographic boundaries equally, and that contributes to human security."

In the absence of an UNDAF - the UNCT are currently developing the first Myanmar UNDAF - a UN Positioning Paper prepared in December 2014 identified four substantive areas in which the UN would focus:

- i) Socio-economic development: towards LDC graduation and achieving the MDGs/SDGs
- ii) Peacebuilding and nation-building: fostering unity in diversity
- iii) Humanitarian Assistance: Ensuring the safety and welfare of people affected by conflict or natural disasters, and helping to achieve durable solutions
- iv) Internalizing international standards and norms and the full realization of fundamental human rights

### *UN Women, the SPF and Myanmar*

The Myanmar context is important to understand. The Government pre-2008 didn't allow open consideration of gender, within what is reported by all interviewed to be a very hierarchical system. Cyclone Nargis in 2008 opened up an opportunity from those interested to start engagement with stakeholders, with the entry point being the cluster system set up in response to the cyclone. From working on gender within the cluster, civil society and the UN moved to creation of the Gender Equality Network (GEN), with representation from the UN, civil society, Myanmar gender networks and interested individuals. The UN Gender Theme Group (UNGTG) was created in 2009, chaired by

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<sup>172</sup> Republic of the Union of Myanmar (2012) National Strategic Plan for the Advancement of Women 2013 – 2022. Department of Social Welfare, Ministry of Social Welfare, Relief and Resettlement. Nay Pyi Taw, Myanmar.

UNFPA.<sup>173</sup> From 2010, both the UN Gender Theme Group and the Gender Equality Network were active in supporting government to develop the 10-year National Strategic Plan for the Advancement of Women (2013–2022).

Since 2012, UN Women has engaged in limited but strategic work in Myanmar. In September 2013, a Senior Gender Advisor (SGA) was recruited and assumed duty in the Resident Coordinator's office.

This placement was in response to a request from the then Myanmar Resident Coordinator, and represented piloting of a new approach to UN Women engagement at country level. Normally, in Asia region, UN Women has focused on establishment of country offices or project offices. Country offices imply funding of a UN Women Representative, Deputy Representative and 2/3 administrative staff and development of both UN Women's normative and coordination roles as well as development of a programme of project support. Project offices are normally found in countries where UN Women is managing a programme of projects and implies less focus on the representative/coordination role.

UN Women used funding available under the SPF to fund the position, based on the rationale that the Fund was supporting the piloting of support to coordination within the UN system in selected countries. However, the current UN Women Regional Director asserted, when interviewed, that even in the absence of the SPF funding, UN Women would have found a way to fund this position, given the strategic importance of engaging at that point in Myanmar.

Myanmar was therefore unique for Asia Region in that the envisaged main role of the Senior Gender Advisor was coordination within the UN on gender issues, with UN Women funding the position and the Resident Coordinator funding the coordination work. This would occur without UNW having either a country or project office in Myanmar, and so an absence of the support capacity normally found in such situations. In practice, the pilot failed before it started, as the RC who had proposed this approach, was replaced before the senior gender advisor was in place, and the new RC did not prioritise or support the envisaged role of the senior gender advisor. Interviews suggest that the RC has not prioritised joint programming by the UNCT to date.

The SGA took up duties in September 2013 with the expectation that she would report to the Resident Coordinator directly. Under the terms of reference, the Senior Gender Advisor had two major roles: 1) to provide gender advisory services to the Resident Coordinator and the UN Country Team and strengthen UN system work on gender equality and the empowerment of women; and 2) to function as UN Women's focal point with governmental and non-governmental partners. The terms of reference made no reference to UNW's strategic plan or areas such as impact areas 1 and 4, where the advisor's support was to be focused.

An assessment by the Joint Executive Boards in 2013, based on a visit to Myanmar, recommended that in the context of the current reforms in Myanmar and ahead of the 2015 election, *"serious consideration should be given to establishing a programmatic presence for UN Women in Myanmar as soon as possible, in order to effectively advocate with government for mainstreaming gender dimensions across all policies and legislation and improving accountability for gender equality, in collaboration with UNCT members."* This did not trigger an immediate response, but a functional review of the Resident Coordinator Office completed in June 2015 included a recommendation that UN Women should transition beyond its coordination role in Myanmar towards a more programmatic and operational one and that coordination through the GTG should continue to be externally oriented on joint results.

UN Women decided, partly in response to this recommendation and advocacy by both the government and donors in Yangon, to start the transition to establishment of a full country office. In late 2015, the Senior Gender Advisor position was therefore converted to that of a Country Director;

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<sup>173</sup> The incoming of a new head of UNFPA in 2013, prior to the arrival of the SGA, led to withdrawal of the UN agencies from formal participation in GEN.



all be it still funded through the SPF. The intent is that from 2017, once the country office is established, core positions will be funded out of UN Women central institutional funding.

A major consequence of this decision was to clarify ambiguity over the degree to which UN Women was to develop a programme of support in Myanmar and hence actively seek to mobilise in-country resources to fund said programme. The decision to transition confirmed that this would be a priority. This is clearly shown when comparing the ToR for the gender advisor and country director roles. Effectively they are the same except for two points. First, the role in working to the RC to provide the strategic and technical support required to strengthen the UN's overall contribution was removed; this actually just reflected the de facto situation since the RC in place didn't want the Gender Advisor to do this. Second, to add responsibility for resource mobilisation and development of a UN Women country programme.

As of mid-2016, other than funding of the Gender Advisor/Country Director position, no other SPF funds have been used in Myanmar. Until 2015, when the decision was taken to transition towards a full country office, no applications were made for UN Women Development results framework funds. An application was made for 2016, but was unsuccessful. No attempt has been made to apply for further SPF funding, as both the SPA and regional director thought that SPA funding could not be used for programming. On the other hand, it is possible that SPF funds have been accessed from HQ for programming purposes without either the regional director or Myanmar SPA/CD knowing what the exact origin of the funding was. Funds used have either been: Mobilised within Myanmar (from Cida, SDC and the Peace Support Fund (a multi-donor trust fund)); or sourced from UN Women Headquarters (Peace Building Fund and others).

#### **Annex 8.4: UN Women in Paraguay**<sup>174</sup>

##### **Background**

Paraguay is considered middle-income country (MIC), but one of the region's most unequal countries,<sup>175</sup> (medium human development according to the UNDP HDI index<sup>176</sup>). However it remains one of the region's poorest countries, with over 40% of its population living in poverty<sup>177</sup> and 17.6% (677,000 people) living in extreme poverty, above the Latin American average.<sup>178</sup> Female-headed households comprised 31.8% of all households in 2013.<sup>179</sup> The gender gap in pay, estimated to be at 28% and up to 41% in the trade and services sector,<sup>180</sup> is another important source of inequality. In addition, women work mostly in the informal sector, in vulnerable working conditions and with no access to social security. Lastly, Paraguay has not yet developed policies to address the care economy. Such policies can be very effective in promoting the gender balance in the workplace and household.

Paraguay has a relatively recent democracy, often considered to have started only in 1989 with the fall of General Alfredo Stroessner. The 1992 Constitution of Paraguay upholds the principle of equality for all individuals and prohibits discrimination. In addition, a quota for women was introduced in the Electoral Law (Law 834/86) in 1996, which requires a minimum quota of 20 percent for women which is applied in the primary elections of political parties.

As such, women in Paraguay have no legal restrictions to holding political office. In fact, women have served in the government as members of the Congress (as National Deputies and as Senators), as

<sup>174</sup> Covered remotely by Skype and email.

<sup>175</sup> Paraguay is the 14<sup>th</sup> most unequal country in the world according to the CIA World Factbook accessed on 11/22/2012.

<sup>176</sup> UNDP 2015 Human Development Report [http://hdr.undp.org/sites/all/themes/hdr\\_theme/country-notes/PRY.pdf](http://hdr.undp.org/sites/all/themes/hdr_theme/country-notes/PRY.pdf)

<sup>177</sup> BBC as seen on July 2016, <http://www.bbc.com/news/world-latin-america-19978115>

<sup>178</sup> DGEEC, National Integrated Household Survey (Encuesta Integrada de Hogares), 2013.

<sup>179</sup> ECLAC, Panorama Social de America Latina 2012.

<sup>180</sup> DGEEC, National Integrated Household Survey (Encuesta Integrada de Hogares), 2013.

governors, as heads of ministries, and there has been one female Supreme Court judge. However, they remain underrepresented in comparison to male members of the government, to their numbers in the general population and even relative to the rates of female representation in other countries of Latin America. Even the Electoral Law quota is sometimes perceived as a barrier, as parties believe that female representation does not have to exceed the 20 per cent quota. Indigenous women are virtually invisible in political scenarios.

With 15% women in the lower house and 20% in the senate, Paraguay has one of the lowest percentage of women in parliament in Latin America<sup>181</sup> and is ranked as the fourth country in Latin America and the Caribbean with the lowest percentage of participation of women in political office. As such, the biggest challenge for Paraguay remains to address the gap between formal and substantive gender equality<sup>182</sup>, with some key obstacles to their participation as candidates deriving from the power structures within political parties; gender stereotypes; limited financing and training for women leaders.

### *UN Women in Paraguay*

The Paraguay office became a Country Office as of 30 January 2013, completing the transition from programme office to Country Office. The current Country Programme (CP) covers from 2015 up to and including 2019. The CP document is in line with UNDAF (2015-2019); the National Development Plan (2014-2030) as well as other key national and international guiding documents<sup>183</sup>. It seeks to strengthen the coordination and accountability role of UN Women within the UNCT on GE and WE themes.

The driving strategic area or entry point for the CP for 2015-2019 is Women's ability to lead and participate in decision-making at all levels. More specifically it aims to achieve the following results:

1. Increased women's leadership and participation in decision-making at national and local levels
2. Guaranteed women's economic rights and empowerment, especially for the most disadvantaged women
3. Improved public prevention, attention and sanction of VAW and access to justice
4. A comprehensive set of global norms, policies and standards on gender equality and women's empowerment is in place.

### *SPF funding support in Paraguay*

Paraguay has benefitted of SPF funds from 2013 to 2015, with some funds left over for 2016, amounting to a total of \$102,799<sup>184</sup> (see Annex 1 for distribution and detail). All the funds have been used towards supporting democratic parity in Paraguay. Overall the programme has exceeded expectations by giving way to a non-partisan group which includes women politicians as well as human rights and women's rights organizations for the promotion of gender parity in Paraguayan politics. This group has drafted and presented to congress a draft parity bill which already has significant support, including from the president of Paraguay who has expressed support for it should it pass congress. In addition, a series of advocacy tools, guides and communications campaigns have been developed which are continued to be used by partners to promote support for democratic parity.

<sup>181</sup> [Inter-Parliamentary Union](http://www.ipu.org/wmn-e/classif.htm) <http://www.ipu.org/wmn-e/classif.htm>

<sup>182</sup> UN Women Paraguay Country office Strategic Note 2015-2019

<sup>183</sup> Including the III National Plan for Equal Opportunities between Women and Men (2008-2017); UN Women Global SP 2014-2017 principles; the CEDAW Convention and CEDAW Committee concluding observations and recommendations; the Belen do Pará Inter-American Convention on gender-based violence; and the Universal Periodic Review (UPR) (UN Women CP)

<sup>184</sup> Source: UN Women office in Paraguay

UN Women relied on three key strategic implementing partners to further their democratic parity strategy, mainly the Red de Mujeres Municipales (RMMP) which is a network of more than 220 women who hold or have held elected office at municipal level and who have a strong national presence; the Center for documentation and research (Centro de Documentación y Estudios or CDE) and the NGO *Decidamos. Campaña por la Expresión Ciudadana*.

The process begun with the commissioning of an in-depth Diagnostic study (Diagnóstico: La Participación Política Electoral De Las Mujeres En Paraguay, April 2014) which looked at the existing normative framework, as well as key challenges including financing, political parties and social norms. It included analysis of secondary data, a mapping of national strategic actors as well as interviews with political leaders, women's organizations and rural women leaders.

Closed doors discussions were held in parallel with women senators and other key stakeholders throughout the process to help build consensus across party lines first amongst parliamentarians across party lines, then bringing in elected officials from across the country as well as women leaders from NGOs and other organizations. This gave way to the creation of a non-partisan task force self-denominated as the Core Group for Democratic Parity who drafted the proposed Bill on Democratic Parity. The creation of this task force, or Core Group, was not in itself an objective of the programme but has been one of its key achievements.

This process was solidified through a series of workshops including two national workshops, four regional Forums<sup>185</sup> and five municipal workshops with civil society and parliamentarians to create awareness, promote consensus and incorporate feedback. These workshops and forums had three objectives: 1) to expand the reach of the discussion on democratic parity, ensuring its place during Municipal Elections process; 2) to present and generate support for the Draft Bill on Democratic Parity drafted by the Core reference Group and submitted to Congress and; 3) sensitize and train politicians on gender mainstreaming for municipal policies.

In addition, three round table discussions were held to discuss the normative reform necessary to achieve the democratic parity in the electoral system with 1) women's organizations and women's political networks; 2) political parties with parliament representation; and 3) Journalists.

National work was strengthened through awareness raising seminars held throughout the country with the support of the RMMP. Through these the programme sought to strengthen capacities and increase the visibility of 259 women politicians in the capital Asunción as well as another 4 cities of the interior in the context of the 2015 Municipal Elections. Activities included training of 49 candidates on gender equality issues and on the municipal political electoral process, as well as on campaigning strategies and political marketing. A second workshop<sup>186</sup> took place after elections to support newly elected women and involve elected men in the mainstreaming of gender in municipal plans, (in line with the *HeForShe Campaign*) and a guide was developed ("Guía para la incorporación de género a nivel municipal") to help them mainstream gender at municipal level. Attendees agreed on 10 points to promote parity going forward.

The programme has an important communications element with included the communication campaign, "*somos la mitad, queremos paridad*" (we are half, we want parity) which supported the process of political dialogue and the promotion of a broad public debate on democratic parity. Another campaign was developed to encourage the enrollment of women in the electoral register

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<sup>185</sup> in the cities of Pedro Juan Caballero, in Amambay Department; Paraguari, in Paraguari Department; Philadelphia, with Indigenous Women, the Boquerón Department, in the Paraguayan Chaco; and, Curuguaty, in Canindenyu Department with a total of 141 women attendees

<sup>186</sup> The workshop was attended by 69 (62 women and 7 men) from different cities of the country

and the presentation of women candidates for 2013 National Elections "Women in Politics is equality is democracy"<sup>187</sup> together with further dissemination of the campaign "I do want to, vote women", to promote visibility of women candidates and the vote for women candidates or party lists that include proposals for gender equality, in addition to the realization of street actions, the creation of flyers and various radio broadcasts.

Specific work to address the needs of indigenous women and their individual challenges were addressed through the publication "*Mujeres Indígenas y política en Paraguay*" (Dec 2014) as well as specific sessions held. This process has helped increase credibility and support across the board for the process and the proposed bill for gender parity. The proposed bill was presented to congress with support from 30% of the senators, as well as support from both main parties and even the president of Paraguay, who has pledged to support the bill should it pass parliament. Some of the politicians interviewed expressed surprise at the level of support the bill had received. While they had hoped the process would bring the discussion of parity to the national agenda, some had no expectation that the law would pass. At the time of this evaluation they were short of 6 of the 23 votes required to pass the bill.

## **Annex 8.5: UN Women in Sierra Leone**

### ***Gender & Development in Sierra Leone***

Despite the rapid economic progress during the pre-Ebola period on the Human Development Index (HDI) Sierra Leone ranked 176 out of 186 countries in 2013; 183 out of 187 countries in 2014; 181 out of 188 countries in 2015. On the Gender Inequality Index (GII) Sierra Leone ranked 139 out of 149 countries in 2013; the GII value in 2014 was 0.643 and in 2015 stood at 0.804.<sup>188</sup>

Women in Sierra Leone constitute approximately 52% of the country's population and were particularly adversely affected by Ebola. They already experienced extreme gender-based inequalities in terms of literacy rates, per capita GDP, education, access to land, and legal protection. Currently, only 12.4 percent of parliamentary seats are held by women, and 9.5 percent of adult women have reached at least a secondary level of education compared to 20.4 percent of their male counterparts.

Female participation in the labour market is 65.7 percent compared to 68.9 for men. 55% of the country's economically active population are in regular cash-earning jobs, with only 5% in the paid formal sector. Women form the majority of the population in the informal sector often working in poor conditions with no access to basic social protection systems which leaves them vulnerable to exploitation and poverty.

Gender-Based Violence (GBV) perpetrated against women and girls continues to be one of the most prevalent and pervasive problems in post-conflict Sierra Leone. Violence against Women (VAW), particularly sexual violence remains a major challenge to the advancement of gender equality and consolidation of peace and sustainable development.

In 2012 a total of 6,210 cases of SGBV were reported at the national level. A total of 3,951 or 63.6 % were investigated, and of the total number of cases investigated, 28.6% were prosecuted, with 13.4% of those prosecuted being penalized. However, conviction rates in Sierra Leone are low for the following reasons: some cases are thrown out of court because of a lack of convincing evidence from the prosecution; some cases are withdrawn from the courts and settled at homes because families of the victims are generally poor and illiterate. Community level mechanisms such as traditional dispute

<sup>187</sup> 2012, in alliance with the Ministry of Women, the Electoral Justice body and UNDP

<sup>188</sup> UNDP Human Development Reports 2013, 2014, 2015,

resolution have the potential to bridge the gap in justice service provision but require more awareness on rights of women and girls. The Sexual Offences Act 2012 consolidates all other previous provided Acts and aims at minimizing the rates of sexual offences; the challenge lies in the implementation.<sup>189</sup>

Gender-Based Violence (GBV) perpetrated against women and girls continues to be one of the most prevalent and pervasive problems in post-conflict Sierra Leone. Violence against Women (VAW), particularly sexual violence remains a major challenge to the advancement of gender equality and consolidation of peace and sustainable development.

Sierra Leone has a youth population with 48% under the age of 18. The total fertility rate of women between ages 15-49 years is 5.1. The adolescent fertility rate is 146 per 1,000 girls aged between 15 and 19 years. Teenage pregnancies are common in Sierra Leone with 34% of adolescent girls (between 15-19 years old) having had at least one birth or being pregnant in 2008<sup>190</sup>. This has had adverse effect on the retention of girls in schools and negatively impacted the socio-economic and political status of women and girls in the country. A Teenage Pregnancy strategy was launched in 2013 with an outcome to reduce teenage pregnancy in Sierra Leone by 2015, through integrated and coordinated interventions of all partners.

Despite the EVD crisis, the country is going through a unique opportunity of Constitutional review in 2015-16. UN Women, alongside UNDP, partnered in the process and facilitated the consolidation of women's voice in this reform process, reflected in the position paper 'Many Messages, One Voice'. The draft version of the Constitution is likely to be approved in 2016, paving the way for accelerating women's representation and participation.<sup>191</sup>

#### ***Ministry of Social Welfare, Gender and Children's Affairs (MSWGCA)***

The latest available MSWGCA Strategic Plan 2014-2018<sup>192</sup> aims to set up a gender policy (WEGE policy) where a 30% quota is established in all spheres of governance. More women would be encouraged to participate in ward committee meetings (Local Government provisions), chiefdom community meetings and to prepare women to vie for elected positions as town and section chiefs, councillors – both municipal and district levels, mayors, district council chairpersons and members of parliament.

The Sierra Leone Government in collaboration with the UN system, donors and CSOs intensified action from 2000 when the MSWGCA adopted the twin policies – The National Policy on the Advancement of Women and the National Policy on Gender Mainstreaming to guide the government's gender equality drive. These were reinforced in 2008 by the development and launching of the National Gender Strategic Plan (2009-2012) and the Sierra Leone National Action Plan (SiLNAP) for the full implementation of UNSCR 1325 and 1820 on Women, Peace and Security.

The Plan identifies 4 strategic areas: coordination and collaboration; human and resource capacity; M&E and social protection. The section on strategic issues flags weak coordination mechanisms, which also involves the UN System.

<sup>189</sup> See Republic of Sierra Leone (2007). 'The Domestic Violence Act 2007'.

<sup>190</sup> UNICEF Sierra Leone (2010). *A glimpse into the world of teenage pregnancy in Sierra Leone*. United Nations Children Fund (UNICEF) Sierra Leone, Freetown, Sierra Leone.

<sup>191</sup> UN Women (2016/b). 'UN Women Strategic Note 2016-2017'. UN Women Country Office SN Report 2016.

<sup>192</sup> Republic of Sierra Leone/Ministry of Social Welfare, Gender and Children's Affairs (2015/a). 'Strategic Plan 2014-2015'.

### *The Ebola Emergency & Crisis*

On March 18, 2014 with the closure of the United Nations Integrated Mission in Sierra Leone (UNIPSIL), the country became a leading example and a best practice case of a post-conflict and stable country with a double digit economic growth rates in real GDP which stood at 15.2% (2012) and 20.1%(2013). The government of Sierra Leone was even contributing troops to other peace keeping missions in Africa. Poverty levels dropped from 70% in 2003 to 52% in 2014 before the outbreak of the Ebola Virus Disease in May 2014. These record achievements in a short period of reconstruction and recovery exemplified and epitomized the country's political commitment, tenacity and resilience in absorbing and recovering from the impact of a decade long armed conflict. Unfortunately, these gains have been largely reversed by the Ebola outbreak, compounded by related shocks: coincidental drop of global price of the country's leading export commodity, iron ore. Two of the major mining companies – the African Minerals and the London Mining – suspended operations leading to financial distress are other related economic decline at all levels of the economy.

The Ebola Virus Disease (EVD) caused unspeakable carnage leaving more than 10,000 people infected and affected with the disease; more than 3500 dead; more than 8,000 children orphaned by EVD and a host of many other vulnerabilities of people who were infected but survived the disease.

The recent economic developments in Sierra Leone including the national government's medium term revenue and expenditure outlook and risks, as analyzed and projected by the International Monetary Fund (IMF), paints a sobering picture in the country's financial performance. The key drivers of recent economic growth have been the EVD epidemic which saw huge scores of cash inflow into the country for EVD response. As the EVD epidemic stabilized with the count-down to Zero cases the cash-flow from the international community for EVD response has started dwindling and is having a negative impact. The country's GDP growth is projected to decline to -21.5% in 2015 from 4.6% in 2014.<sup>193</sup>

### *UN Women and the Ebola Crisis*

UN Women Country Programme Office /Sierra Leone seized the opportunity to raise awareness regarding the gender blind response to the Ebola crisis. This served to increase the Country Office's visibility, enabled MOU with OXFAM and build national capacity in the National Statistics Office, in turn served to flag to other UN agencies/donors that in spite of relatively limited human resource and financial capacity UN Women Sierra Leone Country Office has moved beyond limiting the focus on addressing normative change.

UN Women, Statistics Sierra Leone and Oxfam GB Sierra Leone each provided their technical expertise in the conceptualization, design and execution of this assessment which converged to generate gender/sex disaggregated data. Through this partnership, practical tools and processes for generating sex/gender disaggregated data were developed in supporting the implementation of the globally agreed commitments contained in the numerous outcomes of the global international instruments and Declarations on gender equality. By supporting this vital impact assessment from a gender perspective, the partners have contributed not only to the primary objective of generating sound empirical data and knowledge on the gender dimensions of Ebola virus Disease but have also generated new tools, methodologies and processes which will go to refine the EVD interventions. In this way, the partners have also contributed to the broader goals of strengthening mutual accountability for gender equality commitments and responsibilities. In undertaking the Joint Assessment through a Partnership Framework, UN Women believes it has enhanced institutional and staff capacity; we have demonstrated that together we are stronger and better; we have demonstrated better resource management through rationalization and joint ownership and mutual accountability to each other and also to the citizens which is the focus of all Development assistance.

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<sup>193</sup> UN Women (2016/d). 'Resource Mobilization Strategy 2016- 2017'.



This impact assessment established gender differential impact of EVD on men, women, boys and girls related to the specific areas of assessment as defined in the study objectives; the study also identified the socio-cultural determinants and drivers of EVD transmission from a gender perspective using evidence derived from the systematically collected and analyzed data which has been disaggregated by sex. The assessment established the fact that the Ebola crisis has further aggravated and added to pre-existing structural, social and economic vulnerabilities and which have even more dire impact on women and girls. The intersection of Ebola, Female, Culture, feminized poverty, has been referred to a *triple jeopardy* for women and girls. This Triple Jeopardy should be factored into national EVD Response in Sierra Leone.<sup>194</sup>

### ***SPF Support to Sierra Leone 2014-2015***

#### ***Funding***

UN Women Headquarters allocated SPF funds to Sierra Leone as follows:

*Impact Area 1:* US\$ 80,000; of which US\$ 65,050.84 were disbursed in 2014, and the remainder US\$ 14,208.06 in 2015 contributing to funding the gender responsive constitutional review; further funding was leveraged from UNDP Sierra Leone amounting to US\$ 105,341.83.

*Impact Area 4:* US\$ 146,181.06 covering the salaries of two P4 international staff: Statistics Expert and Gender & Human Rights Expert, though the latter also covered impact area 1.

SPF funds are explicitly referred to under the pertinent budget line of the UN Women Sierra Leone Country Office.

#### ***Example of SPF funded Intervention***

National Action Plan for the Full Implementation of UN Security Council Resolutions 1325 (UNSCR) and 1820 (UNSCR) on Women, Peace and Security ( adopted in 2000) recognizes the vital role that women can play in post-conflict reconstruction and peacebuilding, and stresses the importance of their full participation.<sup>195</sup>

UN Women supported country monitoring of implementing UNSCR 1325 & 1820 was captured in a booklet. A conference involving key national stakeholders (government and counterparts) validated the results. Conclusions and Recommendations indicate gaps in capacity building, coordination and advocacy, as well as national legislation.<sup>196</sup>

SPF project funding in impact area 1 enabled UN Women Sierra Leone to share the lead with UNDP in supporting the constitutional reform process, and ensuring that the gender equality and women's empowerment perspectives are not neglected during this process.

### ***UN Women Strategy Note 2014-2017***

The Ebola Emergency & Crisis hindered the UN Women Country Programme Office/Sierra Leone from developing a detailed Strategy Note; although as noted below pertinent annual work plans were developed. However, the latter were overtaken by evolving events, specifically in impact area 4.

#### ***Impact Area 1: Women lead and participate in decision making at all levels***<sup>197</sup>

<sup>194</sup> Republic of Sierra Leone/Ministry of Social Welfare, Gender and Children's Affairs/UN Women, OXFAM, Statistics Sierra Leone (2014). 'Report of the Multi sector Impact Assessment of Gender Dimensions in the Ebola Virus Diseases (EVD) in Sierra Leone'. December.

<sup>195</sup> Republic of Sierra Leone/Ministry of Social Welfare, Gender and Children's Affairs(205/b). 'Sierra Leone National Action Plan (SILNAP) Implementation of UNSC Resolutions 1325 (2000) & 1820 (2008). Supported by UN Women Sierra Leone.

<sup>196</sup> UN Women/Global Network on Women Peacebuilders (2014/a). 'Civil Society In-Country Monitoring Report on the Status of the Implementation of the UNSCR 1325 & 1820'.

<sup>197</sup> UN Women (2016/b). 'UN Women Strategic Note 2016-2017'. UN Women Country Office SN Report 2016.



Following the global strategic direction of UN Women, substantiated by the recent review of Beijing Platform for Action (BPfA), women's political empowerment remains a priority area showing a small improvement over the last decade (2005). Both the level of representation and participation of women fell short of the agreed target of 30% (1995) despite the normative frameworks. This limited improvement is a combination of institutional, structural and cultural constraints. This area of empowerment therefore, remains equally a focus area under the SDG goal 5 calling for full and effective participation of women in decision making in the public sphere.

The country is going through a unique opportunity of Constitutional review in 2015-16. UN Women, alongside UNDP partnered and facilitated the consolidation of women's voice in this reform process. The draft version of the Constitution is likely to be approved in 2016 paving the way for accelerating women's representation and participation. In this regard UN Women will continue to support the constitutional review process to ensure that the constitution makes adequate provisions to promote gender balance in elections and the public sector. UN Women will support activities that promote and raise awareness on the need to include more women into decision-making positions as Parliamentarians, Local Councillors, and Electoral Management Bodies as well as in the Community structures in preparation for the 2016/7 Local Council Elections and the 2018 Presidential Elections. UN Women will also work with political parties and advocate for the reform of their policies and procedures to include women and will target that at least two leading political parties will revise their policies on women's participation. UN women will also engage with women, emphasising the importance of having strategic participation in the on-going Constitutional Review and in building their capacity to seek leadership and mobilize resources to increase the likelihood of their nomination and election. UN Women will work closely with UNDP and other development partners on these initiatives.

#### ***Impact Area 4: Peace, Security and Humanitarian Action***<sup>198</sup>

*Strategic Alignment:* UN Women's work on this particular area is championed by women leadership and participation, fostered by the governments. Data from 39 countries show that the presence of women police officers correlates positively with reporting of sexual assault. Yet on average, based on 99 countries with available data, women make up only 10 per cent of police forces.

*Context:* In the national context, with the findings from an evaluation that started in 2015, UN Women will support the SILNAP National Steering Committee in the development and production of the second generation of National Action Plan for the Implementation of UNSCR 1325-1820 (2016-2020). UN Women will work with local partners to further strengthen local mechanisms to implement the same linking the programme to local level planning. Based on a research by UN Women and Government of Sierra Leone 56% of Ebola victims were women- the prime reason for this being their vulnerability and exposure performing as household care giver, as well as their productive and reproductive role. In the post EVD phase, UN Women's actions will focus on engendering a few SOPs for future use.

Through UN Women's strengthened coordination role as a key addition, If an enabling environment for implementation of WPS commitments is created; if women participate in decision-making processes related to the prevention, management and resolution of conflict in a quality manner; and if the safety, physical and mental health and economic security of women and girls are assured, their human rights respected, and their specific needs met in the peace building and recovery process; then societies will be more peaceful & gender equal; because evidence shows that women are drivers of peace and security, inclusive societies are more likely to be stable & post-conflict settings are opportunities to address underlying gender inequality barriers.

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<sup>198</sup> UN Women (2016/b). 'UN Women Strategic Note 2016-2017'. UN Women Country Office SN Report 2016.

### ***UN Women Sierra Leone Resource Mobilization***<sup>199</sup>

The overall goal of the resource mobilization strategy is to ensure adequate resources to meet the aspirations of UN Women in Sierra Leone as part of supporting its constituent in Sierra Leone; mobilizing all national key players to fulfill their commitments made at the global level to invest in gender equality for achieving the Sustainable Development Goals in the localized context; mapping donor commitments in support of national priorities; fulfilling UN Women Sierra Leone's outcomes and outputs in the Annual Work Plans; increasing competence in resource mobilization; and pursuing the opportunity of new partnerships and mechanisms for spearheading the national priorities and agenda on gender equality.

### ***UNDAF in Sierra Leone***

The Sierra Leone UNDAF covers 8 pillars. UN Women is cited as contributing partner in Pillars 1, 6 and 7; and as outcome convener in Pillar 8.

#### *Pillar 1. Economic Diversification to Promote Inclusive Growth*

Outcome convener: UNDP

Contributing agencies: FAO, WFP, UNIDO, UNWOMEN, UNCDF, ILO

#### *Pillar 6: Strengthen Social Protection Systems*

Outcome convener: WFP

Contributing agencies: UNFPA, UNICEF, IOM, UNAIDS, UNWOMEN, ILO, UNOPS

#### *Pillar 7: Governance and Public Sector Reform*

Outcome convener: UNDP

Contributing agencies: UNFPA, UNICEF, UNWOMEN, IOM, WHO, UNODC, ILO, UNOPS, UNESCO

#### *Pillar 8: Gender Equality and Women's Empowerment*

Outcome convener: UNWOMEN

Contributing agencies: WFP, UNAIDS, UNDP, IOM, FAO, UNICEF, UNFPA, OHCHR, UNIDO, ILO, UNHCR, UNOPS, UNESCO.

UN Women Sierra Leone has established its niche within the UN system, supported by the Resident Coordinator and a pro-active leadership in the UN Women Country Office that seized the emerging Ebola crisis as a platform for providing the evidence base for gender mainstreaming in humanitarian action, for capacity building of national counterparts (the Statistics Office), strengthening cooperation with the Ministry of Social Welfare, Gender and Children's Affairs (MSWGCA) and leveraging other funding sources (from UNDP).

### ***Views of Stakeholders***

#### *National Counterparts (Government, NGOs, civil society activists)*

Most of national stakeholders interviewed or who participated in focus group discussions are familiar with UN Women's activities in impact areas 1 and 4, though few women are aware how these activities are funded. The two impact areas are perceived to be strategic importance to national priorities as detailed in the National Gender and Women Empowerment Strategy 2010-2014, and are moreover in accordance with Pillar 8 of the Country's National Development Blueprint- *The Agenda for Prosperity 2012-2017*.<sup>200</sup>

*In impact area 1*, continuous UN Women engagement in the constitution reform process has served to build recognition on the crucial role of women in the current constitution review process. This has prompted a statement by the Sierra Leone President to increase the quota of female cabinet

<sup>199</sup> UN Women (2016/d). 'Resource Mobilization Strategy 2016- 2017'.

<sup>200</sup> Government of Sierra Leone (2013). 'The Agenda for Prosperity. Road to Middle Income Status. Sierra Leone's Third Generation Poverty Reduction Strategy Paper'.

members to at least 30%. Furthermore UN Women programs has strengthened women's capacity to stand up and speak out, making meaningful inputs as related to gender mainstreaming and addressed women/girls specific needs. Un Women has also contributed to creating a space for grassroots women in various Districts to participate and contribute the constitutional process.

#### *UN Partners*

UN Partners are generally aware of UN Women Sierra Leone's limited human capacity<sup>201</sup> and financial resources, but nevertheless perceive that a fundamental objective is to strengthen UN Women's strategic role and capacity to exercise its triple mandate contributing to supporting women's leadership, political empowerment, peace and security including policy and strategic capacities at the field level for stronger project implementation.

Belief in the potential of UN Women is reflected, for example, in UNDP providing additional funding to support outreach activities targeting grassroots women to involve them in the Constitutional Review Project. In turn this has raised awareness among stakeholders in the UN system in Sierra Leone regarding the importance of engendering the constitutional reform process, with positive implications for enhanced strategic partnership coordination. UN Women have an ongoing MOU with WFP which is aimed to provide technical support to strengthen WFP internal systems, thereby ensuring gender responsiveness in program design and monitoring activities and also gender sensitive in terms of data collection, analysis and reporting. UN Women has also been instrumental in leading and completing a WFP evaluation on Gender Policy. Findings from this evaluation were used to formulate a new Gender policy in line with requirements of the UN-SWAP.

UN Women is perceived to play an active role in the UN Gender Task Team, building on its visible strategic response to the Ebola crisis and pro-active stance towards engendering the UNCT and the UNDAF process.

### **Annex 8.6: UN Women in Somalia**

#### *The Somali context*

Decades of violent conflicts and clan-based power struggles have taken a great toll on the people of Somalia. It remains a country with extreme poverty and currently tops the global Fragile States Index (2016).<sup>202</sup> Somalia is also clearly last in the African Development Bank's Gender Equality Index from 2015, ranking 52 African countries.<sup>203</sup> Somalia ranks 167/168 in Transparency International's 2015 Corruption Perception Index, sharing the last place with North Korea.<sup>204</sup>

There is a general lack of reliable data on human development and gender indicators in Somalia. The latest Human Development Report for Somalia from 2012 noted a general unemployment rate of 54% - 67% for youth between 14 and 29 years of age, and 74% for young women in that age group.<sup>205</sup> The overall female participation in the labour force stood at 37% in 2014 (over 15 years of age), compared to 75% for the male population.<sup>206</sup>

The Somali society is highly patriarchal and women experience discrimination at all levels of society. Early and forced marriage and teenage pregnancies are highly prevalent in Somalia. The legal age of marriage is 18 (16 with parental consent), but it is estimated that about half of all girls are married before the age of 18. This places Somalia 12<sup>th</sup> on Girls-not-Brides' list of the 20 countries in the world

<sup>201</sup> The Country Office has a staff of ten; apart from the Country Representative and a P4 expert on coordination, the rest if the staff are nationals.

<sup>202</sup> Fund for Peace: <http://fsi.fundforpeace.org/rankings-2016>

<sup>203</sup> African Development Bank (2015): Empowering African Women; An Agenda for Action, p 7.

([http://www.afdb.org/fileadmin/uploads/afdb/Documents/Publications/African\\_Gender\\_Equality\\_Index\\_2015-EN.pdf](http://www.afdb.org/fileadmin/uploads/afdb/Documents/Publications/African_Gender_Equality_Index_2015-EN.pdf))

<sup>204</sup> Transparency International 2015: <https://www.transparency.org/country/#SOM>

<sup>205</sup> UNDP Human Development Report for Somalia 2012, p xix.

<sup>206</sup> World Bank 2014: <http://data.worldbank.org/indicator/SL.TLF.CACT.MA.ZS> (male); <http://data.worldbank.org/indicator/SL.TLF.CACT.FE.ZS> (female)

with the highest rate of child marriage.<sup>207</sup> Gender-based violence is common and deeply rooted in traditions and culture. Somalia also has one of the highest rates of Female Genital Mutilation (FGM) with estimates as high as 98%.<sup>208</sup> Somalia is one of the very few countries in the world that has not ratified CEDAW, but the current Government has recently committed to do so.

Women are also significantly disadvantaged in terms of access to justice. Tradition and cultural norms prevent open discussion of issues such as domestic violence and rape and pathways to justice for those who do report abuse are scarce. With the collapse of the formal justice system and institutions, traditional and informal mechanisms of justice have gained in importance – usually comprising a mix of customary legal principles, Sharia law and colonial remnants of the colonial legal system.<sup>209</sup> Formal legal reforms therefore so far have little effect in the lives of most Somali women. For example, although Somali law provides for equal inheritance rights for women and men, sharia and customary law often prevent women from getting their share.<sup>210</sup>

In addition to the complex socio-political context and high levels of discrimination and violence against women, the operational environment in Somalia is highly volatile with internal clan-based conflicts and high levels of violence by Al-Shabab against the government and the international presence in Somalia, including the UN and NGOs. UN Women therefore face significant operational challenges and high logistical and security costs.

### *UN Women Somalia Country Programme*

After two decades of civil war, the first internationally recognized Federal Government of Somalia (FGS) was formed after national elections in 2012. In September 2013, the FGS and the international community endorsed the Somali Compact under the New Deal process, outlining peacebuilding and statebuilding goals for 2014-2016. The UN endorsed the compact and in 2014, the UN and FGS agreed on an Integrated Strategic Framework (ISF) outlining UN's role in supporting the implementation of the Compact.<sup>211</sup> Whereas some progress has been made at institutional level, the development has stalled due to continued political power struggles and an increasing violence.

Among the UN commitments under the ISF are supporting the development of a National Gender Policy, support to legislative drafting promoting gender equality and women's empowerment, promotion of the participation and representation of women in political processes, support efforts to strengthen protection from gender-based violence, and increase of access to services for women.<sup>212</sup> These commitments formed the basis of UN Women's engagement in Somalia in 2014-2016.

In 2014, UN Women decided to utilize SPF funding to second a senior gender adviser to the Resident Coordinator/Humanitarian Coordinator (RC/HC) in Somalia. The adviser worked closely with the gender adviser to the Office of the Special Representative of the Secretary General (SRSG) – a position that was already institutionalized in the UN Mission (UNSOM). The adviser was based in Nairobi, but travelled frequently to Somalia, and reportedly spent several days per week in Mogadishu. There was a close working relationship between the seconded senior gender adviser and UN Women, which helped UN Women significantly in developing its own role and building networks in Mogadishu.

UN Women gradually built its presence, mainly through locally contracted staff and consultants, in Puntland, Somaliland and in Mogadishu, but the core of the Country Programme Staff was still located in Nairobi. UN Women engaged in training and capacity building of other UNCT members, programmatic work to build capacity and support the work of relevant Ministries in Somaliland,

<sup>207</sup> <http://www.girlsnotbrides.org/where-does-it-happen/>

<sup>208</sup> World Health Organization: <http://www.who.int/reproductivehealth/topics/fgm/prevalence/en/>

<sup>209</sup> UNDP Human Development Report for Somalia 2012, p 23.

<sup>210</sup> UNDP Human Development Report for Somalia 2012, p 23.

<sup>211</sup> United Nations Somalia Integrated Strategic Framework 2014-2016.

<sup>212</sup> UN Women Strategy Note Somalia 2014-2016.

Puntland and in Mogadishu, as well as project implementation with NGO's across the country, and coordination of gender efforts within the UNCT.

The Country Programme Manager chaired the Gender Theme Group (GTG) together with the Senior Gender Advisor to the RC/HC. Stakeholders who were involved at the time have stated that it was clear that the GTG was not working well and that there was a high degree of competition and interpersonal challenges in the group. A central point of contention was the allocation the GTG's available funds for programme/project implementation. In a Gender Scorecard Assessment in August 2014, the work of the GTG was heavily criticized as ineffective and unable to support the UNCT. The consultant recommended the GTG be dissolved and built from scratch with renewed commitment from senior management of the UNCT and with experienced expert advisors as members.<sup>213</sup>

UN Women in Somalia went through a reset in mid-2015 with the recruitment of the current Country Programme Manager. As she came in, in May 2015, she reviewed the structure of the Country Office, scattered in four different locations, and the broad focus of the Strategic Note, in light of available resources and the highly complex operational environment, and decided that the Programme needed to be restructured. The Strategic Note was revised to better reflect a more strategic and catalytic role for UN Women, engaging with specific expertise on gender issues in broader programme efforts together with other agencies, rather than small-scale gender programming. The same direction has been kept and reinforced in the new Strategic Note for 2017-2019.

The GTG was revived in the fall of 2015, again chaired by the UN Women Country Programme Manager and the UNSOM Senior Gender Advisor. There are still reports, however, of significant disagreements on the respective roles and mandates among GTG members. Nevertheless, the GTG has managed to draft a UNCT Gender Strategy, at least partially seeking to address issues of division of responsibilities (the Evaluation Team has not yet seen this draft).

One of the central differences of approach is to move the centre of gravity of the Somalia Country Programme more decisively to Mogadishu and focus efforts on the advisory and research/knowledge aspects of the organization's mandate and not seeking to compete with UNDP and other UN agencies and programmes in terms of geographic reach or programming. The UN Women offices in Somaliland and Puntland will essentially be dismantled, keeping only a car and a driver in each place (pooled with UNDP and/or other agencies/programmes with permanent presence on the ground).

The core of UN Women's programming will be participation or lead in joint programmes and programmes funded through Multi-Party Trust Funds (MPTF). The Office is currently participating in the joint Rule of Law programme, and leads a joint programme on Enablers, focusing on 'enabling' support to coordination, advocacy, research and knowledge management; and planning for a leading role in a joint programme on Political Participation from September 2016 and a joint programme on Human Rights and Women, Peace and Security from January 2017. UN Women also plan to engage more directly in research and the production and dissemination of knowledge products in the coming strategy period.

The New Deal Compact will end in 2016 and then be replaced by a National Development Plan (NDP), currently being developed by the FGS. UN Women in Somalia, together with UNSOM and others in the GTG has engaged heavily with the FGS to support the mainstreaming of gender equality in the NDP.

### *SPF funding in Somalia*

There are two SPF-funded initiatives relevant to Somalia:

(I) Secondment of a senior Gender Advisor (P-5) to the office of the Resident Coordinator/Humanitarian Coordinator in Somalia (a position subsequently taken over by the UN Mission in Somalia, UNSOM).

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<sup>213</sup> Seagar, Joni, Gender Scorecard Assessment for UNCT Somalia, Final Report: August 2014.

(ii) Country Programme in Somalia received support from SPF-funded seconded expert at the Global Focal Point for Police, Justice and Corrections<sup>214</sup> in New York, in designing and setting up a joint Rule of Law Programme in Somalia.

Seconding a senior gender advisor to the RC/HC for Somalia strengthened the overall capacity to mainstream and address gender issues and engage in the WPS agenda of the UN Mission in Somalia. The advisor worked closely with the gender adviser of the Special Representative of the Secretary General (SRSG) – a position that was already institutionalized within UNSOM. When the gender advisor to the SRSG left the mission in late November 2014, the senior gender advisor to the RC/HC started supporting also the office of the SRSG. As the secondment ended in March 2015, it was decided to create an integrated gender office, supporting both the SRSG and the RC/HC.

Even though the advisor was under the line management of the RC/HC, she maintained close contacts with UN Women and supported the efforts of UN Women in Somalia. This proved very important for UN Women in its efforts to strengthen its role within the UNCT and build its relationships in Somalia. As UN Women has developed its capacity and presence in Mogadishu, a new relationship has to be built with the senior gender adviser of UNSOM, as well as with gender advisors at other UN agencies and programmes. There have been significant competition and ‘turf fights’ within the GTG, also after its revival in 2015.

The SPF funded gender expert seconded to the Global Focal Point on Police, Justice and Corrections in New York was deployed to support UN Women’s engagement in the design of the joint Rule of Law programme in Somalia. The expert has frequently travelled to Nairobi and Somalia to support the UN Women Somalia Team in its efforts to integrate a solid gender perspective in the joint Rule of Law programme in Somalia. Whereas there are several voices within UN Women stating that the programme is still not sufficiently responsive to the realities of Somalia and women’s actual pathways to justice across the country, the support of the expert from the Global Focal Point is described as very helpful and important for UN Women’s ability to participate seriously in designing and setting up the programme.

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<sup>214</sup> The Global Focal Point on Police, Justice and Corrections was set up by the UN DPKO and UNDP in 2012 after the Secretary General had designated these agencies to establish a function to ensure a coordinated ‘one UN’ operational country support to justice sector actors in conflict and crisis settings.



## ANNEX 9: Operational challenges identified in progress reports

The desk review of SPF documentation revealed a number of key challenges that in various ways and to varying extent have had implications for the way in which SPF has delivered in relation to the evaluation criteria – relevance, effectiveness, efficiency and sustainability. These are listed below. Most of the key challenges outlined in this annex have been outlined in the SPF Progress Reports – others have become evident from reviewing additional documents.

### *'Growing Pains'*

- ✓ Completing the process of organisational design, strengthening country presences, improving business practices and putting in place the foundations of the new structure in the field and corresponding changes in UN-Women's headquarters triggered some delays in decisions relating to recruitment processes affecting the first year of implementation of the SPF programme.
- ✓ The setup phase of the Global Initiative proved lengthy in the midst of a change management exercise.
- ✓ Continuing challenges of the humanitarian system to deliver on gender equality commitments has implications for UN Women addressing its triple mandate.<sup>215</sup>

### *Human Resources*

- ✓ Overall, in spite of progress in placing experts with the required professional experience to contribute under *impact areas 1 and 4*, capacity gaps continue to exist; keeping in mind that experts were provided for short-term support in respect of impact area 1, while impact area 4 involved longer-term deployment to some extent linked to growing expectations for UN Women's technical support.
- ✓ The need to strengthen standardizing the process of rapid deployments.
- ✓ The need to strengthen coordination within the UN system to ensure effective leveraging of synergies between the different components of the SPF.
- ✓ Insufficient resources and vacancies in key positions in some country offices with implications for UN Women's ability to deliver its triple mandate at the country level.

### *UN Women Country Offices*

- ✓ Ensuring that UN Women Country Programme and Project Offices have the required capacity and financial resources to implement the organization's pivotal role as per its triple mandate.
- ✓ UN Women's capacity to co-ordinate with its partners is somewhat challenged (particularly at the country level) by the relatively limited available resources.
- ✓ In turn, this may be exacerbated in countries where UN Women has not yet established a country office, depending instead on deployment of a Gender Specialist hosted by the UN system; or a gender specialist placed in the UN Women Regional Office.
- ✓ The effectiveness of the decentralised organisation may be limited by staff shortages at the country level and the lack of adequate oversight and monitoring mechanisms at country and project levels.
- ✓ UN Women Regional Offices are relatively new and bearing in mind the regional architecture is not meant to lead to an 'extra layer of bureaucracy', they may not be at the same level of functioning due to differing levels of human and financial resources.
- ✓ Challenges faced by UN Women to be recognized as an equal partner in the humanitarian field.

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<sup>215</sup> As concluded in the Inter-Agency Standing Committee/Gender Reference Group (IASC.GRG). 2015. 'Review of IASC Policy Statement on Gender Policy in Humanitarian Action. Implemented by UN Women on behalf of the IASC/GRG: gender mainstreaming in humanitarian action requires concerted efforts to address weaknesses and limitations.



- ✓ Need for a systematized process to channel support from United Nations strategic partners and national counterparts on constitutional and electoral technical assistance, and gender responsive humanitarian action.

#### *Defining and presenting results*

- ✓ The 12 Flagship Programming Initiatives – aligned with UN Women’s Strategic Plan 2014-2017 - were approved and launched during the 3<sup>rd</sup> quarter of 2015, each of which has a separate theory of change. Response to the SPF Survey reveals that some UN Women staff find dealing with the TOC to be a challenge.
- ✓ One-third of performance indicators in the 2014-2017 Development Results Framework initially lacked baseline data.
- ✓ The annual UN Women Data Companion documentation reveals that gender-related statistics are not available in certain domains, that such statistics are often not comparable, and that the quality of data varies significantly between countries. Disaggregation of available statistics by sex remains a challenge, particularly in the humanitarian field.

#### *Insufficient resources*

- ✓ Existing global challenge between expectations/demands and available resources, and between competing demands on the use of SPF funds.
- ✓ UN women is faced with the continuing challenge of identifying and strengthening its niche and opportunities for funding, keeping in mind insufficient funding to cover countries other than the Low Development Countries.
- ✓ Due to limited funding, UN Women had to contend with shortages of regional experts; this means the organization needed to be creative in the priority deployment of advisers, since not all the required advisors could be afforded. In turn UN Women needs to ensure a mix of advisors in Headquarters and Regional Offices.
- ✓ Exchange rate fluctuations may impact on deployments and on level of disposable funding.

#### *Volatility of countries in which UN Women works*

- ✓ Continued volatility and geopolitical, peace and security, human rights, and economic challenges.
- ✓ Political crisis in the countries of intervention and lack of a conducive environment to a peaceful democratic electoral process, national dialogue and credible government institutions - in particular, in defence and security sectors.

#### *Difficulties of working within the selected impact areas*

- ✓ Implementing the process by which countries are prioritized in order to receive targeted technical assistance and expert missions is a challenge.
- ✓ The changing nature of electoral and constitutional processes requires flexibility and long-term investment to capture results.
- ✓ Making progress in women’s political participation in various regions requires change of mindset at global, regional and national levels.
- ✓ There has as yet not been enough buy-in for gender equality and women’s empowerment in humanitarian action.
- ✓ United Nations agencies working in the humanitarian field do not acknowledge that UN Women’s mandate extends to humanitarian action apart from its mandate in the development sphere – reflected for example in its role as the custodian of SWAP with possible implications for UN Women achieving intended results in SPF funded interventions.

#### *IASC*

- ✓ To date, application for membership in the IASC has not been successful, in spite of UN Women’s co-chairing role in the IASC Gender Reference Group, funding research and key activities on

gender responsiveness in humanitarian action (including through SFP funding), on behalf of the IASC, as well as functioning as the GRG Secretariat.

- ✓ Not being a member of IASC complicates matters, as UN Women is not an equal partner in fora where decisions on humanitarian action/responses are made, both at the normative global level and in the field; even though the SPF funding has supported research and deployment of gender specialists for the benefit of the IASC and its humanitarian coordination function.

#### *Partnerships*

- ✓ The challenge of strengthening existing partnerships and pursuing new partnership opportunities, especially in humanitarian action.
- ✓ Link with the challenge of expediting the achievement of UN system objective of *Delivering as One* and implementing agreements in the Quadrennial Comprehensive Policy Review (QCPR).
- ✓ Link with the continuing challenge of UN Women to reinforce its pivotal role and niche in fulfilling its triple mandate.

## ANNEX 10: Progress as of 2015

Table: Progress on Impact Areas 1 and 4 in the UN Women Data Companion 2015

<b>IMPACT AREA 1: Leadership and Political Participation</b> priority area of work in 86 countries out of 93 countries where UN Women had programme presence		
<b>Indicators</b>		
<b>Progress Achieved 2015</b>	<b>On Track 2015</b>	<b>Off Track 2015</b>
<b>1.1A</b> Number of countries with constitutional provisions that specifically promote women's participation in decision making <b>(160%)</b>	<b>1A</b> Number of countries that have achieved more than 30% of women in parliamentary positions <b>(68%)</b>	<b>1B</b> Number of countries that have achieved more than 30% of women in ministerial positions <b>(13%)</b>
<b>1.1.3A</b> Number of countries in which knowledge provided by UN Women is available to support development of gender responsive policies <b>(221%)</b>	<b>1.2B</b> Number of countries with gender equality committees in parliament <b>(56%)</b>	
<b>1.2.2A</b> Number of countries supported by UN Women that have increased the capacity of women candidates and party members to participate in political life <b>(111%)</b>	<b>1.3A</b> Number of countries with national dialogues and policies influenced by gender equality advocates <b>(74%)</b>	
<b>1.2.3A</b> Percentage of countries receiving UN electoral assistance where Electoral Management Bodies adopt reforms to promote women's participation as voters <b>(106%)</b>	<b>1.1.1A</b> Number of countries supported by UN Women in which national partners adopt or reform constitutional, legal and policy reforms on temporary special measures <b>(56%)</b>	
	<b>1.1.2A</b> Number of Electoral Management Bodies (EMB) in countries supported by UN Women reporting sex-disaggregated data <b>(83%)</b>	
	<b>1.2.1A</b> Number of parliaments in countries supported by UN-Women that introduce legislative measures to promote gender equality and women's empowerment <b>(85%)</b>	
	<b>1.3.1A</b> Number of countries supported by UN Women where networks of academics, elected women and other opinion makers advocate for women's political participation <b>(93%)</b>	
	<b>1.3.2A</b> Number of countries supported by UN Women where gender equality advocates and civil society have participated in national dialogues on political participation <b>(70%)</b>	

<b>IMPACT AREA 4: Peace and Security and Humanitarian Action was a priority area of work in 68 countries out of 93 countries where UN Women had programme presence</b>		
<b>Indicators</b>		
<b>Progress Achieved 2015</b>	<b>On Track 2015</b>	<b>Off Track 2015</b>
<b>4A</b> Percentage change in women in leadership of peace missions <b>(100%)</b>	<b>4.1A</b> Number of countries implementing WPS National Action Plans (NAP) or other relevant planning instruments <b>(90%)</b>	<b>4.3.1A</b> Number of countries supported by UN Women where there is evidence of the use of the UN Women Accountability to Gender in Humanitarian Action Report to inform high level policy discussions <b>(27%)</b>
<b>4B</b> Average percentage of women participating in peace talks and transitional justice processes <b>(241%)</b>	<b>4.3A</b> Percentage of intergovernmental outcome documents on humanitarian action with specific provisions to strengthen targeted action for gender equality and women's empowerment in humanitarian action <b>(42%)</b>	<b>4.3.3A</b> Percentage increase in the number of humanitarian appeals and strategies that include a gender analysis <b>(25%)</b>
<b>4.2A</b> Percentage of UN supported peace agreements with specific provisions to improve the security and status of women and girls <b>(100%)</b>	<b>4.1.2A</b> Percentage of NAPs supported by UN Women that have concrete indicators for tracking progress <b>(71%)</b>	
<b>4.1.1B</b> Percentage funding from the Peace Building Fund allocated to gender equality and women's empowerment in countries supported by UN Women <b>(110%)</b>	<b>4.3.1B</b> Number of countries supported by UN Women, where there is evidence of the use of country specific research/ studies on Gender in Humanitarian Action to inform high level policy Discussions <b>(95%)</b>	
<b>4.3.2A</b> Number of countries supported by UN Women where humanitarian and disaster institutions and partners demonstrate capacity to integrate a gender perspective into policies and measures for humanitarian action <b>(126%)</b>		

## ANNEX 11: Detailed information on SPF funded deployments

Region	Country	Position	Duration	Status of deployment	Proforma 2016	Proforma 2015	Proforma 2014	Proforma 2013	Total	
EASTERN AND SOUTHERN AFRICA	Regional Office - East and South Africa	Policy Advisor on Governance, Peace and Security - P5	Dec 2014 to Dec 2016	Assignment ongoing	\$256 774	\$256 774	\$21 398		\$534 946	
	Democratic Republic of Congo	Programme Specialist (NOC/SC)	Sep 2014 to Dec 2016	Assignment ongoing	\$63 500	\$63 500	\$21 167		\$148 167	
	Eritrea	Gender Adviser	Dec 2014 to July 2015	Ended		\$133 305	\$19 044		\$152 349	
	Ethiopia	Chief of Staff for AU Special Envoy on Peace and Security	commitment as per purchase orders raised in ATLAS		Assignment ongoing	\$180 000	\$180 000	\$135 000		\$495 000
		Gender Policy Officer, Office of the Special Envoy on Women, Peace and Security of the Chairperson of the African Union Commission	SSA October 2015 to July 2016		Assignment ongoing	\$49 000	\$21 000			\$70 000
	Kenya	Senior Gender Advisor (Special Envoy to the Great Lakes) - P5	Jan 2014 to Dec 2015	Ended		\$256 774	\$256 774		\$513 548	
	South Sudan	Programme Specialist (NOC/SC)	Oct 2015 to Dec 2016		Assignment ongoing	\$93 835	\$23 459			\$117 294
		Gender Specialist - P4	Jun 2015 to Dec 2016		Assignment ongoing	\$305 779	\$178 371			\$484 151
	Somalia	Gender Advisor-P5	May 2014 to Dec 2015		Ended		\$210 000	\$150 000		\$360 000
Sudan	Programme Specialist (NOC/SC)	Oct 2015 to Dec 2016		Assignment ongoing	\$45 800	\$7 900			\$53 700	
WESTERN AND CENTRAL AFRICA	Regional Office - Central and West Africa	Policy Advisor on Governance, Peace and Security - P5	June 2015 to Dec 2016	Assignment ongoing	\$257 032	\$149 935			\$406 967	
	Guinea Bissau	Joint Programme Coordinator - P4 (converted from TA to FTA)	April 2013 to Dec 2016 (50% funding from SPF in 2016; 100% in previous years)	Assignment ongoing	\$94 024	\$188 048	\$188 048	\$141 036	\$611 155	

Region	Country	Position	Duration	Status of deployment	Proforma 2016	Proforma 2015	Proforma 2014	Proforma 2013	Total	
	Mali	Women, Peace and Security Specialist - P4	Oct 2014 to Dec 2016	Assignment ongoing	\$233 811	\$233 811	\$58 453		\$526 074	
	Sierra Leone	Programme Specialist	Aug to Dec 2015 (cost shared)	Ended		\$61 132			\$61 132	
		Programme Specialist	Aug to Dec 2015 (cost shared)	Ended		\$72 509			\$72 509	
AMERICAS AND THE CARIBBEAN	Regional Office - Panama	Peace and Security Specialist - P4	June to August 2014	Ended (new under recruitment)			\$55 837		\$55 837	
	Haiti (moved from CAR in 2016)	Gender Justice Expert - P5	June 2014 to Dec 2016	Assignment ongoing	\$302 848	\$334 195	\$194 947		\$831 990	
	Colombia	Programme Specialist (NOC/SC)	Jan 2015 - Dec 2016	Assignment ongoing	\$108 618	\$108 618			\$217 236	
ARAB STATES	Regional Office - Arab States	Economic Empowerment Advisor - P5	Sep 2015 to Dec 2016	Assignment ongoing	\$246 190	\$82 063			\$328 254	
	OPT	Humanitarian Gender Advisor (TA-P5)	15 April 2015 - 31 Dec 2016	Assignment ongoing	\$283 815	\$189 210			\$473 025	
	Jordan	Recovery Specialist - P4	Sep 2014 to August 2016 (100% 2014, 2015 and cost shared in 2016)	Assignment ongoing	\$191 875	\$287 813	\$95 938		\$575 626	
	Libya	Gender Specialist Fact Finding mission P4 TA	September 2015 - Feb 2016	Ended	\$36 564	\$73 128			\$109 691	
	Syria	SGBV Investigator for COI	April 2014 to May 2015	Ended		\$72 019	\$129 634		\$201 653	
		Gender Advisor/SGBV investigator	Nov 2013 to April 2014	Ended			\$66 014	\$33 007	\$99 021	
	Tunisia	Technical Advisor - Women's Human rights in Transitional context - P4	April 2015 to June 2016	Ended	\$100 142	\$150 213			\$250 354	
	Yemen	Gender Advisor - P5	Dec 2014 to Dec 2016	Assignment ongoing	\$319 222	\$237 235	\$18 485		\$574 942	
Programme Specialist (NOC/SC)		Jan 2016 to Dec 2016	Assignment ongoing	\$40 259				\$40 259		
EUROPE AND CENTRAL	Regional Office - Turkey	Policy Advisor on Governance, Peace and	June 2015 to Dec 2016	Assignment ongoing	\$252 296	\$147 173			\$399 469	

Region	Country	Position	Duration	Status of deployment	Proforma 2016	Proforma 2015	Proforma 2014	Proforma 2013	Total	
ASIA		Security - P5								
	Kyrgyzstan	Programme Specialist (Gender and Mediation) - P4	July 2013 to May 2014	Ended			\$96 335	\$115 602	\$211 936	
	Kosovo	Gender Specialist (NOC)	January 2014 to December 2016	Assignment ongoing	\$57 332	\$57 332	\$57 332		\$171 996	
	Macedonia	Gender Specialist (NOC)	August 2014 to December 2016	Assignment ongoing	\$70 889	\$70 889	\$29 537		\$171 315	
	Serbia	Gender Specialist - P3	January 2014 to October 2015	Ended		\$152 804	\$183 365		\$336 170	
	Serbia	Gender Specialist (NOC)	Jan 2016 to Dec 2016	Assignment ongoing	\$81 821				\$81 821	
	Turkey	Gender Specialist (NOC)	April 2014 to Dec 2016	Assignment ongoing	\$117 163	\$117 163	\$87 872		\$322 197	
ASIA&PACIFIC	Myanmar	Gender Advisor	October 2013 to December 2016	Assignment ongoing	\$271 977	\$271 977	\$271 977	\$67 994	\$883 924	
	Fiji MCO	Programme Specialist (national)	June 2016 to December 2016	Assignment ongoing	\$42 000				\$42 000	
		Humanitarian Gender Advisor (SSA)	June 2016 to December 2016	Assignment ongoing	\$87 000				\$87 000	
	Pakistan	Programme Specialist (NOC/SC)	July 2014 to December 2016	Assignment ongoing	\$75 834	\$75 834	\$37 917		\$189 585	
	Papua New Guinea	WPS Specialist - P3	April 2015 to December 2016	Assignment ongoing	\$264 717	\$198 537			\$463 254	
HQ	USA	Gender and Rule of Law Specialist - P4	Sep 2013 to Dec 2016	Assignment ongoing	\$275 517	\$275 517	\$275 517	\$91 839	\$918 389	WPS- Impact area 4
		Programme Specialist (Humanitarian Action)- P4	Dec 2015 - Dec 2016	Assignment ongoing	\$275 517	\$22 960			\$298 476	HA - Impact area 4
		Programme Specialist (Humanitarian Action)- P3	Dec 2013 - Dec 2016	Assignment ongoing	\$237 786	\$237 786	\$237 786	\$39 631	\$752 989	HA - Impact area 4
		Programme Specialist (Humanitarian Action)- P3	Jan 2014 to April 2015	Ended		\$79 262	\$237 786		\$317 048	HA - Impact



Region	Country	Position	Duration	Status of deployment	Proforma 2016	Proforma 2015	Proforma 2014	Proforma 2013	Total	
										area 4
		P3 Programme Specialist WPP (converted from TA to FTA in 2014)	Jan 2013 to Dec 2016	Assignment ongoing	\$237 786	\$237 786	\$237 786	\$171 016	\$884 374	WPP - Impact area 1
		Programme Manager for Proj. 83494	Long-term 24 months, Jan 2015 - December 2016	Assignment ongoing	\$171 016				\$171 016	Coordinati on/Mgmt
		WHS Gender Specialist - P4	February 2015 - Dec 2016	Assignment ongoing	\$201 717	\$184 908			\$386 625	HA - Impact area 4
<b>TOTAL OF DEPLOYMENTS</b>					<b>\$5 929 456</b>	<b>\$5 700 939</b>	<b>\$3 163 947</b>	<b>\$660 125</b>	<b>\$15 454 466</b>	

**ANNEX 12: SPF implementation 2011-2016: Progress on outcomes/outputs**



STRATEGIC PARTNERSHIP FRAMEWORK  
BETWEEN THE GOVERNMENT OF SWEDEN  
(REPRESENTED BY SIDA) AND UN WOMEN  
2011-2016

PROGRESS ON OUTCOME/OUTPUT INDICATORS

**OUTCOME 1.1 Legislation and policies to advance women’s right to participate in decision making at national and local levels are reformed/adopted and implemented.**

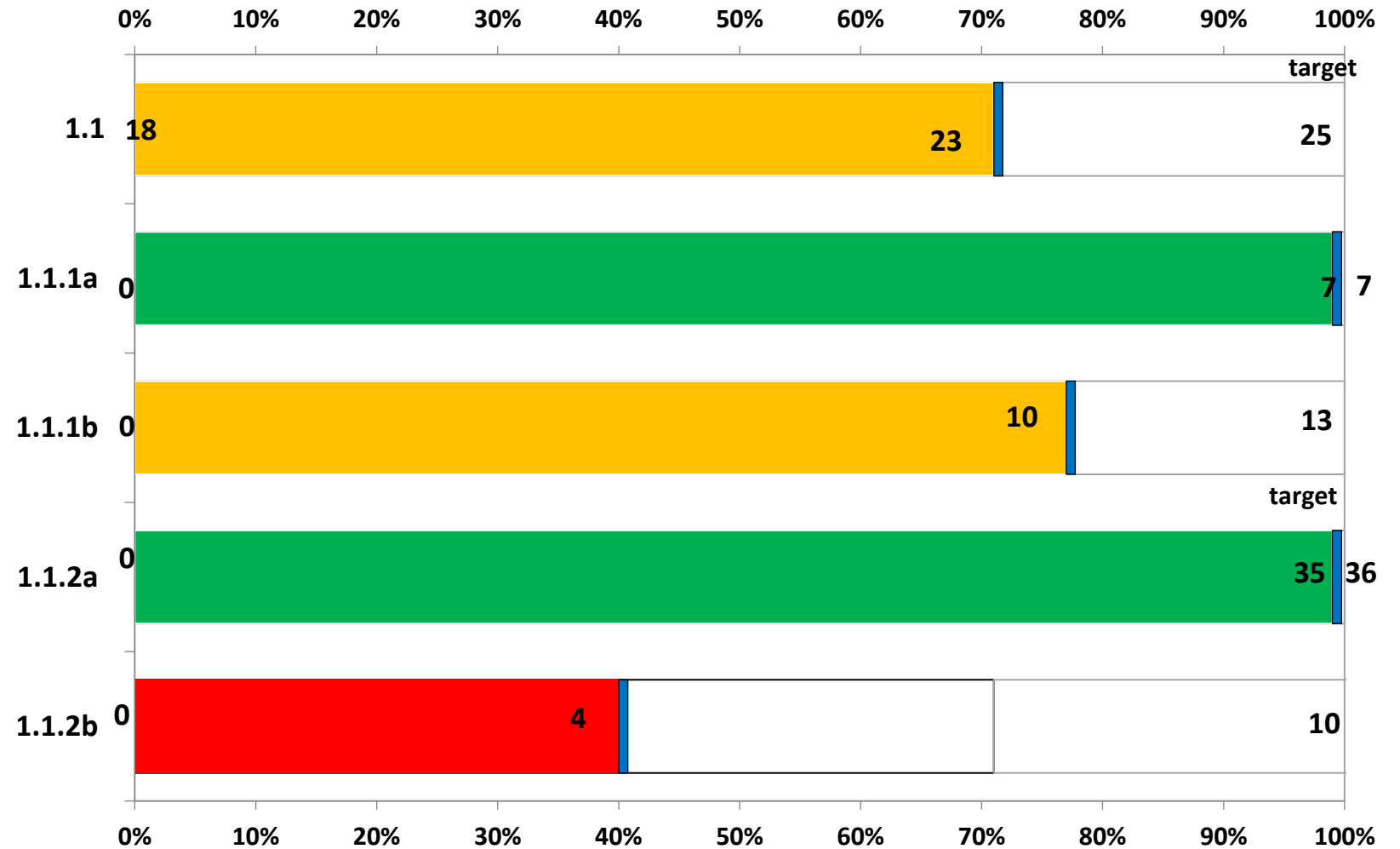
**Indicator 1.1** Number of countries supported by the programme with legislation and policies to promote women’s participation in decision making.

**Indicator 1.1.1a** Number of countries supported by the programme in which national partners adopt or reform constitutional, legal and policy reforms on temporary special measures

**Indicator 1.1.1b** Number of parliaments in countries supported by the programme that introduce legislative measures to promote gender equality and women’s empowerment.

**Indicator 1.1.2a** Number of countries in which knowledge provided by the programme is available to support development of gender sensitive policies

**Indicator 1.1.2b** Number of Electoral Management Bodies (EMB) in countries supported by the programme reporting sex-disaggregated data.

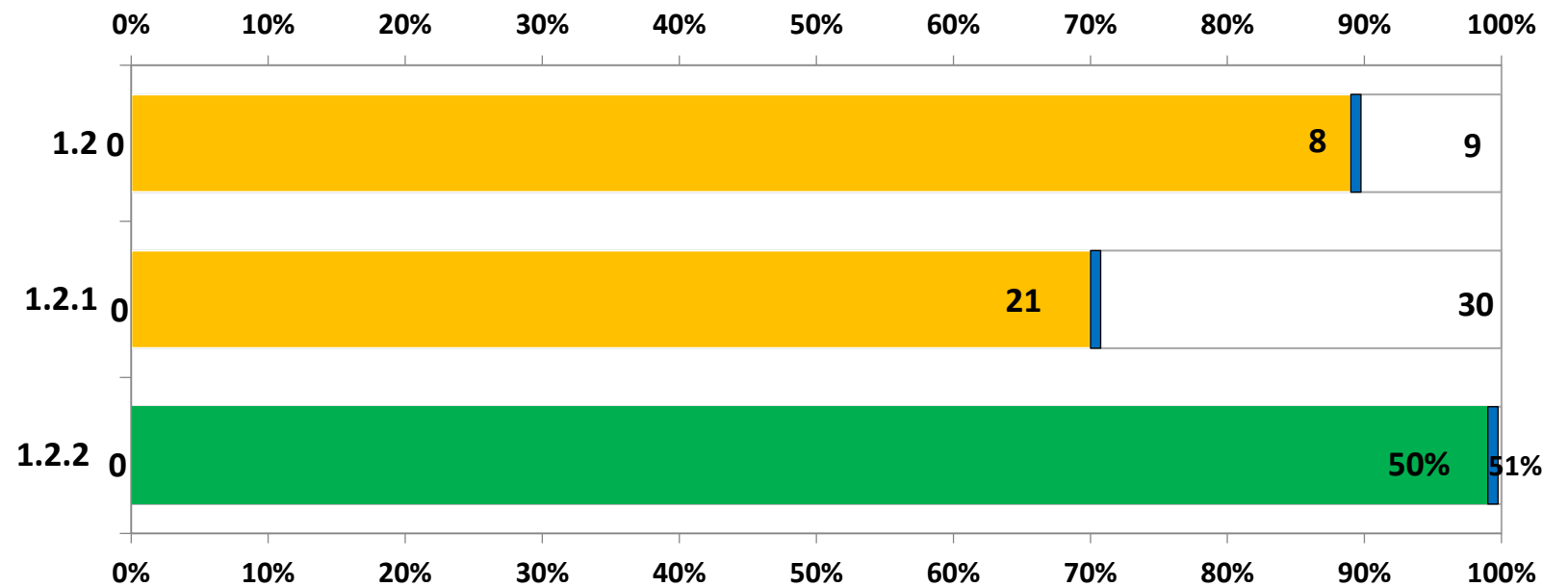


**OUTCOME 1.2 Gender responsive measures (mechanisms, processes and services) promote women’s leadership and participation in politics.**

**Indicator 1.2** Number of countries supported by the programme with gender equality committees in parliament.

**Indicator 1.2.1** Number of countries supported by the programme that have increased the capacity of women candidates and party members to participate in political life.

**Indicator 1.2.2** Percentage of countries receiving UN electoral assistance and supported by the programme where Electoral Management Bodies adopt reforms to promote women’s participation as voters.



**OUTCOME 4.1. Women, Peace and Security (WPS) commitments and accountability frameworks adopted and implemented in conflict and post-conflict countries supported by the programme**

**Indicator 4.1** Number of countries supported by the programme that implement WPS National Action Plans (NAPs) or other relevant planning instruments

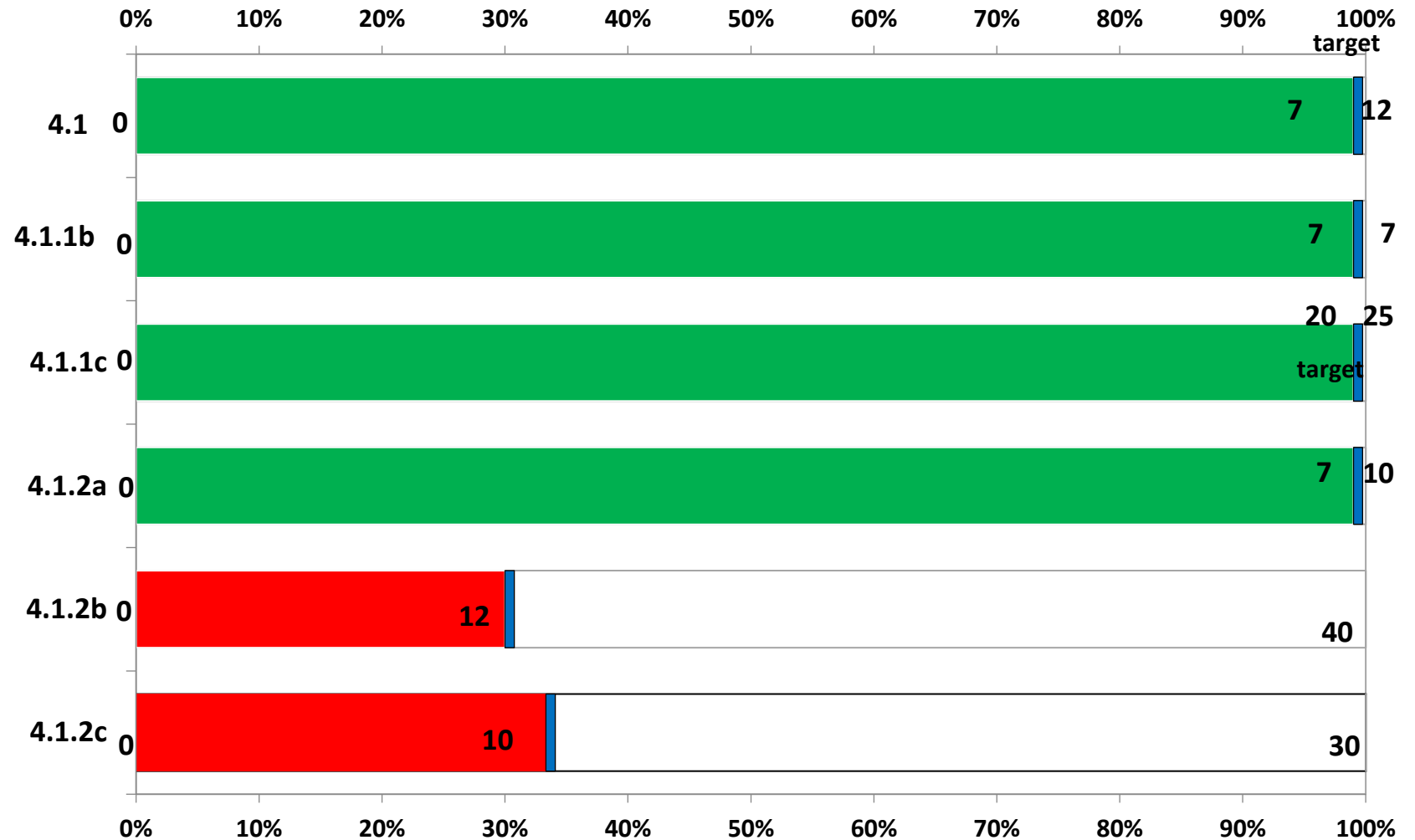
**Indicator 4.1.1b** Number of long-term experts (e.g. Gender Advisors, WPS Advisors) posted in conflict, post conflict and crisis situations under programme.

**Indicator 4.1.1c** Number of short-term experts (surge capacity) deployed to conflict, post-conflict and crisis situations under the programme

**Indicator 4.1.2a** Number of countries where there is no or limited presence supported by the programme to respond to conflict, post conflict and crisis situations.

**Indicator 4.1.2b** Number of long-term experts (e.g., Gender Advisors, WPS Advisors) posted in conflict, post conflict, and crisis situations under the programme.

**Indicator 4.1.2c** Number of short-term experts (surge capacity) deployed to conflict, post-conflict and crisis situations under the programme.



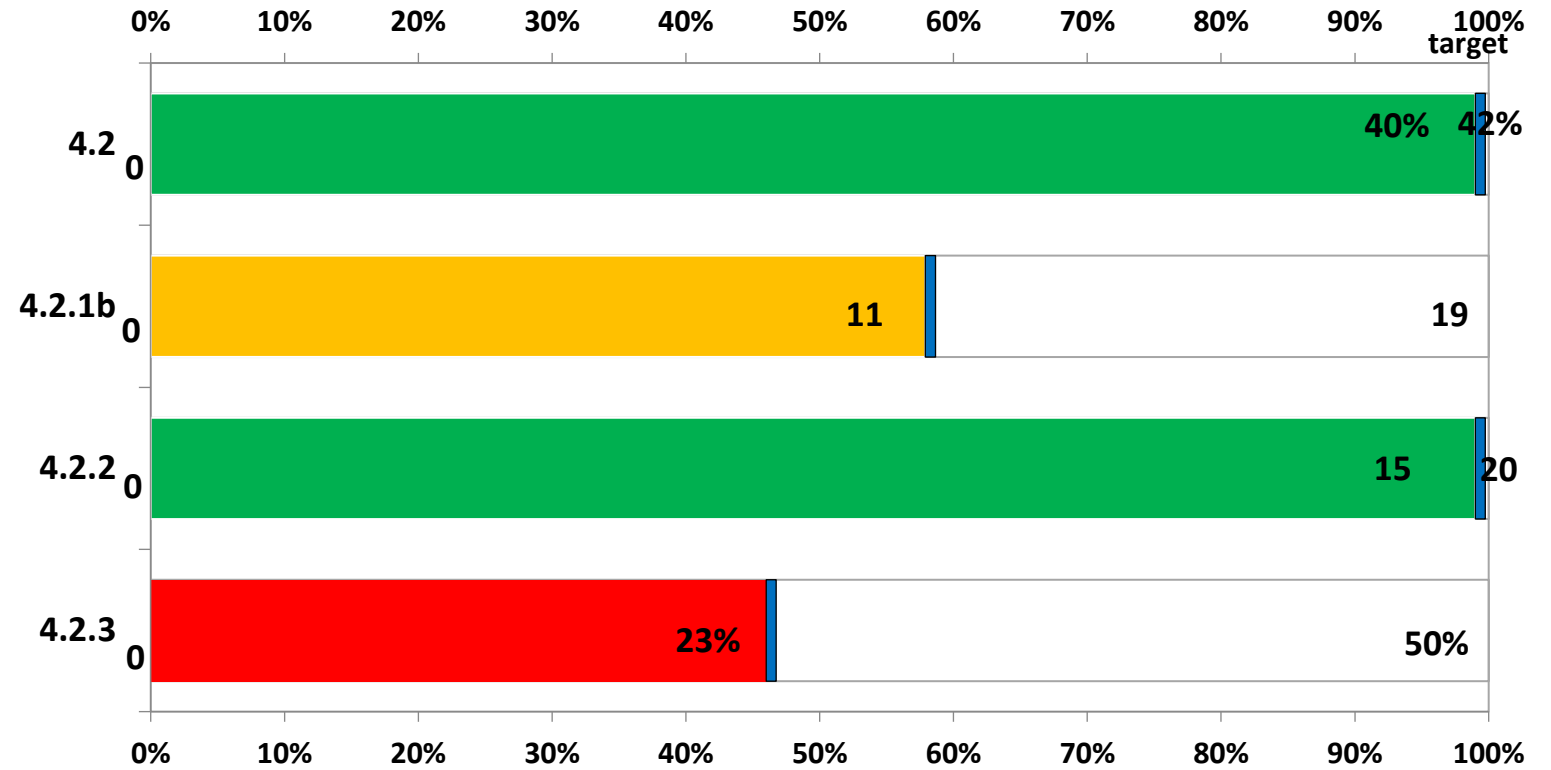
**OUTCOME 4.2. Gender equality commitments adopted and implemented in humanitarian action which includes disaster risk reduction and preparedness, response and early recovery.**

**Indicator 4.2** Percentage of intergovernmental outcome documents on humanitarian action with specific provisions to strengthen targeted action for gender equality and women’s empowerment in humanitarian action.

**Indicator 4.2.1b** Number of countries supported by the programme, where there is evidence of the use of country specific research/studies on Gender in Humanitarian Action to inform high level policy discussions.

**Indicator 4.2.2** Number of countries supported by the programme where humanitarian and disaster institutions and partners demonstrate capacity to integrate a gender perspective into policies and measures for humanitarian action.

**Indicator 4.2.3** Percentage increase in the number of humanitarian appeals and strategies that include a gender analysis in countries supported by the programme.





Impact Area/Outcome/Output	Indicator	Baseline <sup>1</sup>	Target <sup>2</sup>	Result	Progress <sup>3</sup>	Notes
<b>Impact 1: Women lead and participate in decision making at all levels</b>						
<b>Outcome Indicators</b>						
<b>OUTCOME 1.1</b> Legislation and policies to advance women's right to participate in decision making at national and local levels are reformed/adopted and implemented.	<b>Indicator 1.1</b> Number of countries supported by the programme with legislation and policies to promote women's participation in decision making.	18	25	23 <sup>4</sup>	71%	From the 2013 Baseline Survey of UN-Women country offices 60 countries reported constitutional provisions that specifically promote women's participation in decision-making. <b>18 of these countries</b> already with reported constitutional provisions that specifically promote women's participation in decision-making in 2012: Afghanistan, Burkina Faso, Cameroon, Cote d'Ivoire, DRC, El Salvador, Haiti, Honduras, Kazakhstan, Morocco, Nepal, Nicaragua, Pakistan, Paraguay, Sudan, Uganda, Zimbabwe.
<b>Output Indicators</b>						
<b>Output 1.1.1</b> Enhanced internal and national capacities to develop and implement constitutions, legal frameworks and policies that promote women's political participation.	<b>1.1.1a</b> Number of countries supported by the programme in which national partners adopt or reform constitutional, legal and policy reforms on temporary special measures.	0	7	7 <sup>5</sup>	100%	
	<b>1.1.1b</b> Number of parliaments in countries supported by the programme that introduce legislative measures to promote gender equality and women's empowerment.	0	13	10 <sup>6</sup>	77%	

<sup>1</sup> Unless otherwise indicated, the baseline year for an indicator is 2012

<sup>2</sup> Unless otherwise indicated, the target year for an indicator is 2016

<sup>3</sup> Progress measures a percentage of completion from baseline to target, calculated as: (Result – Baseline) / (Target – Baseline)

<sup>4</sup> Ecuador, Republic of Moldova, Sierra Leone, Sudan, and Tanzania.

<sup>5</sup> DRC, Liberia, Nepal, Nigeria, Morocco, Tanzania, Vanuatu.

<sup>6</sup> DRC, Ecuador, Liberia, Malawi, Morocco, Paraguay, Republic of Moldova, Tanzania, Turkey, Zimbabwe.

<b>Output 1.1.2</b> UN Women Country Offices and national partners have improved access to knowledge products and tools to formulate and implement constitutions, legal frameworks and policies that promote women's political participation.	<b>1.1.2a</b> Number of countries in which knowledge provided by the programme is available to support development of gender sensitive policies.	0	35	36 <sup>7</sup>	103%	
	<b>1.1.2b</b> Number of Electoral Management Bodies (EMB) in countries supported by the programme reporting sex-disaggregated data.	0	10	4 <sup>8</sup>	40%	
<b>Outcome Indicators</b>						
<b>OUTCOME 1.2</b> Gender responsive measures (mechanisms, processes and services) promote women's leadership and participation in politics.	<b>1.2</b> Number of countries supported by the programme with gender equality committees in parliament.	0	9	8 <sup>9</sup>	89%	IPU Parline database ( <a href="http://www.ipu.org/parline-e/Instancelist.asp">http://www.ipu.org/parline-e/Instancelist.asp</a> )
<b>Output Indicators</b>						
<b>Output 1.2.1</b> Strengthened capacities of women at all levels to promote women's participation in electoral processes both as candidates and voters.	<b>1.2.1</b> Number of countries supported by the programme that have increased the capacity of women candidates and party members to participate in political life.	0	30	21 <sup>10</sup>	70%	
<b>Output 1.2.2</b> Coordinated UN action through adoption of policies and guidance on TSM and electoral support on women's leadership and political participation.	<b>1.2.2</b> Percentage of countries receiving UN electoral assistance and supported by the programme where Electoral Management Bodies adopt reforms to promote women's participation as voters.	0	50%	51% <sup>11</sup>	102%	SG Report on Electoral Assistance 2015, UNDP GPECS Report, UN-Women annual reports

<sup>7</sup> Afghanistan, Antigua & B, Bangladesh, Belize, Bolivia, Burkina Faso, Burundi, Cameroon, DRC, Ecuador, Egypt, El Salvador, Grenada, Guyana, Honduras, Jamaica, Kazakhstan, Lebanon, Liberia, Libya, Malawi, Moldova, Morocco, Namibia, Nepal, Nicaragua, Nigeria, Pakistan, Paraguay, St Kitts & Nevis, S. Palestine, Sudan, Tanzania, Turkey, Uganda, Zimbabwe.

<sup>8</sup> CAR, Burundi, Paraguay, Tanzania.

<sup>9</sup> Afghanistan, DRC, Liberia, Morocco, Namibia, Paraguay, Sierra Leone, Turkey, Support also provided to Malawi, Tanzania, and Caucuses

<sup>10</sup> Bangladesh, Belize, Bolivia, Cameroon, DRC, Ecuador, El Salvador, Guyana, Honduras, Jamaica, Kazakhstan, Liberia, Malawi, Moldova, Morocco, Nepal, Nicaragua, Paraguay, St Kitts and Nevis, Sudan, Tanzania.

<sup>11</sup> Measurement: UN Women Annual Report on the implementation of the SP. Of 75 countries receiving UN electoral assistance in 2015, 38 (51%) had Electoral Management Bodies that adopted reforms to promote women's participation as voters. Through this programme, direct technical assistance to 14 EMBs has been provided contribution to progress towards this SG indicator.

**Impact 4: Peace and security and humanitarian action are shaped by women leadership and participation<sup>12</sup>**

Outcome Indicators						
<p><b>OUTCOME 4.1.</b> Women, Peace and Security (WPS) commitments and accountability frameworks adopted and implemented in conflict and post-conflict countries supported by the programme</p>	<p><b>Indicator 4.1</b> Number of countries supported by the programme that implement WPS National Action Plans (NAPs) or other relevant planning instruments</p>	0	7	12	171%	<p>In the past year, 11 countries have adopted NAPs of which the programme supported 5. Breakdown by year and the specific NAPs supported in 2014 and 2015 are provided below (including review processes and support to development even if not concluded in that year).</p> <p>NAPs 2014: 7 2015: 3 2016: 2</p> <p><b>Technical assistance to NAP development:</b></p> <ul style="list-style-type: none"> <li>▪ <b>2014 NAPs:</b> Bosnia-Herzegovina (2nd NAP), Guinea, Iraq, Kosovo (within the terms of UNSCR 1244), Liberia, Tajikistan and UK (3rd NAP)</li> <li>▪ <b>2015 NAPs:</b> Afghanistan, Mali (2nd NAP), South Sudan</li> <li>▪ <b>2016 NAPs:</b> Kenya, Timor Leste</li> </ul> <p>Additional support to governments of Cambodia, Indonesia, Jordan, Myanmar, Papua New Guinea, Sudan and Timor-Leste to elaborate NAPs with concrete indicators for tracking progress. Support to NAP reviews: Liberia, Sierra Leone, Uganda.</p>
Output Indicators						
<p><b>Output 4.1.1</b></p>	<p><b>Indicator 4.1.1a</b> Number of UNCTs supported by the programme to develop/implement WPS</p>	0	7	12	171%	<p>Reference to the Outcome 4.1</p>

<sup>12</sup> For Impact 2, the programme supported by SIDA is Strengthening Peace and Security in Post Conflict Countries and Fragile States.

UN Women catalyzes UN system to meet WPS commitments in countries supported by the programme	National Action Plans or other relevant planning instruments.					
	<b>Indicator 4.1.1b</b> Number of long-term experts (e.g. Gender Advisors, WPS Advisors) posted in conflict, post conflict and crisis situations under programme.	0	7	7	100%	<ul style="list-style-type: none"> <li>• <b>Myanmar</b>, deployment of gender advisor to UNCT</li> <li>• Great Lakes (based in Kenya) Senior Gender Advisor (<b>Special Envoy to the Great Lakes</b>)</li> <li>• <b>Syria</b>, Gender Advisor (through Jordan Office)</li> <li>• <b>Libya</b>, deployment of Senior Gender Advisor to Integrated UN mission (UNSMIL)</li> <li>• <b>Kyrgyzstan</b>, gender advisor to provide technical assistance to UNCT and Government</li> <li>• <b>Colombia</b>, gender advisor to the RC and UNCT</li> <li>• <b>African Union</b>, Chief of Staff for AU Special Envoy on Peace and Security</li> </ul>
	<b>Indicator 4.1.1c</b> Number of short-term experts (surge capacity) deployed to conflict, post-conflict and crisis situations under the programme.	0	20	25	125%	<ul style="list-style-type: none"> <li>• <b>Colombia</b>, support Office of Attorney General re sexual violence crimes</li> <li>• <b>Guatemala</b>, support Office of Attorney General re sexual violence crimes</li> <li>• <b>Liberia</b>, Technical Gender Marker Specialist to support UNCT's gender marker/ gender-responsive financing</li> <li>• <b>Central African Republic</b>, Commission of Inquiry, SGBV Investigator</li> <li>• <b>Eritrea</b>, Gender Advisor, Commission of Inquiry (x2 deployments)</li> <li>• <b>Iraq</b>, SGBV Investigator, Fact Finding Mission</li> <li>• <b>AU Commission of Inquiry on South Sudan</b>, SGBV investigator</li> <li>• <b>Libya</b>, National Dialogue Specialist</li> <li>• <b>Libya Fact Finding mission</b>, Gender Specialist,</li> </ul>

						<ul style="list-style-type: none"> <li>• <b>Independent Commission of Inquiry on the 2014 Gaza Conflict</b>, SGBV Investigator</li> <li>• <b>Burundi</b> Fact Finding Mission, SGBV Investigator</li> <li>• <b>Kosovo</b>, Justice Expert</li> <li>• <b>Boko Haram</b> Fact Finding Mission, SGBV Investigator</li> <li>• <b>South Sudan</b> Fact Finding Mission, SGBV Investigator</li> <li>• <b>Yemen</b>, National Dialogue Specialist</li> <li>• <b>DRC</b>, International Criminal Court Investigation, SGBV Investigator</li> <li>• <b>Mali</b>, International Criminal Court Investigation, SGBV Investigator</li> <li>• <b>Myanmar</b>, SGBV Advisor to OHCHR Expert Mission</li> <li>• Independent International Commission of Inquiry on the <b>Syrian Arab Republic</b>, SGBV Investigator (x3)</li> <li>• <b>Haiti</b>, rule of law expert to support to Resident Coordinator</li> <li>• <b>Ethiopia</b>, Gender and National Action Plan adviser for AU Special Envoy on Peace and Security</li> <li>• <b>Mali</b> Truth Commission, Gender Advisor (pipelined)</li> </ul>
<b>Output 4.1.2</b> UN Women strengthens its capacity to respond (long-term and short-term) to conflict, post-conflict and crisis situations	<b>Indicator 4.1.2a</b> Number of countries where there is no or limited presence supported by the programme to respond to conflict, post conflict and crisis situations.	0	7	10	143%	<ul style="list-style-type: none"> <li>• <b>Cameroon</b> (x2) international advisor and national advisor to support UNCT</li> <li>• <b>FYR Macedonia</b>, Gender Specialist to RC and UNCT</li> <li>• <b>Guinea Bissau</b>, Technical Expert to support UNCT</li> <li>• <b>Guinea Conakry</b>, Gender and Peacebuilding Specialist to the RC</li> <li>• <b>Serbia</b>, Gender Specialist to RC and UNCT</li> <li>• <b>Somalia</b>, Gender Advisor to RC/ UN mission</li> <li>• <b>CAR</b>, Gender Justice adviser to RC</li> </ul>

						<ul style="list-style-type: none"> <li>• <b>Myanmar</b>, Senior Gender Advisor to the RC</li> <li>• <b>Yemen</b>, Gender Advisor for RC</li> </ul>
	<p><b>Indicator 4.1.2b</b> Number of long-term experts (e.g., Gender Advisors, WPS Advisors) posted in conflict, post conflict, and crisis situations under the programme.</p>	0	40	12	30%	<ul style="list-style-type: none"> <li>• <b>Mali</b>, Women, Peace and Security Specialist</li> <li>• <b>HQ</b>, Gender and Rule of Law Specialist, Global Focal Point</li> <li>• Regional Peace and Security Advisor for the Regional Office of the <b>Americas and Caribbean</b>, Panama</li> <li>• <b>Eastern and Southern Africa</b>, Regional Peace and Security Advisor</li> <li>• <b>West and Central Africa</b>, Regional Governance Peace and Security Advisor</li> <li>• <b>Europe and Central Asia</b>, Regional Peace and Security Advisor</li> <li>• <b>Arab States Region</b>, Regional Peace and Security Advisor (pipelined)</li> <li>• <b>Libya</b>, Gender Advisor (pipelined)</li> <li>• <b>Syria</b>, Gender Advisor (pipelined)</li> <li>• <b>Lebanon</b>, Gender Advisor (pipelined)</li> <li>• <b>South Sudan</b>, SGBV Expert</li> <li>• <b>Papua New Guinea</b>, Women, Peace and Security Expert</li> </ul>
	<p><b>Indicator 4.1.2c</b> Number of short-term experts (surge capacity) deployed to conflict, post-conflict and crisis situations under the programme.</p>	0	30	10	33%	<ul style="list-style-type: none"> <li>• <b>Haiti</b>, WPS expert support to Resident Coordinator</li> <li>• <b>Kosovo</b>, Gender Specialist to UNDC/ UN Kosovo Team</li> <li>• <b>Kyrgyzstan</b>, Gender Specialist to develop Peacebuilding Priority Plan</li> <li>• <b>Uganda</b>, Gender and Humanitarian Specialist</li> <li>• <b>Iraq</b>, humanitarian response experts (x2)</li> <li>• <b>Tunisia</b>, Technical Advisor on women's human rights</li> <li>• <b>Sri Lanka</b>, Women Peace and Security and Transitions</li> <li>• <b>HQ, Global Acceleration Instrument</b>, Policy Specialist</li> </ul>

						<ul style="list-style-type: none"> <li>• <b>HQ, Informal Experts Group</b>, Policy Specialist</li> <li>• <b>HQ, donor mapping of counterterrorism funds</b>, consultant (pipelined)</li> </ul>
<b>Output 4.1.3</b> A body of knowledge and tools about gender responsive post conflict response (transitional justice, security sector, and peace building) is made accessible to gender equality advocates	<b>Indicator 4.1.3</b> Number of countries supported by the programme where there is evidence of the use of knowledge products and tools made available for decision making bodies and gender equality advocates in the drafting of laws/policies/action plans.	0	40			There is a challenge in tracking the use of knowledge products especially in the case of global products that are widely used by both UN Women country offices and national counterparts therefore the result has not been reported on.
<b>Outcome Indicators</b>						
<b>OUTCOME 4.2.</b> Gender equality commitments adopted and implemented in humanitarian action which includes disaster risk reduction and preparedness, response and early recovery.	<b>Indicator 4.2</b> Percentage of intergovernmental outcome documents on humanitarian action with specific provisions to strengthen targeted action for gender equality and women's empowerment in humanitarian action. <i>Baseline: 0% (end 2013)</i> <i>Target: 25% (2015) 40% (2016)</i>	N/A	40%	42%	105% <sup>13</sup>	This figure include 69 outcome documents on humanitarian action from the UN General Assembly, Security Council and ECOSOC as principal organs of the UN as well as CSW. <sup>14</sup>
<b>Output Indicators</b>						
<b>Output 4.2.1</b> Evidence-based knowledge including performance measurement and	<b>Indicator 4.2.1a</b> Number of countries supported by the programme where there is evidence of the	0	10			While 7 COs report work around accountability, UN Women has not developed its Accountability to Gender in Humanitarian Action Report and can

<sup>13</sup> 2 % increase since 2014

<sup>14</sup> List of GA Resolutions that contain HA (underlined resolutions may not fall under HA, bold resolutions contain GEWE): A/RES/70/109, A/RES/70/108, **A/RES/70/107**, **A/RES/70/106**, A/RES/70/105, **A/RES/70/104**, A/RES/70/90, A/RES/70/89, A/RES/70/88, A/RES/70/87, **A/RES/70/85**, A/RES/70/84, A/RES/70/83, **A/RES/70/80**, A/RES/70/71, A/RES/70/58, A/RES/70/57, A/RES/70/56, A/RES/70/54, A/RES/70/51, **A/RES/70/50**, A/RES/70/48, A/RES/70/47, A/RES/70/46, A/RES/70/40, A/RES/70/34, A/RES/70/33, A/RES/70/32, A/RES/70/15, A/RES/70/12, A/RES/70/4, A/RES/69/317, A/RES/69/286, A/RES/285, A/RES/69/284, A/RES/69/283, **A/RES/69/280**, A/RES/69/274 B, A/RES/69/271, **A/RES/69/270**; List of CSW Documents with HA: E/2015/27 Report on the fifty-ninth session; E/CN.6/2015/5 Situation of and assistance to Palestinian women. Report of the Secretary-General; The Political Declaration adopted on the occasion of the 20th anniversary of the Fourth World Conference on Women. List of GA Resolutions that were not accessible: A/RES/70/126 - A/RES/70/150 are embargoed and not accessible; A/RES/70/151 - A/RES/70/173; GA A/RES/70/178 - A/RES/70/180; A/RES/70/181 - A/RES/70/227; A/RES/70/229; A/RES/70/232 - A/RES/70/235; A/RES/70/239 - A/RES/70/246; A/RES/70/249 - A/RES/70/251 are not accessible

accountability frameworks on gender-responsive humanitarian action, is accessible to policy-makers, practitioners and decision-making bodies.	use of the UN-Women Accountability to Gender in Humanitarian Action Report to inform high level policy discussions.					therefore not report accurately on this indicator. UN Women is leading the Gender Reference Group's work on the development of the IASC Gender Policy Statement Accountability Framework as well as the update of the IASC Gender in Humanitarian Action Policy Statement.
	<b>Indicator 4.2.1b</b> Number of countries supported by the programme, where there is evidence of the use of country specific research/studies on Gender in Humanitarian Action to inform high level policy discussions.	0	19	11 <sup>15</sup>	58%	
<b>Output 4.2.2</b> Enhanced national and regional capacity of institutions and partners to develop and implement gender-responsive policies and measures for humanitarian action	<b>Indicator 4.2.2</b> Number of countries supported by the programme where humanitarian and disaster institutions and partners demonstrate capacity to integrate a gender perspective into policies and measures for humanitarian action.	0	15	20 <sup>16</sup>	133%	
<b>Output 4.2.3</b> Existing coordination mechanisms are more gender-responsive and better analyzed and address the distinct needs of women and girls.	<b>Indicator 4.2.3</b> Percentage increase in the number of humanitarian appeals and strategies that include a gender analysis in countries supported by the programme.	0	50%	23%	46%	This represent a 2 percent increase from the total number of appeals in 2014.

<sup>15</sup> Countries: Colombia, Vanuatu, Nigeria, DRC, Liberia, South Suda, Sudan, State of Palestine, Pakistan, Jordan and Nepal.

<sup>16</sup> Countries: Colombia, Guatemala, Fiji, Tonga, Solomon Islands, Vanuatu, Samoa, Cook Islands, Pakistan, Timor L'este, Serbia, Niue, Liberia, Brazil, Zimbabwe, Nepal, South Sudan, Sudan, State of Palestine and Jordan.



## ANNEX 13: Terms of reference

### Evaluation of UN WOMEN SIDA STRATEGIC PARTNERSHIP FRAMEWORK 2011- 2016

#### *Background*

The Strategic Partnership Framework (SPF) establishes the principal agreements that govern mutual cooperation between UN Women and the Swedish International Development Cooperation Agency (SIDA). It outlines the financial and partnership commitments that SIDA will contribute to UN Women towards the implementation of the Strategic Plan (SP) 2011 -2013 and beyond to 2016 including partnerships, performance and reporting agreements that UN Women will implement.

The fundamental objective of the SPF is to strengthen the strategic role and UN Women capacities to exercise its mandate on normative, coordination and programme on women's leadership, political empowerment, peace and security including policy and strategic capacities at the field level for stronger action and implementation.

The SPF focuses on two thematic areas of the UN Women SP 2011-2013, i.e., *Goal 1*: to increase women's leadership and participation; and *Goal 4*: to increase *women's leadership in peace, security and humanitarian response*. This will enable UN Women to strengthen delivery of results at country, regional and global levels and to build its internal capacity on women, peace & security and women's political participation, particularly in countries where UN Women presence is lacking or limited, and that of the UN System as a whole and member states. Under Goal 1, the SPF supports countries to strengthen women's engagement in public decision-making, with expertise on gender-sensitive constitutional reform, gender-responsive electoral reforms, including temporary special measures. Under Goal 4, the SPF supports targeted technical assistance through the deployment of gender advisors on women, peace and security to conflict and disaster affected countries currently lacking or having limited UN Women presence; and tailored short-term technical capacity (surge capacity) in fragile states and protracted conflict affected settings.

In November 2013, the SPF log-frame was aligned with the UN Women SP 2014-2017 that was approved by the Executive Board in September 2013. While keeping the focus on Impacts (formerly Goals) 1 and 4, a key change was introduced with the inclusion of a distinct outcome on humanitarian action under Impact 4: Gender equality commitments adopted and implemented in humanitarian action which includes disaster risk reduction and preparedness, response and early recovery. This is fundamental recognition of the imperative of strengthening integration of gender equality and women's empowerment priorities in humanitarian action. Unless UN Women capacities are strengthened to fulfill its mandate in crisis affected countries and fragile settings, then the whole peace and security, and SDG agenda are compromised. These are the contexts where UN Women along with humanitarian and development partners must work together towards establishing a roadmap to recovery and in achieving meaningful and sustainable peace and security.

In 2014, with the infusion of additional funds to the SPF and the opportunity to build on results achieved so far, UN Women and SIDA agreed to the extension of the SPF until 31 December 2016.

The governance of the SPF is articulated around the participation of Sweden in the meetings of the Executive Board of UN Women and Annual Review Meetings, together with thematic sessions and the countries relevant for this SPF. SIDA and UN Women maintain annual, bilateral consultations in Stockholm or New York with the aim of exchanging views on the policies and activities of UN Women, especially those funded by the SIDA.

#### *Purpose of Evaluation*

Under the SPF and in order to enhance mutual accountability, SIDA and UN Women have jointly agreed on a monitoring and evaluation framework in line with the UN Women's Evaluation Strategy with the aim of enabling both organizations to assess progress on the provisions of the

SPF, to identify gaps or mid-course corrections as needed, and to ensure that the lessons learned from this SPF can feed into future agreements of this type.

It is in this context that UN Women wants to conduct an evaluation of the SPF in order to capture and validate results achieved so far, recognise lessons learned and identify areas that require further support and/or strengthening.

### *Evaluation Scope and Objectives*

The objectives of the evaluation are to:

- Assess and validate the achievements of the SPF, identifying the strategic, policy, programme and institutional factors that have led to the realization of these achievements (or impediment of results).
- Validate the relevance, efficiency, effectiveness, and sustainability of the programme in achieving the development outcomes of the UN Women SP.
- Provide recommendations for the future of the SPF in relation to its role in supporting UN Women's strategic role and mandate and inform the expansion and extension of the existing and/ or development of future agreements of this type with other donors.
- Examine the extent to which funding under the SPF has facilitated establishment of new or stronger partnerships, leveraged greater outcomes that go beyond UN Women's strategic plan and assess the value and relevance of these.
- Assess knowledge generated (inducing knowledge products), in order to reflect key areas of work from a policy perspective.

**Timeframe:** The timeframe of the evaluation will cover period January 2012 to March 2016

### *Evaluation Questions*

Evaluation Criteria: The evaluation will address the five evaluation criteria of: relevance, effectiveness, efficiency, sustainability, and impact. The evaluation will also assess and make informed statements about the potential for sustainability and immediate impact of the programme.

#### **Relevance**

- Have activities and expected results of the programme been consistent with the overall goal and the attainment of objectives as well as intended impacts?
- Were selected programmatic approaches and strategies appropriate to address the identified needs of stakeholders and beneficiaries?
- How, and in what way, did the programme build synergies with other similar UN system or donor interventions?
- Is the programme design the most appropriate way to reach intended outcomes, are there more efficient ways to achieve similar results

#### **Effectiveness**

- Were stated SPF programme results achieved?
- What progress toward the results has been made?
- Is the implementation arrangement for the programme effective to eachied planned objectives, if not, how can it be improved?
- What factors have contributed to achieving or not achieving intended results?
- Have the SPF partnerships been appropriate and effective?

- What factors contributed to the SPF effectiveness or ineffectiveness?
- How did the deployment of Gender Advisors to countries with no UN Women presence contribute to the achievement of expected results and specific objectives?

### **Efficiency**

- Have resources (financial, human, technical support, etc.) been allocated strategically to achieve programme outcomes?
- Have programme resources been sufficient to deliver results and contribute to programme outcomes?
- Were the actions to achieve the results efficient?
- To what extent have programme management arrangements facilitated (or hindered) effective implementation and efficient achievement and delivery of results?

### **Sustainability**

- Are the results sustainable?
- How has the programme set in place mechanisms to ensure sustainability of its results?
- What factors supported or hampered sustainability?
- How can the SPF be improved in its next phase?

### **Impact**

- Does the program achieve the intended goals and objectives? What are the gaps?
- Should the program be continued?
- Are there any unintended effects of the program, either positive or negative?
- How effective is the program in comparison with alternative interventions?

### **Lessons learnt**

- What are best practices emerging from the programme?
- How many potential practices or tools used during the programme that could be replicated elsewhere?
- What areas can be improved in regards to program design, planning and implementation?
- What are the main challenges that affected the programmes ability to achieve desired results?
- Evaluation questions must be agreed upon between UN Women and SIDA and accepted or refined in consultation with the evaluator. Evaluation questions are to be included in an inception brief prior to start of evaluation mission.

### **Methodology**

The evaluator is expected to use all relevant methods to obtain data and information for their analysis and drawing up of findings, conclusions, lessons learned and recommendations. The evaluation will be based on gender equality, women's empowerment and human rights principles as defined in the UN Women's evaluation policy and adhere to the United nations norms and standards for evaluation in the UN system.

Suggested methodology for the evaluation includes:

- **Documentation review and identification of stakeholders:** Begin with the description of the programme and its intended results. Review documents such as the programme documents, Annual Programme Report as well as other SPF related reports and agreements.
- **Field visits to relevant project sites and regional offices.** A list of the suggested field visits should be included in the inception brief. The visits will be coordinated by UN Women.
- **Interviews** with UN Women Advisors, Regional Directors, Representatives, managers, staff, and external partners.
- **Focus Groups/questionnaires** with UN Women staff and beneficiaries.
- **Probing the project outcome/output indicators,** going beyond these to explore other possible indicators, and determining whether the indicators have been continuously tracked.

The evaluator should develop suitable tools for data collection and analysis. The methodology and tools that will be used by the evaluator should be presented in the inception brief and the final report in detail. The methodology must be agreed upon between UN Women (Core Reference Group), SIDA and the evaluator prior to the start of the evaluation.

### *Evaluation Process;*

#### **Inception Phase:**

- Conduct an initial desk review of available documents.
- Conduct brief interviews (via Skype or phone) with key stakeholders to refine the Evaluation scope and methodology.
- Draft an Inception Report to be reviewed by the Core Reference Group.
- Refine the Evaluation methodology/question matrix based on feedback and integrate proposed changes (as appropriate) into the final inception report.

#### **Data Collection Phase**

- A more in-depth review of specific documents.
- Review existing baseline data to determine the available data with which to measure progress.
- Conduct a quantitative survey, as feasible and in consultation with the Core Reference Group.
- Conduct select field visits – minimum 5 days mission - to interview key stakeholders and review national documents (as available). Proposed field visits: Uganda, The Democratic Republic of Congo, Somalia, Sierra Leone, Myanmar, Jordan; Conduct follow-up, in-depth interviews with global, and national UN Women staff, partner organizations, and others as necessary.

#### **Analysis and Report Writing Phase**

- Review and analysis of all available data.
- Prepare first draft of the synthesis Evaluation report.
- Receive feedback from Core Reference Group on draft report and revise (as appropriate).
- Submit final report and share main findings/recommendations through a final Evaluation meeting with the Core Reference Group and Broad Reference Group.

### **PROPOSED FORMAT OF FINAL EVALUATION REPORT**

#### **Final evaluation report:**

- Executive Summary (maximum five pages)
- Programme description
- Evaluation purpose
- Evaluation methodology
- Findings
- Conclusions
- Lessons learned
- Recommendations
- Annexes, (including interview list, without identifying names in the interests of confidentiality/ anonymity; data collection instruments; key documents consulted; case studies with country examples, Terms of Reference.)

### ***Governance and accountability arrangements***

The evaluation will be managed by the UN Women HQ Programme Manager and the entire process will be conducted in accordance with UN Women Evaluation guidelines and UN Evaluation Group (UNEG) norms<sup>1</sup>, standards and ethical guidance. Management of the evaluation will also be guided by two consultative bodies: the **Core Reference Group** and the **Broad Reference Group**. The HQ-based Programme Manager will serve as **Task Manager**, managing the overall and day-to-day aspects of the evaluation and ensuring participatory consultations with SIDA, UN Women's HQ sections involved in the programme management and implementation as well as regional and country offices as required. The Task Manager will coordinate the selection and recruitment of the evaluation team, manage contractual agreements, budget and personnel involved in the evaluation. The Task Manager will provide essential documents and data to the evaluation team, facilitate communication and timely feedback between the evaluation team and key evaluation stakeholders; and ensure the timely submission of expected deliverables. At the end of the evaluation, the Task Manager will also draft management response in consultation with the Reference Group and support dissemination of the evaluation report, findings and recommendations.

The **Core Reference Group** comprising of the Advisors managing programme components will provide direct oversight, safeguard independence, and give technical input over the course of the evaluation. It will provide guidance on evaluation team selection and key deliverables (Inception

Report, Draft Evaluation Report) submitted by the evaluation team. It will also support the dissemination of the findings and recommendations.

The **Broad Reference Group** comprising of the Director, Policy and Director, Programmes will be informed throughout the evaluation process and will be asked to participate at strategic points during the evaluation, including briefings by the evaluation team of findings and recommendations.

### ***Deliverables***

The final evaluation will be carried out from June to August 2016. All deliverables will be in English and submitted to the Evaluation Task Manager.

- An **inception report** which includes detailed evaluation methodology, data collection tools and analysis methods, and work plan (with corresponding timeline). The Inception Report will also identify list of information sources, including key stakeholders. The Evaluation Team will ensure that the evaluation process is ethical and that participants in the evaluation

will be protected in adherence to UNEG norms and standards and UNEG Ethical Guidelines<sup>2</sup>).

- **Power point presentation(s).** Presentations will outline preliminary findings, lessons learned, good practices and recommendations to key stakeholders.
- **Draft Evaluation Report;** UN Women Task Manager and Core Reference Group should review the draft evaluation report to ensure that the evaluation meets the required UN Women quality criteria.
- **Power point Presentation** including main findings, lessons learned, good practices and recommendations to key stakeholders and proposed dissemination strategy.
- Final Evaluation Report.
- **Brief Executive Summary.**

#### *Evaluation Team Composition, Qualifications and Skills*

The final evaluation will be conducted by an independent evaluation team of at least three experts. The Team Leader and Team members should have the requisite and complementary skills set (individually and jointly) to undertake a complex, multi-country programme evaluation. Consideration should be given to partnering/collaborating with in-country consultants.

**The Evaluation Team Leader** will demonstrate experience and expertise in leading and managing large programme evaluations. S/he will be responsible for coordinating the evaluation as a whole; including internal evaluation team coordination and logistics, preparation of the work plan, dissemination of all methodological tools, delivery of the expected evaluation outputs and all presentations. Specifically, the **Evaluation Team Leader** is expected to bring the following expertise:

- At least a master's degree, PhD preferred, in social sciences, preferably in gender, evaluation or social research;
- A minimum of 10 years of experience in complex, outcome level evaluations, and at least five in evaluation of large, multi-country programmes.
- A strong record in designing and leading complex evaluations.
- Experience working with multi-stakeholders essential: governments, civil society organizations (CSOs), and the United Nations/ multilateral/bilateral institutions.
- Experience in participatory approach is an asset. Facilitation skills and ability to manage diversity of views in different cultural contexts.
- Strong knowledge of one or all thematic areas covered by the programme is desirable.
- Strong knowledge and regional experience is preferred, especially in any of the countries covered by the programme.
- Strong ability to translate complex data into effective-written reports demonstrating high level analytical ability and communication skills.
- Detailed knowledge of the role of the UN and its programming, particularly that of UN Women, is desirable.
- Proficiency in English required;

The Team Leader is required to submit two examples of evaluation reports recently completed where s/he contributed significantly as the lead writer.

**The Evaluation Team Member(s) should demonstrate skills in the following areas:**

- A master's degree related to any of the social sciences, preferably in gender, evaluation or social research;
- Extensive knowledge and experience in the application of quantitative and qualitative evaluation methods;
- A minimum of 5-7 years of experience in conducting evaluations.
- High level of data analysis skills
- Strong analytical and writing skills.
- In-country or regional experience preferred
- Knowledge of thematic areas covered by the programme is desirable
- Ability to work within a team.
- Proficiency in English required.
- Experience with the UN is an asset.

The evaluation team should have gender balance and geographic representation. The language skill composition should reflect the official languages of the countries to be evaluated: English; knowledge of French and Spanish will be considered as an advantage.

#### **UNITED NATIONS EVALUATION GROUP CODE OF CONDUCT**

The evaluation will be carried out following UNEG Ethical Guidelines for Evaluation in the UN System and UNEG Code of Conduct for Evaluators as well as the UN Women Evaluation Policy, which stipulates that evaluations in UN Women will be independent and abide to the following evaluation standards: Participation and inclusiveness, Utilization-Focused and intentionality, Transparency, Independence and Impartiality, Quality and Credibility as well as Ethical Standards. For UNEG Ethical Guidelines for Evaluation in the UN System, please refer to: <http://www.uneval.org/search/index.jsp?q=ethical+guidelines>

For UNEG Code of Conduct for Evaluators, please refer to: <http://www.unevaluation.org/unegcodeofconduct>