


EVALUATION OF UN WOMEN
AFGHANISTAN'S PORTFOLIO ON
ENDING VIOLENCE AGAINST
WOMEN
(2014 -2016)



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ACRONYMS.....	3
EXECUTIVE SUMMARY	4
BACKGROUND AND CONTEXT	13
EVALUATION METHODOLOGY AND OBJECTIVES	16
OVERALL FINDINGS AND CONCLUSIONS	26
RELEVANCE	32
EFFECTIVENESS.....	36
EFFICIENCIES	46
SUSTAINABILITY.....	52
GENDER EQUALITY AND HUMAN RIGHTS	54
LESSONS LEARNED.....	56
RECOMMENDATIONS	60
ANNEX I – DETAILED COST BREAK DOWN OF SERVICES PER PROVINCE AND COSTING.....	64
ANNEX II – UN WOMEN ACO EVAW PORTFOLIO CONCEPTUAL FRAMEWORK (2014-2019).....	68
ANNEX III – EVAW EVALUATION TERMS OF REFERENCE.....	82
ANNEX IV - INTERVIEWS.....	99
ANNEX V - LIST OF DOCUMENTS REVIEWED.....	104
ANNEX VI – MEMBERS OF EVALUATION REFERENCE GROUP.....	108
ANNEX VII – EVALUATION LOGFRAME.....	110
ANNEX VIII – SURVEY TOOLS; INTERVIEW QUESTIONS; FOCUS GROUP DISCUSSION QUESTIONS	117
ANNEX IX – EVALUATION TEAM’S BIODATA.....	151

ACRONYMS

ACO	Afghanistan Country Office
ANDS	Afghanistan National Development Strategy
CEDAW	Convention on the Elimination of all Forms of Discrimination Against Women
CSO	Civil Society Organization or Central Statistical office (always stated)
DoWA	Department of Women's Affairs
DRF	Development Results Framework
ERG	Evaluation Reference Group
EVAW SF	Ending Violence against Women Special Fund of UN Women ACO
EVAWG	Ending Violence Against Women and Girls
FGCs	Family Guidance (Counseling) Centres
GoIRA	Government of the Islamic Republic of Afghanistan
INL	USAID funded International Narcotics and Law Enforcement Affairs
IPs	Implementing Partners (of UN Women Afghanistan)
MoWA	Ministry of Women's Affairs
MRRD	Ministry of Rehabilitation and Rural Development
MoHRA	Ministry of Haj and Religious Affairs
MoFA	Ministry of Foreign Affairs
MoJ	Ministry of Justice
NAPWA	National Action Plan for Women in Afghanistan
NPP	National Priority Programme
NSF	National Security Forces
OEEF	Organizational Effectiveness and Efficiency Framework
SN	UN Women Strategic Note (2014-2019)
SMAF	Self-Reliance through Mutual Accountability Framework (SMAF)
TMAP	Tokyo Mutual Accountability Framework
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
WPCs	Women's Protection Centres

EXECUTIVE SUMMARY

Title:	Evaluation of UN Women Afghanistan's Portfolio on Ending Violence Against Women (2014-2016)
Author:	Christine Arab, Lead evaluator and drafter, in partnership with Dr. Nooria Atta, National Consultant to the Evaluation
Date:	Evaluation began in March 2017, with a final Evaluation Report submitted in April 2017
Region:	Asia and the Pacific Region
Country:	Afghanistan
Type:	Evaluation Report – Summative and Formative Evaluation of the UN Women Afghanistan Country Office's Violence Against Women Portfolio 2014-2016;
Theme:	Ending Violence Against Women and Girls
Partners:	UN Women Afghanistan Country Office commissioned the Evaluation, through the financial support of the Government of Australia

Background:

Since 2002, the UN Women Afghanistan Country Office (ACO) has partnered with national stakeholders and international organisations in Ending Violence against Women and girls (EVAWG) in the following areas: Supporting Ministry of Women's Affairs (MoWA) to fulfil its obligations toward EVAWG; Ensuring that women survivors of violence receive professional and standardized services; Engaging men, boys, and youth more fully to address VAWG in their communities; ensuring international and national commitments to EVAWG are reflected in national legal frameworks.

In January 2014, UN Women Afghanistan Country Office's Strategic Note (SN 2014-17) entered into force, and includes a Development Results Framework (DRF) and an Organizational Effectiveness and Efficiency Framework (OEEF) with expected results and targets, and indicators and baselines, as well as anticipated budget and human resources to support its implementation. The SN commits UN Women to work in six strategic goal areas – with Goal 3, Ending Violence Against Women, as a cornerstone.

Since 2014, UN Women's work on EVAWG has largely focused around four key areas of intervention: Supporting MoWA to fulfil its obligations toward EVAWG; Ensuring that women survivors of violence receive professional and standardized services from Women's Protection Centres (WPCs), as well as health services, police support, and access to justice; Engaging men, boys, and youth more fully to address VAWG in their communities; and ensuring EVAWG and government commitments are reflected in judicial and legal frameworks. Since the office's establishment in 2002, UN Women's work on EVAWG has also focused on strengthening

national legal frameworks to prevent, punish and respond to acts of violence against women and girls, supporting the integration of international norms and standards.

The UN Women ACO's EAW Special Fund (SF) is the primary mechanism through which the Entity's contributions towards EAWG services and prevention initiatives are supported. Established in 2008, under UN Women's EAW portfolio, the EAW SF seeks greater efficiency and impact through pooling resources and expertise to provide consistent and reliable financing and technical support for services responding to women and girls overcoming violence at the community and national levels.

Since 2008, more than 87 grants have been implemented through the EAW SF in more than 25 provinces with approximately USD13.6 million invested, educating over 100,000 service providers and community leaders on EAW standards; as well as broadcasting advocacy messages on the EAW Law to a potential audience of over 11 million via BBC radio programs. The EAW SF has supported 11 WPCs and five Family Guidance Centres (FGCs) in as many provinces, to provide safe refuge for over 11,870 survivors of violence.

Under the current UN Women ACO Strategic Note, the UN Women EAW SF has been supported by governments of Australia, Finland, Republic of Korea, Iceland, Italy, Netherlands, Norway, and Sweden. From 2014-2016, the UN Women ACO EAW SF has delivered approximately \$8.1 million, with 11 of the 25 Women's Protection Centres (WPCs) now supported by the SF, and the remaining WPCs supported by USAID through the International Narcotics and Law Enforcement Affairs (INL) organisation.

Evaluation Object:

This Evaluation Report is focused on the results of an independent evaluation commissioned by UN Women ACO in February 2017 to evaluate progress to date under Goal 3 – EAW – of the ACO's Strategic Note; and to assess the relevance and strategic nature of the proposed future work under Goal 3 (2017-2019). Goal 3 has been financed by the Governments of Australia, Finland, Republic of Korea, Iceland, Italy, Netherlands, Norway, and Sweden; as well as UN Women Core resources.

Evaluation Purpose and Scope:

This Evaluation has a two-fold focus: a) the *summative evaluation* provides an independent assessment of the progress made towards the achievement of the planned results, the implementation of the recommendations from the previous evaluation and identifying lessons learned; b) the *formative evaluation* considers the evolution of the EAW Portfolio's programme strategy as articulated in the remaining years of the UN Women Afghanistan Strategic Note (2014-2019) cycle.

The specific objectives of the Evaluation are to:

- Assess the relevance of UN Women contribution in the area of EAW at national levels and alignment with international agreements and conventions on gender equality and women's empowerment;
- Assess effectiveness and organizational efficiency in progressing towards the achievement of results as defined in outcome 3.1 of ACO Strategic Note 2014-2019, looking at the agency's three-fold remit of implementation/operational; normative; and coordination, in the area of EAW in Afghanistan;
- Assess the sustainability of the intervention in achieving outcome 3.1 for EAW in ACO Strategic Note 2014-2019 and the degree to which UN Women ACO has been successful in ensuring national ownership of their supported interventions around EAW;
- Analyse how human rights approach and gender equality principles are integrated in implementation;
- Validate lessons learned and good practices and identify challenges that have implications for strengthening its future managerial, programmatic and funding directions;
- Provide actionable recommendations with respect to the implementation of the EAW/SEJ in the future.

The Evaluation is not looking at impact level results at this stage, as the work being assessed under the Summative aspect of the evaluation only began in 2014 and is on-going until 2019.

Under each section of the Evaluation Report, there has been an attempt to cluster the findings under "summative" or "formative" respectively. In some instances, the logical flow of the section results in the two evaluation areas being intertwined.

The Evaluation was managed directly by UN Women ACO. An evaluation reference group (ERG) was established by UN Women ACO, comprised of a representative group of national stakeholders (Government, NGOs and activists), international donors and UN Women ACO Staff.

Geographic Coverage and Intended Audience: Nation wide coverage, with field visits to Kabul and Parwan province. The primary audience of the Evaluation is UN Women ACO, as well as the direct national beneficiaries of the UN Women EAW Portfolio – including Government and non-governmental organisations, and the international donors who finance and support the work of UN Women in Afghanistan.

Evaluation Methodology:

The Evaluation was independent in its conduct and findings, adhering to the UN Evaluation Group's Ethical Guidelines for Evaluation.

The Evaluation used a mixed method with focus on a *strongly qualitative design, ensuring strong participatory approaches and ensuring all analysis is informed by the normative standards guiding EAW Programming world-wide*. The mixed method would be strongly guided by the UNEG Handbook for Integrating Human Rights and Gender Equality Perspectives in Evaluations in the

UN System, and by the WHO's 2005 Guidelines "Researching Violence Against Women" by Ellsberg and Heise, so as to ensure that any engagement with survivors of violence and any use of the evaluation findings does not present a risk or do harm to those involved.

UN Women provided a time frame of six weeks, including a one week mission of the international consultant, in which to conduct the EAW Evaluation. It was determined that within this tight time frame, data collection and evidence for the Evaluation would be based on the Desk top review; Focus group discussions; interviews; and two types of on-line surveys.

The Evaluation therefore gave priority to getting feedback firstly from UN Women's implementing partners – MOWA, MRRD, MoJ, and the NGOs contracted to deliver services to women and girls surviving violence at the provincial level. The Evaluation – to the extent time allowed – would also prioritise getting feedback from the Donor countries supporting UN Women ACO's work, as well as general and indirect partners of UN Women also working in the area of Gender Equality and EAWG.

Main Findings:

Summative Evaluation

The overall finding of the Evaluation is the EAWG Portfolio has made significant contributions in the areas of its Outcome 3.1 - *Government of Afghanistan implements legal frameworks combating and preventing violence against women and girls in coordination with civil society* – particularly in relation to strengthened services for survivors; strengthened role of local government response, and towards strengthened legal frameworks.

Since 2014, the ACO contributed to the adoption of the EAW National Strategy and Action Plan; the drafting of the still-to-be-adopted Anti-Harassment law, and the implementation of the Anti-Harassment regulation through the development of Standard Operating Procedures and a training manual; as well as gender sensitive provisions to the electoral reform process; rejection of the revised Penal Code to include a provision for stoning as a punishment for adultery; and removal of the amendments to Article 26 of the Criminal Procedure Code (CPC) which gave immunity of family members from being questioned as witnesses, thereby making prosecution of EAW cases potentially very difficult.

The Evaluation also finds, however, that while specific government entities such as MOWA and the Ministry of Justice strongly recognize UN Women's technical role in on-going legislative reform in relation to EAWG, the majority of national and international partners remain unaware or unclear about UN Women's role in this regard.

The Evaluation found very mixed understanding within MOWA and among the EAW Special Fund's Implementing Partners on the effectiveness and activeness of the Government-run/UN Women supported VAW Database. Interviews with partners indicate that it is important that UN Women ACO and MOWA establish clear lines of communication within the Ministry and with all

local stakeholders under the WPC/FGC/EVAW Commission structures about how and when the VAW Database is to be used.

In reviewing UN Women ACO's Annual Reports and the reports of implementing partners, the Evaluation confirms the ACO's own assessment that through UN Women support via the EVAW Special Fund, WPCs and Family Guidance Centres provided services to over 5,700 EVAW survivors from 2014-2016 through 17 EVAW Commissions and 11 Women's Protection Centres (WPCs); and six Family Guidance Centres (FGCs). Through this same Fund, UN Women was able to support the provincial-level EVAW Commissions and their adjutant Resource Centres to monitor victims' access to justice and protection; to improve coordination and engagement for advocacy and action to prevent VAW; and to ensure judicial institutions at the provincial levels are responsive to the rights of women and girls in accordance with national and international commitments.

NGO partners and key government partners all stated that there has been progress in terms of the capacity development of national bodies to lead key coordination bodies in the area of EVAW – such as the EVAW High Commission and Provincial level commissions, as well as the Women's Protection Centre Coordinating bodies.

The Evaluation finds that MOWA and UN Women have established a strong partnership, where there is evident mutual respect and trust on both sides, as well as clear lines of communication to the very top of MOWA and UN Women HQ in which any operational challenges are openly addressed.

The Evaluation finds that the one area of commitment under the UN Women SN on EVAWG where there are no tangible or measurable results beyond some key activities is increased awareness and mobilization of society in support of preventing VAWG. Both UN Women and its international and national partners all see a need to move away from "activity/" days" oriented work on advocacy and awareness, to longer-term, community lead dialogues.

In terms of efficiencies, the Evaluation finds that both UN Women ACO and the Implementing Partners of the EVAW Special Fund are performing well in terms of delivery of funds, services and overall cost-effectiveness. Specifically:

- According to figures provided by the Implementing partners and UN Women, from 2014-2016, the total number of women housed by the WPCs is 5,788. Of these women, 3,763 or 65%, were successfully reintegrated into their birth or married homes. The remainder have had to continue to stay on in the provincial WPCs, have been transferred to other facilities, or have not continued contact with the WPCs so their cases cannot be tracked. In terms of how "successful reintegration" is measured, the Evaluation finds that not enough analysis on this point exists, and interviews with the IPs did not result in a clear definition or extensive details on the point. The majority of IPs indicated that if no further violence had been faced within the six to 12 month period of the WPC monitoring, then the case was deemed successfully closed.

- Across these three clusters of WPCs, the overall average cost of a client per stay in a WPC is US\$1,245. The overall cost of reintegration of clients (including their stay in a WPC) is US\$1,829 per client;
- Between 2014 and 2016, the FGCs supported 2,110 women clients facing abuse. According to the implementing NGO reports, of these women, 1,018 or 48% have had their cases successfully resolved. The remainder continue to receive services from the FGCs; have discontinued their engagement with the FGCs; or have faced escalation of violence and have been referred to shelter services for support.
- For the FGCs to provide services to the clients, the overall average cost per client is US\$926; and US\$1,421 for clients who have had their situations successfully resolved.
- UN Women Afghanistan has consistently prioritised the EAW portfolio, with the allocations ranging from 52% in 2014 to 35% in 2016 of the overall ACO budget in the country. The drop in total funds allocated to EAW reflects the cycle of existing donor agreements under the EAW Special Fund, but is also reflective of the overall reduction of Development Assistance Aid available to UN agencies in Afghanistan as of 2016/2017. The ACO's EAW Unit estimates that in order to keep the WPCs and FGCs operational, a minimum of US\$4 million a year is required in the future.
- Based on the figures provided by the UN Women ACO, the Evaluation finds that the overall financial delivery of the EAW Portfolio is extremely good (ranging from 82% to 98% over the three years), and this high delivery was maintained even when the total dollar amounts increased significantly in 2015. Not only does this speak to the solid capacity of the ACO to effectively oversee the EAW Special Fund, the increased delivery rate mirrors the findings of the interviews and on-line surveys with implementing partners, all of whom stressed the positive impact UN Women's trainings on project and financial management have had on their organisations' internal capacities to implement the funds in a timely and transparent manner;

In terms of partnerships, the Evaluation finds:

- UN Women has focused on strengthening and institutionalizing formal partnerships with MRRD and Ministry of Haj and Religious Affairs (MoHRA) in an effort to better access the communities and rural areas of the provinces in which WPCs and FGCs are supported. However, while all donors interviewed, as well as MOWA expressed appreciation for the complexity and importance of establishing such partnerships, they also expressed concern that the pace with which these partnerships were established was too slow in the 2014-2016 period.
- The ACO's 2015 launch of HeforShe – a mechanism which mobilises male champions to EAWG, was a considerable success in such a challenging environment. Partners now want to see this network move beyond "activity-oriented" advocacy to longer-term mobilization of male and youth champions;
- The Evaluation finds that a key point reiterated by IPs is the need to strengthen the networking among the WPCs and FGCs nation-wide so as to increase their learning and provide a much-needed support group of like-minded NGOs dealing with highly stressful situations;

Formative evaluation:

The Evaluation finds that the stated direction of UN Women's Strategic Note for 2017 onwards is responding to the concerns and gaps highlighted by partners in the Evaluation in relation to ending violence against women and girls.

Based on the results of all Evaluation tools utilised, the Evaluation finds that the emerging EAW/Survivor's Empowerment Journey (SEJ) Programme is very responsive to the national needs of Afghanistan and the above-stated requests of partners under the Surveys. The EAW/SEJ Programme, launched in 2016, is working to close the existing programmatic gaps

Main Recommendations:

The recommendations below are based on the Evaluation team's review of the overall inputs by national and international partners, as well as direct suggestions by the Evaluation Reference Group; and through the Focus Group Discussion with the EAW Special Fund's Implementing Partners. The Recommendations were shared in draft form with the Evaluation Reference Group and UN Women, and have been somewhat modified based on feedback therein.

Legislative Reform:

- While recognizing the need for sensitivity when advocating as an international organization for human rights reforms, it is the Evaluation's recommendation that in the 2017-2019 portfolio, the UN Women ACO adopt a detailed Advocacy strategy in support of further legislative reform. This advocacy strategy would outline the ACO's vision, and its "bottom line" in terms of its position around key legislative areas. The UN Women ACO must make clear its position on emerging legislative reform, based on extensive consultations with stakeholders and a strong review of the CEDAW and other related normative standards. In so doing, the ACO would establish a vision on legislative reform which many national stakeholders would draw from. National Partners interviewed have confirmed that the ACO should continue to take a "behind the scenes" approach when advocating for legislative reform so as to avoid public backlash. Nonetheless, within the women's movement and government, and within the international community, UN Women's position vis a vis legislative reform must contribute to "de-mystifying" the dialogue and grounding it in international norms and standards. Additionally, and as was done by the ACO in 2016 during the Penal Code reform, as a key and trusted neutral body, the UN should provide a safe space for national stakeholders to come together, representing a broad range of opinions, to find a middle ground. Finally, UN Women must continue to do more to capture its work on legislative reform in user-friendly, easily accessible manner so that key international and national partners have a common understanding of UN Women's role therein.
- In reviewing the UN Women ACO's EAW budgetary allocation and its overall allocation to staff/personnel in the EAW Pillar, it is recommended that the UN Women ACO either consider strengthening its internal technical capacities around EAW Policies and

gender justice, in particular; or reformulate certain existing job descriptions of the personnel/staff so that they have more focus on the technical aspects of the EVAW Portfolio and are not mired down in the day-to-day project management required of them right now under the EVAW Special Fund.

Addressing the Needs of WPCs and FGCs:

- It is recommended that future grants under the EVAW SF include within their workplan and budget an “organisational capacity development” strategy which reflects mutually agreed upon areas in which the implementing partner requires technical support and capacity, and which UN Women will ensure that the implementing partners receive during the life of the grant;
- In terms of the reintegration of women and girls into their homes, it is important that UN Women and its IPs delve more carefully into how “success” is being defined and what the fates are of the women and girls after leaving the WPCs or receiving support from the FGCs. There is also a need to delve more carefully into client satisfaction around the issue of access to justice. The 3rd Party monitoring reports indicate a mixed performance on the part of the FGCs and WPCs regarding justice – however, it is also not clear how the 3rd party monitoring reports or UN Women’s own monitoring delve into clients’ knowledge and understanding of the justice process (and as such, how realistic or attainable their expectations are) and why a number of clients assess the justice component of the services received as unsatisfactory or incomplete;
- The Evaluation captured a number of capacity development needs as expressed by the EVAW Special Fund’s Implementing Partners. It is recommended that the UN Women ACO work with the IPs to determine what of these capacities need to be met by the WPCs/FGCs own strengthening; and which of these needs could be met through enhanced partnerships with other national and international service providers in those provinces who may be working in similar areas and can provide women and girls with these needs, thereby freeing up the resources of the WPCs/FGCs to deal with other aspects of the survivors’ recovery. The Cost-effectiveness analysis provided in the Efficiencies section of this Report highlights that for some of the provincial WPCs and FGCs, the numbers of women being supported is relatively low as compared to other provinces. Discussions are required with MOWA and the provincial governors in these areas as to why the numbers are so low and if – in the long term – a WPC is required or if instead temporary shelter is required until such time as the client can be transferred to a larger, near-by shelter or service.

National Ownership of MoWA and DoWAs:

- It is recommended that UN Women have MOWA take on a greater oversight role on the EVAW SF, while also recognising that full financial and performance accountability rests with UN Women. The monitoring – including 3rd party monitoring processes – should increasingly be done only by MOWA, with UN Women staff participating where necessary. The Evaluation recognises that within the time frame of the existing UN

Women Strategic Note (2014-2019) this transition may not be possible, but the next four-year programme cycle will need to reflect this shift in responsibilities. A key recommendation emerging from dialogue with some IPs is that MOWA begin in the 2017-2019 to allocate some resources under the EAW SF, or to give parallel allocations to the WPCs/FGCs so as to already strengthen MOWA's responsibility and the sustainability of the services;

- It is recommended that UN Women focus on capacity development of DOWAs in those provinces under the EAW/SEJ Programme Pilot. Feedback from MOWA and the IPs indicate that the trickle-down effect of building capacity of MOWA which in turn builds the capacity of the DoWAs is not happening at an acceptable pace. As such, UN Women needs to focus on key DoWAs so as to strengthen their role and ownership over the EAW Commissions.
- The Evaluation recommends that UN Women – through the DoWAs and MOWA – do more to strengthen the advocacy skills and gender equality knowledge of the DoWA, MoJ, MoHRA officials and the remainder of the EAW Commissions members. The interviews and field missions, alongside the Focus Group discussion with the RPs show that many of the EAW Commission members give counter/conflicting messages re: women's rights in Islam; women's rights vis a vis ending violence against women; all of which can negatively impact the good work under the EAW Commissions.

Monitoring and Evaluation:

- The Evaluation recommends that UN Women commission a national consultant to translate the enormous administrative data which UN Women has supported the IPs in collecting into programmatic baseline within the UN Women ACO Strategic Note and all future programmes. For example, UN Women senior management is interested to deepen the Government's knowledge in terms of how/if the services being invested in at the local level are impacting the women and girls – e.g. what is the average cost per woman per WPC, and what are the overall main services which have the greatest benefit for the women seeking support. Are there others out there offering similar services (i.e. economic empowerment; psychological support) which could be working in closer partnership with the WPCs, so as to free up the WPCs' resources for other forms of support to the women and girls? What are the main steps and responses to ensuring justice? In successful reintegration? What is working in these two areas and what is not?
- It is the Evaluation's recommendation that the ACO continue to invest in producing case studies/stories of women and girls who have come to the FGCs and WPCs so as to better capture the impact of the work, and the continued needs at the local level;

BACKGROUND AND CONTEXT

Afghanistan's history of the past sixteen years reflects in great national gains in terms of democratic governance and national legislative reform, while at the same time facing incredible challenges. In the midst of nation-building since 2001, the Government of the Islamic Republic of Afghanistan (GoIRA) has faced a serious resurgence of armed opposition groups; wide-spread corruption and lack of voter confidence in governance systems; stagnant economy; and the legislative gains for women, children, and all citizens remain unmeasurably vulnerable to destruction in the face of powerful, conservative, armed groups. In this context, women and children continue to be even further marginalised and targets of the increasing insecurity.

Despite all the challenges, women and girls of Afghanistan have strived for and made considerable gains in past 15 years, including education, political participation and increasing economic role. Legislative gains include: ratification of the Convention on the Elimination of All Forms of Discrimination against Women (2003) and submission of status reports; adoption of the Essential Rights of Afghan Women (2002); enshrining gender equality in the country's new Constitution (2004 – namely Article 22); adoption of the country's first National Action Plan for the Women of Afghanistan (NAPWA 2007-2017); adoption by Presidential decree of the EVAW Law (2009); removal of Stoning as punishment for adultery in the emerging Penal Code (2014); adoption of the National Action Plan on UN Security Council Resolution 1325 (2015); adoption an Anti-Sexual Harassment Regulation (2015) and most recently Presidential order prohibiting virginity testing. Further, as of 2016, the Ministry of Foreign Affairs (MoFA), as the coordinating

ministry for the NAP¹³²⁵, began facilitating dialogue to establish appropriate financing mechanism for the implementation of NAP¹³²⁵.

However, in the current situation, these gains in Afghanistan are fragile. Due to the increasing security challenges in Afghanistan, women's mobility and access to opportunities is increasingly restricted. Millions of girls cannot attend school because of security concerns or restrictive social norms.¹ The extra ordinary level of violence against women and girls is embedded in traditional system of male domination in which girls and women have limited-to-no status as independent persons. Numerous cases confirm the continuing prevalence of violence against women and girls in both the public and private spheres, including violence perpetrated by husbands and other relatives; violence linked to early and forced marriages - including *baad* (the exchange of girls for dispute resolution) and *baadal* (exchange marriages); incest; so-called honour crimes; and self-immolation and self-harm due to domestic violence and forced marriage practices.

It is within this reality that in 2002, UN Women Afghanistan Country Office (ACO) began partnering with national stakeholders and international organisations in advancing gender equality in the country. As per Corporate guidelines and accountability agreements with the UN Women Executive Board, UN Women Country Offices are obligated to develop four year Strategic Notes (SNs) which reflect the Entity's commitments and programmes at the country level, anchored under the United Nations Development Assistance Frameworks (UNDAF) and the UN Women Global Strategic Plan (2014-2017).

In January 2014, UN Women Afghanistan Country Office's Strategic Note (SN 2014-17) entered into force, and includes a Development Results Framework (DRF) and an Organizational Effectiveness and Efficiency Framework (OEEF) with expected results and targets, and indicators and baselines, as well as anticipated budget and human resources to support its

SOME FACTS TO CONSIDER

-87% of women in Afghanistan experience some kind of violence during their lifetime. 62% reported experiencing multiple forms of violence.

-57% of brides in Afghanistan are under the age of 16. Often girls are forced into marriages at an early age to settle financial and political debts.

-59% of women report being in a forced marriage.

-88% of women are illiterate and only 6% of women over 25 have formal education, leading to considerable gaps in employment and labour opportunities;

-36% of all Afghans live in poverty;

-63% of the population is under the age of 24, making it one of the youngest populations on the planet;

-MMR has significantly improved, down from 1600 deaths for every 100,000 births to 327 deaths/100,000.

But this does not include the Southern Region of the country, where no data is available;

-More than 27% of the Parliament are women;

¹ <http://thediplomat.com/2016/03/institutionalizing-womens-rights-for-afghanistans-future/>

implementation. The SN commits UN Women to work in six strategic goal areas – with Goal 3, Ending Violence Against Women, as a cornerstone.

Since 2014, UN Women's work on EVAWG has largely focused around four key areas of intervention: Supporting MoWA to fulfil its obligations toward EVAWG; Ensuring that women survivors of violence receive professional and standardized services from Women's Protection Centres (WPCs), as well as health services, police support, and access to justice; Engaging men, boys, and youth more fully to address VAWG in their communities; and ensuring EVAWG and government commitments are reflected in judicial and legal frameworks. Since the office's establishment in 2002, UN Women's work on EVAWG has also focused on strengthening national legal frameworks to prevent, punish and respond to acts of violence against women and girls, supporting the integration of international norms and standards.

The UN Women ACO's EVAW Special Fund (SF) is the primary mechanism through which the Entity's contributions towards EVAWG services and prevention initiatives are supported. Established in 2008, under UN Women's EVAW portfolio, the EVAW SF seeks greater efficiency and impact through pooling resources and expertise to provide consistent and reliable financing and technical support for services responding to women and girls overcoming violence at the community and national levels.

Since 2008, more than 87 grants have been implemented through the EVAW SF in more than 25 provinces with approximately USD13.6 million invested, educating over 100,000 service providers and community leaders on EVAW standards; as well as broadcasting advocacy messages on the EVAW Law to a potential audience of over 11 million via BBC radio programs. The EVAW SF has supported 11 WPCs and five Family Guidance Centres (FGCs) in as many provinces, to provide safe refuge for over 11,870 survivors of violence.

Under the current UN Women ACO Strategic Note, the UN Women EVAW SF has been supported by governments of Australia, Finland, Republic of Korea, Iceland, Italy, Netherlands, Norway, and Sweden. From 2014-2016, the UN Women ACO EVAW SF has delivered approximately \$8.1 million, with 11 of the 25 Women's Protection Centres (WPCs) now supported by the SF, and the remaining WPCs supported by USAID through the International Narcotics and Law Enforcement Affairs (INL) organisation.

Key partners under the EVAW SF have been the government entities crucial for a multi-sectoral approach to EVAW such as MOWA and under them, the EVAW High Commission, the DOWA's and the Provincial EVAW Commissions and the WPC Coordination Committees; as well as the NGOs implementing the services under the WPCs and FGCs. The strategic guidance for the EVAW SF is through consultative mechanisms of an Advisory Board² and a Technical Review

² The members of the Advisory Board are representatives from the donor community, United Nations partners and the Government of Afghanistan

Committee³. Recently, the Ministry of Rehabilitation and Rural Development (MRRD) has become a key partner in the UN Women EVAW Portfolio's work to mobilise community level response to EVAWG.

EVALUATION METHODOLOGY AND OBJECTIVES

Evaluation Objective

This Evaluation Report is focused on the results of an independent evaluation commissioned by UN Women ACO in February 2017 to evaluate progress to date under Goal 3 – EVAW – of the ACO's Strategic Note; and to assess the relevance and strategic nature of the proposed future work under Goal 3 (2017-2019). Goal 3 has been financed by the Governments of Australia, Finland, Republic of Korea, Iceland, Italy, Netherlands, Norway, and Sweden; as well as UN Women Core resources.

In 2016, the ACO conducted a Mid-Term Review (MTR) of the Strategic Note (SN), and it was determined that it be extended to 2019, so as to align with the duration of the United Nations Development Assistance Framework (UNDAF) for Afghanistan. At that time, the ACO also took the opportunity to deepen the integration of its programming and link work across the programme pillars of Economic Empowerment; Governance; Women, Peace and Security; and EVAW.

An evaluation of the EVAW Portfolio was not corporately required.

However, UN Women ACO senior management took the strategic decision in late 2016 to both evaluate progress to date under Goal 3 of the SN; and to assess relevance of future plans around EVAW under the remaining three years of the Strategic Note.

The decision to conduct an Evaluation of the UN Women ACO EVAW Portfolio is based on the following:

- National legal frameworks on EVAW are facing both great risks as well as great opportunities. The GoIRA's Self-Reliance through Mutual Accountability Framework (SMAF), short-term deliverables for 2016 have reported some progress for gender equality such as the implementation of the National Action Plan for UNSCR 1325; implementation of key electoral reforms in support of women's engagement; integration of gender equality priorities in the emerging four National Priority Programmes (Citizen's Charter, Urban Development, Rural Development, National Women's Economic Empowerment Plan); dedicated VAW prosecution units in 26 provinces; the launch of the Justice Sector Reform plan, just to name a few. The potential momentum under the SMAF provides great opportunity for an enhanced implementation of the GoIRA's

³ The members of the Technical Review Committee are from UN Women and other UN Agencies.

commitments to EAW, even when considering the potential challenge to the EAW Law in the national parliament;

- The decision to extend the UN Women ACO’s Strategic Note to 2019. Up until 2016, in the ACO’s Strategic Note, the EAW work was clustered under one Outcome in the SN: *Government of Afghanistan implements legal frameworks combating and preventing violence against women and girls in coordination with civil society (Outcome 3.1)*. However:
 - In 2015/2016, UN Women corporately launched a *Global Flagship Programme Initiative (FPI) Ending Violence Against Women and Girls – Prevention and Access to Essential Services*, an integrated programme meant to expand and make more comprehensive the Entity’s overall approach to ending violence against women. In 2016, UN Women ACO adopted this Flagship strategy and set out to expand and strengthen its work on EAWG;
 - As such, in mid-2016, the ACO initiated the roll out of the EAW “Survivor’s Empowerment Journey” (SEJ) Programme, which is envisioned to be the chapeau programme of the EAW Portfolio. The EAW/SEJ Programme has four interlinked components of prevention, protection, economic empowerment and enabling policy environment/rule of law to address VAWG. The EAW/SEJ applies community participation principles to achieve prevention; a survivor-centric approach for protection; and provides for the possibility of economic empowerment to support the exit and reintegration of VAWG survivors into their communities. The fourth component engages key government agencies to ensure gender sensitive legal reforms and supports the implementation of key policies and action plans such as the national strategy for gender-responsive budgeting, the UN Security Council Resolution 1325 National Action Plan and the EAW National Strategy and Action Plan.
- In light of the above points, the remaining three years of the UN Women ACO Strategic Note have adopted a revised strategy in the area of EAW.

The Evaluation must therefore look at two different Logical Frameworks, as outlined in the table below:

Extracted from UN Women ACO Strategic Note Development Results Framework Impact area 3 – Ending Violence Against Women and Girls	
COLUMN#1 DRF Outcome Statement 2014-2016 Total Budget: \$16,745,176	COLUMN #2 DRF Outcome Statements 2017-2019 (reflecting EAW/SEJ Programme) Total Anticipated Budget: 7,500,000

<i>And focus of the Summative Aspect of the evaluation of the EVAW Portfolio</i>	<i>And focus of the Formative Aspect of the evaluation of the EVAW Portfolio</i>
<p>Outcome 3.1. Government of Afghanistan implements legal frameworks combating and preventing violence against women and girls in coordination with civil society.</p>	<p>Outcome 3.2 Favourable social norms, attitudes and behaviours are promoted at community and individual levels to prevent VAW;</p>
	<p>Outcome 3.3 The quality of early intervention and package of essential services is improved to support the empowerment of VAW survivors for safe reintegration into families and/or communities using the survivor-centred approach;</p>
	<p>Outcome 3.4 An enabling legislative and policy environment in line with international standards on EVAW is in place and translated into action.</p>
<p>DRF Output Statements (2014-2016)</p>	<p>DRF Output Statements (2017-2019)</p>
<p>Output 3.1.1. Ministry of Women Affairs has increased capacity to monitor and coordinate operations of all Women Protection Centres and Family Guidance Centres at the national and sub national levels, in partnership with other relevant ministries and civil society organisations.</p>	<p>DROPPED and COMBINED into new 3.4.1</p>
<p>Output 3.1.2. UNW funded Women Protection Centres and Family Guidance Centres provide improved and standardized services in accordance with MoWA's protocols and in coordination with the GBV referral system.</p>	<p>REPLACED by 3 Outputs</p> <p>Output 3.3.1: UN Women-assisted Family Guidance Centres (FGCs) and Women Protection Centres (WPC) provide survivor-centred mediation and early intervention services to prevent escalation of violence.</p>
	<p>Output 3.3.2: Improved capacities of service provision organisations (FGCs, WPCs, and DoWAs, EVAW Commissions) to manage</p>

	cases of VAW according to key principles of survivor-centred approach.
	Output 3.3.3: Improved exit processes for survivors of VAW including reintegration services and monitoring/follow-up after exiting WPCs related to safety of survivors.
Output 3.1.3. National and provincial EAW Commissions promote and monitor GBV victims' access to justice and protection in accordance with the Government's national and international commitments.	Replaced with Output 3.4.2 Capacity of EAW Commissions and MoWA to implement and monitor legislation on EAW and other forms of discrimination strengthened.
Output 3.1.4. National and international stakeholders improve coordination and engagement for advocacy and action to prevent GBV, with particular focus on engaging men, boys and youth.	Replaced with Output 3.2.1 Women, girls, men and boys at community and individual level are mobilized in favour of respectful relationships and gender equality.
	Output 3.2.2 Evidence to inform prevention of VAW policies, budgets and programmes developed and used to influence policies.
Output 3.1.5. Judicial institutions and legal frameworks are responsive to the rights of women and girls in accordance to national and international commitments.	Replaced with: Output 3.4.1 Laws and policies are regularly reviewed, reformed and resourced to conform with the international human rights treaties to which Afghanistan is a signatory.

The Logframe's implementation focus has been nation-wide, with priority given to service provision in 11 provinces. The EAW Portfolio has been implemented at central in partnership with Ministry of Women Affairs, and to some extent the Ministry of Justice; and at the provincial level through the Department of Women's Affairs (DoWAs) and civil society partners in 18 provinces⁴ to varying degrees⁵.

⁴ Kabul, Parwan, Kapisa, Kandahar, Samangan, Balkh, Jawzjan, Sarepul, Baghlan, Kunduz, Takhar, Badakhshan, Bamyan, Daikundi, Herat, Kunar, Laghman and Nangarhar.

⁵ Kabul, Bamyan, Takhar, Nangarhar, Kandahar and Herat are the provinces which have received the greatest investment in terms of financial and technical support by UN Women ACO.

Evaluation Purpose and Scope

In late February 2017, UN Women ACO launched the *independent summative and formative evaluation* of its EVAWG Portfolio including the EVAW SF mechanism. The summative aspect of the Evaluation looks at the years 2014-2016 under Goal 3 of the UN Women Afghanistan's SN. The formative aspect of the evaluation looks at Goal 3's revised focus for 2017-2019.

Originally, one international evaluation consultant was recruited to conduct the EVAW Evaluation. It was quickly determined, however, that given the tight time frame and resources allocated by the ACO for the Evaluation, a national consultant would be brought on board to a) ensure follow up and outreach to those partners who could not be immediately engaged during the Evaluation's field mission in early March; and b) offered translation so as to ensure that the Evaluation tools and methods outlined below could reach Dari, Pashtu and English speakers.

The *summative evaluation* provides an independent assessment of the progress made towards the achievement of the planned results; as well as the implementation of the recommendations from the previous EVAW Special Fund evaluation⁶ (2008-2014) and a MTR conducted by the Government of Australia of their partnership with UN Women ACO on EVAW (2015).

The *formative evaluation* considers the evolution of the EVAW Portfolio's programme strategy as articulated in the remaining years of the UN Women Afghanistan Strategic Note (2017-2019).

The Evaluation's specific objectives are as follows:

- Assess the relevance of UN Women contribution in the area of EVAW at national levels and alignment with international agreements and conventions on gender equality and women's empowerment;
- Assess effectiveness and organizational efficiency in progressing towards the achievement of results as defined in outcome 3.1 of ACO Strategic Note 2014-2019, looking at the agency's three-fold remit of implementation/operational; normative; and coordination, in the area of EVAW in Afghanistan;
- Assess the sustainability of the intervention in achieving outcome 3.1 for EVAW in ACO Strategic Note 2014-2019 and the degree to which UN Women ACO has been successful in ensuring national ownership of their supported interventions around EVAW;
- Analyse how human rights approach and gender equality principles are integrated in implementation;
- Validate lessons learned and good practices and identify challenges that have implications for strengthening its future managerial, programmatic and funding directions;

⁶ <https://www.norad.no/globalassets/publikasjoner/publikasjoner-2016/norad-collected-reviews/external-evaluation-of-the-elimination-of-violence-against-women-evaw-special-fund-2008-2014.pdf>

- Provide actionable recommendations with respect to the implementation of the EVAW/SEJ in the future.

The Evaluation is not looking at impact level results at this stage, as the work being assessed under the Summative aspect of the evaluation only began in 2014 and is on-going until 2019.

Under each section of the Evaluation Report, there has been an attempt to cluster the findings under “summative” or “formative” respectively. In some instances, the logical flow of the section results in the two evaluation areas being intertwined.

The Evaluation was managed directly by the UN Women ACO’s Officer-in-Charge and then Representative a.i. Upon the request of the Lead Evaluator, an Evaluation Reference Group (ERG) was established by UN Women ACO, comprised of a representative group of national stakeholders (Government, NGOs, activists), international donors, and UN Women ACO Staff and UN partner agencies (See Annex for details). The ERG also folded in the members of the EVAW SF Advisory Board. The evaluation methodology was shared electronically with the ERG, and their feedback incorporated into the evaluation. The Evaluation’s initial findings were shared with the ERG immediately following a one week mission. The first draft of the Evaluation Report was then shared with the ERG for feedback and fact-checking. The ERG was also to advise UN Women on the dissemination strategy of the Evaluation, once a final report is in hand.

The primary audience of the Evaluation is UN Women ACO, as well as the direct national beneficiaries of the UN Women EVAW Portfolio – including Government and non-governmental organisations, and the international donors who finance and support the work of UN Women in Afghanistan.

UN Women and the Government of Australia have financed the evaluation.

Evaluation Approach and Methodology

The Evaluation was independent in its conduct and findings, adhering to the UN Evaluation Group’s Ethical Guidelines for Evaluation.

In reviewing the evaluability of Goal 3 of the UN Women ACO Strategic Note, it was determined in coordination with the UN Women ACO that a strong qualitative approach would need to be utilized in conducting this Evaluation given the lack of quantifiable data available.

Measuring impact of work on ending violence against women is a challenge in the majority of countries worldwide. Only a relatively small number of UN Member States have the strength of existing prevalence data on violence against women and girls; as well as coordinated and harmonized administrative data on services used, in order to have an existing baseline from which measurement of progress can begin. Often, the women’s movement in countries will sense that the situation of violence is getting worse – but they are seldom in the position to empirically quantify this sense of urgency because of the absence of prevalence data, alongside

reliable and comparable administrative data. Much of what UN Women does world-wide and in Afghanistan is indeed focused on strengthening the measurement of prevalence of VAW, as well as the administrative data showing State and non-governmental response⁷.

UN Women Afghanistan and the Government of Afghanistan face the same challenges in terms of the “evaluability” of their EVAW work. However, through the concerted efforts of MOWA, and with support in part from UN Women’s EVAW Portfolio, the Government is increasingly able to monitor the implementation of the EVAW Law.

Data limitations which the Evaluation faced could therefore be summarized as:

- a) Limited quantifiable data available to measure the UN Women ACO SN’s Goal 3 Indicators;
- b) Limited time frame in which to meet with broad range of stakeholders in order to develop more detailed quantifiable measurements of progress;
- c) Security restrictions which impact the Evaluation team’s ability to conduct monitoring visits to the WPCs and FGCs in order to validate results of interviews and On-Line surveys;

In light of the above, it was therefore determined that the Evaluation would use a mixed method with focus on a *strongly qualitative design, ensuring strong participatory approaches and ensuring all analysis is informed by the normative standards guiding EVAW Programming world-wide.*

The mixed method would be strongly guided by the UNEG Handbook for Integrating Human Rights and Gender Equality Perspectives in Evaluations in the UN System, and by the WHO’s 2005 Guidelines “Researching Violence Against Women” by Ellsberg and Heise, so as to ensure that any engagement with survivors of violence and any use of the evaluation findings does not present a risk or do harm to those involved.

In practical terms, ensuring a rights-based approach and gender aware approach to the Evaluation meant shaping a safe and open platform/space for UN Women’s partners to provide feedback in the areas that they prioritise; and in a manner which ensures confidentiality. The On-line Surveys were an excellent opportunity for such confidential dialogue. In addition, during the semi-structured interviews carried out, the Evaluation Team tried to ensure that while the Evaluation questions guiding the interviews and focus group discussion were tabled which focused on the four evaluation criteria of Relevance, Effectiveness, Efficiencies and Sustainability, the discussions were guided by the priorities and concerns of the respondents

⁷ Prevalence Data and Administrative data are different. Siting administrative data as a way of measuring an increase or decrease in VAWG is misleading – administrative data captures the services provided and the background of the clients. Prevalence data – which is gathered through surveys using specific methodologies – is the only means by which actual estimated numbers of persons experiencing violence can be calculated. At present in Afghanistan, the main figure cited in terms of Prevalence of violence against women is 87% of women have experienced violence in their lifetime; 67% have experienced multiple forms of violence (based on a publication entitled “Violence Against Women and Girls in Afghanistan, 2013” produced by the Governance and Social Development Resource Centre.

themselves. This meant that not all interviewees answered all questions – and this was allowed by the Evaluation Team as a means of ensuring strong comfort, and also as a means of assessing what aspects of the Evaluation’s scope are most relevant and pressing for UN Women’s partners. Additionally, when meeting with women and girls surviving violence, the Evaluation Team utilised the WHO’s parameters so as to avoid any intrusive or un-necessary discussions about their individual challenges or backgrounds. Dialogue was instead focused on their current living conditions in the WPCs and their needs in terms of strengthened economic independence and recovery. The Evaluation instead used the Quarterly reports of the Implementing Partners, as well as the 3rd Party Monitor Reports, to assess the scope and type of cases being dealt with by the WPCs and FGCs.

UN Women provided a time frame of six weeks, including a one week mission of the international consultant, in which to conduct the EAW Evaluation. It was determined that within this tight time frame, data collection and evidence for the Evaluation would be based on the Desk top review; Focus group discussions; interviews; and on-line surveys.

The Evaluation therefore gave priority to getting feedback firstly from UN Women’s implementing partners – MOWA, MRRD, MoJ, and the NGOs contracted to deliver services to women and girls surviving violence at the provincial level. The Evaluation – to the extent time allowed – would also prioritise getting feedback from the Donor countries supporting UN Women ACO’s work, as well as general and indirect partners of UN Women also working in the area of Gender Equality and EAWG.

The Evaluation benefited from an extensive **desk top review**, particularly given the UN Women ACO’s investment in evaluations and capturing of best practices since 2014. The EAW Special Fund’s evaluation (2008-2014); the Government of Australia’s mid-term review of their partnership with UN Women ACO in the area of EAW; the Mid-Term Review of UN Women ACO’s Strategic Note in 2016 which involved considerable consultation with national and international stakeholders in the early part of 2016; UN Women’s internal annual reporting processes; extensive donor reporting under Goal 3 as well as significantly enhanced Implementing Partner reporting since 2014, and strong 3rd Party Monitoring reports all have provided the Evaluation with solid analysis on progress under the EAW Portfolio. The Evaluation also reviewed nationally-owned research and analysis on the impact of the EAW Law and work of the government and NGOs in this regard.

Self-Directed on Line Survey (English/Dari/Pashtu) was completed by 63% of the UN Women ACO EAW Special Fund’s implementing partners (Women’s Protection Centres and Family Guidance and Counselling Centres, primarily). The survey focused on tracing impact of technical and financial support received by UN Women to date. So as to compare the Evaluation results and in particular in the area of Efficiency and Effectiveness, the Self-Directed Survey drew from the original versions completed under the first EAW SF Evaluation (2008-2014), but was modified to reflect the new approaches of the ACO since 2014, as well as fold in the formative aspect of the current Evaluation.

Focus Group discussion: Given the security and time limitations facing the Evaluation team, UN Women ACO brought all the NGOs currently supported by the EAW Special Fund – and who

are running the Women's Protection Centres and Family Guidance Centres – to Kabul for a half day Focus Group discussion with the Evaluation team. Also, joining the focus group discussion were Kabul-based NGOs who have worked with UN Women ACO in campaigns/awareness raising activities; as well as the NGO who is the 3rd Party Monitor of the EAW Special Fund. The FG Discussion was strongly focused on Effectiveness and Efficiencies of UN Women ACO's EAW Portfolio, as well as detailed discussions on how national capacities and national ownership could be enhanced through UN Women's strategies and approaches.

Interviews and field visits: During an intensive, seven-day mission, the Evaluation team met with National and international stakeholders, implementing partners, women's activists, and key government authorities; as well as UN agencies and international NGOs (See annex for list). In the weeks that followed the one week mission, the national and international consultants both held skype calls with individuals and organisations that were not available during the mission itself. Security limited the Evaluation team's ability to conduct extensive field visits to the WPCs and FGCs in the provinces. As such, and as determined by UN Women ACO's security assessment, the Evaluation Team had a half-day visit at a Kabul-based WPC which supports work nation-wide; and had a one day field visit to Parwan to meet with the Governor's office; observe the outreach work of the NGO responsible for the WPC/FGC in Parwan, and visit the WPC itself and meet with the women beneficiaries and WPC staff.

An On-line Stakeholders Sample Perception Survey (English/Dari/Pashtu) was shared with almost 100 national and international stakeholders/partners of UN Women in Afghanistan. The response rate to this survey was much lower than the IP Survey, with a little under 19% response rate, unfortunately. The Evaluation team extended the deadline of both this On-line Survey as well as the Implementing Partner Survey, and both the ACO and Evaluation team followed up with persons invited to respond to the Stakeholders survey. Nonetheless, the response rate remained very low. As such, while the Evaluation Team was able to extract some good analysis from the comments and feedback shared in the Survey, extracting quantifiable data remained problematic in this target group. The interviews with the international partners and indirect national partners provided more tangible results, however.

The **triangulation the results of the above evaluation** tools for the summative aspect of the evaluation relied heavily on the desk-top review, the interviews and Focus Group discussion, and the Implementing Partners' On-line Survey Responses. For the formative aspect of the evaluation, the results relied heavily on the interviews, the MTR of the Strategic Note, and to a lesser extent on the results of the On-Line Stakeholders Sample Perception Survey.

Limitations and Mitigation of Constraints

- **Time Frame:** As laid out by UN Women ACO, the Evaluation of the EAW Portfolio took place within a tight time frame of six weeks, including a one week field mission. The UN Women ACO adopted this streamlined approach in part due to the fact that a thorough and extensive evaluation of the EAW Special Fund took place in 2014 (completed in early 2015) as well as the Australian Government's Mid-Term Review of their partnership with UN Women ACO under Goal 3 in 2015. The results of both the UN Women's first independent evaluation of the EAW SF and the Australian Government's MTR of the

Fund still hold true. While the overall ACO EVAW Portfolio exceeds just the work of the EVAW Special Fund, a significant portion of the ACO's delivery is under the Fund. Further, the ACO conducted a Mid-Term Review of their Four Year Strategic Note, which informs on progress up to mid-2016. Additionally, the ACO has just completed extensive partnership consultations as part of the development of the EVAW/Survivor's Empowerment Journey (SEJ) Programme (see below). Resources allowed for a one week mission by the lead evaluator – but nonetheless, even if more time had been allocated, Security realities severely constricted the Evaluation Team's ability to visit the provinces beyond Kabul and Parwan at that particular point in time;

- **Evaluability and data:** As outlined, the Evaluation faced some challenges in terms of "evaluability" of the UN Women ACO EVAW Portfolio (2014-2016) at the indicator level. There is marked improvement in terms of the quality of data and reporting by the ACO's implementing partners since 2014. However, this data has not yet been translated into UN Women programme baselines by which the EVAW Portfolio's Outputs and Indicators can be quantifiably measured. Additionally, the EVAW Portfolio has not yet adopted a clear theory of change for Goal 3 by which the overall vision of the portfolio may be measured.
- **Scope:** Despite limitation of time and resources for the Evaluation, the Scope laid out by the Evaluation TORs is extensive. The Evaluation questions in the areas of Effectiveness, Relevance, Efficiencies and Sustainability were extensive and were not always well understood by the mixed range of partners interviewed. To allow for strong ownership by the national stakeholders in particular, the Evaluation team allowed the interviewees to determine emphasis of interview (i.e. what aspects of the Scope are most relevant to them – Relevance, Efficiency, Effectiveness, and Sustainability). Nonetheless, many were unable to respond to all questions – and their lack of response was also a means for the Evaluation Team to assess the effectiveness of UN Women's overall public relations/communications and outreach strategy in the country.
- **Scope – Continued:** Additionally, the decision to have the Evaluation be both Summative and Formative in focus was a strategic one, and in the flow of discussions with partners through the FG Discussion and interviews, the assessment of future work emerged quite naturally. However, the Evaluation TOR's original questions relating to Formative aspects were overly ambitious. To the extent that respondents' inputs allow, the Evaluation has attempted to answer all Formative questions outlined in the original Evaluation TORs. Where the greatest analysis emerges however, is in the Relevance and in the Sustainability criteria of the evaluation. In terms of Effectiveness and Efficiencies, the Evaluation team has attempted to speculate based on results of the desktop review and some inputs from MoWA and international donors, in particular.
- **Bias:** As with all qualitative analysis, the Evaluation Team is challenged by ensuring individual bias on the part of the respondents/interviewees does not skew the results of the Evaluation – particularly in light of the relatively small group of stakeholders engaged when compared to other evaluations. A striking feature of this particular evaluation however, was how similar the results of interviews and survey respondents were regardless if coming from NGOs, Government or international partners. The exception

is the in the area of Efficiencies, in which only the Implementing Partners of UN Women could answer the Evaluation questions in a comprehensive manner.

OVERALL FINDINGS AND CONCLUSIONS

Summative Evaluation

The overall finding of the Evaluation is the EVAWG Portfolio has made significant contributions in the areas of its Outcome 3.1 - *Government of Afghanistan implements legal frameworks combating and preventing violence against women and girls in coordination with civil society* – particularly in relation to strengthened services for survivors; strengthened role of local government response, and towards strengthened legal frameworks.

The Evaluation also finds, however, that while specific government entities such as MOWA and the Ministry of Justice strongly recognize UN Women’s technical role in on-going legislative reform relation to EVAWG, the majority of national and international partners remain unaware or unclear about UN Women’s role in this regard.

All interviews, and the desk top review, as well as the majority of responses in the two On Line Surveys show satisfaction by UN Women’s national and international partners in the area of increased services for women and girls escaping violence. In the same vein, the majority expressed limited satisfaction or knowledge with UN Women’s work on mobilizing society to end violence against women (prevention).

NGO partners and key government partners all stated that there has been progress in terms of the capacity development of national bodies to lead key coordination bodies in the area of EAW – such as the EAW High Commission and Provincial level commissions, as well as the Women’s Protection Centre Coordinating bodies. Additionally, MoWA is increasingly systematizing the monitoring of the EAW Law’s implementation, and they are gradually strengthening their positioning and advocacy around key bodies of legislation pertaining to EAW in 2015-2016. However, all – including MoWA – stressed that without UN Women’s support of these capacities under the EAW Portfolio, the work could not be sustained. Further, no other identifiable sources of funds are available to support this work beyond UN Women’s investment.

MOWA and UN Women have established a strong partnership, where there is evident mutual respect and trust on both sides, as well as clear lines of communication to the very top of MOWA and UN Women HQ in which any operational challenges are openly addressed. The interviews with MoWA and international partners in particular show that there has been some progress in this area. For example, MoWA fully coordinates the EAW High Commission, with basic financial support from UN Women. Additionally, the adoption of the National EAW Strategy and Action Plan was strongly under MoWA’s leadership, as is its role out in 2017. Nonetheless, both MOWA and UN Women have expressed the wish to see MOWA taking more “front line”

role in key areas of work currently perceived as “lead” by UN Women, particularly in the area of management of the ERAW Special Fund, and in the formal and informal coordination of international and national stakeholders in the area of gender equality.

The Evaluation finds that the one area of commitment under the UN Women SN on ERAWG where there are no tangible or measurable results beyond some key activities is increased awareness and mobilization of society in support of preventing VAWG. Both UN Women and its international and national partners all see a need to move away from “activity/” days” oriented work on advocacy and awareness, to longer-term, community lead dialogues.

This is a common challenge among ERAW programmes worldwide, where immediate emphasis tends to be on establishing the legal frameworks to protect against VAWG, and ensuring the related services are in place and accessible for women and girls escaping violence. Social mobilization and the subsequent behaviour change in a context like Afghanistan is a considerable challenge, which requires long-term commitment on the part of donors and the Entity, as well as established partnerships at the local level among men, boys, religious leaders, political leaders and youth. UN Women ACO has, by necessity, focused on the establishment of legal frameworks, services and monitoring of both. Establishing the necessary social mobilisation/behaviour change partnerships with MRRD, MoHRA and local partners has been a key focus of rolling out the new UN Women ERAW/SEJ Programme.

The measurement of behaviour change is very difficult in the absence of strong baseline data on people’s perceptions and opinions about violence against women and girls. To fill this gap, UN Women, Promundo (international NGO), and the International Centre for Research on Women (ICRW) are working together with the Afghan Central Statistics Agency to conduct the country’s first “International Men and Gender Equality Survey” in 2017/2018. Under this partnership, a *representative household sample survey* will be carried out with women and men (ages 18-59), in at least two settings - ideally one urban (Kabul) and one peri-urban or rural setting, using the IMAGES questionnaire as the basis. *Qualitative research* will also be carried out together with the IMAGES survey to adapt and test the survey items and to further investigate key areas in which masculinities and gender relations are changing and where policies and programs can intervene to accelerate change, empowering women and guaranteeing their realization of the full suite of political, economic and social rights (for example, men’s participation in caregiving, men’s attitudes and practices related to women’s participation in the workplace and public life, around sexual and reproductive health and rights and men’s attitudes and practices toward gender-based violence and violent control of women’s sexuality). *Results will be widely disseminated* at the national level together with key partners, and at the regional level together with UN and civil society partners. *Findings will also be used to drive program development and advocacy work together with partner non-governmental organizations (NGOs)*. Furthermore, research findings will serve as a baseline for UN Women’s programming in Afghanistan.

- [Summary of UN Women ERAW Portfolio Results to Date \(2014-2016\)](#)

The UN Women EAW Portfolio (2014-2016) was implemented at central and provincial levels. At central level, partnership is mainly with Ministry of Women Affairs (MoWA), Ministry of Justice and the EAW High Commission; and at provincial level through the Department of Women's Affairs (DoWAs), Offices of Provincial Governors and EAW Provincial Commissions; and civil society partners in 18 provinces⁸ to varying degrees.

According to a review of the MTR of the Strategic Note and key donor reports, UN Women's EAWG Portfolio has realized the largest number of results at the outcome and output level than any other area that UN Women works around in Afghanistan. The ACO's EAWG Portfolio is also the work for which UN Women is best known for in the country.

Since 2014, the ACO contributed towards the adoption of the EAW National Strategy and Action Plan; the drafting of the still-to-be-adopted Anti-Harassment law, and the implementation of the Anti-Harassment regulation through the development of Standard Operating Procedures and a training manual; as well as gender sensitive provisions to the electoral reform process; rejection of the revised Penal Code to include a provision for stoning as a punishment for adultery; and removal of the amendments to Article 26 of the Criminal Procedure Code (CPC) which gave immunity of family members from being questioned as witnesses, thereby making prosecution of EAW cases potentially very difficult.

UN Women's support to these advances was primarily through the provision of technical advice to both decision-makers and rights holders on international standards guiding gender equality; direct technical expertise in the drafting of Legislation and Action Plans; and concerted investments in advocacy – including supporting national stakeholders in advocating for these legislative changes, as well as direct interventions with senior decision-makers by senior UN Women officials in Kabul and in New York on key points, including the issue of stoning in the Penal Code and the contentious articles in the CPC.

In reviewing the ACO's Annual Reports and the reports of implementing partners, the Evaluation confirms the ACO's own assessment that through UN Women support via the EAW Special Fund support, WPCs and Family Guidance Centres provided services to an average of over 3500 EAW survivors through 17 EAW Commissions and 11 Women's Protection Centres (WPCs); and six Family Guidance Centres (FGCs). Through the EAW Special Fund, UN Women was able to support the provincial-level EAW Commissions and their adjutant Resource Centres to monitor victim's access to justice and protection, improve coordination and engagement for advocacy and action to prevent VAW, and ensure judicial institutions at the provincial levels are responsive to the rights of women and girls in accordance with national and international commitments.

The vast majority of on-line survey responses (as well as semi-structured interview with MoWA and the Implementing partners, as well as key donors, indicate that the ACO continues to be the primary source of technical expertise in the monitoring and reporting around the EAW Law in the country. The MTR of the ACO's Strategic Note recently found that "In addition, the ACO

⁸ Kabul, Parwan, Kapisa, Kandahar, Samangan, Balkh, Jawzjan, Sarepul, Baghlan, Kunduz, Takhar, Badakhshan, Bamyan, Daikundi, Herat, Kunar, Laghman and Nangarhar.

has been taking a lead role to support MoWA to upgrade the existing offline VAW database to a web-based system that will be managed by the MoWA, and allow for a more efficient system of registering and documenting cases of VAW in the provinces, and ensuring that registered and documented cases of VAW are stored in a centralized database that is managed by MoWA in Kabul City. The Database's inputs will aid in the Government's official monitoring and reporting on the impact of the EVAW Law's implementation. The plan is that the web-based system will ensure one unified data set that is accessible at the national level while at the same time protecting the privacy of the victims. The ACO's inputs have been financing and training of database users; as well as working with MOWA to ensure privacy protection and standard operating procedures adopted with the database which are in conformity with international best practices."⁹

It is important to note, however, that the Evaluation found very mixed understanding within MOWA and among the EVAW Special Fund's Implementing Partners on the effectiveness and activeness of the VAW Database. Interviews with partners indicate that it is important that UN Women ACO and MOWA establish clear lines of communication within the Ministry and with all local stakeholders under the WPC/FGC/EVAW Commission structures about how and when the VAW Database is to be used.

- Findings related to Partnerships under the UN Women EVAW Portfolio

Linked to partners' evaluation of UN Women's lack of systematic focus on prevention of VAWG and, therein, the behaviour change required at the community level, is a mixed assessment of the strategic nature of UN Women ACO's partnerships in the EVAW Portfolio.

UN Women and the USAID funded International Narcotics and Law Enforcement Affairs (INL) are the primary supporters of all women's shelters in Afghanistan. Given the limited time frame of this current Evaluation – and the extensive evaluation of the EVAW SF in 2014 and again in 2015 – this report does not get into the details of partnership selection under the EVAW SF. However, it is clear that UN Women has invested strongly in the NGOs selected, and that the partners were selected through an inter-agency, transparent mechanism involving MOWA, other UN agencies and international partners.

As part of the EVAW/SEJ Programme's work to mobilise communities in support of changing behaviours which lead to VAWG, UN Women has focused on strengthening and institutionalizing formal partnerships with MRRD and Ministry of Haj and Religious Affairs (MoHRA) in an effort to better access the communities and rural areas of the provinces in which WPCs and FGCs are supported. However, while all donors interviewed, as well as MOWA expressed appreciation for the complexity and importance of establishing such partnerships, they also expressed concern that the pace with which these partnerships were established was too slow in the 2014-2016 period.

⁹ Mid-Term Review of the UN Women ACO's Strategic Note (2014-2017), page 15.

The ACO's 2015 launch of HeforShe – a mechanism which mobilises male champions to end VAWG – was a considerable success of UN Women in such a challenging context as Afghanistan. Partners now want to see this network move beyond “activity-oriented” advocacy to longer term mobilization of male and youth champions around EAWG in the country. According to the majority of responses under the Self-Directed Survey put forward to Implementing Partners by the Evaluation team, all IPs have tried to engage more with men, boys and religious leaders since 2015, but it is unclear what the impact of this work has been. Terms like “awareness raising” and “community mobilization” are often interpreted very differently by partners. In reviewing the IP quarterly and annual reports, however, the Evaluation finds that the WPCs and FGCs are trying to increase knowledge about women's rights, and trying to build a community level dialogue – but much more technical support is needed by UN Women and others to make this possible.

The EAW Portfolio's relationship with the Ministry of Justice's technical working group on criminal law reform has been an essential means by which UN Women's influence has been realized over the legislative reform processes mentioned above.

The Evaluation notes with interest the initial attempts of the ACO, under the EAW/SEJ Programme, of mobilizing partnerships with Afghan-owned private sector partners such as Roshan Mobile Network. Still at a very nascent stage, such creative private sector partnerships would provide necessary support in particular to the component of the EAW work in the future which is more focused on women's economic security as a means of escaping unsafe situations.

The Evaluation finds that a key point reiterated by IPs in both the Focus Group discussion and the Self-Directed online survey is the need to strengthen the networking among NGOs delivering services and working around EAWG throughout the country. As a point of “duty of care” which UN Women has to the WPCs, FGCs and EAW Commissions in particular, it was found by the Evaluation that an increased dialogue and regular meetings of these entities nation-wide would provide an important venue for service providers to share experiences, deal with the incredible stress which comes with working day in and day out around violence, and learn from each other's best practices.

Formative evaluation:

The Evaluation finds that the stated direction of UN Women's Strategic Note for 2017 onwards is responding to the concerns and gaps highlighted by partners in the Evaluation in relation to ending violence against women and girls.

Further, in the area of provision of services to women and girls escaping violence, the Evaluation finds that a key short-coming of the WPCs has been the challenge the clients face in establishing economic security and thus reintegrating into society after leaving the shelters. Without this economic safety net, the sustainability of the impact of services provided to women and girls is

called into question. When clients of the WPCs and FGCs have expressed dissatisfaction, it has almost entirely been based on their perception of how/if justice was realized; and how/if they will be economically independent. It is essential that women and girls have access to safe markets, safe spaces, necessary adult vocational training, Justice and access to financing so as to gain independence from the WPCs and/or potentially unsafe family life.

According to the majority of respondents to both the Implementing Partners/Self-Directed On-Line Survey; and the On- Line Stakeholders Perception Survey, the future priorities of UN Women should be a) to continue with the provision of support to services, paying closer attention to the technical needs of the WPCs; b) continue and deepen its work on EVAW legislative reform, implementation and monitoring; c) significantly deepen the work on community mobilization and behavior change (prevention); and d) significantly deepen the partnerships required to have longer-term dialogue at the local and national level on women's rights in Islam, and mobilizing non-traditional partners such as men, boys and religious leaders, in ending violence against women and girls.

Based on the results of all Evaluation tools utilised, the Evaluation finds that the emerging EVAW/Survivor's Empowerment Journey (SEJ) Programme is very responsive to the national needs of Afghanistan and the above-stated requests of partners under the Surveys. The EVAW/SEJ Programme, launched in 2016, is working to close the existing programmatic gaps in UN Women's EVAW Portfolio, with much greater emphasis on linking peace and safety in the home and in the community to greater prosperity and development for all. The EVAW/SEJ Programme is entirely focused at the community level, and in partnership with the Ministry of Rehabilitation and Rural Development (MRRD) will aim to change behavior at the community level; improve women and girls' access to economic opportunities; and increase linkages between the communities and the WPCs/FGCs currently at the central level of each province.

RELEVANCE

Evaluation Questions – Relevance

Summative:

- Did the objectives and strategies address the needs and priorities in national/provincial context?
- What is UN Women’s comparative advantage in this area of work compared with other UN entities and key partners?
- How beneficial have the linkages and alignment between EVAW SF, and other UN Women projects been to maximize complementarity and synergy of efforts?

Formative:

- What if any other considerations should be taken to ensure the EVAW/SEJ will strengthen the linkages and alignment between EVAW SF, and other UN Women projects?

Summative

Outcome 3.1. Government of Afghanistan implements legal frameworks combating and preventing violence against women and girls in coordination with civil society.

The Evaluation finds that the Outcome and outputs of the 2014-2016 UN Women EVAW Portfolio were highly relevant to the Afghanistan context, but that greater programmatic emphasis was required in the areas of deepened law reform, long-term behavior change to prevent VAWG, and greater integrated programming so as to address the interlinked realities of lack of economic security to women and girls’ vulnerability to experiencing violence and harmful practices.

Neither the desktop review nor interviews/focus group discussions showed significant evidence of increased, integrated programming between the EVAW SF and other UN Women projects in the 2014-2016 period, beyond that of work with establishing the HeforShe Network of Champions. The MTR of the UN Women ACO Strategic Note did, however, capture the fact that there was greater coordination among the UN Women ACO programme pillars in terms of planning and attempting to link activities. The desk top review did capture some evidence that the data emerging under the Economic Empowerment Pillar’s investment in knowledge about women in markets; and the strengthened monitoring of the status of women and men by MOWA supported by UN Women’s coordination and advocacy pillar have clearly informed the advocacy of the EVAW Pillar.

Universally, all interviews and the majority of responses to the two on-line surveys show that UN Women’s past and future direction of work in the area of EVAWG is on track and meeting the expectations of Afghan partners, both government and civil society. It is interesting to note that no one interviewed or surveyed felt UN Women’s EVAWG Portfolio was over-stretched. Rather

all, including donors, want to see UN Women doing more. All national and international partners, and all desk-top documents reviewed stressed that a key priority within this work is ensuring significantly strengthened national capacity to take on greater ownership of the UN Women EAW Portfolio in the future.

The Evaluation finds that in a review of Desktop and interview responses, partners define UN Women's comparative advantage based on the Entity's three-fold remit of normative, operational and coordinating roles. Specifically, partners strongly appreciate the Entity's support of integrating international norms and standards around EAW into the national legislation; providing a strong focus through its partnership with MOWA in strengthening the coordination mechanisms in the area of EAW at the national and local level; and being one of two international bodies ensuring that services are available in 12 provinces for women and girls escaping violence. It is this last point which all groups interviewed stressed as UN Women's most important role – that of ensuring that services and shelters are available.

The Evaluation finds that in terms of assessing relevance of UN Women's portfolio, it is important that the ACO do more to increase its visibility nation-wide, as on many topic areas of the UN Women EAW Portfolio, there were mixed levels of knowledge about UN Women's investment and role – particularly in the areas of legislative reform, coordination, and capacity development.

Output 3.1.1. Ministry of Women Affairs has increased capacity to monitor and coordinate operations of all Women Protection Centres and Family Guidance Centres at the national and sub national levels, in partnership with other relevant ministries and civil society organisations.

Output 3.1.2. UNW funded Women Protection Centres and Family Guidance Centres provide improved and standardized services in accordance with MoWA's protocols and in coordination with the GBV referral system; Output 3.1.4. National and international stakeholders improve coordination and engagement for advocacy and action to prevent GBV, with particular focus on engaging men, boys and youth.

All partners working in the area of service provision – MOWA, DOWA, Provincial Governor's offices, the EAW High Commission, the NGOs running the WPCs and FGCs – emphasized that the EAW SF's current Calls for Proposals and direction are strongly responsive to the needs of the country. The two key gaps in UN Women's support to services is a) the need for greater technical capacity development of NGOs and government providing services to women and girls escaping violence – particularly in the areas of psycho-social support to the clients; improved mediation and access to justice skills/services; improved outreach at the community level in terms of women and girls' reintegration; and greater economic opportunities for women and girls so as to better transition out of the WPCs; and b) the Entity's limited outreach at the community level in the provinces in which the ACO operates.

The Evaluation finds that UN Women's capacity to relevantly support the expansion of services from the urban centres to the rural areas is firstly based on availability of resources within the

EVAW SF; the willingness of the Provincial Governors and MRRD mechanisms to negotiate a safe space for these services at the community level with local leaders and the police; and finally, significant investment on the part of donors to the NGOs operating the FGCs and WPCs so as to ensure these organisations have the necessary on-site security and well-defined emergency plans and business continuity plans, given their anticipated vulnerabilities.

All persons interviewed, and all responses to both on-line surveys indicate that a key gap in terms of relevance is the Entity's limited outreach at the community level in the provinces in which the ACO operates. It is important to state that unlike other UN agencies, UN Women does not have a field-based presence outside of Kabul. The issue of security for the WPCs, FGCs and all entities working on such a sensitive issue like EVAWG cannot be overstated. In some provinces – such as Parwan and Bamyan - the government and NGO partners expressed confidence that they could expand outreach and services to the community levels throughout these provinces, provided UN Women could provide the resources. It is envisioned that through the EVAW/SEJ programme, and drawing on MRRD's existing community-based mechanisms, the WPCs and FGCs in the pilot provinces of the EVAW/SEJ will be able to better access women and girls at the community level.

Another gap identified within the Service sector is shelter and services for women and girls who “fall between the cracks” of the system – primarily, abandoned elderly women and women/girls who have mental disabilities. Currently, the WPCs are being asked to house these categories of women and girls, without the necessary capacities to do so, and this exacerbates an already challenging living environment within the shelters. All national stakeholders interviewed stressed the need for support to these women and girls. The EVAW High Commission meeting which the Evaluation Team observed included a lengthy discussion on the need for MOWA to secure property so as to establish a shelter for women and girls living with mental disabilities. This proposal has received full support from the Office of the President, although it was not clearly articulated in the meeting from where the funds and technical resources for such a shelter would come. No specific “asks” were directed to UN Women on the point of protecting these vulnerable women and girls, beyond a general request for “support”. However, it is not clear in reviewing UN Women's global Strategic Plan how/if such work would fit into UN Women's overall comparative advantage in Afghanistan. There may be other UN agencies who are better placed to respond to this request.

In terms of UN Women's coordination role, the Evaluation finds the Entity's current positioning, both within national and international coordination mechanism, as relevant. A key finding, reflected upon in more detail in the other sections, is that the UN Women support to coordination is resulting in greater information exchange among stakeholders, but not necessarily improved coordination or enhanced, more strategic work on EVAWG – both of which are meant to be the primarily results of UN Women's coordination role world-wide.

Output 3.1.3. National and provincial EVAW Commissions promote and monitor GBV victims' access to justice and protection in accordance with the Government's national and international commitments;

Output 3.1.5. Judicial institutions and legal frameworks are responsive to the rights of women and girls in accordance to national and international commitments.

Many of the partners interviewed by the Evaluation Team stressed the importance of UN Women deepening its EVAW work to focus more on Rule of Law – the effectiveness of the EVAW Courts; dealing with the lack of political will and knowledge/capacity of police in many provinces and nation-wide to grapple with cases of VAWG; and tracking the Court's overall decision-making on cases of VAWG, and their enforcement of these decisions. Given the significant investment by multiple international partners in the area of Rule of Law; and the UN System's long-standing work on Rule of Law in Afghanistan, it is the recommendation of the Evaluation that if UN Women is to deepen this area of work, it should be done in close coordination and joint partnership with UNDP, UNAMA and other key international players.

Formative

The proposed Outcome areas of Goal 3 from 2017 – 2019 onwards are assessed as highly relevant by the Evaluation team's findings.

Outcome 3.2 Favourable social norms, attitudes and behaviours are promoted at community and individual levels to prevent VAW;

Outcome 3.3 The quality of early intervention and package of essential services is improved to support the empowerment of VAW survivors for safe reintegration into families and/or communities using the survivor-centred approach;

Outcome 3.4 An enabling legislative and policy environment in line with international standards on EVAW is in place and translated into action.

The Evaluation found that in the 2014-2017 Summative analysis, the key gaps listed by all implementing partners, government bodies (national and local) and international partners were in the area of deepened law reform focus; long-term behavior change to prevent VAWG; and greater integrated programming on the part of UN Women so as to address the interlinked realities of lack of economic security to women and girls' vulnerability to experiencing violence and harmful practices.

EFFECTIVENESS

Evaluation Questions – Effectiveness

Summative:

- To what extent were the programmatic objectives and targets achieved?
- Are the various activities undertaken by EAW SF to end VAW reinforcing one another? If so, how?
- What, if any, were the unexpected outcomes?

Formative:

- Has the action taken by UN Women ACO in response to the recommendations of the prior External Evaluation of EAW SF added to the effectiveness of the programme?

Please note that Annex I – UN Women ACO EAW Portfolio Conceptual Framework (2014-2019) provides greater detail in terms of progress against each output and indicator.

Summative:

Outcome 3.1. Government of Afghanistan implements legal frameworks combating and preventing violence against women and girls in coordination with civil society.

Under this Outcome, the Output universally assessed by all partners interviewed by the EAW Evaluation as the most effective is *Output 3.1.2. UNW funded Women Protection Centres and Family Guidance Centres provide improved and standardized services in accordance with MoWA's protocols and in coordination with the GBV referral system.*

In reviewing the performance of the UN Women ACO EAW Portfolio, it is important to note that there were significant external factors beyond UN Women's control which impacted effectiveness. The MTR of the UN Women Strategic Note captures these very effectively, and the majority of Implementing Partner interviews, the FG Discussion and detailed discussions with the local government partners in Parwan reiterate the following contextual challenges which impact the Effectiveness of the UN Women EAW Portfolio in Afghanistan:

- National and Local Level Instability and Insecurity, further impacted by the complexities surrounding the last Presidential election, the delay in forming the new government, and the continued insurgency by Taliban and other actors throughout the country. Insecurity has impacted operations of WPCs and local EAW Commissions in certain provinces. As outlined in the ACO's Annual Report for 2015, the insecurity "not only limited the staff mobility impacting programme implementation, it also resulted in brain drain and

decline in readiness of both women and men to take up public positions, participate in elections, which include positions of women governors.”

- Continued strong influence of local religious leaders operating outside of the GoIRA’s control and influence of conservative factions in the Jirga, resulting in an ever-present push back towards women’s rights and gender equality. At the local level, the EAW Commissions and WPCs/FGCs have to very carefully maneuver the negative impact these religious leaders can have. In the FG Discussion, all IPs mentioned the long-term impact negative impact that local and national leaders’ statements against WPCs has had on the functioning and outreach of the WPCs. MOWA and UN Women have worked through influential leaders at the national and local level to dispel the myths that WPCs are brothels or contravening Islamic principles.
- Reduced International Presence and Aid: With the drawn-down of international troop presence, there is increasingly a reduction of international aid to Afghanistan, and a parallel prioritization of direct funding of the GoIRA as opposed to multilateral organisations, UN Agencies in Afghanistan are facing a less certain aid environment in the coming years. Since the fall of the Taliban in 2002, the international community has politically prioritized advancing gender equality and women’s rights in Afghanistan – but with the exception of a few Member States, all of whom are globally UN Women’s largest donors – there is a risk that the political support may not translate into financing. Currently, as the Cost-Benefit Analysis table in Efficiencies Section shows, the funding available to UN Women ACO for services at the provincial level is inconsistent and diminishing.

Output 3.1.1. Ministry of Women Affairs has increased capacity to monitor and coordinate operations of all Women Protection Centres and Family Guidance Centres at the national and sub national levels, in partnership with other relevant ministries and civil society organisations;
Output 3.1.3. National and provincial EAW Commissions promote and monitor GBV victims’ access to justice and protection in accordance with the Government’s national and international commitments;

The Evaluation finds that MOWA’s capacity to monitor the implementation of the EAW Law has been strengthened, and this role is recognised by all national partners interviewed. The release of the 3rd Annual Report on the implementation of the EAW Law by MOWA is counted as a key output of UN Women’s partnership in 2016.

It is important to note, however, that the Evaluation found very mixed understanding within MOWA and among the EAW Special Fund’s Implementing Partners (national NGOs) on the effectiveness and activeness of the VAW Database. UN Women ACO and MOWA will need to establish clear lines of communication within the Ministry and with all local stakeholders under the WPC/FGC/EAW Commission structures about how and when the VAW Database is to be used.

MOWA and DOWA’s coordination roles have been strengthened by UN Women’s investments, particularly in terms of convening and monitoring the work of the EAW High Commission

(national) and provincial level EAW Commissions. In recent years, MOWA has instituted greater systematic approaches to the convening and follow up of the EAW High Commission, and they are largely implementing this function on their own, with only UN Women finances being utilized when necessary. However, in terms of MOWA's direct monitoring of the EAW services at the provincial level, they are still entirely reliant upon UN Women's financing to get even one MOWA staff to a province once a quarter.

The WPC Coordination bodies at the provincial level are improving. A review of donor reports and discussions with UN Women ACO indicate that the MOWA WPC Directorate has received technical, financial and capacity development support since 2015, so as to increase its overall functioning and monitoring role. The performance of the WPC Directorate was not raised by any partners, including the DOWAs, approached, but it is clear that the functioning of the national-level EAW High Commission (chaired by MOWA) has improved through UN Women support, and the WPC Directorate of MOWA has a positive role to play in this regard.

Having said that, a number of IPs expressed frustration with the ineffectiveness of DOWAs in dealing with aspects of the services; and all have had to call on MOWA or UN Women to support improved dialogue with the DOWAs in recent years. Please see the below section "Sustainability" for more detail analysis on National Capacity.

In the 2014 EAW SF cycle, the financing and logistical support of the Provincial EAW Commissions was shifted from the DoWAs to local NGOs. Coordination of the EAW Commissions still rests under the DoWAs. Yet, all IPs interviewed stressed the fact that in their assessment, if their NGOs were not driving the need for the Commissions to meet, the DoWAs may not take a proactive approach. UN Women staff interviewed have a different perspective on this point, however, and see the 2014 EAW SF decision as a positive step in which the NGOs running the WPCs/FGCs now have greater voice in the coordination and working of the Provincial EAW Commissions.

Output 3.1.2. UNW funded Women Protection Centres and Family Guidance Centres provide improved and standardized services in accordance with MoWA's protocols and in coordination with the GBV referral system;

In terms of provision of Services to women and girls escaping violence, all interviewed by the Evaluation team stressed the strong effectiveness of UN Women's EAW Special Fund in ensuring the consistent and quality functioning of WPCs and FGCs. As one interviewee stressed, at the end of the day, the most important feature of UN Women's EAW Portfolio is its commitment to directly ensure the day to day safety of women and girls escaping violence.

In terms of National capacity building, the Evaluation finds that the ACO has provided the NGOs leading the services at the provincial level effective support in both delivery of financial and technical resources. All implementing partners under the EAW Special Fund have reported greater project management, financial management, and reporting capacity through UN Women's support. The Desk top review by the Evaluation can confirm a marked increase in the quality of reporting by IPs since 2014. Further, all IPs are now collecting harmonised

administrative data on the types of services provided, numbers, types of cases, and the resolution of these cases. The 3rd Party Monitoring has been expanded and also provides the Government with much more comprehensive analysis of the strengths and weaknesses, including “client satisfaction” of the WPCs and FGCs and EVAW Commissions.

IPs interviewed stressed that since 2014, the EVAW SF has improved its effectiveness, and that the Calls for Proposals are more directly responsive to the IPs’ stated priorities and concerns. The NGOs stress the effectiveness of UN Women’s training and skills development in the areas of their organisations’ RBM, project management and financial management skills.

UN Women and INL are the only two supporters of Women’s Protection Centres in Afghanistan. All interviewed stressed the effectiveness of the EVAW SF in this regard, and the utmost importance of this work continuing. In terms of the challenges many of the WPCs and FGCs faced in day to day implementation, the main areas where they have called on UN Women to intervene has been a) improving relations and mobilising support from local authorities; and b) medical support for clients in the WPC who may need access to services beyond what is offered in their local community.

A key challenge to the effectiveness of Services under UN Women’s support has been the perceived “bad” reputation of the WPCs, who are seen in many communities as trying to break up families or lead women and girls away from Islamic traditions. In these cases, the NGOs have had to mitigate these implementation challenges themselves through improving relations with local leaders often with the EVAW Commissions’ support.

All IPs interviewed, and detailed discussions with MOWA and the local Government partners in Parwan stressed the need for further investment in the following capacities in the future:

- The majority of WPCs stressed the need for better psychological support to the clients – and thus improved capacity on the part of staff to deliver this. This includes the need for staff of the WPCs and FGCs to be trained on conflict resolution;
- Security - All WPCs recognised the support provided by UN Women to date in terms of security. Indeed, in 2015 when Kunduz fell under Taliban control, UN Women supported the three neighbouring WPCs in Takhar, Samagan and Baghlan in evacuating the clients. UN Women used core funds to transport a number of the clients to a WPC in Kabul. However, many IPs in the FG Discussion requested more support in terms of ensuring that the WPCs are as secure as possible; and all requested UN Women’s support in developing business continuity and emergency response plans for the WPCs in the case of an attack on the premises.
- The 3rd Party monitoring reports list the greatest area of client dissatisfaction (women survivors) is in the area of access to Justice and access to economic opportunities. The WPCs and FGCs have asked for more capacity to provide market-relevant vocational training to the WPC clients; and to have greater mediation and legal skills available to the FGCs and WPCs;
- There is concern about the WPCs’ capacities to follow up on cases where women and girls have returned to their families after mediation or time at the shelter. All IPs state that

they conduct regular monitoring for up to a year, but many reports indicate that this monitoring is often via telephone due to limited resources and security issues. This may mean that the WPCs are not able to detect a worsening of the woman's situation in all instances.

- UN Women has a duty of care to the FGCs, the WPCS and the EVAW Commissions to deal with the stress induced from their work with victims of violence. At present, there is no formal means by which the IPs are grappling with the heavy stress their staff face day to day;
- Partners want more support in how to mobilise and engage with religious leaders, boys and men; and how to utilise communications strategies more effectively for future behaviour change/prevention work;
- Partners want greater financial and technical support for UN Women in conducting long-term advocacy and community behaviour change programmes and outreach at the provincial level. All expressed need to have greater comfort level in discussing women's rights in Islam and how harmful traditional practices are counter to Islamic principles.
- In all provinces, the DOWAs are responsible for the initial vetting of violence cases in order to determine if the women/girls should go for mediation; go for additional services at the FGC; or if they are eligible for shelter in the WPCs. It is important that MOWA, with UN Women's support, assess the validity of DOWAs' process and identify if any skills development is required so that the DOWAs can strengthen this vetting process.
- All IPs want more day-to-day access to ACO staff, whose advice and guidance appear to be well valued. Nonetheless, in reviewing the current structure of the EVAW Unit, it is clear that much of the majority of the Unit staff's time is spent in the day-to-day project management roles required in overseeing a Trust Fund like the EVAW SF. This day to day management work limits the staffs' ability to be more engaged in the broader, technical support which the IPs require.
- The Evaluation finds that 2016 saw the ACO invest more in producing case studies/stories of women and girls who have come to the FGCs and WPCs, and this investment by the ACO must continue.

A significant output level achievement of the UN Women EVAW Portfolio in this Evaluation is the establishment by MOWA of Standard Operating Procedures (SOPs) for the WPCs, and training of all WPC staff on use of the SOPs.

The Evaluation Finds that more direct training and support by MOWA, MOJ and MoHRA in Kabul of the Provincial EVAW Commissions is essential. The interviews and field missions, alongside the Focus Group discussions with the IPs show that many of the EVAW Commission members give counter/conflicting messages re: women's rights in Islam; women's rights vis a vis ending violence against women.

Output 3.1.4. National and international stakeholders improve coordination and engagement for advocacy and action to prevent GBV, with particular focus on engaging men, boys and youth.

In terms of Behaviour change and awareness, as stated previously in the Evaluation Report, the Evaluation finds that this area of UN Women's EVAW Portfolio has been the least effective –

with some important actions taken but no measurable impact to date. This area has also received the least amount of investment by UN Women in the 2014-2016 period. The challenges in this area are, in part, due to limited capacity of IPs to conduct long-term behaviour change processes at the community level, while at the same time carrying out their extensive day-to-day responsibilities under the WPCS and FGCs. It is also linked to the need to establish the necessary community-level partnerships – and maintain sustainable source of resources for these partnerships – by UN Women. The implementation of the EVAW/SEJ Programme, and through this, the emerging partnerships with MRRD and MoHRA, will greatly support UN Women’s attempts to fill this gap in their overall EVAW Portfolio.

In terms of Coordination, UN Women’s direct implementation of coordination roles, such as the UN interagency mechanism on gender equality; the Women Peace and Security national/international coordination mechanism; the Donor group on Gender Equality – these are all seen as effective forums for sharing of information as it relates to EVAWG. These forums are not seen as directly resulting in improved coordination or joint work in the area of EVAWG or Gender Equality in general, however. Direct coordination between UN Women and others is happening through bilateral discussions.

All donors interviewed and MOWA expressed concern about the perceived lack of coordination among the UN Country Team as it relates to EVAW. There was no assessment as to what degree of responsibility UN Women may or may not have for this lack of coordination. The majority of donors, however, and MoWA, distinctly recognized that responsibility for coordination is to be shared among all UN Agencies and requires political support and resources from all sides of the UN System in order to be effective.

Output 3.1.5. Judicial institutions and legal frameworks are responsive to the rights of women and girls in accordance to national and international commitments.

In terms of Legislative strengthening, the Evaluation finds that there is mixed understanding and awareness about the role that UN Women has played, particularly around the latest national debates vis a vis incorporating aspects of the EVAW Law into the revised Penal Code. However, in terms of results achieved, it is in the area of Legislative strengthening and provision of services (below) where the UN Women EVAW Portfolio has had the greatest impact.

The Surveys show a general “satisfaction” regarding UN Women’s role in the area of EVAW legislative reform, but the interviews and desk-top review of the Evaluation team show a widely varying level of understanding of what UN Women did and did not contribute towards this particular national debate.

Ministry of Justice and MOWA, as well as AIHRC to a lesser extent, all emphasised and highly valued the importance of UN Women’s technical inputs into the revisions to the CPC, the previous Penal Code reform, the Anti-Harassment policy, and the EVAW National Plan of Action. And regardless of level of knowledge of UN Women’s specific actions in the area of legislative reform, all international and national partners interviewed stressed that UN Women is the most trusted source of normative and technical expertise on EVAW legislation in the country.

UN Women’s positioning in 2015/2016 with MoJ proved strategic in terms of being able to influence a number of pieces of legislation. Specifically, UN Women was able to join the Criminal Law Reform Working Group (CLRWG), chaired by MOJ. As member, UN Women place a national technical advisory and an international gender justice specialist in the Working group to contribute to the law reform process. Further, UN Women established the Technical and Gender Working Group (TGWG) in January 2014 which aimed at mobilising professional and technical contributions to legislative reform processes mentioned above. Members of the TGWG include the UN, international organisations, civil society and individuals with sound technical knowledge related to gender and legislation.

Formative:

As mentioned, in 2015 the ACO completed an independent evaluation of the EAW Special Fund, covering its years of inception (2008) up to 2014. Following this, the Government of Australia, as part of its development assistance partnership with UN Women ACO, conducted a mid-term review of Australia’s programme partnership with the ACO.

The above processes generated considerable Recommendations for the ACO to take action on so as to improve the overall effectiveness of the EAW Portfolio. While the Evaluation finds that some action has been taken, as the table below outlines, for greater effectiveness in the 2017-2019, further action in some areas may be needed.

The findings below are based on interviews with UN Women ACO Staff; Interviews with donor agencies; UN Women ACO’s reporting on the UN Women Corporate On-line Monitoring and Evaluation Accountability tool; results from the Focus Group Discussion with implementing partners; and the results of the Self-Directed Survey for Implementing Partners:

No.	Recommendations from Previous Evaluations ¹⁰	Actions Taken to Date to respond to Recommendations ¹¹	Current Evaluation assessment
1	There is a need to strengthen the M&E Capacity of the EAW SF and its implementing partners so as to better capture impact; the change envisioned (i.e.	<ul style="list-style-type: none"> - Trainings held of IPs around project cycle management; financial accountability; - Contracting of a 3rd Party Monitor to not only assess 	<p>TOC for EAW SF or Goal 3 has not been adopted;</p> <p>EAW SF needs to deepen its knowledge sharing</p>

¹⁰ To avoid repetition, the current Evaluation has clustered the more relevant and specific related recommendations from the EAW SF UN Women Independent Evaluation and the Government of Australia MTR of the EAW Special Fund Partnership. Each evaluation generated considerable recommendations, but the current Evaluation of the EAW Portfolio has focused only on the most important to the success of the overall EAW Portfolio.

¹¹ Based on review of UN Women Corporate On-Line “Global Accountability and Tracking of Evaluations” tool; and discussions with the UN Women ACO staff as well as results of Surveys.

	<p>adopting a Theory of Change for the EAW SF or Goal 3 overall) and improved knowledge transfer and sharing by the EAW SF with national and international partners so as to better contribute to monitoring implementation of the EAW Law;</p> <p>EAW SF should move towards one annual report for donors;</p>	<p>work of the WPCs and FGCs, but also of the EAW Commissions.</p> <ul style="list-style-type: none"> - - SOPs of the EAW SF were revised and part of this includes strengthened M&E tools now being used by the ACO and IPs under the EAW Special Fund; - ACO adopted a Communications Strategy for the full country programme in 2016 and has produced a series of Case Studies/Stories on the work of the EAW Portfolio; - Quarterly meeting with Implementing Partners have been conducted, in order to share information and good practices with each other. - One Donor/Annual Report: Five donors (Norway, Sweden, Belgium, Finland and Iceland) have agreed to a single report they all provide un-earmarked contributions to the total UN Women Strategic Note in Afghanistan; However, specific EAW SF donors (Australia, Italy, Netherlands and Korea) wish to get a shorter report focusing on the areas they have earmarked their contribution; 	<p>outside of the immediate circle of the EAW SF Advisory Board and IPs, so as to better show the contributions of UN Women to ending violence against women and girls to a broader range of stakeholders working in the area of EAWG;</p>
2	<p>Important to provide more specific technical assistance to EAW SF Implementing Partners so as to strengthen the services provided to</p>	<ul style="list-style-type: none"> - MOWA and UN Women supported the development of SOPs for the WPCs and FGCs which was rolled out, with trainings, in 2015/2016. 	<p>The main feedback from IPs under the EAW SF, and from the DOWA and MOWA interviewed,</p>

	<p>women and girls escaping violence. Specifically:</p> <ul style="list-style-type: none"> - Improved skills development for the WPC clients (i.e. vocational training); - Improved psychological support for the clients of the WPCs and FGCs; - Recognition of needed support and capacity development of WPC and FGC staff both in terms of emotional care and stress management of staff; collecting forensic evidence; 	<ul style="list-style-type: none"> - The current EAW Evaluation has found the same needs still evident among IPs; 	<p>is that the initial technical skills training provided by UN Women has been very useful; however, the WPC, FGC and EAW Commissions all need more capacity development in the areas of stress management (of shelter and FGC staff); conflict resolution skills; more training by health and psychological experts on how to handle intake cases and day to day support of the clients;</p> <p>-Further, all require more mediation support and capacity development;</p> <p>-All requested more detailed analysis of what opportunities the markets in their provinces can provide women; and then modifying the types of adult learning currently provided by the WPCs so as to ensure greater economic security of the clients upon their departure from the WPC.</p>
3	<p>UN Women and the EAW Special Fund should explore new partnerships to strengthen EAW efforts.</p>	<p>The creation of the EAW/SEJ Programme, alongside the emerging Safe Markets Programme, has resulted in formal partnerships with male</p>	<p>This area has seen progress, albeit slow. At present, there are no direct results of the partnerships</p>

		<p>champions (HeforShe); formal and extensive community level partnership with MRRD around prevention and economic security for vulnerable women and girls; and a formal partnership with MoHRA to do considerably more with provincial level mullahs and leaders on women’s rights in Islam; Additionally, since 2014, UN Women has deepened its partnership with the Ministry of Justice, and strengthened coordination around EAW Legislative reform through the establishment of the Technical and Gender Working Group.</p>	<p>developed, as it is still early days.</p> <p>A key area of progress since 2014 is the deepened and improved performance of the EAW Provincial Commissions. MOWA and UN Women site this as a success – however it is important to note that the current EAW Evaluation team found mixed assessments from IPs on the degree to which DoWAs have strengthened their ownership and capacity to deal with EAW.</p>
4	<p>More strategic targeting of Justice/Rule of Law Sector to support the work of the WPCs and FGCs and overall implementation of the EAW Law;</p>	<p>There is not a clear analysis of how/if the UN Women ACO has addressed this issue. The Evaluation Team found that the WPCs and FGCs do a great deal of work in terms of mediation between the abused women and the families. However, “access to justice” remains one of the most constant areas of “dissatisfaction” by the WPC/FGC clients, according to the 3rd Party Monitoring Reports;</p> <p>It is interesting to note that the Evaluation Self-Directed on Line Survey for Implementing Partners, read alongside the 3rd Party Monitoring reports, shows that the vast majority of IPs provide justice support and services to women and girls (87.5% of Implementing Partner Survey Respondents). This is the largest area of work by the IPs, second only to Raising awareness at the community level about women’s rights (100% of respondents)</p>	

EFFICIENCIES

Evaluation Questions – Efficiencies

Summative:

What measures have been taken during the implementation period to ensure that resources are used efficiently?

How did the management/organizational structure, managerial support and coordination mechanisms support the efficiency of the implemented initiatives?

Formative:

What measures should be taken during the next implementation period to ensure that resources are used efficiently?

Has the implementation of the prior External Evaluation 2008-2014 recommendations added to the efficiency in implementing the programme?

Summative:

Outcome 3.1. Government of Afghanistan implements legal frameworks combating and preventing violence against women and girls in coordination with civil society.

The Evaluation finds that overall, UN Women ACO has improved the efficiencies by which it delivers its commitments under the Strategic Note since 2012, and again since 2014. This is most notable in the EAW Special Fund's support to Implementing Partners.

Output 3.1.1. Ministry of Women Affairs has increased capacity to monitor and coordinate operations of all Women Protection Centres and Family Guidance Centres at the national and sub national levels, in partnership with other relevant ministries and civil society organisations;

Output 3.1.5. Judicial institutions and legal frameworks are responsive to the rights of women and girls in accordance to national and international commitments.

In terms of strengthening legislative frameworks, from an efficiencies perspective, the Evaluation finds that too often, UN Women's engagement in the process was reactive rather than strategically planned. This appears to be in large part to do with the irregular or at times unclear processes used by the Government in each case of legislative reform – whereby the process and next steps are often not well understood by key government partners as much is driven by the Office of the President.

However, interviews with international partners and IPs, as well as UN Women staff themselves indicate that this lack of forward planning and strategic positioning on UN Women's part in the area of legislative reform may also be directly linked to staff time and staff profiles. Much of the EAW Portfolio staff spend their time managing, monitoring and supporting the implementation of "projects" under the EAW SF so as to ensure financial fidelity and

harmonization of quality of services across the provinces. The staff are therefore not often in the position to be well informed about the day-to-day shifts in legislative reform processes; and they are not in the position to readily provide technical analysis in short notice, because of time being spent on project cycle management. Senior management in UN Women do prioritise the legislative reform process and through their partnerships in MoJ, the Office of the President, and a close working relationship with UNAMA's Human Rights/Rule of Law teams, appear very well-versed on the day to day progression of legislation.

However, the Evaluation finds that form follows function, and in that sense, there is a general feeling among the UN Women ACO staff that the current staffing structure – which is heavily focused on the day to day management of the ERAW Special Fund – be reconsidered so as to allow for a) effective ERAW SF management but b) more strategic, long-term positioning of UN Women in the area of ERAW Legislative reform and monitoring of law implementation. All IPs interviewed stressed a wish to have more technical time and engagement with the UN Women ACO staff, whose knowledge on ERAW in Afghanistan and the ERAW Law's application, as well as project management, are very well respected among the IPs.

Output 3.1.2. UNW funded Women Protection Centres and Family Guidance Centres provide improved and standardized services in accordance with MoWA's protocols and in coordination with the GBV referral system; Output 3.1.3. National and provincial ERAW Commissions promote and monitor GBV victims' access to justice and protection in accordance with the Government's national and international commitments; Output 3.1.4. National and international stakeholders improve coordination and engagement for advocacy and action to prevent GBV, with particular focus on engaging men, boys and youth.

As the above Table shows, the ACO has attempted to address a number of the operational Evaluation Recommendations which emerged from the previous evaluations of aspects of the ERAW Portfolio in 2014/2015. All Implementing Partners stressed that the business processes under which the ERAW SF operate have been improved, with faster Call for Proposal and contracting times; more realistic partnership durations (longer); systematic monitoring by both UN Women and the 3rd Party Monitoring; and more regular training of the IPs in terms of Results-based management, project management and financial administration.

Both the UN Women-commissioned independent evaluation of the ERAW Special Fund (2008-2014) and the Government of Australia-commissioned evaluation of the ERAW Special Fund gave a series of recommendations related to improved M&E by UN Women and its partners. This Evaluation finds that the ACO has taken these recommendations very seriously and there is a marked improvement in quantifiable data. The gap at present, however, is the degree to which UN Women is actually utilizing this data from the IP and 3rd Party monitoring reports to generate its own programmatic baseline. All IPs interviewed and via the Self-Directed survey listed "increased support to M&E capacities and monitoring of VAWG cases" as a positive technical and financial investment made by UN Women in 2014-2016.

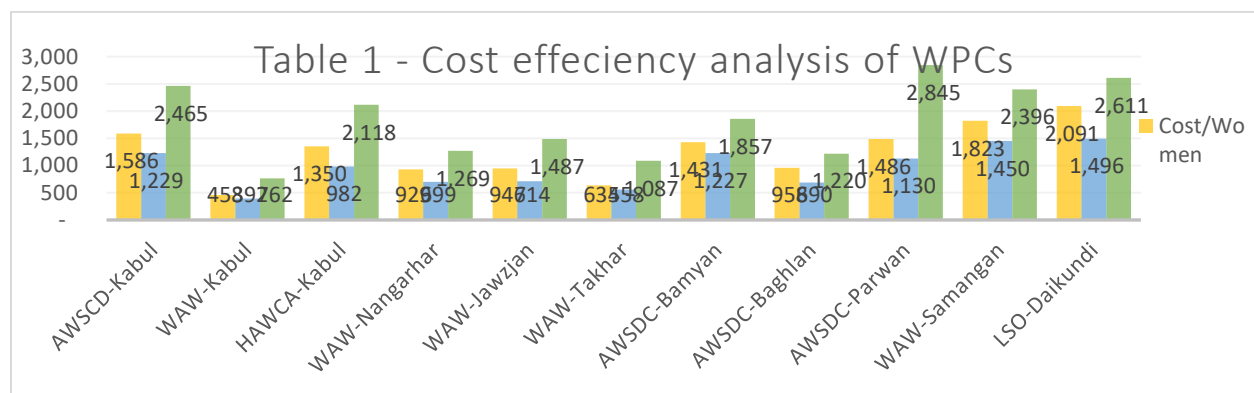
The establishment of the VAW database is a major achievement coming out of the MOWA/UN Women partnership. The purpose of the VAW Database is to assist the MOWA in monitoring the implementation of the ERAW Law nation-wide.

In reviewing a sampling of donor reports from 2014 onwards, it is evident that UN Women and MOWA are in a stronger position to quantify the types and frequency of services being accessed by clients, as well as the cases and background of the clients themselves. 2016 saw UN Women launch an Internal Management Information System (MIS) to support the monitoring of the Implementing Partners under the EAW Portfolio. The MIS permits users to enter data in a real-time fashion, ensuring accuracy and speed in sharing information and avoids information duplication. Full roll out of this system is anticipated in 2017.

All international partners interviewed for this Evaluation all stressed the desire to have a more tangible sense of how the work of UN Women, MOWA, the WPCs and FGCs is impacting the women and girls seeking assistance. Due to security protocols of their capitals, the majority of international donors are not permitted to undertake field visits or meetings outside of Kabul (and are indeed restricted even within Kabul itself). This factor, coupled with the relatively short posting time of most international donor representatives in Afghanistan, provides UN Women with a challenge in terms of conveying with strength the impact of the EAW work in a meaningful way to its international partners.

Cost-Benefit Analyses Please see Annex I – Detailed Calculation of costs per WPC/FGCs.

Upon request of senior management, the Evaluation reviewed the overall financial performance of both the UN Women ACO EAW Unit; as well as the Implementing Partners under the EAW SF.



As Table 1 illustrates, there are ranging costs per women for a stay in a WPC. Through an analysis of Table 1 and the Annex I which provides the detailed costing breakdown, the Evaluation finds:

- WPCs –
 - UN Women ACO and MOWA cluster the WPCs into three categories – large, with capacity to house 50 to 60 persons (three, all based in Kabul); medium sized (Takhar and Nangarhar), with capacity of 25 to 35 persons; and small (remaining six WPCs).
 - The total number of women housed by the WPCs between 2014-2016 is 5,788. According to the implementing NGO reports, of these women, 3,763 or 65%, were successfully reintegrated into their communities. The remainder have had to continue to stay on in the provincial WPCs, have been transferred to other

facilities, or have not continued contact with the WPCs so their cases cannot be tracked. In terms of how "successful reintegration" is measured, the Evaluation finds that not enough analysis on this point exists, and interviews with the IPs did not result in a clear definition or extensive details on the point. The majority of IPs indicated that if no further violence had been faced within the six to 12 month period of the WPC monitoring, then the case was deemed successfully closed.

- Across these three clusters of WPCs, the overall average cost of a client per stay in a WPC is US\$1,245. The overall cost of reintegration of clients (including their stay in a WPC) is US\$1,829 per client;
 - The fluctuation in the average annual cost per client is based largely on two factors a) the number of women a WPC takes in at one time; and b) the variation of cost of living between provinces. Of note is the cost of living in Daikundi as compared to Kabul, where the former faces high fuel and basic living costs as compared to Kabul;
 - On the number of women referred to WPCs, the variation of numbers between the provinces raising some interesting points when considering future more cost effective approaches for the WPCs and FGCs: Where the Table 1 indicates significant increases in numbers of clients between 2015 and 2016 shows the impact that the establishment of the WPC Coordinating Committees in each province has had in outreach between government bodies and in the general population; Where the Table 1 indicates a relatively low number of clients overall in specific WPCs, this is largely due to the fact that a) the provincial capitals where the WPCs are housed are small and/or relatively far distance from a number of the populated districts; b) there are other Shelters/Family services available in neighbouring Provinces; On this point in particular, the Evaluation finds that there are opportunities for improved coordination among other family-support services supported by other international organisations, MOWA/DoWAs, and UN Women.
 - Time spent – the IPs' quarterly reports do not provide details on the length of time each client remains in the WPC. However, the 3rd Party Monitoring reports and UN Women ACO's Protection Team's Monitoring all indicate that the average time that 85-90% of women spend in a WPC is 3 to 6 months; with approximately 10% of women staying up to 6 months or more. Almost all return home to their families after mediation and counseling are received, as well as cases resolved by the Courts;
- FGCs:
 - Between 2014 and 2016, the FGCs supported 2,110 women clients facing abuse. According to the implementing NGO reports, of these women, 1,018 or 48% of cases have been successfully resolved. The remainder have discontinued their engagement with the FGCs; or have faced escalation of violence and have been referred to shelter services for support.
 - For the FGCs to provide services to the clients, the overall average cost per client is US\$926; and US\$1,421 for clients successfully supported. The ACO reflects that

given the somewhat higher costs for the FGC functioning, there may be opportunities in the future to have the DoWAs take over the functioning of the FGCs, thereby reducing operational costs currently held by the NGO-run FGCs.

Table 2- Budgetary Performance of UN Women ACO EAW Portfolio (2014-2016)				
Item	2014	2015	2016	Notes/Observations
Overall Budget of UN Women ACO	US\$9,582,526.05	US\$15,199,412.54	US\$12,978,129.37	Budget is calculated based on UN Women Afghanistan's Core; Non-Core (donor funds). This does not factor in the Institutional Budget.
Percentage of UN Women ACO's Overall Budget allocated to EAW Pillar ¹²	52% Dollar amount: US\$5,012,187	48% Dollar amount: US\$7,227,882	35% Dollar amount: US\$4,505,106	This does not factor in the overall contributions made by UN Women's Parliamentary Resource Centre, which does contribute to EAW Legislative work.
Percentage of EAW Budget allocated to Human Resources in EAW Pillar	11% US\$535,209	7% US\$501,200	12% US\$553,153	Calculation is for staff costs (National Service Contract Holders and Fixed Term Contracts) – there are currently 13 positions allocated to the EAW Pillar. Two are currently vacant.
Overall Delivery Rate of EAW Budget - (Outcome 3 of DRF)	82% or \$4,127,656.	98% or \$7,112,877	98% or \$4,415,004 ¹³	

¹² These figures are based on the total budgetary allocations to Outcome 3 of the UN Women ACO Development Results Framework (programme and personnel/travel/basic admin costs). The figures listed do not factor in the costs of senior management, Operational staff, security staff – all of which support and contribute to the functioning of the EAW Pillar and portfolio.

¹³ Please note that the 2016 figures are estimates only as the fiscal year has not yet been officially closed through the required Mandatory Revision process.

Total Budget Allocations to EAW Pillar for 2014-2016	\$16,745,176
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As Table 2 illustrates, within the ACO’s annual budget, the work on EAW has ranged from 52% of the budget in 2014 down to 48% of the budget in 2016. This decline would be directly linked to the donor funding cycle under the EAW Special Fund, and speaks to the overall reduction of Development Assistance Aid available to UN agencies in Afghanistan as of 2016/2017. The ACO’s EAW Unit estimates that in order to keep the WPCs and FGCs operational, a minimum of US\$4 million a year is required in the future.

Based on the figures provided by the UN Women ACO, the Evaluation finds that the overall financial delivery of the EAW Portfolio is extremely good (ranging from 82% to 98% over the three years), and this high delivery was maintained even when the total dollar amounts increased significantly in 2015. Not only does this speak to the solid capacity of the ACO to effectively oversee the EAW Special Fund, the increased delivery rate mirrors the findings of the interviews and on-line surveys with implementing partners, all of whom stressed the positive impact these trainings and support have had on their organisations’ internal capacities to implement the funds in a timely manner and to effectively account for these funds.

. This is tangible evidence that UN Women ACO’s investment in project management, RBM and financial management skills of the NGOs implementing the WPCs/FGCs is making an impact.

In reviewing the amounts allocated by the ACO to cover staff/personnel costs under the EAW Portfolio, the Evaluation finds that the allocations – ranging from 7% to 12% over the three years – is quite modest. This suggests that there are opportunities for deepening the technical component of the EAW Pillar – i.e. the inclusion of increased number of national or international EAW policy experts.

Formative:

The EAW/SEJ Programme began in 2016, and while it is early days, it is important to note that given the complexity of the Programme’s strategy – one which targets multiple local level partnerships with non-traditional partners – it is essential that UN Women’s business processes be ready to meet these challenges. MRRD expressed great interest and commitment towards the EAW/SEJ Programme. However, as a Ministry with access to large loans and funds from multilaterals worldwide, the MRRD’s expectation of efficiencies is considerable – and they expressed concern over UN Women’s investment to ensure that funds and actions are delivered in a timely manner. Nonetheless, MRRD also expressed strong confidence in UN Women’s technical knowledge and commitment to overcome any operational hurdles which the programme start-up may encounter.

As the findings under the Summative aspect of efficiencies show, there appears to be an efficiencies gap between the actual collection of administrative data from the WPCs/FGCs and the use/analysis/distribution of this data by GoIRA and UN Women. Ensuring strong programme baseline for the EAW/SEJ Programme is essential, and UN Women staff expressed concern that they be able to capture these effectively in all provinces where the SEJ is being rolled out.

The EVAW/SEJ Programme which was rolled out in 2016 invested considerably in partner consultations when the programme was being developed. The programme marks a considerable shift in less the direction of UN Women's work and more so in the strategy and approach utilized to achieve the goal of ending violence against women and girls. The Desktop review yielding considerable information about the importance, risks and partnerships of the EVAW/SEJ Programme. Yet, in terms of the interviews with international and national stakeholders; and in terms of the two on-line surveys conducted, with the exception of the international partners, none of UN Women's national partners referred to the EVAW/SEJ Programme in their responses beyond MRRD.

As discussions with partners on the future UN Women EVAW Portfolio show, there appears to be a general gap in consultations and partners then understanding/being aware of UN Women's plans for the future. UN Women ACO has clearly made serious attempts to make clear what their future outlook will be in terms of EVAW. In a country with such a large development portfolio, confusion and lack of awareness about what all actors are doing in terms of Gender Equality is not unexpected. Interview with UN Women staff suggest that in 2017, the ACO will utilize multiple communications strategies, including engaging in USAID-led town halls, so as to increase knowledge among national stakeholders about the EVAW/SEJ Programme.

SUSTAINABILITY

Evaluation Questions – Sustainability

Summative:

- Is the EVAW SF leading to sustainable changes and results?
- Were the partnership choices with GoIRA and IPs appropriate for greater sustainability of the EVAW SF activities?
- To what extent was capacity developed in order to ensure sustainability of efforts and benefits?
- Have the EVAW SF initiatives contributed to creating national capacities for sustained results?
- How has UN Women's intervention in EVAW influenced the policy framework in Afghanistan so far?

Formative:

- Does the EVAW/SEJ require other partnership choices?
- What other lessons should be incorporated in the EVAW/SEJ to ensure the long-term sustainability of the SF in order to end Violence against Women?

Summative:

Assessing sustainability of the interventions is one of the most challenging aspects in any evaluation of EVAWG programmes. UN Women and INL are the only financial supporters of WPCs in the country. Only one of the IPs interviewed have listed any other sources of funds for WPCs and FGCs.

Nonetheless, UN Women has dealt with this reality by ensuring the strongest capacity possible of the NGOs implementing the services, primarily in the areas of project management, financial management and basic organisational support. UN Women has further tried to ensure sustainability of the services by strengthening partnerships between the NGOs and local authorities, with strong support from MOWA. MOWA, UN Women, WHO, UNFPA and others have all come together to ensure that the service providers have the needed Standard Operating Procedures (WPCs and FGCs), as a means of ensuring sustained quality of services. UN Women's support to MOWA and the IPs of the EAW SF has also resulted in strengthened monitoring of administrative data on EAWG, and improved overall monitoring of the types of violence women and girls are facing, and the overall success and challenges of implementing the EAW Law nation-wide.

One of the least measurable aspect of this EAW Evaluation remains the overall impact of national capacity development of the Government of Afghanistan to implement, coordinate, and monitor the EAW Law. All donors, all NGOs, and all government counterparts – including MOWA itself – have questioned the overall impact of UN Women's significant investment in MOWA's capacity to take a greater leadership role – and to eventually take over many of the functions performed by the UN Women EAW Portfolio.

As mentioned earlier, the EAW Evaluation finds some key gains in terms of National capacity development through UN Women support:

- Overall capacity of NGOs to deliver services has improved under the support of the UN Women EAW Special Fund;
- Overall coordination of the EAW Commissions at the provincial level has improved;
- MOWA has deepened capacity and its leadership over the EAW High Commission;
- MOWA has strengthened capacity to more effectively monitor and report on the EAW Law's implementation;
- MOWA is well apprised and directly engaged in supporting the strengthening of services to women and girls escaping violence at the provincial level;
- MOWA has had some key and strategic inputs into legislative reform processes related to EAW – and this has resulted in the impact-level results mentioned at the start of this Evaluation Report;

Despite these gains, MOWA still requires the necessary political support from the Government of Afghanistan to realise its full potential so as to complement and make sustainable the investments made by UN Women and the international community on the Ministry's capacity. 2017 has seen an increase in budgetary allocation to MOWA and so it remains to be seen what changes this will make towards MoWA's capacity to deliver. A concern raised by all government officials interviewed is that, due to staff turnover in MOWA, and limited free-hand of MOWA to select and/or entice the strongest candidates for key technical positions in the ministry, MOWA's technical expertise in the area of EAW and Gender Equality is seen as questionable by many in Government and civil society, fairly or not.

Formative:

Responding to the anticipated Formative Questions for the Sustainability Criteria under the Terms of Reference is a challenge. The EVAW/SEJ Programme's implementation is very much in the preparatory stage, with focus on getting the partnerships at the local level; the recruitment of facilitators/focal points in the pilot communities; and getting capacities and tools in place within MRRD so as to ensure smooth roll out of activities. Dialogue with UN Women and MRRD however indicate that sustainability is less of a concern right now because the programme has focused so strongly from the outset on ensuring that the local communities own the processes; and in ensuring that the processes are anchored directly to the MRRD's pre-existing mechanisms under their extensive Afghanistan Rural Enterprise Development Programme (AREDP).

GENDER EQUALITY AND HUMAN RIGHTS

Evaluation Questions – Gender Equality and Human Rights:

Summative:

- To what extent has gender and human rights considerations been integrated into the programme design and implementation?
- How has attention to integration of gender equality and human rights concerns advanced the area of work?

Formative:

- To what extent has gender and human rights considerations been integrated into the EVAW/SEJ programme design and implementation?

Summative:

A core aspect of adopting a gender-responsive approach to programming is ensuring that the behaviours – the root causes – which result in inequalities are being directly addressed, and directly monitored. The UN Women ACO's EVAW Portfolio's outputs and indicators for 2014-2016 did not make this capture of perceptions – nor the actions needed to directly tackle root causes – an explicit priority.

This being said, another core aspect of ensuring a gender-responsive approach to programming is that the international norms and standards guiding gender equality are integrated into the programming. In this regard, UN Women ACO's EVAW Portfolio – and in particular its work on legislative reform, MOWA's capacity development, and standard setting around services – are strongly anchored to the international norms and standards committed to by the GoIRA under the CEDAW, the Beijing Platform for Action, and the Sustainable Development Goals (SDGs), under which UN Member States are being urged to realise "zero violence" by the SDG's expiration in 2030.

The above international commitments require Governments to ensure that all national EAW Laws, policies and programmes are: actively monitored; recognize VAWG as the most egregious form of gender-based discrimination; directly address cultural practices and stereotypes which may lead to harmful practices against women; adopt holistic, integrated approaches tackling the root causes of VAWG; ensure sufficient legal remedies prosecuting all forms of gender-based violence (as opposed to only VAWG) as a crime, ensuring justice for the victim and full accountability of the perpetrator; recognise as a fundamental human right the access to quality essential services for survivors of violence as well as psycho-social behavior change programmes for perpetrators.

To a large extent, the Evaluation finds that the ACO's EAW Portfolio has attempted to support Afghanistan in meeting the above demands of the international commitments. A recent example of this is the technical assistance UN Women ACO provided to the Government of Afghanistan in preparing and submitting its Interim Report to the CEDAW committee in 2015.

In reviewing the tools, policy analysis and advocacy messages which the UN Women ACO developed under its support to EAW Law reform; mobilizing HeForShe champions; and initial support under the EAW SF for advocacy activities, the Evaluation finds that the UN Women EAW Portfolio in Afghanistan adopted a gender-responsive/gender-based violence approach, but appropriately modified the approach to meet the extreme forms of potential backlash which exist in Afghanistan when it comes to women's human rights and gender equality.

In terms of adopting a human rights-based approach towards programming, the UN Women EAW Portfolio appears to be shaped by the demands of the national stakeholders – both rights holders and decision-makers. All partners were asked to what extent did UN Women's programming support national ownership – a core aspect of a human-rights based approach. In interviews with the IPs under the EAW SF, all felt that the Calls for Proposals were reflective of many of the needs expressed by the NGOs. MoWA was less positive, in this regard, and their response was not specific to UN Women but to the broader donor community in Afghanistan. In this regard, MoWA and DoWA partners expressed concern that while much of UN Women EAW programming is responding to aspects of national needs – it is not necessarily an approach which ensures MoWA is in the driver's seat nor does it meet all of MoWA's considerable needs. When pressed as to what they would like to see UN Women do differently, these stakeholders were only able to articulate frustration that capacity development of their institutions had not taken place at the pace originally expected. When pressed further as to what they would like to see UN Women do differently, there was no response, but there was recognition that much of national capacity development is a two-way street and that the shortcomings in this regards rest equally on MoWA's shoulders. MRRD and MoJ, on the other hand, stressed that UN Women's approach to date strongly respects national ownership and that their ministries are driving the direction of the partnerships.

Under the EAW Portfolio, UN Women has partnered closely with key Human Rights institutions in Afghanistan, including AIHRC who had very positive assessment of UN Women's work in this area; and with the Asia Foundation and UNAMA, who work closely together in terms of information sharing about relevant legislative reform.

In terms of programming upholding the implementation of international conventions, as stated above, UN Women's work on EAW is clearly grounded in the CEDAW and relevant general recommendations. A desk-top review of the MTR of the Strategic Note; and in looking at the SN for the past three years, emphasis has been given by the ACO to supporting the CEDAW's integration into policies; monitoring and reporting on the Convention's application; and increasing knowledge of national stakeholders on the Convention's principles and requirements. This work has largely taken place under other components of the ACO's programming, outside of the EAW Portfolio.

Formative:

The proposed Outcomes, Outputs and Indicators under the UN Women ACO EAW portfolio for 2017-2019 make much more explicit the focus on assessing and addressing people's perceptions of VAWG, as well as committing to undertaking actions to address the root causes of VAWG, which are the gender-based inequalities which women and girls face and which society perpetuates. The indicators for 2017-2019 could be strengthened to reflect more in terms of women and men's perceptions; experiences; and data. However, the ACO's on-going partnerships to launch the IMAGEs Perception Survey mentioned above will go a long way in providing Afghanistan – and UN Women ACO – with much needed sex-disaggregated data on people's perceptions and behaviour towards the roots causes which result in VAWG.

In late 2016, UN Women ACO Senior management launched a process of strengthening the ACO's overall advocacy capacity, through the development of an Advocacy Guide for staff, accompanied by a proposed three-year advocacy strategy anchored to ending Harmful Practices against women and girls. The EAW/SEJ Programme adopts aspects of this deepened advocacy strategy – and has already begun training of local counterparts in villages around women's rights in Islam, and the negative impact harmful practices have on all homes and all of the community. This approach shows both some strong human rights based perspective as well as a strong approach to gender-responsive programming.

LESSONS LEARNED

The Evaluation identified three main areas of lessons learned: a) UN Women ACO's approach towards legislative reform in a strongly conservative society; b) UN Women ACO's approach to deepen M&E capacity under the EAW Portfolio; and c) UN Women's more comprehensive approach towards EAW programming through the adoption of the EAW/SEJ Programme.

UN Women ACO's approach towards legislative reform in a strongly conservative society – the Pros and the Cons

The EAW Law covers 22 forms of violence against women, including rape, child marriage, forced marriage, and forced immolation. The history of this Law, currently in force through Presidential Decree, is a complex one and the struggle for full recognition of the Law still continues. The draft Law was adopted by Presidential Decree after strong advocacy from the

women's movement and UN Women, as it was seen as almost impossible to get the Law passed through the conservative Wolesi Jirga. In so doing, the GoIRA ensured the Law's immediate enforcement until such time as it is adopted by the Jirga as Law. The Law has now twice gone to the Wolesi Jirga, and each time UN Women, MOWA and NGOs have managed to get the Law taken off the Jirga's agenda. It is anticipated however, that the Law will have to come before the Jirga for approval in 2017 in order to be enforced.

The majority of national NGO partners interviewed and in the responses to the Evaluation's two on-line surveys stressed the Law's weak implementation by Courts and key government departments. The consensus appears to be that this shortcoming is due to the limited political will beyond the Office of the President and a few senior leaders in Cabinet to support the Law's implementation; limited-to-no budgets being allocated towards the Law's implementation, beyond the contributions of the international community; intense resistance in many regions and communities towards the Law's provisions; inconsistent application of the Law by the Police and Courts; and women and girls lack of faith that community leaders, Police and Courts will support their cases.

2015 and 2016 saw an additional challenge to the Law's implementation. As part of the broader Penal Code reform, the Office of the President determined that key aspects of the EVAW Law should be extracted and placed within the revised Penal Code. This decision provoked a complex and at times contradictory response by gender advocates in government, civil society, and the international community.

The Evaluation found that UN Women did not take an active public position on the inclusion of the EVAW Law into the Penal Code. Instead, senior management assessed that UN Women's role would best be played in a) providing technical guidance to the Office of the President; the Ministry of Justice's legislative drafting committee; Members of Parliament; and MOWA on how provisions in a Penal Code relating to EVAW should be modified, based on international norms; b) convening multiple dialogues among and between gender advocates in Government and civil society so as to both ensure shared knowledge on this somewhat complex and unpredictable legislative process, as well as to attempt to find a common ground between the factions in the women's movement on this issue. Additionally, drawing on its coordination mandate, UN Women deepened the understanding and support within the national government and international community by ensuring all were well informed of the EVAW Law progression through the ACO's chairing of the TGWG, Women, Peace and Security Working Group, and the UN Gender Theme Group; as well as through acting as secretariat to the EVAW High Commission and Provincial High Commissions. UN Women's convening role therefore provided them with the leverage and strategic positioning to mobilise support through every stage of the EVAW Law adoption, as well as the adoption of the Penal Code and related Criminal Procedure Code (CPC).

UN Women's more comprehensive approach towards EVAW programming through the adoption of the EVAW/SEJ Programme

All partners working in the area of service provision – MOWA, DOWA, Provincial Governor’s offices, the EVAW High Commission, the NGOs running the WPCs and FGCs – emphasized that the EVAW SF’s current Calls for Proposals and direction are strongly responsive to the needs of the country. The two key gaps in UN Women’s support to services is a) the need for greater technical capacity development of NGOs and government providing services to women and girls escaping violence – particularly in the areas of psycho-social support to the clients; improved mediation and access to justice skills/services; improved outreach at the community level in terms of women and girls’ reintegration; and greater economic opportunities for women and girls so as to better transition out of the WPCs; and b) the Entity’s limited outreach at the community level in the provinces in which the ACO operates.

The Evaluation finds that UN Women’s capacity to relevantly support the expansion of services from the urban centres to the rural areas is firstly based on availability of resources within the EVAW SF; the willingness of the Provincial Governors and MRRD mechanisms to negotiate a safe space for these services at the community level with local leaders and the police; and finally, significant investment on the part of donors to the NGOs operating the FGCs and WPCs so as to ensure these organisations have the necessary on-site security and well-defined emergency plans and business continuity plans, given their anticipated vulnerabilities.

All persons interviewed, and all responses to both on-line surveys indicate that a key gap in terms of relevance is the Entity’s limited outreach at the community level in the provinces in which the ACO operates. The issue of security for the WPCs, FGCs and all entities working on such a sensitive issue like EVAWG cannot be overstated. In some provinces – such as Parwan and Bamyan - the government and NGO partners expressed confidence that they could expand outreach and services to the community levels throughout these provinces, provided UN Women could provide the resources. It is envisioned that through the EVAW/SEJ programme, and drawing on MRRD’s existing community-based mechanisms, the WPCs and FGCs in the pilot provinces of the EVAW/SEJ will be able to better access women and girls at the community level.

UN Women ACO’s approach to deepen M&E capacity under the EVAW Portfolio

Measuring impact of work on ending violence against women is a challenge in the majority of countries worldwide. Only a relatively small number of UN Member States have the strength of existing prevalence data on violence against women and girls; as well as coordinated and harmonized administrative data on services used, in order to have an existing baseline from which measurement of progress can begin. Often, the women’s movement in countries will sense that the situation of violence is getting worse – but they are seldom in the position to empirically quantify this sense of urgency because of the absence of prevalence data, alongside reliable and comparable administrative data. Globally, when UN Women has previously developed its Strategic Plans, it is in the areas of EVAW that often the contributing UN Member States express concern about how the impact of the work will be measured, because of the absence of nationally-owned baseline data in the majority of countries. Much of what UN

Women does world-wide and in Afghanistan is indeed focused on strengthening the measurement of prevalence of VAW, as well as the administrative data showing response¹⁴.

UN Women Afghanistan and the Government of Afghanistan face the same challenges in terms of the “evaluability” of their work. However, through the concerted efforts of MOWA, and with support in part from UN Women’s EAW Portfolio, the Government is increasingly able to monitor the implementation of the EAW Law with consistency.

All IPs interviewed and via the Self-Directed survey listed “increased support to M&E capacities and monitoring of VAWG cases” as a positive technical and financial investment made by UN Women in 2014-2016. As outlined below, the establishment of the VAW database is a major achievement coming out of the MOWA/UN Women partnership. The purpose of the VAW Database is to assist the MOWA in monitoring the implementation of the EAW Law nationwide.

In reviewing a sampling of donor reports from 2014 onwards, it is evident that UN Women and MOWA are in a much stronger position to quantify the types and frequency of services being accessed by clients, as well as the cases and background of the clients themselves. 2016 saw UN Women launch an Internal Management Information System (MIS) to support the monitoring of the Implementing Partners under the EAW Portfolio. The MIS permits users to enter data in a real-time fashion, ensuring accuracy and speed in sharing information and avoids information duplication. Full roll out of this system is anticipated in 2017.

The quality of the IPs reports, and the strength of the 3rd Party Monitoring reports (which are very quantifiable) provide UN Women, MOWA and the international donors with excellent administrative data by which they can assess the day to day operations of the FGCs and WPCs. Subsequently, UN Women’s own reporting in recent years has become much more quantifiable in focus in terms of provision of services; and also in terms of access to justice by the clients.

Both the UN Women-commissioned independent evaluation of the EAW Special Fund (2008-2014) and the Government of Australia-commissioned evaluation of the EAW Special Fund gave a series of recommendations related to improved M&E by UN Women and its partners. This Evaluation finds that the ACO has taken these recommendations very seriously and there is a marked improvement in quantifiable data. The gap at present, however, is the degree to

¹⁴ Prevalence Data and Administrative data are different. Siting administrative data as a way of measuring an increase or decrease in VAWG is misleading – administrative data captures the services provided and the background of the clients. Prevalence data – which is gathered through surveys using specific methodologies – is the only means by which actual estimated numbers of persons experiencing violence can be calculated. At present in Afghanistan, the main figure cited in terms of Prevalence of violence against women is 87% of women have experienced violence in their lifetime; 67% have experienced multiple forms of violence (based on a publication entitled “Violence Against Women and Girls in Afghanistan, 2013” produced by the Governance and Social Development Resource Centre.

which UN Women is actually utilizing this data from the IP and 3rd Party monitoring reports to generate its own programmatic baseline.

Donors interviewed for this Evaluation all stressed the desire to have a more tangible sense of how the work of UN Women, MOWA, the WPCs and FGCs is impacting the women and girls seeking assistance. Due to security protocols of their capitals, the majority of international donors are not permitted to undertake field visits or meetings outside of Kabul (and are indeed restricted even within Kabul itself). This factor, coupled with the relatively short posting time of most international donor representatives in Afghanistan, provides UN Women with a challenge in terms of conveying with strength the impact of the EAW work in a meaningful way to its international partners.

RECOMMENDATIONS

The recommendations below are based on the Evaluation team's review of the overall inputs by national and international partners, as well as direct suggestions by the Evaluation Reference Group; and through the Focus Group Discussion with the EAW Special Fund's Implementing Partners. The Recommendations were shared in draft form with the Evaluation Reference Group and UN Women, and have been somewhat modified based on feedback therein.

Legislative Reform:

- While recognizing the need for sensitivity when advocating as an international organization for human rights reforms, it is the Evaluation's recommendation that in the 2017-2019 portfolio, the UN Women ACO adopt a detailed Advocacy strategy in support of further legislative reform. This advocacy strategy would outline the ACO's vision, and its "bottom line" in terms of its position around key legislative areas. The UN Women ACO must make clear its position on emerging legislative reform, based on extensive consultations with stakeholders and a strong review of the CEDAW and other related normative standards. In so doing, the ACO would establish a vision on legislative reform which many national stakeholders would draw from. National Partners interviewed have confirmed that the ACO should continue to take a "behind the scenes" approach when advocating for legislative reform so as to avoid public backlash. Nonetheless, within the women's movement and government, and within the international community, UN Women's position vis a vis legislative reform must contribute to "de-mystifying" the dialogue and grounding it in international norms and standards. Additionally, and as was done by the ACO in 2016 during the Penal Code reform, as a key and trusted neutral body, the UN should provide a safe space for national stakeholders to come together, representing a broad range of opinions, to find a middle ground. Finally, UN Women must continue to do more to capture its work on legislative reform in user-friendly, easily accessible manner so that key international and national partners have a common understanding of UN Women's role therein.

- In reviewing the UN Women ACO's EAW budgetary allocation and its overall allocation to staff/personnel in the EAW Pillar, it is recommended that the UN Women ACO either consider strengthening its internal technical capacities around EAW Policies and gender justice, in particular; or reformulate certain existing job descriptions of the personnel/staff so that they have more focus on the technical aspects of the EAW Portfolio and are not mired down in the day-to-day project management required of them right now under the EAW Special Fund.

Addressing the Needs of WPCs and FGCs:

- It is recommended that future grants under the EAW SF include within their workplan and budget and a "organisational capacity development" strategy which reflects mutually agreed upon areas in which the implementing partner requires technical support and capacity, and which UN Women and/or MOWA will ensure that the implementing partners receive during the life of the grant;
- In terms of the reintegration of women and girls into their homes, it is important that UN Women and its IPs delve more carefully into how "success" is being defined and what the fates are of the women and girls after leaving the WPCs or receiving support from the FGCs. There is also a need to delve more carefully into the client satisfaction around the issue of access to justice. The 3rd Party monitoring reports indicate a mixed performance on the part of the FGCs and WPCs in this regards – however, it is also not clear how the 3rd party monitoring reports or UN Women's own monitoring delve into clients' knowledge and understanding of the justice process (and as such, how realistic or attainable their expectations are) and why a number of clients assess the justice component of the services received as unsatisfactory or incomplete;
- The Evaluation captured a number of capacity development needs as expressed by the EAW Special Fund's Implementing Partners. It is recommended that the UN Women ACO work with the IPs to determine what of these capacities need to be met by the WPCs/FGCs own strengthening; and which of these needs could be met through enhanced partnerships with other national and international service providers in those provinces who may be working in similar areas and can provide women and girls with these needs, thereby freeing up the resources of the WPCs/FGCs to deal with other aspects of the survivors' recovery. The Cost-effectiveness analysis provided in the Efficiencies section of this Report highlights that for some of the provincial WPCs and FGCs, the numbers of women being supported is relatively low as compared to other provinces. Discussions are required with MOWA and the provincial governors in these areas as to why the numbers are so low and if – in the long term – a WPC is required or if instead temporary shelter is required until such time as the client can be transferred to a larger, near-by shelter or service.

National Ownership of MoWA and DoWAs:

- It is recommended that UN Women have MOWA take on a greater oversight role on the EAW SF, while also recognising that full financial and performance accountability rests with UN Women. The monitoring – including 3rd party monitoring processes – should increasingly be done only by MOWA, with UN Women staff participating where necessary. The Evaluation recognises that within the time frame of the existing UN Women Strategic Note (2014-2019) this transition may not be possible, but the next four-year programme cycle will need to reflect this shift in responsibilities. A key recommendation emerging from dialogue with some IPs is that MOWA begin in the 2017-2019 to allocate some resources under the EAW SF, or to give parallel allocations to the WPCs/FGCs so as to already strengthen MOWA's responsibility and the sustainability of the services;
- It is recommended that UN Women focus on capacity development of DoWAs in those provinces under the EAW/SEJ Programme Pilot. Feedback from MOWA and the IPs indicate that the trickle-down effect of building capacity of MOWA which in turn builds the capacity of the DoWAs is not happening at an acceptable pace. As such, UN Women needs to focus on key DoWAs so as to strengthen their role and ownership over the EAW Commissions.
- The Evaluation recommends that UN Women – through the DoWAs and MOWA – do more to strengthen the advocacy skills and gender equality knowledge of the DoWA, MoJ, MHRA officials and the remainder of the EAW Commissions members. The interviews and field missions, alongside the Focus Group discussion with the IPs show that many of the EAW Commission members give counter/conflicting messages re: women's rights in Islam; women's rights vis a vis ending violence against women; all of which can negatively impact the good work under the EAW Commissions.

Monitoring and Evaluation:

- The Evaluation recommends that UN Women commission a national consultant to translate the enormous administrative data which UN Women has supported the IPs in collecting into programmatic baseline within the UN Women ACO Strategic Note and all future programmes. For example, UN Women senior management is interested to deepen the Government's knowledge in terms of how/if the services being invested in at the local level are impacting the women and girls – e.g. what is the average cost per woman per WPC, and what are the overall main services which have the greatest benefit for the women seeking support. Are there others out there offering similar services (i.e. economic empowerment; psychological support) which could be working in closer partnership with the WPCs, so as to free up the WPCs' resources for other forms of support to the women and girls; What are the main steps and responses to ensuring justice? In successful reintegration? What is working in these two areas and what is not?
- It is the Evaluation's recommendation that the ACO continue to invest in producing case studies/stories of women and girls who have come to the FGCs and WPCs so as to better capture the impact of the work, and the continued needs at the local level;

ANNEX I – DETAILED COST BREAK DOWN OF SERVICES PER PROVINCE AND COSTING

Data for WPCs and FGCs - Provided by UN Women ACO

S / N	Type of Project	Name of Responsible Partner	Total Budget 2014 - 2016 in USD	Total 2014			Total 2015			Total 2016			Total 2014-16			Cost/Women	Cost/Women+accompanying Children	Cost/# of Reintegrated
				Women	Accompanying Children	# of clients reintegrated	Women	Accompanying Children	# of clients reintegrated	Women	Accompanying Children	# of clients reintegrated	Women	Accompanying Children	# of clients reintegrated			
1	WPC	AWS CD-Kabuli	872,535.0	190	41	75	162	58	142	198	61	137	550	160	354	1,586	1,229	2,465
2	WPC	WA W-Kabuli	779,004.0	585	114	216	469	77	362	648	93	444	1702	284	1022	458	392	762
3	WPC	HAW CA-Kabuli	718,133.0	163	63	93	120	47	122	249	89	124	532	199	339	1,350	982	2,118
4	WPC	WA W-Nangarhar	364,207.0	94	53	50	145	28	91	153	48	146	392	129	287	929	699	1,269
5	WPC	WA W-Jawzjan	462,433.0	168	49	83	135	53	131	186	57	97	489	159	311	946	714	1,487
6	WPC	WA W-Takhar	380,320.8	109	32	87	132	10	116	359	40	147	600	82	350	634	558	1,087

7	W PC	AWS DC- Bam yan	343,5 12.0	59	14	36	95	13	95	86	13	54	24 0	40	185	1,431	1,227	1,857
8	W PC	AWS DC- Bagh lan	454,9 62.0	250	107	151	105	31	102	120	46	120	475	184	373	958	690	1,220
9	W PC	AWS DC- Parw an	500,6 96.0	107	54	53	105	26	57	125	26	66	337	106	176	1,486	1,130	2,845
1 0	W PC	WA W- Sam anga n	510,3 68.0	58	5	45	87	26	66	135	41	102	28 0	72	213	1,823	1,450	2,396
1 1	W PC	LSO- Daik undi	399,4 19.0	48	19	32	48	18	43	95	39	78	191	76	153	2,091	1,496	2,611
Total (with red font indicating "overall average costs")			5,785 ,590	1,8 31	551	921	1,6 03	387	1,327	2,3 54	553	1,515	5,7 88	1,491	3,763	1,245	961	1,829
1	FG C	WA W- Kuna r	205,4 62.0	0	0	0	81	0	45	211	0	63	29 2	0	108	704	704	1,902
2	FG C	WA W- Nang arhar	389,5 68.0	219	0	70	256	0	153	458	0	216	933	0	439	418	418	887

3	FG C	WA W- Takh ar	253,5 47.2	34	0	27	42	0	37	22	0	46	98	0	110	2,587	2,587	2,305
4	FG C	JFAO - Lagh man	177,9 98.0	18	0	0	198	0	88	232	0	118	44 8	0	206	397	397	864
5	FG C	JFAO - Kand ahar	177,9 98.0	14	0	0	150	0	66	175	0	89	339	0	155	525	525	1,148
Total			1,20 4,573	285	-	97	727	-	389	1,0 98	-	532	2,1 10	-	1,01 8	926	926	1,421

Name of Responsible Partner	Cost/Women	Cost/Women+accompanying Children	Cost/# of Reintegrated
AWSCD-Kabul	1,586	1,229	2,465
WAW-Kabul	458	392	762
HAWCA-Kabul	1,350	982	2,118
WAW-Nangarhar	929	699	1,269
WAW-Jawzjan	946	714	1,487
WAW-Takhar	634	558	1,087
AWSDC-Bamyan	1,431	1,227	1,857
AWSDC-Baghlan	958	690	1,220

AWSDC- Parwan	1,486	1,130	2,845
WAW- Samangan	1,823	1,450	2,396
LSO- Daikundi	2,091	1,496	2,611

ANNEX II – UN WOMEN ACO EVAW PORTFOLIO CONCEPTUAL FRAMEWORK (2014-2019)

To date, there is not available quantifiable data against each indicator. The below tracking of progress is purely qualitative and is based on the Evaluation Team’s desk top review, face to face interviews with partners, and Survey responses.

UN Women ACO Strategic Note Development Results Framework					
Impact area 3 – Ending Violence Against Women and Girls					
DRF Outcome Statement 2014-2016	Indicators	Progress to date	DRF Outcome Statements 2017-2019	Indicators	Assessed Relevance
Outcome 3.1. Government of Afghanistan implements legal frameworks combating and preventing violence against women and girls in coordination with civil society.	Indicator 3.1.a: # of National and provincial initiatives to improve implementation of legislation addressing violence against women.	Significant progress in terms of EVAW Law’s stipulations on provision of services (shelters, counseling, legal support); Limited progress in terms of Court/Police implementation	Outcome 3.2 Favourable social norms, attitudes and behaviours are promoted at community and individual levels to prevent VAW;	Indicator: Percentage of people (in the target communities) who think it is never justifiable for a man to beat a woman or girl, by sex	Highly relevant, reflecting more of a preventative – and less of a responsive – approach as compared to the 2014-2016 Outcome statement and indicator.

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Law;

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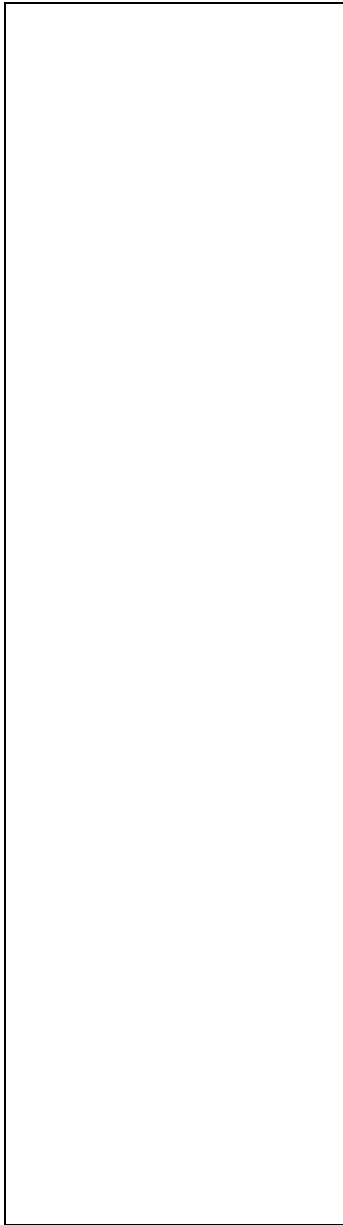
	<p>Indicator 3.1b: MoWA regularly publishes national and provincial data on violence against women.</p>	<p>On track – MOWA published 3rd Report on EVAW Legislation in 2016 with UN Women support</p>	<p>Outcome 3.3 The quality of early intervention and package of essential services is improved to support the empowerment of VAW survivors for safe reintegration into families and/or communities using the survivor-centred approach;</p>	<p>Indicator A: Number of WPCs and FGCs applying a survivor-centred approach</p> <p>Indicator B: Number of VAW survivors who have safely reintegrated from UN Women-assisted WPCs back to families and communities</p>	<p>Relevant and already on-track with the adoption of SOPs for the WPCs (MOWA enforced, with UN Women support) and all WPCs/FGCs supported by the EVAW SF trained and using the SOPs (according to 3rd Party Monitoring report); and the adoption of manuals for healthcare workers on SOPs and treatment of gender-based violence;</p> <p>Indicator B: Very relevant; at present, difficult</p>
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	Indicator 3.1.c: Select women protection mechanisms are strengthened/operational	On Track – SOPs also in place and enforced	Outcome 3.4 An enabling legislative and policy environment in line with international standards on EVAW is in place	Indicator A: Number of legislations, policies and regulations on EVAW and other forms of discrimination that are reviewed and reformed	<p>to measure what percentage of women are reintegrating with ease. WPCs follow up with clients for up to a year after leaving the WPCs but sometimes only area able to follow up on cases via the mobile phone and so assessment is vague.</p> <p>Somewhat relevant – nationally driven legislative reform process however has been somewhat ad hoc and UN Women (at times) has had to</p>
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			and translated into action.	Indicator B: EVAW laws and policies in place that draw upon international standards on EVAW	take a “reactive” approach. Relevant and somewhat on track – ACO is providing key inputs in this regard via their partnerships with MOWA, MoJ and the Office of the President, in coordination with UNAMA;
DRF Output Statements (2014-2016)	Indicator	Progress to Date	DRF Output Statements (2017-2019)	Indicator	Assessed Relevance
Output 3.1.1. Ministry of Women Affairs has increased capacity to monitor and coordinate operations	Indicator 3.1.1a: # of WPCs and FGCs applying standardized operational and monitoring tools and guidelines	On track – 3 rd Party monitor indicates there are some inconsistencies on SOP application in	DROPPED and COMBINED into new 3.4.1		

<p>of all Women Protection Centres and Family Guidance Centres at the national and sub national levels, in partnership with other relevant ministries and civil society organisations.</p>	<p>Indicator 3.1.1b: # of legal and protection departments applying improved guidelines for monitoring in Kabul and provinces.</p> <p>Indicator 3.1.1c: # of monitoring reports reflecting use of monitoring standard protocols</p> <p>Indicator 3.1.1d: % of coordination mechanisms fully operational and functional</p>	<p>some of the WPCs, however.</p> <p>On track and all IP reports reviewed show significant improvement in data collection and case tracking; and all are using a harmonized set of indicators developed by UN Women and MOWA;</p>			
<p>Output 3.1.2. UNW funded Women Protection Centres and Family Guidance</p>	<p>Indicator 3.1.2a: # of WPC/FGC with standardized services in accordance with MoWA's</p>	<p>On track – see above</p>	<p>REPLACED by 3 Outputs</p> <p>Output 3.3.1: UN Women-assisted</p>	<p>Indicator 3.3.1a: Number of mediators linked with FGCs and WPCs trained on the</p>	<p>Relevant and responding to Evaluation findings;</p>

<p>Centres provide improved and standardized services in accordance with MoWA's protocols and in coordination with the GBV referral system.</p>	<p>protocols and GBV referral systems.</p> <p>Indicator 3.1.2b: % of WPC/FGC clients satisfied with services provided</p>	<p>Good progress, although client dissatisfaction is still at around 30/40% depending on the WPC and based almost entirely on their perception of how/if justice was realized (source – 3rd party monitoring reporting)</p>	<p>Family Guidance Centres (FGCs) and Women Protection Centres (WPC) provide survivor-centred mediation and early intervention services to prevent escalation of violence.</p>	<p>guidelines and mechanisms for mediation through a transformative approach</p> <p>Indicator 3.3.1b: Proportion of mediators that report improved understanding of VAW dynamics and power imbalances in mediation following training</p> <p>Indicator 3.3.1c: Percentage of UN Women funded FGC and WPC clients that report safety and satisfaction with mediated case outcomes six months after decision</p>	<p>Relevant and responding to Evaluation findings;</p> <p>Relevant and responding to Evaluation findings</p>
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<p>Output 3.3.2: Improved capacities of service provision organisations (FGCs, WPCs, and DoWAs, EVAW Commissions) to manage cases of VAW according to key principles of survivor-centred approach.</p>	<p>Indicator 3.3.2a: Number of actors in service provision organisations trained on the survivor-centred guidelines for case management, registration, case documentation and coordination of referrals in cases of VAW to ensure access to protection and support services in WPCs</p> <p>Indicator 3.3.2b: Number of service provision organisations following the established guidelines for managing VAW cases with a survivor-centred approach</p>	<p>All indicators under this output are relevant and responding to Evaluation findings;</p>
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			<p>Indicator 3.3.2c: Percentage of survivors residing in UN Women funded WPCS who express satisfaction with governance of WPCs</p> <p>Indicator 3.3.2d: Percentage of survivors that express satisfaction with the quality and type of services received from WPCs</p>		
			<p>Output 3.3.3: Improved exit processes for survivors of VAW including reintegration services and</p>	<p>Indicator 3.3.3a: Percent of UN Women funded WPC and FGC clients who indicate continued safety 6 months after reintegration/return</p>	<p>Relevant and responding to Evaluation findings;</p>

			monitoring/follow-up after exiting WPCs related to safety of survivors.	to communities/families Indicator 3.3.3.b: Proportion of clients that receive safety planning assistance for reintegration	
DRF Output Statements (2014-2016)	Indicator	Progress to Date	DRF Output Statements (2017-2019)	Indicator	Assessed Relevance
Output 3.1.3. National and provincial EAW Commissions promote and monitor GBV victims' access to justice and protection in accordance with the Government's national and international commitments.	Indicator 3.1.3c: #of new EAW Commissions and Resource Centres established	Not clear which are new and which were established prior to 2014 (UN Women ACO to respond)	Replaced with Output 3.4.2 Capacity of EAW Commissions and MoWA to implement and monitor legislation on EAW and other forms of discrimination strengthened.	Indicator 3.4.2.c: Number of reports on VAW produced to influence policy and decision making	Somewhat relevant – of greater importance is measuring the number of sectoral responses by EAW Commission members (i.e. MoHRA; MoJ; Police;

					Governor's office, etc) to assess where the gaps are in the Commissions' role in each province;
Output 3.1.4. National and international stakeholders improve coordination and engagement for advocacy and action to prevent GBV, with particular focus on engaging men, boys and youth.	<p>Indicator 3.1.4a: Number of national partners implementing awareness campaigns.</p> <p>Indicator 3.1.4b: Number of joint advocacy and community mobilization sessions conducted for men, boys and youth</p> <p>Indicator 3.1.4c: Number of joint UN campaigns conducted on women's and girls' rights.</p>	Limited progress – all have outreach/awareness plans since 2015 but most are very activity and "information sharing" focused as opposed to behavior change work;	Output 3.2.1 Women, girls, men and boys at community and individual level are mobilized in favour of respectful relationships and gender equality.	<p>Indicator 3.2.1 a: Percentage of targeted men and women Change Champions who demonstrate positive change in their perception of gender roles and report actions promoting women's equality and non-violence compared to baseline</p> <p>Indicator 3.2.1 b: Number of incidences (decisions, reactions, elders' debates, etc.) reported by the</p>	<p>Relevant and responding to Evaluation findings;</p> <p>Relevant</p>

	Indicator 3.1.4d: Updated VAW statistics available online	For Indicator 3.1.4d: There is greater admin data on VAWG available since 2015		Change Champions which demonstrate a change in collective attitude and belief which supports gender equality, and women's rights	
			Output 3.2.2 Evidence to inform prevention of VAW policies, budgets and programmes developed and used to influence policies.	Indicator 3.2.2a: Number of research, related to prevention carried out and translated.	Relevant and responsive to Evaluation findings;
DRF Output Statements (2014-2016)	Indicator	Progress to Date	DRF Output Statements (2017-2019)	Indicator	Assessed Relevance
Output 3.1.5. Judicial institutions and legal frameworks are responsive to the rights of women and girls in accordance to national	Indicator 3.1.5c: Gender units in Supreme Court, AGO, MoI, MoJ are functional	Evaluation not able to measure this – no information available (UN Women ACO to respond)	Replaced with: Output 3.4.1 Laws and policies are regularly reviewed, reformed and resourced to	Indicator 3.4.1a: Number of analytical/position papers and reports produced to improve legislation, policies, or	Challenging and somewhat relevant, given the larger challenges of

<p>and international commitments.</p>			<p>conform with the international human rights treaties to which Afghanistan is a signatory.</p>	<p>implementation on ERAW</p> <p>Indicator 3.4.1b: Revised Criminal Law is reflecting gender responsive, recommendation from CLRWG</p> <p>Indicator 3.4.1c: Number of engendered legislation produced/revised (by Ministry of Justice and supported by TGWG or other coordination mechanisms that may be established in the next 4 years)</p> <p>Indicator 3.4.1d: Number of internal guidance, protocols</p>	<p>implementation which will take the ACO's attention;</p> <p>Relevant but not a realistic (i.e. UN Women is primarily accountable) indicator;</p>
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				and training for their workforce about sexual harassment, and reporting and investigation procedures adopted by select ministries and/or universities	
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ANNEX III – ERAW EVALUATION TERMS OF REFERENCE



UNITED NATIONS ENTITY FOR GENDER EQUALITY AND THE
EMPOWERMENT OF WOMEN

VACANCY ANNOUNCEMENT No. _____

Position Information:

Job Code Title:	Evaluation Consultant
Organizational Unit:	UN Women Afghanistan Country Office
Type of Appointment:	SSA (International)
Duration:	Approx. Four weeks including travel
Number of Post	One
Duty Station:	One week in Afghanistan and three weeks from home
Closing Date for Applications:	

UN WOMEN Mission Statement

Grounded in the vision of equality enshrined in the Charter of the United Nations, UN Women will work for the elimination of discrimination against women and girls; the empowerment of women; and the achievement of equality between women and men as partners and beneficiaries of development, human rights, humanitarian action and peace and security. Placing women's rights at the centre of all its efforts, UN Women will lead and coordinate United Nations System efforts to ensure that commitments on gender equality and gender mainstreaming translate into action throughout the world. It will provide strong and coherent leadership in support of Member States' priorities and efforts, building effective partnerships with civil society and other relevant actors

Background

UN Women is dedicated to advancing gender equality and women’s human rights in Afghanistan. Staff and consultants of UN Women are expected to contribute to a professional working environment in which the strengthening of national capacities and human potential is prioritized. Respect for diversity and human dignity is required, as is the active pursuit of a collaborative and inclusive approach to both internal and external stakeholders, including colleagues and partners.

UN-Women programming at the country level is referred to as a Strategic Note and Annual Work Plan (SN/AWP) which translates UN Women's corporate Strategic Plan to the local context and adapts it to the national priorities for gender equality. In response to the country context and

national priorities, the 2014-2017 UN Women Afghanistan Country Office (ACO) Strategic Note had eight outcomes, one of which relates to the Elimination of Violence against Women (EVAW) with five outputs.

The Law on the Elimination of Violence against Women in Afghanistan was enacted by a Presidential Decree in 2009. The Concluding Observations of CEDAW Committee on the combined initial and second periodic reports of Afghanistan (July 2013)¹⁵ expressed “deep concern at the high prevalence of violence against women in the State party, in particular domestic violence, rape, battery and laceration”. Therefore, the EVAW outcome and outputs of the UN Women ACO Strategic Note were designed to support the government in implementing the CEDAW Concluding Observations 11, 13, 15, and 23. The EVAW SF contributes to the government’s obligations under CEDAW, the Beijing Declaration and Platform for Action, the Millennium Development Goals and the 2030 Agenda. The EVAW SF relates to the corporate Impact Area 3 of the UN Women Global Strategic Plan.

The ACO SN/AWP has completed three years and has been extended to 2019 to match the United Nations Development Assistance Framework 2015-2019 (UNDAF) cycle. An External Evaluation of the EVAW SF was carried out in 2014 for the period of 2008-2014. The evaluation presented a number of recommendations based on which UN Women ACO has adopted an integrated approach and strategy for EVAW programme, known as the Survivor’s Empowerment Journey (SEJ) programme. Going forward the Strategic Note 2014-2019 has incorporated the EVAW/SEJ outcomes.

Description of the programme

¹⁵ http://tbinternet.ohchr.org/_layouts/treatybodyexternal/Download.aspx?symbolno=CEDAW%2fC%2fAFG%2fCO%2f1-2&Lang=en

Since 2002, the UN Women Afghanistan Country Office (ACO) has been assisting the government of Afghanistan and its partners in the area of EAW. In this regard, UN Women Afghanistan's Elimination of Violence against Women Special Fund (EAW SF) was established in 2008. As a multi-donor initiative, it works to strengthen resource efficiency by pooling resources and expertise through multiple stakeholders, in order to provide effective responses to violence against women and girls (VAW/G). The Fund addresses the inadequate mechanism to financially support and mobilize community-based and non-governmental organizations that are working on EAW and expand EAW initiatives throughout Afghanistan in a coordinated, strategic and sustainable manner.

Since its inception more than 87 grants have been implemented through the EAW SF in more than 25 provinces with approximately USD13.6 million invested since its establishment, educating over 100,000 service providers and community leaders on EAW, and broadcasting advocacy messages on the EAW Law to a potential audience of over 11 million via BBC radio programs. The EAW SF also has supported 11 Women Protection Centres (WPCs) and five Family Guidance Centres (FGCs) in as many provinces, to provide safe refuge for over 11,870 survivors of violence. The EAW SF has been supporting the government and civil society organizations to eliminate violence against women through prevention and response mechanisms and had processed 17 calls for proposals.

The EAW outcome and outputs of the SN/AWP 2014-2017 which formed the framework of EAW SF grants from 2014 were:

Outcome 3.1: Government of Afghanistan implements legal frameworks combating and preventing violence against women and girls in coordination with civil society.

Output 3.1.1: Ministry of Women Affairs has increased capacity to monitor and coordinate operations of all Women Protection Centres and Family Guidance Centres at the national

and sub national levels, in partnership with other relevant ministries and civil society organizations.

Output 3.1.2: UNW funded Women Protection Centres (WPCs) and Family Guidance Centres (FGCs) provide improved and standardized services in accordance with MoWA's protocols and in coordination with the GBV referral system.

Output 3.1.3: National and provincial EAW Commissions promote and monitor GBV victims' access to justice and protection in accordance with the Government's national and international commitments.

Output 3.1.4: National and international stakeholders improve coordination and engagement for advocacy and action to prevent GBV, with particular focus on engaging men, boys and youth.

Output 3.1.5: Judicial institutions and legal frameworks are responsive to the rights of women and girls in accordance to national and international commitments.

Since 2014 the EAW SF has been supported by funding from the governments of Australia, Republic of Korea, Iceland, Italy, Netherlands, Norway, and Sweden. Under the SN/AWP the ACO has approximately delivered \$8.1 million between 2014-2016. As of 31 December 2016, there are 25 Women Protection Centres nationwide of which 11 are supported by UN Women and the rest through funding by USAID to other development actors mainly International Narcotics and Law Enforcement Affairs (INL). In order to avoid duplication and have a better outreach, the geographical focus of each actor has been coordinated through MoWA (the WPC Directorate).

In addition to the donors and the relevant UN Agencies, key stakeholders have been the government entities crucial for a multi-sectoral approach to EAW through EAW High Commission, the Provincial EAW Commissions and the WPC Coordination Committees. In relation to the legal reform, the ACO EAW programme has been engaged with the members of the Criminal Law Reform Working Group as well as the UN sister agencies active in supporting the government in this area.

Furthermore, UN Women ACO has been engaged with civil society partners who implement protection and prevention grants.

The strategic guidance for the EVAW SF is through consultative mechanisms of an Advisory Board and a Technical Review Committee to ensure adequate appraisal of project proposals and grantees:

- The members of the Advisory Board are representatives from the donor community, United Nations partners and the Government of Afghanistan
- The members of the Technical Review Committee are from UN Women and other UN Agencies.

While the Advisory Board provides management and administrative guidance, strategic direction, coordination, review and approval of proposals, the Technical Review Committee ensures transparency, fairness and objectivity and upholds quality standards in the grant-making process.

In mid-2016 ACO initiated the roll out of the EVAW/SEJ programme. The EVAW/SEJ has four interlinked components of prevention, protection, economic empowerment and enabling policy environment/rule of law to address VAW. The EVAW/SEJ applies community participation principles to achieve prevention, a survivor-centric approach for protection, and provides for the possibility of economic empowerment to support the exit and reintegration of VAW survivors into their communities. The fourth component engages key government agencies to ensure gender sensitive legal reforms and supports the implementation of key policies and action plans such as the national strategy for gender-responsive budgeting, the UNSCR National Action Plan 1325 and the EVAW National Strategy and Action Plan. The EVAW/SEJ has now established clear links between the various programme areas of the Strategic Note as follows:

- EVAW/SEJ Component 3 links with the Women's Economic Empowerment which is outcome 2 of the SN/AWP;

- EVAW/SEJ Component 4 links with the National Planning and Budgeting processes pursued under outcome 5 of the SN/AWP
- EVAW/SEJ Components 1, 2 and 4 link with the implementation of National Action Plan 1325 objectives that is supported under outcome 4 of the SN/AWP
- EVAW/SEJ Component 4 supports the government's obligations in implementing the CEDAW Concluding Observations

Therefore, the EVAW/SEJ is the new approach and strategy of the EVAW SF which will continue to promote a consolidated, harmonized approach and pool resources to address the prevention, protection and economic empowerment aspects for EVAW, commit expertise for an enabling policy environment, link and strengthen monitoring and accountability. Through EVAW SF mechanism ACO will implement the EVAW/SEJ and continue to build capacity of NGOs to implement EVAW in Afghanistan.

Purpose and use of the Evaluation:

UN Women ACO seeks to undertake a summative and formative evaluation of its EVAW programme implemented through the EVAW SF mechanism. The summative evaluation will provide an independent assessment of the progress made towards the achievement of the planned results, the implementation of the recommendations from the previous evaluation and identify lessons learned. The formative evaluation will consider the evolution of the EVAW programme strategy as articulated in the EVAW/SEJ. It is expected that the evaluation findings are based on an assessment of the results achieved since 2014, the challenges and opportunities encountered, the efficiency and effectiveness of the programme approach and strategies applied and the partnerships developed, including adjustments made during the implementation of the programme. This evaluation is initiated by UN Women to inform the second part of the extended SN/AWP cycle in the refinement and implementation of the EVAW/SEJ. The key evaluation users and target audiences are the EVAW programme stakeholders as it will also contribute to accountability and decision making for the EVAW SF Advisory Board.

Objective

The specific objectives of this evaluation are:

1. Assess the relevance of UN Women contribution in the area of EAW at national levels and alignment with international agreements and conventions on gender equality and women's empowerment.
2. Assess effectiveness and organizational efficiency in progressing towards the achievement of results as defined in outcome 3.1 of ACO Strategic Note 2014-2019.
3. Assess the sustainability of the intervention in achieving outcome 3.1 for EAW in ACO Strategic Note 2014-2019.
4. Analyse how human rights approach and gender equality principles are integrated in implementation.
5. Validate lessons learned and good practices and identify challenges that have implications for strengthening its future managerial, programmatic and funding directions.
6. Provide actionable recommendations with respect to the implementation of the EAW/SEJ in the future.

Scope and Methodology of the Evaluation

Programmatic scope

The summative evaluation will focus on Outcome 3.1 of the SN/AWP 2014-2019 and the progress achieved since 2014 in line with the above stated purpose and objectives. The formative evaluation will focus on the evolution of the EAW programme and development of the EAW/SEJ.

Time frame: The evaluation of Outcome 3.1 of the SN/AWP 2014-2019 will cover the timeframe of 2014-2016 inclusive.

Geographical Coverage

The EAW programme has been implemented at central and provincial levels. At central level, mainly with Ministry of Women Affairs and Ministry of Justice and at provincial level through the Department of Women's Affairs (DoWAs) and civil society partners in 18 provinces (Kabul, Parwan, Kapisa, Kandahar, Samangan, Balkh, Jawzjan, Sarepul, Baghlan, Kunduz, Takhar, Badakhshan, Bamyan, Daikundi, Herat, Kunar, Laghman and Nangarhar) to varying degrees. However, the selected provinces and sub-areas will be determined during the inception phase of the evaluation.

Thematic coverage

This evaluation covers the all aspects of EAW as articulated for outcome 3.1 of the ACO SN/AWP. Therefore, it will review results of all EAW SF projects funded by Australia-DFAT, Iceland, Italy, Korea, Netherlands, Norway and Sweden.

Stakeholders

The EAW SF stakeholders include Government Ministries and Organizations, Donors, UN Agencies, and CSOs/NGOs.

Approach and Methodology

The consultant will determine the specific design and methodologies to be applied during the inception period and present for approval to the UN Women Afghanistan Management. However, during the evaluation, it is expected to use both qualitative and quantitative data collection methods as appropriate. This includes, but is not limited to:

1. Desk review of relevant documents (project documents, IP reports, annual reports, donor-specific reports, etc.)
2. Discussions with relevant Special Fund programme staff
3. Interviews with partners and stakeholders
4. Field visits to selected locations and/or telephone/Skype interviews with partners and stakeholders
5. Consultation meetings and/or focus group discussions
6. Administration and analysis of questionnaires/surveys
7. Case Studies of relationships and results achieved with selected partners

Summative Evaluation Questions

The evaluation assesses all aspects of outcome 3.1 of SN/AWP 2014-2017 against the following criteria. During the inception phase the questions will be finalized, however the following indicates the scope:

Relevance

1. Did the objectives and strategies address the needs and priorities in national/provincial context?
2. What is UN Women's comparative advantage in this area of work compared with other UN entities and key partners?
3. How beneficial have the linkages and alignment between EVAW SF, and other UN Women projects been to maximize complementarity and synergy of efforts?

Effectiveness

1. To what extent were the programmatic objectives and targets achieved?

2. Are the various activities undertaken by EVAW SF to end VAW reinforcing one another? If so, how?
3. What, if any, were the unexpected outcomes?

Efficiency

1. What measures have been taken during the implementation period to ensure that resources are used efficiently?
2. How did the management/organizational structure, managerial support and coordination mechanisms support the efficiency of the implemented initiatives?

Sustainability

1. Is the EVAW SF leading to sustainable changes and results?
2. How has UN Women's intervention in EVAW influenced the policy framework in Afghanistan so far?
3. Were the partnership choices with GoIRA and IPs appropriate for greater sustainability of the EVAW SF activities?
4. To what extent was capacity developed in order to ensure sustainability of efforts and benefits?
5. Have the EVAW SF initiatives contributed to creating national capacities for sustained results?

Gender Equality and Human Rights

1. To what extent has gender and human rights considerations been integrated into the programme design and implementation?
2. How has attention to integration of gender equality and human rights concerns advanced

the area of work?

Formative Evaluation Questions:

Relevance

1. What if any other considerations should be taken to ensure the EAW/SEJ will strengthen the linkages and alignment between EAW SF, and other UN Women projects?

Effectiveness

1. Has the action taken by UN Women ACO in response to the recommendations of the prior External Evaluation of EAW SF added to the effectiveness of the programme?

Efficiency

1. What measures should be taken during the next implementation period to ensure that resources are used efficiently?
2. Has the implementation of the prior External Evaluation 2008-2014 recommendations added to the efficiency in implementing the programme?

Sustainability

1. Does the EAW/SEJ require other partnership choices?
2. What other lessons should be incorporated in the EAW/SEJ to ensure the long-term sustainability of the SF in order to end Violence against Women?

Gender Equality and Human Rights

1. To what extent has gender and human rights considerations been integrated into the EVAW/SEJ programme design and implementation?

Outputs

Summative and Formative Evaluation outputs:

1. An evaluation design that builds on the above detailed scope, objectives and questions, specifying the approach to address the evaluation objectives and questions, including an evaluation matrix.
2. A detailed workplan indicating timing of activities, responsibilities, and use of resources.
3. The instruments and tools to be used for gathering relevant information and data, including identification of the variety of key informants to be interviewed;
4. The approaches for the analysis and the interpretation of data (e.g. types of data analysis used, data collection instruments, the level of precision, sampling approaches);
5. The selection process and criteria of the sampling and list of information sources gathered, and making them available to UN Women;
6. Expected measures that will be put in place to ensure that the evaluation process is ethical and that the participants in the evaluation – e.g. interviewees, sources – will be protected (according to the UNEG norms and standards and UNEG Ethical Guidelines for reference – see <http://www.unevaluation.org/ethicalguidelines>)
7. PowerPoint Presentation on the final analysis
8. Evaluation Report

Timeframe: The evaluation is divided into three stages with a total duration of 4 weeks.

Evaluation Stages

Milestones/Deliverables

Inception	<ul style="list-style-type: none"> a. Conduct desk review to inform Evaluation methodology, design and matrix b. Develop a detailed workplan c. Develop of data collection tools d. Interview with UN Women management and programme staff e. Inception report 	3 days (latest start date is 15 Feb)
Field work	<ul style="list-style-type: none"> a. Conduct field visits/interviews b. Collect data 	9 days (including travel)
Final analysis and reporting	<ul style="list-style-type: none"> a. Final data analysis b. Draft final evaluation report c. Conduct presentation to key partners and stakeholders, including UN Women, Advisory Board members, Government and Implementing partners 	16 days (latest end date is 15 Mar)
Competencies:		

Core Values and Ethics

- Demonstrate cultural sensitivity and able to work in a multi-national environment
- Support the Organization's corporate goal
- Comply with UN WOMEN rules, regulations and code of conduct
- Demonstrate integrity

Corporate Competencies

- Demonstrates commitment to UN Women's mission, vision and values;
- Displays cultural, gender, religion, race, nationality and age sensitivity and adaptability;
- Consistently approaches work with energy and a positive, constructive attitude;
- Focuses on result for the client and responds positively to feedback.

Teamwork

- Build effective client relationships and partnerships
- Interact with all levels of staff in the organization
- Excellent interpersonal skills
- Build and share knowledge
- Provide guidance and support to others
- Apply existing knowledge to work
- Make valuable practice contributions

Communication

- Excellent oral and written skills
- Listen actively and respond effectively

Management and Leadership:

- Builds strong relationships with clients, focuses on impact and result for the client and responds positively to feedback;
- Demonstrates openness to change and ability to manage complexities;
- Ability to lead effectively, mentoring as well as conflict resolution skills;
- Demonstrates strong oral and written communication skills;
- Remains calm, in control and good humored even under pressure;
- Proven networking, team-building, organizational and communication skills;
- Good analytical and strategic thinking skills.

Qualifications:

Under the direct supervision of the Gender Specialist, MSU, and supported by the EVAW Deputy Manager. The Evaluation Consultant will be responsible for producing the outputs stated in the terms of reference.

Evaluation Consultant – International

- At least Master's degree in the social sciences
- At least 10 years of working experience in evaluation, of which at least 5 years is in evaluation of international development programmes and knowledge of evaluation of funding mechanisms;
- Experience in evaluation of large programmes involving multiple locations and multiple stakeholders;
- Previous experience in leading and managing an evaluation team
- Thorough understanding of gender equality, human rights and development issues, specifically knowledge and experience on issues of Violence against Women and Women's Human Rights in conflict settings
- Facilitation skills and ability to manage diversity of views in different cultural contexts; specific experience in Afghanistan is an asset;
- Familiarity with the UNEG standards and norms for evaluations;
- Excellent teamwork and strategic thinking skills

- Excellent communication skills: both writing and verbal skills. Demonstrated ability to produce high quality evaluation reports, including recommendations for future work
- Ability to ensure that a high-quality product is delivered on a timely basis;

Language Requirements:

- Fluent in English language. Strong, confident command of both written and oral English.
- Knowledge of local languages, Dari and/or Pashto, an asset.

Computer Skills:

- High level of proficiency in computer systems, internet navigation and various office applications.

Ethical Code of Conduct for the Evaluation

It is expected that the evaluation consultant will respect the ethical code of conduct of the United Nations Evaluation Group (UNEG). For reference please see

<http://www.unevaluation.org/unegcodeofconduct>

Submission of Applications

Interested applicants are requested to submit COB 1st February 2017 a detailed resume and UN personal History Form (P11) with a cover letter clearly stating the position title and financial proposal which provides a breakdown of the professional fee 'Daily Rate', travel and other foreseen costs. Women candidates are encouraged to apply.

ANNEX IV - INTERVIEWS

Organisation/Individual – Afghan Government Bodies/Officials	Location
Observed and participated in the 71 st Session of the EAW High Commission	Ministry of Women Affairs, Kabul
Dr. Soraya Sobhrang, Children Rights Commissioner, Afghanistan Independent Human Rights Commission	AIHRC Office
Deputy Technical Minister, Ms. Spozhmai Wardak, MOWA	Ministry of Women Affairs
Ministry of Rehabilitation and Rural Development (MRRD) – Salim Mastoor, Acting ED; Frozan Irfan, Gender Specialist; Hadaf Khan, Deputy Programme Director;	MRRD, Kabul
JSSP/MoJ Law Reform group representative, MOJ, Mr. Abdul Majid, Director, Legislation Dept.	Kabul Hotel Star
Meeting with representatives of the Office of the Governor of Parwan – Mr. Sabor, Head of the Provincial Governor’s Office; Mr. Wahid, Spokesperson for the Provincial Governor;	Field Visit - Parwan
EVAW High Commission Member - Ms. Parwin Rahimi; head of EVAW prosecution office	
EVAW High Commission Member - Ms. Mezhgan Mustafawi, Deputy Minister for ministry of Information & culture	
EVAW High Commission Member - Mr. Qarizadah, Head of AIBA	
Organisation/Individual – Afghan Non-Governmental	Location

<p>Site Visit to WAW Women’s Protection Centre in Kabul and meeting with WAW representative, Ms. Amena</p>	<p>Field Visit - Kabul</p>																				
<p>NAWA arranged High Education Students Awareness Program at Hamta High Institute Center of Parwan on EVAW root causes and laws: Experts will come from the Provincial EVAW Commission (MoJ, DOWA; Ministry of Haj and Religious Affairs; NAWA);</p> <p>Visit to the Parwan Women’s Protection Centre;</p>	<p>Field Visit - Parwan</p>																				
<p>Half day consultation with UN Women Implementing Partners in EVAW – the NGOs all represent the WPCs and FGCs supported by UN Women, as well as some advocacy/communications partners</p> <table border="1" data-bbox="180 943 982 1424"> <thead> <tr> <th>#</th> <th>Participant</th> <th>NGO</th> <th>NGO’s Full Name</th> </tr> </thead> <tbody> <tr> <td>1</td> <td>Najia</td> <td>HAWCA</td> <td>Humanitarian Assistance for the Women and Children of Afghanistan</td> </tr> <tr> <td>2</td> <td>Dr. Zakir Hussain</td> <td>LSO</td> <td>Labour Spring Organization</td> </tr> <tr> <td>3</td> <td>Said M. Akram</td> <td>JFAO</td> <td>Justice for All Organization</td> </tr> <tr> <td>4</td> <td>Qiam Amiry</td> <td>Khat Media</td> <td>Khat Media</td> </tr> </tbody> </table>	#	Participant	NGO	NGO’s Full Name	1	Najia	HAWCA	Humanitarian Assistance for the Women and Children of Afghanistan	2	Dr. Zakir Hussain	LSO	Labour Spring Organization	3	Said M. Akram	JFAO	Justice for All Organization	4	Qiam Amiry	Khat Media	Khat Media	<p>UN Women ACO meeting room</p>
#	Participant	NGO	NGO’s Full Name																		
1	Najia	HAWCA	Humanitarian Assistance for the Women and Children of Afghanistan																		
2	Dr. Zakir Hussain	LSO	Labour Spring Organization																		
3	Said M. Akram	JFAO	Justice for All Organization																		
4	Qiam Amiry	Khat Media	Khat Media																		

5	Shafiqah Habibi	NAWA	New Afghan Women Association	
6	Ghotai Sahibian	AWSDC	Afghan Women Skills Development Center	
7	Sulaiman Ibrahimi	AWSDC	Afghan Women Skills Development Center	
8	Fawad Wafa	SO	Shuhada Organization	
9	Sayed Haroon Hashimi	ORCD	Organization for Research and Community Development	
10	Dr. Rasheed	YHDO (3 rd Party Monitoring org for UN Women)	Youth Health and Development Organization	
Ms. Hasina Safi, Director Afghan Women's Network				Skype
Organisation/Individual – International Partners				Location
Ms. Heun-jin Kim, First Secretary, Embassy of Republic of Korea				Embassy
DFAT/Australia Embassy – Semin Qasmi/Gender Focal Point; Malcolm Leggett, Counsellor (Development)				Embassy

Italian Development Cooperation – Grazia Redolfi, Multilateral Programme Coordinator/Gender Advisor; Elio Giombini, Health Advisor;	Embassy/Development Cooperation Offices
Finland – Niina Tenhio, Counsellor, Head of Development Cooperation;	Embassy
Government of Sweden – Mr. Johan Norqvist, First Secretary, Human Rights, Gender and Civil Society;	Embassy
Government of Norway – Ms. Aneela Khan, Adviser, Team Afghanistan – Section for Grant Management, Norwegian Ministry of Foreign Affairs	Skype
UNDP- Shadi Safavi, Project Management Specialist, Justice Sector Coordination and EAW	UNDP
The Asia Foundation – Sandy Feinzig	Skype
UN Women Staff	Location
UN Women Afghanistan EAW Pillar Team	UN Women ACO
Interview with UN Women Officer in Charge, Shruti Upadhyay	UN Women ACO
Technical consultant of the UN Women ACO “Survivor’s Empowerment Journey” Programme, Sagipa Djusaeva;	UN Women ACO
UN Women ACO Programmes Senior Officer, Sadiq Syed	UN Women ACO
Evaluation Reference Group	

Circulation and feedback received on the Evaluation's Inception Report, which outlined Evaluation Approach and Methodology	Email communication
Initial Meeting of Evaluation Reference Group, presenting the results of the Evaluation's mission/interviews and initial findings	Palace 7/Skype
Circulation of First Draft Evaluation Report to ERG for feedback	Email communication
Final version of Evaluation Report circulated with request for guidance on how to appropriately disseminate Evaluation findings to national and international stakeholders.	Email communication

ANNEX V - LIST OF DOCUMENTS REVIEWED

No.	Title	Author
1	Review of evaluation approaches and methods for interventions related to violence against women and girls (VAWG), June 2014	Raab, Michaela and Wolfgang Stuppert – commissioned by the UK Department for International Development (DFID) to assess the strengths, weaknesses and appropriateness of approaches and methods used to evaluate interventions on violence against women and girls (VAWG).
2	WHO (2001) Putting women first. Ethical and safety recommendations for research on domestic violence against women. Geneva: World Health Organisation.	WHO (Mary Ellsberg, Lori Heise)
3	UNEG Ethical Guidelines for Evaluation UNEG, March 2008	UNEG
4	UNEG Handbook for Integrating Human Rights and Gender Equality Perspectives in Evaluations in the UN System, March 2011 ;	UNEG
5	External Evaluation of the Elimination of Violence Against Women (EVAW) Special Fund 2008-2014. Report prepared for UN Women Afghanistan Country Office Kabul, Afghanistan , April 2015	Report prepared and finalised by: Dr. Robin N. Haarr, Lead Evaluator, UN Women Consultant Field Evaluators: Jan Reynders, Den Haag, Netherlands; Abdul Moien Jawhary, Kabul City, Afghanistan
6	Midterm Review of the DFAT Ending Violence Against Women (EVAW) Program in Afghanistan, Prepared for the Government of Australia, March 2016.	Adam smith international – Marie Huber and Nabila Musleh;
7	UN Women ACO Internal/Online Annual Report for 2016 (March 2017)	UN Women On Line Reporting system
8	UN Women ACO 2015 AWP	UN Women

9	MoWA Shelter Protocol – Regulation of Women’s Protection Centres	Ministry of Justice Final Draft – Submitted to Council of Ministers, 2011
10	GBV Treatment Protocol for Healthcare Providers in Afghanistan	Ministry of Public Health/Afghanistan; WHO; UN Women
11	Assessment of Knowledge, Attitudes and Practices (KAP) of Health Personnel on GBV Case Management in Six Provinces (2015 ?)	Youth Health and Development Organisation (YHDO) and UN Women
12	The Survivors’ Empowerment Journey Programme Document	UN Women
13 to 16	Sampling of Implementing Partner Reports - Four 2016 Annual Reports - (AWDSC) WPC Reports to UN Women ERAW Special Fund for: a) Baghlan Province; b) Bamyan Province; c) Parwan; and d) Kabul Province	AWSDC
17	Sampling of Implementing Partner Report - Women for Afghan Women (WAW) 2016 Annual Reports – WPC Reports to UN Women ERAW Special Fund for Jwazjan Province;	WAW
18	Sampling of Implementing Partner Report – Humanitarian Assistance for Women and Children of Afghanistan (HAWCA) – 4 th Quarter WPC Report to the UN Women ERAW Special Fund for Kabul Province	HAWCA
19	Sampling of Implementing Partner Report – Justice for All Organisation (JFAO) – 4 th quarter (2016) Family Guidance Centre Report to UN Women ERAW Special Fund for Kandahar Province	JFAO
20	Sampling of Implementing Partner Report – Labour Spring Organisation (LSO) – 4 th Quarter (2016) Women Protection Centre Report to UN Women ERAW Special Fund for Daikundi Province;	LSO
21	3 rd Party Monitoring Report – YHDO – 4 th Quarter (2016) 3 rd Party Monitoring of Family Guidance Centres in four provinces (Kandahar; Laghman; Kunar; Nangarhar) for UN Women ERAW Special Fund	YHDO

22	3 rd Party Monitoring Report – YHDO – 4 th Quarter Monitoring Report of Women’s Protection Centres in four provinces (Bamyan, Daikundi, Kabul, Nangarhar)	YHDO
23 to 25	UN Women Internal (and for 3 rd Party Monitoring/MOWA) Monitoring Tools for WPCs – Interviews for Staff, Clients, and observations/check list;	UN Women
26	Mid-Term Review of UN Women Afghanistan Strategic Note (2014-2019)	UN Women
27	UN Women Afghanistan Strategic Note (2014-2017)	UN Women
28 to 31	UN Women Afghanistan Annual Work Plans (2014;2015;2016 and 2017)	UN Women
32	UN Women Corporate On Line System – Global Accountability and Tracking of Evaluations (GATE) – UN Women ACO Management Response to Evaluations on EVAW	UN Women Corporate On-Line reporting mechanism
33	UN Women ACO’s 2 nd Annual Progress Report to the Government of Australia/DFAT on the “Support for Women’s Protection Programme (Afghanistan)” (EVAW Special Fund) July 2014 to June 2015	UN Women
34	UN Women ACO’s 3 rd Annual Progress Report to the Government of Australia/DFAT on the “Support for Women’s Protection Programme (Afghanistan)” (EVAW Special Fund), July 2015 to June 2016	UN Women
35	Support to UN Women in Afghanistan (Sweden) & Assistance to the UN Women Afghanistan Country Programme in the Planned Period 2010-2013 (Norway); Sixth Consolidated Progress Report to the Governments of Sweden and Norway, covering period January-December 2014	UN Women

36	Afghanistan Country Office Strategic Note 2014-2017, Development Results Framework - Implementation of Goal Three: Women and girls live a life free from violence (Outputs 3.1.1 and 3.1.2); Second Progress Report to the Government of Italy covering the period July 2015 – June 2016	UN Women
37	Afghanistan Country Office Strategic Note 2014-2017, Development Results Framework Outcome 3.1, "Government of Afghanistan Implements Legal Frameworks Combating and Preventing Violence against Women and Girls in Coordination with Civil Society"; Second Progress Report to the Government of the Republic of Korea covering the period January - December 2015	UN Women

ANNEX VI – MEMBERS OF EVALUATION REFERENCE GROUP

Organization	Contact Person	Contact Details
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ANNEX VII – EVALUATION LOGFRAME

Evaluation Criteria	Explanation of Criteria	Evaluation Questions	Source of Data	Collection Method
Relevance	Extent to which planning, design, implementation and coherence of the current and future portfolio aligns with national priorities and direct beneficiary needs; and extent to which the portfolio supports international norms and standards;	Summative:		
		Did the objectives and strategies address the needs and priorities in national/provincial context?	National and provincial government; NGOs Activists	Desk top review On line surveys (2) Focus Group Discussion Interviews
		What is UN Women's comparative advantage in this area of work compared with other UN entities and key partners?	UN Women staff International partners;	Desk top review On line surveys (2) Focus Group Discussion Interviews
		How beneficial have the linkages and alignment between EVAW SF, and other UN Women projects been to maximize complementarity and synergy of efforts?		Desk top review Interviews Focus Group Discussion
		Formative		

		What if any other considerations should be taken to ensure the ERAW/SEJ will strengthen the linkages and alignment between ERAW SF, and other UN Women projects?		Desk top review Interviews On line survey (2 types) Focus Group discussion;
Effectiveness	The extent to which the portfolio's desired results are on track and ground work laid for advancing the future, revised portfolio.	Summative:		
		To what extent were the programmatic objectives and targets achieved?	National Government; NGOs – Implementing Partners UN agencies UN Women International partners;	Desk top review Interviews On line survey (2 types) Focus Group discussion;
		Are the various activities undertaken by ERAW SF to end VAW reinforcing one another? If so, how?	UN Women National Government Implementing Partners (NGOs) Donors	Desk Top review Focus Group Discussion Interviews
		What, if any, were the unexpected outcomes?	National Government; NGOs – Implementing Partners UN agencies UN Women	Desk top review Interviews On line survey (2 types)

			International partners;	Focus Group discussion;
		Formative:		
		Has the action taken by UN Women ACO in response to the recommendations of the prior External Evaluation of EAW SF added to the effectiveness of the programme?	National Government; NGOs – Implementing Partners UN agencies UN Women International partners;	Desk top review Interviews On line survey (2 types) Focus Group discussion;
Efficiency	How economically and effectively are resources (funds, tools, capacities) converted to results.	Summative:		
		What measures have been taken during the implementation period to ensure that resources are used efficiently?	UN Women Implementing Partners – NGOs and Government;	Desk top review Interviews Focus Group Discussion
		How did the management/organizational structure, managerial support and coordination mechanisms support the efficiency of the implemented initiatives?	UN Women Implementing Partners – NGOs and Government	Desk top review Interviews Focus Group Discussion
		Formative:		
		What measures should be taken during the next	UN Women	Desk top review

		implementation period to ensure that resources are used efficiently?	Implementing Partners – NGOs and Government International Partners (Donors)	Interviews Focus Group Discussion On line Surveys (2 types)
		Has the implementation of the prior External Evaluation 2008-2014 recommendations added to the efficiency in implementing the programme?	UN Women Implementing Partners – NGOs and Government International Partners (Donors)	Desk top review Interviews Focus Group Discussion On line Surveys (2 types)
Sustainability	The probability of long-term benefits from programme activities once they are over, including whether it is feasible to continue them in the future	Summative:		
		Is the EVAW SF leading to sustainable changes and results?	National Government; NGOs – Implementing Partners UN agencies UN Women International partners;	Desk top review Interviews On line survey (2 types) Focus Group discussion;
		Were the partnership choices with GoIRA and IPs appropriate for greater sustainability of the EVAW SF activities?	National Government; NGOs – Implementing Partners UN agencies UN Women	Desk top review Interviews On line survey (2 types)

		To what extent was capacity developed in order to ensure sustainability of efforts and benefits?	International partners;	Focus Group discussion;
		Have the EVAW SF initiatives contributed to creating national capacities for sustained results?		
		How has UN Women's intervention in EVAW influenced the policy framework in Afghanistan so far?		
		Formative:		
		Does the EVAW/SEJ require other partnership choices?	National Government; NGOs – Implementing Partners UN agencies UN Women International partners;	Desk top review Interviews On line survey (2 types) Focus Group discussion;
		What other lessons should be incorporated in the EVAW/SEJ to ensure the	National Government;	Desk top review Interviews

		long-term sustainability of the SF in order to end Violence against Women?	NGOs – Implementing Partners UN agencies UN Women International partners;	On line survey (2 types) Focus Group discussion;
Gender Equality and Human Rights	The degree to which the EVAW Portfolio's strategy and development represent GE and Human Rights principles.	Summative:		
		To what extent has gender and human rights considerations been integrated into the programme design and implementation?	UN Women International Partners NGOs Activists	Desk top review Interviews On line survey (2 types) Focus Group discussion;
		How has attention to integration of gender equality and human rights concerns advanced the area of work?		Desk top review Interviews On line survey (2 types) Focus Group discussion;
		Formative:		
		To what extent has gender and human rights considerations been integrated into the EVAW/SEJ programme design and implementation?	UN Women International Partners NGOs Activists	Desk top review Interviews On line survey (2 types)

				Focus Group discussion;
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ANNEX VIII – SURVEY TOOLS; INTERVIEW QUESTIONS; FOCUS GROUP DISCUSSION QUESTIONS

Self-Directed Survey for UN Women Implementing Partners under the Ending Violence Against Women and Girls (EVAWG) Portfolio in Afghanistan

UN Women Afghanistan Country Office (ACO) is conducting an external evaluation of its Ending Violence Against Women and Girls (EVAWG) Portfolio for the period 2014 to 2016.

Since 2002, the UN Women Afghanistan Country Office (ACO) has partnered with national stakeholders and international organisations in Ending Violence against Women and girls (EVAWG). UN Women’s work on EVAWG has largely focused to date around four key areas of intervention: Supporting MoWA to fulfil its obligations toward EVAWG; Ensuring that survivors of VAW receive professional and standardized services from WPCs, as well as health services, police support, and access to justice; Engaging men, boys, and youth more fully to address VAW in their communities; and ensuring EVAWG and government commitments are reflected in judicial and legal frameworks. Since 2002, UN Women’s work on EVAWG has focused on strengthening national legal frameworks to prevent, punish and respond to acts of violence against women and girls, supporting the integration of international norms and standards. Within the UN Women ACO’s EVAWG Portfolio, there is the EVAW Special Fund, which provides direct technical and financial support to national partners providing services and prevention initiatives in the area of EVAWG.

This independent evaluation launched by UN Women ACO will be both summative and formative in nature. The *summative evaluation* component will provide an independent assessment of the progress made under the full UN Women ACO EVAWG Portfolio (outlined above). The *formative evaluation* will consider the evolution of the EVAW Portfolio’s programme strategy as articulated in the EVAW “Survivor’s Empowerment Journey” (SEJ) Programme¹⁶.

¹⁶ In mid-2016 ACO initiated the roll out of the EVAW “Survivor’s Empowerment Journey” (SEJ) Programme. The EVAW/SEJ has four interlinked components of prevention, protection, economic empowerment and enabling policy environment/rule of law to address VAW. The EVAW/SEJ applies community participation principles to achieve prevention, a survivor-centric approach for protection, and provides for the possibility of economic empowerment to support the exit and reintegration of VAW survivors into their communities. The fourth component engages key government agencies to ensure gender sensitive legal reforms and supports the implementation of key policies and action plans such as the national strategy for gender-responsive budgeting, the UN Security Council Resolution 1325 National Action Plan and the EVAW National Strategy and Action Plan

The *key evaluation users and target audiences* are the EVAW programme stakeholders as it will also contribute to accountability and decision making for the EVAW SF Advisory Board.

Objectives of the Evaluation:

As outlined in the UN Women ACO TORs, the Evaluation will focus on the period of 2014 to 2016, and its overall objectives are to:

- Assess the relevance of UN Women contribution in the area of EVAW at national levels and alignment with international agreements and conventions on gender equality and women's empowerment;
- Assess effectiveness and organizational efficiency in progressing towards the achievement of results as defined in outcome 3.1 of ACO Strategic Note 2014-2019;
- Assess the sustainability of the intervention in achieving outcome 3.1 for EVAW in ACO Strategic Note 2014-2019;
- Analyse how human rights approach and gender equality principles are integrated in implementation;
- Validate lessons learned and good practices and identify challenges that have implications for strengthening its future managerial, programmatic and funding directions;
- Provide actionable recommendations with respect to the implementation of the EVAW/SEJ in the future.

The evaluation also seeks to assess the degree to which the UN Women ACO has responded to the Findings and Recommendations of the first evaluation of the EVAW SF (2008 to 2014).

The evaluation team will be meeting as many UN Women ACO implementing partners (EVAWG) that time and resources will allow. To ensure a more detailed feedback from Implementing partners, we are requesting you to complete this questionnaire in the language most appropriate to you and your organisation.

The purpose of this questionnaire is to understand the opportunities, obstacles, sensitivities, strengths, weaknesses, challenges and results of setting up, undertaking and managing activities that contribute to ending Violence against women and girls. We are also asking for numbers and other factual data as that will help to show what has been done and achieved with the UN Women support received.

Your feedback will have significant weight in assessing the future direction of the UN Women EVAW Portfolio. We therefore urge you to take the time to respond to the questions below in as much detail as is possible.

For questions, please contact Christine Arab (Christine.arab@gmail.com) ; Please submit the completed Survey no later than 18TH March 2017

SURVEY¹⁷

PLEASE NOTE THAT ALL QUESTIONS AND ANSWERS SHOULD REFER ONLY TO THE 2014-2016 PERIOD

A. General information about your Organisation

1. Province and town where your activities are undertaken:

2. Name of your organization: (Note: to assure anonymity in the survey the name of your organization will not be visible when the data from this survey is processed)

3. Please check those actions/projects which your organisation has worked on in the area of Ending Violence Against Women and Girls (EVAWG). You can check as many actions as required.

Providing services to women and girls experiencing violence;

Providing legal support services/access to Justice for women and girls emerging from violence

Prevention/community level behaviour change initiatives to prevent future violence

Raising awareness among your community/province about VAWG and its root causes;

¹⁷ This Survey was originally used by the **External Evaluation of the Elimination of Violence Against Women (EVAW) Special Fund 2008-2014, submitted April 2015** and which was prepared for UN Women ACO by Dr. Robin Haarr, Lead Evaluator, in partnership with Field Evaluators Jan Reynders, Den Haag, Netherlands and Abdul Moien Jawhary, Kabul City, Afghanistan. The Self-Directed Survey above has drawn from the Haarr/Reynders/Jawhary Survey in terms of content, for purposes of establishing comparable baseline data where possible. Significant changes have been made to the Survey where necessary so as to include the full scope of the UN Women ACO EVAW Portfolio.

___ Advocating for reform to national legislation which impacts VAWG;

___ Raising awareness about women's rights in national law;

___ Raising awareness about women's rights in Islam;

___ Mobilising boys and men to champion ending VAWG

___ Working with religious authorities to end VAWG

___ Working with local/national authorities to end VAWG

___ Providing Mediation services between victims of violence and perpetrators &/or Family members

4. How many full-time staff do you have working in the area of EVAWG?

* How many part time staff on EVAWG?

* How many volunteers working around EVAWG?

5. Of the above staff/volunteers listed, what percentage are support/administrative staff? What percentage are project officer/advisor/technical support and experts in the area of EAWG?

6. What baseline data did your organisation collect around your EAWG projects/interventions/actions since 2014? Please list (or attach) all data collected.

B. Partnership with UN Women Afghanistan Country Office

7. Funding - Was your organization funded by another donor agency for EAWG before you applied to/received funding from UN Women? YES NO (please tick appropriate answer)

8. Why did you choose to partner with UN Women?

9. Has your partnership with UN Women assisted your organisation in mobilising more funds from other sources? If so, how?

10. What area of EAWG did/do you partner with UN Women on? Please check the appropriate box (you can check as many as is relevant):

Providing services to women and girls experiencing violence;

Providing legal support services/access to Justice for women and girls emerging from violence

Prevention/community level behaviour change initiatives to prevent future violence

Raising awareness among your community/province about VAWG and its root causes;

Advocating for reform to national legislation which impacts VAWG

Raising awareness about women's rights in national law;

Raising awareness about women's rights in Islam;

___ Mobilising boys and men to champion ending VAWG

___ Working with religious authorities to end VAWG

___ Working with local/national authorities to end VAWG

___ Providing Mediation services between victims of violence and perpetrators &/or Family members

11. If you received funds from UN Women, did these funds match the need and priorities established by your organisation in the area of EAWG?

12. Do you feel UN Women's priorities in the area of EAWG match the priorities of Afghanistan and that of Government?

13. If you received funds from the UN Women ACO, was the administrative process clear? Was the selection process transparent?

- Please provide any recommendations you may have for changes to UN Women's procedures;

14. Since implementing the UN Women partnership, what successes were achieved under this partnership?

15. What role did UN Women play in providing your organisation with technical support/advice in support of the above successes?

16. What implementation challenges did you face under this partnership?

* What role did UN Women play in supporting your organisation to address these challenges?

17. Was your organisation required to make any administrative, staffing, programming or Monitoring&Evaluation changes upon the request of UN Women prior to signing a partnership agreement with them?

18. What administrative or financial challenges did you face when implementing the UN Women ACO partnership agreement?

What support did UN Women provide to address these challenges?

19. What specific role, if any, has your organisation played in advocating for legislative reform around EAWG?

20. What Prevention actions has UN Women supported your organisation in conducting?

21. What role has UN Women played in providing your organisation with the information or analysis to advocate for change of any sort?

22. What role has UN Women played in providing your organisation with technical support and guidance in the implementation of your activities?

23. Has UN Women played a key role in motivating/supporting your organisation to advocate for behaviour change at the community level so as to prevent VAWG?

E. Reporting and Monitoring

24. Did you have your own record keeping and progress/financial reporting system before partnering with UN Women? YES
NO (please tick) Comments:

25. Are you satisfied with the reporting requirements by UN Women? YES NO (please tick) Please explain your answer

26. Are you satisfied with the feedback/comments received from UN Women Yes No (please tick) Please explain your answer

27. Has UN Women or an organization on their behalf visited your organization or activities for monitoring? If YES, describe the frequency/ number of visits: Comments:

If YES, describe issues discussed during visits: Issues:

28. Did you get verbal or written comments/feedback from UN Women after their monitoring visit?

29. What is the single biggest data gap that your organisation faces, either nationally or locally? What do you know of UN Women's efforts – if any – to address these gaps?

F. Capacity development support

30. Did you receive/participate in capacity development provided by, or facilitated by UN Women with respect to EVAWG (e.g. the law, prevention activities, campaigns, media training; M&E, RBM/reporting skills, standards for providing protection to women and girls, etc) o YES NO (please tick) o If 'YES': please describe

o If 'NO': what capacity development support do you need to function better? Describe:

31. Does UN Women facilitate 'linking and learning' with other NGOs engaged in EVAWG prevention/elimination activities? o YES NO (please tick) o If 'YES' describe (participant selection, frequency/location/content, etc.)

32. Are you part of one or more (coordinating) networks engaged in EVAWG prevention activities? o YES NO (please tick)

o If 'YES' describe (participants, functions/added value, frequency of meetings/location/content, etc.)

33. To what degree has your organisation received the following support from UN Women since 2014? Please check the appropriate Support area and rating:

Action	Not at all	Somewhat	Often	Comments/Thoughts
Supporting your organisation's engagement in advocacy efforts to end violence against women and girls (EVAWG);				
Supporting your organisation's engagement with Police/Courts to EVAWG				
Providing your organisation with technical advice on				

international standards and best practices to EVAWG				
Supporting improved linkages between your organisation and local/national authorities				
Supporting your organisation's efforts to bring the EVAWG dialogue into broader political/religious/community processes;				
Providing Results-Based Management support (includes Financial Management; M&E support; Capturing results; Project proposal writing, etc.)				
Financially supporting your organisation in providing services to women and girls escaping violence				
Technically/substantively supporting your organisation in providing services to women and girls escaping violence				
Women's leadership skills				

Linking Economic Security to EVAWG;				
Accessing national or local data/statistics on VAWG				
Understanding how broader national development/political processes relate to your work on EVAWG				

G. VAWG Problems to be Addressed

34. Please describe the most common types VAWG in your locality of work

35. Please describe what you know of UN Women’s efforts outside of your partnership to address these issues and their root causes?

36. What are the gaps in service that women and girls escaping from violence face in your community?

H. Type, location, audience, time period and strategy for prevention activities

37. This question covers: 1) Type of prevention activities undertaken (for example: training, lecture, newspaper articles, radio/TV, posters, banners, leaflets) 2) Primary location where the activity took place (for example: big urban centres; provincial capital cities; district towns; villages in rural areas; rural markets 3) Audience addressed, m/f numbers (for example secondary school students; university students; teachers; journalists/media; legal professionals; clergy; elders, general public, literate people/newspaper readers; 4) Activity period (days/weeks/months/frequency)

38. How have you engaged Men and Boys?

39. How have you engaged Religious leaders and local/national authorities?

40. What support, if any, has UN Women provided your organisation to mitigate any risks involved with working around prevention of VAWG?

41. How do you measure changes in attitudes and behaviour of the audiences addressed by your prevention activities?

I. Future support by UN Women to Ending Violence Against Women – Your Recommendations

42. Think of yourself as the Head of UN Women Afghanistan with full powers and backing of funders:

- In the area of EVAWG, what national issues would you give priority to?
- What would you change in the way that UN Women approaches its work on EVAWG?
- What suggestions do you have for UN Women to develop its national partnership network?
- What technical support should UN Women be providing more of in its partnership with national organisations?

43. Please provide any other feedback or comments you may have which this Survey has not covered:

44. If you are available and willing to be contacted over the phone/skype for additional information if so required, please provide your name and contact number here:

	<p>On Line Survey – Partners Survey – Assessing the Performance and future direction of the UN Women Afghanistan Portfolio on Ending Violence Against Women</p> <p>UN Women Afghanistan Country Office (ACO) is conducting an independent evaluation of its Ending Violence Against Women and Girls (EVAWG) Portfolio for the period 2014 to 2016.</p>
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Since 2002, the UN Women Afghanistan Country Office (ACO) has partnered with national stakeholders and international organisations in Ending Violence against Women and girls (EVAWG). UN Women's work on EVAWG has largely focused to date around four key areas of intervention: Supporting the Ministry of Women's Affairs (MoWA) to fulfil its obligations toward EVAWG; Ensuring that survivors of VAW receive professional and standardized services from WPCs, as well as health services, police support, and access to justice; Engaging men, boys, and youth more fully to address VAW in their communities; and ensuring EVAWG and government commitments are reflected in judicial and legal frameworks. Since 2002, UN Women's work on EVAWG has focused on strengthening national legal frameworks to prevent, punish and respond to acts of violence against women and girls, supporting the integration of international norms and standards. Within the UN Women ACO's EVAWG Portfolio, there is the EVAW Special Fund, which provides direct technical and financial support to national partners providing services and prevention initiatives in the area of EVAWG.

This independent evaluation launched by UN Women ACO will be both summative and formative in nature. The *summative evaluation* component will provide an independent assessment of the progress made under the full UN Women ACO EVAWG Portfolio (outlined above). The *formative evaluation* will consider the evolution of the EVAW Portfolio's programme strategy as articulated in the EVAW "Survivor's Empowerment Journey" (SEJ) Programme. The EVAW/SEJ applies community participation principles to achieve prevention, a survivor-centric approach for protection, and provides for the possibility of economic empowerment to support the exit and reintegration of VAW survivors into their communities.

Objectives of the Evaluation:

As outlined in the UN Women ACO TORs, the Evaluation will focus on the period of 2014 to 2016, and its overall objectives are to:

- Assess the relevance of UN Women contribution in the area of EVAW at national levels and alignment with international agreements and conventions on gender equality and women's empowerment;
- Assess effectiveness and organizational efficiency in progressing towards the achievement of results as defined in outcome 3.1 of ACO Strategic Note 2014-2019;
- Assess the sustainability of the intervention in achieving outcome 3.1 for EVAW in ACO Strategic Note 2014-2019;
- Analyse how human rights approach and gender equality principles are integrated in implementation;

- Validate lessons learned and good practices and identify challenges that have implications for strengthening its future managerial, programmatic and funding directions;
- Provide actionable recommendations with respect to the implementation of the EVAW/SEJ in the future.

The purpose of this questionnaire is to understand the opportunities, obstacles, sensitivities, strengths, weaknesses, challenges and results of setting up, undertaking and managing activities that contribute to ending Violence against women and girls. We are also asking for numbers and other factual data as that will help to show what has been done and achieved with the UN Women support received.

Your feedback will have significant weight in assessing the future direction of the UN Women EVAW Portfolio.

The Survey questions apply to the years 2014 to 2016 inclusive.

The Survey will take approximately 20 minutes to complete.

Please complete and submit the survey no later than 18th March 2017

Please contact Christine Arab (Christine.arab@gmail.com) with any questions.

Question Number	Question	Response Options	Yes/No (where applicable)	1	2	3	4	5	Don't Know	Written Response	Suggestions
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												required		
A. GENERAL INFORMATION														
1	In which type of organisation do you work?	Government of Afghanistan												
		Embassy												
		Multilateral Organisation – UN, World Bank, IMF, etc.												
		International NGO												
		Afghan NGO												
		Other (please specify)											XXXX X	
2	In what province of Afghanistan do you work	Nation-wide												
		Province – please specify											XXXX X	
3	How many years' experience to	Please specify											XXXX X	

	you have in working on Gender Equality/Women's empowerment issues	number of years									
4	Do you or your organisation receive Funds from UN Women Afghanistan to implement activities/projects?	Yes									
		No									
		If Yes, please specify the goal of the partnership/ name of the project funded								XXXX X	
5.	Does your organisation	Yes									
		No									

	formally partner with UN Women Afghanistan – but does not receive funds	If Yes, please specify the nature of the partnership and topic area in which you partner (i.e. EVAWG, Leadership, etc.)									XXXX	
6	Does your organisation or Government finance UN Women Afghanistan's work	Yes										
		No										
		If Yes, please specify the UN Women Goal area/Programme funded (i.e. Leadership; Women, Peace and Security; EVAWG; Economic Security;									XXXX X	

		Data and Stats; Normative; or full Strategic Note with unearmarked funding)										
B. EVALUATING UN WOMEN AFGHANISTAN'S PERFORMANCE SINCE 2014 IN THE AREA OF ENDING VIOLENCE AGAINST WOMEN AND GIRLS (EVAWG)												
			1 – Not Effective	2 – Some what effective	3 - Effective	4 – Very effective	5 – exceptionally effective	Don't KNOW	Comments/ Written Response			
7	Since 2014, how effective has UN Women Afghanistan's investment been in the area of strengthening national legal frameworks to prevent, prosecute and respond	Please indicate ranking Please add any comments you may have on this work							XXXXX			

		to Ending Violence Against Women and Girls (EVAWG)										
8	Since 2014, how effective has UN Women Afghanistan's investment been in the area of strengthening and supporting the provisions of services to women and girls escaping violence	Please indicate ranking Please add any comments you may have on this work							XXXXXX			
9	Since 2014, how effective has UN Women Afghanistan's investment been in the	Please indicate ranking Please add any comments										

		area of raising awareness about national legislation on EVAWG	you may have on this work									
			National Level Awareness						XXXXX			
			Community Level Awareness						XXXXX			
10		Since 2014, how effective has UN Women Afghanistan's investment been in the area of changing behaviours which lead to EVAWG	Please indicate ranking Please add any comments you may have on this work						XXXX			
11		Since 2014, how effective has UN Women Afghanistan's investment been in	Please indicate ranking Please add any						XXXXX			

	building capacity of government bodies to address VAWG?	comments you may have on this work									
12	Since 2014, how effective has UN Women Afghanistan's investment been in building capacity of NGOs to address VAWG?	Please indicate ranking Please add any comments you may have on this work							XXXXXX		
13	Since 2014, how effective has UN Women Afghanistan's investment been in mobilising Boys and Men to EVAWG?	Please indicate ranking Please add any comments you may have on this work							XXXX		

14	Since 2014, how effective has UN Women Afghanistan's investment been in supporting coordination among national stakeholders on EVAWG?	Please indicate ranking Please add any comments you may have on this work							XXXXX		
15	Since 2014, how effective has UN Women Afghanistan's investment been in supporting coordination among International stakeholders on EVAWG?	Please indicate Ranking Please add any comments you may have on this work							XXXX		
16	How would you rate UN Women Afghanistan'	Please indicate ranking with 1 being							XXXX		

		s branding of its work in the country – is UN Women’s work well known in your organisation?	least effective and 5 being most effective Please provide any comments you may have in this regards									
17		In what area, do you think UN Women has the greatest comparative advantage/is most effective?	Please choose only FIVE responses of the ones listed below;									
			Providing funding for national organisations working on EVAWG									
			Providing technical advice on international									

			l norms and standards to EVAWG									
			Mobilising non-traditional partners to supporting ending VAWG									
			Community level mobilisation and dialogue around the root causes of VAWG									
			Supporting research and increased national data/statistics on VAWG									
			Building capacity of national organisations									

		(Government and NGO) in providing EVAWG services										
		Technical support to the drafting of national legislation on EVAWG										
		Advocacy campaigns to EVAWG										
		Ensuring a strong Afghanistan voice in international forums on EVAWG										
18	How would you assess UN Women's performance in creating spaces for advocates to demand	Please rank, with 1 being not at all effective, and 5 being most effective.										

	more from decision-makers in Afghanistan in the area of EVAWG											
C. UN WOMEN'S FUTURE PORTFOLIO IN SUPPORT OF ENDING VIOLENCE AGAINST WOMEN AND GIRLS												
19	Based on your assessment of UN Women's comparative advantage in Afghanistan, what do you think should be UN Women's main priority areas of work in the future to end Violence Against Women and Girls in Afghanistan	Please select four areas you see as top priorities, ranking them from most important (1) to least important (4)										
		Strengthening national legal frameworks to EVAWG										
		Building capacity of national and local government to										

			implement national legal frameworks to EVAWG									
			Building capacity of national and local government to monitor and collect data on implementation of national legal frameworks and international commitments to EVAWG									
			Build capacity of national stakeholders to generate									

			nationally-owned data and research on VAWG									
			Community level behaviour change programmes to address the root causes of violence against women and girls									
			Provision of services to women and girls escaping violence									
			Working with IDPs and Returnees to address the prevalence									

		of VAWG in this target group									
		Linking women's economic security to EVAWG									
		Strengthening Afghanistan's voice in international normative forums which deal with EVAWG									
		Other – Please specify							XXXX		
20	With the total being 100%, please state what percentage of resources you feel UN Women should	National level - State percentage									
		Local level – State Percentage									
		What provinces							XXXXXX		

	allocate on national and local level work on EVAWG	do you feel UN Women should prioritise in the future? Please list									
21	What topic or area of work within EVAWG would you like to see UN Women Afghanistan do more of in the future	Please Specify							XXXXXX		
22.	Please share any comments or reflections you may have on UN Women's work to date in the area of Ending Violence Against Women and Girls	Please Comment							XXXXXX		

23	Please share any comments or reflections you may have on UN Women's future work in the area of EAWG	Please Comment							XXXX		
THANK YOU FOR YOUR TIME AND RECOMMENDATIONS											

INTERVIEW QUESTIONS – UN WOMEN STAFF (EVAW TEAM AND SENIOR MANAGEMENT)

What measures has UN Women ACO take to address the results of the EVAW Special Fund evaluation (2008 to 2014); the Government of Australia's mid-term review of the EVAW SF (2015)?

What do you see as the EVAW Portfolio's main achievements since 2014?

What do you see as the main challenges facing the EVAW Portfolio's implementation since 2014?

What has been UN Women's priorities in terms of building national capacities to implement the EVAW Law?

In what area of the EVAW Portfolio's work do you think there has been the most progress?

In what area/outcome of the EAW Portfolio's work do you think has seen the least progress?

What progress has UN Women ACO made in terms of increasing Baseline and monitoring the EAW Portfolio? What are your plans in the future in this regards?

INTERVIEW QUESTIONS – IMPLEMENTING PARTNERS OF UN WOMEN

When was your organisation established and what does it do in the area of EAWG?

How long have you been partnering with UN Women?

What areas of your organisation's work does UN Women support What are the gender equality priorities of your organization?

Has your partnership with UN Women assisted your organisation in mobilising more funds from other sources? If so, how?

Do you feel UN Women's priorities in the area of EAW match the priorities of Afghanistan and that of Government?

Since implementing the UN Women partnership, what successes were achieved under this partnership?

What role did UN Women play in providing your organisation with technical support/advice in support of the above successes?

What implementation challenges did you face under this partnership?

What role did UN Women play in supporting your organisation to address these challenges?

Has your partnership with UN Women resulted in:

- a. your organisation connecting more to other organisations working EAW? If so, how?
- b. Your organisation having greater access to government? If so, how?
- c. Your organisation being more involved in advocating for change in the area of EAW? If so, how?
- d. Your organisation being more involved in Prevention and behavior change?

What type of technical support and/or capacity development has UN Women provided to your organisation?

How effective do you feel UN Women's work on EAW has been in the area of Legislative reform?

How effective do you feel UN Women's work on EAW has been in the area of services for survivors;

How effective do you feel UN Women's work on EAW has been in the area of prevention and behavior change?

How effective do you feel UN Women's work on EAW has been in the area of building capacity of national stakeholders to address VAWG?

- Does UN Women's approach ensure national ownership?

What do you know about UN Women's Coordination remit/role? What of UN Women's coordination role has worked for your organization? What has not?

Overall, how would you assess UN Women's EAW Portfolio's effectiveness?

What would you like to see UN Women do more of in EAW? Do less of, if anything?

INTERVIEW QUESTIONS – NATIONAL AND INTERNATIONAL STAKEHOLDERS AND GENERAL PARTNERS

What are the gender equality priorities of your organization?

How/If your organization formally partners with UN Women Afghanistan?

Does your organisation or Government finance UN Women Afghanistan's work (international organisations/UN Member States only)

In your opinion, what are the EAWG priorities for Afghanistan?

How effective do you feel UN Women's work on EAW has been in the area of Legislative reform?

How effective do you feel UN Women's work on EAW has been in the area of services for survivors;

How effective do you feel UN Women's work on EAW has been in the area of prevention and behavior change?

How effective do you feel UN Women's work on EAW has been in the area of building capacity of national stakeholders to address VAWG?

- Do you feel that UN Women's approach has ensured national ownership?

What do you know about UN Women's Coordination remit/role? What of UN Women's coordination role has worked for your organization? What has not?

Overall, how would you assess UN Women's EAW Portfolio's effectiveness?

What would you like to see UN Women do more of in EAW? Do less of, if anything?

QUESTIONS – FOCUS GROUP DISCUSSION – HALF DAY SESSION WITH UN WOMEN'S IMPLEMENTING PARTNERS (EAW)

What areas of your organisation's work does UN Women support?

Has your partnership with UN Women assisted your organisation in mobilising more funds from other sources? If so, how?

Do you feel UN Women's priorities in the area of EAW match the priorities of Afghanistan and that of Government?

Since implementing the UN Women partnership, what successes were achieved under this partnership?

What role did UN Women play in providing your organisation with technical support/advice in support of the above successes?

What implementation challenges did you face under this partnership?

What role did UN Women play in supporting your organisation to address these challenges?

Has your partnership with UN Women resulted in:

- your organisation connecting more to other organisations working EAW? If so, how?
- Your organisation having greater access to government? If so, how? Greater access to religious leaders? If so, how?
- Your organisation being more involved in advocating for change in the area of EAW? If so, how?
- Your organisation being more involved in Prevention and behavior change?

What type of technical support and/or capacity development has UN Women provided to your organisation? What are the gaps – what more would you like to receive from UN Women in terms of technical capacity development?

How effective do you feel UN Women’s work on EAW has been in the area of Legislative reform?

How effective do you feel UN Women’s work on EAW has been in the area of services for survivors;

How effective do you feel UN Women’s work on EAW has been in the area of prevention and behavior change?

How effective do you feel UN Women’s work on EAW has been in the area of building capacity of national stakeholders to address VAWG?

- Does UN Women’s approach ensure national ownership?

What would you like to see UN Women do more of? Do less of?

ANNEX IX – EVALUATION TEAM’S BIODATA

Christine Arab, Lead evaluator/drafter, has worked on gender and development for over 18 years, with the majority of this time spent in the UN System. With over twelve years’ experience in the field in the development, monitoring and implementation of gender equality programmes, Christine has worked extensively around evaluations, gender analysis and M&E processes with a gender lens. Christine has a strong background in Human Rights-based approach to development, and has conducted several trainings on HRBA and RBM with a focus on gender equality programmes. Christine has developed, contributed and/or overseen evaluation processes for global, regional and national level programme evaluations, including establishing RBM for the UN Joint Programme on GE in Albania to its eventual evaluation process; evaluating UN Women’s GRB work in country; Capturing Lessons Learned from the Women in Leadership process, and development of baseline data for a peacebuilding programme in the Southern Caucasus to its eventual end-of programme evaluation, which required working with multiple conflicting parties across de facto and de jure authorities. Christine has also lead the process of supporting Governments in establishing baselines and accountability tools to measure impact of National Plans of Action on Gender Equality and/or NAPs on EAW, and have supported nationally led policy evaluations in multiple contexts. Christine’s overall technical expertise is in EAW, Leadership, GRB, and Access to Justice, with a strong focus on translating international norms and standards – CEDAW, UN SCR 1325, SDGs and Council of Europe - into national policies and monitoring tools. Christine has extensive on-the-ground experience in transition and post conflict countries (Afghanistan, the Balkans, Eastern Europe, the Southern Caucasus, and the Arab Region) as well as SIDS (Caribbean). Christine, who has her Masters of Arts in International Relations from Dalhousie University (Halifax) has worked for 17 years with UN Women (formerly UNIFEM) and is now an independent consultant based in Halifax, Canada.

Dr. Nooria Atta MD, MSc, National Consultant, Graduated from KMU; Post graduate degree (PGD)-in clinical trials (designing, statistical analysis, reporting and reviewing trials) from London School of Hygiene and Tropical Medicine (LSHTM); London University (distance learning); 2012; MSc in Cancer Epidemiology from Hacettepe University, Ankara Turkey: 2014; Job experience: A Medical Doctor with working experience in research projects since 2009. In 2009 was a part of studies: Development of the Community Midwifery Education initiative and its influence on women’s health and empowerment in Afghanistan: a case study (published); Perspectives on Reproductive Healthcare Delivered Through a Basic Package of Health Services in Afghanistan: a qualitative study (Published); Currently: Senior Assistant professor, Member of Obs/GYN Dep. Kabul Medical University (KMU); Also from April 2015 to Oct, 2016: Head of Research Department at Kabul Medical University (KMU). Consultancies: since 2015 working as a Consultant/Training Coordinator with Royal Tropical Institute (KIT) in Afghanistan (in 3rd party monitoring and evaluation under SEHAT project): in this project KIT is independently evaluating the provision of health services (according to approved standers)

throughout the country and reporting to both Ministry of public health (MoPH) and the donors specially World Bank. This project is continuing until 2018; Since 2016, working as in-country project coordinator in the EPI data quality improvement plan (EPI-DQIP) project assessment. This is to independently evaluate/ assess the EPI_DQIP implementation (both process and outputs). The donor of this project is Global Alliance for Vaccines and Immunisation (GAVI). This project is continuing until 2019. ; EPI: Expanded Program on Immunization.