Thematic Evaluation of UN Women's Contribution to Women's Leadership and Political Participation in Egypt

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LIST OF ACRONYMS

AWP	Annual Work Plan
BPFA	Beijing Platform for Action
CSO	Civil Society Organisations
DRF	Development Result Framework
ECO	Egypt Country office
EFU	Egypt Feminist Union
ERG	Evaluation Reference Group
FGE	Fund for Gender Equality
FGM	Female Genital Mutilation
FGD	Focus Group Discussions
GOE	Government of Egypt
GE	Gender Equality
GEWE	Gender Equality and Women Empowerment
HR	Human Rights
HRBA	Human Rights based Approach
MOI	Ministry of Interior
MOP	Ministry of Planning
MOSS	Ministry of Social Solidarity
MDG	Millennium Development Goals
NCW	National Council for Women
RBM	Results based Management
ROAS	Regional Office for Arab States
SSI	Semi Structured Interview
SDG	Sustainable Development Goals
SEDAQ	South Development Association at Qena
SFD	Social Fund for Development
TOR	Terms of Reference
TOC	Theory of change
UNDAF	United Nations Development Assistance Framework
UNEG	United Nations Evaluation Group
WPPL	Women Political Participation and Leadership
WCI	Women's Citizenship Initiative
WPE	Women Political Empowerment

Executive Summary

This report presents a Thematic Evaluation of UN Women's Egypt Country Office's (ECO) contribution to women's leadership and political participation in Egypt (WLPP). The evaluation was commissioned and managed by the Egypt Country Office of UN Women and was conducted by an external independent evaluator between May 2017 and September 2017. The report is presented in six sections: background, context, findings, lessons learned and good practices, conclusions and recommendations. The targeted users of the evaluation are UN Women ECO and Regional Office for Arab States and key stakeholders in the area of Women's Political Empowerment (WPE).

Purpose, Objectives and Scope of the Evaluation

The main purpose of this evaluation is to assess this area with its combined results, opportunities, challenges and gaps in programming and whether this area is on the right track and whether the proposed interventions are likely to achieve proposed outcomes within the suggested time-frame. It intends as well to capture lessons learned to date. The findings of this evaluation will be used for strategic policy and programmatic guidance, organizational learning and accountability as well as for the identification of good practices to advance women's political participation in the decision-making process at all levels. The evaluation is also expected to feed into the new ECO Strategic Note (2018-22) and the design of any forthcoming programmes in or related to WPE.

The specific objectives as defined in the TOR are to:

a. Assess the **relevance** of WPE programme approach at national and local levels, as well as ECO's comparative advantage/added value in the thematic area as compared with key stakeholders, including donors and particularly UN agencies;
b. Assess **effectiveness and efficiency** in progressing towards the achievement of results, as defined in the SN (2014-2017), including the mechanisms to ensure efficient linkages/feedback loop between ECO and the relevant stakeholders;
c. Assess how **human rights approach and gender equality principles** are integrated in the design and implementation of WPE Programme;
d. Identify and validate **lessons learned and good practices** that allow ECO to support the sustainability of results achieved in the thematic area, for replication and scaling-up of programmes and projects in Egypt;
e. Provide actionable **recommendations** with respect to ECO's WPE programme strategies and approaches for the new SN (2018-2022).

Evaluation Approach

The evaluation adopted a gender responsive and human rights based approach in its design, tools and execution. It adopted a mixed method approach and includes collecting and consolidation of qualitative as well as quantitative data. The qualitative approach investigated the perceptions and descriptions of the interviewee's experiences and attitudes. The quantitative approach focused on the numerical data derived from project documents. During the data collection phase, the adopted triangulation process ensured the comparing, contrasting, verifying and substantiating of various views and perspectives on the information. In specific, the triangulation focused on the inclusion of: i) the respondents meaning and perspectives of change ii) evidence or facts of that change, and iii) and how this change can be explained in the light of the project design.

The evaluation used the several qualitative data collection methods, specifically:

a. *One-on-one semi-structured interviews* and group discussions held with key UN Women WPE stakeholders, *Telephone interviews were* used in a number of cases if face-to-face interviews were not possible
b. *Focus group discussion (FGD)* with a group of people (5 -8 persons) who were asked about their perceptions, opinions, beliefs, and attitude about the issue under study.

c. *Observation* of ongoing interactions especially during site visits to better understand their operating environment beyond UN Women's intervention

d. *Case-based thematic focus study* of individual cases from 2 sub-thematic areas (election and citizenship cards) to illustrate the changes that the interventions contributed to.

The sample in this study was selected intentionally to cover all the sub-thematic areas and programmes / projects of WPE programme and used a maximum variation sample. In total, 54 stakeholders, 44 females and 10 males, representing individual and institutional stakeholders were consulted.

A *gender analysis framework*, as a systematic approach, was adopted to examine the factors related to gender that promoted gender equality and analyse the structures of political and social control that create gender (inequality). Furthermore, to extract more *gender themes*, and to enable deeper analysis of the effectiveness of gender results and the type of gender change, the analysis used the *Gender Results Effectiveness Scale (GRES)*.[1]

A ranking analytical and participatory tool was also used with 20 stakeholders representing all the stakeholders' categories. The ranking tool allowed stakeholders to participate in the assessment of the relevance of the intervention in the present phase as well as for the next one.

Evaluation Context

Egyptian women have made gains in gender equality in the last few decades. While there are more female members of parliament (15%) than before, women representation in politics remains low. Five million women do not have ID cards which enable them to participate in elections and access basic social and financial services.

To address these challenges, UN Women Egypt Country (ECO) works on women's leadership and political participation as one of its main impact areas (Impact Area 1). The *overall Goal* of Impact area 1 is: "*Women Lead and Participate in Decision making at all levels*"

The programme seeks to contribute to this goal through three expected outcomes

Outcome 1: *The constitutional, legal and institutional frameworks are responsive to women's rights.*

Outcome 2: *Gender responsive services and bodies (including election and security management bodies) promote women's social economic and political rights in Egypt.*

Outcome 3: *Gender Equality advocates and their organizations effectively influence political parties, service providers, media and local governments to promote women's leadership and participation.*

Findings

Relevance

Finding 1: UN Women is seen as a leading agency in enhancing WPE due to its vast network of civil society organizations, its role as a neutral and trusted entity and convener, and available national, regional and global technical resources and expertise. UN Women has leveraged its comparative advantage to strategically position itself to catalyse, complement and ensure the coherence of efforts on the ground of development partners and government, to translate commitments to strengthen women's leadership and participation in decision making positions and processes into policies and concrete actions at the national and local level.

Finding 2: WPE's programme formulation and implementation have always aligned with national strategies and frameworks as well as international normative frameworks, and are based on consultations with national counterparts.

Finding 3: WPE programmatic interventions have a high relevance to the needs and priorities of the beneficiaries because of their applied design principles, participatory approaches adopted and trustful primary sources of information.

[1] UNDP (2015) Gender Equality and Women's Empowerment EVALUATION United Nations Development Programme Independent Evaluation Office

As a result, UN Women is labelled as the best organization that provided the largest number of ID cards in Egypt and hence responded to one of the foundational issues enabling women to claim their rights, access services and address their needs.

Effectiveness

Outcome 1: *The constitutional, legal and institutional frameworks are responsive to women rights*

Finding 4: Comparing WPE's programme measures and achievements to outcome 1 expected results in the logical framework reveals that outputs have been to a very large extent achieved. The work under the WPE programme has contributed well to strengthening the capacities of almost all actors mentioned, in specific governing bodies and civil societies. WPE initiatives supported its partners' formulation and the development of gender-sensitive policies, global standards, and norms and advancing women's rights and gender responsive agenda in constitutional, legal and institutional frameworks. The effect on political parties was less evident.

Outcome 2: *Gender responsive services and bodies including elections and security management bodies promote women's social economic and political rights in Egypt*

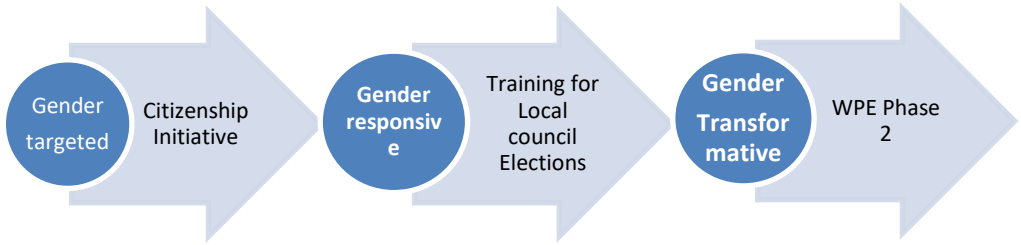
Finding 5: Comparing the measures undertaken in WPE's programme to achievements confirms that they coincide to a very large extent. The WPE programme was able to effectively reach all the targeted beneficiaries through forgoing effective partnership with civil societies and private sector in: promoting women's participation in electoral processes both as candidates and voters, influencing political parties, media and local governments to promote gender equality in leadership and participation, and contributing to the development of knowledge products.

Outcome 3: *Gender Equality advocates and their organizations effectively influence political parties, service providers, media and local governments to promote women's leadership and participation*

Finding 6: The WPE programme has collaborated with all actors mentioned in its outputs, with the exception again of political parties (as mentioned earlier). All actors were strengthened through capacity building, linkages and guidance received to engage in formulating and raising awareness on women's rights agenda. Comparing WPE's programme measures and achievements in this outcome with the ones of the other two outcomes, confirms that WPE's programme contribution towards this outcome has excelled. One of the WPE programme's prominent strengths lies in reaching disadvantaged societies at the grassroots level. The fact that the WPE programme has achieved to a very large extent the expected outcomes through its contributions and excelled primarily in the last outcome proves again that WPE is strategically positioned to enhance women's political participation at national and local levels.

Finding 7: The women's citizenship initiative (WCI) and training of local election candidates when placed on the GRES scale are found to have produced gender equality results higher than planned by the programme and expected of their stage. WCI started from a *gender targeted* initiative (level 1) by striving to eliminate discriminatory practices through initially targeting disadvantaged females to equip them with IDs to enjoy their citizenship right equally to men. WCI produced higher level results, namely *gender responsive results*. The training for local council elections aiming to achieve *gender responsive* results (stage 2) by addressing differential needs of women and the equitable distribution of benefits, resources, status, and rights has created *gender transformative results* (stage 3).

The Effectiveness of WPE programme results from a gender perspective



Examples of gender responsive results for Women Citizenship Initiative participants

Change in voice

"We women are half the society but we do not have a voice because our voice exists only in the underground. Someone with this importance does not have an ID to prove herself?"

Change in benefits

"I have a handicapped child and had to issue an ID in order to claim his right. We can prove and claim our right with the ID."

Change in collective consciousness

"On the day when the registrar came with the NGO representative to our community there was also remarkable support among the villagers for those who were not able to fill the application form by themselves. It was like a feast for the community"

"Nobody ever remembers women so if someone comes to them that in itself is a victory for us."

Change in relations

"After I received my ID my husband remarked that I can now access my right and can go to court and complain about him if he intends to beat me or if he does not pay for his children. I am now entitled to go to court and do so"

Change in access to financial entitlements

"I once bought a ring from a jewellery shop and did not have enough money with me so I offered my ID to the shop owner until I came back with the whole amount of money. So, the ID asserts not only your rights but also that of the others"

Change is status

An awareness raising session was organized in the community; this helped us to get introduced to other people and helped us to know that we do not only have duties but rights and that women too have a status".

"It proved to me that there is a need for us. When my husband needed someone to guarantee for him I could be the one so I have a status and I am needed"

Examples of gender transformative results experienced by female trainees

Change on group level

"We have realized that in union lies our strength. We take collective decisions and we discuss the pros and the failures and challenges and then the steps. We exchange our experience as a group; we have started a Face book group."

Change on individual level

"After I started connecting with the NCW, two male villagers asked my father to give them my mobile number as they were hoping that I might help solve matters. "I had more respect of myself and I felt that I have a personality. And it is no longer possible that they just take us to fill in a gap only and which they want to be filled only."

"I have to search for the information and own it and practice it this is how any woman can overcome any problem and prove herself. It is important that we develop the skills and practice it rather than leave it aside.

"After I entered the political sphere I started to understand better and my family says that I have transformed 180 degrees. I was simply not there before now one can say that I was dead and now I have become alive again".

Finding 8: WPE programme interventions have good potential to not only change the lives of women and girls but to also challenge male engagement and move away from traditional approaches producing gender *transformative results*. An example of this unintended *gender transformative result* is through the youth ambassadors' initiative, which resulted in male youth examining their gender stereotypes and gaining a better understanding of gendered power relations.

WPE approach to engaging with key partners

Finding 9: UN Women support to national partners and specifically NCW as the mandated institution for women empowerment was not only effective, as it increased their capacity and promoted gender equality, but is more likely to encourage the sustainability of efforts, because it is performed with local national capacities. Moreover, it reinforces the relevance of the WPE programme to national priorities and international commitments.

Finding 10: In line with ECO's Strategic Note (2014-2017), wherein ECO aims at facilitating "an important bridge between civil society and government institutions engaged with women's rights issues, generating trust and creating a framework for their concrete partnership", the WPE programme was found to have been effective in mobilising and effectively engaging both Government and CSOs together in its interventions. This approach is particularly relevant in the present Egyptian context, because of increasing governmental regulations and scrutiny placed on the work of civil society organizations, and existing fragmentation of civil society.

Innovative Institutional and non-institutional partnerships

Finding 11: The WPE programme adopted two new innovative institutional and non-institutional partnerships with youth ambassadors and faith-based leaders which were very effective and efficient in promoting civic engagement especially among the youth.

UN Coordination

Finding 12: The collaboration with UN agencies under the WPE programme has heightened the effectiveness of its interventions as it enabled the conduct of the first nationwide campaign as well as tapping into specific technical expertise.

Synergy between WPE programme and ECO thematic areas

Finding 13: While linkages are manifold, collaboration between the thematic areas has not been systematic. The design of UN Women's three thematic areas does not provide further details, nor do progress reports. For the coming phase, it is recommended to assess first if there are any interlinkages, and if it would add any value to the thematic areas. If added value can be achieved, then a vision with measures needs to be put in place. Interlinkages can be valuable not only technically, but also financially as resources can be drawn from the different components.

Efficiency

Finding 14: UN Women's human and financial resources were efficiently used to achieve and partially exceed the expected results. The WPE programme showed flexibility in its response to changing/emerging priorities on governance and political participation. Overall, the use of resources was highly responsive and in few instances only less so, when matters were not entirely under UN Women's control. In all cases, however, the WPE's programme approach was efficient in resolving the issues. In general, while WPE's programme resources have been sufficient for strengthening partners capacities and instrumental in piloting the programmatic initiatives given all external circumstances as well as other occurring factors, they are insufficient for scaling up and for ensuring sustainability of the interventions.

Gender equality and human rights

Finding 15: WPE programme design focuses on promoting citizenship and considers having a voice and a role as a human right. Human rights and gender equality are not only incorporated in the programme design, but also in its implementation primarily demonstrated by the strong alignment and coordination with NCW. Strong political changes, security concerns and social cultural challenges can however, still impede the full involvement of all groups. For future programming in WPE, it is recommended to explicitly include and focus in its design on the groups assessed here as "less reached" (as Christians) or excluded (as remote settlers, male parliamentarian, handicapped or female home servants).

Conclusions

Conclusion 1 – The WPE programme was on the right track and has been to a very large extent successful in achieving the main proposed outcomes, despite the volatile political circumstances in the country during the initial phase of the programme.

Conclusion 2 - The programme was highly relevant, to the local situation in Egypt, and UN Women proved to be very well positioned to enhance WPE at local and national levels. It was closely aligned with the international GEWE normative frameworks, as well as national frameworks and strategies. In fact, UN Women's WPE programme has earned the recognition of "the leading" and pioneer women political empowerment programme with UN Women as a strong agency in this area.

Conclusion 3 - UN Women complemented its key partners and added value to their roles through its triple mandate, experience and technical and financial support. UN Women used effectively the efforts of national and local actors and continued to promote them in their endeavours.

Conclusion 4 - In its close collaboration with the national women's machinery, UN Women advocated for and implemented a range of legal and social initiatives which contributed to increasing awareness and women's representation in parliament from approximately 2% to 15%. UN Women support to activities such as meetings, training and a survey facilitated electoral processes becoming gender sensitive. Under the WPE portfolio, UN Women also contributed technically and financially to the gender specific outcomes of the electoral management bodies.

Conclusion 5 - Several innovative approaches and mechanisms have been introduced to promote women's leadership and political participation through the WPE programme, which will remain a trademark for UN Women. These include the *youth ambassadors*, the *knocking door campaigns* and the *cultivation of institutional and non-institutional partnerships* with *non-traditional partners.*

Conclusion 6 – With all the achievements mentioned, the WPE programme needs to be scaled up. As the most effective strategies for women's political empowerment involve reforms not only to political institutions, a new WPE programme must span across new public and political spaces. No longer can political empowerment be conceptualized as limited to the formal sector, including elections and political parties only. When considering women's participation in public and political life, empowerment must also consider women's access and mobilization within formal and informal, public and political spaces.

Recommendations

The following recommendations are based on the findings and conclusions and were validated with stakeholders. Recommendations are made under three key areas:

1 Suggested Programmes for replication and scaling up

1.1. **Scale up support for the Institutionalization of a Women Political Empowerment Unit -** Support the institutionalization of a unit within NCW with a structure, a curriculum, and a dedicated budget for political capacity building. NCW plans to cooperate with the training centre in the parliament and to include and cooperate with other stakeholders. UN Women can support through the development of a curriculum.

1.2. **Scale up the Citizenship Initiative** – The Citizenship Initiative needs to scale up not only in numbers but by adopting different modes in order to ensure women who obtain IDs really use them, and can access public services, namely through awareness raising and linkages. Thus, scaling needs to be done both horizontally (in quantity) and vertically (in thematic). This can be done through linking the issuing of IDs to action and service for example to economic, health, education, scholarships, health or legal counselling etc.

The present model of triangular cooperation adopted in the Citizenship initiative between NCW, the Ministry of Interior and the local NGOs needs to

be replicated and up scaled as a model and be formally institutionalized in order to ensure both its scaling up as well as sustainability of service.

1.3. **Create an enabling environment for the WPE programme through replicating and scaling up successful interventions** such as: (i) media advocacy and (ii) training for parliamentarian and politicians and (iii) promoting increase of women in leadership positions

1.4. **Support Egypt in its national interventions to meet the SDG targets by 2030 -** The large gap found in the last current levels of women's leadership and political participation and Egypt's targets for 2030 demonstrate a large need for continued UN Women support. UN Women can embark on this work by supporting the increased women's representation in leading executive positions through training youth candidates, promoting gender responsive work polices and systems to enable women's participation and enhancing gender units in ministries.

2 Partnership between UN Women and NGOs under the WPE programme and interlinkages with other thematic areas

2.1. **Encourage greater cooperation with NGOs under the WPE programme** through increased:

a. Coordination between WPE programme partners and enabling them to share their experiences regularly.

b. The initiation dialogue between stakeholders to share knowledge. Include previous WPE programme partners to share their experiences and lessons learned. Conduct regular events for this coordination for example once or twice a year. Dissemination and sharing of information for example through newsletters with various stakeholders.

2.2. **Encourage a comprehensive approach to women's empowerment through thematic interlinkages** – UN Women should enhance interlinkage between the WPE work and other relevant thematic areas such as economic empowerment, EVAW through the development of a comprehensive plan which includes objectives and measurable indicators. Specifically, UN Women should:

a. Identify and promote interlinkages between work conducted through the WPE programme and other thematic areas where there is added value, explicitly integrating them into the programme design.

b. Identify technical and financial linkages, as well as the possibility for holistically addressing them by developing a vision with measurements. Assess where resources can be drawn from the various components.

c. Inform all stakeholders and consider conducting participatory monitoring with all.

2.3. **Continue to cultivate long-term partnerships** – As revealed, good partnerships have been cultivated through the WPE programme with all partners, governmental as well as nongovernmental and also with other UN Agencies and donors. Stakeholders expect to remain as partners even after the project terminates. Suggested mechanisms to continue partnerships could include the creation of a network of WPE partners to share their events and information.

3 Internal Planning Mechanisms

3.1 Restructure WPE programme theory of change for the coming phase (2018 - 2022) – UN Women should restructure the WPE programme to adopt a broader understanding of the concept of *leadership and decision making at all levels* in public and private, not limited to the political arena. To restructure the present theory of change, the following should be addressed:

a. Shift to the broader definition and include the wider understanding of women in leadership at all levels and to show how the wide understanding can fit into different spaces such as syndicates, ministries and produce results that meet government, community and local priorities and address the causes that are currently limiting women's leadership participation.

b. Shift from merely a women's empowerment perspective to introduce a gender equality perspective not only in the orientation but also in the phraseology of the statement and the assumptions.

c. Adopt a participatory approach to the formulation and design and include key assumptions to be assessed and monitored throughout the project.

3.2. **Conduct an early participatory and elaborated stakeholder analysis** – In the new phase of the WPE programme, partners should be selected *based on a participatory and elaborated stakeholder analysis* right before the start-up of any intervention. This can be done through participatory workshops where partners get introduced to each other to develop a common vision and decide on the division of roles based on their strengths and weaknesses.

3.3. **Introduce participatory planning approaches at all levels** – Phase 2 of the WPE programme should ensure the participation of all concerned stakeholders in the collective planning, monitoring and auditing of the programme. Involving all concerned stakeholders, including at community level in planning is likely to enrich the cooperation and hence the project results.

3.4. **Draw from the collective past experience** – Before finalizing the plan for the next phase of the WPE programme, UN Women should gather the stakeholders from the earlier phase in a workshop to reflect on their lessons learned, challenges and best practices in order to develop a strategic framework for the next phase. Good practices should include participatory planning approaches, collection of data and knowledge management and monitoring and evaluation systems.

1 Evaluation Background

1.1 Introduction

This report presents a Thematic Evaluation of UN Women's Egypt Country Office's (ECO) contribution to women's leadership and political participation in Egypt (WLPP). The evaluation was commissioned and managed by the Egypt Country Office of UN Women and was conducted by an external independent evaluator between May 2017 and September 2017.

The report is presented in six sections: background, context, findings, lessons learned and good practices, conclusions and recommendations. The targeted users of the evaluation are UN Women ECO and Regional Office for Arab States and key stakeholders in the area of Women's Political Empowerment (WPE).

1.2 Purpose, Objectives and Scope of the Evaluation

1.2.1 Evaluation purpose and objectives

The main purpose of this evaluation is to assess this area with its combined results, opportunities, challenges and gaps in programming and whether this area is on the right track and whether the proposed interventions are likely to achieve proposed outcomes within the suggested time-frame. It intends as well to capture lessons learned to date. The findings of this evaluation will be used for strategic policy and programmatic guidance, organizational learning and accountability as well as for the identification of good practices to advance women's political participation in the decision-making process at all levels. The evaluation is also expected to feed into the new ECO Strategic Note (2018-22) and the design of any forthcoming programmes in or related to WPE.

The specific objectives as defined in the TOR are to:

a. Assess the **relevance** of WPE programme approach at national and local levels during the selected period, as well as ECO's comparative advantage/added value in the thematic area as compared with key stakeholders, including donors and particularly UN agencies;

b. Assess **effectiveness and efficiency** in progressing towards the achievement of results, as defined in the SN (2014-2017), including the mechanisms to ensure efficient linkages/feedback loop between ECO and the relevant stakeholders;

c. Assess how **human rights approach and gender equality principles** are integrated in the design and implementation of WPE Programme;

d. Identify and validate **lessons learned and good practices** that allow ECO to support the sustainability of results achieved in the thematic area, as well as the replication and scaling-up of programmes and projects in Egypt;

e. Provide actionable **recommendations** with respect to ECO's WPE programme strategies and approaches under the new SN (2018-2022).

1.2.2 Evaluation scope

The scope of the evaluation covers the WPE work by the ECO at local and national level. It assesses the planning and implementation of all of the WPE initiatives during the period of 2014 to the first quarter of 2017. It includes normative, coordination and operational work to advance WLPP at country level. In an effort to identify and assess linkages between the WPE work and other thematic areas under

existing programmes, the evaluation looks at to what extent these linkages have been maximized to promote the WPE work.

The evaluation has both formative and summative elements. As a *formative evaluation,* it is forward looking and aims at making recommendations to improve the programme performance during the implementation of the intervention, as well as the development of future programmes. In its *summative* elements, the evaluation intends to look backwards at the programme intervention to determine the extent to which the expected and unexpected outcomes were achieved.

1.3 Methodology

The evaluation is based on the evaluation criteria in the Terms of Reference (relevance, effectiveness, efficiency, and gender equality and human rights). It is guided by the United Nations Evaluation Group (UNEG) guidance on integrating human rights and gender equality in evaluations[2] and in UN Women's evaluation handbook.[3]

1.3.1 Evaluation approach

The evaluation adopted a gender responsive and human rights based approach in its design, tools and execution. It is grounded in key women's rights frameworks, including CEDAW and the Beijing Platform for Action. It is based on the principles of empowerment, participation of stakeholders, and inclusiveness; the evaluation emphasized the active participation of stakeholders and within these two groups, women and individuals/groups who are marginalized. In order to promote the spirit of participation among them, they were encouraged to share their own experiences and make recommendations in order to help the programme plan its following phase.

The evaluation draws on elements of the Inclusive Systemic Evaluation (ISE) approach, including:

- The development of a flexible and adaptable *methodology* for data collection with evaluation questions that are both multiple and mixed;
- The *collection of data* in cycles and use of alternative methods if those selected become inappropriate or not feasible for gathering the data intended. At the end of each data collection cycle, an analysis was conducted in order to determine if the evaluation checklists cover all the elements of the component and all stakeholders and if it requires expansion or contraction; and
- The adoption of *systemic triangulations* to conduct the analysis to arrive at key findings, conclusions and recommendations.

The evaluation adopted a mixed methods approach and includes collecting and consolidation of qualitative as well as existing quantitative data. The qualitative approach investigated the perceptions and descriptions of the interviewee's experiences and attitudes. The quantitative approach focused on the numerical data derived from project documents. By employing mixed methods and gathering data from different data sources, evaluation findings were triangulated for consistency, validity and reliability. During the data collection phase, the adopted triangulation process ensured the comparing, contrasting, verifying and substantiating of various views and perspectives on the information. In specific, the triangulation focused on the inclusion of: i) the respondents' meaning and

[2] United Nations Evaluation Group. 2014. "Integrating Human Rights and Gender Equality in Evaluation". http://www.un-eval.org/document/detail/1616

[3] UN Women Independent Evaluation Office. 2015. "How to Manage Gender-Responsive Evaluation—Evaluation Handbook".

perspectives of change ii) evidence or facts of that change, and iii) and how this change can be explained in light of the project design.

1.3.2 Evaluation process

The evaluation consisted of the following phases:

a. Inception:

The preparation and inception phase began with consultations between the evaluator and UN Women ECO, as well as the desk review of relevant WPP documentation including UN Women Strategic Note, Annual Reports and strategy documents, donor reports, programme documents, previous analyses on WPP, and other relevant evaluations. Other secondary data was reviewed including reports and data from governmental bodies and other stakeholders. Further documents from the fields and the partner organizations were consulted and data was gathered throughout the various stages of the evaluation (see Annex 2) for a complete list of documents reviewed) the inception phase also included a stakeholder mapping, finalization of the methodology, and submission of inception report.

b. Field work/data collection:

Building on the knowledge acquired through the desk review, initial interviews, and a stakeholder mapping, field visits were conducted to meet a sample of stakeholders which would provide a breadth of data to draw from for the development of the report. Stakeholders consulted included informants from UN Women staff and partners including NCW, NGOs, elected parliamentarians, donors, media companies; beneficiaries as right holders; and non-beneficiaries in local communities, including family members of women who had received IDs or attended an advocacy event. *Site visits* to rural areas in one governorate of Upper Egypt were conducted to include more marginalised women, and go beyond the intermediary implementers as the support was channelled through an NGO. This extra effort to reach the end-beneficiary in remote disadvantaged areas directly is in line with the ISE approach of being inclusive of voices of the margin and to involve women themselves in the interpretation process.

Data collection methods were:

- *One-on-one semi-structured interviews* or group discussions held with key UN Women WPE stakeholders, to gather information about the success and challenges experienced while implementing the WPE programme at national level. *Telephone interviews were* used in a number of cases if face-to-face interviews were not possible.
- *Focus group discussion (FGD)* with a group of people (5-8 persons) who were asked about their perceptions, opinions, beliefs, and attitudes about the issue under study; they were stakeholders involved in or affected by the intervention. 3 FGDs were conducted - one on the theme of elections and two on the citizenship cards initiative.
- *Observation* of ongoing interactions especially during site visits, a contextual scan was done to better understand their operating environment and other contextual factors affecting the beneficiary group, beyond UN Women's intervention. Through these observations, there were items noted in relation to the physical environment that informed the intersectional analysis.
- *Case-based thematic focus study* of individual cases from 2 sub-thematic areas (election and citizenship cards) was used as evidence. The cases helped illustrate the changes that the interventions contributed to and whether the intervention had been successful in promoting empowerment at legal, political, economic and social levels.

c. Data Analysis:

Data from all sources including desk review, field visits, and interviews was analysed as follows:

- The *triangulation of data* emerging from these divergent sources was used to ensure validity and reliability of the findings. Triangulating information was used to identify similarities and/or discrepancies in data obtained in different ways (i.e., interviews, focus groups, observations, etc.) and from different stakeholders (e.g., duty bearers, rights holders, etc.).
- *Content and trend analysis* were conducted on the qualitative and quantitative data collection including data emerging from the document review, interviews and focus groups. The programme indicators on the output level were used to measure the results and used to establish quantitative and qualitative changes over a period of time.
- Comparing the results obtained with the original plan through the application of the evaluation matrix including evaluation criteria, questions, and sources of data and methods of data collection.
- Using *case studies* to identify the context and illustrate broader findings and to go into more depth on an issue and provide evidence of changes occurring among beneficiaries and right holders. Data gathered through Focus Group Discussions and interviews were used to compose a case study to analyse the changes occurring on collective and individual levels of right holders and beneficiaries. (See annex 5) The changes experienced as a result of the intervention are cited in the effectiveness part.

Interviews and focus group discussions were constructed in a participatory analytical mode, where those participating were guided to assess themselves, and illustrate the type of change they have attained. For example, parliamentarians were encouraged to assess the extent to which sustainability was built into the intervention through empowerment and capacity building.

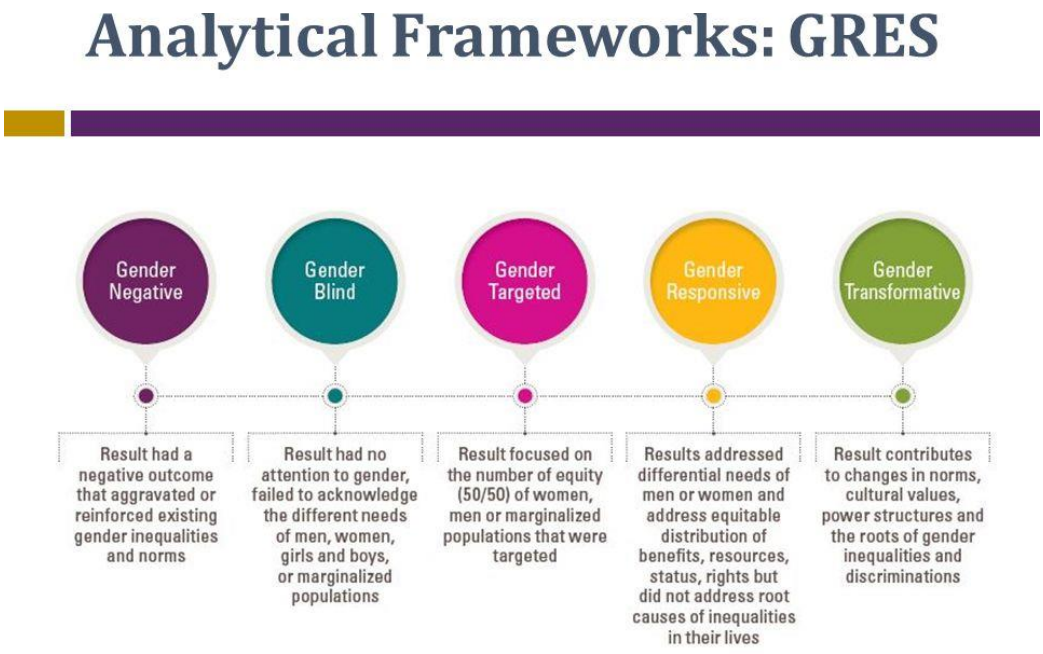
A *Gender equality and Human Rights (GEHR) analysis framework*, as a systematic approach, was adopted to examine the programme factors that assessed and promoted gender equality issues and helped provide an analysis of the structures of political and social control that create gender inequality. This technique ensures that the data collected is analysed in the following ways:

- Determining the claims of rights holders and obligations of duty bearers.
- Assessing the extent to which the intervention was guided by the relevant national normative frameworks for gender equality and women's rights, or UN system-wide mandates and organizational objectives.
- Comparing the data with existing contextual information on the situation of human rights and gender equality in the local community and country at large.
- Integrating into the analysis the context, relationships and power dynamics, etc.
- Identifying trends, response patterns and differences between groups of stakeholders for example, through the use of illustrative quotes that add life to the text.
- Analysing the structures that contribute to inequalities experienced by women, men, girls and boys, especially those experiencing multiple forms of exclusion.

- Assessing the extent to which participation and inclusiveness was maximized in the interventions planning, design, implementation and decision-making processes.
- Comparing the results obtained with the original plan (through the application of the evaluation matrix).
- Assessing the extent to which sustainability was built into the intervention through the empowerment and capacity building of women and groups of rights holders and duty bearers.

Furthermore, to extract more *gender themes*, and to enable deeper analysis of the effectiveness of gender results and the type of gender change, the analysis used the *Gender Results Effectiveness Scale (GRES)* (figure 1) and classified the data on the results against 3 scales from the 5 categories found in this scale, as they were found relevant to this evaluation, namely: *gender targeted, gender responsive* and *gender transformative.*[4] *Gender targeted* means: Result focused on the number of equity (50/50) of women, men or marginalized populations that were targeted, *Gender Responsive Results;* focuses on results addressing differential needs of men or women and addressing equitable distribution of benefits, resources, status, and rights but did not address root causes of inequalities in their lives. Gender *Transformative Result* contributes to changes in norms, cultural values, power structures and the roots of gender inequalities and discriminations.[5]

Figure 1.
Gender Results Effectiveness Scale



The focus group discussions were used to guide group members as rights holders who were part of WPE interventions (ID cards or local council training), to participate in analysing the changes occurring in their lives either on a personal or group level. Their responses are used as concrete evidence and illustrations of that change. These responses as results were measured on the GRES scale to analyse the effect of the initiative.

A ranking analytical and participatory tool was used with 20 of the stakeholders, representing all the stakeholders' categories. During

[4] **(UN Women-Evaluation Handbook-WEB-FINAL.pdf** Modified on April 26, 2015)
[5] UNDP (2015) Gender Equality and Women's Empowerment EVALUATION United Nations Development Programme Independent Evaluation Office

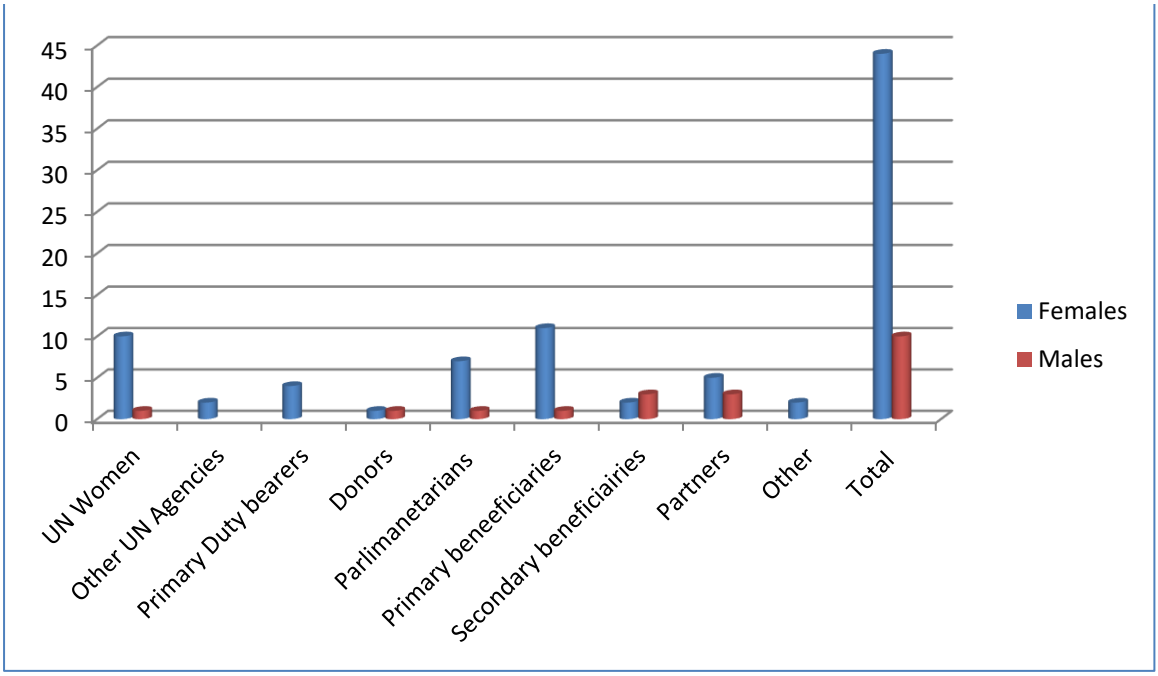
the individual interviews, respondents were presented with 9 gender focused interventions relevant to creating an enabling environment for women political participation at both local and national levels. Almost all interventions were to varying extents included in WPE plan. Interviewees were then asked to rank relevance of the intervention according to their perceptions into high, medium or low relevance. The objective of the ranking tool was to participate in the assessment of the relevance of the intervention in the present phase as well as for the next one. Each intervention was ranked separately and interviewees were invited to give their justifications for their rank.

Sample and sampling design

The sample in this study was selected intentionally to cover all the sub-thematic areas and programmes / projects of WPE and used a maximum variation sample. In total, 54 stakeholders were consulted; 44 females and 10 males (as shown in figure 1). To ensure broad coverage, the criteria for sample selection included diversity in terms of: stakeholder group, sex, age, social status, level of education, geographic location (urban/rural). Explicit efforts were made to ensure the inclusion of marginalized women.

(A list with the stakeholders' agencies and positions is provided in annex7).

Figure 2.
Stakeholders consulted



1.3.3 Constraints and limitations to the evaluation

A number of methodological limitations were encountered;

a. **Timing:** The field work was scheduled during the month of June, which coincided with the fasting month of Ramadan followed by the feast. During this fasting month, working time of all institutions is shortened and interviews had to be delayed from June to July. The delay of the field visit with the interviews from June to July continued to be a limitation as July was a vacation month. Hence all the work was delayed. As a result, some respondents remained inaccessible and had to be cancelled from the list.

b. **Staff turnover /availability:** Due to overturn of staff in the programme over the last phase, some staff members who attended the earlier programme phase could not be met.

c. **Lack of baseline data:** Closely related to the last limitation was the absence of a baseline data in the documents at project start. The presence of a baseline would have eased the use of indicators to measure achievement, especially given the qualitative nature of UN Women programmes and mandate.

To make up for the limitations, the qualitative research, as mentioned earlier, included case studies and participant observations during the field visits. It was also possible to collect qualitative information during the interviews as many questions posed were of a qualitative nature. The qualitative information facilitated the tracking of possible changes from earlier situations.

1.3.4 Ethical Code of Conduct

The evaluation was guided at all times by the United Nations Evaluation Group (UNEG) Norms and Standards, UNEG Ethical Guidelines and Code of Conduct for Evaluation in the UN System. The stakeholder analysis considered the ethical implications for each key evaluation questions and the tools used to interact with different sub-groups of stakeholders in the data collection phase, informed by a vulnerability analysis. The potentially sensitive nature of HR and GE discussions implies that both evaluators and participating stakeholders must, from the outset of the process, have a clear understanding of how information will be used, who will see it, how the information will be reported on, and who will benefit from it. Particularly, ethical considerations were important to take into account during the interaction with end beneficiaries or potential beneficiaries in the same target group, and individual women involved in/or vying for political office. Information and political aspirations can be sensitive information, and therefore their anonymity as well as the non-attribution of their answers was carefully safeguarded.

For each interviewee, a 'safe' space was created and s/he was ensured that sensitive information, including quotes, could not be traced to its source, unless permission was provided by the respondent.

2 Programme Context and Description

2.1 Programme context

Egypt has gone through many political changes in the last decades, all of which led to an expansion of unrest, and which caught women in the middle as disadvantaged and most marginalized at all levels. Also, considering the multitude of growing problems Egypt faces at the political, social and economic levels, gender issues were not considered to be a priority in national concerns; political participation in specific constitutes one area that may still represent a setback in women's situation. Despite strong accomplishments by both the governmental and nongovernmental sectors; women representation in politics remains low. Women numbers either as voters or candidates or legislative or executive bodies are insignificantly dwindling. A large number of women did not have ID cards to enable them to participate in elections. As UN Women compiled data on the ground with civil registry revealed, there were 5 million females without ID cards. The prevailing and perpetuating male – dominated culture and the law for parliamentary elections constitute hindrances for women to get to parliament. Although elections based on lists provide women with a better chance, this system represents only 20% of the seats. Also, the law is not clear about constituencies and thus women are limited to the list of 20 % which they share with men, Christians and persons with disabilities. Throughout the transitional period only 5 women were represented in the cabinet namely, manpower, international cooperation, health, media and environment. In addition, post-January 2014, in the committee charged with amending the Constitution, Women's representation was 5%, and only 4 women or 12 % in the government of 33 Ministers.

Despite all these challenges, women's commitment to being equal partners in the decision-making process remains strong though WPE's programme witnessed the January 25th revolution and its aftermath, and the drafting of two constitutions, yet the latter brought forward by a democratic and inclusive committee drew about a new chance for the beginning of Egypt's transition to democracy. This eventful political transformation of Egypt continues to provide a context with prospect for social inclusion and respect for women's hard-earned rights.

2.2 Programme Description

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

The ECO based in Cairo works with various stakeholders to bring about transformational change for women and girls in Egypt in line with the UN Women Strategic Plan (SP) (2014-2017), the United Nations Development Assistance Framework (UNDAF) (2013-2017) pillars and outcomes, also linking to the results pursued by the relevant corporate Flagship Programmes.

The ECO Strategic Note (SN) (2014-2017) focuses on four of the six impact areas outlined in UN Women Strategic Plan (SP) (2014-2017) and is aligned to its outcomes and indicators. The aligned SP impact areas are:

a. Women lead and participate in decision making at all levels;
b. Women, especially the poorest and most excluded, are economically empowered and benefit from development;
c. Women and girls live a life free from violence
d. A comprehensive and dynamic set of global norms, policies and standards on gender equality and women's empowerment is in place and is applied through action by Governments and other stakeholders at all levels.

WPE Programme's Theory of Change (TOC):

The ToC is meant as a roadmap for the way UN Women works with its partners to achieve transformative change. A TOC by nature encompasses the actions required by all partners to achieve a transformative change. The aim of the TOC is to help UN Women identify these actions and strategic partnerships. Consequently, the draft TOC reflects interventions beyond those that UN Women will do by itself.

ECO currently adopts the same Theory of change TOC from the Programme Document of 2011. UN Women Egypt's Theory of Change is based on the global theory of change that is premised on 3 focus areas (a) aligning laws and policies to create a conducive environment for the empowerment of Women and human rights; (b) strengthening institutions and organizations in work processes, resources, and capacities to fulfil obligations to the international treaties, as well as other global, regional and national normative agreements; and (c) supporting community-level initiatives that demonstrate how changes in practices and attitudes can be achieved to permit the implementation of commitments to gender equality and Women's empowerment. UN Women Egypt is concerned with promoting Women's empowerment and gender equality, mainly through increasing the political participation of women and to strengthen the representation of women's interests through capacity building of government bodies, women candidates, and political parties. The programme aims to promote a gender equality agenda in constitutional frameworks through technical assistance to national bodies, capacity building of civil society, and establishment of structured and regular consultations between transitional bodies and women's rights advocates and groups. The approach recognizes the mutual dependencies and complementarities of development and women's social, political and economic rights. (For the detailed TOC please see annex5).

Description of the Women Political Empowerment (WPE) Programme in Egypt:

The *overall Goal* of Impact area 1 is: "*Women Lead and Participate in Decision making at all levels".*

This goal is aligned with UNDAF (2013-2017) priority area #3 on *Democratic Governance and national development priorities* which includes: respect for human rights, transparent and credible elections, the setting up of an independent elections management body, strengthening the voice of women and youth, capacity building and engagement with civil society, strengthening human rights institutions, and addressing the absence of an enabling political, social and economic environment for young peoples and women's involvement.

The programme seeks to contribute to this goal through three expected outcomes and their relevant work as indicated in figure 3 below:

Figure 3.
WPE Programme Overview

Outcome 1: The constitutional, legal and institutional frameworks are responsive to women's rights.	**Outcome 2:** Gender responsive services and bodies (including election and security management bodies) promote women's social, economic and political rights in Egypt.	**Outcome 3:** Gender Equality advocates and their organizations effectively influence political parties, service providers, media and local governments to promote women's leadership and participation.
Support for: **a.** government and institutions in their formulation and the development of gender-sensitive policies, global standards, and norms and **b.** advancing women's rights and gender responsive agenda in constitutional, legal and institutional frameworks.	Help implementation and effectively reach targeted beneficiaries and forge effective partnership with civil societies and private sector in: **a.** Promoting women's participation in electoral processes both as candidates and voters, **b.** Influencing political parties, service delivery organisations, media and local governments to promote gender equality in leadership and participation **c.** Developing knowledge products	Maintain UN commitments on GE and support achievement of results through: **a.** Internal coordination through regular monitoring to maintain linkages between WPE and other thematic areas under existing ECO programmes **b.** External coordination on a large scale to maximize, mobilize, and convene key stakeholders and partnerships at all levels. Holding the UN system accountable GE commitments and working together towards the inclusion of WLPP through mechanisms of the UN County Team (UNCT) and gender Thematic Group (GTG)

The WPE Programme is built on four projects that work collectively to achieve the overall goal, namely: (i) Women Political Empowerment project, (ii) Citizenship Initiative, (iii) Spring Forward Regional Programme for the Economic and Political Empowerment of Women in the Southern Mediterranean Region, and (iv) Securing Rights and Improving Livelihoods of Women (SRILW). While the first two projects focus exclusively on contributing to WPE, the latter two include additional areas of focus. SRILW includes WEE and EVAW components and the Spring Forward included a WEE component with potential linkages and contribution to the WPE work. WPE interventions comprise seven subthemes namely: Constitutional Reform and Transitional Support Measures, Elections, Violence against Women in Politics (VAWP), Local governance level, Parliaments, Advocacy support and capacity building. (For the sub-themes and activities distributed among ECO work mandates, please see annex 6).

3 Findings

3.1 Relevance

This section assesses the relevance of WPE programmatic interventions through considering its strategic position to advance women political empowerment, the approach and added value to partners, alignment of programme formulation and implementation with normative frameworks and finally, relevance to the needs and priorities of beneficiaries.

3.1.1 UN Women's strategic positioning and comparative advantage in enhancing women's leadership and political participation

Finding 1: UN Women is seen as a leading agency to enhance WPE due to its vast network of civil society organizations, its role as a neutral and trusted entity and convener, and available national, regional and global technical resources and expertise. UN Women has leveraged its comparative advantage to strategically position itself to catalyse, complement and ensure the coherence of efforts on the ground of development partners and government, to translate commitments to strengthen women's leadership and participation in decision making positions and processes into policies and concrete actions at the national and local level.

ECO is effectively coordinating efforts on WLPP. WPE's initiatives played an effective *role in* catalysing the process of mobilization, and assisting the government in the formulation of national frameworks that are inclusive and responsive to women's rights and concerns. Findings confirm as well that UN Women is still taking on its UN coordination and technical support roles for example through support to the *National Dialogue to Develop a National Strategic Framework for Women's Political Participation.* Here, two preparatory meetings were held in April 2015 at NCW, with women parliamentary candidates and political party representatives to prepare for a National Dialogue, and develop a National Strategy and Action Plan for the advancement of women. The forum provided a platform for governmental and non-governmental entities concerned with women's empowerment, to discuss the measures and resources required to bridge the gap between empowerment policies and the reality on the ground. Likewise, ECO is leading the UN coordination mandate on joint programme "Women citizenship initiative" with the United Nations Development Programme (UNDP), to ensure women's basic citizenship rights in Egypt, through assisting poor and disabled women and those in rural areas to have an impact on the political choices as voters, and their economic and social identity as citizens.

The WPE programme also contributed to affirmative action for women through its partnership with UNDP, which started in 2008 in "Pathways for women in democratic experience" and gender budgeting and women parliamentarian forum, in addition to other extensive experience in Egypt. Additionally, after the revolution, UN Women together with UNDP participated in the arrangement of the sub regional conference on the role of women after the revolution. Through this conference, representatives of the different participating countries were able to share their relevant country experiences and establish long-term connections.

Also, to ensure equal opportunities for all elected women, and to foster networking and the value of shared learning, UN Women supported the NCW to organize a High-Level Women's Parliamentary Forum on 19-20 December; before the first parliamentary session was held on 10 January 2016. This provided a rare opportunity and space for elected women MPs to meet, develop networks and strategize for the new parliament. More than 50 women parliamentarians from all of Egypt's

27 governorates, representing different backgrounds, participated in the Forum. NCW sessions covered the supervisory and constitutional role of parliamentarians, effective networking in the Parliament, the role of local councils and the Local Council Law.

The WPE programme also played a connecting role, as it connected ministries into the plan. It also has a convening role, bringing partners to work together rather than competing. Among NGOs, the WPE programme is praised for its partnership approach adopted in its dealings with NGOs as well as its grassroots orientation and low bureaucratic requirements. UN Women WPE initiatives are seen as providing the space for other actors to play a role and granting them the freedom to get engaged. It is recommended that WPE focus on its complementing role between partners and avoid falling into the role of the coordinator only.

Hence, UN Women has developed a strong base of WPE expertise and strategic partnerships with relevant stakeholders working towards achieving common goals and objectives.

NGO stakeholders highlighted the trust and support that UN Women enjoys and contributes to the strategic positioning of the WPE programme. UN Women is seen to support civil society, with no hidden agenda and hence has more credibility, respect and acceptance. Through its vast network of civil society organizations, as well as the technical resources and expertise made available to other UN agencies, UN Women can catalyse democratic processes and leverage its role as an interlocutor between civil society and government.

The WPE programme brought in an added value through its ***past and present experience on both national and International levels.*** UN Women also brought in the international experience through its accumulated lessons learned in other developing countries and regions, which provide good arguments for women's political participation.

For Parliamentarians, UN Women's ability to draw on its ***vast regional and global networks*** is what they value most and what contributes most to the strategic positioning of WPE interventions in advancing women's political participation. UN Women has enabled the sharing of experiences between parliamentarians within the region as well as from other regions.

UN Women's comparative advantage, according to UN Women staff members, is by virtue of its mandate and in alignment with UNDAF priorities, neutrality and fairness. Also, being part of the UN system, it is perceived as a respectable umbrella serving the whole world with neutrality and fairness and consolidating the efforts of all development partners. By virtue of its mandate, UN Women was able to complement and ensure the coherence of WPE efforts on the ground and has worked with national and regional partners.

For donors, UN Women's network of development partners is seen as a key factor in UN Women's strategic positioning; UN Women is perceived as well positioned to support and consolidate the efforts of development partners, and women groups and others in the direction of strengthening women's empowerment. UN Women has a strong network of development partners and is able to convene local and national entities to negotiate difficulties and work in partnership to achieve results and common objectives. Specifically, also the partnership with NCW distinguishes UN Women. ECO's institutional knowledge and historic relation with the NCW positions it uniquely to facilitate and collaborate effectively to achieve common objectives that advance the women's rights agenda in Egypt.

In sum, WPE initiatives complement its key partners through its mobilization and convening roles, as well as its partnership approach and grassroots orientation. It adds value to its key partners through its special nature and past and present experience both nationally and internationally.

3.1.2 Alignment of Programme formulation and implementation with normative frameworks

Finding 2: WPE programme formulation and implementation have always aligned with national strategies and frameworks as well as international normative frameworks based *on consultations* with national counterparts.

The WPE programme was *formulated* through several consultations held with numerous NGOs, governmental agencies, research centres, UN Agencies both regional and international, and youth organisations. During those consultations, participants were asked about the programmes that UN Women can support to promote women's participation in the transition phase, and which would be relevant to the needs of the most disadvantaged groups of women and have the widest impact on a national level. The outcome of these consultations was approved and adopted by the Alliance of Arab Women, the Coalition of Egyptian NGOs in their draft charter.

The WPE programme is strongly in alignment with International conventions which mandate that increased engagement in political life will ensure that women are able to contribute to the establishment of a more peaceful and stable society, as per the Nairobi Conference and subsequently by the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), the Beijing Platform for Action and Security Council Resolution on Women, Peace and Security 1325 (2000), while also contributing to the achievement of MDG 3 and SDGs. Thus, from a human rights based approach (HRBA) perspective, the programme is fully aligned with CEDAW (general recommendation 23) which states that 'States Parties shall take all appropriate measures to eliminate discrimination against women in the political and public life of the country and, in particular, shall ensure to women, on equal terms with men, the right: to vote, be eligible for election, participate in formulation and implementation of government policy, hold public office, and participate in NGOs and associations concerned with political and public life".

The work conducted through the WPE programme is also based on the National Country Assessment that guides the UNDAF, and consequently fully aligned to the UN One Programme. The UNDAF itself is fully aligned to Egypt's national development priorities, and jointly signed between the Government of Egypt and the United Nations System. The WPE programme is also aligned to the Constitution, which states political participation as a right for women.

WPE interventions also provided in addition to operational work, normative support to the NCW for the formulation of and follow up to recommendations of the Commission on the Status of Women (CSW), as well as technical support and knowledge sharing for the formulation of the national report to the CEDAW which was finalized in 2017, as well as support to develop the National Vision and Strategy for Women's Empowerment by 2030, which includes as one of its pillars the empowerment of women in political leadership and all decision-making. The Vision and Strategy provides an important opportunity to tailor the global 2030 Agenda for Sustainable Development to the context and needs of Egypt, while building on existing commitments to gender equality, as those contained in the CEDAW and the Beijing Platform for Action (BPfA).

In conclusion, it can be maintained that alignment to national priorities remained central throughout the implementation phase of the Programme, ensured by continuous communication and coordination between UN Women and relevant Government counterparts, particularly NCW. In this sense, it is noteworthy to mention that WPE's programme theory of change that was developed during the programme design and hence focuses on democratic transition and democratic change, would need to be adapted in the coming phase in order to continue being

aligned to Egypt's context and adjust to the rapidly changing political context.

3.1.3 WPE's programme relevance to the needs and priorities of beneficiaries

Finding 3: WPE's programmatic interventions have a high relevance to the needs and priorities of beneficiaries because of their applied design principles, participatory approaches adopted and trustful primary sources of information. As a result, UN Women is viewed as the most relevant organization that provided the largest number of ID cards in Egypt and hence responded to one of the foundational issues enabling women to claim their rights, access services and address their needs.

The extent of the relevance of the WPE programme to the needs and priorities of beneficiaries can best be reviewed through three main themes:

WPE programme **applied principles**

WPE programmatic interventions address the principle "leaving no one behind" and hence have been more strongly focused on the most vulnerable and excluded groups. For example, the Women's Citizenship Initiative targets the most vulnerable groups to facilitate their access to vital identification cards and attain rights, be officially recognized by the state, and access social and economic services, and engage in civic affairs.

WPE programme **adopted approaches**

The participatory 'knocking doors campaign', an approach adopted by NCW in its implementation with support from UN Women, is actually a seed idea that was brought up by one of the women parliamentarians during a capacity building workshop of UN Women. This example illustrates that in the WPE programme, interventions are developed in a participatory manner, integrating the ideas, needs and priorities of different stakeholders. The approach itself as well is highly responsive to the needs and priorities of communities due to its practicality and simplicity.

WPE programme **sources of information**

UN Women's partnership at local and national level constituted an important source of information. The WPE programme relied on NGOs located at community level, and thus are key informants regarding the situation of women at the grassroots, including disempowered people in remote areas as Qoseir and Qena. UN Women also relied on other trustful sources such as NCW and MOSS, known to be keen in their proper selection of the neediest beneficiaries for their services.

Finally, a *comparative advantage* brought forward by one of the active NGOs, is that UN Women encourages the funding of studies and researches and so NGOs have provided UN Women with ideas, statistics and data so that their information and pictures are realistic and complete.

3.2 Effectiveness

This section evaluates the effectiveness of the WPE programme through three main aspects namely; measures taken and achievements towards the three (3) planned outcomes, the results achieved from a gender perspective and finally WPE approach to engaging with key partners.

3.2.1 Measures taken by WPE's programme and achievements towards outcomes

Outcome 1: The constitutional, legal and institutional frameworks are responsive to women rights

Finding 4: Comparing WPE's programme measures and achievements to outcome 1 expected results in the logical framework reveals that outputs have been to a very large extent, achieved. The work conducted under the WPE programme contributed effectively to strengthening the capacities of almost all actors mentioned, in specific governing bodies and civil societies. WPE initiatives supported partners' formulation and the development of gender-sensitive policies, global standards, and norms, and advancing the women's rights and gender responsive agenda in constitutional, legal and institutional frameworks. The effect on political parties was less evident.

Measures taken and achievements towards Outcome 1

Measures taken through the implementation of the WPE programme towards outcome 1

Both NCW and UN Women worked closely together, and through the WPE programme, NCW was provided with technical and financial support. UN Women, in close collaboration with NCW, advocated for and implemented different legal and social activities, in order to contribute to increasing women's representation in Parliament. A training programme aimed at strengthening the capacities of 114 women candidates for Parliament was implemented throughout 2015, out of which 24 women were elected to Parliament. In addition, UN Women organized a High-Level Women's Parliamentary Forum on 19-20 December; before the first parliamentary session was held on 10 January 2016.

UN Women also provided technical guidance to the government to support Egypt's international commitment/reporting (CEDAW and CSW), and provided support for the follow up of recommendations of the Commission on the Status of Women in the *formulation* of a national report to CEDAW. Furthermore, the programme also supported the development of a plan to support national commitments to SDGs, complement efforts of other partners (being strategic to understand CEDAW and SDGs) and find entry points. WPE programme achievements also included the development of a national vision and strategy for women empowerment.

UN Women has created a cadre of Youth Ambassadors for Women's Citizenship, who were trained on advocacy, and actively reached out across ten governorates. They conducted campaigns to advocate for women's citizenship rights in rural and disadvantaged communities, and to contribute to the capacity of governmental and youth NGOs and the civil registration process as well as facilitate the civil registration process and the issuance of national ID cards to Egyptian women. Under this programme called "Women Citizenship Initiative", it was planned to issue IDs to 500,000+ women across Egypt by 2017.

The WPE programme also supported the Egyptian Feminist Union to advocate with political parties to move the issue of women's participation to the top of their agendas during elections.

With the support of WPE intervention, several measures were taken by election management bodies and security sector institutions to promote and facilitate women's safe participation in politics. Specific, secured, polling stations were set up for women only, taking into consideration proximity of location to encourage women to have an active voice and participate in the elections.

Because the scene of political parties in Egypt over the last years and at present is a complicated one, WPE interventions with the political parties as mentioned in output 1.2. were found to be made

very subtle and careful and indirectly through NGOs, who were supposed to include them in their awareness raising courses.

Achievements towards outcome 1

The legal framework remains insufficient to achieve full realization of gender equality and the fulfilment of women's rights in Egypt. Nonetheless several promising results can be noted which the WPE programme has contributed to through the measures mentioned in the previous section:

- NCW, the major stakeholder and partner in the WPE programme, is committed to and is actually implementing a strong legislative agenda that aims to promote the rights of women through establishing gender sensitive laws and ensuring their enforcement.
- The present Egyptian Constitution has provisions for Gender Equality and Women's Empowerment (GEWE), specifically under article 11 of the Constitution, which NCW has worked on enacting, with provisions on temporary special measures for women's representation.
- Gender sensitive provisions in the electoral law provided by (NCW) were adopted and endorsed, and the parliamentary elections law now ensures women's representation on closed lists as well as the new law 180, which grants a 25% quota for both women and youth (equalling to 13,500 female candidates) in the local council elections.

  According to the parliamentary electoral law, women candidates were entitled to 56 seats in the 2015 election. This inclusiveness ensured the balanced representation of Egypt's population, including Christians; workers and farmers; youth; people with special needs and expatriates. In 2015 during the elections, 15 % of the total seats comprising 89 women parliamentarians were elected and appointed to parliament. This achievement is in fact a triumph, compared to 2% women's representation in the last two parliaments. In addition, the new parliament, with women MPs holding 15% of the seats, provides an opportunity for priority support, not only for legislative progress but to promote greater accountability for the national and international commitments on gender equality.

- The Parliamentary Forum organised before the first parliamentary session held in January 2016 was an occasion for more than 50 elected women MPs from all 27 Egyptian governorates, from different backgrounds, to meet, and develop networks and strategies for the new parliament. As a result of this event, interactive discussions pressing topics emerged, as well such as increasing investment in gender equality and eliminating discriminatory legislation. This led to the advance of concrete action plans and the creation of specialized programmes and communication means for them to exchange relevant information.
- Through the wide advocacy efforts supported by WPE programme initiatives, the capacities of government and civil society have also been strengthened with respect to accountability on national gender equality commitments. Through these contributions, a large number of ID cards have been issued and 16,426 women were issued ID cards, enabling them to vote for the first time in 2015. The increased number of women with ID cards marks progress on the national commitment to gender quality.

Outcome 2: Gender responsive services and bodies including elections and security management bodies promote women's social economic and political rights in Egypt.

Finding 5: Comparing the measures undertaken under the WPE programme as well as the achievements reached within the WPE framework design, confirms that they coincide to a very large extent. All targeted beneficiaries were effectively reached through forgoing effective partnership with civil societies and private sector in: Promoting women's participation in electoral processes both as candidates and voters, influencing political parties, media and local governments to promote gender equality in leadership and participation, and contributing to the development of knowledge products.

Measures taken and Achievements towards Outcome 2

Measures taken through the implementation of the WPE programme towards outcome 2

WPE measures towards outcome 2 were taken jointly with Ministry of Planning and NCW. With the monitoring of the Constitutional referendum and presidential elections in 2014, a number of measures were also taken to support election management bodies and security sector institutions to promote and facilitate women's safe participation in politics. This included setting up secured polling stations for women only, taking into consideration the nearness of the location so as to encourage women to participate in the election.

Furthermore, WPE initiatives contributed with NCW in launching a nationwide awareness raising initiative to advocate for the importance of local councils' roles and ensuring community understanding as elections were expected to be held in 2017. Through WPE's support, NCW also prepared an expanded outreach plan for the first quarter of 2017. Awareness raising efforts related to the WCI were coupled with the production and delivery of audio-visual material, four PSAs with English subtitles and two Radio Spots and Facebook page.

Through WPE's interventions, awareness raising sessions on citizenship rights were conducted in Egyptian governorates. UN Women partnered with South Development Association at Qena (SEDAQ) on an initiative to increase political awareness among 324,000 women community members, women and men, on active voting, and campaigning skills. Also, a political literacy book was developed and disseminated among women in Qena governorate to provide important highlights on women's constitutional rights, political parties, parliament, and local popular councils.

UN Women supported MADA NGO technically and financially to develop capacities of religious entities such as Al-Azhar to engage with the women rights agenda. For this, workshops were organized that aimed at educating women about their citizenship, social, legal, political and economic rights, and the religious discourse on women's rights.

The mechanism for issuance of national ID cards, mentioned as one of the indicators, has successfully been put in place and can be used, as will be highlighted later in this report, as a model to be up scaled. Its sustainability, however, has not yet been endorsed and needs to be done in the next phase of WPE. Furthermore, and due to external circumstances, no change has been made in gender balance: (40% women) in the boards of Electoral Management Bodies, because the permanent elections committee had not yet been formed as per the Constitution. In addition, the law of the local popular councils had also not yet been approved by the cabinet.

Achievements towards outcome 2

The social media campaign of the Women Citizenship Initiative reached more than 3 million (3,164,655) viewers and over 10 million (10,239,480) impressions with 122,207 subscribers. The campaign also engaged with civil society organizations, volunteers, all of whom were interested in supporting the initiative. This campaign had wide outreach; approximately 32,818 people have actively been engaged with the platform through their posts, shares or comments. The campaigns were very successful as they were geared towards promoting women's social and economic rights. During the first phase of the campaign, the focus was placed on the value of family and in the second phase the immediate benefits and services that can be accrued through obtaining IDs such as health, education, access to supply and provision rations and work opportunity.

The Ombudsperson Office received complaints during the Constitutional Referendum on the 14 and 15th of January, and later during the voting on presidential elections that were done four months later in the same year of 2014. The statistics collected through the constant updating of the database, were consolidated in an English and Arabic report that included an analysis of the types of complaints received in 2014, comparing them to the 2012 voting during the Presidential elections. The information gathered through the database was intended as a baseline to monitor the upcoming Parliamentary elections in order to provide a safer space for women.

Also through the provision of national ID cards, 16,426 women were able to officially participate in political and economic life.

There were only four women out of 37 members (11%) in the Supreme Elections Committee that oversaw the parliamentary elections.

Through the awareness raising campaigns to promote the importance of local councils' role, 35,000 women were encouraged to ensure their representation and participation in decision-making processes for local level development, and to ensure that gender responsive development approaches are applied.

Moreover, through capacity building initiatives, a group of 180 young women from 45 NGOs were trained on civic education. With the objective of extending political education to women at their homes, through the initiatives of SEDAQ, the capacities of 50 young women were strengthened to engage in political processes, including running for office at national and local levels.

Outcome 3: Gender Equality advocates and their organizations effectively influence political parties, service providers, media and local governments to promote women's leadership and participation

Measures taken and Achievements towards Outcome 3

Finding 6: A review of the measures undertaken as well as achievements obtained toward outcome 3 in light of the design framework reveals that they are very much in sync. UN Women through the WPE programme has collaborated with all actors mentioned in the programme results framework, with the exception again of the political parties (as mentioned earlier). All actors were strengthened through the capacity building, linkages and guidance received to engage in formulating, engaging and raising awareness on women's rights agenda. Comparing the achievements and measures attained in this outcome with the ones of the other 2 outcomes, it can be confirmed that the contribution of the WPE programme towards this outcome has excelled. This very last point asserts as well that one of the strengths of the WPE programme lies in reaching disadvantaged societies at the grassroots. The fact that to a very large extent the expected outcomes were achieved through the contributions of the programme and primarily in the last outcome, proves again that the WPE programme is strategically well positioned

to enhance women's political participation at national and primarily local levels.

Measures taken under the WPE programme towards outcome 3

WPE measures towards outcome 3 have been performed with all actors specified in the design.

Under the WPE programme, UN Women assisted **NCW** to reactivate their political support unit to provide technical and logistical support for women candidates and leaders. NCW selected 132 women eligible candidates for the upcoming parliamentary elections and trained them on how to lead a political campaign. A four-day training workshop was organized under the heading "Step towards the parliament of 2015 Egyptian Women" and aimed at building the capacity of the candidates to prepare them for the upcoming electoral process. Also in cooperation with NCW, UN Women supported a programme aimed at supporting the empowerment of rural women leaders, particularly for the upcoming local council elections. Here, a three days training was conducted at NCW branches in nine governorates targeting 500 women who were rural women leaders, and had experience in local politics. NCW also supported by UN Women's WPE programme, launched a national wide awareness campaign named "Taa Marbuta" on women's empowerment. The campaign's media communication adopted an innovative approach, which aimed at promoting women in all spheres of life, including women's political participation, highlighting the important added value of women in this area and addressing widespread gender stereotypes.

Through the support of the WPE programme, Youth Ambassadors of gender equality issues and NCW were able to mobilize large numbers of women voters during the Egyptian parliamentary elections through awareness raising on citizenship rights at governorate-level and the promotion of registration for and issuance of national ID cards for women. UN Women also worked with **Tanweer NGO** to enhance the political and technical skills of women candidates for the upcoming parliamentary elections. Together, they developed a training curricula and printed material in the first stage of this process, as well as a training manual on how to design a campaign for women interested in running for the next parliament. Young natural women leaders were identified especially in poorer governorates and provided with guidance to enable them to engage socially and politically.

UN Women, in partnership with the NGO MADA for Media Development, trained 46 of Al Azhar Sheikhs/religious leaders on women's rights in Islam. Some of those trained Sheikhs were requested to develop Friday speeches on women's rights in Islam, as well as projects they could undertake based on what they have gained from that course. In a similar vein, to improve the capacities of religious entities in order to engage with a women's rights agenda, the WPE programme supported the launch of the Alexandria Declaration during a national conference held in March 2014. The declaration was built on two previous consultations UN Women had with the Sheikh of Al Azhar on women's rights in Islam.

UN Women also partnered with South Development Association at Qena (SEDAQ) on an initiative to increase political awareness among 324,000 women community members, women & men, on active voting, and campaigning skills.

The Egyptian Feminist Union (EFU) also received support through WPE interventions to advocate with political parties to move the issue of women's participation to the top of their agendas during elections.

Furthermore, in order to promote women's political and economic empowerment, among remote communities such as Saint Catherine in Sinai, UN Women embarked on the **Jebaleya Talks** initiative by providing trainings on civic engagement and handicrafts. A series of workshops

were facilitated targeting the women from the tribe. The focus here was on teaching women various skills to enable them to become producers. The training sessions aimed also at providing a forum for women to exchange their experiences and venture into the public space.

Furthermore, the WPE programme supported the Faculty of Economics and Political Science (FEPS) in Cairo University in the initiation of a Professional Master degree in Gender and Development in the academic year 2016/17.

Achievements towards outcome 3

The Taa Marbuta campaign supported by UN Women included three Public Service Announcements (PSAs); one of them featured a woman parliamentarian, addressing relevant misconceptions about the perception of women in decision making bodies and highlighted the value of women in decision making processes. 20 million views were reached in the first four months of the campaign.

The value of the training provided to the parliamentarian was revealed when the parliament discussed the FGM law; trained women MPs were able to participate in the discussion and contributed to the passing of amendments to the FGM law, which enforced harsher punishments on anyone involved in the practice, including parents and family members. Some progress has also been seen during the National Dialogue held on women's political participation; an outcome document was finalized for presentation to the Egyptian cabinet. The campaigns supported under the WPE programme to raise awareness about upcoming local council's elections in the 27 Governorates, reached out to almost 35,000 women. As a result, women's capacities were increased to understand the role of the local councils, and how to design and implement successful electoral campaigns. As the law governing this election has not yet been passed by the parliament (as mentioned earlier), an official application for candidacy has not been open. (The results and changes occurring are presented in the following section).

Through WPE initiatives the skills of 209 rural women leaders were enhanced to become potential candidates for upcoming local council elections in nine governorates namely Assiut, Red Sea-, Aswan, Giza, Al-Sharkia, Qena, South Sinai, Sohag and Port-Said. EFU technical capacity was strengthened to enhance women's political participation as voters and candidates and its political participation committee engaged in awareness raising among women as voters and trained women parliamentary candidates. EFU also provided important research, communications and media support

Awareness raising efforts related to the WCI, were coupled with the production and delivery of audio-visual material, four PSAs with English subtitles and two Radio Spots and Facebook page, A political literacy book was developed and disseminated among women in Qena governorate to provide important highlights on women's constitutional rights, political parties, parliament, and local popular councils.

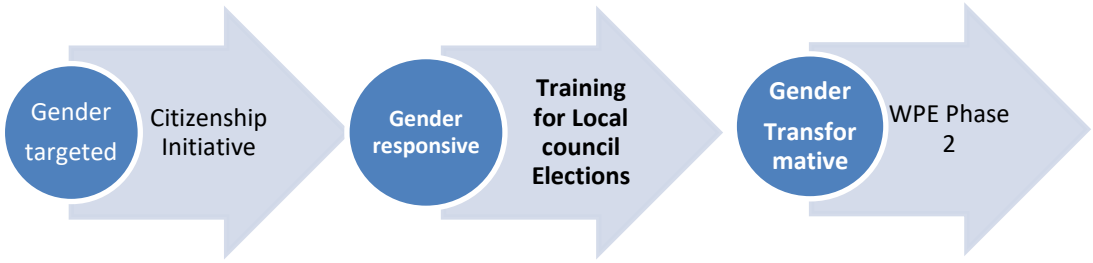
Furthermore, UN Women supported the Faculty of Economics and Political Science (FEPS) in Cairo University in initiating a Professional Master degree in Gender and Development in the academic year 2016/17. Already in the first year a high interest was revealed as students from government, CSOs and the private sector applied and got enrolled. In total 30 students were accepted (3 males and 27 females) from diverse backgrounds: CSO (8), UN agencies (7), Government (6), recent graduates of FEPS (6), and the private sector (3). The Supreme Council for Higher Education accredited the programme and embedded it in the FEPS.

3.2.2 The Effectiveness of the WPE programme results from a gender perspective

This section discusses the effectiveness of the results achieved through WPE interventions by using the analytical framework of ***Gender Results Effectiveness Scale (GRES)*** and adopting its scale. As explained earlier in the methodology section, this scale consists of five levels of which three have been depicted as found useful for this evaluation, namely *gender targeted, gender responsive and gender transformative.*[6]

The following scale illustrates the three aforementioned levels and assesses the citizenship initiative and the training for local council elections on the scale. It also places the upcoming phase 2 of the as focusing on gender transformative interventions. Figure 2 illustrates this, which is then elaborated upon in the text. Using the analytical framework to measure the results of the initiatives implemented through WPE reveals the following:

Figure 4.
Distribution of WPE interventions on the GRES Scale



Finding 7: The women's citizenship initiative (WCI) and training of local election candidates when placed on the GRES scale are found to have produced gender equality results higher than planned by the programme and expected of their stage. WCI started from level 1 designed to address *gender targeted* results by striving to eliminate discriminatory practices through initially targeting disadvantaged females to equip them with IDs to enjoy their citizenship right equally to men. WCI produced results on level 2, namely *gender responsive results*. The training for local council elections placed on stage 2 aiming to achieve *gender responsive* results by addressing differential needs of women and the equitable distribution of benefits, resources, status, and rights has actually created *gender transformative results* (stage 3).

3.2.2.1. Gender responsive results for Women's Citizenship Initiative and evidence of change

The Women's ***Citizenship initiative*** started from level 1 as a *gender targeted initiative* with the **aim for gender related results** to target disadvantaged women and to equip them with IDs to enjoy their citizenship rights equally to men.

[6] *Gender targeted* means: Result focused on the number of equity (50/50) of women, men or marginalized populations that were targeted, *Gender Responsive Results*; focuses on results addressing differential needs of men or women and addressing equitable distribution of benefits, resources, status, and rights but did not address root causes of inequalities in their lives. Gender *Transformative Result* contributes to changes in norms, cultural values, power structures and the roots of gender inequalities and discriminations,

Measures taken were awareness raising campaigns to convince community members on the benefits of IDs and facilitating the receiving of ID cards.

Results achieved: Women attended awareness raising events on the importance of IDs and received support to actually issue their IDs which facilitated their access to other services.

Gender responsive Results achieved:

Gender roles: The Citizenship Initiative changed women who were limited to their traditional reproductive role as housewives, caring for their children and families in an unrecognized and anonymous way, to women who felt acknowledged and officially seen, and are conscious of their rights. Also, having an ID provided women with the opportunity for a remunerated productive role, as well as to become active in the community and join a local organisation, for example.

Gender needs addressed: The initiative resulted in addressing the different gender practical needs of women, such as fulfilling their demands to access their rights to (food), the supply and provision entitlements, or health services for their children, and a remunerated productive activity. Having an ID also provided them with a potential to address their strategical gender needs, for example to get involved in community politics.

Access, control and benefit of resources: Having an ID increased females' self-awareness and helped them become conscious of their rights for an equitable distribution of benefits, resources, status, and voice.

According to the ID respondents' perceptions of change, women began to no longer be seen as beneficiaries of change who are confined to areas of social policy including health, nutrition, education and family planning, and in need of social assistance, but rather as dynamic economic agents. (Please see figure 3 for examples of changes experienced by female ID beneficiaries).

Thus, the citizenship initiative has helped them achieve higher gender equality results than initially expected. It has encouraged them to access their financial entitlements, their rights in status, - in voice, - in benefit, and also created changes on the collective consciousness level, as women felt heard and appreciated.

Evidence of Gender responsive results for Women's Citizenship Initiative

Box 1.
Examples of changes experienced by Female ID beneficiaries

Change in voice

"We women are half the society but we do not have a voice because our voice exists only in the underground. Someone with this importance does not have an ID to prove herself?"

Change in benefits

"I have a handicapped child and had to issue an ID in order to claim his right. We can prove and claim our right with the ID."

Change in collective consciousness

"On the day when the registrar came with the NGO representative to our community there was also remarkable support among the villagers for those who were not able to fill the application form by themselves. It was like a feast for the community"

"Nobody ever remembers women so if someone comes to them that in itself is a victory for us."

Change in relations

"After I received my ID my husband remarked that I can now access my right and can go to court and complain about him if he intends to beat me or if he does not pay for his children. I am now entitled to go to court and do so"

Change in access to financial entitlements rights

"I once bought a ring from a jewellery shop and did not have enough money with me so I offered my ID to the shop owner until I came back with the whole amount of money. So, the ID asserts not only your rights but also that of the others"

Change is status

"An awareness raising session was organized in the community this helped us to get introduced to other people and helped us to know that we do not only have duties but rights and that women too have a status".

"It proved to me that there is a need for us. When my husband needed someone to guarantee for him I could be the one so I have a status and I am needed"

3.2.2.2 Gender transformative results by female trainees in Qena (group and *individual level)*

The local council training initiative enhanced women's capacity to run for elections. It started at level 2 and was focused on achieving gender responsive results. Accordingly, it focused on addressing the differential needs of women and the equitable distribution of benefits, resources, status, and rights, but did not address root causes of inequalities in their lives. The initiative has in fact created *gender transformative results*, stage 3 of GRES scale.

This can be verified through the following elements of gender transformation:

Internalised beliefs and attitudes: Changes in gender equality have occurred due to the increased awareness, of women rights. Women started to act more freely, exercise choice, and increased their awareness to fulfil their potential as full and equal members of society.

Recognized Formal laws: The new enforced law of 180, granting a space to women candidates to become active in the local elections, was advocated and publicly recognised, which granted women with extra support.

Social and cultural norms: Women were empowered to become '*active agents of change*' and gained increased ability to define their own goals and voice as well as to act on them, all of which granted them more respect in their communities.

Access and control over resources: Trained women claimed their access to material and knowledge, resources, rights and opportunities.

According to the trained candidates meaning and perceptions of change, they feel empowered and ready to challenge their internalised and social stereotypes and fully claim their opportunities.

Box 2.
Examples of gender transformative results experiences by female trainees

Change on group level

"We have realized that in union lies our strength. We take collective decisions and we discuss the pros and the failures and challenges and then the steps. We exchange our experience as a group; we have started a Face book group."

Change on individual level

"After I started connecting with the NCW, two male villagers asked my father to give them my mobile number as they were hoping that I might help solve matters. "I had more respect of myself and I felt that I have a personality. And it is no longer possible that they just take us to fill in a gap only and which they want to be filled only."

"I have to search for the information and own it and practice it this is how any woman can overcome any problem and prove herself. It is important that we develop the skills and practice it rather than leave it aside.

"After I entered the political sphere I started to understand better and my family says that I have transformed 180 degrees. I was simply not there before now one can say that I was dead and now I have become alive again".

3.2.2.3. An unintended implicit gender transformative result

Finding 8: WPE interventions have good potential to not only change the lives of women and girls, but to also challenge male engagement and move away from traditional approaches to produce unintended *gender transformative results*. An example of this is a result of the Youth Ambassadors' component of the gender targeted citizenship initiative, which was achieved by one of the male youth.

The Youth Ambassadors intervention was implemented in the governorates of Beheira, Alexandria and Qena in Upper Egypt. The case study conducted as part of the evaluation reveals the changes occurring through the intervention that was implemented in underprivileged and traditional communities in Upper Egypt. One male youth ambassador, who was trained through the WPE programme to participate in an awareness raising campaign to support the issuance of ID cards to women, experienced a gender transformative result (box 3). This is because:

- his own gender stereotypes and discriminatory attitudes towards women and girls have been challenged and changed;
- he gained a better understanding of how unequal power relations perpetuate discrimination against women and keeps them in their low status.

Box 3.
Gender responsive results for young men

"Participating in this initiative has transformed my whole life path. I was living without a goal. Now I got introduced to a group and I learned that what I learn from one initiative paves the way to another initiative. I have learned that there is no difference between boys and girls. Before I had the upper Egyptian mentality but the gender training I received in the citizenship initiative, was an opportunity for me to acquire and change my goals and concepts in life. Even my language changed also from labelling females as "Horma" [1]to woman. For the first time in my life I conducted field work with girls and which gave us the opportunity to get to know each other much better and more closely and now we all can laugh together and travel together as a mixed group to Luxor for social outings"

"I pride myself that I had the opportunity to get involved in solving my and their problems and concerns".

3.2.3. UN Women approach to engaging with key partners through the WPE programme

Key Partnerships

To ensure the achievement of its projected outcomes, UN Women under the WPE programme embarked on vital partnerships with various stakeholders. These partnerships can be categorised into three different types.

a. The *first* category of partners includes government stakeholders; relevant funding partners, United Nations agencies, funds and programmes; and international and national development partners. These partners have a recognized track record in supporting gender equality and women's empowerment issues.
b. The *second* partner category included various well established smaller organizations such as intermediary nongovernmental organizations (NGOs) collaborating with UN Women.
c. The *third* category includes partnership with innovative, non-traditional, and non-institutional partners.

Through the WPE programme, several partnerships were developed with media companies and private research organizations such as Baseera. Yet in this section only the key partnerships will be focused upon.

3.2.3.1 First Category Government partnerships

Finding 9: UN Women support to national partners and specifically NCW as the mandated institution for women's empowerment was not only effective as it increased their capacity and promoted gender equality, but is also more likely to encourage the sustainability of efforts which are undertaken with local and national capacities. Moreover, it reinforces the alignment of the WPE programme to national priorities and international commitments.

The main partnership under the WPE programme has been with the NCW as the mandated institution for promoting the empowerment of women in

Egypt. Beyond that, partnerships with government institutions include the Ministry for Social Solidarity, Ministry of Justice, Ministry of Interior, and Ministry of Foreign Affairs.

In its partnership with the NCW, UN Women continued to support the implementation of NCW's "Women's Political Participation in Post Revolution Egypt" project, which aimed at advancing women's participation and representation by promoting their engagement in political activities including running for office and voting in elections. The support provided under the WPE programme was mainly channelled through capacity development to NCW in the form of provision of technical advice, knowledge products, as well as various training opportunities in project management, financial planning, as well as on various substantive issues. UN Women has also supported collaboration among national stakeholders engaged in the promotion of gender equality and the empowerment of women. As a result, NCW's capacity increased, and it was well equipped to lead the coordination and implementation of the National Citizenship Initiative. In 2015, a decree was issued by the Prime Minister of Egypt, instructing that the lead coordination of this initiative be transferred from the Ministry of Planning to the NCW. It had a previous successful experience in facilitating the issuance of national ID cards, and the necessary political leverage as the women's machinery mandated with coordination among government bodies on all matters pertaining to women empowerment and gender equality, with a direct reporting line to the President of Egypt. UN Women continued to support the nationally led joint programme endorsed by the Government of Egypt on women's citizenship rights. The programme aimed at issuing 2 million national ID cards for marginalized women.

Also in partnership with the NCW, UN Women supported the interventions aimed at supporting rural women leaders, who have an influential role in raising the awareness of women and encouraging their participation in future local council elections.

3.2.3.2. Triangular cooperation between UN Women, NCW and NGOs under WPE programme

Finding 10: In line with ECO's Strategic Note (2014-2017), ECO aims at facilitating "an important bridge between civil society and government institutions engaged with women's rights issues, generating trust and creating a framework for their concrete partnership". The WPE programme was found to have been effective in its effort to mobilise and engage effectively both Government and CSOs together in its interventions. This approach is particularly relevant in the present Egyptian context, because of the increasing governmental regulations and scrutiny placed on the work of civil society organizations, and existing fragmentation of civil society.

Through this triangular cooperative approach, the WPE programme provided an important bridge between civil society and government institutions, as well as a framework for their concrete partnership. A concrete example of this is when UN Women, together with the Youth and Development Consultancy Institute (Etijah NGO), and under the lead of the NCW, established a cadre for 150 trained young women and men to advocate for women's citizenship rights in rural and under-served communities in Egypt, with the overall aim to issue 500,000+ ID Cards for Egyptian women. This framework, as will be discussed later, can be seen as a model that can be replicated and scaled up.

Furthermore, programme partnerships with CSOs developed under the WPE programme have been efficient as they pursued both the strengthening of the women's movement engagement into national normative processes, as well as access to specific technical expertise, networks, and engagements with grass-root level communities, which was vital to reach out to marginalized women in Egypt, especially in remote and rural areas. Under this partnership, Youth CSOs and community

volunteers were also found to have been key actors in outreach and service delivery to beneficiaries and building capacities of local government institutions.

The triangular partnerships were fruitful to foster GEWE in Egypt, in particular in relation to policy advocacy for improved legal and policy frameworks. When some NGOs were affected by reported delays in approvals from the MoSS, UN Women in almost all cases managed to successfully advocate with the Ministry for relevant approvals, and delays were mitigated. Another type of triangular partnership can also be found in the relationship between UN Women, NCW and parliamentarians. Through this partnership, capacity building programmes were rolled out to women parliamentary candidates and parliamentarian's pre- and post the parliamentary election.

In a similar vein, NGO respondents praised UN Women's good coordination with them and confirmed that they also contributed to this triangular cooperation with their previous experience. ACT for example shared its previous experience from campaigns conducted in 2013-2014 to introduce women to the 100 committee, as well as previous experience from 2008. Also, *SEDAQ* (NGO) and Itijah mentioned that UN Women's initiative was very well built on the previous work that these NGOs had achieved through other programmes. UN Women, they mentioned, had also enriched their work with videos on the right for elections, as well as assets and tools for their training on citizenship initiatives and for youth ambassadors.

To scale up the triangular cooperation, several points were brought forward during the interviews with the stakeholders. According to one NGO, the cooperation with UN Women can be more effective if UN Women would provide them with a long-term plan and inform them about the duration of the intervention from its start. Knowing the actual duration of the project can help them in their own planning and in their cooperation with their local communities. As this was the case with only one NGO, it can be assumed that the unclear timeline was linked to no-cost extensions due to political changes and changing circumstances. NCW expressed its desire to elevate this partnership even more, for example through the arrangement of periodic meetings where all partners share their latest and forthcoming plans, and where partners' cooperation does not end with a programme.

3.2.3.3. Innovative institutional and non-institutional partnerships

Finding 11: UN Women under the WPE programme adopted two new innovative institutional and non-institutional partnerships which were very effective and efficient in promoting civic engagement especially among youth.

The WPE programme moved away from *traditional partnership approaches* and embarked on two innovative types through partnering with *youth ambassadors* and *faith-based leaders*. In the first type of partnership, youth were trained on the design, planning and implementation of community advocacy activities. This partnership was successful and contributed greatly to promoting civic engagement. As a result, ID cards to women were issued and awareness on combating violence against women and girls was also raised. The other partnership with *faith-based leaders* was formed through the training and outreach organized in consultation with Al Azhar, the state owned religious establishment, to train 40 male religious leaders on women's rights in Islam. Likewise, UN Women also partnered with the Evangelical Church in Egypt Freedom from Drugs Programme Unit, which was mandated to support drug addicts' integration, rehabilitation, and empowerment.

These new innovative partnerships led to more transformative results for women and girls, and to greater organizational efficiency in youth organizations.

3.2.3.4. UN Coordination

Finding 12: UN Women's collaboration with UN agencies under the WPE programme has heightened the effectiveness of its projects as it enabled the conduct of its first nationwide campaign, as well as tapping into specific technical expertise.

As of 2016, UN Women is hosting and co-chairing the UNCT Gender Thematic Working Group that is comprised of 16 UN agencies. This interagency group aims to coordinate among stakeholders implementing gender programmes to avoid duplication. The UN Priority Working Group (PWG) on Governance, the Development Partners Group (DPG), and the Gender and Development Partners subgroup (GAD), initiated a dialogue on women's political empowerment to discuss possibilities of providing meaningful and coordinated support to relevant partners. This dialogue enabled different organizations to link together to exchange information on support provided and lessons learned that are applicable to the local context.

It is in the context of these coordination mechanisms that UN Women has also successfully collaborated with UN agencies under the WPE programme in several projects; for example, with UNDP in the work on ID cards, and the joint programme on Social, Economic and Legal Empowerment of Egyptian women of UN Women, UNDP and UNFPA. Under this Joint Programme, UN Women, in collaboration with UNFPA and UNDP supported the first nationwide campaign on women's empowerment, known as "Taa Marbuta" campaign, which highlights the importance of women's participation in all fields: social, political and economic. UN Women, as mentioned earlier, collaborated on this campaign by highlighting women's importance in political empowerment, and addressed traditional widespread gender stereotypes. In early 2017, the national 'Year of Women', UN Women also convened all UN agencies to jointly coordinate support to the operationalization of Egypt's 2030 National Women's Strategy, including in the area of women's political empowerment and leadership, supported under the WPE programme.

3.2.3.5. Synergy between the WPE programme and ECO thematic areas

Regarding ECO thematic areas, two have a strong relevance to the WPE programme; Women Economic Empowerment (WEE) and Ending Violence against Women (EVAW).

Interlinkage between the programmes of Women Political Empowerment and Women Economic Empowerment (WEE)

Finding 13: While linkages are manifold, collaboration between the thematic areas has not been systematic. The design of UN Women's three thematic areas does not provide further details, nor do progress reports. For the coming phase, it is recommended to assess first if there is any interlinkage, and if it would add any value to the thematic areas. Interlinkage can be valuable not only technically, but also financially as resources can be drawn from the different components.

The interlinkage between the two thematic areas is one of 'complementarity'. The collaboration started with the linkages between WPE and the Social Fund for Development (SFD), through which female beneficiaries were encouraged to obtain IDs to be eligible for the support of the SFD, as well as UN Women's work on women's inclusion in the value chain and employment, and the Spring Forward for Women Programme (2013), a Regional Programme for the Economic and Political Empowerment of Women in the Southern Mediterranean Region. In UN Women's Agribusiness programme, 150 women in governorates of Giza, Beni Suef, and Menia were given IDs, which allowed them to obtain fixed term employment contracts. Of this group who were among the poorest, 90 women were employed. Under the WPE programme, UN Women supported coordination mechanisms to link the women who wanted to access funds to facilities issuing IDs. Awareness raising initiatives

also accompanied these efforts to address social perceptions about women's rights citizenship. Furthermore, the Spring Forward for Women programme based on the previous successful experience under the WPE programme also adopted the participatory knocking door approach using local municipalities and female village promoters.

Interlinkage between the WPE programme and Ending Violence against Women (EVAW) programme

This interlinkage is best seen in the Ombudsperson office and the Safe Cities initiative. Many women, who contacted the Ombudsperson office to seek support related to violence against women, and who were without ID cards, were referred to the WPE programme.

There were also some common activities which were built to catalyse each other's work, as in the case of the Taa Marbouta campaign, medical caravans or co-organizing campaigns on ending violence against women, such as on the event for VAW at the Abu Simbel temple. This event was vital to address the important role of youth to make cities safe and to transform the society into one free from VAW. The Youth Ambassadors, which the WPE programme had mobilized and trained through the partner NGO Etijah, were essential in raising awareness on the issuance of national ID cards for women, and violence against women. The commemoration of this important day was broadly covered across Egypt's media landscape, including news and social media outlets proudly showcasing the orange temples.

Several other measures reveal the positive linkages and further potential of collaboration between WPE and EVAW, such as the innovative partnership with faith-based leaders under the Safe Cities/EVAW programme, when a symposium titled 'Pathways to Combating Violence against Women' was attended by women from the local community, and religious sheikhs delivered a speech on women's rights in Islam and recited examples from the Quran and the Sunnah. The National Strategy for Violence against women was also supported through the WPE programme, as the parliamentarians who were trained through the WPE programme endorsed the law against Female Genital Mutilation, and presented a law to criminalize sexual harassment in parliament.

The findings reveal that partnerships under the WPE programme are in line with UN Women's working definition on strategic partnership, which stipulates that individual organizations cannot secure the appropriate resources or competencies, and that joint contributions imply added value beyond the sum of their parts. UN Women in its partnership with government and NGOs in particular effectively leveraged the efforts of national and local actors and continued to promote them in their endeavours, adopting a triangular cooperation approach. Also, borrowing UN Women's terminology used in its 2014-2017 Strategic Note, this last section has proved that WPE programmatic activities capitalized on '*ECO's role as broker of strong partnerships'*. It provided an important bridge between civil society and government institutions engaged with women's rights issues, and generated trust and created a framework for its partnership. Furthermore, WPE's interventions also made deliberate efforts to expand institutional and non-institutional partnerships to include a wide array of non-traditional partners. It also maintained ECO's comparative advantage in the areas: (i) outreach to civil society organizations, youth movements and grassroots networks, (ii) production of innovative media and advocacy tools; and (iii) strong relationship with the National Council for Women.

In conclusion, the WPE programme has strengthened women's' voices and supported the Government of Egypt in fulfilling women's constitutional rights and enhancing the legal and institutional frameworks through structured consultations between government institutions and women's rights advocates and groups. In this context, the legislative

framework was further engendered, and hence further harmonized with the 2014 Constitution. Capacity and Gender Awareness were instilled in various nuances within critical institutions (Parliament and Local Councils) through targeted trainings, knowledge sharing and coalition building activities, as well as innovative public outreach and advocacy for women's political participation. All components were achieved through effective partnerships.

3.3 Efficiency

This section on the efficiency of the WPE programme starts by reviewing the level of investment and overall budget of the programme, the factors influencing its competence, and then provides an overview on its efficiency in its use of resources, achievement of results, and responsiveness to changing priorities in emerging critical situations. It ends with suggestions for operational mechanisms to make the WPE programme approach more efficient.

Finding 14: UN Women's human and financial resources were efficiently used to achieve and partially exceed the expected results. The WPE programme demonstrated varying levels of flexibility in its response to changing/emerging priorities on governance and political participation. Generally, the approach was highly responsive and in few instances only less so when matters were not entirely under UN Women's control. In all cases, however, the WPE programme was efficient in addressing the concerns. Overall, it can be claimed that, while the WPE programme resources have been sufficient for strengthening partners capacities and instrumental in piloting the programmatic initiative given external circumstances, as well as other occurring factors, they are insufficient for scaling up and for ensuring sustainability of interventions.

3.3.1. Level of Investment and overall budget

UN Women Egypt Country Office, followed by Jordan and State of Palestine, are the country offices with the highest proportion of resources in the region for Impact Area 1 of "Women lead and participate in decision making at all levels". In the Egypt planning cycle 2014 – 2017, the WPE programme is the largest percentage of the overall budget (31%) and outcomes. The key contributors to the WPE portfolio are: USAID, EU, Japan, SIDA, Netherlands, Belgium and Spain. (The list of projects with their funds and expenses for the years 2014-2017 are provided in the annexes 8 and 9).

3.3.2. Overview on the WPE programme efficiency:

WPE programme efficiency can be assessed through its: a) mechanisms and use of resource, b) results achieved, and c) approach to responding to changing/emerging priorities on governance and political participation in Egypt.

a. *Mechanisms and use of resources*

WPE programming adopted a very efficient mechanism, the knocking door campaign, which increased outreach and decreased cost. It also maximized the use of human resources namely, the rural women leaders. Each governorate for example would assign several village leaders who would visit several thousand households. IDs also were checked during the knocking door campaign and hence could also be provided through this campaign. The overall resources mobilized by UN Women between 2011 and June 2016 secured the issuance of 500,000 national ID cards for women. WPE programmatic resources as documented and also stated by stakeholders have been sufficient and instrumental in piloting the programmatic initiative, but not sufficient for up scaling, outreach, and ensuring sustainability.

WPE human and technical resources, though unfortunately low in number, are one of its assets as they are young, energetic, and devoted people. WPE programme staff, as seen by stakeholders, is strong in programme follow-up and to realize its objectives; they are hard workers and have good experience. The following two issues demonstrate this matter more closely.

b. *Delivery of Results*

WPE programme efficiency is demonstrated in the surpassing of targets of the Women Citizenship Initiative. Under this programme, it was planned to issue IDs to 500,000+ women across Egypt by 2017. Already between 2011 and June 2016, the overall resources mobilized by UN Women secured the issuance of 500,000 national ID cards for women. Of these, 66,730 were funded by USAID, while the target was 60,000. The WPE programme also managed to exceed its targets through the knocking door campaign. Donors appreciated WPE programme efficiency in exceeding the set targets, and see even greater potential efficiency in WPE initiatives, with the aim of making up for the initial delay of implementation caused by external circumstances.

c. *Responsiveness of programmatic approach*

Assessing WPE programme efficiency in terms of its level of flexibility to respond to changing/emerging priorities on governance and political participation in Egypt reveals that the WPE programme was mostly flexible and responsive.

The *high responsiveness* of the WPE programme was noted when during the period after the revolution – a time during which working on political participation was more challenging – the WPE programme continued to support NCW and partners in the promotion of women's political empowerment, representation and leadership. The programme approach was also very responsive when organizing the parliamentarian forum in 2015, and providing support for the parliamentary elections within less than two months. The WPE programme was also the first to conduct a workshop immediately after the elections were announced, in order to prepare candidates willing to run for elections on how to manage their campaign. Likewise cited by NGO stakeholders, the WPE programme was highly responsive in supporting NGOs if delayed, to clear its legal procedures with governmental authorities. According to a donor, the WPE programme handled support to local council elections proactively. With the election date still to be determined, the WPE programme anticipated changes and adjusted accordingly. As a result, under the WPE programme, a cadre of women for local council elections was established, and 800 women were provided with capacity building in communication and leadership skills for running political elections.

In some cases, WPE programme efficiency was *less efficient*. When facing challenges with the citizenship initiative due to the change of the project implementer, the programme was "*reactionary and slow*" in responding to that challenge which UN Women finally managed to solve. It took time to develop strategies and influence decision making bodies; probably because the political environment was challenging; and partially due to UN Women's internal processes, rules and regulations, including lengthy procurement timelines, followed by pressure for quick implementation.

3.3.3. Factors influencing WPE programme efficiency

The efficiency of the WPE programme needs to be understood in terms of several factors mostly direct external ones and other more indirect ones.

External factors directly affecting WPE programme efficiency

The level of efficiency of almost all WPE programme initiatives was predominantly influenced by external factors:

a. The WPE programme objective was initially formulated as part of UN Women's response after the January 2011 political transition, when the national women's machinery was weakened in the absence of a president, to whom NCW reports, and due to the institutional affiliation to the Mubarak regime. As a result, the Citizenship Initiative was established with the MOP in 2011, which was identified as the most adequate partner, as it owned the national voter database. However, as the project started its implementation, the Ministry proved not to have the solid experience needed to reach out to women and the pace of outreach slowed. This in turn led to the reliance of the Ministry on sub-contracting other partners like the SFD and the NCW at a later stage. This all resulted in lengthier bureaucratic processes that partially contributed to the delay in meeting the target on time.

b. The achievement of a number of ambitious programmatic targets was difficult to achieve, as certain activities were put on hold or postponed like for example, the advocacy work with political parties and the training for police and security officers. In addition, unstable political and security situation at the early stages of the initiative and the written order by the Ministry of Interior (MOI) to MOP to stop all project activities for six months (July'13-December'13), created a major backlog in project implementation in following years, which lasted until the first half of 2015. The MOI had stopped the mobile registrars used in the citizenship initiative (a component of WPE's programme), which slowed down the process of issuing ID cards to women. Likewise, since the project responded to the transitional needs and elections, the postponement of the parliamentary elections also affected implementation. As such, the training of women parliamentarians and candidates to local councils was postponed in accordance with the new election timeline.

c. The context in which WPE interventions worked at the country level has also influenced significantly its partnership approach and weighed on the effectiveness and efficiency of the partnerships. The fluid political context accompanying the Arab Spring has required a constant need to readjust and redefine partnerships based on the changing power dynamics among existing actors and the emergence of new ones. This meant shrinking spaces for dialogue, especially for civil society in Egypt and increased governmental limitations on their activities. This also created a need for UN Women to readjust its strategies to engage with CSOs, in meaningful and safe ways. In addition, political instability and security issues created challenges on the ground for example in the partners' ability to carry out public awareness activities related to civic engagement, women's citizenship rights and efforts to end violence against women.

d. Funding restrictions imposed even before the NGO law have most likely rendered the contracting of CSOs difficult and time consuming, all of which impacted negatively the timeliness of certain activities. Even though as stated earlier in this report the WPE programme had successfully advocated for approval of NGOs, though not actually within the realm of influence of WPE, it is here worth noting that the government authorities shut down one of the WPE programme partner NGOs, MADA. Even though most of the activities had already been completed prior to that decision, the shutdown led to the cancelation of a new project still under discussion and which was to be built on the previous achievements through the work with religious leaders.

Other influencing factors affecting WPE's programme efficiency:

A few additional factors affected WPE programme efficiency though not directly. They can be said to be due to *the programme nature and office circumstances*.

As WPE programme deals with issues of governance, its results on the different levels can only be noted after a longer time and hence cannot be easy quantified in numbers compared to the economic arena. This makes the promotion of this programme to donors very difficult as the latter naturally seek visibility and are interested in quick results. In addition, donor commitment in this area has also changed over the last years, with the governance space having become less of a priority for donors. This resulted in a reduction of funding for UN Women. This challenge remains and may be aggravated by politico-strategic directions, as well as changing geographic and thematic priorities of the main donors of the WPE programme. Existing financial support to WPE programming from partners such as the United States of America, Sweden and the European Union will end in December 2017.

Concerning the organizational and office context, the WPE programme was also indirectly affected by the formation of UN Women. Internal systems and processes were newly introduced when UN Women was established in 2010, and hence not as effective at the beginning of the programme, as they were in the end; they were still 'under construction' during the years of the WPE programme. Added and related to this were changes in ECO leadership and staff turnover, and substantial changes – including significant expansion of the ECO –, affecting levels of implementation and spending of donor funds. Thus, after an initial phase marked by external and internal challenges resulting in low implementation, ECO in the second half of the programme, accelerated its implementation efforts through internally enhanced systems, and processes. In sum, it can be maintained that the achievements of the WPE programme would have further excelled without these external or internal challenges.

3.4 Human rights and gender equality

This section evaluates the incorporation of HRGE in WPE programme design and implementation and assesses the groups reached the most, reached less, and groups excluded under the WPE programme.

Finding 15: The WPE programme design focuses on promoting citizenship, and considers having a voice and a role as a human right. In addition, the human rights based approach (HRBA) and gender equality principles are not only incorporated in the design of the WPE programme, but also in its implementation primarily demonstrated by the strong alignment and coordination with NCW. Strong political changes, security concerns and social cultural challenges can however, still impede the full involvement of all groups. For the future programming phase of WPE, it is recommended to explicitly include and focus in its design on the groups assessed here as less reached (such as Christians) or excluded (such as remote settlers, male parliamentarian, handicapped or female home servants).

3.4.1. Integration of HRBA and Gender Equality principles in WPE programme design

The design of the WPE programme focuses on promoting citizenship and considers having a voice and a role as a pure human right. The design is very well informed by international treaties and recent developments. Key normative frameworks (CEDAW, Beijing, 1325 and HRBAs), as well as national frameworks (e.g. Cairo Agenda for Action on Aid, Egypt Human Development Report (EHDR), SYPE Survey) were explicitly cited, as well as the commitment to Security Council resolutions (1325, 1820) and others. The International Conference on Population and Development, the MDGs, the post-2015 agenda and Sustainable Development Goals, and the Cairo Declaration 2014, are used in operational as well as normative work. References to CEDAW and HRBA, in particular, are prominent in programme documents.

Documents also reveal that UN Women's programmatic interventions have been more strongly focused on the most vulnerable and excluded groups. The National Citizenship Initiative targets the most vulnerable groups by facilitating their access to vital identification cards that enable them to officially exist in national records, access social and economic services, and engage in civic affairs. Advocacy, policy debates, and programmatic interventions also informed the formulation of the 2030 Gender Strategy, developed by the National Council of Women, and launched in 2017.

3.4.2. Integration of HRBA and Gender Equality principles in WPE programme implementation

UN Women under the WPE programme is also coordinating with NCW for the Commission on the Status of Women (CSW). While the design has no specific reference to engaging men, UN Women Egypt consistently seeks to engage men and boys and ensure that activities comprise a balanced mix of male and female participants, including girls and boys. However, cultural resistance in Upper Egypt and conservative communities is still persistent, which keeps male engagement challenging, especially for volunteers and students. Nonetheless, there are several positive outcomes that can be reported. For the next phase, more focusing on deepening gender analysis in governorates is recommended.

Despite the possible sensitivities around the terminology, UN Women has found no constraints that would have impeded implementation. It is rather political changes and security concerns that had a strong impact on the progress. For example, the successive delays of the parliamentary elections and the reshuffling in cabinets affected implementation across all ECO impact areas. Further on, delays in obtaining mandatory governmental approval on grants provided to NGOs severely affected implementation of planned activities. Security concerns also created challenges on the ground and affected the ability of volunteers, village promoters, and youth groups to carry out public awareness activities related to civic engagement, women's citizenship rights, and efforts to end violence against women.

To overcome these difficulties, the WPE programme still managed to expand institutional and non-institutional partnerships to include a wide array of non-traditional partners, beyond the gender-specialized agencies. Some of the parliamentarians brought up the concern that they are a heterogeneous group originating from different ethnic affiliations, social backgrounds and levels of education. Hence, they believed that further tailored gender equality training as well as a team building course, or training on religious discrimination, would have empowered them more in their present role and might have helped to solve some tensions.

3.4.3. Groups reached by the WPE programme

Groups reached the most **-** The WPE programme focused on the poorest of the poor and thus the most reached groups were the disadvantaged ones from geographic areas of Upper Egypt, which did not have IDs. In addition, in the knocking doors campaign, the focus was on the inclusion of youth in order to avoid the risk of not including them, yet this group needs to grow more. Baseera, a private Consulting Firm, having been involved in the preparation of the 2030 Women's Strategy, highlighted that the strategy includes a section on handicapped women, older women, youth, female prisoners, mothers of handicapped children and female headed households.

Groups reached less - The *groups reached less* were mentioned by an NGO in Qena to have been the Christian female candidates. Among the local council trainees in Qena, there are only four female Christian

candidates out of 125 selected as trainees for the local council. According to the respondent, reaching Christian women as candidates was very difficult as accessing them is in itself very difficult since the NGO had to refer to the priest for him to nominate candidates. A further reason, according to the NGO, why Christians, both males and females, were under-represented, is because they are less motivated to run for elections, and believe that they do not have chances to win. In general, and as revealed during the field visit, many villagers have lost interest in political elections, as economic concerns are paramount, and because of the violence associated with elections.

Excluded groups – The *groups excluded* were predominantly perceived to be *males* in general and male parliamentarians in specific. More partnerships with men as advocates of women's political empowerment would have benefited the programme. Likewise, as mentioned by villagers, *elder handicapped males* in the villages were not targeted by the programme. Sometimes, they had their ID application forms ready but were not served by the original design of the programme.

Other excluded groups were found to be the ones in the *periphery or frontier governorates (for example Sinai* and Marsa Matrouh) due to security concerns. Remote destinations such as Halayeb and New Valley Governorate were not part of the programme design. Female settlers in remote areas were often overseen by the village promoters either because of their difficult travel route or simply due to the lack or proactiveness on the part of local village promoters.

Other groups excluded were mentioned to be the *groups of disability* which were also mentioned to have been excluded from the design as well as maids and *home servants* and small-scale female farmers.

4 Good practices and lessons learned

The following section includes lessons learned and good practices which stakeholders collected through their interaction with WPE initiatives, and which can promote sustainability of UN Women's interventions and partnerships.

Experiences gained through the WPE programme reveal that good practices to support sustainability are based on: (i) early planning for sustainability with a vision and an exit strategy, (ii) provision of a database on the theme, (iii) the cultivation of long term partnership, (iv) advancement of institutional understanding about donor processes, and (v) more comprehensive programme approaches to promote financial sustainability.

Good practices to sustain parliamentarians' progress include setting up of support to institutions such as a parliamentarian secretariat and Parliamentarian NGO, as well as the adoption of tools and approaches such as think tanks and exchange programmes etc.

Financial Sustainability

As revealed in this document and confirmed in the final report of NCW, as well as stated by a NGO, the budget for the initiative was enough to cover the activities planned and strengthen the capacity of duty bearers, yet not enough for sustainability and replication of the interventions after UN Women's financial support. The WPE programme is likely to face financial challenges as there is currently no funding allocation for it beyond 31 December 2017, with UN Women core resources covering only operational expenses. ECO could review the interventions in different thematic areas with linkages to WPE in order to cover WPE programme related expenses through more comprehensive programme approaches.

Partnership and sharing of experiences

The *inclusion of non-traditional partnerships* as in the case of the participation of representatives from Al-Azhar during the awareness-raising activities of the NCW was found very useful. This is because they addressed negative social beliefs associated with Islamic traditions and hence motivated women to participate, especially in strict conservative settings.

Lessons learned here also relate to interlinkage between interventions or components, as they should only be made if needed and not be forced for the sake of having them, and also to build on existing relationships with stakeholders rather than starting from scratch.

Good partnerships should also be sustained if partners coordinate well and know about each other's work. Such partnerships *need to be long-term and not terminate after the project intervention.* UN Women partners should be encouraged to convene twice a year to share their progress and seek support from peers.

Sharing of experiences is a good practice to promote sustainability of any initiative, for example, through the creation of a *platform on Facebook for trainees where they can* discuss upcoming events on local governance and sustain the connection among themselves as a group and also enlarge their circle. Several examples of this practice have been found to be performed by the female local council trainees.

Provision of database

Likewise, sustainability of an initiative can also be promoted through the provision of database map on political empowerment in Egypt and dissemination of good practices accomplished through WPE programme or found relevant from other regions.

Advancement of Institutional Understanding

As suggested by a donor, UN Women staff can further benefit from training and learning opportunities about the processes of their (donor) partners, to understand their mechanisms and their financial reporting, and smoothly implement programmes.

Planning for sustainability

Lessons learned through WPE interventions stress the importance of having a vision to strive towards, rather than being limited to wanting to achieve the objective only, and to recognize the importance of small steps as crucial for advancement. A good practice in planning for sustainability is to provide capacity building for the right holders or beneficiaries in proposal writing to enable them and equip them to continue by themselves. Finally, and most importantly is to ensure the incorporation of an exit strategy in any design of any initiative.

Good practices promoting sustainability for Parliamentarians support

This section presents several practices that have been brought forward by the stakeholders, primarily parliamentarians and which can maximize the progress attained and support the sustainability of WPE initiatives. They can be categorised into practices related to Institution formation and practices related to approaches. These practices have either been actually experienced or brought in through an exchange programme.

Practices for setting up of Support Institutions:

- **Build capacity of the Secretariat of the Parliament** as they support MPs and do research functions for them. A support for them might entail working on specific job descriptions and equipping them to help MPs, especially women in finding out about other legal systems, laws, policies, that promote gender equality would be more sustainable than just training MPs who might be in parliament now and out of it tomorrow.
- Encourage the **initiation of a Parliamentarian NGO** which includes the previous and the present candidates where they can meet and learn from each other (for example, when Georgette Qalini was invited through the training, it was very informative).
- Support the **institutionalization of a permanent high committee** for elections in NCW focusing on women.

Practices for the adoption of tools and approaches

- Organize a **think tank for parliamentarians** to have a dialogue. This is like a capacity building technical arm "*Beiyt el Khebra*" or house of knowledge.
- Provide awareness raising on subsets of women and men and how **to accept differences and how to deal with different people.**
- Conduct ***participatory planning*** with parliamentarians. It can be done on steps: i) organize different caucuses with different themes and ii) raise awareness and iii) merge all in one common goal to have consensus on.
- Promote **South-South Experience or Arab –Arab dialogue** or international Parliaments and support female parliamentarians.

- Likewise, an **exchange programmes** especially between regions is a good practice and very likely to sustain partnership as in the case of the parliamentarians. They mentioned to have benefitted from the exchange programme to Japan as it exposed them to different types of experiences well as enriched their knowledge.
- Encourage **men to support, advocate for and champion women's political participation** and emphasize the inclusion of men in every event and also as targets in activities. The inclusion has to start early enough with *young boys,* as well as male youth in universities, as they are a pool by itself.
- Encourage the **peer-to-peer approach among female parliamentarians**, for example to start by sharing their CVs.

5 Conclusions

Conclusion 1 (based on findings 4, 5, and 6)

The WPE programme is on the right track and has been to a very large extent successful in achieving the main proposed outcomes, despite the volatile political circumstances in the country during the initial phase of the programme.

Conclusion 2 (based on finding 1)

The WPE programme was highly relevant to the local situation in Egypt, and UN Women proved to be very strategically positioned to enhance Women's political participation and empowerment at local and national levels. UN Women's WPE programme has earned recognition as "the leading" and pioneer women political empowerment programme and UN Women is recognized as a strong agency in this area.

Conclusion 3 (based on finding 2)

The WPE programme was aligned with globally recognized concepts, as well as international normative frameworks on GEWE and national frameworks. UN Women complemented its key partners and added value to their roles through its triple mandate, experience, technical and financial support. UN Women effectively leveraged the efforts of national and local actors and continued to support them in their endeavours.

Conclusion 4 (based on finding 4)

In its close collaboration with the national women's machinery under the WPE programme, UN Women advocated for and implemented different legal and social activities all of which contributed to increasing awareness and increasing women's representation in parliament from approximately 2% to 15%. UN Women supported through several measures such as meetings, training and surveys, electoral processes becoming more gender sensitive. It also contributed technically and financially to the gender specific outcomes of the electoral management bodies.

Conclusion 5 (based on findings 9, 10, and 11)

Under the WPE programme, UN Women has also introduced various innovative mechanisms to accomplish its work, which will remain a trade mark for UN Women, such as the *youth ambassadors*, the *knocking door campaigns* and the *cultivation of institutional and non-institutional partnerships* with *non-traditional partners.*

Conclusion 6 (based on results of ranking exercise with stakeholders and programme)

With all the achievements mentioned, the WPE programme needs to be scaled up.

As the most effective strategies for women's political empowerment involve reforms not only to political institutions, a new WPE programme must span across new public and political spaces. No longer can political empowerment be conceptualized as limited to the formal sector, including elections and political parties only. When considering women's participation in public and political life, empowerment must also consider women's access and mobilization within formal and informal, public and political spaces.

6 Recommendations

The following recommendations are based on the findings and conclusions and were validated with stakeholders. The recommendations are each labelled according to their level of their difficulty and level of priority to the next phase.

6.1 Suggested Programmes for replication and scaling up

5.1.1. Scaling up support for the Institutionalization of a Women Political Empowerment Unit - Priority: Medium, Level of difficulty: Medium

Support the institutionalization of a unit within NCW with a structure, a curriculum and a dedicated budget for political capacity building. NCW plans to cooperate with the training centre in the parliament and to include and cooperate with other stakeholders that work on this. UN Women can support through development of a curriculum.

5.1.2. Scaling up of the Citizenship Initiative - Priority: High, Level of difficulty: Medium

The citizenship initiative needs to be both sustained and scaled up due to the wide success of its practical approach and because of the immense demand for it. The need addressed by this initiative remains continuous in any woman's life cycle. Even women who already possess IDs would still need to update their current social status (for example as single, as married, as divorced, as widowed) or change of living area on their ID.

The Citizenship Initiative also needs to scale up in its *philosophy*, because obtaining an ID is step 1 and then what is next? Are women really using it and for what? The initiative needs up scaling not in numbers but by adopting different modes in order to ensure women who obtain IDs really use them, and can access public services, namely through awareness raising and linkages. Thus, scaling up needs to be done both horizontally (in quantity) and vertically (in thematic). This can be done through linking the issuance of IDs to action and service for example to economic, health, education, scholarships, health or legal counselling etc.

The present model of triangular cooperation adopted in the Citizenship initiative between NCW, the Ministry of Interior, and the local NGOs needs to be replicated and up scaled as a model, and be formally institutionalized in order to ensure both its scaling up, as well as sustainability of service.

The *implementation of this model* can also be performed through the replication of the present successful approaches and *measures such as:*

- Supporting mobile station units for NCW;
- Maintaining the innovative approach of *youth ambassadors* and training more numbers in other governorates.

During replication and scaling up, it is recommended to introduce an M & E system to regularly assess if ID problems have been solved, as well as assess the changes occurring for example, if and how women have really benefited, and then adopt lessons learned and scale up etc. Finally, the new programme can document successful experiences as successful stories to be disseminated widely.

5.1.3. Create an enabling environment for the WPE programme through replicating and scaling up successful interventions such as: (i) media advocacy and (ii) training for parliamentarian and politicians

and (iii) promoting increase of women in leadership positions - Priority: High, Level of difficulty: Medium

The results of the ranking tool used by the group of stakeholders reveal that the three above mentioned interventions were ranked as the highest interventions due to their present relevance as well as their relevance for replication and scaling up in the next phase. As indicated in the findings section, these three interventions were never included among the low relevance interventions.

Justifications for the preference of *promoting media advocacy* intervention included that media as a medium has the highest impact in forming public opinion as well as wide national outreach.

Justifications for the selection of the intervention to *promote the increase of women in leadership positions* relies on findings of various studies that confirm that GDP increases if women are in leading positions either in political, public or private organisations. Leadership should also be promoted in quantity and quality for example through the inclusion of more traditionally male dominated ministries such as Ministry of Finance, or Ministry of Foreign Affairs. Finally, this intervention gains its high importance due to its relevance to the new Women Strategy 2030 that stipulates that women be promoted in leading positions such as governors.

Finally, the intervention on *promoting training for elected candidates or politicians* is justified because well trained candidates in the highest positions influence people and serve as role models for others. Especially well sensitized ministers can, as decision makers, lead processes and open discussion on all subjects especially those related to disadvantaged and handicapped people.

5.1.4. Support Egypt in its national interventions to meet the SDG targets by 2030 - Priority: High, Level of difficulty: Medium

The National Women Strategy 2030 launched in 2017 compares the 2014 percentages attained by women in relation to the expected 2030 targets. It indicates the following: the participation rate of women in elections reached 44% (2030 target of 50%); women's representation in parliament is 15% (2030 target of 35%); women's representation in local councils (based on the law 180) is 25% (2030 target of 25%); women's representation in public leadership positions stands at 5% (2030 target of 17%), and in high management leadership positions is 19% (2030 target of 27%). The large gap found in the last two arenas points to the fact that there is high demand for continued UN Women support. UN Women can embark on this work by supporting increased women's representation in leading executive positions through training youth candidates, promoting gender responsive work polices and systems to enable women's participation, and enhancing gender units in ministries.

6.2 Partnership between UN Women and NGOs under the WPE programme and interlinkages with other thematic areas

6.2.1. Encourage more cooperation with NGOs under the WPE programme- Priority: Medium, Level of difficulty: Easy

The following concrete *operational actions* can promote increased cooperation with NGOs under WPE programmming:

- **a.** Coordinate between WPE programme partners and enable them to share their experiences regularly.
- **b.** Initiate dialogue between stakeholders to share knowledge. Include previous WPE programme partners to share their experiences and lessons learned. Conduct regular events for this

coordination for example once or twice a year. The WPE programme can be used to share and disseminate information for example through newsletters with various stakeholders

6.2.2. Encourage a comprehensive approach to women's empowerment through thematic interlinkage – Priority: High, Level of difficulty: Easy

Promote interlinkages between the WPE programme and all relevant UN Women thematic areas such as economic empowerment, EVAW etc. through the development of a comprehensive plan, which includes objectives and measurable indicators.

Concrete operational actions to encourage WPE programme interlinkages with other thematic areas include:

a. Identify and promote interlinkages between the WPE programme and other thematic areas where there is added value, explicitly integrating them into the programme design.
b. Identify technical and financial linkages, as well as the possibility for holistically addressing them by developing a vision with measurements. Assess where resources can be drawn from the various components.
c. Inform all stakeholders and consider conducting participatory monitoring with all.

6.2.3. Continue to cultivate long-term partnerships – Priority: Medium, Level of difficulty: Easy

As revealed, the WPE programme has cultivated good partnership with all partners, governmental, as well as nongovernmental, and also with other UN Agencies and donors. Yet the frequent requests brought forward during the interviews by various stakeholders, for more and more coordination, reveals that UN Women is obviously one of the preferred actors in the scene and that stakeholders expect to remain as partners even after the project terminates. Suggested mechanisms could be for example through the creation of a network of WPE partners to share their events and information.

6.3 Internal Planning Mechanisms

6.3.1. Restructure the WPE programme theory of change for the coming phase (2018 -2022) – Priority: High, Level of difficulty: Easy

Based on the consultant's review of the present four available theories of change[7], and in line with the results obtained through the review of the National Women Strategy 2030 (mentioned above), and the results obtained by the respondents through the ranking tool, it is recommended that WPE programme in the new phase of (2018 -2022) adopts the broad understanding of the concept of *leadership and decision making at all levels* in public and private spheres and not be limited to the political arena only.

To restructure the present theory of change for the coming programme phase (2018 -2022); the following should be addressed:

a. Shift to the broader definition and include the wider understanding of women in leadership at all levels, and to show how the wide understanding can fit into different spaces such as syndicates, ministries and produce results that meet governments,

[7] The four available Theory of change documents in WPE programme are:(: (WPE programme Theory of Change, UN Women DRAFT Theory of Change: Women's Political Empowerment and Leadership, MTR theory of change per Strategic Note current 2016 annual Work plan and Un Women Flagship on Women's Political Empowerment)

community and local priorities, and address the causes that are currently limiting women's leadership participation.

b. Shift from merely a women's empowerment perspective to introduce a gender equality perspective not only in the orientation, but also in the phraseology of the statement and the assumptions.

c. Adopt a participatory approach which is participatory in its formulation and design, and includes the different stakeholders in the process. Continue to include them in the monitoring of the projects and activities.

d. Include key assumptions to be assessed and monitored throughout the project.

6.3.2. Conduct an early participatory and elaborated stakeholder analysis – Priority: High, Level of difficulty: Easy

The WPE programme relied in its design formulation on its selected partners who were invited to several workshops. Few of its lessons learned revolve around the importance of partnership selection, which if not well chosen can delay and negatively impact the intervention. Therefore, it is recommended that the new phase builds on this learned lesson, and decides on its *partner selection based on a participatory and elaborated stakeholder analysis* right before the start-up of any intervention. This can be done through participatory workshops where partners get introduced to each other to develop a common vision and decide on the division of roles based on their strengths and weaknesses.

6.3.3. Introduce participatory planning approaches at all levels - Priority: Medium, Level of difficulty: Medium

Phase 2 of the WPE programme should emphasise participatory approaches and ensure the participation of all concerned stakeholders in the collective planning, monitoring and auditing of the programme. Involving all concerned stakeholders, also at community level in planning their interventions, is likely to enrich the cooperation and hence the project results. Local communities for example can be involved in designing what their achievements would be at the end of the project.

The next phase should also emphasize an in-depth analysis and baseline from the beginning and specify that a certain percentage of ***"subsets" of women and men*** are chosen in the initiative. When institutionalizing a system with stakeholders, it would be important to build a system of accountability, and ensure the incorporation of a monitoring and evaluation component in the system with measurable qualitative indicators.

The below are concrete operational mechanisms to include participatory planning measures:

Invite all levels of stakeholders including the grassroots level and ensure their understanding of changes expected, also invite stakeholders to create a vision of the expected outcome.

Include a baseline study for a next phase of the WPE programme, to facilitate the use of indicators and targets.

a. Increase the number of qualitative indicators in the next programme design in order to measure progress.

b. Focus on the two levels; the individual empowerment, and the institutional level, when promoting the capacities of parties, syndicates, youth centres, and women in leadership positions. Include knowledge and information on how to convince and justify the importance of the issue at hand

c. Include in every plan an *exit strategy* that specifies the role and the division of roles.

6.3.4. Draw from the collective past experience – Priority: High, Level of difficulty: Easy

Before finalizing the plan for the next phase of the WPE programme, UN Women should convene the stakeholders from the earlier phase in a workshop to reflect on their lessons learned, challenges and best practices, in order to develop a strategic framework for the next phase. Good practices should include participatory planning approaches, collection of data and knowledge management and monitoring and evaluation Systems.