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Evaluation Report

of the

Programme

Preventing and addressing violence against women and girls in Albania, Mexico and Timor Leste

C-335757

Multi-country: Albania, Mexico, Timor Leste

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EXECUTIVE SUMMARY

Purpose and scope of the evaluation

The purpose of this final evaluation is to assess the results of the EC-UN Women Programme on “Preventing and Addressing Violence against Women and Girls”, to inform future programme development and share lessons learned. The evaluation covers the time period from the beginning of the Programme in March 2014 until the time of the evaluation (December 2016).

Evaluation background

The two-year Programme “Preventing and Addressing Violence against Women and Girls in Albania, Mexico and Timor Leste”, was financed by the EC and UN Women with a total budget of 1,061,991 EUR.

The overarching goal of the Programme was that women and girls live a life free from violence and the expected outcome was that laws, policies and strategies are adopted/reformed and implemented to respond to and prevent violence against women and girls in Albania, Mexico and Timor Leste.

The Programme had a focus in each country in response to the national context. The focus in **Albania (AL)** was to reduce incidence of trafficking in women and girls by addressing its root causes including lack of economic alternatives. In **Mexico (MX)**, the focus was supporting legislative reform in line with international standards, with greater attention on femicide, and in **Timor Leste (TL)**, the focus was on implementation of the National Action Plan on Gender-Based

Violence at national and decentralized levels.

In addition, the Programme ensured dissemination of good practices and contributed to increasing public awareness and social mobilization, including mobilizing men and boys.

The Programme adopted a two-pronged approach directed at both duty-bearers and rights-holders (e.g., national office of equality, line ministries, justice sector institutions, victims/survivors of violence against women and girls, etc.). This was to influence the formulation/reform and implementation of laws and policies on preventing and eliminating violence against women (VAW) through: gender-responsive budgeting; improved collection of information on crimes of violence against women; and implementation of a monitoring and evaluation framework on eliminating VAW.

By strengthening the capacities of duty-bearers and rights-holders, the Programme engaged with key national institutions, women machinery in the three countries, anti-trafficking shelters, judges and courts, schools, media, and civil society organizations to advocate for and work towards preventing and addressing VAW.

Evaluation process and methodology

The evaluation was structured into three phases: 1. Inception (end of September-October 2016), 2. Data collection (October-November 2016), and Analysis and Reporting (November-December 2016).

The evaluation used a non-experimental design in the absence of realistic comparators or

counterfactuals, and in view of the available evaluation time and resources. It encompassed a country-level assessment focusing on the national relevance and performance of the project in each country; and a Programme level assessment affecting programme design and overarching themes. The overall approach was utilization-focused, with the evaluation questionnaire as main evaluation tool to structure data collection, analysis and reporting, following a gender and human rights responsiveness approach.

The evaluation used three main sources of data: i) responses to questionnaires, documents, reports, publications and relevant literature; ii) people (implementing partners and stakeholders) and iii) observations during the site visits to TL (October 2016) and to MX (February 2016); AL, due to the lack of availability of main stakeholders, could not be visited in the frame of this evaluation.

Key findings

Relevance and design

The Programme has been highly relevant to address VAW in view of country needs and national priorities in AL, MX and TL respectively. It bore added value beyond the individual country project by joining three different types of criminal conduct within one global programme. The Programme objectives successfully addressed the main gender equality problems in the three countries by tackling three different types of crime, femicide, human trafficking, Gender Based Violence (GBV) and domestic violence.

The programmatic approaches followed in the three countries was appropriate to achieve the expected outcome by strengthening capacities of national counterpart and raising public awareness and social mobilization against GBV. The Programme formulation process and the national prioritization of the legal reforms tracking VAW mutually reinforced and complemented each other and contributed to gaining comprehensive insight into the existing national situation. Thus, the Programme was perfectly aligned with UN Women Strategic Plan as well as EU policies, in particular the EU guidelines on VAW, the EU agenda for change and the European Instrument for Democracy and Human Rights (EIDHR) programming documents.

UN Women, as main implementing partner, added crucial value due to its role on gender equality policy and advocacy, providing on-going support to the national governments in developing policy framework on fighting VAW. Additional partnership with civil society organizations and governmental institutions contributed to the achievement of the results. The multi-pronged approach and specific strategies used by UN Women to implement the Programme were appropriate in view of the logical framework.

Despite these strengths, the evaluation found certain challenges in the overall design of the Programme. Its global purpose did not appear to add significant value to a merely country-based approach, and the possible benefits of having a global programme that could regularly share best practices,

experiences and synergies were missed probably due to the fact that the design to address the three crimes was completely different in each country. In this regard, the sharing of experiences and best practices could have been triggered through the creation of a formal horizontal platform for better communication and coordination amongst the three countries.

Thus, the intervention logic and indicators foreseen under the Programme were weakly designed, lacking baseline, assumptions and target figures.

Efficiency

UN Women made successful efforts to use available programme resources strategically and efficiently. Accountability mechanisms were transparent insofar that the general UN and EU rules and procedures were applied. Management efforts and personal dedication of the UN Women project team were appropriate and contributed to the efficient implementation of planned initiatives.

However, several activities were implemented with a slight delay, problem that was solved with the granted Non Cost Extension. Some delays following the new formation of government after elections could have been accounted for when estimating the times for project implementation; however, when a project aspires to significantly impact in the political and legislative arenas, risks can never be entirely avoided.

UN Women put appropriate systems in place to monitor and report on

project progress, thereby placing emphasis on capturing not only activities but also emerging results. The Programme logframe, while having significant weaknesses, provided a sort of guidance in this regard.

Effectiveness

The Programme achieved, albeit to varying degrees, all of its envisaged outputs, and made contributions to the Programme outcome. Particularly strong contributions were noted in the three countries; in AL the capacities of the media to report on trafficking and GBV improved considerably, a Coordinated Community Responses (CCR) was successfully established in Kruja and 67 women victims of trafficking become employed while 3 business were provided with start-up support. In MX a holistic Civil Code, Family Code and Penal Code were approved in Coahuila, in line with national and international standards to fight GBV; and a data base system for improvement of the judiciary statistics was developed and implemented in Mexico City's Supreme Court. In TL, the capacity of the Secretary of State for the Support and Socio-Economic Promotion of Women (SEM) to monitor the National Action Plan (NAP) on GBV was strengthened, a judicial protocol to address domestic violence at the courts was developed, a framework for monitoring the Ministry of Education's (MoE) commitments to address GBV, among other gender equality commitments, was developed and numerous activities were organised with an aim to increase public awareness and social mobilization to stop sexual

harassment and other forms of VAW using arts-based and community mobilization campaigns.

The Programme activities resulted in deepened engagement with key partners, increased government capacity and strengthened advocacy for violence prevention.

Road to impact

Evaluation data do not allow measuring the extent to which the Programme has contributed to making progress on the road to the envisaged impact. While available data strongly indicate that in the three countries project efforts have contributed to moving existing change processes into the desired direction, a lot remains to be done before women and girls in AL, MX and TL can live a life free of violence.

Sustainability

The Programme helped create a number of conditions likely to support the sustainability of results. While certain achievements are likely to be sustained without further support, such as the strengthening of the institutional capacities and the partnership and networking developed, others will require additional efforts from national and/or international actors.

Gender and Human Rights Responsiveness

The Programme is gender and human rights responsive. It places a comprehensive system approach to eliminate VAW by focussing on prevention, early intervention and response. It also addresses some of the root causes of GBV, women

empowerment, non-discrimination and social tolerance of GBV at the same time that tackles accountability.

Lessons learned

The Programme has demonstrated emerging good practices such as the interdisciplinary or cross dimension approach and the continued and long term engagement with national stakeholders in the three countries.

However, programmes that are determined to achieve sustainable impact on cultural, social and political behaviour, are, by their nature, long-term endeavours and setting the project term too short can put the capacity at risk to lay sound foundations for long-term achievements.

Recommendations

The evaluation made five recommendations to UN Women, responding to the weakness identified in the design and implementation of the Programme.

Recommendation 1: UN Women should continue improving the organization's programme development capacity by strengthening programme logframes - defining baseline, assumptions and ensuring that indicators -including gender-sensitive indicators - are specific, measurable and feasible - or by using theories of change and logic models to guide project planning. In this regard, a mechanism that allows for adjustments of programme design during the implementation phase, including monitoring and evaluation criteria and frameworks, could be useful.

Recommendation 2: In order to fully take advantage of its global design, a multi-country programme should develop

a formal mechanism of horizontal coordination and dialogue to allow for the regular exchange of information and the sharing of relevant experiences and good practices, thereby creating the potential for synergies between the individual country projects even if their focus is not entirely the same.

Recommendation 3: When designing a project, a thorough analysis of the political and social situation needs to be undertaken in order to realistically plan the timeframe for its execution. At the design stage, necessary precautions need to be taken and reasonable estimations made in order to render a programme less dependent on political events. This may include alternative plans and implementation partners in case the original partner institutions decide not to continue a project once initiated.

Recommendation 4: It is recommended that UN Women continue developing strong partnerships and cooperation between civil society organizations and national governmental institutions. This has proven to be an important factor for achieving sustainable results and a multi-sided experience in the implementation of the project. To foster this partnership and facilitate the implementation of the project, the establishment of a project advisory board, has also proven to be an effective instrument to guide and take ownership of the project accomplishments. Advisory boards, both at the country level and at the Programme horizontal coordination mechanism under recommendation 2, are a recommendable instrument to be installed in future multi-country projects.

Recommendation 5: UN Women should explore how it can continue efforts started under the current programme and engage further support to fight violence against women and girls in AL, MX and TL. To secure interest and commitments from do-

nors, UN Women could strengthen relations with the EU Delegation in each of the three countries and attain a national (not global) continuation/second phase project built upon the achievements made to date.

ACRONYMS

AB	Advisory Board
AL	Albania
AP	Action Plan
APSER	Action Plan On the Socio-economic Reintegration of Girls and Women Victims of Trafficking
BANAVIM	Banco Nacional de Datos e Información sobre casos de Violencia contra las Mujeres
CCR	Coordinated Community Responses (AL)
CEDAW	Convention on the Eradication of Violence Against Women
CO	Country Office (UN Women Country Office)
CONATRIIB	Comisión Nacional de Tribunales
CSO	Civil Society Organization
EC	European Commission
EIDHR	European Instrument for Democracy and Human Rights
EUD	European Union Delegation
EVAV	Eradication of Violence Against Women
FAFA	Financial and Administrative Framework Agreement
GBV	Gender Based Violence
GE	Gender Empowerment
HQ	Headquarters
IOM	International Organization for Migration
IRG	Internal Reference Group
JSMF	Judicial System Monitoring Programme
LFM	Logical Framework
LGAMVVL	General Law on Women's Access to a Life Free of Violence (MX)
LGTBI	Lesbian, Gay, Bisexual, Transgender and Intersexual
MoE	Ministry of Education (TL)
MoIA	Ministry of Internal Affairs (AL)
MoJ	Ministry of Justice (TL)
MSWY	Ministry of Social Welfare and Youth (AL)
MX	Mexico
NAP	National Action Plan
NCE	Non Cost Extension
NES	National Employment Service, AL
NGO	Non-Governmental Organization
OECD	Organization for Economic Cooperation and Development
ROM	Results Oriented Monitoring
RRF	Results and Resources Framework
SEM	Secretary of State for the Support and Socio-Economic Promotion of Women (TL)
SFCG	Search for Common Ground (TL)
SPD	Strategic Partnership Division
TL	Timor Leste
TIP	Trafficking in Person Report
ToR	Terms of Reference
UN	United Nations
UNDAF	United Nations Development Assistant Framework

UNDP	United Nations Development Fund
UNEG	United Nations Evaluation Group
UNFPA	United Nations Population Fund
UNW	UN Women
VAW	Violence Against Women
VoT	Victim of Trafficking
WHR	Women Human Rights

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I. INTRODUCTION

In September 2016, UN Women contracted Mrs. Consuelo Navarro to conduct the final evaluation of the EC and UN Women funded Programme on *Preventing and Addressing Violence against Women and Girls in Albania, Mexico and Timor Leste (2014-2016)* (hereinafter: The Programme). For the purposes of this evaluation the consultant engaged the support of Mrs. Nathalie Gendre and Mrs. Valle Lopez-Tello.

This final evaluation report summarizes key findings, conclusions and forward-looking recommendations deriving from the evaluation.

1. Background and context of the Programme

In March 2014, UN Women launched a global two-year programme to respond to and prevent violence against women and girls in Albania (AL), Mexico (MX), and Timor Leste (TL). The Programme¹, with a total budget of 1,061,991 €, was financed by the European Commission European Instrument for Democracy and Human Rights (EIDHR) with a contribution of 1,000,000 € and a contribution from UN Women of 61,991 €. The Programme built on continued previous efforts² by national institutions in the three countries to address and prevent violence against women.

The duration of the Programme was originally planned to be two years, from March 2014 to March 2016, but it was extended for six more months in February of 2016, lasting until the end of August 2016.

The overall objective of the *UN Women Programme on Preventing and Addressing Violence against Women and Girls in Albania, Mexico and Timor Leste* is to prevent and address root causes of violence against women (VAW) and support global advocacy to prevent it. The Programme has a specific focus in each target country, responding to the national context. The expected outcome of the Programme is that laws, policies and strategies are adopted and/or reformed, and implemented to respond to and prevent violence against women and girls in Albania, Mexico, and Timor Leste. The Programme strengthened the capacities of key institutions at national levels in order to reform and implement policies

¹ It was signed as part of the UN Women “COMMIT” a global initiative launched in 2012 calling leaders worldwide to take a stand to end violence against women and girls through concrete commitments.

² In AL, UN Women in collaboration with UNDP supported the drafting of the revised National Strategy on GE-GBV&DV (2011-2015) which was adopted in June 2011. The revised strategy includes reduction of gender based violence and domestic violence as one of four key priorities. In MX previous UN Women projects supported the introduction of femicide as a felony in criminal codes at the state level, and to be introduced as well in federal penal codes. In TL, UN Women supported the draft and adoption of the Law on Domestic Violence adopted in 2010.

on preventing and eliminating VAW; and engaged with civil society organizations, media and right-holders to increase public awareness and social mobilization to end VAW.

The Programme adopted a Human Rights based approach, that is, normatively based on international human rights standards and operationally directed to promoting and protecting human rights as well as a gender equality perspective addressing some of the root causes of GBV, women empowerment, non-discrimination and social tolerance, and tackles accountability. HRBA contributes to the development of the capacities of “duty-bearers” to meet their obligations and of “rights-holders” to claim their rights.

The expected project outcome and outputs are shown below (table 1).

Women and girls live a life free from violence		
Outcome 1: Laws, policies and strategies are adopted and/or reformed, and implemented to respond to and prevent violence against women and girls in Albania, Mexico, and Timor Leste.		
<p>MEXICO Output 1</p> <p>National/state counterparts have strengthened capacities to align their laws, policies and strategies with international standards and recommendations.</p>	<p>ALBANIA Output 3</p> <p>The capacity of key actors in preventing and responding to trafficking including reintegration of women and girls in Albania is strengthened.</p>	<p>TIMOR LESTE Output 4</p> <p>Enhanced national capacity (Secretary of State for the Support and Socio Economic Promotion of Women, line ministries) in the implementation and monitoring of the National Action Plan (NAP) on Gender-Based Violence (GBV)</p>
<p>MEXICO Output 2</p> <p>Improved collection and analysis of data in the justice sector (particularly prosecutorial offices and courts) in accordance with international standards on crimes committed against women.</p>	<p>ALBANIA and TIMOR LESTE Output 5</p> <p>Increased public awareness and social mobilization to stop violence against women in AL and TL</p>	
<p>Global output: Development of a communication plan for the Programme, including for each country and dissemination of good practices in addressing violence against women and girls at national level (on trafficking for Albania, femicide for Mexico and domestic violence for Timor Leste)</p>		

Table 1: Expected outcome and outputs

The Programme consists of three country projects, each with specific objectives and activities contributing to the common outcome.

Albania. The specific objective of the Project in AL is to reduce the incidence of **trafficking** in women and girls by addressing root causes, such as the lack of economic alternatives for women. The overall objectives are (1) an increased awareness of women and communities on trafficking; and (2) a strengthened service provision for women survivors of violence. Within the 2 outputs, 12 activities were identified

Mexico. The focus in MX is on supporting **legislative reform** to counter **femicide**³ in line with international standards. The overall objectives are: (1) the legislative harmonization regarding the definition of femicide as a felony in state and federal penal codes; and (2) the provision of knowledge management and tools to strengthen institutional capacities and sustained policies to protect women's right to a life free of violence. Within the 2 outputs, 6 activities were identified.

Timor Leste. The aim of the project in TL is (1) to address and prevent **domestic violence**, with the overall objective to enhance the institutional capacity to implement the National Action Plan (NAP) on Gender-Based Violence (GBV) at national and decentralized levels through gender-responsive budgeting and (2) to increase public awareness and social mobilization. Within the 2 outputs, 7 activities were identified.

2. Purpose and scope of the evaluation

The purpose of the evaluation is to assess the results of the Programme, to inform future programme development and to share lessons learned from the implementation. It is intended as an accountability tool as well as a learning opportunity. As such, it provides forward-looking recommendations with respect to UN Women's future programming in this thematic area.

³ The term femicide is used due to the Mexican differentiated conceptualization referred to as *feminicidio*. This conceptual construction seeks to highlight the gender aspects of homicides of women and also considers impunity regarding VAW and murders of women in its definition. The UN Terminology site (<http://unterm.un.org>) notes that conceptually, the term femicide "encompasses more than femicide because it holds responsible not only the male perpetrators, but also the state and judicial structures that normalize misogyny. Femicide connotes not only the murder of women by men because they are women, but also indicates state responsibility for these murders whether through the commission of the actual killing, toleration of the perpetrators' acts of violence, or failure to ensure the safety of its female citizens." (from an article in *ReVista/ Harvard Review of Latin America*, Winter 2008).

In accordance with the terms of reference (ToR) (included in Annex I), the main objectives of the evaluation are as follows:

- Analyze Programme outcomes and assess the effectiveness of the approach and strategies used by the Programme countries to eliminate VAW.
- Examine Programme results in relation to the intended outcomes and outputs and identify the strengths and weaknesses in Programme design and implementation to scale-up the lessons learned and improve future programming on ending VAW.
- Examine critical factors that enable or hinder effective achievement of intended results.
- Draw key lessons on the role of partnerships and multi-stakeholder mechanisms in the achievement of planned outputs and outcomes.
- Provide recommendations on how to address the critical factors that hinder effective achievement of intended results.
- Document lessons learned and best practices and provide recommendations to inform future work on eliminating VAW.
- Assess institutional capacity and potential for sustainability of the on-going work in Programme countries.
- Assess implementation models and managerial structures created for the partnership.

The scope of the evaluation: The scope included the Programme design, implementation and management, lessons learned, replicability and recommendations for current and future projects and initiatives.

Timeframe: The evaluation covers the period from the beginning of the project in March 2014 until the time of the evaluation in the months of September/December 2016.

Geographic scope: The evaluation assessed global and country-level programme components in the three countries where it has been implemented.

Main Audience: The intended primary users of the evaluation are UN Women senior management and the Strategic Partnership Division, the European Commission, UN Women country offices in AL, MX and TL, as well as project stakeholders and implementing partners in AL, MX and TL.

3. Evaluation process and methodology

a) Evaluation process

The evaluation was structured into three phases:

- 1) Inception (September - October 2016). The start of the evaluation took place at the end of September, with first contacts established around the 20-25 of September. This phase was focused on developing a preliminary understanding of the Programme based on document review and consultations with UN Women country offices (CO), and on elaborating the evaluation methodology including data collection tools. The phase culminated in the evaluation inception report, which was approved by UN Women on October 20, 2016.
- 2) Data collection (mid-October - mid-November 2016). During this second phase, the evaluation team collected data through in-depth document review, telephone/Skype consultations with selected stakeholders, and a field visit to TL (October 24-29). During the visit, the evaluator conducted face-to-face consultations with UN Women country staff, implementing partners and project stakeholders. The foreseen visit to AL was cancelled due to timing constraints and lack of availability of governmental representatives⁴. A field visit to MX was not foreseen, as the evaluator conducted the ROM mission in this country back in February 2016. Nevertheless, telephone conferences were conducted with main stakeholders in AL and MX during November.
- 3) Data analysis and reporting (November and December 2016). During the final phase, the evaluation team analyzed and synthesized the data available following the questions and indicators outlined in the evaluation matrix which was presented in the final inception report and using the questionnaire designed. This third phase culminated in the draft of the present report.

b) Evaluation methodology

Overall approach: The evaluation used a non-experimental design in the absence of realistic comparators or counterfactuals, and in view of the available evaluation time and resources. The evaluation design consisted of the following components:

- Country/Project level assessment – focusing on the relevance and performance of the projects in AL, MX and TL;

⁴ As explained under *Limitations*, this evaluation was the third field mission (after an audit and a ROM mission), affecting the local readiness to receive and meet with evaluators. Thus, the project's main beneficiaries in AL were victims of violence and human trafficking who –due to the sensitivity of their situation– were not willing to be exposed once again to meetings that could cause a re-victimization of their situation and increase the personal harm.

- Programme level assessment – reflecting on overarching themes/issues (including contextual influences at global levels) affecting Programme implementation in the three countries.

The evaluation was utilization-focused, using a mixed method approach, with the evaluation questionnaire as the main tool, and following a gender and human rights responsiveness approach.

Utilization-focused: The evaluation focused on potential users of the evaluation report, the main audience as mentioned above, UN Women Programme coordinators at headquarters and country office staff that participated in the implementation of the Programme. UN Women personnel from AL, MX and TL were invited to review evaluation progress and draft deliverables, and support the development of evaluation recommendations.

Mixed methods: The evaluation followed both qualitative and quantitative approaches to data collection and data analysis. The evaluation started with a kick-off virtual meeting with each UN Women CO to inform about the purpose, methodology and work plan of the evaluation. Additional online conferences were conducted during October and November. Stakeholder participation was fostered through individual interviews. To analyze data, the evaluation team employed qualitative (descriptive, content, comparative) techniques, as well as elements of contribution analysis.

Evaluation questionnaire and matrix: During the inception phase, a questionnaire was developed in consultation with UN Women, and following the OECD and UNEG standards⁵: (1) relevance, (2) effectiveness, (3) efficiency, (4) impact and (5) sustainability; plus the additional criteria of (6) gender equality and human rights, and lessons learned. The questionnaire used during the evaluation was answered by the evaluation team in cooperation with UN Women implementing partners in AL, MX and TL. These questions and the scoring of the Programme performance are included as Annex II.

Data sources and methods of data collection: The evaluation used three main sources of data: (1) Questionnaire, documents, reports, files, publications, existing legislation in the three countries and relevant literature; (2) people (implementing partners and main stakeholders); and (3) observations during the site visit to TL (since the Programme had concluded, participating in activities was not possible) and to MX⁶ back in February 2016. All interviews followed interview protocols tailored to the respective stakeholder and aligned with the overall evaluation framework. Stakeholders were involved not only through the interview but also invited to make recommendations and proposals

⁵ The OECD Criteria of Evaluation Development Assistant, consistent with the criteria of the United Nations Evaluation Group (UNEG), have been applied in the evaluation. See: <http://www.oecd.org/dac/evaluation/dacriteriaforevaluatingdevelopmentassistance.htm>.

⁶ Notes and observations obtained during the ROM visit to Mexico in February 2016 were used and taken into consideration for the research and analysis of this evaluation.

(without compromising the sources). In total, 34 stakeholders⁷ were consulted and around 25 interviews conducted (15 in TL, 4 in AL and 3 in MX). An exemplary interview protocol is included as Annex III. A list of stakeholders consulted during the evaluation is included as Annex IV, while Annex V provides an overview of the documents, reports, files etc. reviewed for the evaluation.

To ensure validity of data, and as part of the process of synthesizing information derived from different data sources and through different means of data collection, the evaluation team used triangulation (comparing data generated from different data sources to identify trends and/or variations); and complementarity (using data generated through one method of data collection to elaborate on information generated through another, e.g. use stakeholder consultations to explore reasons for strengths or shortcomings indicated in existing documents).

Analysis of stakeholders: To ensure that this evaluation complies with the human rights and gender responsive approaches, the Internal Reference Group (IRG) was constituted. The IRG was an integral part of the evaluation management structure and was constituted to facilitate the participation of relevant stakeholders in the design and scope of the evaluation, raising awareness of the different information needs, quality assurance throughout the process and in disseminating of the evaluation results. The IRG was engaged throughout the process and was composed of relevant representatives of UN Women country offices in AL, MX and TL. The IRG group reviewed the draft evaluation report and provided substantive feedback to ensure quality and completeness of the report and participated in the validation meeting of the final evaluation report.

Stakeholders consulted during the evaluation	Category	Their role in intervention	Stage of the evaluation to engage them
UN Women HQ	Duty bearers with the authority to make decision related to the intervention	Implementing Partners	Data collection and analysis Report preparation
UN Women country staff in AL, MX and TL	Duty bearers with the authority to make decision related to the intervention	Implementing Partners	Data collection and analysis Report preparation
IOM representatives in AL	Duty bearers with the authority to make decision related to the intervention	Implementing Partner	Data collection and analysis
UNDP representatives in AL	Duty bearers with the authority to make decision related to the intervention	Implementing Partner	Data collection and analysis

⁷ Without counting those who were interviewed during the ROM mission conducted in Mexico back in February 2016.

“Different & Equal” NGO AL	Right holders and secondary duty bearers	Partner	Data collection and analysis
Media specialists in AL, and TL	Secondary duty bearers who have responsibility for informing about the intervention	Subject specialists	Data collection and analysis
Ministry of Social Welfare and Youth (MSWY) ₂ , Ministry of Internal Affairs (MoIA) in AL	Secondary duty bearers who have responsibility for informing about the intervention	Subject specialists	Data collection and analysis
CONATRIB MX	Right holders and secondary duty bearers	Partner Beneficiary	Data collection and analysis
Ministry of Education TL	Secondary duty bearers who have responsibility for intervention	Partner Beneficiary	Data collection and analysis
Dili District Court	Right holders benefited from interventions	Beneficiaries	Data collection and analysis
Alola Foundation (NGO) TL	Secondary duty bearers who have responsibility for intervention	Partner	Data collection and analysis
Secretary of State for the Support and Socio-Economic Promotion of Women (TL)	Right holders benefited from interventions	Beneficiaries	Data collection and analysis
Ba Futuro (NGO) TL	Secondary duty bearers who have responsibility for intervention	Partner	Data collection and analysis
UNICEF TL	Secondary duty bearers directly involved into intervention	Partners	Data collection and analysis
UNFPA TL	Secondary duty bearers directly involved into intervention	Partners	Data collection and analysis

Table 2: Involvement of stakeholders into the evaluation process

To the maximum possible extent, the evaluation process was consultative, inclusive and participatory ensuring that right holders and duty bearers could express their opinion and contribute to the validation of evaluation findings.

Gender and Human Rights-responsiveness: The evaluation team adopted a participatory and inclusive human rights-based approach by examining the extent to which the project integrates gender equality and human rights by incorporating its core principles⁸ throughout its processes (performance) as well as outcomes (results). It followed UNEG Norms and Standards for Evaluation in the UN system, conducted the UN Women training on *How to Manage Gender-responsive Evaluation* and abided by UNEG Ethical Guidelines and Code of Conduct. Another reference point was the UN Women Frame-

⁸ These principles are: 1. Expressively applies the international human rights framework. 2. Empowerment. 3. Participation. 4. Non-discrimination and prioritization of vulnerable groups. 5. Accountability.

work to Underpin Action to Prevent Violence Against Women and UNEG guidance document on Integrating Human Rights and Gender Equality Perspectives in Evaluations in the UN System.

Scoring rubric: Although not requested in the ToR, the evaluation developed a simple scoring rubric to summarize and make transparent its overall assessment of project performance in relation to the evaluation criteria.

Rating	Performance description
Very good (always or frequently)	Performance is strong or exemplary in relation to the evaluation question.
Adequate (sometimes with exceptions)	Performance is reasonably consistent in relation to the question. There are some serious but non-fatal gaps/weaknesses. Meets minimum expectations as far as can be determined.
Poor (never or occasionally with clear weakness evidence)	Performance is unacceptably weak in relation to the evaluation question/domain. Serious and widespread weaknesses on crucial aspects. Does not meet minimum expectations.
Insufficient evidence	Evidence unavailable or of insufficient quality to determine performance

The scoring tool is included within the questionnaire in Annex II. Annex VI provides a summary of findings and ratings for each of the evaluation criteria.

4. Limitations

As mentioned in the inception report, the original schedule foreseen for this evaluation suffered some delay because it could not start until September 26 and only by mid-October were the first contacts established with the UN Women CO. Also, until November 20, the only Narrative Report available dated July 2015 which did not reflect the current state of the Programme. On that day, the Second Narrative Interim Reports from the three countries were delivered, covering the period from August 2015 to August 2016. Final reports were then delivered at the beginning of December.

Field trips to meet with the country offices, national partners and beneficiaries were not possible or did not make sense in all cases. A field mission to TL took place between 24 and 28 of October 2016. However, after a ROM mission, an audit mission, and the conclusion of the Programme, a significant part of the project partners contacted in AL were not available for consultations, for which reason the field mission to AL –originally envisaged– was cancelled. A field mission to MX was not planned in the context of this

evaluation due to the fact that the evaluator had already conducted an EU ROM mission on the project in MX, including a field visit, in February 2016. Another weak aspect of this evaluation was the impossibility to meet with the beneficiaries of the Programme, namely women victims of violence. This shortage has limited the possibility to measure the impact of the projects in its main beneficiary.

Still, the resulting limitations to the ability of the evaluation team to triangulate information regarding activities and results achieved in collaboration with the respective partner organizations were, however, compensated by telephone conferences with main implementing partners and stakeholders in AL and MX.

5. Overview of the report

This report is divided in three sections: following this introduction, section two summarizes evaluation findings and analysis in response to the evaluation criteria, questions and sub-questions, including key lessons learned from Programme implementation. The final and third section summarizes the evaluation conclusions and offers forward looking recommendations to UN Women.

It shall be noted that the report intends to make a clear distinction between the use of the words *Programme* and *project*. Accordingly, the report refers to Programme when mentioning to the global Programme applicable in the three countries, and uses the word project when referring to the single project implemented in either AL, MX or TL.

II. FINDINGS AND ANALYSIS

This section presents the main findings of the evaluation. It is structured along the six evaluation criteria. Due to the nature of the Programme, in some cases, it was difficult to extract common findings for a global programme that tackled different criminal phenomena in three different countries, each of them in a different way. For this reason, the following findings are less a comparison than a juxtaposition of the individual project experiences and results. For each evaluation criterion an overall rating is provided that is based on the scoring rubric included in Annex VI.

1. Relevance and design

This section discusses findings related to relevance. To operationalize this, the evaluation focused on the extent to which (a) the design of the Programme met defined needs in line with national and international priorities; (b) UN Women, as the implementing agency, added value to the Programme and (c) the intervention logic and indicator were clearly designed to measure the objectives.

a) Relevance of the design

QUESTIONS	SUB-QUESTIONS
1. Were the programmatic approaches and strategies appropriate to address the problem and to achieve the planned results?	<ul style="list-style-type: none"> • Is the Programme design the most appropriate way to reach the intended outcomes? Are there other more efficient ways to achieve similar results?
2. Were the activities and outputs of the Programme consistent with the overall goal, objectives and intended impacts?	<ul style="list-style-type: none"> • Is the Programme design appropriate for the cultural, political, and economic context of the selected country?
3. Is the Programme addressing the needs of female victims of GBV in each country context?	<ul style="list-style-type: none"> • Are the objectives set for the Programme appropriate and relevant to the national priorities in the Programme countries? And to UN Women, and the international legal framework?

Overall evaluation rating for these questions: **VERY GOOD**

Finding 1: The programmatic approaches and strategies of the Programme were appropriate to address the problem of violence against women in view of national priorities in AL, MX and TL, respectively, as well as in view of existing knowledge and capacity gaps in the three countries. It was aligned with UN Women priorities, the countries' national policies, the EU priorities and with the priorities and commitments of other development partners.

(1) Programmatic approach

The Programme objectives address crucial gender-based violence in the three countries. An important innovation is that it tackles three different types of crime, taking into account areas of interest and needs of each country. In terms of design, it applies a top-down approach addressing three stages of increasing crimes of VAW: physical aggression, physical and moral aggression by certain kinds of enslavement and ultimate forms of violence (i.e. murder). Besides addressing femicide, human trafficking, domestic violence and GBV, the Programme contributes to the national process of state building by influencing social and political circumstances, especially by raising public awareness and social mobilization to stop VAW.

The conception and design phase of the EC-UN Women Programme responded to the EC's interest in working with UN Women in order to address different criminal conducts falling under VAW in three different countries. It also took place in a momentum of broad reforms in the three countries. In AL, the project continued to enhance national capacities to adequately address and respond to trafficking of women and girls, with the adoption of the Action Plan On the Socio-economic Reintegration of Girls and Women Victims of Trafficking (APSER), and to support the reintegration process of victims of human trafficking. In MX, the inquisitive penal system was gradually turned into an accusatory one and femicide was first categorized as a special criminal offence in the Federal Law on Violence Against Women,⁹ although it is still in the process of harmonizing all types of violence recognized under this law with state legislation and its expression in the Penal, Civil and Family Codes. In TL, UN Women involvement and support to the adoption of the Law Against Domestic Violence¹⁰ was continued through the strengthening of the Secretary of State for the Support and Socio-Economic Promotion of Women (SEM), the Ministry of Education (MoE) and the Ministry of Justice (MoJ) as key implementing institutions under the National Action Plan for GBV.

The programmatic approach followed in the three countries was appropriate to achieve the expected outcome:

ALBANIA	
Outcomes	Outcome 1: Laws, policies and strategies are adopted/reformed and implemented to respond to and prevent violence against women and girls.

⁹ The General Law on Women's Access to a Life Free of Violence (LGAMVLV) is an integral legal framework that regulates the different types of VAW including femicide since 2007. At this stage, the country's 32 states have specific legislation on VAW but the biggest challenge is still the harmonisation of state laws with CEDAW, the *Belem do Par * Convention and the LGAMVLV and its expression in the Penal, Civil and Family Codes.

¹⁰ The Law on Domestic Violence adopted in 2010 considered GBV as a public crime with a public obligation to denounce. The law required the drafting and implementation of the NAP GBV, a three-year strategy (2012-2014) defining measurable targets and goals in four main priority areas (prevention, service provision to victims, access to justice and coordination, monitoring and evaluation of the NAP).

Indicators	Indicator 1b: Percentage of positive feedback received on the quality of service provided by the Community Coordination Response in three municipalities. Indicator 1c: Number of registered cases of women victims of trafficking becoming employed (disaggregated by: self-employed; employed through the National Employment Service).
Outputs	Output 3: The capacity of key actors in preventing and responding to trafficking including reintegration of women and girls in Albania is strengthened. (7 Activities) Output 4: Increased public awareness and social mobilization to stop VAW.
Indicators	Indicator 1.3a: Number of professional reports on trafficking cases during programme duration. Indicator 1.3b: Percentage of staff of National shelter for women/girl victims of trafficking (VoT) with skills required in providing services. Indicator 1.3c: New Coordinated Community Response established Indicator 1.3d: Number of businesses provided with start-up support

Table 3: Expected outcome, outputs and indicators in AL

In AL: (1) the capacity of key actors in preventing, responding and reintegrating human trafficking was adequately enhanced with the new APSEER (2015-2017) and international best practices on economic reintegration of women survivors of trafficking; (2) social mobilization to stop trafficking in women and girls in AL was increased with at least 380,000 citizens reached through project information and printed and/or audio-visual communications tools and channels; and (3) the capacities of media outlets to inform and sensitize on trafficking in women and girls was increased together with the coordinated advocacy work between media and key stakeholders.

MEXICO	
Outcomes	Outcome 1: Laws, policies and strategies are adopted/reformed and implemented to respond to and prevent violence against women and girls.
Indicators	Indicator 1a: Approval of reformed legislation (including penal codes, secondary laws, regulations and protocols) on VAW including femicide in two states in Mexico (Veracruz and Coahuila).
Outputs	Output 1: National/state counterparts have strengthened capacities to align their laws, policies and strategies with international standards and recommendations. (3 Activities) Output 2: Improved collection and analysis of data in the justice sector (particularly prosecutors and courts) in accordance with international standards on crimes committed against women. (3 Activities)
Indicators	Indicator 1.1a: Number of institutions receiving technical assistance by UN Women that are able to draft new or revised laws, policies and strategies on VAW Indicator 1.1b: Number of UN Women advocacy actions/high-level policy dialogue co-organized with Federal or State authorities to align their

	VAW laws, policies and strategies with international standards. Indicator 1.2a. validated model in place for improvement of justice chain procedure and records (Yes/No)
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Table 4: Expected outcome, outputs and indicators in MX

In MX: (1) national institutions were supported in their efforts to harmonise state legal frameworks with the Convention to Eliminate All Forms of Discrimination Against Women (CEDAW) and the Federal Law on LGAMVLV¹¹, concretely in Coahuila and Veracruz; and (2) the collection and analysis of data in the justice sector was improved through the development of the Standardized Conceptual Framework for judiciary statistics (SIEMP-Oral)¹² an instrument to collect information for judiciary statistics which collect records not only of the number and characteristics of crimes against women, but also of the chain of justice response (health services, forensics, judiciary, etc.) and the degree of impunity of these crimes in the 32 states.

TIMOR LESTE	
Outcomes	Outcome 1: Laws, policies and strategies are adopted/reformed and implemented to respond to and prevent violence against women and girls.
Indicators	Indicator 1d: Percentage of required resources for implementation of NAP on GBV budgeted for by line ministries and other implementing agencies in TL.
Outputs	Output 4: Enhanced national capacity (SEAPSEM, line ministries) in the implementation and monitoring of the NAP on Gender-based Violence. Output 5: Increased public awareness and social mobilization to stop VAW.
Indicators	Indicator 1.4a: Existence of guidance to line Ministries on implementation of NAP on GBV Indicator 1.4b: Monitoring system used for tracking budget allocations and expenditures on the implementation of the NAP on GBV by line ministries. Indicator 1.5d: Number of schools participating in awareness-raising initiatives on preventing VAW Indicator 1.5e: Percentage of youth who participated in school awareness-raising initiatives who reported understanding of key message on EVAW Indicator 1.5f: Number of traditional and non-traditional partners participating in the annual 16-Day campaign.

Table 5: Expected outcome, outputs and indicators in TL

¹¹ According to the LGAMVLV, the types of violence against women are: psychological violence, physical violence, patrimonial violence, economic violence, sexual violence, violence within the family, labor and teaching violence and femicide violence. Femicide violence as defined in the VAW Law LGAMVLV refers to the extreme form of gender-based violence against women, that occurs as a product of violations of their human rights in the public and private spheres, and that consists on misogynous behaviors that creates social and state impunity and can result in homicide or other violent forms of deaths of women.

¹² The "Sistema de Información Estadística de la Materia Penal oral (SIEMP oral)", conceptual framework for judiciary statistics with a gender and human rights perspective, see: <https://ceastaib.org.mx/ceistaib05/>

In TL: (1) the capacity and the transfer of knowledge to governmental institutions was achieved through the work with SEM in the evaluation and revision of the National Action Plan on Gender Based Violence (NAP-GBV), with the MoE in developing a monitoring framework to improve the tracking of progress in VAW and gender equality commitments, and with the Courts developing a Judicial Protocol for hearing cases of domestic violence; and (2) through the alliance achieved and the work undertaken with different civil society organizations to raise public awareness and social mobilization on GBV.

The Programme formulation process and the national prioritization of the legal reforms tracking VAW mutually reinforced and complemented each other in the design phase. The relevance of the key results remains very high, as they are significant strategic milestones of the national reform efforts. With a view to the main focus of the MX project being legislative reforms, however, one should draw attention to the fact that in a legal culture which suffers from a serious implementation gap, the sole adoption of norms is hardly sufficient to achieve the desired social and political transformations. Where impunity rates, especially in the case of serious crimes, including femicide, are as high as they are in Mexico, despite of the existence of adequate criminal provisions, the root causes are more complex. Having said that, it is important to value that the project in MX was concentrated on legislative reform and improvement of the judicial information system which, at the same time, are a crucial step to highlight and fight impunity.

(2) Alignment with national needs and priorities and UN Women priorities

In the three countries, AL, MX and TL, the Programme was aligned with existing international commitments of the respective governments under the CEDAW. The Programme is in line with the UN Women Strategic Plan 2014-2017, in particular the achievement of Impact 3 (i.e. that women and girls live a life free from violence), the UNDAFs and the country strategies of UN Women in AL, MX¹³ and TL.

The Programme is also in line with EU strategies and priorities for financial assistance, such as the "EU Plan of Action on Gender Equality and Women's Empowerment (GEWE) in Development" (2010-2015) which focus on strengthening EU support to partner countries in combating gender-based violence and all forms of discrimination against women and girls. It is also in line with EU human rights guidelines on Violence Against Women and Girls and Combating All Forms of Discrimina-

¹³ The Country Office Strategy for the period 2014-2019, included as development result 3 "Improved public prevention, attention and sanction of VAW, including femicide violence, and increased women victims of violence access to justice". In MX the project is aligned with the Constitutional Reform on Human Rights, the Federal Criminal Code that typifies femicide and discrimination as a crime, and the national gender equality priorities related to VAW prevention, attention, sanction and eradication, set in programmatic instruments (the National Development Plan 2013-2018, the National Gender Equality Policy 2013-2018 and the Integral Program to Prevent, Attend, Sanction and Eliminate of VAW 2014-2018).

tion Against Them, and the EU *Agenda For Change*. Under the UN Women initiative COMMIT, the EU made a commitment "to take action to end violence against women within the 27 EU member states and through foreign policy and development cooperation". Especially in AL, the project responds to the goal of EU accession that is currently driving reform processes in this country.

(3) Consistency of activities with the overall goal and objectives

The information presented in the table below shows the scope of the issues to be tackled in the three countries when aiming to prevent and address VAW. Based on these figures and the overall goal of the Programme which is to achieve that women and girls live a life free from violence, the activities undertaken by the Programme and its outcome (that laws, policies and strategies are adopted/reformed and implemented to respond to and prevent VAW) appear to be consistent and coherent

Women's rights situation as regards VAW in the target countries		
AL	MX	TL
Albania remains primarily a country of origin for victims of human trafficking. Since June 2014 Albania is no longer listed among countries under "Tier 2, Watch List" and this proves good progress in the fight against trafficking in human beings. The government and NGOs identified 125 potential victims of trafficking in 2014, compared with 95 in 2013 (IIP 2015). The government identified 64 victims and NGOs identified 61. About half (62) of all identified victims were minors and 108 were female. In 2014, eleven new cases were tried before the Serious Crimes Court of First Instance, compared to none in 2013, with only eight convictions. ¹⁴	According to the National Statistical Institute, 63 percent of Mexican women over 15 years of age have experienced some form of gender-based violence, which could include physical, sexual, emotional, or psychological violence as well as economic forms of abuse such as discrimination in the workplace. The registered number of femicide before the courts in 2013 was of 341. It increased considerably in 2014 with almost 450 victims. ¹⁵ The recent <i>TrustLaw</i> report of 2016, placed MX as one of the worst G20 country to be a women. ¹⁶	The last annual report of the Prosecutor Office (2015) identifies domestic violence as the country's second most-reported crime, just superseded by crime against physical integrity. ¹⁷ For the NGO Judicial System Monitoring Programme (JSMP) domestic violence remains the country's number one crime, affecting almost 2 in 5 women. The recent survey of the Asia Foundation ¹⁸ purports that 59% of women aged 15-49 who have ever been in a relationship reported having experienced some form of physical or sexual partner violence, or both by a male partner in their lifetime. As a social problem, the vast majority of the domestic violence cases are resolved at the family or community level.

¹⁴ See, Albania 2015 Country Report, EU Enlargement Strategy, page 63:

http://ec.europa.eu/enlargement/pdf/key_documents/2015/20151110_report_albania.pdf.

¹⁵ Instituto Nacional de Estadística y Geografía, See:

http://buscador.inegi.org.mx/search?tx=femicidio&q=femicidio&site=sitioINEGI_collectio n&client=INEGI_Default&proxystylesheet=INEGI_Default&getfields=&entsp=a_inegi_politic a&f=lang_es%257Clang_en&lr=lang_es%257Clang_en&filter=1

¹⁶ FACTBOX-the worst and the best G20 countries for women, See:

<http://news.trust.org/item/20120613010100-sk134/>

¹⁷ *Informação Annual Procuraduria Geral da Republica 2015 au Parlamento Nacional, page 23 and 24.*

¹⁸ The women's survey was conducted with 1,436 randomly selected women and provides the first nationally representative population data since the 2009 2010.

Table 6: Project-related women’s human rights situation in the target countries specifically as regards VAW.

In AL, since its objective was to reduce the incidence of trafficking in women and girls by addressing its root causes including lack of economic alternatives, the project activities supported the provision of services for the integration and/or reintegration of women victims/survivors of violence, primarily increasing their knowledge on economic opportunities, training them to become self-employed and providing start-up support for three social businesses. Furthermore, the Programme boosted the capacities of the National Coalition of Anti Trafficking Shelters, where women are economically active, producing and selling self-made products, and of the Coordinated Community Responses (CCR) at the municipal level to respond to integration and reintegration needs of women victims of violence through the analysis of services of existing CCRs, exchange of experience through study visits, as well as the establishing of one new CCR in Kruja. Additionally, a combination of strategies was implemented to increase general societal awareness of VAW.

In MX, as the focus of the project was on supporting legislative reforms in line with international standards and the amelioration of registration procedures, UN Women designed a four-fold strategy for achieving results, which included: a) the generation of key knowledge to inform decision-making, b) capacity building of key institutions, c) high level and evidence-based advocacy, and d) technical assistance. This strategy was carefully intended to add up and complement the work that the governmental, justice chain institutions and legislative counterparts were developing to prevent, attend, sanction and end VAW.

In TL, the project followed a logical path, emerging from previous UN Women support to the adoption of the Law against domestic violence and its NAP in 2012; while concentrating on providing capacity building to strengthen the monitoring system of the NAP on GBV. At the same time, the project also conducted numerous activities with NGOs on increasing public awareness and social mobilization to prevent and stop VAW.

b) Relevance of implementing partnership and sector coordination

QUESTIONS	SUB-QUESTIONS
Relevance of local and implementing partnership: 4. Was the Programme adequate to the capacity of the local partner?	Are the aims and objective of the Programme clearly understood by all stakeholders?
Relevance of sector coordination system: 5. Is there effective sector coordination mechanism?	Complementary issues with other projects/programmes

Overall rating of these questions: **ADEQUATE**

Finding 2: UN Women, as main implementing partner, added crucial value to the implementation of the Programme. However, the global design does not appear to have added significant value in comparison to a merely country-based approach.

Evaluation data obtained through document review and consultations with stakeholders in the three countries indicate that UN Women was well positioned to implement the Programme due to the following factors:

- In the three countries, UN Women's role on gender equality policy and advocacy is extremely relevant, as key interlocutor, providing on-going support to the national government in developing policy framework for gender equality and fighting VAW.
- Through advocacy and capacity development of key actors, the Programme adopted a two-pronged approach directed at both duty-bearers and rights-holders (e.g. national women institutes, line ministries, justice sector institutions, victims/survivors of violence against women and girls, etc.).
- In terms of management capacity, UN Women set up a proper project management system: a management team composed of three persons at HQ and a liaison officer in Brussels, who provided the project partners with useful tools for the administrative and financial management processes.

At the country level and under the leadership of UN Women, the Programme engaged local partners in two of the three countries:

- In AL, IOM and UNDP were implementing partners,¹⁹ the Ministry of Social Welfare and Youth (MSWY), the Ministry of Internal Affairs (MoIA) and their relevant agencies were other project partners fully committed to the project.
- In MX, UN Women was the only implementing partner; but it worked closely with three main partners: (1) the national women’s machinery, INMUJERES, (2) the National Commission of High Courts of Justice (CONATRIIB) and (3) the Mexico City High Court of Justice. The involvement of civil society organizations would have been desirable in MX in order to complement the mainly institutional nature of the project, as the participation of civil society, in the AL and TL project components, proved to be an enriching counterpart assisting in the public awareness activities.
- In TL, a bifurcated implementation mechanism was used: on the one hand through the MoE, MoJ and the SEM; and on the other hand through CSOs such as the Alola Foundation (AF) and Search for Common Ground, which were also responsible parties for the implementation of the project and Ba Futuro, which was engaged under an institutional contract and partnership.

¹⁹ IOM has extensive experience in providing support to the return, rehabilitation and reintegration of victims of trafficking and UNDP assisted the government of AL in setting up the Mechanism for the Coordination of Actions and Referral of Domestic Violence Cases in 2011.

With regards to the coordination mechanism, at the Programme level, the management team at HQ ensured coordination of the Programme through exchange of information, mostly on an ad hoc basis. However, no direct contact between the three countries was established and the country offices knew very little about the ongoing implementation of the Programme in the other countries. Accordingly, the possible benefits of having a global programme that could share best practices, experiences and synergies on a regular basis was missed through this lack of coordination and communication. The implementation of a joint platform for the exchange of information and general communication between the three countries and HQ would have helped in creating general knowledge and a useful input for the development of the communication plan for the country, and advancing towards the achievement of global output 5. Admittedly, the cultural, socio-economic and political circumstances in each of the participating countries vary; the focus of each project within the VAW context equally differed. Nonetheless, gender-based violence as the common ground to all projects within the Programme, could have served as a minimum common denominator for exchanging ideas and best practices as to how to surmount cultural and political obstacles, raise public awareness, use social networks for project purposes etc.

At the project level, only AL established an Advisory Board (AB) composed of representatives of the involved partners, stakeholders (including civil society/women organizations) and EU Delegation²⁰ (EUD) which met four times and provided great support in the orientation of the project. The AB played a crucial role in advising project management on the maximization of effectiveness, in analyzing project intervention and in providing constructive feedback improving the quality of project results. No concrete coordination mechanism was established in MX and TL, and the implementing partners knew very little about the Programme as a whole, since their involvement in the project was limited to the concrete activity or output they implemented or benefited from. In MX, coordination was achieved in Output 2 through the Working Group of Judiciary Statistics²¹, and INMUJERES provided a reference for the effective coordination of main stakeholders involved in Output 1 related-activities. In TL, the coordinating capacity rested with the SEM²² but its limited

²⁰ The Advisory Board consisted of three representatives of the MoIA, two from the MSWY, one member of the EUD, one from UN Women, one from UNDP, one from IOM Head office, one from the Media and one from the National Coalition of Shelters. The Advisory Board held meetings on a quarterly base, four in total: September 5th, 2014 ; November 13th, 2014 ; May 5th, 2015 ; and December 21st, 2016.

²¹ As the association that involves the 32 state High Courts of Justice and includes over of 25,000 justice officials, CONATRIB played a key role in the implementation of Output 2 related activities during the second year, notably in terms of boosting the coordination and collaboration among users and producers of judiciary statistical information through the installation of a Working Group of Judiciary Statistics and through convening the participation of the National Statistics Institute, INMUJERES and the National Bank of Data regarding VAW cases (BANAVIM) of the Ministry of Interior, the Mexico City High Court of Justice, the UN Office of the High Commissioner for Human Rights and UN Women.

²² During 2014 a Inter-ministerial Coordination Entity was re-established to explain the expectations from line ministries towards their contribution to the NAB, regarding to involve

budget and capacities significantly impaired effective coordination between involved entities.

At a broader horizontal level, donor coordination mechanisms existed in the three countries, although very differently. It did function correctly in AL where “One UN” brings together 19 UN Agencies, Funds and Programmes as well as IOM and EUD. In MX and TL a similar system was not fully successful and relations with the EUD, especially in MX, could have been better pursued and taken care of.

c) Relevance of the intervention logic and indicators

QUESTIONS	SUB-QUESTIONS
Relevance of the intervention logic and the indicators:	Was the intervention logic updated? Were baselines set and updated for each indicator?
6. Were the indicators well defined and relevant to measure the achievement of the objectives?	Were target values set?

Overall evaluation rating for these questions: **POOR**

Finding 3: The intervention logic, activities and indicators foreseen under the Programme were poorly designed lacking baseline, assumptions and targets figures.

The Programme lacked an explicit intervention logic in the Description of Work, and only defined one overall goal, one joint overall outcome and specific objectives/outputs in each country with concrete activities. The logical links between the outputs, activities and the outcome and the hypotheses made to establish these links between the different levels were not explained. The core of the Programme intervention logic is the Results and Resources Framework - RRF (Annex A to Description of Work) where the indicators and activities were detailed. The RRF is structured around Outcome 1 with four indicators (2 for AL, 1 for MX and 1 for TL) and five Outputs: Output 1 and 2 (MX), Output 3 (AL), Output 4 (TL) and Output 5 (AL & TL). Each of these outputs has several indicators and different activities. Additionally, there is another set of 3 activities related to Output 5 and marked as “global” (see Table 1).

Beyond the RRF, no country-specific theory of change or logical framework (LFM) (following the cascade logic described in the EC Project Cycle Management Guidelines for Programmes) were set to facilitate the partners in planning their activities and following up on progress and achievements.

To reconstruct the lack of a theory of change a simplified example is included in the figure below:

representatives and gender focal points of each ministry. This WG, although not officially, was for a while a good platform of coordination mechanism of the women’s machinery in TL. In 2016, UN Women supported SEM to establish a “Gender Coordination Group” chaired by the SEM and UN Women with the involvement and participation of government institutions, development partners, CSOs and other organizations.

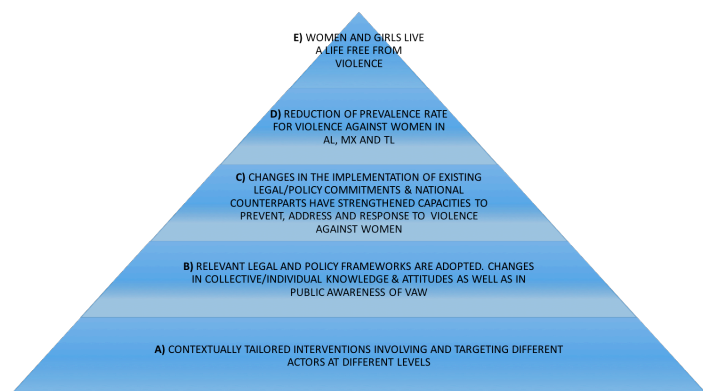


Figure 1: Simplified logical framework

This figure summarizes, in deliberately simplified form, the assumed change processes characterizing the theory of change underlying the Programme.

Evaluation data enable the validation of the initial stages of this (simplified) theory of change, up to and including changes in the existing legal and policy frameworks and its implementation to prevent, address and better respond to violence against women (steps A to C in the diagram). As further described in *Effectiveness*, available evidence suggests that by strengthening the capacities of national counterparts and helping to enhance awareness and social mobilization to stop VAW, the Programme was able to contribute to a more and better effort to implement existing relevant legislation and strategies and to improve reaction against this crime (level C). However, data gaps exist, on the transition from changes in the implementation of legal/policy commitments to actual reductions of prevalence rate for violence against women in AL, MX and TL (transition from C to D), and subsequently, the link to changes in the realization of women’s human right to live a life free of violence (steps D to E). While these progressions are logical and convincing, evaluation data do not permit validation of these parts of the theory of change (reduction of prevalence rate for VAW) based on available evidence.

With regard to the **indicators**²³ used for measuring project impact and progress, in AL they are all quantitative (e.g.: number of reports, percentage of staff with skills, number of business), in MX there are two quantitative and one (1.2a) qualitative indicator requiring a validated model in place, while the activities in TL are measured with one qualitative and three quantitative indicators. They are mostly process indi-

²³ See pages 22 and 24

cators, except for 1.5e which is rather an outcome indicator requiring a satisfaction and understanding survey to be conducted at the end of the activity.

Report on those indicators is well tracked internally and concrete figures are available. Nevertheless, no **baseline data** was set for the indicators in the LFM as there was no baseline survey during the design phase, nor was it developed during the implementation of the Programme. Also, target values or sources of verification were not set.

Due to the gender equality and human rights nature of the Programme, it would have been crucial to have gender-sensitive impact indicators. These types of indicators could have made possible to establish and determine the contribution of each project to the actual changes in the national context to prevent and address VAW (e.g. women’s perception about legal protection of their rights; victim’s perception about the employment’s opportunities provided by the project, etc.).

These design gaps were not addressed during the implementation of the Programme, although with the request for the Non-Cost Extension (NCE) the logical framework reflected a more coherent structure with clear information on the time scale and indicators. However, without precise and concrete baselines, it is difficult to understand where the figures have been derived from.

There is no global programme database, UN Women HQ manages the overall information of the implementation of each project, but without sharing the information between the countries. This does not allow for efficient monitoring of their relative progress or having a picture of the overall progress against the set targets.

With regards to the update of the intervention logic, the LFW suffered only two substantial changes; the replacement of the State of Guerrero with the State of Veracruz in Mexico, and indicator 1.4b in TL which was not implemented and unofficially deleted (see footnote 32).

2. Efficiency

Efficiency measures the outputs (qualitative and quantitative) in relation to the inputs. The analysis is structured around the following questions:

a) Efficiency of implementation

QUESTIONS	SUB-QUESTIONS
7. How efficiently has UN Women implemented the Programme? How transparent are the accountability mechanisms?	How efficiently and timely were Programme activities implemented as per the work plans? Were the objectives achieved on time?

Overall evaluation rating for these questions: **ADEQUATE**

Finding 4: UN Women has efficiently implemented the Programme. Accountability mechanisms were transparent insofar that the general UN and EU rules and procedures were applied. Management efforts by the UN Women project team were appropriate and contributed to the efficient implementation. However, certain Programme activities suffered delay, but were solved thanks to the granted NCE which ultimately allowed for the achievement of most objectives.

The Programme, a Joint Management Action of UN Women and the EC, beyond the special conditions of the EU contribution to an International Organization, was implemented under the general conditions of the Financial and Administrative Framework Agreement (FAFA) between the European Commission and the United Nations (29 April 2003)²⁴.

At the Programme level, communication among the UN country offices went through UN Women HQ and was reported to be fluent, the collaboration as outstanding. Communication and coordination with representatives of the European Commission also went through UN Women HQ. The relation between UN Women and the EUD was different depending on the country, although the general perception is that it could have been improved.

Observations were already made (see analysis of relevance above) with respect to the Programme’s general management, reporting a strong concentration at UN Women HQ. Each country project builds on previous experience of UN Women and/or by local counterparts, which raised the project’s cost-effectiveness, but also made it more dependent on the counterparts’ procedures and timing. Management efforts by the UN Women project team when guiding and supporting other implementing partners specially in AL and TL, were appropriate and contributed to the efficient implementation of planned initiatives. With different implementation mechanisms used in the three countries, at least 8 local stakeholders (Governmental institutions, IOM, UNDP, and NGOs) received some sort of funding from the Programme.

The objectives could not be delivered on time and a six-month NCE was necessary to ensure their completion in all three countries. In MX, it took longer than expected to negotiate the political agreements necessary for the legislative amendments. In AL, there were delays due to a government restructuring after national and municipal elections as well as unexpected changes in tax legislation; and in TL, the unanticipated change of Government in Feb 2015 (the resign of Prime Minister Xanana Gusmao and the creation of a Unity Government) caused some delay to the project implementation. Some of these delays following the new formation of government after elections could have been accounted for when estimating the times for project implemen-

²⁴ This is a standard EU modality for cooperation with UN System agencies, allowing for subcontracting third parties during implementation.

tation; however, when a project aspires to significantly impact in the political and legislative arenas, risks can never be entirely avoided.

All project teams have managed the project funds successfully and in a transparent manner, following all applicable UN Women and EU regulations, compiling all the files and expenditures and maintaining a regular contact with the financial expert at HQ who provided guidance on the overall execution of the budget and ensured financial monitoring and compliance. In view of that, there is transparency and accountability across all related procedures and at the end of the project, August 2016, the delivery rate of the Programme was 94%²⁵.

b) Efficiency of resources

QUESTIONS	SUB-QUESTIONS
Efficiency of the resources 8. Do the resources correspond with the needs of the Programme? (financial, physical, HR)	<ul style="list-style-type: none"> Have resources (financial, human, technical support, etc.) been allocated strategically to achieve the programmatic outcomes? Did local partners provide resources? Were resources available on time?

Overall evaluation rating for these questions: **VERY GOOD**

Finding 5: Resources were generally sufficient to cover actual needs (except TL) and efficiently allocated. They were generally made available on time.

The Programme had a total budget of 1,061,990 EUR. It was financed by the EU with 1,000,000 EUR and by UN Women with 61,991 EUR.

Budget overview					
	MX	AL	TL	Global	Totals
Total Budget	303,164	492,749	191,276	74,801	1,061,990
EC Tranche Breakdown	284,127	461,807	179,265	74,801	1,000,000

Table 7: Budget overview

The project component in AL had a total budget of 492,749 EUR. From March 2014 to December 2015 the project had spent 362,681 EUR or 73% of the budget, and additional 20,000 USD were spent until the end of February 2016. The remaining balance of 110,000 USD was used for ongoing contracts which were fully utilized to cover the 6-month no-cost extension that was granted. The implementation structure with separate partnership agreements with UNDP and IOM allowed for optimal use of resources. There was no additional funding or resources from project partners, but these contributed with human and physical resources.

²⁵ It shall be noted that during the drafting of this evaluation report, the Financial Report was not yet finalized.

In MX, the project had a total budget assigned of 303,164 EUR with an EC contribution of 284,127 EUR in total and 19,037 EUR from UN Women. The budget allocation corresponds to 102,000 EUR for Output 1 and 136,000 EUR for Output 2. There was no allocation of resources to local partners, but some core and cost-sharing activities took place with them. Resources were generally considered adequate, but more flexibility in use and timing would have been useful. Also, it was noted that the nature of some activities (high-level advocacy) required of direct intervention of senior staff (Specialist on Gender Equality Policies) and the UN Women Representative, which drew these persons away from their usual duties and added to their workload, without financial resources being allocated for permanent staff costs.

In TL, the total amount received was 191,276 EUR. The budget allocation corresponds to 113,173 for Output 4 and 114,147 to Output 5, out of which almost 50% of the total direct costs (108,494 EUR) fall in budget lines referring to contractual services provided by local NGOs. It is reported that more resources (out of the total Programme) should have been allocated to Timor, because the resources did not respond to the country's actual needs (as for example activities at schools only took place in 3 municipalities).

Based on the agreed UN and EU rules and regulations, programme outputs were delivered in a cost-efficient way and there was transparency and accountability across all related procedures. It is clear that UN Women was closely monitoring the activities and has implemented financial management systems in order to ensure that the cost of the implemented activities was in line with the allocated budgets.

c) *Efficiency of the monitoring system*

QUESTIONS	SUB-QUESTIONS
Efficiency of the monitoring system 9. What has been the quality of the Programme monitoring and reporting including the use of various M&E tools?	How effectively has the Programme management monitored performance and results of the Programme? Assess the data collection mechanism, baseline and monitoring of progress on evidence and results

Overall evaluation rating for these questions: **VERY GOOD**

Finding 6: The quality of Programme monitoring and reporting appears to be appropriate, despite the identified weakness of the indicators. The monitoring system has been able to place emphasis on capturing not only activities but also emerging results.

The Programme was monitored based on the UN Women internal financial and programmatic monitoring system providing complete information on operational activities, non-core projects, financial status and activities, and the calendar with key dates of the project. This Performance Monitoring Framework was developed during the first 2 months of the Programme and mutually agreed between UN Women and the

EC. This framework appears to be appropriate. However, the lack of a regular internal coordination mechanism both at the Programme level (between the three countries) and at the country level (except in AL) may have been the cause of some delay in requesting the NCE (the non-cost extension was submitted just one month before the end of the Programme). Almost parallel to the NCE request, a ROM mission took place to monitor the Programme implementation in the three countries and concurred to recommend the six months' extension.

In accordance with the reporting guidelines under the FAFA, UN Women prepared country projects periodic reports on progress of Programme implementation (1st and 2nd Narrative Reports), completed by a final cumulative report on results. Additionally, books of good practices were produced in each country²⁶ at the end of the Programme.

The Second Interim Narrative Reports issued by AL, MX and TL made available for this evaluation were still draft versions, presented some minor flaws in structure (not following the structure of the Programme's first report) and were somewhat confusing as to the outcomes, outputs and activities. Other than that, the Narrative Reports were of good quality. They presented a critical reflection about the project's progress and discussed factors that had affected the performance. Although, in general, the reporting focused on the relevance of the individual activities rather than their linkage towards Programme objectives.

A weakness in reporting was its frequency (although in line with the EU regulations), which due to the delay of the Programme start, the 1st Narrative Report was not issued until 18 months later, while the 2nd Narrative Report was delivered at the end of November 2016 (3 months after the Programme concluded). At the time of this evaluation the final reports were not yet made available.

3. Effectiveness

Effectiveness measures the progress made towards the achievement of the expected outcome and expected results. Its analysis is guided by three questions.

a) *Progress made towards achievement of expected results*

QUESTIONS	SUB-QUESTIONS
10. What has been the progress made towards the achievement of the expected outcomes and expected results?	Is the implementation arrangement for the Programme effective to achieve the planned objectives? What are the results of the intervention? Are they according to the expectations? Are they

²⁶ The book of good practice is a complete and well-presented compilation of facts and figures of the key achievements of the project in each country, including pictures of activities conducted and personal statements about the achieved results. It is to be praised that in the case of AL, the book of good practice includes personal stories both of a VoT who benefited from the project as well as of beneficiaries who established the new social business.

consistent with the theory of change? Do they provide enough input to question the adequacy of the existing theory of change?

Overall evaluation rating for these questions: **VERY GOOD**

Finding 7: Most of the Programme’s objectives were successfully achieved and significant progress has been made towards the Programme outcome.

In its first year, the Programme focused on ensuring appropriate start-up, budget-setting and delivery of Programme activities. Legal and corporate guidance was given as to the establishment and implementation of partner agreements, and there was periodic monitoring and overall financial support to ensure timely delivery. It shall be noted that the Programme started with an overall significant delay of six months²⁷ due to the internal organization and the establishment of the partner agreements. Per management decision, the design and implementation of the communication strategy (global output) was left for year 2.

On the basis of available data, it is difficult to measure the extent to which the project has made progress towards its overall goal of contributing to prevent and address violence against women and girls. However, the Programme has made meaningful contributions to it outcome and has achieved most of its proposed outputs, as explained below.

Albania

In line with the narrative reports and information provided by UN Women in AL, the outputs were produced in line with the planned costs and in an efficient manner while objectives were achieved, with increased social awareness and mobilization. However, in the absence of baselines or a field visit which could validate this information, it is difficult to judge the below-mentioned results in AL. Nonetheless, based on the reports and the information provided by the main stakeholders, the results offered a general picture of success and accomplishment of the objectives.

During the first year of the project, the focus was on enhancing national capacities to adequately address and respond to trafficking. A direct result is the new Strategy and Action Plan on the Fight against Human Trafficking (2014-2017) and increased awareness of policies and actions required to enable economic reintegration of women survivors of trafficking.

With regard to Outcome 1, the results were that the intervention on the CCR in Krushja²⁸ was completed and the center fully operational and receiving positive feedback

²⁷ As explained by an EC representative, and based on EU rules and best practices, it is expected that a target Action, like this one, does not need an inception phase but it starts immediately as of day one.

²⁸ Although originally foreseen in three municipalities, during the inception phase it was clear that available funds were not sufficient for the establishment of three CCRs and it was agreed to only establish the CCR in Krushja.

from members of the Referral Mechanisms. Also, 67 cases of women victims of trafficking becoming employed were registered. Although this appears a quite high number of employment, there is no indication as to the base line and where this stands in relation with the total number of registered victims of trafficking.

With regard to Output 3, the project carried out activities with the media as well as with shelters, and reached the following results:

With the media	With shelters
30 media professional reports of trafficking cases and at least 13 articles showed improvement on the quality of reporting.	64,4% of staff of national shelters for women or girls' VoT were trained on economic reintegration services. 10 case managers were assigned to the 6 shelters supported with salary subsidies. This personnel was sufficient to address the needs of the shelters.
Creation of the Advisory Media Forum for key professionals.	A new referral mechanism for domestic violence cases was established in the municipality of Krushja.
Publication of a manual on reporting cases of VAW and trafficking. Training of journalists and journalism students on the use of the manual. High publication of the manual with 2000 copies	3 businesses were provided with start-up support.
Audio-visual media on reporting of trafficking of women monitored during two years, for the print media in year 1 and audio-visual media in year 2.	67 women survivors of trafficking were assisted in finding employment, 15 are self-employed through micro business
Informing and raising awareness through different publications: Photo album, informing cards, photo-novella, leaflet...	The APSEER of VoTs (by IOM in consultation with all main stakeholders) was drafted and approved by the Parliament, as an annex to anti-trafficking strategy of the MoIA. The process for the drafting on the document (consultative and participatory) is a solid base for successful implementation. 400 copies were printed in English and 400 in Albanian.

Those results call for the following remarks:

- The project documentation offers no indication as to how the media or participants to training on the manual were selected.
- It also does not specify sex-disaggregation in most of the activities, e.g. staff of national shelters who were trained, journalists who participated in the activities, etc.

- Unfortunately, the “new” media and social networks were apparently not included in the media monitoring effort, although they doubtlessly represent an important communication platform and essential instruments to reach out to potential or actual victims/survivors.

With regard to output 5, the narrative reports estimates that 80% of women and girls potential victims of trafficking participated in awareness-raising programmes, and that about 20% of direct participants in these activities were men and boys. Moreover, the membership in the National Coalition of Anti-Trafficking Shelters remained unchanged with four shelters.

Project activities resulted in the organization of one yearly media event, counting with the participation of essential stakeholders; a complete media campaign during the National Week against Human Trafficking; the production and dissemination of two photo-novellas (mostly with high school and university student);²⁹ the production and dissemination of awareness-raising leaflets (calendar, album and postcards); and the promotion of the network of VoT (through training sessions).

Mexico

During the first year, the activities focused on the generation of knowledge products and analytical studies on VAW in line with international standards and a proposal of improved registration procedures. These products were used during the first and second year for national and local high-level advocacy and capacity development. Additionally, legal and registration capacity strengthening took place in year 2 and Mexico City served as a catalyzer state.

With regard to Output 1 “national/state counterparts have strengthened capacities to align their laws, policies and strategies with international standards and recommendations”, the main results are the following:

- In Coahuila, a holistic Civil Code, Family Law and Penal Code reform was approved in May 2016. In Veracruz, the local Chamber elaborated a draft initiative for the modification of the Civil Code, but the draft stayed with the local Chamber pending presentation and discussion among the pertinent local authorities and it is difficult to predict when the adoption will happen³⁰.
- By the end of the project a total of seven institutions, of which three at the federal level (INMUJERES, the National Commission of Superior Courts of Justice and the National Conference of Governors) and two in each target state (the Mechanisms for the Advancement of Women and the local congress’ Commissions of Gender Equality) had received training.

²⁹ The reported important demand for this product 70,000 copies were printed instead of the foreseen 5,000 shows that the products were well received and considered of high quality.

³⁰ The last country report does not announce the next steps in this process or a timeframe for the achievement of the indicators.

- A total of four knowledge products were generated: two with a national scope (formally validated with INMUJERES and CEAMEG) and two with a local scope, responding to the needs/demands of certain states to align their legal frameworks on these topics.
- A significant number (39 actions in total) of high-level advocacy actions and policy dialogues were co-organized with federal or state authorities to align their VAW laws, policies and strategies with international standards and recommendations, which have been very influential in shaping and directing debate on these issues in the country.

With regard to Output 2 “improved collection and analysis of data in the justice sector (particularly prosecutorial offices and courts) in accordance with international standards on crimes committed against women” the main results are:

- The elaboration of the model for improvement of the justice chain procedure and records SIEMP-Oral and its adaptation at the Mexico City’s High Court of Justice including the training of staff concerned with its implementation and the piloting of the model.

The formal presentation of the system during CONATRIB’s conference in August 2016 led to the donation of SIEMP-oral to the remaining 31 federal entities for their adoption and the request from four state High Courts of Justice (Coahuila, Guerrero, Tlaxcala and Veracruz) to adopt the system for collecting and systematizing judiciary data and statistics on VAW³¹.

Timor Leste

In TL, the overall objective was the development of institutional capacity for the implementation of the NAP on GBV, with a focus on gender-sensitive budgeting and increased access to justice.

With regard to Output 4 the results were the following:

- Technical assistance was given to the MoE, and a monitoring framework on gender equality commitments was developed.
- Technical assistance was provided to the Courts, resulting in the development of a judicial protocol to address domestic violence.
- Technical guidance was provided to SEM to improve the monitoring, implementation and coordination of the NAP on GBV³².

³¹ Later on, as a result of the first two regional workshops, five other federal entities (Colima, Hidalgo, Jalisco, Morelos y Puebla) have expressed their commitment to adopt the SIEMP-Oral. It is expected that within the next three years, the 32 States in Mexico will either adopt the SIEMP-Oral or adjust their internal statistics system for collection of judiciary data in line with the SIEMP-ORAL.

³² Although it was foreseen to work also on tracking budget allocation and expenditures on the

With regard to Output 5 (increased public awareness and social mobilization to stop VAW), work was done in three key areas: (1) guidance for media/community radio journalists to enhance reporting of GBV and incorporate gender dimensions in broadcasting; (2) develop a model and piloting for whole school approach to gender-based violence prevention education; (3) use of arts and other forms of advocacy to mobilize community members around GBV prevention, focusing on youth.

A total of ten schools participated in awareness-raising initiatives of the prevention of VAW, a 100% of the youth who participated in the initiatives reported understanding the key messages of EVAW. A total of 15 traditional and non-traditional organizational partners participated in the annual “16-days of activism against gender-based violence” campaigns.

The project activities resulted in deepened engagement with key partners, increased government capacity and strengthened advocacy for violence prevention. It strengthened advocacy for prevention of violence in public spaces, education and other community settings. In so doing, it engaged a wide range of traditional and non-traditional partners (LGTBI networks, radio journalists, young women and men artists, health sector NGOs, development partners and telecommunication companies). Also, there is an increased interest and demand for continued support, which is a positive result as such, but given the lack of resources to respond to those requests at this point, it also raises concerns as to the sustainability of activities.

Moreover, the RRF calls for generation of a communication plan for the Programme, which was developed in November 2015 with an aim to support the local UN Women CO to achieve bigger public impact with their policies and to gain social and institutional influencers in every country and globally to spread the main policies and goals of this programme³³. This plan devised strategies to build social mobilization, specially oriented to reach men and boys beside women through buzz in social networks, and recruiting social influencers to increase awareness about VAW.

As per Programme indicators, the main results are:

implementation of the NAP on GBV, given the resource constraints of this UN Women-EC project, UN Women TL leveraged its work under an EVAW project funded by the Government of Australia to better understand budget allocations and expenditures on the NAP on GBV through a costing study to estimate the resources required to implement key services based on the NAP on GBV commitments and in partnership with the Ministry of Social Solidarity. However, this study was still being completed at the time of the evaluation and initial findings highlighted gaps in data to facilitate tracking of allocations and expenditures. However, through the support to the evaluation and revision of the NAP on GBV, there is greater emphasis on monitoring of implementation, including resource allocations.

³³ At this stage, it is unclear the impact of this Communication Plan within each country.

Programme Indicators		
MX	AL	TL
<p>1a: Approval of reformed legislation (including penal codes, secondary laws, regulations and protocols) on violence against women including femicide in two states in Mexico (Veracruz and Coahuila) Coahuila approved the reform legislation In Veracruz the approval is still pending</p>	<p>1b: Percentage of positive feedback received on the quality of service provided by the CCRs in three municipalities It was agreed to establish only one CCR in Kruja (instead of in three municipalities). UNDP conducted an evaluation of the CCRs sustainability with a positive feedback³⁴. 1c: Number of registered cases of women victims of trafficking becoming employed (disaggregated by: self-employed; employed through the National Employment Service (NES)) 67 women survivors of trafficking, of the 67 women, 52 are employed through the NES and 15 are self-employed through microbusinesses³⁵</p>	<p>1d: Percentage of required resources for implementation of NAP on GBV budgeted for by line ministries and other implementing agencies in Timor Leste Insufficient evidence, resources allocation is not yet available³⁶</p>
<p>1.1a - Number of institutions receiving technical assistance by UN Women that are able to draft new or revised laws, policies and strategies on VAW SEVEN Institutions: INMUJERES, CONATRI, Commission of Gender Equality of each local congress, Women Machinery, etc 1.1b - Number of UN Women advocacy actions/high level policy dialogue co-organized with Federal or State authorities to align their VAW laws, policies and strategies with international standards and recommendations FIVE events related to Output 1 and 31 related to Output 2 1.2a: Validated model in place for improvement of justice chain procedure and records (Yes/No) YES, Mexico City Supreme Court</p>	<p>1.3a: Number of professional reporting on trafficking cases during Programme duration 30 media professionals 1.3b: Percentage of staff of national shelter for women/girls victims of trafficking with skills required in providing services 64,5% of National Shelters Staff has the required professional skills in providing re/integration services³⁷ 1.3c: New Coordinated Community Response established (Yes/No) YES, in Kruja 1.3d: Number of businesses provided with start-up support THREE Businesses</p>	<p>1.4a: Existence of guidance to line ministries on implementation of NAP on GBV; YES 1.4b: Monitoring system used for tracking budget allocations and expenditures on the implementation of the NAP on GBV by line ministries and other agencies (Yes/No) Insufficient evidence, a recommendation to establish a national database on GBV and allocate an additional budget for coordination, monitoring and evaluation was introduced into the new NAP 2017-2021³⁸.</p>
	<p>1.5a: Percentage of women and girls, who participated in awareness raising programs 80% of the target beneficiaries 1.5b: Percentage of men and boys, who participated in awareness raising programs 20% of total people were men and boys 1.5c: Number of members of the National Coalition of Anti Trafficking Shelters FOUR members of the National Coalition of Anti Trafficking Shelters</p>	<p>1.5d, Number of schools participating in awareness-raising initiatives on prevention of VAW; 3 primary schools 1.5e, Percentage of youth who participated in school awareness-raising initiatives who reported understanding of key VAW messages; and 100% of participants, or 122 young artists (60 girls and 62 boys) 1.5f, Number of traditional and</p>

³⁴ The CCR in Kruja is a newly established mechanism and it will require at least 3-5 years to analyses its quality of coordination.

³⁵ As of April 2015.

³⁶ See footnote 32.

³⁷ In total 31 staff members in all 6 targeted shelters needed capacity building at the beginning of this project. 27 professionals in total, among others 20 staff members from the 6 targeted shelters (4 for women survivors of trafficking, 2 for domestic violence victims) were part of the capacity building interventions of the project. Actually, 64,5 % of National Shelters Staff has the required professional skills in providing re/integration services (no sex-disaggregation figure available).

³⁸ See footnote 32.

Programme Indicators		
MX	AL	TL
		non-traditional partners participating in the annual 16-days "Orange" campaign. 15 organizational partners including state institutions and NGOs

Table 8: Programme indicators with results

b) Quality of the outputs

QUESTIONS	SUB-QUESTIONS
11. Is the quality of the outputs satisfactory?	What has been the effectiveness of direct actions such as conducting training, developing tools and providing recommendations?

Overall evaluation rating for these questions: **VERY GOOD**

Finding 8: The quality of outputs is considered of excellence in general.

Albania

In AL, the final products were published in very high numbers and well above planned quantities. The outputs' quality has been assessed as highly satisfactory by all relevant beneficiaries and stakeholders at different levels. The communication and awareness outputs have had excellent feedback and are largely being used by direct and indirect beneficiaries. The equipment provided to shelters is also comprised of high quality products. All the related outputs are being used and will certainly continue to be used by the beneficiaries after programme ending. Thanks to the six months NCE granted, the beneficiaries gained more benefits through more dedicated support in the early implementation stage of the APSEER, the establishment of the CCR in Kruja and the initial start-up of the three selected social businesses. There are no unplanned negative effects that have occurred through the project. In contrast, there are more positive effects than initially foreseen.

Mexico

In MX, the knowledge products generated are considered key inputs for national and state counterparts, as well as for UN Women, to accelerate the harmonization of state legal frameworks with the international and national standards on WHR and EAW. According to information gathered during the evaluation, representatives of both the States of Coahuila and Veracruz admitted that without the legislative guidance and advise from UN Women they would not have achieved the review and adoption of required amendments in the criminal and civil code. However, with a view to the main focus being legislative reforms, attention should be paid to the serious implementation gap suffered in MX, implying that the sole adoption of norms is hardly sufficient to achieve the desired social and political transformations. Regarding the second output, local authorities have defined the quality of the data collection system

developed as a comprehensive national model that includes all required variables to compile the data on crimes against women.

Timor Leste

The project in TL has generated knowledge for improved EAW policy implementation and a variety of guidance and resource material (facilitation guides, monitoring and evaluation tools), tailored for the TL context. The monitoring framework on gender equality commitments was very well received by the MoE, which opened a new Monitoring and Evaluation Unit in charge of establishing new institutional monitoring practices. As a result of the NAP on GBV evaluation, a recommendation to establish a national database on GBV and allocate an additional budget for coordination, monitoring and evaluation was introduced into the new NAP 2017-2021. The work with NGOs and CSOs allowed for exponential outreach of the activities and increased effects.

However, feedback is not always available regarding the quality of these outputs or the use given to them. For example, the judicial protocol provided to support sentencing of domestic violence cases has not yet been disseminated or implemented, as at the suggestion of the Magistrates, it still requires additional validation before it can be disseminated.

c) Effectiveness of partnerships developed

QUESTIONS	SUB-QUESTIONS
12. How effective are the partnerships developed with national partners for delivering the intended Programme results?	What are the existing gaps on the partnership developed, and why do they exist?

Overall evaluation rating for these questions: **VERY GOOD**

Finding 9: The partnerships developed with national partners were very effective for delivering the intended programme results. The Programme activities resulted in deepened engagement with key partners, increased government capacity and strengthened advocacy for violence prevention.

Albania

In AL the selection of partners was very adequate, offering cumulative effects as a result of working with different partners (e.g. with the media as a catalyzer for coordinated advocacy work between the media and other organizations). Also, the project sought new entry points to facilitate coordination between various stakeholders. All partners have worked in synergy, playing anticipated roles. Monthly meetings took place with IOM and UNDP and the cooperation between UN Women and these implementing partners was very productive. The collaboration with the MoIA was fruitful and committed, while the MSWY played an important consultative role.

Key activities were tailored to coordinate with and complement government actions, which also meant that the activities implementation's speed depended upon that of government entities and projects. Many activities served as general platforms to discuss GBV issues.

Mexico

In MX, project intervention was in line with the national agenda and priorities of local partners. At federal level the project has strengthened the strategic alliance with INMUJERES and enhanced institutional cooperation and constructive dialogue. The ongoing assistance, advice and support to high-level local partners, promoted and contributed to greater ownership of activities and the knowledge products generated for the federal level were validated by other federal counterparts. The model for improvement of the justice chain developed in alliance with INMUJERES was chaired and owned by the CONATRIB, which will guarantee the inclusion of the SIEMP-Oral throughout the country. Thus, the technical assistance provided for drafting or revising laws will serve as an example for the duplication of the same exercise in other states requiring harmonization of their legislation.

The generation of knowledge products at state level relied on extensive consultation with local counterparts, which is considered by UN Women CO as the main reason for success. The counterparts at state level were highly involved in the planning and implementation of activities, although the willingness to participate of some key counterparts was not ensured before the project began.

However, the concrete impact on women and girls final beneficiaries of the product elaborated cannot be determined, and no tools were developed to raise awareness and train these beneficiaries as to the new legal framework and the related rights and duties. The impossibility to materialize the proposal in the state of Veracruz³⁹ shows that the activities developed with (some of the) local partners did not effectively address the identified risk of resistance and delay in approving integrated proposals for VAW and femicide eradication.

Timor Leste

In TL, the bifurcate implementation mechanism (with government entities on the one hand and CSOs on the other), has proven to be very effective. The Programme has taken advantage of the knowledge, skills and attitudes of local NGOs and CSOs. It is

³⁹ Although it was not adopted, the project contributed to the clear identification of the legislation that needs to be reformed in Veracruz with regard to CEDAW and other international instruments on WHR, highlighted the lack of homologation that currently exists in the codification of the crimes of rapes and femicide, and provided key inputs to promote, advance and implement legislative changes at state level. The elaboration of key evidence and the production of relevant methodological tools to be used by national and state counterparts are undeniably fundamental inputs in lobbying, advocacy and policy dialogue for accelerating the legislative harmonization in Veracruz and other states.

reported that the effectiveness needs to be assessed in the wider context of advocacy and networking inside TL's women's machinery.

d) Factors supporting or hindering the achievement of results

The table below outlines the key factors that either supported or posed challenges to Programme implementation and progress towards planned results. For each factor, the table indicates the relative importance of the respective influence based on a three-point scale (low, medium, strong). With regard to the factors hindering the achievement of results, it is notable that most of these factors were predictable and could have been integrated in the Programme's original design.

Factor	Nature of influence on project's ability to make progress towards its planned outcome	Degree of influence	Country
Positive/supporting factors			
There is a global trend towards adoption of laws, policies and programmes to prevent and respond to the needs of women and girls and advocate for their rights	Creates a positive context for the design and implementation of programmes and projects.	Strong	Global context
Remarkable legislative and institutional progress at national level to prevent, sanction and eradicate VAW. National Development Plan 2013-2018 and National Programme for Equality of Opportunities and Non-Discrimination against Women (PROIGUALDAD).	Creation of a positive and prosperous context for the design and implementation of this type of activities and preparation of fertile ground in judicial, executive and legislative state authorities.	Strong	Mexico
Increased social mobilization since 2014 and bettering relationships between national authorities and the media to raise awareness on the issue of trafficking in women and girls.	Positive and prosperous context for the design and implementation of activities. Availability of counterparts and government entities.	Strong	Albania
Interest, dedication, commitment and existing capacities of project partners at national and decentralized levels.	Allows for effective and timely implementation of activities. Some initiative taken by local partners	Strong	All
UN Women project management, building on previous experience in the target countries	Effective management at HQ as well as CO, allowing for effective implementation of activities and the creation/strengthening of partnerships at country-level.	Strong	All
Negative/hindering factors			
Challenges regarding the	Difficulties related to the process	Medium	Mexico

Factor	Nature of influence on project's ability to make progress towards its planned outcome	Degree of influence	Country
contracting of expert consultants	and necessity to commit staff to resolve the issue that caused delays and loss of focus of the CO team.		
Too ambitious outcome	Implementation challenges because of their dependence upon national or state processes which vary according to political priorities or will. The participation of key counterparts should be ensured before defining outcomes.	Strong	All
Increasing rate of VAW in recent years	Domestic violence in TL has increased as well as the number of femicide in MX. By contrast, in AL the human trafficking rate has improved	Strong	Mexico Timor Leste
Local contexts (mostly political contexts) fluctuate	There is no guarantee that a similar activity implemented in different states will have the same results.	Medium	Mexico
Reluctance of target partners and/or beneficiaries to work with the CCR.	It is necessary to create trust in the implementing entities and state mechanisms and the disposal of the final beneficiaries.	Medium on the execution of activities, strong on impact.	Albania
Reluctance of women survivors of trafficking to participate in self-employment initiatives.	A complete assessment of the obstacles for optimal implementation of activities must be conducted and if necessary, preparatory activities executed with the beneficiaries in order to ensure optimal results.	Strong	Albania
Weak inter-ministerial coordination and a lack of capacity and political will in some line ministries.	Challenging context for the implementation of activities on VAW required a greater human resources to address weak coordination mechanisms. Also, the results are contingent upon the willingness and capacity of technical staff to share budget information related to their activities within the NAP.	Strong	Timor Leste
High tolerance and social acceptance of violence against women and girls	The deeper cultural and social norms that tolerate violence and discrimination against women, are difficult to address through time-bound awareness-raising efforts and prevention campaigns.	Strong	Timor Leste Mexico
Absence of inter-sectoral advocacy platforms and engagement	The fragmented CSOs and the lack of a state coordination mechanism,	Medium	Timor Leste,

Factor	Nature of influence on project's ability to make progress towards its planned outcome	Degree of influence	Country
with the general public on issues of GBV	has implication for the extent to which CSOs can effectively influence policy development		Mexico

Table 9: Factors supporting or hindering the achievement of results

4. Road to Impact

Impact describes the real and prospective changes produced by the delivery of the Programme, directly or indirectly, intended or unintended. While data were not available to attribute impact or change exclusively to the Programme, implementing partners and stakeholders provided their views of Programme contributions to results, such as achieving the improvement of the legislative framework, strengthening capacity of local stakeholders to respond and prevent VAW, improving the media form of reporting on VAW, and addressing the needs of victims of human trafficking.

QUESTIONS	SUB-QUESTIONS
13. To what extent has the Programme achieved the intended objectives? What are the unintended effects, positive and negative, that the Programme has contributed to create?	Has the Programme achieved the intended objectives? What are the gaps? What other unintended objectives have been produced by the Programme?
14. What real difference has the Programme made to the beneficiaries?	Any evidence of tangible benefits derived from the Programme (e.g. advocacy, capacity building...)?

Overall evaluation rating for these questions: **ADEQUATE, ALTHOUGH AFTER SUCH A SHORT PERIOD IT IS DIFFICULT TO ASSESS REAL AND COMPLETE SCOPE OF IMPACT ACHIEVED.**

Finding 10: Evaluation data do not allow measuring the extent to which the Programme has contributed to making progress on the road to the envisaged impact. While available data strongly indicate that in the three countries project efforts have contributed to moving into the desired direction, a lot remains to be done before women and girls in AL, MX, and TL can live a life free of violence.

In AL, the project has contributed to significantly improve the media reporting on human trafficking and GBV shifting from criminalizing the victim to protecting her identity, and the quality of service in the shelters has been strengthened to directly support 67 women survivors of trafficking who were assisted in finding employment. In MX, for example, the project has made important contributions to improve the legislative framework and to develop and introduce a model for improvement of the data collection system for judiciary statistics (SIEMP-Oral) that will allow homologation of the judiciary statistics in all 32 states of the country. And in TL the project

has managed to increase the national capacity that it is required to yearly update and revise the NAP on GBV, while through education work it has also achieved a potential impact in the three schools in which prevention activities were developed with teachers, parents and students.

Overall, the achievement of Programme objectives is good thanks to the six months NCE, which was decisive for its completion, allowing that the implementation of all three projects reached the expected goals, with the exception of MX, where due to the elections and change of government in the state of Veracruz, the final approval of the reformed legislation on VAW is still pending.

The climate of project cooperation between partners and stakeholders allowed and fostered good synergies among all actors and in some cases, like AL, produced further unexpected and positive effects not planned in the logical framework thanks to the coordination of actors and the good response of the CSOs and the public: expanded awareness raising material printed in large numbers and distributed throughout the country, use of social media like Facebook and YouTube that multiplied the number of people reached by the messages, participation in awareness and advocacy events, such as the 16 days activism and the month against trafficking. Finally, in TL the building of public-private partnership is certainly a difference brought by the project through the joint participation of CSOs and public institutions in implementing activities that have already had an impact on beneficiaries.

However, and as said before, the impact of the Programme can only be measured in the long term, as attitudes and behaviors do not change from one day to another and the road to impact is a long learning and awareness raising process that requires continuous support. Largely, consulted stakeholders agreed that, while progress has been made, considerably more time and efforts are needed in the three countries to stop VAW. In this context, national partners as well as consulted UN Women project staff emphasized the need to work towards ensuring positive change on behavior patterns, focusing primarily on education.

5. Sustainability

This section considers the continuation of benefits from the Programme after its completion.

QUESTIONS	SUB-QUESTIONS
15. What is the likelihood that the benefits from the Programme will be maintained for a reasonably long period of time after the end of the Programme?	<p>Was the Programme supported by national/local institutions? Do these institutions demonstrate leadership commitment to continue the work of the Programme or replicate it?</p> <p>How has the Programme set in place mechanisms to ensure sustainability of its results?</p> <p>Is financial contribution needed for continued access to the benefits of the Programme?</p> <p>To what extent has the Programme supported knowledge transfer and capacity building of partners and what is the degree of institutionalization of approaches developed under the Programme framework?</p>

Overall evaluation rating for this question: **ADEQUATE**

Finding 11: UN Women has created a number of conditions likely to support the sustainability of results. Programme outcomes associated with building relationships and strengthening the capacities of national institutions generated benefits following Programme completion. However, the sustainability of some results is threatened by contextual influences beyond the control of the Programme and it will require additional efforts from national and/or international actors.

UN Women made appropriate efforts to create or strengthen existing conditions likely to foster the sustainability of the Programme by:

- Contributing to **strengthening the legislative framework** to address VAW in the national context, especially assisting in the legislative harmonisation process to regulate femicide in MX, the APSER in AL and the NAP on GBV in TL.
- Helping to develop a **data collection system** (SIEMP-Oral) that will increase the availability of data on GBV in the judicial system in MX, and the monitoring system developed in TL; both will remain available to stakeholders beyond the duration of the Programme.
- **Developing institutional capacities** of key actors (duty bearers as well as right holders) and supporting these actors in assuming or expanding their leadership on fighting and addressing VAW (namely SEM, INMUJERES, Community Response Shelters, etc.).
- **Facilitating partnership and networking** among national institutions and CSOs, thereby enhancing actual and potential future coordination of efforts among them. In MX this is reinforced by the simultaneous involvement of all three powers at federal and state levels, so that possible changes amongst the political representatives will not necessarily undo the advances achieved within this project.
- Supporting national actors in **taking ownership of results** by ensuring that partners were not only beneficiaries, but co-creators and drivers of different initiatives (CONATRIIB, SEM, in AL with the Shelters).

- Helping to **increase public awareness and social mobilization** to stop VAW through the education system, in rural schools, and addressing the media. Also, awareness raising activities will sustain the results of the Programme so that specific knowledge products and other outputs are known. It will ensure appropriate dissemination of good practices, contributing to increased public awareness and community mobilization.

Besides this, the Programme missed an opportunity to guarantee a broader sustainable approach through a larger cooperation with other donors⁴⁰ and closer involvement of the EU Delegation in the three countries. Although this was addressed differently in each country, the coordination with the EUD at the country level is always an extremely important factor to guarantee that a centrally managed Programme receives the EUD's interest and support, enabling a potential continuation of the action and future work in the same area. In this regard, the Programme could have taken care to regularly inform and involve EU Delegation representatives of all undertaken actions.

At the same time, a contextual factor beyond the immediate influence of UN Women is threatening the sustainability of the achievements. This includes the lack of financial resources and increasing financial uncertainty in light of declining donor contributions which is likely to constitute significant obstacles to continuing and/or expanding existing efforts to address and prevent GBV in the three countries.

At the project level, sustainability differs from one country to another; in AL there is a considerable progress and improvement in terms of policy development and the government has undertaken changes that guarantee financial and legal assistance cover for VAW and VoT as positively assessed by the Country Progress Report of the European Commission.⁴¹ The budgetary constrictions of the Government of Albania could affect the quality and quantity of services delivered by the state run shelters, but according to the statements of some project partners, they will not put them at risk. The shelters run by the NGO⁴² are at bigger risk because the running costs depend on the continuous fund raising activities of the NGO. However, the fact that they have managed to obtain funding until now gives high expectations of its continuity. Thanks to the capacity building activities, the achievements of the project are sustained as long as the trained persons remain in their positions and/or replicate their knowledge and compromise with third parties, especially successors in office. Competence installed amongst media professionals should allow ethical level of reporting to be maintained while awareness raising campaigns have fostered the inter-

⁴⁰ This cooperation was well pursued in TL and AL through collaboration with UNFPA, IOM, UNDP, Asia Foundation, etc.

⁴¹

See: http://ec.europa.eu/enlargement/pdf/key_documents/2015/20151110_report_albania.pdf

⁴² There are six shelters to support victims in Albania: One shelter run by the State on domestic violence and GBV, another shelter run by a NGO also on domestic violence and GBV and 4 shelters on trafficking of human beings.

est in monitoring of ethical reporting from CSOs, and the MoI has installed a monitoring mechanism that checks media daily and reacts to ethics breaches in reporting.

In MX, the achieved outputs are part of the national priorities and the two major results, even if one of them was not completely achieved within the timeframe of the project, represent two national priorities, which enjoy the political commitment and support of strategic partners (INMUJERES and CONATRIB). For instance, the Commissions of Gender Equality of local Congresses, as well as the state women's mechanisms, have now the normative basis for promoting concrete and gender-responsive legislative changes at state level. The adoption of SIEMP-oral, as a national model implemented in the courts of all federal states may be able to ensure the sustainability of this output, given that it is expected to be introduced in the judicial system throughout the country within the next three years. Even the Prosecutor's Office has shown interest in reforming their statistical data collection system to introduce or adapt it to the SIEMP-oral. Accordingly, there is no major concern as to sustainability in MX.

In TL there is certain fear about sustainability. The SEM will continue requiring financial and technical support for the implementation and reporting mechanism, updating indicators and analyzing collected information from line ministries of the NAP on GBV, although UN Women took an innovative approach to the monitoring framework by developing a tool that could be adapted to the turnover of personnel within SEM or other shifting circumstances. On the activities developed with CSOs, UN Women was careful to involve responsible governmental institutions to guarantee the sustainability. For example, the MoE and the Alola Foundation were involved in the activities in schools, and the Secretary of State for Arts and Culture during the Lalora Festival, creating ties and collaborations that boosted the good results of the activities. The inclusion of governmental bodies was a good strategy to strengthen the partnership between community and government, enabling the communication and guaranteeing the sustainability of the action. However, more needs to be done to raise public awareness, as the activities at school only reached three municipalities and there is a need for them to be replicated in the future so that other rural areas benefit from these actions.

6. Gender and Human Rights Responsiveness

The evaluation shall equally address the programming principles required by a human rights-based approach and gender mainstreaming strategy. It contributes to the social and economic change process by identifying and analyzing the inequalities, discriminatory practices and unjust power relations that are central to development problems.

QUESTIONS	SUB-QUESTIONS
16. To what extent has the Programme addressed the underlying root causes of gender-based violence?	<ul style="list-style-type: none"> Has the Programme tackled inequalities and social gender roles, norms and mandates that lie at the basis of violence against women? Has the Programme innovated the approaches, concepts and strategies to address structural inequalities and subsequent violence against women?
17. How has attention to integration of gender equality and human rights concerns advanced the area of work?	
18. To what extent has the Programme involved the civil society?	

Overall evaluation rating for this question: **VERY GOOD**

Finding 12: The Programme is, gender and human rights responsiveness. It places a comprehensive system approach to eliminating VAW by focussing on prevention, early intervention and response. It also addresses some of the root causes of GBV, women empowerment, non-discrimination and social tolerance, and tackles accountability.

The Programme adopted a Human Rights based approach, that is, normatively based on international human rights standards and operationally directed to promoting and protecting human rights. This approach contributed to the development of the capacities of “duty-bearers” to meet their obligations and of “rights-holders” to claim their rights.

It focusses on **prevention** by addressing factors leading to or protecting against VAW (reform of legislation, building social structures at school and the society), it focusses on **early intervention** towards individuals with a high risk of perpetrating (men, parents, and students), and victims of VAW in AL and TL. It also addresses the **response**, the reintegration and employment opportunities of victims of human trafficking.

The Programme has addressed some of the root causes of GBV, like the lack of economic resources (through improving access to employment and building capacity for socio-economic empowerment), social tolerance of GBV (through awareness raising campaigns and school education activities) and legislation changes to diminish impunity for GBV crimes and national strategies approved (NAP in TL and APSEER in AL) promoting a multisector approach to prevention and addressing VAW. A relevant prevention approach was the involvement of men and boys in the public awareness activities.

In AL the gender and human rights-based approach was also carefully followed by seeking the economic empowerment of women, their social participation and strengthening their capacities to claim their rights, while engaging the women in the planning and implementation of prevention and response mechanisms. Despite the merely institutional focus in MX, the amendments proposed to the legislation underpinned a human rights approach by regulating that VAW is a form of manifestation of discrimination against women, which impairs or nullifies the enjoyment by women of fundamental freedoms and human rights. The existence of appropriate legisla-

tion is extremely relevant to hold perpetrators accountable for their acts and behaviours. In TL, the efforts invested in prevention through the work at schools and with teachers will contribute to gender equality, promote non-violent and respectful relationship and safe, discrimination-free school environments. Worth mentioning is the high participation of men and boys in the public awareness and social mobilizations conducted to stop sexual harassment and other forms of VAW in TL. The development of the judicial protocol in TL is also an example of the focus given to accountability under this project.

However, the Programme has not tackled inequalities and gender roles, norms and mandates that lie at the base of GBV, such as community programmes on gender equality. Also the involvement of men and boys on gender empowerment actions and prevention on VAW could have been more strongly pursued, as the root problem lies also in their misconception that women and girls are individuals with less rights. There is no full solution to the GBV problem without fully involving the masculine community as a target group to be directly approached and without changing gender roles, norms and mandates. In this sense, each project has identified different indicators, but some of them, could have been globally addressed by each and every one of the projects, e.g. number of men engaged in social awareness campaigns, etc.

7. Lessons learned

Lessons learned refer to the general lessons which can be drawn and which should be borne in mind when embarking on future programmes.

QUESTIONS	SUB-QUESTIONS
19. What can we learn from this Programme that will inform future work on ending violence against women?	<ul style="list-style-type: none"> What are the best practices emerging from the Programme? What were the challenges that affected the Programme’s ability to achieve desired results? Have any potential practices or tools been used during the Programme that could be replicable elsewhere? What areas can be improved in regard to Programme design, planning and implementation? Is there a solid approach to learning from past experience and collect new learning for improving future programming?

Finding 13: The Programme has demonstrated emerging good practices such as the interdisciplinary or cross dimension approach and the continued and long term engagement with national stakeholders in the three countries.

A number of “emerging good practices” demonstrated by the Programme have been pointed out throughout the report. Programme lessons learned are basically a collection of good practices experienced in each country which does not automatically mean that these practices were applicable to the Programme but rather to the particular project in a certain country. Based on these, the evaluation team would like to

highlight the following lessons that have been learned through the experience of the Programme under review.

- **Continued, long term engagement with national and local partners facilitated results achievement.** Most of the involved national partners had previous working relationship with UN Women, as is the case of INMUJERES in MX, UNDP, IOM and MoI in AL and the SEM, MoE and UNFPA in TL. Strong partnership and cooperation between civil society organizations and national institutions in the implementation of Programme activities (specially in TL but missing in MX) has been a factor for achieving good results, as it makes good use of the multi-sided experience.
- **An interdisciplinary or cross dimension approach** of the Programme. UN Women developed multi-faceted strategies and responses to GBV challenges by drawing upon a wide range of available approaches and tools, rather than limiting itself to, for instance, criminal justice. It addressed VAW through traditional, combined with innovative prevention initiatives (at the school, art festival and through radiobroadcasting), criminal justice responses through legislative framework and public advocacy for increased victims support.
- **Specialization.** UN Women experience and knowledge in the area, make this organization the perfect implementing partner to tackle VAW. This allows UN Women to recruit according to specific rather than general skill sets, and for staff to further develop these skill sets on the job. As a consequence, UN Women programmes are readily able to draw from existing knowledge and lessons learned in developing and implementing programmes.
- **The focus on education as a successful prevention mechanism in TL,** by reinforcing positive messages on gender equality through extra-curricular activities, public and media events. Also the use of a whole-school approach by means of capacity development activities for school teachers, students and parents/communities on the root causes of VAW in pilot schools, can be considered a tangible benefit from this project. Education in gender equality is a key factor to change social behaviors that end VAW.
- **The internal coordination model in Albania** has also proven to be a key factor for success, especially because through their participation in the Advisory Board partners assumed ownership of the project. A similar coordination mechanism was put in place to coordinate work with media, the Media Advisory Board, which also proved to produce good results. Also the use of innovative ways for the dissemination of the awareness raising campaign (such as Facebook and YouTube) has increased the number of people reached and maximized the impact among potential victims.

On the other hand, the evaluation identified Programme challenges relating to organizational management, design, and the need for, and difficulty of, guaranteeing coordination amongst the three countries:

- A thorough political analysis in order to account for the possible impact of political changes, especially following elections, could have led to an adjustment of the strategic design in order to render the Programme less dependent on political events. However, admittedly, in a highly sensitive field as is gender politics, harnessing a programme which aspires to impact on culture and *politics* against just that: *political* swings, is an ambitious task.
- Programmes that are determined to achieve sustainable impact on cultural, social and political behavior, are, by their nature, long-term endeavors. Setting the project term too short can put the capacity at risk to lay sound foundations for long-term achievements. In the present case, the extension granted to the Programme could somehow remedy what in the hindsight appears to have been an overambitious schedule.
- International and global mechanisms for dialogue among the three countries implementing the Programme could have brought about synergies and good practices sharing, and also could have had a positive motivational effect for each project.
- A baseline data analysis of the indicators and target values conducted and set at the beginning of the Programme would have allowed for a more effective evaluation of the progress achieved by means of the Programme, although it must be admitted that the real impact will only be measurable further on, once the impulses provided by the projects gain momentum.

III. CONCLUSIONS AND RECOMMENDATIONS

Conclusion 1: The Programme has been highly relevant in view of the country needs in MX, AL and TL. The Programme benefitted from the fact that its objectives were already considered priorities in each government's political agenda. It bore added potential (ultimately not fully exploited) beyond the individual country projects by joining three different types of criminal conduct within one single programme and, at the same time, by focusing on the areas of interest and the needs of each of the three target countries. Besides addressing femicide, human trafficking, domestic violence, and GBV, the Programme contributed to the national process of state building while increasing public awareness and social mobilization to stop VAW.

The isolated challenges of the Programme are mainly a consequence of its original design. This is particularly visible in relation to the logical framework, which neither articulates the linkages between activities, outputs and indicators nor the assumptions underlying these linkages. The structure of the logical framework did not facilitate the identification and documentation of the connections between the different components of the Programme; baseline and targets were not included. The Programme had a single logical framework while the projects at the country level did not reflect their particularities by means of adjusted versions/tools (for example, a theory of change and logic model).

Evaluation criteria: *Relevance*, evaluation questions 1,2, 4 and 5.

Recommendation 1. *UN Women should continue improving the organization's programme development capacity by strengthening programme logframes – defining baseline, assumptions and ensuring that indicators are specific, measurable and feasible – or the employment of theories of change⁴³ and logic models to guide project planning. In this regards, a mechanism that allow for adjustments of programme design during the implementation phase, including monitoring and evaluation criteria, could be useful.*

Conclusion 2: UN Women, as main implementing partner, added crucial value to the implementation of the Programme. In the three countries, UN Women's role on gender

⁴³ Please refer to UN Women (Flagship Programmes) which is based on developing (general) Theories of Change and can be used to guide more incremental approaches to comprehensive programming on EAW. See: <http://www2.unwomen.org/-/media/headquarters/attachments/sections/library/publications/2015/un-women-flagship-programmes-booklet-en.pdf?v=1&d=20160705T150357>

policy and advocacy was extremely relevant, as key interlocutor, and providing ongoing support to the national government.

UN Women set up a proper project management system; the team at HQ ensured the coordination of the Programme through exchange of information, mostly on an ad hoc basis. However, no direct contact between the three countries was established and accordingly the country offices knew very little about the implementation of their sister projects. The possible benefits of having a global programme, namely the sharing of experiences and best practices on a regular basis, in order to allow for synergies has been missed because of this lack of horizontal dialogue and communication. Consequently, the potential of the Programme's global design was not fully exploited.

Evaluation criteria: *Relevance*, evaluation questions 3,4 *Efficiency*, evaluation question 8, *Effectiveness*, evaluation question 11, *Lessons learned*, evaluation question 18 and 19.

Recommendation 2. *In order to fully take advantage of its global design, a multi-country programme should develop a mechanism of horizontal coordination and dialogue to allow for the regular exchange of information and the sharing of relevant experiences and good practices, thereby creating the potential for synergies between the individual country projects even if their focus is not entirely the same.*

Conclusion 3: The UN Women team used available resources strategically and efficiently. Accountability mechanisms were applied transparently. Management efforts and personal dedication of the UN Women project team were appropriate and contributed to the efficient implementation of planned initiatives. However, some activities could not be delivered on time and a six-month NCE was necessary to ensure the completion of the objectives in all three countries. This was partly due to the fact that some outputs were probably too ambitious in the light of implementation risks that could have been anticipated. It is also true, however, that when a project aspires to significantly impact in the cultural, political and legislative arenas, risks can never be entirely avoided.

Evaluation criteria: *Efficiency*, evaluation questions 6,7 and 8.

Recommendation 3: *When designing a project, a thorough analysis of the political and social situation needs to be undertaken in order to realistically plan the timeframe for its execution. At the design stage, necessary precautions need to be taken and reasonable estimations made in order to render a programme less dependent on political events. This may include alternative plans and implementation partners in case the original partner institutions decide not to continue a project once initiated.*

Conclusion 4: The Programme achieved almost all of its envisaged results and made contributions to all of its planned outcome and outputs. Particularly strong contributions were noted in relation to strengthening the national capacity in the three countries, the development of a data collection system on judicial statistics in MX, the support to the reintegration and economic empowerment of women victims of trafficking in AL and the development and implementation of the monitoring framework of the NAP on GBV in TL. The partnerships developed at national level were very effective for delivering the intended programme results, specially the bifurcate implementation mechanism (with government entities on one hand and CSOs on the other) proved to be very effective, taking advantage of the knowledge, skills and attitudes of local NGOs and offering a multi-sided experience in the implementation of the project. Through the trust developed, the partners took ownership of the results as co-creators and drivers of different initiatives and accordingly contributed to the sustainability of the action.

Evaluation criteria: *Relevance*, evaluation question 4, *Efficiency*, evaluation question 8, *Effectiveness*, evaluation questions 9, 10 and 11, *Impact*, evaluation question 12 and *Sustainability*, evaluation question 15.

Recommendation 4 *It is recommended that UN Women continues developing strong partnerships and cooperation between civil society organizations and national governmental institutions. This has proven to be an important factor for achieving sustainable results and a multi-sided experience in the implementation of the project. To foster this partnership and facilitate the implementation of the project, the establishment of a project advisory board has also proven to be an effective instrument to guide and take ownership of the project accomplishment. Advisory boards, both at the country level and at the Programme horizontal coordination mechanism under recommendation 2, are a recommendable instrument to be installed in future multi-country projects.*

Conclusion 5: The Programme allowed UN Women and the EC to explore new terrain with a global programme tackling three different crimes in three countries. The experience, achievements and lessons learned are relevant in view of UN Women global work on preventing and addressing VAW. Similarly, the work in AL, MX and TL holds learning opportunities as there is an occasion to continue the work started in the three countries and to build development efforts on locally generated knowledge and concepts. Without further external support many of the achievements made to date are not likely to last or contribute to further and more significant change. In this regards, the EUD in each country could be a source to further support future actions; it shall be noted that on 25 November, the International Day for the Elimination of Violence against Women, the

EU issued a statement expressing their strong commitment to eliminate VAW⁴⁴ and their readiness to continue supporting actions in this area.

Evaluation criteria: *Relevance*, evaluation questions 1,2 and 3, *Impact*, evaluation questions 13 and 14, *Potential Sustainability*, evaluation question 15 and *lessons learned* evaluation questions 18 and 19.

Recommendation 5: *UN Women should explore how it can continue efforts started under the current programme and engage further support to fight violence against women and girls in AL, MX and TL. To secure interest and commitments from donors, UN Women should strengthen relations with the EUD in each country so as to guarantee a national (not global) continuation/second phase project built upon the achievements made to date.*

Possible fields for continued UN Women engagement following-up on the Programme:

The experiences and outputs generated during the first phase of the project would permit making informed decisions on one or more selected sub-themes that another project could address in more depth. For example:

- Efforts could focus on continuing with the harmonization of the legislation to fight VAW in the remaining Federal States and throughout the country in MX. This harmonization process could be supported by a public and country-wide awareness campaign and social mobilization actions involving the civil society. Further efforts could also support to improve the production and use of VAW statistics and key data by national counterparts, with an emphasis on femicide violence trends and justice chain procedures and records. Thus, in a legal culture with a tendency to disobey rules if not effectively enforced, the mere adoption of legislation, even if ambitious, can never achieve the necessary social transformations to overcome deeply rooted gender discrimination by itself, therefore further support to ensure the knowledge of the legislative changes, accountability mechanism and its implementation is required.
- In AL, it is advisable to continue supporting economic empowerment of women victims of violence and strengthening women's and victims' organizations. Public awareness campaigns could be continued in social media, especially targeting men and boys, and including gender equality education in the school curricula by addressing the whole school community including parents and teachers.

⁴⁴ As part of the 2016-2020 EU Gender Action Plan in external relations, the EC will continue investing in women and girls whose rights are violated across the world as they are excluded from education, from the labour market, and from political life while facing unequal rules and laws on inheritance, citizenship or land-ownership. In 2017, the EC will provide specific support to victims of violence in the most remote and fragile areas and raising awareness about violence against women, targeting the general public as well as professionals who can help change this situation: police officers, teachers, doctors, judges amongst others. See: http://europa.eu/rapid/press-release_STATEMENT-16-3945_en.htm

- In TL, it is recommendable to continue strengthening the capacities of governmental institutions such as the SEM. It is also important to further continue with ongoing evidence-based advocacy and prevention actions with MoE and with the schools engaging teachers and parents. A follow-up mechanism to monitor the judicial protocol on cases of domestic violence before the court could also be considered.
- In general, addressing the rights of women pertaining to disadvantaged social groups, e.g. ethnic minorities, could be taken into consideration.

Regardless of a formal continuation of the project, it is essential that UN Women continues supporting and cooperating with the implementation partners in order to ensure a minimum level of sustainability.

TABLES

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Table 3:	Expected outcome, outputs and indicators in AL
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FIGURE

Figure 1	Simplified logical framework (theory of change)
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ANNEXES

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