



United Nations Entity for Gender Equality
and the Empowerment of Women

Thematic Evaluation on
Women's Leadership and
Political Participation
2011-2015
Evaluation Report

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August 2016

1. Acknowledgments

This evaluation would not have been successful without the support and assistance of the UN Women WCA regional office and the M&E and Governance staff in the Cameroun, Cote D'Ivoire, Mali, Nigeria and Senegal offices. The assistance provided by regional and national office staff was critical during the preparation of the field work and during the actual data collection. Particularly the mission would like to thank Cyuma Mbayiha, Zan Fomba, Tony Kouemo, Jean-Jaques N'Gamarmou and Rokhaya Gaye for availability, guidance, and logistical support. The aforementioned individuals facilitated our work by sharing documentation and discussing UN Women programs, they also provided support and guidance while in the field for collecting data, by coordinating meetings with stakeholders and facilitating movements in country.

Finally, many others made the evaluation possible, most importantly the community members, civil society, host government representatives and counterparts of UN Women in Cameroun, Cote D'Ivoire, Mali, Nigeria and Senegal who shared information with the evaluation team. We extend sincere gratitude to all who facilitated and assisted our work. We appreciate the time, energy and efforts made on our behalf, and we acknowledge the incredible work being done in a very challenging and difficult context throughout West and Central Africa.

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4. Acronyms

AU	-	African Union
CCFPP	-	Cadre Concertation Femme Partis Politique
CEDAW	-	Convention on the Elimination of All Forms of Discrimination Against Women
CMDID	-	Centre Malian pour le Dialogue Interpartis et la Democratie
CSO	-	Civil Society Organization
DGD	-	Democratic Governance for Development
ECOWAS ¹	-	Economic Community of West African States
ELECAM	-	Elections Cameroon
EU	-	European Union
FGDs	-	Focus Group Discussions
FGE	-	Funds for Gender Equality
MOU	-	Memorandum of Understanding
IMF	-	International Monetary Fund
INEC	-	Independent National Electoral Commission
INGO	-	International Non-Governmental Organizations
IR	-	Intermediate Results
KIIs	-	Key Informant Interviews
JICA	-	Japanese International Cooperation Agency
MCA	-	Millennium Challenge Account
M&E	-	Monitoring & Evaluation
MINIPROFF	-	Ministere de la Promotion de la Femme et de la Famille
NDI	-	National Democratic Institute
NGO	-	Non-Governmental Organization
OSIWA	-	Open Society Institute of West Africa
PAPEM		Projet d'Appui au Processus Electoral du Mali
REFEP	-	Reseau des Femmes Parlementaires du Mali

¹ CEDEAO in French.

TOC	-	Theory of Change
TOR	-	Terms of Reference
UKAID	-	United Kingdom Agency for International Development
UN	-	United Nations
UNW	-	United Nations Entity for Gender Equality and the Empowerment of Women
UNDAF	-	United Nations Development Assistance Framework
UNDP	-	United Nations Development Fund
USAID	-	United States Agency for International Development
VQS	-	Voluntary Quota System
WCA	-	West and Central Africa
WPP	-	Women Leadership and Political Participation
WSR	-	Women Situation Room

5. Executive Summary

The UN Women West and Central Africa Regional Office commissioned a Formative Thematic Evaluation of their Women's Leadership and Political Participation program, focusing on the period 2011-2015. The Women's Leadership and Political Participation program is a core thematic area of the UN Women mandate and mission and has a proposed \$ 8,945,000.00, (15% of which was core budget and the rest needed to be mobilized externally) for the four-year life of the current strategy. This evaluation report is the deliverable emerging from fieldwork that was conducted from May 15th - June 17th 2016. Fieldwork was conducted in Cameroun, Cote D'Ivoire, Mali, Nigeria² and Senegal³.

The WPP overall goal is to promote gender equality and women's empowerment in governance processes and institutions across West and Central Africa. It includes the following objectives:

- To increase women's leadership and participation in decision-making in West and Central Africa;
- To enhance transparency and accountability for gender equality commitments and priorities in governance and national planning in West and Central Africa;
- To ensure that a comprehensive and dynamic set of global norms, policies and standards on gender equality and women's empowerment is in place and is implemented at all levels in West and Central Africa.

UN Women's WPP governance programme is an integrated and multi-pronged program that works through partnerships to strengthen women's representation and participation in governance processes and institutions in West and Central Africa, while enhancing accountability of elected candidates toward gender equality and women's human rights. The program design seeks to promote progress towards gender equality and women's empowerment, by strengthening partners' capacities to organize and execute programming that empowers and encourages women's leadership and political participation, advocacy/lobbying with national and regional entities for electoral reform and fulfilling its mandate as the steward of gender equality for the UN System, coalition/alliance building.

This regional evaluation was conducted by an international consultant with support from the UN Women WCA Evaluation Specialist and the reference group established by UN Women WCA to oversee the evaluation, and the UN Women national offices that were sampled as part of the evaluation. An inception report was developed and validated by the reference group and was used to inform the evaluation process. The reference group and UN Women Regional Evaluation Specialist have continued to maintain oversight at every stage of the evaluation to ensure quality standards and milestones highlighted and validated in the evaluation inception report. This report presents the findings, analysis and key insights from the evaluation exercise, as outlined and defined in the Terms of Reference.

The scope of this thematic evaluation is regional and as this report illustrates, explores all

² The international consultant did not travel to Nigeria due to challenges with acquiring a visa for field work under tight time constraints.

³ No consultant was recruited for Senegal and as a result no case study is being produced for Senegal.

dimensions of UN Women's WPP mandate. The specific objectives of this formative evaluation were to:

1. Assess the **relevance** of UN Women's WPP approach at regional, national and local levels during the selected period, as well as UN Women's comparative advantage/added value in the WPP thematic area as compared with key stakeholders, including donors and particularly UN agencies;
2. Assess **effectiveness and efficiency** in progressing towards the achievement of results, as defined in the 2011-2013 and 2014-2017 Strategic Plans, including the organizational mechanisms to ensure efficient linkages/feedback loop between Regional and Country Offices, and linkages to headquarters policy division on relevant areas;
3. **Identify and validate lessons learned and good practices** that allow UN Women to support the sustainability of results achieved in the WPP thematic area in the region, as well as the replication and scaling-up of programs and projects in other regions;
4. Provide **actionable recommendations** with respect to UN Women's WPP strategies and approaches in the region.

The countries that were sampled for fieldwork and data collection are Cameroun, Cote D'Ivoire, Mali, Nigeria⁴ and Senegal⁵. The mission conducted desk review and field work in all sampled countries. The international consultant spent 4-5 days in each country with the national consultants for Cameroun, Cote D'Ivoire, Mali and Senegal (no national consultant)⁶ conducting interviews and focus groups with UN Women WPP stakeholders. An electronic survey was conducted to supplement and compliment the qualitative data collection. The e-survey was made available to all UN Women WCA countries in French and English.

Over all the formative evaluation mission notes that while WPP is a relevant and important component of the UN Women WCA program; the data suggests that the formative aspect of this mission is critical and timely and will provide the UN Women WCA and WPP sector leadership with the pivotal inputs required to re-orient the program for optimal performance and results. It will also help to inform the design of the upcoming Strategic Note and WPP program documents.

Relevance

On Relevance while the mission rates the program high in terms of the importance and significance of the thematic area to advancing gender equality and empowering women across West and Central Africa, however, there are major weaknesses in the design of the WPP program and TOC. Not only are the challenges with the logical and causal relationships outlined in the program document, neither the TOC or Governance Program document have been finalized after over two years have concluded under the current Strategic Note. In addition, the current design is not informed by a **gender situation analysis**, hence why socio-cultural barriers to Women's leadership and Political Participation are not considered in the design; and issues like diversity relative to marginalized groups are not included in the program design. Lastly, the program must systematically work with

⁴ The international consultant and team lead did not travel to Nigeria due to challenges with visa acquisition.

⁵ No case study report was developed for Senegal.

⁶ No national consultant was recruited for Senegal.

men, religious leaders and other gatekeepers in order for the design to be deemed appropriate and relevant in West and Central Africa context.

Effectiveness

While there has been some success in WCA countries relative to influencing gender sensitive electoral policy reform in the sampled countries it is challenging to attribute this to UN Women's WPP programming. At the national level WPP is not a priority sector in all WCA countries and there is not a standard approach that is being used to implement WPP at the national level. In addition, the UN Women programming in many national offices tends to be punctual, focused around local and national elections or other periodic occasions. Outside of Senegal and what is emerging in Cote D'Ivoire, very few national offices actually have sustained programming that is externally funded and/or continuous for a 3-5 year period. Moreover, Senegal is the only country with an established parity law in place and in application. The other countries are working on election reform that seeks to adopt quota laws for elective and/or normative positions⁷ or lobbying governments and political parties to voluntarily enact quota laws. It is worth noting that parity is the standard established by the Maputo Protocol and ECOWAS, hence future programming must seek to align with this. Lastly, a sustained 3-5 year program design is essential to improving the effectiveness of WPP programming at local and national levels⁸.

Efficiency

The document and desk review data provided to measure the efficiency of the WPP program was insufficient. However, fieldwork revealed a few critical findings. WPP thematic area is understaffed and under-resourced. In order to improve performance, UN Women WCA regional and national offices must develop a strategy for addressing the resource gaps that are negatively effecting program implementation and performance. Recruiting specialized staff dedicated to resource mobilization at the regional and local levels will be central to addressing this issue. In addition, WPP sector leads must be trained to identify and acquire new funding and awards.

Lastly, the program reporting needs to be improved, there were no WPP specific aggregated narrative reports or key performance indicator data at the regional or national levels shared with this mission. Request for these data went unanswered which suggest they do not exist. WPP specific reporting on the TOC and key performance indicators should be occurring on a quarterly or semi-annual basis. This will allow WPP staff and partners to auto-evaluate performance and adjust implementation as program is ongoing for peak performance and impact. Moreover, these data can then be compared with burn rates to determine efficiency of program implementation relative to expenditures.

Coherence

While the WPP program is for the most part coherent there are some challenges at various levels. While most national offices are working on election reform and monitoring not all have prioritized WPP as a sector in their strategy and work. It is important that the UN Women Regional

⁷ Mali is the exception but the law has not been introduced or put into application.

⁸ This aspect of the mission, like the efficiency and coherence sections were negatively impacted by the WPP sectors lack of comprehensive reporting on program performance, management and data on key program indicators.

Governance Advisor provide specific guidelines to each national office regarding program design. Based upon the regional guidance each national office should then develop their own WPP program document and plan of execution⁹.

Furthermore, UN Women WPP program needs tighter oversight and coordination at both the regional and national levels. This can be achieved through the creation of a stronger WPP virtual community where sector leads and partners can share WPP program successes, challenges and best practices. Regular team meetings and improved reporting will also contribute to ensuring that WPP has improved oversight, coordination and performance.

There are also opportunities for UN Women and UNDP to improve collaboration on WPP so that the UNDP managed Election basket-fund in each of the WCA countries can be used to more aggressively advance their shared WPP aims and objectives. As it stands now most UN Women national offices were only able to access minimal funding for punctual election related WPP activities. UN Women and UNDP in WCA should consider a more dynamic and effective synergy that would see the basket-fund co-managed by the two entities to ensure that the gender and WPP aims are well integrated into the Election basket-fund program design, implementation and oversight; with both agencies sharing responsibility for performance.

Lastly, Gender Working Groups are a critical mechanism for coordination between all stakeholders and advancement of UN Women and WPP program objectives. Some of the national offices are struggling to maximize the utility and function of the mechanism, it will be important for the UN Women HQ to provide guidelines to the UN System WCA offices on the goal, purpose and functioning of an effective gender working group. Special guidance should be provided to UN Women as the lead agency.

⁹ These national level program documents can then be modified and altered for resource mobilization.

6. Introduction

6.1. Background

Over six years ago in July 2010, the United Nations General Assembly established the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women). In this role, UN Women seeks to provide the United Nations with leadership for gender and diversity work at multiple levels. The UN Women mandate in West and Central Africa and around the world is guided by the Beijing Platform for Action, the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), the United Nations Millennium Declaration, relevant General Assembly, Economic and Social Council, Commission on the Status of Women and other applicable United Nations instruments, standards and resolutions. The work of UN Women in WCAR is focused on responding to its three core mandates:

- **Normative work:** to support inter-governmental bodies, such as the Commission on the Status of Women and the General Assembly, in their formulation of policies, global standards and norms;
- **Operational work:** to help Member States to implement international standards and to forge effective partnerships with civil society; and
- **Coordination work:** entails both work to hold the UN system accountable for its own commitments on gender equality, including regular monitoring of system-wide progress, and the broader role of the entity in mobilizing and convening key stakeholders and partnerships.

The UN entrusts UN Women with a leading role in normative, operational and coordination work on gender equality in the UN system, including women's political empowerment. As such, this thematic evaluation will help to identify the performance outcome success and opportunities to improve their work in this critical component of their mandate.

The UN Women West and Central Africa Regional Office (WCARO) in Dakar, Senegal, was established in 2013. The office, through its regional thematic advisers, works to provide strategic guidance and support for mandate implementation to UN Women country offices and programs.

The Women's Leadership and Political Participation program is the flagship of the UN Women mandate and mission and has a proposed \$ 8,945,000.00, (15% of which was core budget and the rest needed to be mobilized externally) for the four-year life of the current strategy. As a result, the design of the program and related interventions are quite exhaustive and complex. The WPP overall goal is to promote gender equality and women's empowerment in governance processes and institutions in West and Central Africa. It includes the following objectives:

- To increase women's leadership and participation in decision-making in West and Central Africa
- To enhance transparency and accountability for gender equality commitments and priorities in governance and national planning in West and Central Africa
- To ensure that a comprehensive and dynamic set of global norms, policies and standards on gender equality and women's empowerment is in place and is implemented at all levels in West and Central Africa.

UN Women's WPP governance programme is an integrated and multi-pronged program that works through partnerships to strengthen women's representation and participation in governance processes and institutions in West and Central Africa, while enhancing accountability of elected candidates toward gender equality and women's human rights. The program design seeks to promote progress towards gender equality and women's empowerment, by strengthening partners' capacities to organize and execute programming that empowers and encourages women's leadership and political participation; advocacy/lobbying with national and regional entities including fulfilling its mandate as the steward of gender equality for the entire UN System; coalition/alliance building and networking for policy and practice change.

The timing of this regional thematic evaluation was appropriate and timely as UN Women as an agency has completed its fifth year of existence globally and within the WCA context - this evaluation has afforded the WCAR office (established in 2013) the opportunity to assess the performance of its WPP portfolio at midterm of its 2014-2017 strategy period and address any shortcomings that are identified; while scaling-up any promising best practices that have emerged. Moreover, many of the countries covered by UN Women WCA region, have recently held electoral exercises or will be holding local, legislative or presidential elections in the next year or so.

6.2. Purpose

This evaluation report is the deliverable emerging from fieldwork that was conducted from May 27-June 15th 2016. The evaluation and its deliverables were commissioned by UN Women West and Central Africa office, which requested a Thematic Evaluation of their Women's Leadership and Political Participation programming, focusing on the period 2011-2015. This regional evaluation was conducted by an international consultant with support from the UN Women WCAR Evaluation Advisor and the reference group established by UN Women WCA to oversee the evaluation, and the country offices that were sampled during the evaluation. An inception report was developed and validated by the reference group and was used to inform the evaluation process.

The evaluation sought to explore the performance of UN Women and key partners, fulfilling their mandates relative to a complex set of objectives and aims linked to positively impacting the leadership and political participation of Women in West and Central Africa at local, national and regional levels. This report is the result of a well-coordinated data collection process in 4-5 countries (Cameroun, Mali, Senegal, Cote D'Ivoire and Nigeria¹⁰) in the West and Central Africa region and overall review of performance in this core thematic area of UN Women's mandate.

The Thematic Evaluation report seeks to provide insights and recommendations that UN Women can use to enhance its approach to leadership and political participation programming to reach the objective of the West and Central Africa Strategy on Governance and women's leadership and political participation for 2014-2017. This formative evaluation and report present analysis of the design and implementation of programs and activities related to women's leadership and political participation in the WCA Region during the time period of 2011-2015. It assesses progress towards UN Women's strategic goal to increase women's leadership and political participation, it is however, primarily a learning exercise. Its core purpose is to inform the approach to WPP

¹⁰ The international consultant did not visit Nigeria but the UN Women Evaluation advisor did and worked directly with the national level consultant.

programming used in the new Strategic Plan for 2014 – 2017 and the new Regional Strategy on Governance for women to lead and participate in the decision making process at all levels.

6.3. Context and Profile of UN Women WCA and Countries Sampled

Over the years, women’s political participation has witnessed strong advances. International and regional recognition of women’s full participation in political and electoral processes is founded on principles of non-discrimination and equal enjoyment of political rights enshrined in the Universal Declaration of Human Rights (UDHR) and the Convention on the Civil and Political Rights (CCPR) of Women. The Convention on the Elimination of all Forms of Discrimination against Women (CEDAW) and other regional conventions, such as the Protocol to the African Charter on Human and Peoples’ Rights on the Rights of Women in Africa, (Maputo Protocol), explicitly state that the enjoyment of such rights shall be without distinction of any kind, including sex or gender. The adoption of the Beijing Platform of Action at the 1995 UN Conference on Women in Beijing was instrumental in the rise of women’s political leadership. Efforts over the past two decades must be sustained to ensure that a greater number of countries in West and Central Africa achieve the target of gender balance in all instances of decision-making at national and local levels. This aim is also reinforced by Sustainable Development Goals (SDGs) number 5 - on Gender Equality and Empowerment of all Women and Girls. The application of a human-rights based approach in electoral support is also important for upholding a safe and peaceful environment for all stakeholders and for strengthening the credibility of such processes.

Women in West and Central Africa have yet to claim their place as leaders and decision makers. They are still largely under-represented as political leaders and elected officials. Countries such as Benin, Burkina Faso, Central African Republic, Côte d’Ivoire, Ghana, The Gambia, Mali, Nigeria, and Republic of Congo have less than 11 percent women in parliament¹¹. In West and Central Africa Region, the countries that have seen substantial increases (i.e. Cameroun and Senegal) have had progressive support from the executive branch to encourage gender sensitive electoral policy reform or encouraged voluntary gender quotas during relevant elections. Senegal is the only country in the region that has a parity law, that is in application. The parity law in Senegal, imposes on all political parties the inclusion of a specific percentage of women on their candidates list for validation. This has led to a sharp rise in women’s representation, with 42.7 percent of women elected in parliament in 2012 and 47 percent in local councils in 2014. In many countries in West and Central Africa, women are still largely under-represented in politics as political leaders and elected officials.

Gender quotas for political parties in Burkina Faso, Cameroun, Côte d’Ivoire, Mali and Niger are either weakly enforced, or implemented on a voluntary basis. Sierra Leone legislated for the reservation of seats for women representatives at the local level, while Niger made similar legislation for reserved seats in the National Assembly and local governments. Although Cape Verde has not put in place any parity or quota measures, the country attained gender parity in the government in 2006, and from 2014, the government was led by a majority of women. In the Cape Verde, parliamentary elections in March 2016, the women were out-numbered by almost eight to one as only 73 women out of 551 candidates took part. The women won 17 out of the 72 seats (23.6%) in parliament¹². In Cape Verde, the electoral legislation does not provide for quotas in

¹¹ <http://www.ipu.org/wmn-e/classif.htm>

¹² Inter-Parliamentary Union <http://www.ipu.org/parline-e/reports/2057.htm>

quantitative terms, however it includes the requirements for balance between sexes in candidate list¹³. Only Cameroon and Senegal have 30 percent or more women's representation.

While there are inroads being made in West and Central Africa promoting women's participation in the public space/sphere, in many cases there are still sociocultural barriers that limit the application of the legal and normative instruments at local and national levels. In many of these countries the social education of women and girls suggests that they do not have a place in the public sphere as leaders or decision makers. Girls are educated from a very young age to defer to men and to cede leadership and decision making to men and elders. At the rural level, communities hold fast to these social mores, they are widely accepted and practiced. It is important to acknowledge that not only are girls raised to respect these norms for their comportment but also that women in these communities that are positive deviants, who pursue an expanded role in the public sphere as leaders and decision makers, can often be sanctioned for their efforts by community members, family members and their spouses. Those closest to potential women leaders can act as barriers to their efforts to become leaders and decision makers; pressure from family and community members to respect social norms surrounding gender can limit the opportunities for woman leaders at all levels.

In West and Central Africa women still face multiple obstacles to participating in politics. Structural and political barriers through discriminatory laws, electoral arrangements, gender-defined roles, traditional and religious systems and structures, limited finances, violence and conflict are among the factors which limit women's options to run for public office or in some cases, to exercise their right to vote. In many of these countries, women are less likely than men to have higher education as well as the business and political networks and resources needed to compete in politics on equal footing with their male counterparts. In short, male domination of politics in general, including political parties and state institutions as well as the patriarchal and sometimes violent nature of electoral processes, can limit or discourage women's participation¹⁴.

UN Women WPP programming must aim to address these systemic barriers to Women's leadership and advancement, otherwise countries in WCA will continue to struggle with attaining gender parity and equality. Women's under-representation in governance and politics across the region has the potential of undermining the realization of Sustainable Development Goals, including goal number 5 which focuses on gender equality and empowerment of all women and girls by 2030.

7. Evaluation Methodology

7.1. Evaluation Scope and Objectives

The terms of reference for this mission defined the scope of this thematic evaluation as regional and as this report illustrates, it explores all dimensions of UN Women's WPP mandate, to support normative and intergovernmental, operational and coordination work at regional and country

¹³ Paragraph 1 of Article 415 of the electoral law N° 92/V/99 on Representation of both sexes, and as amended by the N° 56 /VII/2010, states that the list proposed for election shall contain a balanced representation of both sexes. This is similar to the case of Cameroon where a gender language was included in the electoral code but no quotas. In addition, paragraph 2, of the same Article 415 states that public funding will be awarded only to the political parties that have at least 25% women in the parliament.

¹⁴ Final Report Gender, Human Rights and Women's Participation in Elections in West and Central Africa Conference.

levels. The specific objectives of this formative evaluation were to:

- Assess the **relevance** of UN Women’s WPP approach at regional, national and local levels during the selected period, as well as UN Women’s comparative advantage/added value in the WPP thematic area as compared with key stakeholders, including donors and particularly UN agencies;
- Assess **effectiveness and efficiency** in progressing towards the achievement of results, as defined in the 2011-2013 and 2014-2017 Strategic Plans, including the organizational mechanisms to ensure efficient linkages/feedback loop between Regional and Country Offices, and linkages to headquarters policy division on relevant areas;
- **Identify and validate lessons learned and good practices** that allow UN Women to support the sustainability of results achieved in the WPP thematic area in the region, as well as the replication and scaling-up of programs and projects in other regions;
- Provide **actionable recommendations** with respect to UN Women’s WPP strategies and approaches in the region.

7.2. Evaluation, Overview, Criteria and Key Questions

The WPP thematic evaluation employed a transparent and participatory process, as it aimed to be formative and exploratory in nature engaging with the processes, agents and mechanisms that can provide insights that can help improve the second phase of program design and implementation to make it more effective and successful. The evaluation methodology included all relevant UN Women stakeholders and partners from throughout West and Central Africa, including representatives of host governments, civil society, UN Women and its counterparts in Senegal, Mali, Cameroun, Cote D’Ivoire and Nigeria. The evaluation employed **gender and human rights principles**¹⁵, seeking data and inputs from UN staff, elected officials, bureaucrats and representatives who are the duty bearers for protecting, developing and enforcing laws and international protocols linked to promoting women’s leadership and political participation, in addition to right holders (Women leaders and activist) and civil society groups advocating for gender equality and human rights in Senegal, Cameroun, Mali, Cote D’Ivoire and Nigeria. Inputs and participation from men and women were sought equally, however, the UN Women WCAR WPP programming works predominantly with Women and women led civil society organizations and representatives. Marginalized groups where relevant were also solicited and included in the sample, however, the programs and partners identified by the program did not explicitly fall into marginalized groups. The program design did not emphasize working with men or marginalized groups.

A complex set of methods were used to collect data including face to face interviews, focus groups, phone/skype interviews and e-surveys in order to ensure accessibility at all levels. The mission collected and managed data confidentially and discreetly- with respect for respondent privacy and non-reprisal for information and data shared¹⁶; data collectors also ensured that sites and facilities where interviews were conducted were private and discreet; and where possible of the respondents choosing. All stakeholders and respondents were ensured that their insights and inputs would be

¹⁵ As defined in the UN Women Evaluation Policy and adhere to the United Nations norms and standards for evaluation in the UN System.

¹⁶ For this reason, it is recommended that those individuals interviewed who are not UN Women staff, not be identified by name in Annex 2 of the public version of the report. Nor are individuals identified by name in the quotes presented in the findings section.

protected and their identity kept confidential.

The evaluation methodology also sought to collect data that explored the key UN partner's mandates/activities in the area of WPP as a window into determining UN Women's comparative advantage in this thematic area regionally and nationally; and to identify the appropriate and most efficient ways to build on and improve the WPP program implementation. The following four evaluation criteria identified and established by UN Women served as the foundation for this evaluation exercise:

Relevance: Relevance of the WPP program to UN Women's mandate, priorities (regionally and nationally) and to beneficiaries' needs. Also, determine relevance of the strategies deployed (strengths, weaknesses and gaps-opportunities for improvement). This section also looks at how the UN Women WCAR works with partner agencies- alignment and complementarity of expertise and efforts.

Effectiveness: This aspect of the evaluation responds to the key question, are program objectives being achieved? This examination includes as defined in the terms of reference and inception report exploring the outcomes achieved by the program, impact of the program on gender sensitizing election processes and political parties in target countries. This section also sought to identify best practices and opportunities for scale-up.

Efficiency: Here the mission sought to assess the cost effectiveness and efficiency of the implementation process in terms of how much it costs to convert inputs into outputs, including the efficacy of management arrangements and other accountability arrangements. The analysis also considered how UN Women WCAR can be more efficient with the limited resources that they have. This was the most challenging area to evaluate due to the lack of data and resources shared with the mission on financial and program management.

Coherence: Determine the degree to which the WPP regional program in theory and application is coherent and well-coordinated at all levels with the mission, mandate and objectives of UN Women and its partners; what mechanism and approaches could be scaled up to ensure success during the second phase of the strategy period¹⁷.

7.3. Overview of Evaluation Methodology, Challenges and Limitations

In line with the terms of reference for the mission, the evaluation had three levels of analysis and validation of information. Here we also present the main obstacles and challenges experienced during each phase of the evaluation process and limitations of the study:

Box 1: Methodology, Observations and Challenges	
<u>Evaluation Methodology</u>	<u>Observations and Challenges</u>
Phase 1 , the mission began with the desk review of all relevant WPP documentation	a) The documents provided were not comprehensive and were not promptly provided.

¹⁷ For the complete list of evaluation question that guided this mission see the evaluation matrix and ToRs in Annex 1.

<p>including but not limited to, UN Women Annual Reports and strategy documents, donor reports, program documents, existing portfolio analyses on WPP, and relevant evaluations. Reviewing existing documents (secondary data):</p> <ul style="list-style-type: none"> • Projects records from participating countries • Data from public service agencies at regional and national levels • Records from both UN Women and other project stakeholders • Intermittent reports from both UN Women and partners (quarterly, annual reports) • Administrative documents from the fields and the partner organizations were consulted and data were gathered regarding the various stages of the projects' implementation. This falls in line with the evaluation's mixed method approach because it includes collecting and consolidation of qualitative as well as quantitative data. 	<ul style="list-style-type: none"> b) UN Women offices like Cameroun were quite transparent about challenges with document and archive management and are now in the process of considering how to move from hard copies to electronic copies of documents, so that documents can be made accessible. c) Some documents were never shared following multiple request. For example, budget data for WPP was requested by myself and the Regional Evaluation Specialist and it was never received. This created challenges for the reporting and assessments linked to efficiency. d) At the regional level, no regional level monitoring reports for WPP thematic area were shared, no aggregated data on key program indicators were shared and no comprehensive financial data was ever shared on the program following repeated requests. e) Overall the data that was shared was not well filtered, the package of resources shared included resources that were not relevant to the evaluation because they were not pertinent to the period under review or from a different sector. Because the data was not well organized and filtered, it required substantial time to filter through and identify the relevant documents before review could begin. This also delayed the identification of missing data and resources. f) There is a clear challenge with institutionalizing the knowledge, data and document management systems of UN Women offices at regional and national levels, the Monitoring and Reporting officer and Evaluation Specialist need to establish shared standards and guidance to address this.
<p>Phase 2 sought to build on the knowledge acquired through desk review by conducting field visits to a representative sample of 3-4 countries that provided a breadth of data to draw from for the creation of this report and</p>	<ul style="list-style-type: none"> a) The countries that were sampled and visited during the fieldwork included Mali, Senegal, Cameroun and Cote D'Ivoire. Nigeria was initially included in the methodology proposed in the

where possible national level case studies. The targets of the fieldwork included key informants from UN Women staff and partners, Government/Regional counterparts and Development partners. This predominantly qualitative component of the research included:

- One-on-one semi-structured interviews or group discussions were held with key UN Women WPP stakeholders¹⁸, to gather information about the success and challenges experienced while implementing the WPP program at both regional and national levels.
- Telephone interviews were used in a limited number of cases where face-to-face interviews were not possible.

inception report, however, due to complications with acquiring a visa under a limited time-frame, it was removed from the list. A national consultant did collect data and elaborate a national level Nigeria case study.

- b) Fieldwork was limited to 4-5 days in each country due to budget constraints for the mission. Due to the limited time in each country meetings were sought with 3 UN staff representatives (UN Mission, UN Women and UNDP staff where relevant), 3 government staff/representatives, 3-4 civil society groups and 1-3 Women elected leaders. It was often challenging to ensure that this was respected across countries but for the most part this was the sampling frame that was applied for the qualitative data collection in each country. See Annex 2 for more list of interviewees by country.
- c) Some key staff and partners were not available during the period of data collection. For example, the regional Governance (WPP lead) advisor was not available at any point during the data collection process. Women elected leaders were also very challenging to schedule during the fieldwork.
- d) Several meetings and events occurred during the period of data collection and permitted for some limited participant observation during regional and national level discussions related to the evaluation topic¹⁹.

¹⁸ Key stakeholders identified by UN Women in West and Central Africa include:

- i) Member States (including bilateral donors);
- ii) The UN System, at country and regional levels;
- iii) **Key national and regional stakeholders (Parliaments, Women Networks, women's political platform, Young Women Networks, Women leaders, Human rights Networks; Civil Society Organizations);**
- iv) Intergovernmental bodies (African Union), Regional Economic Communities including ECOWAS, ECCAS, and the Mano River Union,
- v) Academia, foundations and women's rights non-governmental organizations;
- vi) Peacekeeping missions in relevant countries;
- vii) National Observatories;
- viii) Media.

¹⁹ The Gender, Human Rights and Women's Participation in Elections in West and Central Africa was held in Dakar in May 2016 and UN Women Cameroon's Café Genre #10 was held during May 2016.

<p>Phase 3 of the data collection included the use of an e-survey to explore UN Women’s WCA Women’s Leadership and Political Participation program- to explore the WPP program through a quantitative lens.</p> <ul style="list-style-type: none"> • As time and resources did not permit the evaluation team to visit all of the UN Women WCA WPP recipient countries, the e-survey was used to allow the evaluation mission to get full picture of the performance and functioning of the WPP program. • The E-survey link was shared across UN Women staff and partners, including UNDP, host government representatives, civil society groups and UN System counter-parts such as UNDP. 	<ul style="list-style-type: none"> a) The E-Survey was conducted in French and English. b) Responsiveness was quite slow so the time permitted to participate in the e-survey was extended and UN Women staff worked diligently encouraging stakeholders to participate. c) Some UN Women WCA countries had really strong participation while most struggled to reach 5 respondents. Non-office or minimal presence UN Women countries were the worst performers, while the countries that received field visits were among the best performers. d) Nigeria and Mali had the most survey respondents at 12 each. Which is substantial given that there were 49 total respondents to the electronic survey. Senegal and Cote D’Ivoire had 8 and 7 respondents respectively. All the other UN Women countries had 4 or less. e) Participation from civil society, host governments and UN counterparts, had lower participation in the e-survey (25 out of 49 total). However, they have strong representation in the fieldwork. f) Thirty-three of 49 respondents to the e-survey respondents were women, 67% of the total e-survey sample. g) Twenty-four of 49 respondents were UN Women staff (6 were regional). Therefore 48% of the e-survey sample was UN Women Staff.
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The table above highlights the methodological approaches used to execute the evaluation and compose the data collection that has been analysed and presented in the findings section below. It also highlights the challenges and obstacles that were experienced during the data collection process. This evaluation was a **participatory exercise**, not only were the methods designed to collect the information required but they also sought to solicit information from the widest range of actors and stakeholders possible.

The fact the WCA WPP program is quite broad and wide ranging in terms of conceptualization and implementation presents its challenges for evaluation. Hence, during the **fieldwork**, in each country the national offices were requested to support the coordination of meetings with a representative number of respondents from each of the core WPP stakeholders (UN staff, host-government representatives, civil society representatives and women elected leaders). Budgetary constraints limited the data collection in each country to 4-5 days, which constrained the time for

data collection and as such the number of actors that could be interviewed and the time available for engaging with UN Women staff and their M&E systems. As a result, a substantial amount of data had to be collected by the national consultants, however, even their contracts were quite limited in duration. The selection and composition of the national consultants also proved challenging, each national office managed this process and there were some issues with profile of the selected candidates, timing and duration of contract, which affected the fieldwork and resulting case studies. While this report was as informed as much as possible by the national level case studies, it was conceived primarily from the data collected by the international consultant during field work due to delays in the production of the national case studies.

Desk review, as indicated in the table above document data on the regional and national WPP program was not comprehensive nor complete. For example, financial, program management and monitoring information regarding the WPP program and related projects was not forthcoming, for the regional and/or national levels. This made it challenging for the mission to address some of the core questions that led the evaluation relative to four criteria identified in the methodology. Because none were shared following repeated request, it also appears that there are no regional level reports or indicator tracking tables for the thematic area. Which means that there was no aggregated monitoring data on the TOC for the program, key program indicators or performance for the last 3 years. This places the responsibility solely on the evaluator leading the mission to attempt to construct an overview of the sector performance from the limited desk review data and the data collected in the field. Moreover, the project and general regional monitoring reports that were provided, highlight activity based performance with little analysis and limited to no data on key outcome or output indicators. Lastly, the provided TOC and program document for the governance sector which includes the WPP thematic area are all in draft form and in need of substantial revision and finalization, this will be discussed comprehensively in section 7.

The **Electronic survey** was shared with a wide range of actors from each of the targeted sub-groups in all the countries that make up WCA region (those sampled and all other WCA UN Women countries), the responsiveness was quite low, especially from actors external to UN Women. The survey was extended over a four-week period and closed in early August in order to increase the opportunities for respondents to participate. As indicated in the table above, there were only 49 respondents total and the majority of the respondents were UN Women staff, 48% to be exact. 67% of respondents were women. For more details on the survey data see Annex 7.

Data analysis, data from all sources including desk review, field visits, phone and skype interviews and e-surveys was **triangulated** to ensure validity and reliability. The triangulation of data emerging from these divergent sources was used to provide the analysis and findings presented in the sections that follow. While taken individually the sources are not comprehensive enough to provide clear answers to the questions that guide this evaluation mission, together they provide a strong foundation through which to assess ways to improve and build on past successes of UN Women WCA WPP program. **Content** and **trend analysis** were conducted on the qualitative and quantitative data collection including data emerging from the document review, interviews, focus groups and e-survey. In addition, the data from the electronic survey was cleaned and combined from both the English and French drafts into one data set and analyzed to inform

the analysis presented in section 8 of the document.

8. Findings & Analysis

The findings and analysis set forth in this report are direct response to the core questions posed by UN Women WCA office in the terms of reference and reiterated in the reference group validated inception report for this mission. Each section focuses on providing comprehensive responses that draw on both the quantitative and qualitative data collections. See the TORs in Annex 1, for further clarification. As this is a formative evaluation, the standard evaluation criteria of sustainability and impact were not employed in the evaluation and were not highlighted in the mission ToRs or inception report.

8.1. Relevance

In line with the ToRs and inception report, this section explores the relevance of the WPP program to UN Women's mandate, priorities (regionally and nationally) and to beneficiaries' needs. The section also seeks to assess relevance of the strategies deployed (strengths, weaknesses and gaps-opportunities for improvement).

Critique of the UN Women WCA WPP Theory of Change

This evaluation is concerned with UN Women's work under Theme 1 of the Strategic Plan, focused on the Women's leadership and Political Participation. The existing Theory of Change and logical frame work covers the entire governance sector. The TOC is quite broad and bulky, and due to the fact that there is substantial overlap between theme 1,2 and 3 there is redundancy and repetition in the outcomes and associated outputs under each thematic area. For example, in the current Governance Programme Document draft, there are 3 thematic areas and each thematic area has 3 outcomes with their associated outputs. There are arbitrary divisions being applied between the three impact areas which are quite interrelated and interdependent:

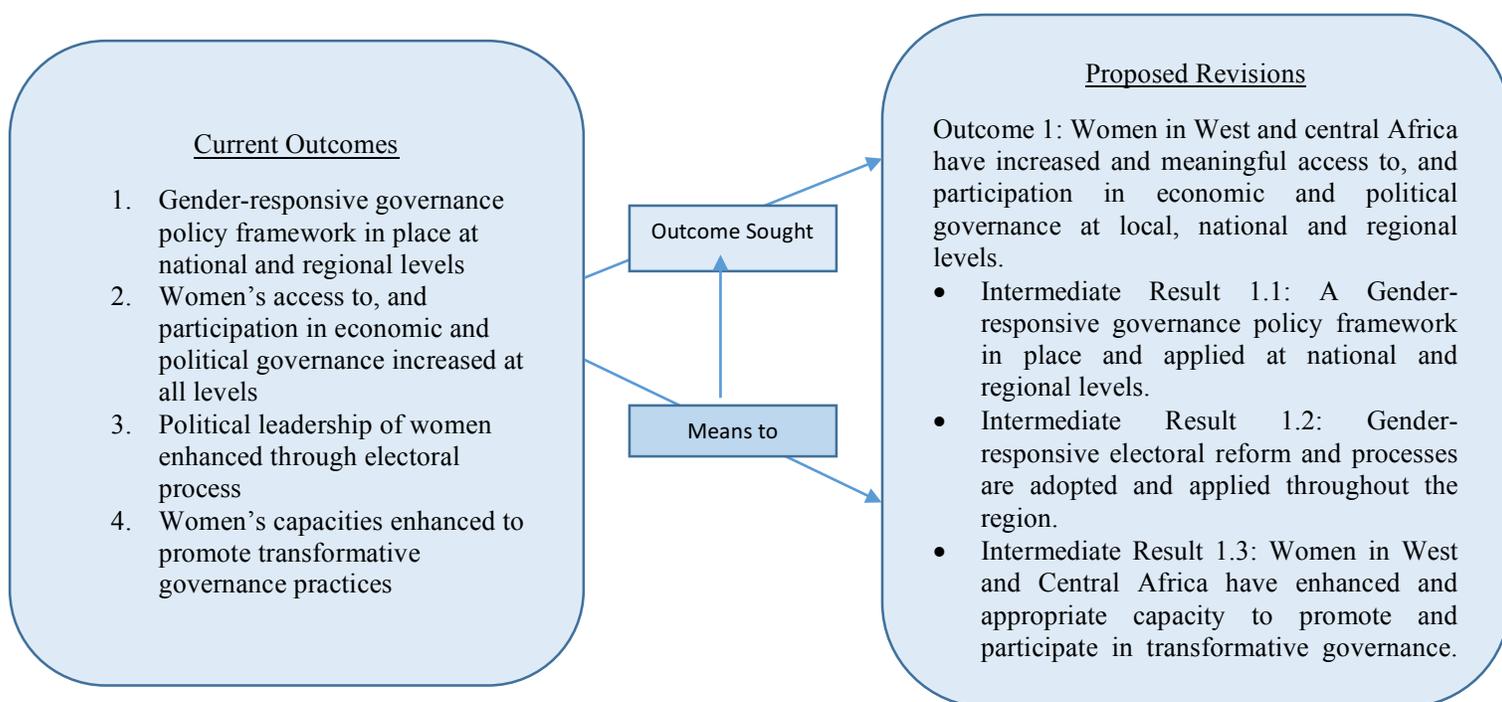
1. Women's Leadership and Political Participation
2. Gender Equality in Governance and National Planning in West and Central Africa
3. Intergovernmental processes, international instruments are in place and applied to by national governments and all stakeholders in West and Central Africa.

All three of these areas are related and interdependent, hence why there is some redundancy in the content of their outputs and activities. For example, output 1.1.3, *National institutions have improved access to knowledge products and tools to formulate and implement gender sensitive policies*, could easily be linked to thematic area 2. The theory of change for the governance section as presented in the Governance Programme Document is overly complicated and requires simplification and streamlining in order to address the overlap, redundancy and to make it more user friendly in the field. In fact, one might argue that 3 thematic areas for the governance sector are unnecessary. Through the use of intermediate results, the sector design could be reduced to two or even one thematic area. This could be achieved through an intentional and participatory review and revision process led by a program design and development expert. Our analysis will focus on Impact 1 with some points that are salient to the entire theory of change and program design.

Reconsidering the existing WPP/Governance Theory of Change

Both the Governance Program Document and results framework/TOC provided for review as part of this thematic evaluation were in draft form, as such they are not complete and are not always in agreement with one another in terms of phrasing and formulation. For example, in the TOC there are only 4 outcomes total, while in the Governance Program Document, there are 3 Outcomes listed for each of the thematic areas. The WPP/Governance TOC that was shared with the mission for review does not respect the program content and structure presented in the draft WCA Governance Programme Document. In fact, it presents only 4 outcomes, while the Governance Program Document has 9 outcomes. For the sake of this exercise the Draft UN Women TOC: “Women’s Leadership in Governance Processes in West and Central Africa” (see Annex 6), will be reviewed here with some recommendations for future orientations:

Box 2: Reconsidering the Existing WPP/Governance TOC



The diagram above seeks to illustrate tangible recommendations for how the logic of the existing theory of change can be clarified and improved to enhance WPP program design and in turn improve implementation. The current TOC design and program structure does not acknowledge the difference between higher-level objectives sought to achieve Gender Equality and WPP in West and Central Africa, and the transformations in capacity, knowledge and practices as they relate to the changes in systems, individuals and institutions that serve as the vehicles through which the objectives or outcomes are to be achieved. The Outcome is the higher-level objective, and the IRs are the systemic, institutional and individual level changes required to achieve the outcome. In the current TOC, the objective of increased and meaningful Women’s Leadership and Political Participation are placed at the same level as the processes required to achieve the outcome. The proposed revisions illustrate recommendations that adjust for this lapse in the logical structure of the TOC.

Another reflection of the challenges inherent to the TOC for WPP thematic area is how stakeholders define WPP. Many of the issues and activities that would fall under Impact Area 2 and 3 were included among the activities defined by stakeholders as being WPP:

Box 3: What does your organization define as Women's Leadership and Political Participation?	
I. Other (please specify)	6.1%
II. Supporting gender sensitive budgeting	40.8%
III. Election monitoring to ensure that they are inclusive and fair	46.9%
IV. Women's economic empowerment	51.0%
V. Advocating for improved service delivery and governance on women's issues	53.1%
VI. Integrating gender into the national development plan for your country	53.1%
VII. Advocating for more inclusive election reforms and policies	63.3%
VIII. Creating materials and resources on integrating gender into governance and elections at local and national levels.	57.1%
IX. Supporting the identification and election of women representatives	59.2%
X. Advocating for the meaningful integration of gender into the mandate and mission of major political parties	67.3%
XI. Training and coaching women representatives to be more successful and effective	73.5%

The box above highlights the core activities that UN Women WCA staff and partners define as WPP programming. The diversity and range of programming is quite extensive, highlighting the policy, capacity building and advocacy level work being done throughout West and Central Africa to promote and advance the WPP agenda. Only one relevant addition was made in the other category, “ensuring Women’s role in the peace and security process²⁰”. However, the table also reflects that economic empowerment, gender sensitive budgeting and peace and security are included amongst interventions defined as WPP by stakeholders. While economic empowerment and gender sensitive budgeting are in the Governance sector, Peace and security does not fall into the governance category, further illustrating that the WPP/Governance TOC needs revision and refining through a participatory process.

The revision of the TOC will also provide the opportunity for the WPP program design to include a stronger **gender and diversity** component²¹. The current TOC, does not address socio-cultural practices and beliefs that act as barriers to Women’s Leadership and Political Participation. We raise it here to emphasize the importance of taking this into consideration in the revised draft of the document. A strong and well informed TOC will incorporate interventions that address gendered dynamics that act in favor or against women’s leadership and political participation. The current program design does not consider how religious leaders, elders and men can act as barriers to the implementation and application of the legal and normative instruments that are being promoted in the WPP thematic area.

Once weaknesses and redundancies in the TOC and related outcomes and thematic areas are addressed, the outputs and activities can be more easily clarified and re-structured so that the linear

²⁰ See Annex 7.

²¹ The current TOC does not consider diversity, particularly the needs of marginalized groups and the handicap, which is closely aligned with UN Women’s mission and mandate

logic of the TOC is evident. A streamlined and well-designed theory of change will remove the weaknesses that plague the existing program design and hinder program implementation and evaluability²². As it stands now logic and structure of the WPP/Governance TOC is not clear nor coherently articulated²³. Given that the period under review is 2014-2017, just over a year from completion, it is problematic that these foundational WPP/Governance thematic area documents have not been finalized and validated. This should be a first tier priority given that the theory of change guides the work being done in this thematic area. If conducted through participatory process, this will also empower national and regional office governance staff and partners to more effectively implement and monitor the program.

WPP and UN Women WCA's Strategic Position

UN Women's place as the central actor and catalyst for WPP work is unquestioned by most actors interviewed and engaged during field work. UN Women's mandate and role as the UN Agency focused on promoting the conditions that will create gender equality and Women's empowerment is the principle justification provided by stakeholders for the strategic position of UN Women as the key actor to act as the catalyst and motor for promotion of gender equality and WPP in the region. Due to the agency's position and reputation as a neutral actor, it is viewed by civil society and host governments as the lead for the coordination of the WPP work to promote the increased role for Women's leadership and political participation. It was often cited by respondents from civil society and host governments that no other UN or international organization has a mandate uniquely focused on promoting gender equality and women's empowerment.

UN Women is well positioned to work on this issue because we work with all the actors- the donors, civil society, government and the UN. We are positioned to coordinate between these actors because we are an independent actor. CEDEAO/ECOWAS came to UN Women, in order to push the other countries to follow the example of Senegal to replicate the electoral code requiring gender equality. Senegal has parity elective but not nominal.

UN Women WCAR staff

In Senegal, the partners and UN Women staff felt that the strength of UN Women lies in the fact that it is viewed as a neutral actor, which positioned it well to encourage various actors to collaborate to support the implementation of Senegal's parity law following its adoption into law. UN Women partners echoed the same sentiment, stating that, "They (UN Women) are one of the many actors working on this issue (WPP)... here there is not leadership, there are no leaders in this effort. Everyone plays a critical role. However, they are the most neutral actor which is why they are best placed for coordinating this work" (leader -Senegalese civil society organization). These two quotes highlight the place ceded to UN Women as a leader in promoting and coordinating WPP programming. The fact that

²² A revised TOC must clarify the logic of how the program activities will lead to the outputs; the outputs to the intermediate results; the intermediate results to the outcomes; and the outcomes to the goal will be clearly articulated.

²³ The current TOC, does not address socio-cultural practices and beliefs that are viewed as the primary barrier to WPP program success - as will be discussed and explained later in the document. We raise it here to emphasize the importance of taking this into consideration in the revised draft of the document.

they are viewed as unbiased “neutral” and can work across host governments, civil society and regional/multilateral actors, heightens their credibility and impact.

This centrality and respect for UN Women’s position as coordinating actor was evident across the region. A senior UN Women WCA staff stated:

“UN Women is well positioned to work on this issue because we work with all the actors- the donors, civil society, government and the UN. We are positioned to coordinate between everyone, because we are an independent actor. For example, CEDEAO/ECOWAS came to UN Women, in order to push the other countries to follow the example of Senegal to replicate the gender parity law.²⁴”

The UN Women partners and staff echoed this sentiment across the board highlighting UN Women’s position as a neutral actor. The quote above illustrates that even regional and multilateral actors such as ECOWAS see UN Women as a critical player in leading the coordination of WPP efforts.

Women’s Leadership and Political Participation a Priority Sector

While in theory across the region UN Women is widely accepted as the ideal lead for all WPP related work, it is not a priority sector for all UN Women WCA offices. In **Cameroun**, the WPP movement has momentum, during the week that data collection for this evaluation was ongoing, there were several Women’s Leadership related meetings and conferences occurring around Yaoundé. Many of the Cameroonian partner agencies expressed frustration with the fact that they had not received any support or funding from UN Women since the last elections in 2013. While UN Women-Cameroun has not prioritized WPP programming, senior staff from UN Women Cameroun acknowledged that leading the coordination of WPP is a natural fit for UN Women. The UN Women Cameroun leadership stated that their current funding arrangement was the primary reason for not prioritizing WPP. Currently, the principal donor for UN Women Cameroun is the government of Cameroun. Hence, taking funding from the government to support Cameroonian civil society or WPP, is not possible. Cameroonian case illustrates that the prioritization of WPP by UN Women national office strongly impacts whether, the agency is strategically positioned to lead the WPP work. In the table below, we examine the status WPP programming in the countries included in the evaluation sample:

Box 4: WPP Programming across Sampled UN Women National Offices		
Country	Priority Sector	WPP Program Prioritization
Senegal	Yes	<ul style="list-style-type: none"> WPP is a priority sector with publicly funded programming and activities.
Cameroun	No	<ul style="list-style-type: none"> WPP programming is a crosscutting sector with no stand-alone programming
Cote D’Ivoire	Yes	<ul style="list-style-type: none"> WPP is a priority sector, however, the office is still in the process of rolling out and expanding the WPP program.

²⁴ Interview with representative from Union des Elus Locaux a Dakar June 11, 2016.

Mali	No	<ul style="list-style-type: none"> Peace and Security is the priority for the entire UNDAF and WPP/governance is crosscutting theme with no stand-alone programming.
Nigeria	Yes	<ul style="list-style-type: none"> The UN Women office relies 100% on core funding for all activities in this sector and is struggling to expand the program and achieve impact.

The table above highlights the fact WPP programming is not a priority in all sampled national offices and as such its relevance as a sector for national offices is not universal. In Cameroun, UN Women has little to no sustained WPP programming. Due to the lack of funding and the subsequent subordination of WPP/governance programming to a crosscutting sector, UN Women has not taken the lead relative to WPP programming. There are many actors and donors that are continuing to push the WPP agenda forward, including Cameroonian NGOs like *More Women in Politics* and UNDP, who have programming and funding for sustained WPP related programming. More Women in Politics is working with newly elected women in 20 communes and seeking to expand their programming, they have sought unsuccessfully to collaborate with UN Women to do so.

The table also shows that in Mali, UN Women’s work centers around peace and security, this is the emphasis outlined in the UNDAF document and the primary interest of most donors²⁵. In the case of Mali, NDI has taken a critical leadership role pushing forward the WPP agenda. They aggressively supported the government during the process of developing the newly established electoral reform that produced a policy requiring 30% representation of Women in all elected and appointed positions. This was acknowledged by multiple actors during field work²⁶:

“As a woman leader, I find that there is lack of resources for programming to support Women’s leadership- NDI has been supporting a lot of the organizations for the 30% law. the law is not accepted yet without the decree. They are also supporting the lobbying and advocacy around the law. NDI also supports the Network of Women Parliamentarians (REFEP)- with our creation, training and assisting us to be more effective. NDI supported us to create a strategic plan and trained us on leadership and communication. NDI is providing us with support and UNW is not really providing much support to Women leaders. (Newly Elected Deputy and Member of Malian Network of Women Parliamentarians)

In fact, NDI has become an important reference for legal and normative WPP related work in Mali²⁷. Mali and Cameroun, have subordinated their WPP programs. In both cases there are other agencies that are pushing the WPP agenda forward. Mali and Cameroun illustrate that if UN Women does not prioritize and lead WPP efforts, other actors will fill the void. It cannot go without saying that financial and human resources are required in order for UN Women to be an effective lead coordinating agency.

²⁵ Interview with the UN Women Representative-Mali, June 6, 2016.

²⁶ Interview with NDI leadership June 7, 2016 and Malian Woman leader June 7, 2016.

²⁷ During my fieldwork UN Women was not able to secure a meeting with the Minister of Gender.

WPP, UN Women WCA, Key Partners and Adding Value

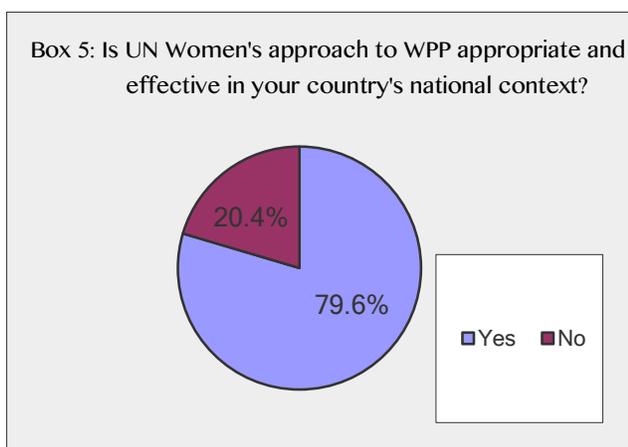
UN Women's principal partners are the host governments in the countries where it works. UN Women offices across West and Central Africa act as partners both technically and financially to government agencies. They play a catalytic role, using their position as the preeminent UN agency on gender to promote the application of all ratified treaties and declarations²⁸ linked to gender equality and women's empowerment. In addition, UN Women national offices are typically solicited for technical expertise or facilitation of access to technical expertise. This is critical for most host governments, for whom the knowledge of how to transform practices at the institutional and individual levels to promote WPP and women's empowerment in countries across the region does not often exist indigenously. As such many governments in West and Central Africa turn to UN Women to provide technical guidance on how to achieve WPP and Gender Equality outcomes and execute activities. Included in this technical support is knowledge and competencies linked to supporting national governments to adhere to national and international instruments promoting Women's empowerment. Host governments also solicit UN Women to provide assistance to ministries and government institutions to promote mainstreaming of gender into their processes, systems and national development plans.

UN Women along with the entire UN System and host governments coordinate their work through the country UNDAF, which ensures that its work is aligned with the governments priorities and interests. This ensures that the work of UN Women in theory is aligned with its principal partners and UN counterparts.

Obstacles and Challenges to WPP Success

However, the UNDAF approach does not always ensure that its work is aligned with changes in the context; it is also a government focused approach which may not consider the perspective emerging from the interior of WCA countries. This is a discrepancy that was raised during the field work, while 79% of the e-survey respondents (See Box 5) felt that the UN Women WCA's approach to WPP was appropriate in their national context²⁹,

during the field work many civil society groups and women leaders expressed frustration about the proximity of UN Women to the government and felt that UN Women does not focus enough



²⁸ International Convention on Civil and Political Rights (ICCPR), Child Rights Convention (CRC), International Covenant on Civil and Political Rights (ICCPR), the Protocol to the African Charter on Human and People's Rights on the Rights of Women in Africa, the Solemn Declaration on Gender Equality in Africa and the Beijing Platform for Action, among others.

²⁹ This percentage could be influenced by the high number of UN Women Staff in the sample, also this was a yes or no question and more nuance should have been permitted in the response allowed to the question. In later questions of the e-survey when the somewhat option is provided- this is selected substantially more than yes.

on the grassroots and civil society.

Civil society members and women leaders claimed that while the laws may change and progress is made at the national level, the local grassroots level is being neglected and the changes are not reaching the population. One of the most striking examples of this emerging during the field work occurred in **Mali**, where in 2009 the president introduced an amendment to the *Malian Family Code* that sought to empower women by seeking to recognize marriage at a secular/civil level and thereby granting women more legal rights and privileges beyond Sharia Law. The Malian population led by religious leaders reacted so negatively and aggressively that within the same year President Toure was forced to repeal the law³⁰. The movement linked to promoting Women's Empowerment which includes government officials, civil society and International Organizations have learned from this experience. On November 12, 2015, the Malian government adopted a new law, a bill that requires that 30 percent of all elected and appointed positions be held by women. This law is a major accomplishment for the Malian government, however, the government is reluctant to introduce the law to the public for fear of a similar outcome to that of the Family Code amendment that was put into law and repealed in 2009.

What the Malian case illustrates is something that was echoed repeatedly during the field work in each country, while the work that is being done at the legal and normative level is important, efforts also have to be made to prepare the masses in rural areas throughout these countries for the socio-political changes that these laws seek to impart. For this to work, gatekeepers such as men, elders and religious leaders in local population, must be targeted by WPP programming, in order to reinforce WPP policy work.

This is not unique to Mali, a staff of UN Women-Senegal stated the following:

“UN Women is currently working at a strategic level (legal and normative), but not at the grass roots, sociocultural level- some things must be approached through the schools to change the mentality. This requires the resources to work at the local level. We (UN Women) want to do more, this is difficult without the resources. Also, economic empowerment is also important to equality, it allows women to be empowered to act independently an on their own accord. (UN Women Staff-Senegal Staff)”

This quote highlights the fact that the WPP agenda in Senegal has not reached the grassroots level due to lack of resources. It also signals another challenge to the success of WPP programming, socio-economic empowerment of women as a vehicle for moving the WPP agenda forward across WCA. Many interview participants argued that as long as women do not have control over and access to financial and material resources it will be challenging for them to exert true power or authority. This is not unique to Senegal or Mali. In Cameroun a civil society leader stated:

“Cameroun has 360 communes; ...we need to be working at the local level not just the national level because the base needs to be aligned with the top. ...UN Women needs to link economic empowerment to political participation. Political Participation requires

³⁰ <https://sahelblog.wordpress.com/2009/09/02/mali-state-of-play-on-the-family-code/> and interviews with the Malian civil society June 7-10, 2016.

economic resources; women tend not to have these resources.”

There are many examples of local actors and populations that are not prepared for the increased role of women in the public sphere as the traditions and culture tend to dictate a more modest and passive role for women in the public sphere. Any attempts to meaningfully create and reinforce a space for Women’s leadership would need to seek to build awareness and increased acceptance for this socially and culturally in order to allow women to feel and be empowered to claim their place in decision making bodies and also to lower the barriers at the local and national levels. Currently, in most cases women who seek out service driven lives as political and institutional leaders risk being sanctioned and punished by family and community members. For example, parents and husbands can be barriers to women seeking to be leaders at local/national levels, as mentioned by respondents in all of the sampled countries, women often have to defer to their husbands and/or elders for permission to pursue office and in most cases the response is not affirmative. Even parents can dissuade their daughters from seeking office because it goes against the traditions and practices (social norms) of their community.

There is a cultural work to do as well because culture in Cameroun is such that women and men do not have confidence or vision of women as leaders, their role is constrained. If a woman speaks publicly at the village level she is often viewed negatively. The men maintain the system and are not comfortable with the idea of women in leadership.

(UN Women-Cameroun Staff)

While UN Women and the rest of the UN System are working with national governments at the strategic and national levels (through central government institutions like the national assembly and ministries focused on gender), the population and grass-roots (rural populations outside of major urban centers) are not prepared to support and accept a new role for women in the public sphere as leaders and decision makers. This is a fundamental factor for success in shifting new and existing gender parity and quota laws from paper and theory to implementation and application throughout the region. This point is also echoed in the e-survey where when asked what were principal obstacles to the success of WPP programming, 98% of respondents felt that sociocultural practices and beliefs were a major obstacle to the WPP programming in their national context. Lack of resources/investment and lack of a clear strategy/program design were next at 82% and 76% respectively.

In addition, social barriers and burden of seeking office or a leadership role requires that a woman have tremendous support from her community and her family and if she wins, to be effective she requires even more financial and technical support. Without this financial and moral support many women continue to be dissuaded or barred from accessing power or leading. In many cases women are relegated to symbolic positions that contain no real power.

8.2. Effectiveness

This aspect of the evaluation analysis responds to the key question, are program objectives being achieved? This examination includes as defined in the terms of reference looking at examining

gender outcomes related to election management and political parties. The questions posed under these criteria in the ToRs also highlighted identifying best practices, opportunities for scale-up and replication.

Creating and Enabling Environment for WPP

Data emerging from the fieldwork and desk review illustrated that the most effective means for encouraging the promotion of women's political participation and leadership at the strategic/institutional level is linked to the economic incentives and opportunities that are associated with accessing World Bank, IMF and MCA aid and other sorts of economic relief and resources. All the governments West and Central Africa are focused on building economies with solid foundations of scale that bring large swaths of the population out of poverty (see National Development and Poverty Reduction Strategies for relevant countries). One of the most obvious vehicles to do this for many countries is through access to substantial development aid packages available through mechanisms like the IMF, MCA and World bank- many other bilateral agreements with governments in the west as well. These donors and multilateral agencies are attaching performance on key indicators linked to gender (such as Women's Leadership) as a prerequisite to being considered for these critical mechanisms/resources for national development. In Cameroun, Mali and Cote D'Ivoire, this was mentioned as a major impetus for the executives' efforts to push the WPP and gender equity agenda forward in these countries. Therefore, this is an important factor for creating an enabling environment for promoting Women's leadership and political participation at the legal and normative level.

Advocacy using International frameworks like Beijing, Maputo and CEDAW is also critical to creating an enabling environment for WPP. The legal and normative frameworks are the measures that are applied to determine how successful a country has been at achieving progress towards gender equality and Women's empowerment. This has served as a major impetus for many leaders in West and Central Africa to take up the mantle of seeking gender equality and promoting the political participation and leadership of women. Civil society representatives in Mali, Senegal, Cote D'Ivoire and Cameroun shared that these instruments are useful advocacy tools that they use to campaign for more access and increased participation of women in public spheres in their countries. These organizations actively cite the Maputo declaration, the Beijing platform and other normative instruments that have become the tools by which they can remind their leaders of the obligations they and their predecessors have made through the ratification of these international agreements. Reporting on national progress on these international, regional and continental instruments provide tangible insight into success and failures of each countries performance and empowers civil societies advocacy. This becomes mutually reinforcing and creates the impetus in these countries that provide the backdrop for real change³¹.

Overview of Main WPP Program Achievements

All of the UN Women national offices attempt to punctually support the election exercises in their host countries as the principal vehicle to promoting WPP. Often the work is concentrated around the month leading up to elections which limits the potential impact for creating increased women's leadership and political participation. This was a common complaint from civil society across

³¹ During field work many offices reported preparing their Beijing +20 reports. Cape Verde actually included a summary of this document in their supporting documents

WCA countries, many civil society respondents discussed that they had not received support or collaborated with UN Women since the previous election cycle, which in some cases was a year or more in the past. This was the case of civil society members interviewed in Cameroun, Senegal, Mali and Cote D'Ivoire, where they openly expressed a desire for more support and continuous programming from UN Women. Even UN Women WCA staff, acknowledged a need for sustained program that lasted between 3-5 years, to encourage sustainable and meaningful impact on the WPP agenda³². Here we provide a brief overview of the achievements identified during field work.

For UN Women WCA staff and partners, **Senegal** is the reigning example of WPP program success for the region. Senegal adopted a parity law in May 2010, which established a mandatory requirement for all elective positions to have equal representation between men and women³³. This was before UN Women as an entity was established in 2011 and the creation of the UN Women WCA regional office, in 2013. As such most of UN Women-Senegal programming centered less around election policy reform and more on policy application, monitoring of elections and the training/preparation of newly elected women leaders/parliamentarians³⁴. There are several major accomplishments that have advanced the WPP programming in Senegal:

- The Women's Situation Room (WSR) is one of the best practices adopted throughout West and Central Africa. During Senegal's 2012 Elections, WSR, was created with funding from UN Women Senegal with the aim of empowering women to Monitor Elections to ensure respect and application of the parity law. This was the first occasion where women were involved in an organized process of election observation; giving Senegalese women a voice that was not diluted by men, they were able to have information in real time, it was important in terms of the visibility and support for ensuring peaceful free and fair elections. And most importantly respect for the countries new parity law³⁵.
- Training women led civil society groups as part of the Election monitoring agenda, the groups were trained on Senegalese electoral rules, processes and pre and post-election monitoring protocols for civil society.

The national governments in the region must respect ECOWAS/CEDEAO and the Maputo declaration, which both require parity in all the instances of decision-making. Therefore, all the countries with ongoing electoral reform processes, should be seeking equality. The quota is outdated, Beijing required quotas - CEDEAO and Maputo-require parity.

Senegalese civil society NGO representative

³² This recommendation and concern regarding the need for sustained WPP programming that extended beyond punctual election activities to 3-5 year integrated programming, was repeatedly raised in interviews and focus groups. It would be difficult to attribute this to one single actor or entity, due to the wide consensus on this issue.

³³ The Parity Law instituted total parity, between men and women, in all partially or entirely elected institutions, was passed following an amendment of the Constitution voted on November 13 and 26, 2010 respectively by the National Assembly and the Senate. The Amendment included in the Constitution a parity provision between men and women "in all elected terms and all positions granted through elections." <https://sahelresearch.africa.ufl.edu/tsep/themesissues/gender-quotas-and-representation/senegal/>

³⁴ It is worth noting that in March 2011, the Senegalese government created the **National Observatory for Women's Rights and Parity**, during field work they expressed a strong interest in collaborating with UN Women.

³⁵ OSIWA's "Making Election Count: A Guide to Setting Up A Civil Society Election Situation Room," seems to be the model that was adapted by UN Women to create the Women's Situation Room. The OSIWA approach was piloted in Nigeria (2011), Liberia (2012) and Senegal (2012), the same year that UN Women's WSR emerged.

- Knowledge and capacity building documents (including several manuals) were created to raise awareness of the parity law and to build skills of civil society and newly elected Women leaders.
- Support was provided to the Union of Associations of Local Representatives, to conduct a mapping of the elected female leaders, the study was conducted after 2014 elections and provides a clear idea of the local level women’s representation and gaps in terms of capacity needs. It is viewed by partners and UN women as a baseline for future work in this area.
- UN Women-Senegal also supported the creation and validation of the Senegalese National Strategy for Equality and Gender Equity.
- Technical and financial support to women parliamentarians through the OSIWA implemented Women Parliamentarian Program. The program seeks to build knowledge and capacity of female parliamentarians to participate in institutional and political processes and to promote advocacy for women’s rights and issues in the national government.

In **Cameroon**, the major accomplishments linked to Women’s Leadership and Political Participation during the period under review were the following:

- UN Women- Cameroon trained ELECAM and various civil society groups on gender; they also trained the deputies in the national assembly to support the ongoing process of revision of the electoral reform process.
- Several knowledge and capacity building documents were created to raise awareness of the need for electoral reform to incorporate a quota law and to build the skills of civil society and newly elected Women leaders to support the advocacy promoting electoral reform. For example, UN Women-Cameroon, with Minister of Gender (MINIPROFF) and ELECAM have developed a manual with the government to guide women through the process of becoming a successful electoral candidate.
- UN Women- Cameroon also supported the national government and civil society to incorporate gender language into the electoral code. The existing code was amended and supplemented by another law passed in December 2012, which required gender to be considered as a legal prerequisite in the compilation of all candidate lists for the municipal, legislative, regional and Senate elections³⁶. However, the electoral code has yet to be revised to include a 30% quota or parity, that process is still ongoing.

UN Women is very young they do not have 6 years in Cameroon. Yet they have done quite a bit in a short period of time. They met with the political parties and they encouraged the incorporation of women into political parties- this is a huge success for them. Two women were presidential candidates in the last election. 12 political parties are management and led by women. These are major transformations. UNIFEMME was not as effective. Cameroon is doing better than France and Japan in supporting Women’s Leadership and Political Participation.

MINIPROFF Cameroon staff

³⁶ <http://www.unwomen.org/en/news/stories/2013/10/cameroon-elections-catapult-women>

UN Women **Cote D’Ivoire** boasted the following accomplishments linked to WPP³⁷:

- In collaboration with UNDP, UN Women CI trained government officials and political parties for increased women’s participation in politics. Gender trainings were also provided to the national assembly and civil society.
- In collaboration with the Minister of Gender, UN Women CI, is supporting electoral reform for the quota law. To this end they held a meeting on April 21, 2016, to allow the minister to present the law to stakeholders and solicit feedback and inputs on the language and content of the law. This was critical to building consensus. Now UN Women and its partners are supporting advocacy to ensure that the quota law is adopted and applied universally in the Ivorian Government.
- UN Women also supported (in collaboration with UNDP and the Goree Institute) election monitoring using the WSR approach, to achieve this UN Women CI worked with women leaders and civil society groups across Cote D’Ivoire to monitor the election process in real time.
- There were 3 female candidates in the last Ivorian Presidential Elections in 2015 and 49% of women participated in the elections in 2015.

The major outcomes relative to WPP in **Mali** are the following:

- Toward the end of 2015, the Malian government adopted a 30% quota law for nominative and elected positions. However, as discussed in the relevance section above the government and its partners are in the process of developing strategy for introducing the new electoral policy to facilitate application.
- UN Women also supported Women led Election Monitoring using the WSR approach. To do this they worked across a spectrum of Women led civil society groups.
- UN Women Mali also worked with CCFPP (Consultative Framework of Women Political Party Members) and NDI in 2013, to train women leaders of political parties on gender, political participation and the transition process. UN Women contribution was included in a larger NDI program that was funded by USAID and the Royal Danish Embassy.

Across the region, UN Women is actively engaged in election monitoring, advocacy for election reform and supporting election policy reform processes in WCA countries. Policy reform is the first and most important step to creating inclusive, fair and gender sensitive elections that promote WPP, the table below provides a summary of the Electoral Reform status and application by country:

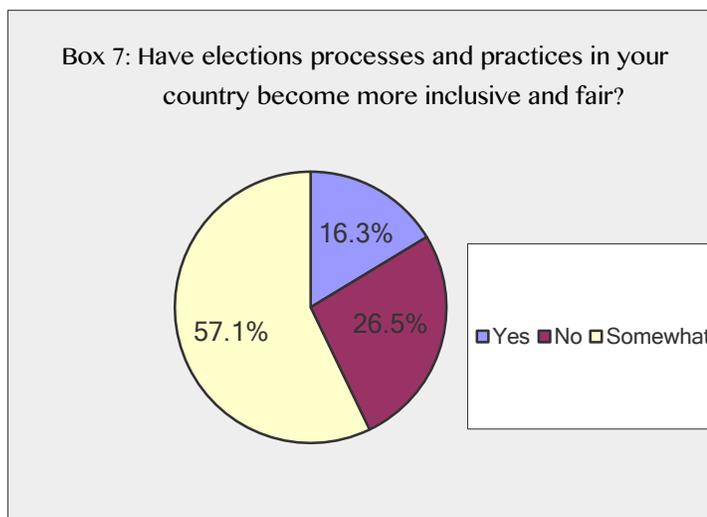
Box 6: Status of Electoral Reform		
Country	Parity or Quota Law	Analysis
Senegal	Yes	<ul style="list-style-type: none"> • Senegal is ranked 7th globally with 42.6 Women in the national assembly this is up 22% from 2007. • Parity law has been in place since 2010, while there is 48% Women in most

³⁷ In 2015, there was quite a bit of fear surrounding the elections, specifically women were scared to participate the electoral process- there were awareness raising sessions conducted to increase the comfort and participation of women. The sessions also sought to inspire peaceful and calm election process.

		elective positions there are still major challenges with appointed positions and quality of Women's leadership.
Cameroun	No	<ul style="list-style-type: none"> • While gender sensitivity has been integrated into the existing electoral code, UN Women and partners are still working with the government on a quota or parity amendment to the existing electoral codes. • Cameroun has 31% representation of women in the national assembly, this is up from 13.8% and is the result of efforts made without having a mandatory gender quota or parity law validated and passed into law³⁸.
Mali	Yes	<ul style="list-style-type: none"> • A 30% quota law was introduced into law at the end of 2015. Emphasis now is being placed on preparing the population for the new policy • Only 8.66% of the national assembly at the communal level and 10.2% in the national assembly is made up of women.
Cote D'Ivoire	No	<ul style="list-style-type: none"> • UN Women and partners are working with the government on electoral reform to incorporate gender quotas in the existing policies. • In 2015, Women represented only 15% of the national assembly.
Nigeria	No	<ul style="list-style-type: none"> • UN Women and partners are working with the government on electoral reform to incorporate gender quotas in the existing policies under an affirmative action reform. However, there is a lack of political will for the policy reform. • A total of 98 women were elected into the national and State-level parliaments. This represented 6.4% of the total number of 1533 elective seats in the country and minimal increase of 0.2% over the 2007 baseline.

³⁸ <http://www.unwomen.org/en/news/stories/2013/10/cameroon-elections-catapult-women>

The WPP programming that UN Women implements does contribute to supporting and assisting host governments to gender mainstream their electoral processes, to make them more credible and inclusive. However, across the board it is difficult to allocate the credit for these results and accomplishments entirely to UN Women, in several WCA countries the agency does not have the budget nor the consistent and continuous WPP/Governance programming to account for these results. Box 7 shows the respondents feedback regarding whether their countries elections processes and practices have become more inclusive and fair. Also interesting is the data regarding the assessment of UN Women WCA WPP programming's impact on elections in the region. In the survey only 32.7% responded in the affirmative when asked if UN Women WPP programming supported making elections more inclusive and credible, 61.2% responded that UN Women WPP programming had somewhat supported making elections inclusive and credible in their country.



These findings also reflect that at the regional level, the UN Women WCA did not have a standardized approach to the type of support that electoral management bodies received. As such, UN Women had challenges demonstrating the direct link between their efforts and the outcomes identified above. However, it is clear that UN Women, uses its position as the lead for gender on behalf of the UN System to act as a stimulator and catalyzer, to push forward the WPP agenda and urge WCA governments to honor national, international and regional mechanisms for gender equality and Women's empowerment.

Moreover, WPP successes or failure depends heavily on the executive branch in most of these countries, because of the authority accorded to the executive branch (president and prime ministers) for the management of elections in the African context³⁹. In WCA countries, the executive appoints the ministers and sets the tone for the entities that manage the election processes within their borders. If there is a champion amongst one or both of these actors for a gender sensitive electoral processes, there is much more likelihood that gender mainstreaming of electoral policies, institutions and processes will occur. These actors can also fast track the process of gender mainstreaming and sensitization three fold. As the executive, they are able to hold leaders that they appoint accountable and push them to action.

Box 6 also illustrates that Senegal is the only country sampled that has a fully validated and applied parity law. The other countries have not finalized the process of validating and implementing their electoral reform in favor of gender parity or quotas⁴⁰. Another interesting point to highlight, is that UN Women Cameroun and partners through lobbying and support from the executive, were able

³⁹ **Africa's Democratic Deficit** by Fomunyoh, Chris. Georgetown Journal of International Affairs 6.2 (Summer 2005) : 13-19.

⁴⁰ Mali has passed and validated a quota law but it has not been introduced or put into application yet.

to push political parties in Cameroun to a voluntarily apply a 30% gender quota to their candidate list. This was also supported and encouraged by the executive branch. As a result, Women's representation in the national assembly in Cameroun increased substantially. Lastly, with the exclusion of Senegal all of the other countries in the region are focused on introducing quota laws and not parity laws. This suggest there is still substantial work to be done to bring the region toward gender sensitive and inclusive democratic processes in line with the Maputo Protocol standard of parity.

WPP and Political Parties

When discussing the credibility of elections many respondents highlighted the financial obligations required to be a successful candidate and representative as being a major obstacle to women's participation in the electoral exercise; and political parties were highlighted as a major obstacle to making elections gender inclusive. Political parties have been an area where the UN Women WPP programs have not placed much emphasis, in favor of focusing on the actual election exercises. In most cases, the political parties only act in ways that can be interpreted as gender sensitive when they must adhere to certain electoral policies regarding, for example, candidate list that require gender quotas or parity for the list to be accepted by national election management and monitoring structures⁴¹. However, the support and positioning of those women candidates on the list is not necessarily systematized by the party structure in a manner that promotes gender sensitivity or the promotion of women's leadership. In addition, the mentoring and financial support required to empower female candidates does not exist within party structures.

In fact, many of the women in political parties discreetly discussed feeling instrumentalized -never being ceded or allowed to access real power, but instead being used to mobilize the base. In fact, in most if not all of the WCA countries, the major political parties relegate youth and women to separate sub-divisions of the party, where there is little to no actual power. These sub-groups serve to mobilize the base as needed

for the party leadership which remains in the main party structure, with little to none delegated to these sub-structures of the party. Political parties in West and Central Africa have quite a bit of work to do in order to systematically integrate

“...we (Women) are like decoration for the political parties, to mobilize the base or make visible when the situation requires. However, more and more women are showing that we are leaders in our party's.”

Cameroonian women political party rep.

gender, the current status quo relies too heavily on personalities and individuals that are well placed within party structures, to act as champions for Women's leadership within their party's. The disadvantage of this approach is that if the leader changes or has a change of opinion, the positive changes can be reversed easily and with little resistance.

⁴¹ Like most politically related institutions and systems there is legislation and policy – i.e. electoral codes that govern political parties' legal status and operational protocols that determine for example whether they receive funding from the government, standards for their participation in elections and other aspects of their functioning. Therefore, the host governments can also be lobbied to pressure political parties to integrate gender into their protocols and systems, through reform of electoral codes.

In Cameroun, during a focus group discussion, a female civil society member stated that, “...we (Women) are like decoration for the political parties, to mobilize the base or make visible when the situation requires. However, more and more women are showing that we are leaders in our party’s.”⁴² In Senegal, a staff of UN Women explained “there has been a major change in terms of the application of the parity law in Senegal, more women have been elected, there is also an independent body the National Observatory for Gender Equality, which was created by the Senegalese government to advocate for the respect of the law. However, the election processes leave Women Parliamentarians too beholden to the party leadership.”⁴³ The financial requirements of a successful campaign require that Women leaders seek out support of benefactors (most do not have personal resources) to mount a successful electoral bid. This was a claim that was repeated throughout UN Women

“There has been a major change in terms of the application of the parity law in Senegal, more women have been elected, there is also an independent body the National Observatory for Gender Equality, which was created by the Senegalese government to advocate for the respect of the law. However, the election processes leave Women Parliamentarians too beholden to the party leadership.”

Un Women Senegal Staff

WCA countries, by the time many women representatives successfully enter office, they are so indebted by the election process that they become instruments of the party benefactors and champions that helped to get them elected. As a result, they are forced to abandon their own agenda’s and the Women focused issues that they would normally pursue in their new role, to take up the issues assigned by party leadership. These circumstances arise due to the electoral process, party leaders create the party list assigning positions and support to candidates as they see fit.

Across the region this tended to be one of the areas where UN Women had the clearest opportunity to improve performance, however, most UN Women national offices have not targeted political parties for their interventions and as such many feel that the political parties are not very gender sensitive nor are the policies that govern them. The table below highlights findings from the electronic survey regarding efforts by UN Women WPP programming to work with Political Parties to support their gender mainstreaming/sensitization:

Box 8: Gender and Political Parties		
Has your country had any success with gender integration of major political parties?	Yes	No
Gender mainstreamed political platforms and mission statements	20%	80%
Trained party leadership in gender and diversity	31%	69%
Created platforms for dialogue among party officials around gender and diversity	40%	60%
Gender diagnostics/audits of political parties conducted	24%	76%

⁴² Focus group with Women leaders and civil society member May 25, 2016.

⁴³ Interview with UN Women Staff June 14, 2016

The majority of responses in the table above illustrate that the majority of respondents signaled that UN Women had not been working with political parties to systematically support gender integration or mainstreaming. The highest affirmative indicator is 40%, which is linked to creating platforms for dialogue among party officials around gender and diversity. Many of the UN Women offices claimed to be planning to focus on working with political parties to support gender mainstreaming in future programming.

Best Practices and Opportunities for Scale-up

When considering the best practices and opportunities for scale up of WPP programming, there are several factors to consider. One less conventional dimension of governance/WPP programming, that illustrates the complexity of promoting Women's leadership is the area of social cultural beliefs and traditions regarding gender and how it blocks women from leadership and decision making. They tend to be pervasive and though easily hidden at a superficial level, the challenges experienced by women leaders to transcend the glass ceiling and become leaders in their communities on local and national scale, are the clearest demonstration of the fact that these social barriers to Women's leadership have not been overcome.

Interventions that complement the legal and normative work being done by UN Women and its partners to build more acceptance for changing social norms in local communities are paramount to removing barriers that can block emerging women leaders from pursuing office or fulfilling their goals of representing and serving their communities, districts and countries. Some UN Women national offices (such as Senegal and Cote D'Ivoire) are doing work at this level but it is limited. Other UN Women offices are reflecting on beginning programming to address social and cultural barriers to Women's Leadership and Political Participation. Here is a list of the most progressive interventions suggested:

- Working in schools starting at primary school level to promote gender equality among youth;
- Creating programming to build leadership skills and confidence amongst girls i.e. summer camps and school youth clubs for girls that build their comfort with leadership and decision making and understanding of governance;
- Creating effective and appropriate initiatives that target men, religious leaders and elders to catalyze them as defenders and promoters of gender equality⁴⁴;
- Identify opportunities and initiatives to work with the media and opinion makers at the national and local levels to create a new narrative around the identity and position of women that promotes women's rights to lead and participate in decision making in their community's.

UN Women WCA does not necessarily have to fund or lead this work to address the social and cultural underpinnings that undermine WPP programming, however, it should seek to use its position as the lead international agency coordinating work between multiple actors at the regional and national levels on Gender and Women's Empowerment to promote effective strategies⁴⁵.

In terms of traditional WPP/governance programming there are host of exciting things that national offices are doing that should be shared regionally, scaled up as best practices:

⁴⁴ UN Women Offices' in Senegal, Mali, Cote D'Ivoire, and Cameroun have begun reaching out to religious leaders and elders, however, the interventions were not of scale, they were almost pilot level.

⁴⁵ UNICEF and UNFPA have done quite a bit of relevant work linked to social norms and female genital cutting that could help UN Women with addressing the social barriers to WPP. Cross organizational learning would be helpful here.

- Providing technical support and inputs to support national governments to develop parity and quota laws where they do not exist in line with the Beijing platform and the Maputo declaration.
- Supporting national governments to apply and implement laws where they do exist including technical support for building institutional capacity and knowledge surrounding the new parity and quota laws and policies.
- In Cote D'Ivoire, the Compendium of Competent Women has garnered substantial interest throughout WCA Africa, this is something that could be replicated by the other countries but efforts should be put in place to determine the utility of such a tool. It was unclear during field work how this had led to results in Cote D'Ivoire.
- All of the countries that received visits have replicated the Women's Situation Room approach for gender sensitive election monitoring with positive results during elections.
- Senegal and Cote D'Ivoire have begun experimenting with gender mainstreaming of political parties through training and awareness raising with party leaders. However, a more systematized approach should be employed, looking at the revision of policies that govern political parties including national electoral codes and policies, party manifesto's and constitutions. Reform of electoral codes that determine political party access to public funding should also be considered as in the case of Cape Verde.
- To improve the quality of Women's leadership, many partners and UN Women staff in Senegal, Cote D'Ivoire, Cameroun and Mali have begun implementing leadership and governance training and coaching for newly elected Women leaders, to support them to improve their capacity to fulfill their mandates and better represent their constituencies. These activities are currently quite small scale and limited, programs of scale that will allow for the level of impact that could empower Women's leaders in WCA are necessary.
- The Mali and Ivory Coast programs are looking at working with national governments on gender sensitive budgeting, as vehicle for improving and supporting Women's Leadership and Political Participation.
- Many encouraged a stronger research and action agenda where studies like the one conducted by CMDID in Mali and UN Women in Nigeria, looking at barriers to women's political participation are then used to inform the design of comprehensive programs to address those issues in that country⁴⁶.

The UN Women offices are seeking to employ innovative and creative interventions to advance their WPP agenda's and objectives. In addition, UN Women WCA offices are collaborating across agencies and borders to do so. Many of these strategies have been shared through the various learning and sharing techniques employed by UN Women in WCA countries.

WPP Best Practices and Learning across UN Women West and Central Africa

UN Women regional and national offices are using creative methods for sharing information and learning across the region, including traditional and progressive techniques. All of the countries that were visited during data collection, discussed the learning and sharing that had been done between countries. In some cases, programs had received visits from other countries to share learning and experiences that could help their WPP programs advance, while others had visited

⁴⁶ The report was raised in the interview with representatives from CMDID on June 9, 2016. They were not able to share a draft of the report. The issue of researched based program design and advocacy was also raised by MoreWomeninPolitics in May 24 2016.

other countries to gain insights from other countries experience. The region also hosted a regional meeting on “Gender, Human Rights and Women’s Participation in Election in West and Central Africa”, to bring various actors together to discuss regional initiatives successes, challenges and lessons learned⁴⁷. Various actors from across the region participated in the meeting and through various sessions, round tables and group discussions to permit dialogue and regional learning that would yield a document that could provide region wide learning and inform the upcoming strategic note. Some other examples of cooperation and exchange include:

- Several UN Women WCA WPP programs have supported and/or encouraged partner governments and organizations to send staff to Senegal to learn from their experience with the parity law for electoral positions – the process for creation and application.
- Multiple countries have sent partners to Ivory Coast to explore the process for the governments creation of the Compendium of Competent Women Leaders.
- The Mali program has conducted visits to Morocco to learn from their experience with gender sensitive budgeting.
- UN Women WCA offices are all holding seminars, roundtables, conferences and various platforms to encourage dialogue, collaboration and consensus building. These meeting often have agenda’s and aims that help to move forward advocacy and learning around WPP related objectives like the previously mentioned roundtable in Dakar. Cameroun has a very creative monthly meeting entitled Gender and Coffee (Café Genre) that they use to promote dialogue and discussion on WPP and Gender related topics.
- Evaluation exercises are an excellent tool for learning at the national and regional level, however, because national and regional office staff and team members are overburdened, the learning opportunities that evaluation exercises present are not used to their full potential. Even during this mission many staff were unavailable or simply too busy to engage fully with the process. UN Women must identify ways to free up staff so that they can fully engage with using evaluation for learning and sharing.
- Also using information and technology to promote virtual communities is also critical avenue for learning, because they can provide less expensive opportunities for communication and sharing of resources. Given that resources for UN Women WCA WPP programming are quite limited. Creating a virtual Café Genre to share new data, techniques and create dialogue, this would be an ideal venue to share the results emerging from evaluations and promote learning across the region. It was not clear during the field work whether UN Women had an effective SharePoint and/or other form of virtual community for sharing between Governance/WPP program staff.

These approaches have obviously yielded strong interagency and intraregional learning, permitting national offices to share experience and learn from one another’s experience and successes, in order to spread best practices across the region. UN Women WCA takes learning and sharing across the region very seriously, it is critical to identify more impactful and resource efficient ways to maximize learning. Exchange visits, regional and national level face to face meetings are extremely costly, the current donor climate for WPP requires that UN Women find exciting and creative opportunities to promote learning and exchange. The UN Women online trainings and virtual WPP communities are good options and could allow for wider reach and impact. Some

⁴⁷ The meeting was held in Dakar, Senegal on May 11-13, 2016.

thought however, must be put into ensuring that partners and stakeholders are motivated and able to access these learning and exchange mechanisms⁴⁸.

8.3. Efficiency

Given the size and the financial resources of UN Women juxtaposed against their mission and mandate- efficiency is at a premium for this young organization. Here the report seeks to assess the cost effectiveness and efficiency of the implementation process in terms of how much it costs to convert inputs into outputs, including the efficacy of management arrangements and other accountability arrangements. However, the mission had challenges with acquiring the requisite information from the regional and national offices to assess performance of the WPP thematic area, in terms of efficiency. Multiple request for WPP sector specific budget and personnel information went unanswered⁴⁹. In addition, the documents for review were not comprehensive, for example, they did not include any WPP thematic wide reports for the regional or national levels. As such, the analysis in this section is not as comprehensive, due to a lack of data.

Lack of Funding and Impact on WPP programming

The regional Women's Leadership and Political Participation program has a proposed \$8,945,000.00, (15% of which was core budget and the rest needed to be mobilized externally at the outset of the program) for the four-year life of the current strategy. The content of the National Office WPP programs are often heavily influenced by resource mobilization. Each national office raised the issue of funding and staffing as challenges to implementation when questioned about the sufficiency of resources and staffing for WPP programming. Moreover, 82% of respondents to the electronic survey responded that lack of resources and investment were a major obstacle to WPP program success; this was second only to the socio-cultural practices and beliefs in host countries⁵⁰. Those country offices that are able to mobilize funding for WPP, have sustained WPP programming spanning a 3-5 program. This is illustrated by UN Women Senegal, which has an ongoing publically funded project that works with civil society and women parliamentarians to advance WPP. While others limited their WPP programming principally to direct MOUs with the Gender Ministry and support for election monitoring as in the case of Cameroun and Mali. UN Women Mali and Cameroun have had to be creative about weaving or mainstreaming their governance/WPP programming into other sectors because of the lack of funding and interest from donors in standalone WPP programming⁵¹.

Resource mobilization is also the reason that many UN Women WCA office seem to implement their activities around major national and local election activities. They are unable to identify funding for sustained 3-5 year large-scale projects, so they focus their funding around the WPP activities and events that they can fund such as elections. Many of the election activities though

⁴⁸ The mission notes that the UN Women WCA regional office implemented a project to promote and organize the participation of West and Central African women in the Commission on Status of Women, however, no monitoring or evaluation reports were shared on this and it was not raised by subjects during fieldwork.

⁴⁹ The sector lead for governance and WPP at the regional level was never available for interview or to participate in the evaluation process, due to travel and leave.

⁵⁰ In addition, the UN Women offices in many cases boast a substantial number of interns because they do not have the budget more contract staff. There are also offices where other UN Offices are paying for key personnel on behalf of UN Women.

⁵¹ The Mali program also attributed this approach to the limitations of the UNDAF which focuses on conflict resolution and stabilization.

limited in scale are able to draw funding from the UNDP managed basket fund.

Another factor that affects UN Women's ability to mobilize resources for WPP, is due to the fact that WPP program objectives related to election reform, monitoring and civic education- are closely aligned with those of the UNDP managed election basket-fund in each of these countries. The election basket-funds are multi-million dollar funds; donors typically place all their resources for election related work into the UNDP managed fund. Which means that UN Women WPP programming must align with the basket-fund for all election related work. However, no national office reported receiving more than a million dollars through the fund.

UN Women staff also raised the issue of being overburdened and in some cases covering multiple sectors, as such they are not able to mobilize resources to expand WPP programming and create sustained 3-5 year programming. The staff attribute the heavy workload to a lack of staffing. This is a challenge for countries like Cameroun where the UN Women Program Director's salary is funded by UNFPA. In addition, the current regional governance advisor has recently left the position and had only been in the role for a year prior to departure. Moreover, the Governance Advisor covers governance and Peace and Security- which means that they have a very large portfolio of 10 countries to support in two thematic areas. And given that most if not all the national office governance staff are seeking support with the arduous task of mobilizing funds to build their portfolio, illustrates that the workload for the regional Governance Advisor is tremendous. National office governance staff were transparent about not feeling like they are receiving enough support from the regional office for resources mobilization. With so many countries and the dual responsibility, it limits the impact and level of support that each country can receive from the regional governance advisor.

WPP and Reporting

Data driven programming and a culture of M&E are critical to UN Women mandate, as highlighted in the M&E strategic documents and the regional evaluation strategy. The regional and national UN Women offices boast of strong reporting mechanisms both for overall program performance and for the performance on Beijing Platform and other international normative instruments that set standards for WCA countries' performance on key gender indicators as they relate UN Women's overall mandate and WPP programming. However, the desk review suggested that there were some major challenges with the existing M&E systems and reporting mechanisms. The documents that were provided for the desk review were not complete, there were no detailed reports for the WPP thematic area that provided an overview of performance across the sector on key indicators. Instead what was provided were activity level reports that offered summaries of the WPP related activities conducted during the period under review. In addition, there were no existing M&E plans or matrix with data tracking the key indicators for the WPP thematic area, making it difficult to judge globally what has been done and what has not been done across the region in the last 4 years. Without narrative reports for the entire sector at the regional and national level or indicator tracking tables, UN Women WCA is missing opportunities to amass data that will allow them to clearly assess and measure performance of their work in this thematic area⁵².

⁵² Staff from multiple countries argued the demands of yearly reporting and the need to demonstrate impact can impede working on higher level programming that may take years to demonstrate impact. Thus, the reporting requirements can sometimes lead to activity based approaches, that allow to demonstrate progress and avoid poor performance review for not showing impact.

In addition, evaluation exercises such as this thematic evaluation of the UN Women WPP programming are critical opportunities for national and regional offices to learn the true success and impact of their programming. They provide national and regional offices with a learning opportunity and the data to assess their performance and re-evaluate their approaches, however, for many UN Women offices, the amount and pace of their work does not allow the team to maximize these exercises. They are too overextended to engage with the process fully, it is a perfunctory obligation that they manage as best they can. Even during this evaluation exercise, staff did their best to accommodate the evaluation teams request for document, meetings and involvement in the process but this was largely insufficient. Request for data and meetings went unanswered on multiple occasions. For example, in Mali the UN Women office was not able to secure a meeting for the mission with the Ministry in charge Gender. At the regional level, the Regional Governance/Peace and Security advisor was not available to engage in the mission whatsoever, despite the fact that it was a formative evaluation of their sector and portfolio.

Lastly, the documentation provided for the evaluation was not comprehensive and part of that may be due to challenges in the approach being used to monitor the work in this area. Program managers and leads for WPP and governance in the national and regional offices are focused on activity level narrative reports. The sector leads were not able to identify and share any comprehensive cumulative reports for WPP at the national or regional level and no cumulative data was shared on key WPP thematic indicators.

At the partner level, they expressed that UN Women reporting procedures were challenging and heavy, however, they were clear that UN Women had made every effort to ensure that they had received training and support to respond to the reporting requirements. This they felt helped to compensate for the burden created by UN Women financial and program reporting requirements. For those agencies that have capacity and resources, the reporting requirements are not very challenging and they are able to provide UN Women with the inputs they need. In some cases, the reporting requirements led to delays in the allocation of funds, in which case the partner was requested to pre-finance activities, in order to avoid delays in implementation due to report validation and the timeliness of finding. This was felt to be quite challenging and was mentioned by partners in Cameroun, and Cote D'Ivoire.

8.4. Coherence

In this section the report explores the degree to which the WPP regional program in theory and application is coherent and well-coordinated at all levels with the mission, mandate and objectives of UN Women and its partners; what mechanism and approaches should be scaled up to ensure success during the second phase of the strategy period. As discussed in the section 7.2 on efficiency, UN Women national offices approached WPP differently across the region, despite the fact that the issue of Women's Leadership is critical in similar ways across all WCA countries. Essentially, some offices are prioritizing WPP thematic area, while others are treating it as a crosscutting theme. It is clear that there are challenges in terms of coherence in the approach to WPP between the regional and national levels. For the region, WPP is a key thematic area and while Senegal, Cote D'Ivoire and Nigeria are in line with this philosophy, Cameroun and Mali are not.

UN Women WCA and WPP coordination

Internally, UN Women WPP seems to lack a strong regional coordination mechanism for the WPP thematic area. Request for information regarding the approach used to coordinate and manage the WPP programming went largely unanswered and the regional advisor was not available for an interview during the fieldwork. However, national office staff suggested that there was not a strong coordination originating from the region: (1) there seems to be no virtual community for the sharing of WPP information and best practices in real time; (2) there are no cumulative regional or national level WPP narrative monitoring reports that track performance of the sector within a country or across the region; (3) there are also no cumulative monitoring data that tracks the performance of the regional and national offices on key WPP program indicators listed in the theory of change and results framework⁵³. Without these core instruments of program management and oversight, the thematic area is lacking the type of strong management and coordination that could inform program implementation and success; and ensure coherence between regional level objectives and national level programming.

At the national office level, staff seem a bit critical of the regional office seeing it less as a support and more as a gate keeper. In fact, support emerging from the regional office was rarely evoked in interviews or discussions with national office staff. This is where the newness of the regional structure in UN Women was quite evident, some of the national offices discussed the evolving relationship, the fact that national offices are now gaining more autonomy over their financial management, however, programmatically, as it relates to WPP, they did not feel they were getting strong contributions from the region. Which the mission attributes to the lack of management and oversight of the sector. For WPP thematic area to have the impact on a consistent level, it must be managed like a regional program, with oversight and feedback mechanisms for the sector performance across countries. This requires that both regional and national levels adapt traditional program management techniques such as; setting targets; semi-annual sector specific reporting; tracking of key WPP indicators cumulatively at the national and regional level and creating a virtual WPP community where program information and results can be shared in real time.

WPP Coordination and Partners

The UN System has established Gender Working groups (which includes stakeholders from host governments, civil society, donors and INGOs working on gender) national and regional levels as the definitive structure for coordinating all gender related work and sharing information regarding all gender related activities in country. UN Women is the default lead for all Gender Working groups at the national and regional levels. If used effectively the Gender Working groups can create a space where UN Women as the default chair can effectively coordinate dialogue around planning, executing and funding WPP and gender mainstreaming of all development work in country. During the field work it was clear that Cameroun had a more effective gender working group than other countries. For example, in Cote D'Ivoire and Mali, several civil society groups mentioned not being allowed to participate in the Gender working group meetings. In addition, in Cote D'Ivoire, UN Women was in the process of establishing their leadership of the Gender Working group. It seems that while the Gender Working Group is a critical coordination mechanism it is not functioning at the same capacity in each country.

⁵³ The TOC and Program Document have yet to be completed which may explain the lack of progress on these fronts.

WPP and the UN System

UN Women's work is structured around and based on reinforcing and realizing Beijing platform, Maputo Protocol, CEDAW, UN 1325, national legislation and many other international instruments that support human rights, integration of gender and Women's empowerment at regional and national levels. This is the shared mandate of the entire UN System and it is UN Women's responsibility to act as the steward for the integration of gender throughout the agency. No other UN or Regional agency has gender at the heart of its mandate; nor do they possess the depth of technical expertise in gender that UN Women possesses. As such UN Women's work is not only complimentary (adding value to their work) but it also aligns at all levels with the other UN agencies in theory. However, as it relates to WPP, there are some challenges with UN Women collaborating with its UN counterparts, especially UNDP as it relates to WPP, a representative from UNDP- Cameroun stated:

“UNWOMEN does not have enough capacity in the domain, it is a young agency and the WPP is too heavy for UNWOMEN to have the impact they need to lead the efforts. WPP is very sensitive, and you need structures with experience and resources to work with the government. The notion of Gender in Cameroun is not accepted across the government. It is a slow and challenging issue and must be a slow sustained process.... For example, UNIFEM developed a gender strategy in 2007/8, they had many challenges with getting the strategy introduced and pushed forward. It only succeeded when UNDP took the lead with their resources and pushed it forward and then handed it over- after getting it pushed through to UNWOMEN.”

This statement hints at a larger challenge for UN Women, as a younger and smaller UN Agency (in terms of financial and human resources), its role and ability to lead the gender mainstreaming and Women's Empowerment agenda for the UN system is still evolving. For example, some of UN Women's challenges linked to mobilizing funds for WPP are linked to the fact that donors in all WCA countries are contributing to the UNDP managed Election basket-fund; and anticipate that because gender integrated into the program design there is no need to fund stand-alone programming by UN Women. Indeed, in all of the WCA countries, UNDP is collaborating with UN Women around elections, however, as it relates to multi-million-dollar basket funds, no UN Women national office identified receiving more than a million dollars through the basket fund mechanism.

A good example to illustrate this point emerged in Mali. As in all WCA countries UNDP- Mali leads most of the UN System election preparation work, through their program *Projet d'Appui au Processus Electoral du Mali* (PAPEM), the program started in 2012, with a planned end in 2015, but it was extended and is still ongoing. The program has four objectives; (1) support the government institutions managing elections, (2) civic education, (3) modernization of the government administrative and civil services and long-term capacity building. The PAPEM program goal is to support the Malian institutions in charge of elections to organize credible, inclusive, legitimate, transparent elections in line with national legislation, international standards, regional instruments and integrating gender equity⁵⁴. The program has strong gender component

⁵⁴ <http://www.ml.undp.org/content/dam/mali/docs/Gouv/undp-ml-Fiche%20projet%20Elections.pdf>

and created their own gender unit. This is a missed opportunity for synergies between UNDP and UN Women in Mali, especially considering that UN Women staff and PAPEM staff confirmed that there was not much funding provided to UN Women WPP programming through PAPEM.

This is not a one off case, across the region UN Women experienced challenges with working through the UNDP managed elections basket-funds to advance its WPP agenda. WPP is perfectly aligned with the UNDP basket fund mechanism agenda; if resources are managed effectively and collaboration and synergies are developed, this has the potential to be a win-win for both agencies. At present in the case of Mali, Cote D'Ivoire, Nigeria and Cameroun limited resources were allocated to UN Women for WPP work through the basket fund mechanism⁵⁵. In WCA countries all UN Women and UN system work is aligned with the international and regional instruments that provide the standard for progress on key gender and WPP indicators, however, there are opportunities for the UN System to improve collaboration and alignment of their work on WPP through the application and integration of Delivering As One

⁵⁵ While UN Women, is part of the management mechanism for the basket fund it is not a co-steward of the funds. Also, the mission was not able to meet with UNDP in Senegal.

9. Lessons Learned & Recommendations

9.1. Relevance lessons learned and recommendations

1. Women's Political Leadership and Political Participation programming is critical and relevant across West and Central Africa. However, the current regional program design and TOC is unclear and not finalized. The existing TOC has flaws in the logic and causal connections that underpin the design. There is also discordance between the Governance TOC and Governance program documents that were shared for desk review, the number of outcomes differ and the content of the outcomes and program design. Lastly, the current design does not take into account the most critical obstacle to WPP program success, socio-cultural barriers to women's leadership. This highlights an underlying weakness in the existing TOC as it relates to considering gender and diversity.
 - a. To address the mission recommends that the **regional WPP program design be revised** through a participatory process that includes the inputs of key stakeholders.
 - b. **A gender situation analysis** should be conducted to ensure that the revised design takes into account gender and diversity, which would ensure that socio-cultural barriers will be addressed in the newly designed TOC and marginalized groups included.
2. Secondly, while UN Women is viewed as the default leader for WPP programming in West and Central Africa, Cameroun and Mali are not prioritizing WPP programming and thus are not the reference for WPP work in their national context. Many national offices were criticized for not having sustained WPP programming but instead implementing an activity based approach that centers around major election events.
 - a. It is recommended that the **regional governance advisor provide guidance to national offices regarding prioritizing WPP thematic work** and designing sustained 3-5 year programming at the national level. UN Women should seek to develop a coherent strategy for WPP that is harmonized across the region consisting of a standardized approach to WPP programming. Each national office should develop and validate clear well-articulated WPP strategy document and plan of execution.

9.2. Effectiveness lessons learned and recommendations

3. Senegal is the only country in the WCA region that has an established a parity law (for all elective positions) that has been validated and put it into application. All other countries are at various stages of electoral reform that seeks to establish a 30-35% quota for Women's representation in elective and/or nominative positions. According to the Maputo agreement and CEDEAO, parity is the standard that should be pursued in all instances of decision making.
 - a. The mission recommends that UN Women continue to support **renewed advocacy and technical guidance** to promote election policy reform and application, particularly with the eventual aim of parity based electoral policy across WCA countries.
4. Political parties in WCA are a critical vehicle of political power in West and Central Africa. They are the gatekeepers for accessing political office at all levels of government. Until now, UN Women national offices have not placed emphasis on working with political parties to ensure that they are systematically gender mainstreamed.
 - a. UN Women must **prioritize working with political parties** to ensure that their protocols, manifestos and guidelines for functioning are systematically gender sensitive and responsive

- b. UN Women and partners must encourage Election policy reform that seeks to include articles that link government funding and support for political parties to respect for gender sensitive policies and practices.
5. The core of UN Women’s work around WPP is focused on electoral reform and monitoring. However, they have experienced challenges with raising funds for sustained programming lasting 3-5 years, most national offices’ WPP programming is punctual and linked to major events in country, such as local and national elections.
- a. **UN Women and UNDP** must establish a more creative and impactful collaboration around the Election basket-fund that more aggressively and overtly compliments WPP aims and objectives. A shared stewardship of the basket-fund would be the ideal approach.
 - b. **A standard of 3-5-year continuous program design should** be introduced at the national level that seeks to address:
 - i. Electoral policy reform and application of parity in respect of the Maputo Protocol and ECOWAS;
 - ii. Identification, training and preparation of female leaders and structures;
 - iii. Civic education and work with men, religious leaders and other gatekeepers to build buy-in and support for Women as leaders and decision makers at the national and local levels;
 - iv. Seek ways to alleviate the financial barriers to Women’s participation in the electoral processes and exercises.

9.3. Efficiency lessons learned and recommendations

6. While data on the financial and administrative aspects of the WPP program was not complete, the mission found UN Women national offices and WPP teams are understaffed and under-resourced. The primary cause of the staffing gap seems to be linked to challenges with mobilizing resources. This is an uncontestable necessity for WPP programming in the region, because all national offices admitted that the dearth of funding and interest in WPP programs outside of elections years makes it difficult to fulfill their mission to promote Women’s Leadership and Political Participation.
- a. It is recommended that UN Women **build resource mobilization capacity** at the national and regional levels by creating positions in regional and national offices to lead resource mobilization.
 - i. This individual would provide support and guidance to technical leads to help them be more effective at building their portfolio in their respective sectors particularly WPP.
 - b. UN Women should **reinforce the capacity of Governance/WPP sector leads for resource mobilization and donor relations**, to empower them to identify and acquire new funding. The training should include the latest and most effective techniques for program design; resource mobilization; donor landscaping.
7. UN Women WPP monitoring and reporting is not reflective of industry standards, the documents provided for desk review did not include any cumulative monitoring reports for WPP thematic area at the regional or national levels. Instead, an activity based approach has been adopted highlighting individual activities, projects or events with no comprehensive reporting on the WPP regional or national portfolio, on a quarterly/semi-annual basis. Even

information included in the regional monitoring reports recounted activities implemented during the month. In addition, no cumulative data regarding performance on key WPP TOC indicators were shared for the regional or national levels with the mission.

- a. It is recommended that **WPP sector leads adopt a more comprehensive reporting approach** that surpasses the emphasis on activities and examines performance of the entire WPP program at national and regional levels. The Monitoring and Reporting Specialist along with the Evaluation Specialist are encouraged to provide strategic guidance to the sector leads on the report format and content.
- b. National and regional WPP leads should work with the M&E staff to **monitor performance on the WPP program's key performance indicators and establish cumulative database** for each national office and the region, specific to WPP.

9.4. Coherence lessons learned

8. Internally the WPP program is not managed using best practices in program management and implementation. Standard program management techniques such as regular oversight of performance through comprehensive WPP program reporting and indicator tracking are not employed- as indicated by the data that was provided for desk review. In addition, there seems not to be a strong virtual community established for dialogue amongst WPP sector leads regarding program performance, challenges and best practices. The WPP needs stronger oversight and management at regional and national levels.
 - a. It is recommended that the Regional Governance advisor manage the WPP program like a traditional project/program:
 - i. **Creating a dynamic virtual WPP community** with regular team meetings to share best practices, challenges encountered and program performance;
 - ii. **Establish regular comprehensive reporting** (on a quarterly or semi-annual basis) that is WPP sector specific for the entire WPP TOC;
 - iii. Sector leads must **compile and follow WPP key performance indicators** on a regular basis at the regional and national levels, to assess the strengths and weaknesses of performance and adjust implementation accordingly.
9. There are countries such as Cote D'Ivoire, that are still in the process of establishing functional and dynamic Gender Working Groups, this is problematic because they serve as the central mechanism for coordinating all work on gender at the national and regional levels and particularly WPP with all stakeholders including host-governments, civil society, UN System and international counterparts. UN Women needs to use the Gender working groups to effectively and efficiently coordinate across actors at the national and regional levels
 - a. It is recommended that UN Women HQ, establish system wide guidelines for Gender working groups that are shared across WCA UN System.
 - b. It is also encouraged that UN Women regional office help offices struggling with launching dynamic and functional gender working groups by promoting exchange and learning with offices that have more dynamic and successful Gender working groups.
10. While the UNDAF process is a strong foundation for coordinating and implementing programming at the national level, there are still opportunities for improving synergies and collaboration between UN agencies particularly as it relates to the shared objectives of UN Women and UNDP for WPP and the UNDP managed Election basket-fund. UN Women offices have not succeeded in using the basket fund to push forward the WPP agenda beyond punctual election year activities. Better collaboration and synergies are required across WCA

to ensure that UNDP and UN Women are collaborating effectively on the implementation of the basket-fund to ensure that shared objectives linked to WPP more effectively and efficiently incorporated into the Election basket-fund implementation process, see recommendation a, under lesson learned number 5 for more clarification.

10. Conclusions

Over all the formative evaluation mission notes that while the Women's Leadership and Political Participation thematic area is a relevant and important component of the UN Women WCA program the data suggests that the formative aspect of this mission is critical and timely and will provide the UN Women WCA and WPP sector leadership the pivotal inputs require to re-orient the program for optimal performance and results.

Relevance

On Relevance while the mission rates the program high in terms of the importance and significance of the thematic area to advancing gender equality and empowering women across West and Central Africa, there are major weaknesses in the design of the WPP program and TOC. Not only are the challenges with the logical and causal relationships outlined in the program document but neither the TOC or Governance Program document have been finalized after over 3 years have concluded under the current strategic note. In addition, the current design is not informed by a gender situation analysis hence why socio-cultural barriers to Women's leadership and Political Participation are not considered in the design; and diversity relative to marginalized groups are not included in the program design. Lastly, the program must systematically work with men, religious leaders and other gatekeepers in order to for the design to be deemed appropriate and relevant in the West and Central Africa context.

Effectiveness

While there has been some success in WCA countries relative to influencing gender sensitive electoral policy reform, in the sampled countries it is challenging to attribute this to UN Women's WPP program. At the national level WPP is not a priority sector in all countries and there is not a standard approach that is being used to implement WPP at the national level. In addition, the UN Women programming in many national offices tends to be punctual, focused around local and national election years or other punctual occasions. Outside of Senegal and what is emerging in Cote D'Ivoire, very few national offices actually have sustained programming that is externally funded and/or continuous for a 3-5 year period. Moreover, Senegal is the only country with an established parity law in place and in application. The other countries are working on election reform that seeks to adopt quota laws for elective and /or normative positions⁵⁶ or lobbying governments and political parties to voluntarily enact quota laws. It is worth noting that parity is the standard established by the Maputo Protocol and CEDEAO, hence future programming must seek to align with this. Lastly, sustained 3-5 year program design is essential to improving the effectiveness off WPP programming at local and national levels⁵⁷.

Efficiency

The document and desk review data provided to measure the efficiency of the WPP program was in sufficient. However, fieldwork revealed a few critical findings. WPP thematic area is understaffed and under-resourced. In order, improve performance it will be critical that the UN

⁵⁶ Mali is the exception but the law has not been put introduced and put into application.

⁵⁷ This aspect of the mission, like the efficiency and coherence sections were negatively impacted by the WPP sectors lack of comprehensive reporting on program performance, management and data on key program indicators.

Women WCA regional office and national offices develop a strategy for addressing the resource gaps that are negatively effecting program performance and management. Recruiting specialized staff dedicated to resource mobilization at the regional and local levels will be central to addressing this issue. In addition, WPP sector leads must be trained to identify and acquire new funding and awards.

Lastly, the program reporting needs to be improved, currently there are no sector specific aggregate narrative or key performance indicator data at the regional or national levels. Request for these data went unanswered which suggest they do not exist. WPP specific reporting on the TOC and key performance indicators should be occurring on a quarterly or semi-annual basis. This will allow WPP staff and partners to auto-evaluate performance and adjust implementation as program is ongoing. Moreover, these data can then be compared with burn rates to determine efficiency of program implementation relative to expenditures.

Coherence

While the WPP program is for the most part coherent there are some challenges at various levels. While most national offices are working on election reform and monitoring not all have prioritized WPP as a sector in their strategy and work. It will be important for the UN Women Regional Governance Advisor provide specific guidelines to national offices regarding program design; each national office should then develop their own WPP program document and plan of execution.

Furthermore, UN Women WPP program needs tighter oversight and coordination at both the regional and national levels. This can be achieved through the creation of a stronger WPP virtual community where sector leads and partners can share WPP program successes, challenges and best practices. Regular team meetings and improved reporting will also contribute to ensuring that WPP has improved oversight and coordination.

There are also opportunities for UN Women and UNDP to improve collaboration on WPP so that the UNDP managed Election basket-fund in each of the WCA countries can be used to more aggressively advance the shared WPP aims and objectives. As it stands now most UN Women national offices were only able to access minimal funding for punctual election related WPP activities. UN Women and UNDP in WCA should consider a more dynamic and effective synergy that would see the basket-fund co-managed by the two entities to ensure that the gender and WPP aims are well integrated in the Election basket-fund program design and implementation.

Lastly, Gender Working Groups are a critical mechanism for coordination between all stakeholders and advancement of UN Women and WPP program objectives. Some of the national offices are struggling to maximize the utility and function of the mechanism, it will be important for the UN Women HQ to provide guidelines to the UN System WCA offices on the goal, purpose and functioning of an effective gender working group. Special guidance should be provided to UN Women as lead agency.

11. Annexes

11.1. Terms of Reference



TERMS OF REFERENCE

Thematic Evaluation on Women's Leadership and Political Participation

(2011-2014)

Background

Created in July 2010 by the United Nations General Assembly the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women) was assigned a mandate that is grounded on the Beijing Platform for Action, the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), the United Nations Millennium Declaration, relevant General Assembly, Economic and Social Council, Commission on the Status of Women and other applicable United Nations instruments, standards and resolutions.

The mandate of UN Women consists in three areas of work:

Normative work: to support inter-governmental bodies, such as the Commission on the Status of Women and the General Assembly, in their formulation of policies, global standards and norms;

Operational work: to help Member States implement international standards and to forge effective partnerships with civil society; and

Coordination work: to hold the UN system accountable for its own commitments on gender equality, including regular monitoring of system-wide progress, and also the broader role of the entity in mobilizing and convening key stakeholders and partnerships.

Supporting Women's leadership and political participation at all levels

Women in every part of the world continue to be largely marginalized from the political sphere, often as a result of discriminatory laws, practices, attitudes and gender stereotypes, low levels of education, lack of access to health care and the disproportionate effect of poverty on women.

Based on this context and as reflected in its Strategic Plans for 2011-2013 and 2014-2017 *Impact 1: Women lead and participate in decision making at all levels*, Women's political participation is one of UN Women's core thematic priorities.

Impact 1: Women lead and participate in decision making at all levels, Women's political participation is one of UN Women's core thematic priorities.

Promoting women's leadership and political participation, at all levels of governance, has been identified as a critical impact for UN Women, not only for achieving gender equality but also as an intrinsic precondition for democratic governance and sustainable development. Since women constitute around half the world's population, it is a matter of justice and democracy that women are represented in decision making positions (at government, legislative or judiciary branches). The objective of promoting women's political empowerment is aligned with the Millennium Development Goals, the Sustainable Development Goals and resolutions that have emerged from relevant intergovernmental processes that promote greater representation of women, including parity. The results envisaged increasing representation and participation of women in political parties and political decision-making — from the national to the local level — as well as women's representation, leadership and influence in other areas of civic engagement.

Efforts towards promoting women's political participation imply that women must be able to: vote in all the elections; be elected in any popular electoral position, including participation in political parties, including the formulation and decision-making on party policies, party candidate selection and practices; participate in the formulation of public policies; be involved in any function in governmental administrations; or represent their governments in international fora.

To achieve this impact, UN Women pursues outcome-level results such as: 1. implementation of reformed constitutions, legal frameworks, and policies to increase women's leadership and meaningful participation in decision making at national and local levels; 2. Equitable and gender responsive measures (mechanisms, processes and services) to promote women's leadership and participation in politics.

Intergovernmental and coordination results focus on achieving continued reinforcement and monitoring to promote increased women's participation and leadership. Inter-agency results relate to the achievement of greater coherence in policy advice provided by the United Nations to Governments to create incentives and measures to expand women's leadership in political and decision making matters. The support of UN Women for expanding and improving women's political participation through inter-agency partnerships, technical support to Governments and civil society, and grants provided through the Fund for Gender Equality (FGE) are meant to feed into tracking progress in this goal area. Key United Nations partners for UN Women on women's political participation include UNDP, the Department of Political Affairs and the Department of Peacekeeping Operations (DPKO).

As all thematic areas of UN Women's Strategic Plan are inextricably linked to each other, it is important to identify the synergies. There is a strong connection between support to women's participation in decision making and strategies for women's economic empowerment efforts (Strategic Plan Impact 2) including efforts to strengthen national plans and budgets responsiveness to gender equality (Strategic Plan Impact 5). Similarly, ensuring women's leadership and participation in peace and security and humanitarian action, (Strategic Plan Impact 4) and ending violence against women (Strategic Plan Impact 3) are imperative for enhancing political participation opportunities – and vice versa, enhancing women's economic and political opportunities can be an enabling factor for women to live free from violence and/or contribute to sustainable peace-building efforts.

In West and Central Africa, as the continent expects next year about ten presidential elections often coupled with legislative elections, there should be hope for more opportunities for women in the political arena. Unfortunately, even when women are actively involved in governance, they still struggle for equal treatment and recognition. Women are still kept on the margins of decision-making in government, confined to "soft" policy areas such as health and education. As a result of inequities in decision-making, governance policies often remain blind to the different needs of men and women; which in turn drives these policies to failure.

UN Women's Strategy for women to lead and participate in political decision making process at all levels in West and Central Africa has identified 8 priority areas for strategic intervention from 2014-2017. The evaluation should take those into account with a view to support the implementation of the regional strategy. The eight areas are:

Enhance national capacity to develop and implement constitutions, legal frameworks and policies that promote women's political participation

Support national institutions for the production of dis-aggregated data and statistics for gender sensitive policy-making and service delivery

Improve access of National institutions to knowledge products and tools to formulate and integrate gender sensitive policies

Strengthen capacities of Parliaments and decision-making bodies to adopt policies, legislation and procedures that promote gender equality and women's empowerment

Strengthen political parties and Independent Electoral Commissions to promote women's participation in electoral processes both as candidates and voters
Coordinated UN action through adoption of policies and guidance on temporary special measures (TSMs) and electoral support on women's leadership and political participation.

Strengthen capacities of Relevant Women Coalitions to promote women's leadership and political participation

Strengthen national women platforms to enable relevant women coalitions and civil society to promote political participation

Key stakeholders identified by UN Women in West and Central Africa include:

- i) Member States (including bilateral donors);
- ii) The UN System, at country and regional levels;
- iii) Key national and regional stakeholders (Parliaments, Women Networks, women's political platform, Young Women Networks, Women leaders, Human rights Networks; Civil Society Organizations);
- iv) Intergovernmental bodies (African Union), Regional Economic Communities including ECOWAS, ECCAS, and the MANO River Union,
- v) Academia, foundations and women's rights non-governmental organizations;
- vi) Peacekeeping missions in relevant countries;
- vii) National Observatories;
- viii) Media.

Purpose, scope and objectives of the evaluation

The main purpose of this regional thematic evaluation is to contribute to enhancing UN Women-WCA's approach to leadership and political participation programming to reach the objective of the West and Central Africa Strategy on Governance and women leadership and political participation for 2014-2017.

The findings will be used for strategic policy and programmatic decisions, organizational learning and accountability as well as for the identification of good practices to advance women's political participation in the decision making process at all levels. The evaluation is also expected to feed into UN Women's efforts to promote WPP components in the Post-2015 agenda and Beijing +20. The targeted users of the evaluation are UN Women offices in West and Central Africa and key stakeholders in the area of Women's Political Participation (WPP).

The evaluation will be *formative* as it will seek to improve ongoing leadership-focused programmes often operating in contexts of obstacles to women's participation perpetuated by cultural, social and institutional structures, processes, rules and norms. It will also serve to confirm or update elements of the WCA Regional Strategy on WPP.

The evaluation will analyze the design and implementation of programmes and activities related to women's leadership and political participation in the WCA Region during the **time period of 2011-2014**. The evaluation will also assess progress towards UN Women's strategic goal to increase women's leadership and political participation.

It will take into consideration the approach to advance WPP identified in the new Strategic Plan for 2014– 2017 and the new Regional Strategy on Governance for women to lead and meaningfully participate in inclusive decision making processes at all levels. Ongoing strategies for WPP (2014-2017), including the recently formulated and adapted flagship programme on WPP will be subjected to a forward looking analysis.

The scope of the evaluation is regional and will include all dimensions of UN Women's mandate: to support normative and intergovernmental, operational and coordination work at regional and country levels. In an effort to identify and assess WPP linkages with other thematic areas of work and synergies or possible overlap/duplication within the Entity, the evaluation will include a review of programs/ initiatives with explicit cross-cutting linkages to headquarters and other programs, in the

areas of peace and security, economic empowerment, governance and national planning, and eliminating violence against women. The evaluation will consider previous findings on the subject matter, including the recently finalized evaluation of UN Women's contribution to UN System Coordination on gender equality and women's empowerment.

The specific objectives of this evaluation are to:

Assess the **relevance** of UN Women's WPP approach at regional, national and local levels during the selected period, as well as UN Women-WCA's comparative advantage/added value in the WPP thematic area as compared with key stakeholders, including donors and particularly UN agencies;

Assess **effectiveness and efficiency** in progressing towards the achievement of results, as defined in the 2011-2013 and 2014-2017 Strategic Plans, including the organizational mechanisms to ensure efficient linkages/feedback loop between Regional and Country Offices, and linkages to headquarters policy division on relevant areas;

Identify and validate lessons learned and good practices that allow UN Women to support the sustainability of results achieved in the WPP thematic area in the region, as well as the replication and scaling-up of programs and projects in other regions;

Provide **actionable recommendations** with respect to UN Women-WCA's WPP strategies and approaches in the region.

Key evaluation questions:

Relevance:

To what extent is UN Women-WCA strategically positioned to enhance WPP at local, national and regional levels?

Considering both ongoing approaches and the theory of change of the newly adopted/adapted flagship programme on WPP, to what extent does UN Women-WCA's approach complement and add value to that of its key partners?

In particular, what is the extent to which UN Women-WCA's approach respond to changing/emerging priorities on governance and political participation in the West and Central Africa region?

To what extent is UNW's work aligned with other UN Agencies globally recognized concepts and objectives such as promoting parity and transformational leadership?

What gender-focused intervention approach is particularly relevant to creating an enabling environment for women meaningful participation at the local, national, regional levels:
e.g. dialogue with women parliamentary caucus, reinforcing women's rights civil society movements, increasing women in leadership positions, training candidates or elected politicians, supporting gender sensitive parliaments, capacity development of political parties, generating wide public debates on democratic parity and temporary special measures, supporting legal reforms with the legislative bodies and/or the Electoral commissions?

Effectiveness:

What gender-specific outcome was achieved through UN Women-WCA assistance (technical and financial) to electoral management bodies?

How gender-sensitive have electoral processes and practices become as a result of UN Women-WCA support to gender-targeted interventions for political participation to credible and inclusive elections? To what extent have UN Women-WCA's interventions in the area of leadership and political participation contributed to inclusion of gender sensitive policies in political parties' agenda?

Are there opportunities for replication and scaling-up of good practices and innovative approaches, in particular regarding electoral assistance⁵⁸?

What innovative factors, dynamics and mechanisms would contribute to the achievement of equal and meaningful political participation e.g. engaging with parliamentary women caucus, academia, political parties, electoral commissions, local authorities' networks with municipalities?

How is UN Women-WCA learning from her practice in the area of leadership and political participation?

What obstacles were encountered at country level (political, Socio cultural and economic, bureaucratic) that have limited the progress on commitment towards women's equal and meaningful participation to politics?

Efficiency:

Are human and financial resources sufficient and efficiently used to serve UN Women's mandate regarding WPP?

What operational mechanisms are needed to make UN Women-WCA's approach on WPP more efficient and effective?

To what extent is learning from initiatives already implemented (including by FGE or UNDEF) feeding into the regional approach? In particular, is the TOC of the current WPP flagship programme informed with lessons drawn from past evaluations of UN Women WPP programmes implemented in Africa or beyond?

Coherence:

What operational mechanisms are needed to ensure greater coherence firstly between UN Women interventions at country and regional level and secondly, within each CO covered by UN Women – WCA, coherence in policy advice provided by the United Nations to Governments to create incentives and measures to expand women's leadership in political decision making matters?

How can a regional policy advisor better contribute to generation of synergies between country offices in the area of women political participation?

To what extent does UN Women and other partners in the region act collectively as guarantors of the legal framework on women's political rights? Do they act together as stoppers of potential counter legislation?

⁵⁸ bearing in mind that what has worked well in one place may not always be appropriate in other places

What are the benefits and limits of regional and sub-regional organizations mandates in facilitating women's meaningful and equal participation as compared to national political decision counterparts and decision makers?

Methodology

The evaluation will be a transparent and participatory process involving relevant UN Women-WCA stakeholders and partners at the headquarters, the corporate, regional, and country levels. The evaluation will be based on gender and human rights principles, as defined in the UN Women Evaluation Policy and adhere to the United Nations norms and standards for evaluation in the UN System. An important component of this evaluation will be the evaluability assessment of UN Women-WCA's results logic and approach for enhancing leadership and political participation. The logic model based on UN Women-WCA Strategic Plans 2011-2013 and 2014-2017 will be used to assess whether this area is on the right track and whether the proposed interventions, including the UN Women-WCA adapted flagship programme on WPP, have the potential to achieve proposed outcomes within the suggested time-frame.

The evaluation will have three levels of analysis and validation of information:

Level 1 will start with a desk review of information sources on WPP available through corporate UN Women reporting and information systems such as UN Women Annual Reports, donor reports, project documents, existing portfolio analyses on WPP, and relevant evaluations.

Level 2 will involve more in-depth WPP portfolio analysis of a representative sample of 3-4 UN Women-WCA Offices or "country cases". *Level 2* analysis will be primarily based on a document review and supplemented with additional online/skype interviews with the key stakeholders of WPP programs.

Level 3 will involve field visits in a representative sample of 3-4 countries and will deploy a number of evaluation methods ranging from document review, semi-structured interviews, rapid assessment surveys, observation and participatory video methods in a selected country. A comparative case study analysis will be applied to systematically compare and analyze data from case studies to identify, if possible, necessary characteristics and factors for the progress towards results.

Finally, a comparative analysis of key UN partner's mandates/activities in the area of WPP will be completed as part of the assessment of UN Women-WCA's comparative advantage in this thematic area in the region.

Data from the following sources will be triangulated to ensure validity and reliability:

In-depth document review of Country and program Offices strategic notes and plans; WPP Flagship programme documents adapted for West and Central Africa; available WPP portfolio analyses; UN Women-WCA monitoring/reporting/evaluation information (annual reports, donor reports, evaluations reports on specific political participation programs and initiatives); intergovernmental mandates; UN policies and guidance notes, etc...

Interviews/focus groups with a purposive sample of UN Women staff, partners from the UN system, government and civil society, donors, and regional entities to assess UN Women-WCA's comparative advantage in the area of WPP;

3-4 Country case studies: A set of criteria for selecting case study countries will be developed by the Evaluation Team in consultation with the evaluation reference group. The parameters will include their potential to generate usable knowledge and learning on effective programming approaches, the

size of investment, variance of women’s political participation indicators, and feasibility of evaluation mission.

The evaluation process has five phases:

Preparation: recruitment of team leader, consultations between the evaluation team leader and the regional office, finalization of selection criteria for country case studies, recruitment of national consultants

2) **Inception:** program portfolio review, inception skype meeting with the reference group, stakeholder mapping, review of the result logic and WPP flagship program TOC, conceptualizing the evaluation method, submitting inception report;

3) **Data collection and analysis:** desk review, in-depth review of global, country and regional level planning frameworks and program documents, in-depth review of WPP portfolio of WCA Country Offices and program presence countries online interviews, staff and partner survey/s, visits to 3-4 case study countries and preparation of case study reports;

4) **Analysis and synthesis stage:** analysis of data and interpretation of findings, and drafting of an evaluation report and other communication products (video); and

5) **Dissemination and follow-up:** development of a Management Response, publishing of the evaluation report, uploading the published report on the GATE website, and production of other knowledge products and learning events, such as a webinar and an evaluation brief.

UN Women-WCA Responsibilities, Monitoring and Supervision

UN Women Regional Office WCARO will hire an external and independent evaluation consultants to conduct this evaluation. The Regional Evaluation Specialist is responsible for evaluation management and quality assurance. Under the guidance of the Regional Director and/or Deputy Regional Director, an evaluation steering committee (see table below) shall oversee the conduct of the evaluation for quality assurance. The Evaluation Task Manager will provide administrative and substantive support to ensure that the evaluation is conducted in accordance with the UN Women Evaluation Policy, United Nations Evaluation Group Norms and Standards, Ethical Guidelines and Code of Conduct for Evaluation in the UN System and other key guidance documents. He will be responsible for day-to-day evaluation oversight including joining the evaluation team in selected field missions to ensure timely delivery of a high quality evaluation and to minimise risks that may occur during the evaluation process.

Function	Role	Members						
Overall guidance	Approves evaluation terms of reference and evaluation report Provides management response to evaluation recommendations	Diana Ofwona, Regional Office Director Axel De Ville, Deputy Regional Director						
Evaluation Management	Manages consultant selection, contractual arrangements and payments Facilitates quality assurance Safeguards evaluation independence Coordinates dissemination of findings and recommendations	Evaluation Specialist at RO level and M&E Officers at CO level						
Evaluation Reference Group	Contributes technical input over the course of the evaluation.	<table border="1"> <tr> <td>Ademola Araoye</td> <td>UNMIL</td> </tr> <tr> <td>Adjaratou Ndiaye</td> <td>UN Women</td> </tr> <tr> <td>Ayesha Imam</td> <td>WLUML</td> </tr> </table>	Ademola Araoye	UNMIL	Adjaratou Ndiaye	UN Women	Ayesha Imam	WLUML
Ademola Araoye	UNMIL							
Adjaratou Ndiaye	UN Women							
Ayesha Imam	WLUML							

Function	Role	Members	
	Reviews evaluation TORs and provides feedback on key deliverables (Inception Report and Draft / Final Evaluation Report). Will be requested to support dissemination of the findings and recommendations.	Codou Bop	GREFELS
		Comfort Lamptey	UN Women
		Paulette Beat	UN Women
		Zan Fomba	UN Women

The Evaluation team will report directly to the Evaluation Task Manager.

The **reference group** will provide input at key stages of the evaluation: terms of reference; inception report; draft and final reports. The reference group will help ensure that the evaluation approach is robust and relevant to staff and stakeholders, and will make certain that factual errors or omissions or errors of interpretation are identified in evaluation products.

Additionally, Country Reference Groups for the case studies will be established by Country Offices. The Country Reference Groups will be composed of representatives of UN Women-WCA, UN system partners and key governmental and non-governmental organization stakeholders at the country level, including women's groups as primary constituents.

EVALUATION PROCESS, DELIVERABLES AND TIMELINE

Inception report- The evaluator will develop an evaluation inception report containing the following:

Interpretation of TORs with a refined scope

Detailed outline of the evaluation design and methodology, including the involvement of the Reference Group and other stakeholders during each step

.

Budget;

Criteria for the selection of case studies

Specification of case study format

Evaluation matrix on how evaluation questions will be systematically processed

One page visual of evaluation process (using consultant's or evaluation manager's template)

Work plan, including a timeframe of the overall process and a table with key milestones and dates for deliverables and team structure roles and responsibilities

Evaluation tools

Expected on 26 October 2015

Preliminary findings presentation

A reconstructed theory of change for both 2011-2014 programming and WPP flagship programme for UN Women –WCA will be part of a PowerPoint presentation detailing the emerging findings of the evaluation will be shared with the reference group and the regional office for comment and validation. The evaluation team will incorporate the feedback received into the draft report.

Expected on 25 November 2015

Draft Evaluation report and Case-study reports The evaluator will coordinate drafting of the case study reports, write a draft evaluation report and submit them to the Task Manager / Reference Group for review and comments. The evaluation team will maintain a record of comments received and provide a response on how the comments were addressed in the final case study reports.

Expected on 04 December 2015

The Final Evaluation and Case Study Report will be informed by all comments received from reviewers and include recommendations for future programming in the area of women political participation. The final version will be submitted in the English language to the Evaluation Manager.

The final report should be structured as follows:

- Title page, table of contents, acronyms
- Executive summary
- Purpose of the evaluation
- Evaluation objectives and scope
- Evaluation Methodology
- Context of subject
- Description of the subject
- Findings
- Analysis
- Conclusions
- Recommendations
- Lessons learned
- Annexes

The report should not exceed 40 pages excluding annexes

Expected on 21 December 2015

The proposed timeframe and expected products will be discussed with the evaluation team and refined in the inception report. The Regional Office reserves the right to ensure the quality of products submitted by the external evaluation team and will request revisions until the product meets the quality standards as expressed by the UN Women Evaluation Office and as set forth in UN Women's Guidance Note 8: quality criteria for evaluation reports.

Key Evaluation Guidance Documents

[Evaluation Consultants Agreement Form](#)

[Evaluation Policy of the United Nations Entity for Gender Equality and the Empowerment of Women \(UNW/2012/8\)](#)

[Integrating Human Rights and Gender Equality in Evaluation – towards UNEG Guidance](#)

[Norms for Evaluation in the UN System](#)

[Standards for Evaluation in the UN System](#)

[UN Women Guidance Note 8: Quality criteria for evaluation reports](#)
[UNEG Code of Conduct for Evaluation in the UN System](#)

[UNEG Ethical Guidelines](#)

[UNEG Quality Checklist for Evaluation Reports](#)

Payment Terms

The payments will be completed until 15 days upon receipt of invoice as well as receipt and acceptance of the product/s. The schedule of payments is as follow:

Deliverable	Payment condition
Inception report	20% of the total contracted after receipt of invoice as well as receipt and acceptance of the deliverable.
Case study reports & Preliminary findings presentation	30% of the total contracted after receipt of invoice as well as receipt and acceptance of the deliverable.
Final Report	50% of the total contracted after receipt of invoice as well as receipt and acceptance of the deliverable.

Minimum requirements of the Evaluation team

Evaluation Team

The team of consultants will have the requisite experience in evaluation and technical expertise in the thematic area of women’s political participation in both sub-regions (West Africa, Central Africa). It will be a gender balanced evaluation team composed of 3 national evaluators/researchers for the case studies and a team leader with extensive international experience in evaluation.

All team members must sign the “Evaluation consultants’ agreement form”, based on the UNEG Code of Conduct and Ethical Guidelines for Evaluation in the UN system.

QUALIFICATIONS:

Team Leader

Masters degree in social sciences, management or other relevant field of studies
International experience as coordinator/head of evaluation teams
Minimum of 8 years of working experience applying qualitative and quantitative evaluation methods
Work experience in the region of West and Central Africa
Knowledge of the political reality of the program countries.

National Evaluators

University degree in social sciences, management or another relevant field of studies;
5 years of working experience, especially in the Program countries;
Expertise and knowledge in themes of gender and human rights is required;
knowledge of the political reality of the Program countries;
Evaluation experience is an asset;
Familiarity with survey techniques, sampling and computer treatment of data;
Analytic competence and excellent abilities in report-writing;

The combined expertise of the team should include:

Advanced evaluation expertise and experience in a wide range of evaluation approaches including utilization-focused, gender and human rights responsive evaluation and mixed methods.

Previous experience, preferably with the UN system, in conducting thematic evaluations as well as regional and complex multi-stakeholder evaluations,.

Knowledge of the relevant international/regional frameworks pertaining to women political rights and gender equality, women's political participation
Country level programming expertise, gender mainstreaming, and the related UN mandates;
experience/knowledge of women's movements in the region.

Strong experience and knowledge in human rights issues, the human rights-based approach to programming, human rights analysis and related UN mandates.

Experience in regional integration and political analysis in the WCA region.

Excellent analytical, facilitation and communications skills;
Ability to negotiate with a wide range of stakeholders.

Experience in parliamentary work, governance, rule of law, civil society movements.

Fluency in French and English is mandatory for the team leader.

Balance in terms of gender is strongly recommended.

Knowledge and/or experience in both sub-regions (West Africa and Central Africa) is mandatory.

All team members must sign the "Evaluation consultants agreement form," based on the UNEG Code of Conduct and Ethical Guidelines for Evaluation in the UN system. (Ref.: [UNEG Code of Conduct for Evaluation in the UN System](#)).

Below is a description of the tasks

The Team Leader will be responsible for delivering the key evaluation products. He/she will coordinate the work of all other team members during all phases of the evaluation process, ensuring the quality of outputs and application of methodology as well as timely delivery of all products. In close collaboration with the Evaluation Task Manager (RES), he/she will lead the conceptualization and design of the evaluation, the coordination and conduct of the country visits and the shaping of the findings, conclusions and recommendations of the final report. More specifically the tasks of the team leader include:

Developing an inception report outlining the design, methodology and the criteria for the selection of the case studies, required resources and indicative work plan of the evaluation team.

Assigning and coordinating team tasks within the framework of the TORs.

Directing and supervising national consultants on research and analysis of secondary evidence, project documents, databases and all relevant documentation.

Coordinating data collection and the conduct of case studies and preparing preliminary findings and case study reports.

11.2. List of Persons Interviewed and Visited

Senegal and WCA Interview and Focus Group Participants	
1. UN Women Deputy Regional Director	Axel de Ville
2. UN Women Regional Evaluation Advisor	Cyuma Mbayiha
3. UN Women Representative	-
4. Un Women Spécialiste Programme	Mbarou Gassama
5. Un Women Chargé de Programme	Rokhaya Gaye
6. Association Juristes Senegalaise	Fatou Kine Camara + Marieme Diop Dieye +1 team member
7. OSIWA Country Director	Hawa Ba
8. Minister of Decentralization (Gender Unit)	Ndeye Maty Ndoye
9. GELD/Louga	Dienaba Wone Ndiaye
10. National Observatory for Parity	Fatou Diop + 2 team members
11. ENDA Ecopop	Abdoulaye Cisse
12. CAEL	Aby Sylla

Mali Interview and Focus Group Participants	
1. UN Women Representative	Dr Maxime Houinato
2. Un Women Program Director	Dr Aoua Djiré
3. Un Women Program Specialist	Zan Fomba
4. Centre Malien pour le Dialogue Interpartis et la Démocratie (CMDID)	Mariam Dicko Moumouni Soumano
5. Porte-Parole du Cadre de Concertation des Femmes des Partis Politiques (CCFPP)	Oumou Dembélé Safiatou Diawara
6. Élué CIII	Keïta Aminata Bah
7. National Democratic Institut (NDI)	Dr Badiè Hima Saïbou Traoré
8. Députée élue à San	Mme Fomba Fatimata Niambali
9. Groupe Pivot Droits et Citoyenneté des Femmes (GPDCF)	Nana Sissako Aissata Ouane et Ladji Théra
10. Présidente FENACOF	Ouleymatou Sow
11. Coordination des Associations et Organisations Féminines du Mali (CAFO)	Oumou Touré
12. EQUIPE Programme d'Appui au Processus Electoral du Mali (PAPEM)	Amougou Marc, Mariama Souley Touré + 1 team member

Cameroun Interview and Focus Group Participants	
1. UN Women Representative	Adama Moussa
2. UN Women Chargé de Programme Women	Joseph Ngoro
3. Directeur de la promotion de la femme(MINPROFF),	Paul Mengata Debré +2 team members
4. Senate Gender Focal Point	Paulette Bisseck
5. ELECAM	Nguelene Nsougou Florence
6. Les femmes de Mbankomo	Femmes Rurales, femmes leaders feminine au niveau communal/RDPC
7. Les femmes de Douala	Femmes leaders (Délégué régional du MINPROF pour rendez-vous)
8. UNDP Governance section	Zephrin Emini Zree
9. More Women In Politics	Justine NDiffo + 4 team members
10. COMINSUD	Fon Soh
11. OFLDPC	Party Representative
12. Mayor of Bangante	Celistine Kecha C
13. INADSS	Mbzele Fouda Elizabeth
Cote D'Ivoire Interview and Focus Group Participants	
1. UN Women Representative	Marie Gorette NDUWAYO
2. UN Wmen Director of Programs	-
3. UN Women Governance Specialist	Sylvie Gougoua
4. UNDP Cote D'Ivoire	Sekou Bamba
5. CAUCUS/ANI	Focus Group
6. ONUCI	Dienc Ely
7. NDI	Kevin Adomakyakpor
8. Commission Electoral Independent	Margueret Yoli Bi
9. REPFESCO Regional	Salimata Porguet +4
10. Women Beneficiaries and NGOs	Focus Group
11. MPFFE	Yao Euphrasie
12. RPI	Henriète Lagou

11.3. List of Documents Consulted

- Programme and Project Documents
- Programme Result frameworks, Theory of Change
- Knowledge and Capacity Building materials
- Monitoring frameworks
- Regional Monthly Reports
- Annual reports
- Activity and Event Reports
- Donor reports
- Integrating Human Rights and Gender Equality in Evaluation – towards UNEG Guidance
- Workshop documents (agenda, presentations, report)

11.4. Data Collection Tool

EVALUATION CRITERIA	KEY QUESTION	SEMI-STRUCTURED AND FOCUS GROUP QUESTIONS
<i>RELEVANCE</i>	Is the project design relevant?	<p>To what extent is UN Women strategically positioned to enhance WPP at local, national and regional levels?</p> <p><u>UN (Regional and National Staff)</u></p> <ul style="list-style-type: none"> • Does UN Women have a comparative advantage among the Multi-lateral structures relative supporting and leading the coordination of advancing the Women’s Leadership and Political Participation Agenda? Locally? Nationally? Regionally? (How so and why?) • Is UN Women’s work aligned with other your agency globally recognized concepts and objectives such as promoting parity and transformational leadership? <ul style="list-style-type: none"> ◦ Locally? Nationally? Regionally? (How so? If not what changes and improves need to be made) <p><u>Regional and national structures (ECOWAS, CEMAC, NEPAD, African Union)</u></p> <ul style="list-style-type: none"> • Is UN Women well placed to lead the coordination of work around the Women’s Leadership and Political Participation agenda? Locally? Nationally? And Regionally? (How so and why? If not which structure(s) is better placed and why?) <p><u>Local, National and regional structures (NGOs, Political Structures/Entities and Political Parties)</u></p> <ul style="list-style-type: none"> • Is UN Women well placed to lead the coordination of work around the Women’s Leadership and Political Participation agenda? Locally? Nationally? And Regionally? (How so and why? If not which structure(s) is better placed and why?) <hr/> <p>To what extent does UN Women’s approach complement and add value to that of its key partners?</p> <p><u>UN (Regional and National Staff)</u></p> <ul style="list-style-type: none"> • Does UN Women’s approach to the WPP agenda complement the work of your agency (Other UN agencies)? Locally? Nationally? Regionally (How so and why? Can this be improved?) • Does your agency collaborate with UN Women in the domain of WPP, if so how and to what end? If not, why not? <p><u>Regional and National structures/partners (ECOWAS, CEMAC, NEPAD, African Union etc)</u></p> <ul style="list-style-type: none"> • Does UN Women’s approach to the WPP agenda complement the work of your agency? Locally? Nationally? Regionally (How so and why? Can this be improved?) • Does your agency collaborate with UN Women in the domain of WPP, if so how and to what end? If not, why not? <p><u>Local, national and regional partners (NGOs, Political Structures/Entities and Political Parties)</u></p> <ul style="list-style-type: none"> • Does UN Women’s approach to the WPP agenda complement the work of your organization? Locally? Nationally? Regionally (How so and why? Can this be improved?) • Does your organization collaborate with UN Women in the domain of WPP, if so how and to what end? If not, why not? <hr/> <p>In particular, what is the extent to which UN Women’s approach responds to changing/emerging priorities on governance and political participation in the West Africa region?</p>

		<p><u>UN (Regional and National Staff), Regional and National structures/partners (ECOWAS, CEMAC, NEPAD, African Union etc), Local, national and regional partners (NGOs, Political Structures/Entities and Political Parties)</u></p> <ul style="list-style-type: none"> • Is UN Women’s approach to the WPP agenda still appropriate for changing/ emerging priorities on governance and political participation in West Africa? Locally? Nationally? Regionally? <ul style="list-style-type: none"> ○ How so and why? Can their efforts be improved? ○ If not, why not and what changes would you recommend? <p>What gender-focused intervention approach is particularly relevant to creating an enabling environment for women meaningful participation at the local, national, regional levels?</p> <p><u>UN (Regional and National Staff), Regional and National structures/partners, (ECOWAS, CEMAC, NEPAD, African Union etc), Local, national and regional partners (NGOs, Political Structures/Entities and Political Parties)</u></p> <ul style="list-style-type: none"> • What gender-focused interventions/activities have been most effective at supporting the emergence of an enabling environment politically, socially and economically for Women’s meaningful participation in leadership and politics at local, national and regional levels? <ul style="list-style-type: none"> ○ Were these activities supported by UN Women? If not, why not? ○ Are there activities that could be more effective that have not been employed or executed? If so why not? • What recommendations would you make for improving the ability of UN Women and its partners to successfully support WPP? <small>e.g. dialogue with women parliamentary caucus, reinforcing women’s rights civil society movements, increasing women in leadership positions, training candidates or elected politicians, supporting gender sensitive parliaments, capacity development of political parties, generating wide public debates on democratic parity and temporary special measures, supporting legal reforms with the legislative bodies and/or the Electoral commissions?</small>
EFFECTIVENESS	Were the Expected Results Achieved?	<p>What gender-specific outcome was achieved through UN Women assistance (technical and financial) to electoral management bodies?</p> <p><u>UN (Regional and National Staff),</u></p> <ul style="list-style-type: none"> • What if any gender-specific outcomes have been achieved through UN Women technical and financial support to electoral management structures at the local and national levels? • Have these efforts been successful, if so how can this be improved? • If not, why have they not been successful? What are the barriers to improving the effectiveness of electoral management bodies and gender-specific electoral outcomes? <p><u>Local, national and regional partners (NGOs, Political Structures/Entities and Political Parties)</u></p> <ul style="list-style-type: none"> • Has your organization been provided with technical or financial support for electoral management processes by UN Women? <ul style="list-style-type: none"> ○ If yes, what if any gender-specific outcomes have been achieved due to UN Women’s support? ○ If no, why not? ○ Have any related activities been supported by other donors or organizations, that have led to quality outcomes? <p>How gender-sensitive have electoral processes and practices become as a result of UN Women support to gender-targeted interventions for political participation to credible and inclusive elections?</p> <p><u>UN (Regional and National Staff), Regional and National structures/partners (ECOWAS, CEMAC, NEPAD, African Union etc), Local, national and regional partners (NGOs, Political Structures/Entities and Political Parties)</u></p>

		<ul style="list-style-type: none"> • Have electoral processes and practices become more gender-sensitive and accessible for female candidates; are elections and political processes in West Africa/ your country more credible (“free and fair”) and inclusive? <ul style="list-style-type: none"> ○ If so, can this be attributed to UN Women’s programming and support at the local, national or regional level? ○ If not, what can UN Women do to be more effective within the context improving the inclusiveness and credibility of elections in West Africa and/or your country context? <p>To what extent have UN Women’s interventions in the area of leadership and political participation contributed to inclusion of gender sensitive policies in political parties’ agenda?</p> <p><u>UN (Regional and National Staff).</u></p> <ul style="list-style-type: none"> • Has UN Women’s WPP interventions contributed to reforms to political parties’ agenda’s that have included the incorporation of gender and diversity sensitive policies? <ul style="list-style-type: none"> ○ If so, can you give any examples? ○ If not, why not? ○ Could they have been more effective in this area? <p><u>Local, national and regional partners (NGOs, Political Structures/Entities and Political Parties) (Legislative Caucuses and Political Parties)</u></p> <ul style="list-style-type: none"> • Has your organization been provided with technical or financial support to revise your political party or caucuses platform or agenda? <ul style="list-style-type: none"> ○ If yes, what if any gender-specific outcomes have been achieved due to UN Women’s support? ○ If no, why not? <p>Are there opportunities for replication and scaling-up of good practices and innovative approaches, in particular regarding electoral assistance?</p> <p><u>UN (Regional and National Staff), Regional and National structures/partners (ECOWAS, CEMAC, NEPAD, African Union etc.), Local, national and regional partners (NGOs, Political Structures/Entities and Political Parties)</u></p> <ul style="list-style-type: none"> • Are there any best practices or innovative approaches that should be scaled or replicated that have proven effective in making electoral processes credible and inclusive or creating an enabling space for women’s leadership and political participation? • Are there any factors, dynamics and/or mechanisms that have or could contribute to the achievement of equal and meaningful political participation and improving Women’s leadership? <p>e.g. engaging with parliamentary women caucus, academia, political parties, electoral commissions, local authorities’ networks with municipalities?</p> <p>How is UN Women learning from her practice in the area of leadership and political participation?</p> <p><u>UN (Regional and National Staff), Regional and National structures/partners (ECOWAS, CEMAC, NEPAD, African Union etc.), Local, national and regional partners (NGOs, Political Structures/Entities and Political Parties)</u></p> <ul style="list-style-type: none"> • Have there been any exercises (workshops, presentations etc) or resources created to share learnings from the work of UN Women and its WPP network? <ol style="list-style-type: none"> I. If so, can you share any details? Did your agency participate? II. If not, why not? III. Could more be done to build on successes and learning from UN Women’s WPP work? • To what extent is learning from initiatives implemented in the field (including FGE, UNDEF) feeding into the regional approach and vice-versa? • Could UN Women and the WPP better promote innovative and impactful south-south cooperation, to enhance knowledge sharing surrounding gender-specific initiatives and programs? <ol style="list-style-type: none"> I. Are their south-south activities and events that should be replicated or scaled up?
<i>EFFICIENCY</i>	What is the project's performance	What operational mechanisms are needed to make UN Women’s approach on WPP more efficient and effective?

	<p>relative to the conditions of realization of the outputs? /</p> <p>Were the working relationships with partners effective and functional during the implementation of the project?</p>	<p><u>UN (Regional and National Staff), Regional and National structures/partners (ECOWAS, CEMAC, NEPAD, African Union etc.), Local, national and regional partners (NGOs, Political Structures/Entities and Political Parties)</u></p> <ul style="list-style-type: none"> • Do UN and particularly UN Women’s operational mechanisms and procedures facilitate its WPP work? • Are there opportunities for improvement of UN Women operational procedures? <p>Do current reporting guidance and practices reflect the medium term impact on UN Women’s work on women political participation?</p> <p><u>UN (Regional and National Staff), Regional and National structures/partners (ECOWAS, CEMAC, NEPAD, African Union etc.), Local, national and regional partners (NGOs, Political Structures/Entities and Political Parties)</u></p> <ul style="list-style-type: none"> • <p>Are human and financial resources in line with the political mandate of UN Women in WPP and the solid substantive input required to respond to demands identified in the field?</p> <p><u>UN (Regional and National Staff), Local, national and regional partners (NGOs, Political Structures/Entities and Political Parties)</u></p> <ul style="list-style-type: none"> • Does UN Women and its partners have enough human and financial resources to implement an effective WPP agenda at local, national and regional levels. <ul style="list-style-type: none"> ○ Are there enough staff to implement, monitor and support the project at the field level? If not, why not and how has this effected the program? ○ Are there enough funds to fully realize the full intent or the WPP agenda and program? If not, why not and how has this effected the program? ○ What improvements can be made in terms of staffing and financial resources to help more effectively fulfill the WPP mandate and mission? ○ What other obstacles were encountered in your work (politically, socio culturally and economically, bureaucratically) that have limited the progress on commitment towards WPP’s mission of encouraging women’s equal and meaningful participation to politics?
<p><i>COHERENCE</i></p>	<p>What were the perceived impacts of the project on job creation in the country?</p>	<p>What operational mechanisms are needed to ensure greater coherence firstly between UN Women interventions at country and regional level and secondly, within each CO covered by UN Women – WCA, coherence in policy advice provided by the United Nations to Governments to create incentives and measures to expand women’s leadership in political and other spheres.</p> <p><u>UN (Regional and National Staff), Regional and National structures/partners (ECOWAS, CEMAC, NEPAD, African Union etc.), Local, national and regional partners (NGOs, Political Structures/Entities and Political Parties)</u></p> <ul style="list-style-type: none"> • How can UN Women and its partners promote greater coordination and coherence across their; portfolio of programming to reinforce and build on its WPP programming at regional and national levels; <ul style="list-style-type: none"> ○ Are there opportunities for greater synergies across UN Women and UN wide programming that help to promote WPP impact and effectiveness? ○ What about relative to other regional and national multi-lateral structures? • Does the regional policy advisor contribute to increasing efficiency and generation of synergies between country offices in the area of women political participation? <ul style="list-style-type: none"> ○ Could they be more effective in this regard? If so, how? What recommendations do you suggest? <p>To what extent does UN Women and other partners in the region act as guarantees of the legal framework on women’s political rights? Do they act as stoppers of potential counter legislation?</p> <p><u>UN (Regional and National Staff), Regional and National structures/partners (ECOWAS, CEMAC, NEPAD, African Union etc.), Local, national and regional partners (NGOs, Political Structures/Entities and Political Parties)</u></p> <ul style="list-style-type: none"> • Has the UN Women’s WPP program and collaboration with regional and national partners been able to support the application of legal frameworks and normative standards to support women’s leadership and political participation across West and Central Africa.

		<ul style="list-style-type: none">○ CEDAW, Beijing platform and other international, regional and national standards and policies?○ How could the efforts of the WPP platform to support the application of normative standards linked to gender, diversity and women's political participation?○ Are their programs and pilots that should be scaled up or applied more broadly?• Are regional and sub-regional organizations and agencies appropriate entry points for facilitating women's meaningful and equal participation?<ul style="list-style-type: none">○ Should more resources and efforts be placed at influencing processes and decision makers at local and national levels?
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11.5. Evaluation Matrix

EVALUATION CRITERIA	KEY QUESTION	SUB-QUESTIONS	DATA SOURCE	DATA COLLECTION METHODS
RELEVANCE	Is the project design relevant?	To what extent is UN Women strategically positioned to enhance WPP at local, national and regional levels?	<ul style="list-style-type: none"> UN Women national and regional Strategic Plans PRODOCs Annual and quarterly reports E-Survey National and regional electoral policies, strategies and results (ECOWAS and CEMAC and country specific) Beneficiaries, partner and program staff UNDAF et CPD/CPAP UNDP C.O 	<ul style="list-style-type: none"> Desk Study Meetings and interviews with relevant UN Women and UNDG West and Central Africa Staff at national and regional levels (where required by telephone/skype) Discussions and interview with partners at the regional and national levels (NGO, national and regional officials). E-survey
		To what extent does UN Women's approach complement and add value to that of its key partners?	<ul style="list-style-type: none"> UN Women national and regional Strategic Plans PRODOCs Annual and quarterly reports E-Survey Beneficiaries, partner and program staff UNDAF et CPD/CPAP UNDP C.O 	<ul style="list-style-type: none"> Desk Study Meetings and interviews with relevant UN Women and UNDG West and Central Africa Staff at national and regional levels (where required by telephone/skype) Discussions and interview with partners at the regional and national levels (NGO, national and regional officials). E-survey
		In particular, what is the extent to which UN Women's approach responds to changing/emerging priorities on governance and political participation in the West Africa region?	<ul style="list-style-type: none"> UN Women national and regional Strategic Plans PRODOCs Annual and quarterly reports Research and pilot program reports E-Survey National and regional electoral policies, strategies and results (ECOWAS and 	<ul style="list-style-type: none"> Desk Study Meetings and interviews with relevant UN Women and UNDG West and Central Africa Staff at national and regional levels (where required by telephone/skype) Discussions and interview with partners at the regional and national levels (NGO, national and regional officials). E-survey

			<p>CEMAC and country specific)</p> <ul style="list-style-type: none"> • Beneficiaries, partner and program staff • UNDAF et CPD/CPAP UNDP C.O 	
		<p>To what extent is UNW's work aligned with other UN Agencies globally recognized concepts and objectives such as promoting parity and transformational leadership?</p>	<ul style="list-style-type: none"> • UN Women national and regional Strategic Plans • PRODOCs • Annual and quarterly reports • Research and pilot program reports • E-Survey • National and regional electoral policies, strategies and results (ECOWAS and CEMAC and country specific) • Beneficiaries, partner and program staff • UNDAF et CPD/CPAP UNDP C.O 	<ul style="list-style-type: none"> • Desk Study • Meetings and interviews with relevant UN Women and UNDG West and Central Africa Staff at national and regional levels (where required by telephone/skype) • Discussions and interview with partners at the regional and national levels (NGO, national and regional officials). • E-survey
		<p>What gender-focused intervention approach is particularly relevant to creating an enabling environment for women meaningful participation at the local, national, regional levels : e.g. dialogue with women parliamentary caucus, reinforcing women's rights civil society movements, increasing women in leadership positions, training candidates or elected politicians, supporting gender sensitive parliaments, capacity development of political parties, generating wide public debates on democratic parity and temporary special measures, supporting legal reforms with the legislative bodies and/or the Electoral commissions?</p>	<ul style="list-style-type: none"> • UN Women national and regional Strategic Plans • PRODOCs • Annual and quarterly reports • Research and pilot program reports • E-Survey • National and regional electoral policies, strategies and results (ECOWAS and CEMAC and country specific) • Beneficiaries, partner and program staff • UNDAF et CPD/CPAP UNDP C.O 	<ul style="list-style-type: none"> • Desk Study • Meetings and interviews with relevant UN Women and UNDG West and Central Africa Staff at national and regional levels (where required by telephone/skype) • Discussions and interview with partners at the regional and national levels (NGO, national and regional officials). • E-survey

EFFECTIVENESS	Were the Expected Results Achieved?	What gender-specific outcome was achieved through UN Women assistance (technical and financial) to electoral management bodies?	<ul style="list-style-type: none"> • Annual and quarterly reports • Research and pilot program reports • E-Survey • National and regional electoral policies, strategies and results (ECOWAS and CEMAC and country specific) • Beneficiaries, partner and program staff 	<ul style="list-style-type: none"> • Desk Study • Discussions and interview with beneficiaries and partners at the regional and national levels (NGO, national and regional officials). • E-survey
		How gender-sensitive have electoral processes and practices become as a result of UN Women support to gender-targeted interventions for political participation to credible and inclusive elections?	<ul style="list-style-type: none"> • E-Survey • National and regional electoral policies, strategies and results (ECOWAS and CEMAC and country specific) • Beneficiaries, partner and program staff 	<ul style="list-style-type: none"> • Desk Study • Discussions and interview with beneficiary partners at the regional and national levels (NGO, national and regional officials). • E-survey
		To what extent have UN Women’s interventions in the area of leadership and political participation contributed to inclusion of gender sensitive policies in political parties’ agenda?	<ul style="list-style-type: none"> • Research and pilot program reports • E-Survey • National and regional electoral policies, strategies and results (ECOWAS and CEMAC and country specific) • Beneficiaries, partner and program staff 	<ul style="list-style-type: none"> • Desk Study • Discussions and interview with partners at the regional and national levels (NGO, national and regional officials). • E-survey
		Are there opportunities for replication and scaling-up of good practices and innovative approaches, in particular regarding electoral assistance ⁵⁹ ?	<ul style="list-style-type: none"> • Annual and quarterly reports • Research and pilot program reports • E-Survey • Beneficiaries, partner and program staff 	<ul style="list-style-type: none"> • Desk Study • Meetings and interviews with relevant UN Women and UNDG West and Central Africa Staff at national and regional levels (where required by telephone/skype) • Discussions and interview with partners at the regional and national levels (NGO, national and regional officials). • E-survey
		What innovative factors, dynamics and mechanisms would contribute to the achievement of equal and meaningful political participation e.g. engaging with	<ul style="list-style-type: none"> • Annual and quarterly reports 	<ul style="list-style-type: none"> • Desk Study • Meetings and interviews with relevant UN Women West and Central Africa Staff at national

⁵⁹ bearing in mind that what has worked well in one place may not always be appropriate in other places

		parliamentary women caucus, academia, political parties, electoral commissions, local authorities' networks with municipalities?	<ul style="list-style-type: none"> • Research and pilot program reports • E-Survey • Beneficiaries, partner and program staff 	<ul style="list-style-type: none"> • and regional levels (where required by telephone/skype) • Discussions and interview with partners at the regional and national levels (NGO, national and regional officials). • E-survey
		How is UN Women learning from her practice in the area of leadership and political participation? I.	<ul style="list-style-type: none"> • Annual and quarterly reports • Research and pilot program reports • E-Survey • Beneficiaries, partner and program staff 	<ul style="list-style-type: none"> • Desk Study • Meetings and interviews with relevant UN Women West and Central Africa Staff at national and regional levels (where required by telephone/skype) • E-survey
EVALUATION CRITERIA	KEY QUESTION	SUB-QUESTIONS	DATA SOURCE	DATA COLLECTION METHODS
<i>EFFICIENCY</i>	What is the project's performance relative to the conditions of realization of the outputs?	What operational mechanisms are needed to make UN Women's approach on WPP more efficient and effective?	<ul style="list-style-type: none"> • Financial Reports • UN Women national and regional Strategic Plans • PRODOCs • Annual and quarterly reports • Research and pilot program reports • E-Survey • National and regional electoral policies, strategies and results (ECOWAS and CEMAC and country specific) • Beneficiaries, partner and program staff • UNDAF et CPD/CPAP UNDP C.O 	<ul style="list-style-type: none"> • Desk Study • Meetings and interviews with relevant UN Women and UNDG West and Central Africa Staff at national and regional levels (where required by telephone/skype) • Discussions and interview with partners at the regional and national levels (NGO, national and regional officials). • E-survey
		To what extent is learning from initiatives implemented in the field (including FGE, UNDEF) feeding into the regional approach and vice-versa?	<ul style="list-style-type: none"> • Annual and quarterly reports • Research and pilot program reports • E-Survey • National and regional electoral policies, 	<ul style="list-style-type: none"> • Desk Study • Meetings and interviews with relevant UN Women and UNDG West and Central Africa Staff at national and regional levels (where required by telephone/skype)

			<p>strategies and results (ECOWAS and CEMAC and country specific)</p> <ul style="list-style-type: none"> • Beneficiaries, partner and program staff 	<ul style="list-style-type: none"> • Discussions and interview with partners at the regional and national levels (NGO, national and regional officials). • E-survey
		Do current reporting guidance and practices reflect the medium term impact on UN Women's work on women political participation?	<ul style="list-style-type: none"> • Annual and quarterly reports • Research and pilot program reports • E-Survey • M&E system program monitoring data 	<ul style="list-style-type: none"> • Desk Study • Meetings and interviews with relevant UN Women and UNDG West and Central Africa Staff at national and regional levels (where required by telephone/skype) • Discussions and interview with partners at the regional and national levels (NGO, national and regional officials). • E-survey
		Are human and financial resources in line with the political mandate of UN Women in WPP and the solid substantive input required to respond to demands identified in the field?	<ul style="list-style-type: none"> • Financial Reports • UN Women national and regional Strategic Plans • PRODOCs • Annual and quarterly reports • Research and pilot program reports • E-Survey • National and regional electoral policies, strategies and results (ECOWAS and CEMAC and country specific) • Beneficiaries, partner and program staff • 	<ul style="list-style-type: none"> • Desk Study • Meetings and interviews with relevant UN Women and UNDG West and Central Africa Staff at national and regional levels (where required by telephone/skype) • Discussions and interview with partners at the regional and national levels (NGO, national and regional officials). • E-survey
	Were the working relationships with partners effective and functional during the implementation of the project?	Which strategies would be more efficient to promote south-south cooperation, enhancing mutual knowledge of gender-specific initiatives and programs?	<ul style="list-style-type: none"> • Annual and quarterly reports • Research and pilot program reports • E-Survey • National and regional electoral policies, strategies and results (ECOWAS and CEMAC and country specific) • Beneficiaries, partner and program staff • M&E system program monitoring data 	<ul style="list-style-type: none"> • Desk Study • Meetings and interviews with relevant UN Women and UNDG West and Central Africa Staff at national and regional levels (where required by telephone/skype) • Discussions and interview with partners at the regional and national levels (NGO, national and regional officials). • E-survey
		What obstacles were encountered at country level (political, Socio cultural and economic, bureaucratic) that have limited the progress on commitment towards women's equal and meaningful participation to politics?		

<i>COHERENCE</i>	Is the program coherent and well-coordinated at national and regional levels to achieve maximum results, information sharing and learning?	What operational mechanisms are needed to ensure greater coherence firstly between UN Women interventions at country and regional level and secondly, within each CO covered by UN Women – WCA, coherence in policy advice provided by the United Nations to Governments to create incentives and measures to expand women’s leadership in political and other spheres.	<ul style="list-style-type: none"> • UN Women national and regional Strategic Plans • PRODOCs • Annual and quarterly reports • Research and pilot program reports • E-Survey • National and regional electoral policies, strategies and results (ECOWAS and CEMAC and country specific) • Beneficiaries, partner and program staff • UNDAF et CPD/CPAP UNDP C.O • M&E system program monitoring data 	<ul style="list-style-type: none"> • Desk Study • Meetings and interviews with relevant UN Women and UNDG West and Central Africa Staff at national and regional levels (where required by telephone/skype) • Discussions and interview with partners at the regional and national levels (NGO, national and regional officials). • E-survey
		How can a regional policy advisor better contribute to increased efficiency and generation of synergies between country offices in the area of women political participation?	<ul style="list-style-type: none"> • Annual and quarterly reports • Research and pilot program reports • E-Survey • Beneficiaries, partner and program staff 	<ul style="list-style-type: none"> • Desk Study • Meetings and interviews with relevant UN Women and UNDG West and Central Africa Staff at national and regional levels (where required by telephone/skype) • Discussions and interview with partners at the regional and national levels (NGO, national and regional officials). • E-survey
		To what extent does UN Women and other partners in the region act as guarantees of the legal framework on women’s political rights? Do they act as stoppers of potential counter legislation?	<ul style="list-style-type: none"> • Annual and quarterly reports • Research and pilot program reports • E-Survey • National and regional electoral policies, strategies and results (ECOWAS and CEMAC and country specific) • Beneficiaries, partner and program staff 	<ul style="list-style-type: none"> • Desk Study • Meetings and interviews with relevant UN Women and UNDG West and Central Africa Staff at national and regional levels (where required by telephone/skype) • Discussions and interview with partners at the regional and national levels (NGO, national and regional officials). • E-survey

		<p>What are the benefits and limits of regional and sub-regional organizations mandates in facilitating women's meaningful and equal participation as compared to national political decision counterparts and decision makers?</p>	<ul style="list-style-type: none"> • UN Women national and regional Strategic Plans • PRODOCs • Annual and quarterly reports • Research and pilot program reports • E-Survey • National and regional electoral policies, strategies and results (ECOWAS and CEMAC and country specific) • Beneficiaries, partner and program staff • UNDAF et CPD/CPAP UNDP C.O • M&E system program monitoring data 	<ul style="list-style-type: none"> • Desk Study • Meetings and interviews with relevant UN Women and UNDG West and Central Africa Staff at national and regional levels (where required by telephone/skype) • Discussions and interview with partners at the regional and national levels (NGO, national and regional officials). • E-survey
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11.6. Results Framework

Goal TOC Statement	<p>Goal: Women exert leadership in governance processes in line with global targets <i>Key indicators: % change in women's leadership in political and economic governance processes at national and regional levels</i> <i>If (1) gender-responsive governance policies are in place at national and regional levels; (2) if women have equal access to participate in political and economic governance processes; (3) if a critical mass of women are elected to decision-making positions; (4) if women's capacities are enhanced to influence and transform governance practices; then (5) women's participation in governance processes in West and Central Africa will be enhanced; because (5) existing barriers to women's leadership will have been removed</i></p>			
Outcomes	<p>1. Outcome: Gender-responsive governance policy framework in place at national and regional levels # of countries which revise/adopt policies to enhance women's participation in governance processes</p>	<p>2. Women's access to, and participation in economic and political governance increased at all levels % change in women's participation in political and economic governance processes</p>	<p>3. Political leadership of women enhanced through electoral process % change in women elected to political office at national and local levels.</p>	<p>4. Women's capacities enhanced to promote transformative governance practices % change in gender-responsive governance legislation and policies</p>
Outcome TOC	<p><i>If (1) gender gaps are assessed in relation to governance processes; and if gender-responsive policies are adopted with accountability frameworks, then (2) an enabling environment will be created to increase women's participation in governance because (3) institutional barriers will be removed</i></p>	<p><i>If (1) women have information and knowledge of entry points to facilitate their participation in governance processes; and can access to resources to enhance their role in decision-making, and if institutional barriers to women's participation are removed, then (2) women's participation in governance processes will be increased because (5) an enabling environment will be in place.</i></p>	<p><i>If (1) the representation of women in leadership positions of political parties is enhanced; if electoral laws and electoral processes are gender-responsive; if temporary special measures are adopted, then (2) more women will assume political leadership positions because (3) multiple barriers to women's participation in politics will be removed</i></p>	<p><i>If (1) women's capacities to participate in governance processes are strengthened, and if women's networks are supported, then (2) women can champion gender-responsive governance; because (3) they will be able to highlight root causes of gender-based discrimination through governance processes.</i></p>
Outputs	<p>1.1. Review and revision of existing legal and policy frameworks (assess and analyze gaps and barriers; support advocacy initiatives) 1.2. 1.2. Gender-responsive policies adopted (review best practices for adaptation) 1.3.</p>	<p>2.1. Improved access to information and knowledge on entry points to support women's participation in governance processes 2.2. Enhanced policy research to promote women's participation in political and economic governance 2.3. Improved access to resources to strengthen participation and promote a level playing field</p>	<p>3.1. Enhanced leadership roles for women in political parties 3.2. Gender-responsive electoral laws and processes 3.3. Expanded use of quotas to facilitate women's political participation</p>	<p>4.1. Improved technical and training support for gender-responsive governance frameworks 4.2. Enhance capacities of young women's groups for participation in politics and decision-making 4.3. Strengthened coalitions and platforms for promotion of gender-responsive governance</p>
Key Assumptions	<p>- Under-representation of women in governance processes is in part due to the effects of policy and institutional barriers which are gender blind and fail to provide an enabling environment</p>	<p>- Women's leadership in political and economic governance nurtures inclusive and democratic societies. Lack of inclusive governance can act as a conflict trigger.</p>	<p>- Women's leadership in political processes promotes effective governance and fosters sustainable development. Women are highly under-represented in governance leadership in West and Central Africa</p>	<p>- Long-standing under-representation of women in governance processes requires specific interventions to boost their contributions in male-dominated spaces</p>
Risks & Barriers	<p>- Adoption of favorable policy regime may not translated into change in behaviour and practice.</p>	<p>-</p>	<p>- Reluctance by political parties to broader representation of women in leadership positions. Resistance to adoption of quotas</p>	<p>-Change resistance from both male and female guardians of status quo.</p>

11.7. Electronic Survey



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Thematic Data