

Meta-analysis of evaluations for the period
2011-2014

WHAT CAN WE LEARN FROM UN WOMEN EVALUATIONS IN LATIN AMERICA AND THE CARIBBEAN?



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PERIOD 2011-2014

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LATIN AMERICAN AND THE
CARIBBEAN?

EVALUATION SECTION
UN WOMEN

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August 2015

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Acronyms

CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CSO	Civil Society Organization
DAC	Development Assistance Committee
FGE	UN Women's Fund for Gender Equality
GERAAS	Global Evaluation Reports Assessment and Analysis System
ILO	International Labour Organization
M&E	Monitoring and Evaluation
MDG	Millennium Development Goal
RBM	Results-based management
RES	Regional Evaluation Specialist
VAW	Violence against women

1. Introduction

1.1. Background

The function of evaluation in UN Women is to provide evidence for decision-making and to contribute to learning about the best ways of promoting gender equality and women's empowerment, and to improve the Organization's accountability and programmes.

UN Women's Independent Evaluation Office has the evaluation role throughout the Organization and deploys its Evaluation Policy and its workplan through its respective Regional Evaluation Specialists (RES). Given the decentralized nature of the Organization, most evaluations managed or supported by UN Women are conducted in a decentralized manner so that each region has developed a Regional Evaluation Strategy for the period 2014-2017 in line with the Organization's Strategic Plan for the same period.

One central aspect of the Regional Evaluation Strategy for the Americas and the Caribbean 2014-2017 is to address the Organization's demands to assure the quality and credibility of decentralized evaluations. Among other measures, evaluation reports are analysed and assessed annually using GERAAS (Global Evaluation Reports Assessment and Analysis System), whose objectives include promoting learning and knowledge management.

This meta-analysis is part of the products planned in the corporate and regional Evaluation Plan and its ultimate aim is to provide lessons learned to systematically strengthen the Organization's programming and effectiveness.

1.2. Purpose

The purpose of this meta-analysis is to capture the key ideas from the evaluation reports for the period 2011-2014, to provide evidence to

be used, in general, for reflection and decision-taking by the Regional Office for the Americas and the Caribbean, country and multi-country offices and, in particular, for the midterm review process in the Regional Strategic Note 2014-2017.

1.3. Scope

The initial basis for the meta-analysis was all the evaluations conducted in the period 2011-2014 by the offices of UN Women at country, multi-country or regional levels, together with the evaluations carried out by the UN Women's Fund for Gender Equality (FGE) in the region. Analysing these evaluations has enriched the evidence and learning about the roles of different actors in achieving their common goals with regard to gender equality and women's empowerment.

The meta-analysis is based on the results of the 16 evaluation reports that have been assessed as being of "Very good" or "Good" quality according to GERAAS from 2013 or similar mechanisms in previous years applied by UN Women's Independent Evaluation Office.

In the case of the seven FGE evaluations that have not been quality-assessed by the GERAAS system, an ad hoc assessment was made of their evaluation reports to select those reports that met specific quality standards,¹ thus ensuring the consistency of the analysis.

The annexes include a list of all the evaluations whose reports met the desired level of quality, together with a summary of each evaluation.

1.4 Methodology

This report has taken as a reference the methodology and dimensions of the last corporate

¹ As a result of this quality assessment, seven of the eight reports provided by the Fund were finally included.

meta-analysis conducted in 2014 of UN Women evaluations completed in 2013.²

This study takes as a basis for analysis the sections of the reports containing conclusions, recommendations and lessons learned. A first reading made it possible to draw out the main statements on conclusions, recommendations and lessons learned from the 16 evaluation reports. They were then processed taking account of 13 dimensions of analysis that correspond to the following three frames of reference (see table 1):

- i. The organizational priorities of UN Women
- ii. The Organization's operating principles
- iii. The criteria of the Development Assistance Committee (DAC) to gauge the

effectiveness of multilateral development organizations.

The dimensions related to organizational priorities and operating principles of UN Women are based on the Strategic Plan 2014-2017.

Given this meta-analysis' orientation towards learning, account has also been taken, together with the dimensions mentioned above, of factors that, according to DAC, contribute to or inhibit achievement of results by multilateral organizations³ (see table 2). When it has been possible to identify one or more associated factors, each statement in the form of conclusion, recommendation or lesson learned has also been categorized by this relationship.

Table 1 Dimensions for analysis

<i>Organizational priorities</i>	<i>Operating principles</i>	<i>DAC criteria on effectiveness of multilateral organizations</i>
Coordination and partnership	Capacity development	Achievement of expected results
Culture of results	National ownership	Relevance of interventions
Organizational effectiveness	Promoting inclusiveness	RBM and use of monitoring and evaluation to improve efficiency
	Advocacy	Sustainability of results
	Knowledge brokerage	Efficiency

Table 2 Factors that contribute to or inhibit the achievement of results (DAC)

Programme or project design	Policy-related factors	Objectives (realism, clarity, etc.)
Financial resources	Results framework or monitoring and evaluation	Organizational or programme strategy
Implementation challenges	Human resources	Risk management
Oversight and governance		Coordination

The results of the 16 evaluation reports have been placed in a database and categorized according to the dimensions of analysis mentioned above (see annexes for design of the database). As a result, an information base has

been obtained composed of 423 statements taken from the reports and labelled under the categories of conclusion, recommendation or lesson learned. The 'discourse saturation' for

² Available at <http://gate.unwomen.org/>

³ OECD DAC, Assessing the Development Effectiveness of Multilateral Organizations: Guidance on the Methodological Approach, p.36-37, June 2012.

each dimension of analysis was used as an empirical basis for identifying assessments that reflected a basis of consensus from various sources, evidence that was used to develop the main messages of this report.

1.5 Limitations

Firstly, one of the main limitations of this study is that it only considers the conclusions, recommendations and lessons learned that are clearly expressed in the reports. Any that arose from the evaluation process but which were not documented were considered to be outside the scope of this analysis.

It should, therefore, be acknowledged that this report only provides a partial answer to the question: What do evaluations of programmes managed or supported by UN Women tell us? An investigation of these characteristics would have meant, among other means of gathering information, interviews with the teams managing programmes and the partners involved as well as with the evaluation teams.

Secondly, the different dimensions of analysis stated have accumulated statements from reports in an uneven manner, for which reason they are not all analysed with the same depth in every case, as will be seen below in the chapter on results. Thus, for example, there is limited information on joint programmes, for which reason evidence in this regard is only cited in the clearest cases.

Finally, each of the statements taken from evaluation reports has been identified in relation to each of the Organization's six priority areas in the region: i) leadership and political participation; ii) economic empowerment; iii) elimination of violence against women; iv) peace and security; v) governance and national planning;

vi) global norms and standards. In any case, it has still not been possible to provide differentiated results for each of the areas. The fact that the database can be continuously fed new evaluations as they are produced in years to come may make it possible to address this issue in future.

2. Results

This section presents a summary analysis of the results of the evaluation reports, together with their recommendations and lessons learned.

2.1. With regard to organizational priorities

The Strategic Plan 2014-2017 establishes that UN Women's operative priorities are: i) to drive more effective and efficient UN system coordination and strategic partnerships; ii) to institutionalize a strong culture of results-based management, reporting, knowledge management and evaluation; iii) to improve the Organization's effectiveness. The meta-analysis has identified, in greater or lesser depth, conclusions for each of these organizational priorities.

a. Coordination and partnership

Conclusion 1 UN Women's programmes are closely **coordinated** with their country partners to comply with national policies on women. In some cases, the fruit of this collaboration is that UN Women contributes to raising the visibility of priorities that are not always considered by governments and repositions on local political agendas those commonly accepted international commitments for the empowerment of women and the monitoring and guaranteeing of their rights that states have to apply. In general, national women's mechanisms are the central actors with which programmes are coordinated and are the main interlocutors for women's organizations supported by UN Women.

Conclusion 2 UN Women is developing a solid track record in convening **coalitions** and initiating **partnerships**. The evaluations document that UN Women is strong in terms of creating and coordinating coalitions with national institutions and civil society, even if the capacity of these is sometimes overestimated. The relevance of programmes and its influence seem to increase when it succeeds in joining the interests and efforts of women's mechanisms - or

other governmental actors - and those of organizations representing women's interests under the same programme.

Nevertheless, a certain lack of clarity around what had been agreed and common understanding of the programmes' theories of change (what is to be achieved and how) hampered on occasions the effectiveness and performance of the partnerships. A recommendation related to these cases was to develop partnership frameworks that described the basis of the agreement, its scope, objectives, theory of change, strategies, spaces and coordination responsibilities.

For their part, the evaluations reviewed did not cover partnerships with the private sector, indicating that this has been an aspect that has received very little attention in programmes.

Conclusion 3 Most of the FGE programmes have generated conditions that are favourable to collaboration between civil society organizations, local authorities and UN Women. Although UN Women has, on occasions, maintained close coordination to integrate the results of FGE programmes into its national strategy, several evaluation reports indicate the need for better advantage being made of their results and lessons learned.

Conclusion 4 Work coordinated with other actors, especially - though not always - in areas where operations are more innovative, requires common management of vital **technical knowledge** by the various representatives and implementation staff. Several reports have highlighted the need for sharing and agreements on concepts and levelling of skills through capacity development among local partners as well as among United Nations agencies in joint programmes.

b. Culture of results

Conclusion 5 **Results-based management** has been a systemic weakness in UN Women's programmes at every level. This situation is hampering results-based accountability with regard

to its collaborating entities and partners and also institutional learning, since UN Women is not capable of capturing the full extent of the results of its programmes and the effects to which it contributes.

Despite some individual efforts, the majority of programmes lack: i) explicit theories of change beyond a linear chain of results that is not always coherently stated; ii) measurable results frameworks; iii) an adequate monitoring system. Thus, a fundamental issue encountered in a good proportion of the evaluations is the lack of an explicit **theory of change** and significant deficiencies in the quality of programmes' logical frameworks. Most of the theories of change that are used tend to be vaguely presented as part of the justification for the programme (its background) and, in general, they go beyond their frameworks for real action. In some cases they are implicit and undocumented, that is, they are known only the staff directly responsible for the programme.

This weakness is exacerbated by inadequate **monitoring and evaluation systems**. This has important consequences for UN Women. These include that it limits: i) the capacity to demonstrate results and learn the lessons of experience; ii) the ability of programme staff to fully capture everything they achieve; iii) knowledge around the long-term effects of the interventions on women's lives. This has given rise to programmes that tend to be managed by activities and products instead of by longer term results.

Some specific **challenges** around activities include: i) the establishment of appropriate baselines; ii) the identification of relevant indicators; iii) the use of indicators for the levels of results in monitoring reports. In these issues, the quality of **FGE** programmes is slightly higher than that of programmes led by UN Women offices, suggesting a need for greater dialogue around difficulties and lessons learned between the two programme management spaces in the countries.

Conclusion 6 It was observed in some cases that a lack of flexibility noted around the positions of donors, the tendency to not alter high expectations or a lack of interaction with collaborating entities around these issues converted indicators into parts of the monitoring system that were particularly difficult to adapt, even when their deficiencies had been identified during execution of the programme for a satisfactory report.

Apart from development of relevant indicators, the evaluations recommend the provision of **strategies for accountability** at the programme design stage.

Conclusion 7 The need to **prioritize and concentrate efforts** has been a constant among the evaluation findings. UN Women has great capacity to understand and address in its programmes the complex phenomena that affect women's lives and the work of the institutions, mechanisms and movements that fight to ensure their rights, and how these phenomena and issues are interconnected. The challenge is to translate that vision - requiring medium- and long-term strategies and ongoing joint efforts - into intervention packets suited to the resources available and within time brackets that match the cycles of management and accountability that characterize projects and programmes. For this challenge, the **Strategic Notes** and **Thematic Regional Strategies** play a crucial role, not only in terms of setting priorities, but also of establishing the corresponding alignment and chain of contribution between the results of programmes implemented and higher-level results set in Strategic Notes.

Conclusion 8 Ownership and sustainability are maximized when **accountability for management** is shared, is set in the national context and is understood as a shared exercise. The focus recommended by the evaluations to improve M&E is the development of national capacity. In addition to theory but, above all, practical training in management by results, specific activities

recommended include the development of information systems for management of and support for the generation of national data disaggregated by sex.

c. Organizational effectiveness

Conclusion 9 The weakness of **knowledge management**, especially with regard to the exchange of experiences among national offices and between national offices and the regional and global levels is a matter that UN Women should address in order to improve its effectiveness. In spite of this weakness, the dedication of the staff and understanding of the context are strengths recognized as assets of UN Women.

Conclusion 10 The **technical competence** of UN Women staff in most strategic areas was found to be a strength of the Organization. Moreover, management structures were appropriate to a great extent. A majority of the evaluations mention UN Women's staff and skills as an important factor contributing to the success of the programme. The Organization's ability to **convene** stakeholders stands out, but also its capacity to facilitate the exchange of knowledge and experiences, take advantage of regional and global accumulated experience, provide quality technical support and a fluid dialogue that enables the maintenance of deep knowledge of national priorities and needs.

Conclusion 11 In those **subregional programmes** with presence in several countries, the matter of the centralization or decentralization of responsibilities for programme management was not always well resolved. It is recommended to establish clear functions that enable UN Women's country offices of programme presences to become involved in the programmes implemented on its territory, even when its central oversight and monitoring falls - depending on the case at hand - to one office in particular or the regional headquarters of the FGE. Greater formal involvement of UN Women in countries is revealed to be a key factor for the effectiveness of the Organization and programme efficiency.

Conclusion 12 Regardless of its success in the achievement of results, several evaluations of the **FGE** highlight the insufficiently exploited potential of its programmes, linking it to the "scant relationship maintained with UN Women's country offices", missing out on initiatives that, in general, could enhance the impact of the programme. The type of support that could be provided ranges "from the institutional level, with formal representation at events, to the strategic, promoting thematic and strategic links with other initiatives implemented by UN Women or sister agencies, and including technical support such as for the selection of and contact with partner organizations." This in turn is reflected in the low visibility with national authorities and with countries in general that UN Women's FGE has had as a donor.

Conclusion 13 The issue of **economic resources** is a challenge for UN Women. **The evaluations identify that the low availability of funds is an obstacle to effectiveness and that there is a need to establish measures for sustainability.** Reports note the imbalance between the amount of funds available and programmes, characterized by high levels of ambition with regard to the efforts and resources to mobilize to address, in short periods of time, gender inequalities that are systemically and deeply rooted.

Conclusion 14 Some delays in the release of funds due to bureaucratic issues were an obstacle to efficiency, with a special impact on those programmes with several actors involved in their management.

Conclusion 15 When UN Women's offices directly managed programmes, the evaluation reports note that the **human resources** were generally appropriate. Despite the strong commitment of the staff responsible for the programme, the additional efficiency achieved through direct execution was produced at the expense of the administrative overload of UN Women's management teams. It was noted that in some cases the rotation of staff at critical

phases of programmes and the slow appointment of new managers or focal points for coordination with FGE was a factor that affected performance.

2.2. With regard to operating principles

UN Women's Strategic Plan 2014-2017 includes the following principles and approaches: i) Supporting capacity development as a foundation strategy for effective and sustainable development; ii) Being demand-driven, responding to requests for support from Member States and other stakeholders, aligning support with national development plans and strategies and reaffirming the centrality of national ownership and leadership; iii) Promoting inclusiveness, highlighting the crucial role of men and boys, and focusing on the poorest and most excluded groups; iv) Advocating for the promotion of gender equality and women's empowerment; v) Acting as a global broker of knowledge and experience. The meta-analysis systematizes findings and recommendations for each of these principles and approaches.

a. Capacity development

Conclusion 16 The capacity development of institutions and the women's groups with which UN Women works has a strong **presence in all the programmes**. The programmes set up a series of approaches and mechanisms to improve women's integration and leadership, especially in their public and political advancement. They vary in breadth and depth, from an intensive investment with political leaders and high officials of governments or parliamentarians to supporting the skills of women's community groups. The **technical support** provided during programmes is one of the aspects that are most appreciated by social organizations, as it enables them to move from ideas and demands to concrete proposals, making these operational and making an impact on the public agenda.

The majority of evaluations found that significant **contributions** had been made to partners' individual and organizational capacities, to

strengthening greater political will in local institutions, or in relation to better and broader understanding of how to change gender issues. Data on the **results** of capacity development, however, are not usually available.

Capacity development seems to have been given, to a great extent in relation to technical assistance and training and in one case combined also with project funding (seed funds).

Conclusion 17 Interventions to strengthen **women's leadership and decision-making** mainly focus on developing the capacity of local groups, with some evidence of contributions to the improvement of their positioning relative to government institutions. Several evaluations revealed that country-level activities contributed to the creation of conditions conducive to women's leadership and participation. Evidence on women's leadership and participation has national scope on occasions.

Conclusion 18 UN Women is successfully strengthening the capacities of national institutions to implement gender **mainstreaming**. In several programmes, close collaboration with national women's mechanisms is framed in terms of strengthening their capacities "to have an impact on the executive and the legislature." The recommendations made by the reports include: i) Taking account of training in budgeting with a gender perspective for senior officials of local governments and parliamentarians, as a prerequisite to the institutionalization of services; ii) Focusing in mentoring and support on a "learning by doing" approach; iii) Broadening the range of stakeholders with the aim of including such bodies as electoral commissions or political parties.

Conclusion 19 The importance of creating **networks and mobilization** were highlighted in the evaluations as success factors related, for example, to important changes in **legislation**, which has on occasion required "an ongoing relationship with women and other sectors, both pro-government and opposition." Programmes

led by civil society organizations have, in addition to their capacity for advocacy at national level, included decisive actions at subnational levels, contributing to the legal configuration of gender policies at departmental and municipal levels. The key **tools** that represented the UN Women's added value with its programmes were: Facilitating dialogue among key stakeholders, the availability of specific research and studies, and the participation of civil society organizations in proposals that included the involvement of political representatives in their drafting. One of the very strengths was that of being a **plural** movement "in which, with one same aim, there were the women leading social organizations with women who work in the institutions."

Conclusion 20 A majority of the evaluations mention the need to provide **ongoing support** afterwards, which suggests the appropriateness of strengthening interventions' 'exit strategies' towards or with a strong capacity development component.

Conclusion 21 Capacity development and its consolidation takes **more time** than that originally planned for in programmes. Several evaluations revealed that, on account of various circumstances in the course of projects and in addition to specific training, the issue of capacity development began to be addressed more decisively as late as the last phase of a project. This suggests that the time estimated to prepare these conditions should be expanded in programmes.

Conclusion 22 The effectiveness of capacity development varies in terms of depth, breadth and sustainability over programmes and projects. In most interventions, the **institutionalization of capacity** had limited success, raising question on ownership and sustainability and leading to the recommendations above related to continued support. Other recommendations include having greater impact on institutional capacity development with future mentoring

interventions and support for "learning from practice".

Conclusion 23 When conditions so allow and the intervention strategy is founded on successful experience already proven by the programme at central level, some evaluations recommend extending effective measures established by the programmes to **subnational levels**. Other evaluations underscore this recommendation either as part of future phases of the programme or as part of the advocacy and ownership strategy work that the Organization should consider for greater reach.

b. National ownership

Conclusion 24 UN Women's programmes are **consistently aligned** with national policies and priorities for gender equality and are aimed at **ownership** by national institutions. Strong national involvement among the partner institutions that have been most closely linked to programme design and implementation has also been noted. The challenge for many programmes is that of strengthening ownership of the concrete measures put in train and the capacity of national institutions other than UN Women's natural partner of national women's mechanisms to deal with gender issues.

Conclusion 25 As part of **local and democratic ownership**, capacity to generate "ownership and broadening of the debate on women's rights in local settings and at national level" has been highlighted in programmes more focused on women's political advancement and leadership of grass-roots organizations. Support for such women's movements developing legislative proposals and having an impact on the political agenda with their reforms has served to "make women's rights and unequal gender relationships visible", while "facilitating a presence of women as ever more established political actors".

Conclusion 26 Certain **barriers** common to the national ownership of gender initiatives were

identified in the reports. These include: i) Frequent transfers of government staff; ii) Resistance among political parties to practising gender and social inclusion policies; iii) Weak commitment and lack of support at the highest levels in ministries other than those responsible for gender; iv) A lack of specific government budget lines for gender.

Conclusion 27 The lessons learned from the evaluations underscore the importance of **government participation** in the spaces and processes for the planning and execution of programmes in order to develop a link of reciprocity and sense of alignment with national policies. Ownership was found to be stronger in places where accountability was understood to be mutual. In many cases, lessons learned highlight that this requires capacity-building and technical assistance, not only for government actors, but also for civil society organizations as watchdogs and observers of compliance with legal commitments.

Conclusion 28 For the particular case of interventions highly dependent on **structural changes** to the political system or the long-term maintenance of **political will**, some evaluations clearly showed the need to integrate risk analysis into the programme and for greater flexibility in reprogramming to take agreed actions forward. The need was noted to improve decision-making processes in such a way as to adapt programme design and execution as soon as possible.

Conclusion 29 Among the measures that promote national ownership and greater alignment appeared that of **harmonizing programme cycles** with national policy cycles. The options could be either: i) Adapting programmes' peri-

ods of implementation to the national authorities' programme cycle or; ii) Ensuring that mid-term or final programme reviews or evaluations coincided with midterm review cycles, evaluations and new planning of national policies or programmes.

c. Promoting inclusion

Conclusion 30 Many interventions show promising signs of **changes in women's lives**, but information systems are not able to capture these impacts when they come to pass. When this was attempted, the reports included in this summary indicated that evaluation occurred when it was too early to assess impacts on women's lives. In any event, programmes did not resolve how to operationalize measurement of those aspects of the change in women's lives that the programmes were focusing on with the greatest intensity.⁴ Moreover, many of the types of changes intended through the incorporation of the gender perspective into legislation or government measures usually take years to become manifest or at least manifest themselves after programmes have been completed.

Conclusion 31 Not all the reports went in detail into the matter of inclusion from the perspective of the **different social groups**, instead dealing with the target group of "women" as indivisible. Those reports that did go into detail questioned the extent to which programme designs had adopted an inclusive approach with measures to promote the most disadvantaged subgroups within the target group of "women" (e.g. the poorest, most vulnerable or lower social status, Indigenous women, those with difficulties in accessing the programme, etc.). Others put the accent on the **plurality** achieved,

⁴ For example, the five levels of equality in the Women's Empowerment Framework with regard to i) *Welfare*, meaning an improvement in socio-economic position, such as income, nutrition, etc.; ii) *Access*, meaning better access to resources; the first step in empowerment as women by increasing their access compared to men; iii) *Conscientization*, which involves acknowledgement of the structural forces that harm and discriminate against women, together with the collective goal of

addressing this discrimination; iv) *Mobilization*, or the implementation of actions related to the conscientization of women; v) *Control*, involving the level of access achieved and control of resources that have changed as a result of making collective demands and action. Source: Sara Hlupekile Longwe, 2002, "Spectacles for Seeing Gender in Project Evaluation", accessed on 27 May 2015 at http://www.idrc.ca/uploads/user-S/10799896011SaraGEM_Analysis.doc

such that they "upheld women's rights, irrespective of class, ethnicity or cultural differences."

Conclusion 32 In the sphere of political leadership, the most-mentioned effects related to the inclusion of women were: i) The contribution of programmes to **parity** policies and, indirectly, to increasing women's representation in democratic decision-making bodies; ii) Raising **public awareness** around the exercise and claiming of rights, and the self-esteem needed to make one's voice heard and conquer the public space. The evaluation reports noted the influence of programmes to "generate new imaginaries, change stereotypes about women in society, promote values of equality and access to political participation, and new cultural opportunities for tolerance and respect for gender, ethnicity and cultural differences," even if substantive, verifiable data were not provided.

Conclusion 33 Many evaluations highlighted that significant progress towards achieving women's rights and liberties cannot be made without greater **inclusion of men** as active agents in changing social norms and, therefore, as participants in programmes. Apart from the "Man-to-Man Batterer" initiative in Grenada, specifically aimed at abusive men, male participation was low or non-existent. Some evaluations concluded that greater efforts were needed to include the male population when seeking broad social change. To do this, the role of men in programmes needs to be clearly defined and explicit efforts made to address and make progress on changing men's values about gender equality, in parallel with the support offered women. Omitting men from the theory of change limits programme coverage and, consequently, programme effectiveness and impact since they too are important agents in the phenomenon of gender discrimination.

Conclusion 34 As one specific measure that would encourage greater attention being paid to matters of inclusion, the reports feature the appropriateness of **opening the coordination**

and management committees of programmes or work groups of some of their components to civil society organizations and women's representatives, women who, according to the reports, "demand to be taken into account".

d. Advocacy

Conclusion 35 The evaluations emphasize how UN Women has contributed to shaping national policies and legislation through advocacy. Successful cases were identified of **contributing to changes in legislation or programmes and policies**, mainly based on i) Calling decision makers to action, more effective when in alliance with other social movements; ii) Support for social movements and organizations that are publicly calling for these changes, providing their demands with tools, visibility and international legitimacy; iii) Most particularly, using programmes as evidence that such changes are necessary and possible.

Conclusion 36 Although the contribution of UN Women's advocacy seems clear in every case, evaluations do not solidly resolve the issue of **providing specific evidence** of these contributions. They generally include such changes in legislation or policy as part of the "other positive effects of programmes" group, which reduces the relevance of their impact on women's lives that they are, in fact, potentially going to have. Making this sometimes background advocacy strategy explicit in UN Women's programmes forms part of the recommendations suggested.

Conclusion 37 Those programmes that included a **communication/dissemination** component generally secured "broad coverage of information about women's rights, using various channels to reach social organizations and public opinion: women's rights are more present on the public agenda than some years ago."

Conclusion 38 As part of **lessons learned** the reports highlight: i) Greater participation of civil society organizations (not only women's groups) as an important driver to broaden the

advocacy base and development of a broad base in support of a common cause; ii) The necessary connection with and involvement of the communications media as awareness-raising strategic partners; iii) The importance of providing national mechanisms for the systematic measurement of changes in attitudes (opinion polls), to update and feed back into the narrative.

e. Knowledge brokerage

Conclusion 39 UN Women is **recognized** for its great contribution to some specific areas of knowledge. Products (studies, assessments) of relevance in the sector and positive knowledge-sharing practices were identified. A good part of the evaluations highly rated those programmes that included a component related to boosting opportunities for the exchange of knowledge, lessons learned and best practice among programme partners and beneficiary women. According to several recommendations, the challenge remains that of **managing** the different sources of knowledge and capitalizing on the technical learning gained from implementation of more or less successful strategies. This would enable the Organization to have an evidence base to feed organizational learning, the construction of ever more validated theories of change to support interventions and their **dissemination** and availability to staff and cooperation partners.

Conclusion 40 In cases where **mechanisms for gathering and disseminating information** were supported (studies, observatories, etc.), although they achieved an estimable quality, the challenge seems to be centred on their use by different entities and the audience more directly related to the topic. Particular emphasis was placed on the recommendation for a more

applied study on "the **monitoring** of the incorporation of gender into laws and their enforcement."

Conclusion 41 The problem of the loss of **institutional memory** in government institutions as well as in social organizations and UN Women itself related to staff turnover, justifies a recommendation in several evaluations to strengthen information management systems, including results-based monitoring.

2.3. Regarding common criteria for assessing the development effectiveness of multilateral organizations (DAC)⁵

When one takes as a framework for analysis the criteria suggested by the Development Assistance Committee's evaluation network, there is evidence that UN Women presents positive results with regard to alignment and contribution to national development priorities, achievement of stated objectives and their relevance to the needs of the target institutions or groups. On the other hand, the criteria with less satisfactory results are those related to the RBM system and the use of monitoring and evaluation systems to improve the effectiveness of the Organization's programmes, and consideration of factors to do with sustainability, such as building local capacity for transfer and maintaining effective partnerships going beyond the life of the programmes. In the sections below, results are analysed in detail only for those criteria for which sufficient information has been collected.

a. The achievement of development goals and expected results⁶

Conclusion 42 **Higher-level outcomes** cannot be measured in most UN Women programmes, due to deficiencies and gaps in designs and

⁵ DAC OECD, *Assessing the Development Effectiveness of Multilateral Organizations: Guidance on the Methodological Approach*, p. 4-7, June 2012.

⁶ Related to: i) Programs and projects achieve their stated development objectives and attain expected results; ii) Programs and

projects have resulted in positive benefits for target group members; iii) Programs and projects made differences for a substantial number of beneficiaries and where appropriate contributed to national development goals; iv) Programs contributed to significant changes in national development policies (...) and/or to needed system reforms.

monitoring systems. The evaluation reports find that programmes have achieved all or nearly all their products (outputs) and in general have good performance with respect to programmed activities.

The **indirect effects** are valuable and usually related to the visibility and raised awareness of problems, generating the conditions for influencing political action. Thus, in some FGE programmes related to economic empowerment, note was made of "a positive effect on the community and society in general of having succeeded in making visible and dignifying a highly feminized sector of the economy with precariousness and high vulnerability."

Conclusion 43 Capacity development was an outcome recognized by many of UN Women's partners, with a special emphasis on coaching or training and strengthening organizations and women's groups for social mobilization and political advocacy on the basis of good quality technical proposals.

Conclusion 44 When programmes have **concentrated** on propitiating legislative changes and focusing their major investment and technical assistance on a certain **subnational** level (e.g. the country's capital), UN Women has achieved significant and successful changes that are widely recognized by local authorities (e.g. Safer Cities). Evaluations suggest capitalizing on such experiences and seeking dissemination strategies, local commitment and the engagement of other agencies to **scale up** these initiatives to other national settings with similar issues.

Conclusion 45 In terms of **legal** objectives, significant progress has been identified with regard to the passing of a set of laws. It would be a necessary challenge to ensure implementation (regulations, allocation of financial resources) and a system enabling compliance to be guaranteed (police, prosecutors and judges), this latter role being one in which UN Women

could be called upon to make significant contributions.

Conclusion 46 The main factors identified with a positive contribution to achieving outcomes were internal: i) The dedication, professional skills, technical knowledge and responsive capacity of UN Women's experts; ii) The implementation of projects using a participatory, inclusive and empowerment approach. One of the main factors that challenged effectiveness, however, was largely external: a political and cultural environment resistant to concepts and effective measures for gender equality and the empowerment of women.

b. Relevance of interventions⁷

Conclusion 47 In general, evaluations report that the design of programmes is aligned with the **strategic priorities of UN Women, international commitments and national policies**. Some issues, such as violence against women (VAW), tended to be connected to international frameworks, whereas matters of economic empowerment, gender-sensitive budgeting and peace and security tended to be framed within the priorities of national policy.

According to the evaluation reports, the alignment of UN Women's programmes with the policies of partners is a reflection of a common understanding about the priorities of the gender agenda in the country and a basis for the establishment of frameworks for collaborative work. In any event, this is not a passive approximation, but an **active alignment**: it is attempted to build this on a basis of local policies but, in the absence of a legislative framework for gender, the clear mandate of UN Women and its recognition by the authorities enables it to reaffirm to countries the need to create or advance in new generations of legislation that take international commitments signed by them for the empowerment of women as their point of reference. A majority of evaluations stated that UN

⁷ Related to: i) Programs and projects are suited to the needs and/or priorities of the target group; ii) Projects and programs align with national development goals; iii) Effective partnerships

with governments, bilateral and multilateral development and humanitarian organizations and NGOs.

Women had also succeeded in bringing problems and needs into the open that had not always been included in the political agendas of guarantors of rights or that required measures to make their resolution viable, such as technical assistance or institutional support. This particularly occurred when coalitions of social organizations formed part of programmes.

c. RBM and the use of monitoring and evaluation to improve effectiveness.⁸

Conclusion 48 The processes of identification, design and management of programmes, especially RBM, are one of the operating challenges with the greatest influence on the analysis and **communication of outcomes** to which the Organization contributes, to its wide audience of interlocutors and partners, and a specific **accountability** to international donors.

Conclusion 49 The evaluation reports show that UN Women works in highly dynamic regional and national contexts affected by multiple political, cultural and institutional factors. This recognition should invite reflection about the optimism reflected in programme designs and about investing more time and resources in this key stage. As actors and local leaders are also influenced by this context, this entails making better estimates of capacity, both of UN Women and of state and non-state partners, to have an influence on the reality of the nation from the limited time frame and resources of a programme.

Conclusion 50 The evaluations found that there is a **systematic overestimation** or excess of ambition in programmes' objectives. This goes back to a lack of investment in the design phase, often due to limited resources. Programmes need to have greater attention paid to their analytical foundations, especially in terms of the

systematic application of the human rights approach, risk analysis, and understanding the causes of problems related to gender.

Conclusion 51 Despite these difficulties, evaluation reports praised the technical **competence and personal dedication** of UN Women's teams. In the majority of cases, the management structures and approaches used by UN Women were found to be adequate, although with a tendency to be overly bureaucratic, depending on the demands of the donor organization.

d. The sustainability of results and benefits⁹

Conclusion 52 Local capacity to **sustain results and maintain effective partnerships** are the greatest challenges for UN Women. This challenge is more evident for programmes that have not succeeded in establishing formal agreements with partners that also provided for the post-programme scenario. Reversing this situation would entail providing and agreeing exit strategies based on local ownership and the transfer of capacities, reducing the intensity of technical assistance provided by UN Women and including regular monitoring after completion of the programme to strengthen local sustainability of initiatives and the positive trends of the changes.

Conclusion 53 Programmes generated high **expectations of collaboration and technical assistance**, especially - although not exclusively - among civil society organizations. Not all programmes identified, from the design phase, how closure and transfer would be managed. Demand to implement second phases is a constant in the evaluation recommendations. In a context of limited resources, it is important to ensure clear communication of such expectations and to gauge whether the closure of the

⁸ Related to: i) Systems and processes for evaluation are effective; ii) Systems and processes for monitoring and reporting on program results are effective; iii) Results-based management (RBM) systems are effective; iv) Evaluation is used to improve effectiveness.

⁹ Related to: i) Benefits continuing or likely to continue after project or program completion or there are effective measures to link operations (...) to longer term results; ii) Projects and programs are reported as sustainable in terms of institutional and community capacity; iii) Programming contributes to strengthening the enabling environment for development.

programme will endanger the outcomes achieved. This is particularly noticeable in programmes whose strategy rests on the award of seed funds to women's organizations to strengthen their organizational capacity, provision of services to women or public action.

Conclusion 54 The political context, the lack of financial resources and capacity gaps in national institutions are the main threats to programming sustainability. In spite of this, people's dedication and a substantial investment in participatory processes have translated into some notable examples of local ownership. In general, high level political support was a greatly positive influence on the sustainability of programmes. Very often, there is political will on the part of the ministries and bodies responsible for the gender portfolio, but these depend on government budget allocations.

At the same time, according to many reports, UN Women faces the challenge of having sufficient financial resources to provide ongoing support for the time necessary to ensure sustainability. A successful strategy is the establishment and maintenance of networks and coalitions of civil society organizations, especially when links are constructed between these platforms and national government institutions. In cases that were in a minority but sensitive, a warning was made about the danger of undermining broad coalitions of civil society organizations halfway through, when programmes chose to work with only a small group of them.

e. Efficiency¹⁰

Conclusion 55 UN Women's programmes have had great success in **implementing activities and delivering planned services** (outputs), in spite of very limited funding and complex political environments.

Conclusion 56 Capacity gaps in national gender structures are an important challenge to programming being executed on time and correctly. The idea that these gaps can be covered by developing the capacities of partners and through UN Women support is frequently overestimated, since the management of acquired skills takes time to become established. This problem is more serious in programmes with multiple partners, some unrelated to gender issues, which challenges UN Women to redouble learning processes during programme implementation.

¹⁰ Related to: i) Program activities are evaluated as cost/resource efficient; ii) Implementation and objectives achieved on time; iii) Systems and procedures for project/program implementation and follow up are efficient (including systems for engaging staff,

procuring project inputs, disbursing payment, logistical arrangements etc.).

3. How to use the findings of this report

Like the evaluation reports on which it is based, this meta-analysis is intended to contribute to institutional and programmatic reflections on the part of UN Women in the Latin America and Caribbean region. To maximize its usefulness, it is recommended to use this report to stimulate **debate about the outcomes** systematized here in the spaces for reflection that precede decision-making on future strategies and programming.

It is advisable to consider the ideas gathered here as **another information input** to be added to the information drawn from the Organization's other mechanisms for accountability, learning and feedback, such as individual evaluation reports themselves, midterm and final reviews of strategic notes, monitoring system reports, and research and statistical report products, without forgetting the knowledge capital of staff discussed in team meetings.

A similar analysis applied to midterm and final reviews of the strategic notes of the various offices in the region could complement this exercise most effectively in such a way that UN Women could have two complementary sources: for individual programme and country strategy levels.

It is, in short, a matter of having as much evidence as possible to support programmatic decision-taking to help the Organization in the task of designing and implementing programmes in coalition with the governments and civil society of the region and contributing in this way to achieving a world that is fairer between women and men.

Annexes

1. List of evaluations

No.	Title	Year	Country/ies	Report quality
Managed by RO/MCO/COs				
1	Regional thematic evaluation on the political participation of women in Latin America and the Caribbean 2011-2014	2014	Latin America and the Caribbean region	Very Good
2	Final evaluation of programme to support implementation of the second National Women's Policies Plan	2014	Brazil	Very Good
3	Final evaluation of subregional programme "Strengthening the leadership of young women and their networking in the Southern Cone"	2013	Argentina, Brazil, Paraguay and Uruguay	Satisfactory
4	Final Evaluation of the Grenada Man-to-Man Batterer intervention programme	2013	Grenada	Satisfactory
5	Final evaluation of the Safe Cities programme (Guatemala chapter)	2013	Guatemala	Satisfactory
6	Final evaluation of Truth, justice and reparation for women programme	2013	Colombia	Very Good
7	Final evaluation of Indigenous Regional programme (PRI)	2013	Bolivia, Ecuador, Guatemala, Honduras, Panama and Peru	Very Good
8	Final evaluation of the "Quito, Safer City for Women and Girls" project	2013	Ecuador	Satisfactory
9	Final evaluation of inter-agency programme to promote equality of gender, ethnicity and race	2012	Brazil	Satisfactory (*)
Managed by FGE and supervised by country offices				
10	Final evaluation of the programme "Bolivian women in the change process: for a legal framework with gender equality and equity"	2014	Bolivia	Good (*)
11	Final evaluation of the programme "Strengthening the political participation of women and promoting an agenda of economic empowerment: SUMA initiative"	2014	Mexico	Very Good (*)
12	Final evaluation of programme "More rights and more power for Brazilian women"	2014	Brazil	Good (*)
13	Midterm evaluation of programme "Political empowerment of Izabal Women"	2014	Guatemala	Good (*)
14	Final evaluation of programme "Building an agenda of labour rights for the women employed in domestic work and sewing in the Southern Cone"	2015	Argentina, Chile, Paraguay, Uruguay	Satisfactory (*)
15	Final evaluation of programme "Strengthening public institutions to promote equality and non-discrimination: creation of an Equality Law in El Salvador"	2012	El Salvador	Good (*)
16	Midterm evaluation of "Political participation and empowerment of women" project	2015	Uruguay	Good (*)

(*) The quality of these evaluation reports has been assessed ad hoc for this meta-analysis.

2. Database scheme¹¹



UNWOMEN ACRO EVALUATION DATA

ID	<input type="text"/>
Information	<input type="text" value="(Statement)"/>
Category	<input type="text" value="(Conclusion, Recommendation, Lesson)"/>
Evaluation Title	<input type="text"/>
Evaluation Type	<input type="text"/>
Year	<input type="text"/>
Country	<input type="text"/>

THEMATIC AREA

Leadership & Political Participation	<input type="text"/>	Peace & Security	<input type="text"/>
Women Economic Empowerment	<input type="text"/>	Governance & Nat. Planning	<input type="text"/>
Ending Violence Against Women	<input type="text"/>	Global Norms & Standards	<input type="text"/>

OPERATING PRINCIPLES ORGANIZATIONAL PRIORITIES

Capacity Development	<input type="text"/>	Coordination & Partnership	<input type="text"/>
National Ownership	<input type="text"/>	Culture of Results (RBM, monitoring, knowledge management, evaluation)	<input type="text"/>
Promoting Inclusiveness	<input type="text"/>	Organizational Effectiveness	<input type="text"/>
Advocacy	<input type="text"/>		
Knowledge Brokerage	<input type="text"/>		

FACTORS CONTRIBUTING TO OR INHIBITING RESULTS

Programme or project design	<input type="text"/>	Results framework or monitoring and evaluation	<input type="text"/>
Financial resource issues	<input type="text"/>	Human resources issues	<input type="text"/>
Implementation challenges	<input type="text"/>	Objectives (realism, clarity, etc.)	<input type="text"/>
Oversight/governance	<input type="text"/>	Organizational or programme strategy	<input type="text"/>
Policy-related (gender equality, poverty alleviation, environment, etc.)	<input type="text"/>	Risk management	<input type="text"/>
		Coordination	<input type="text"/>

¹¹ Version adapted from that used by Regional Evaluation Specialist, South and East Africa.

3. Evaluation report summaries

3.1. Evaluations managed by UN Women offices

Regional thematic evaluation

The political participation of women in Latin America and the Caribbean 2011-2014

Background

The number and percentage of women in politics in Latin America and the Caribbean have increased significantly in the last decade. In 2014 there were six women presidents or prime ministers at the same time: Cristina Fernández (Argentina), Dilma Rousseff (Brazil), Michelle Bachelet (Chile), Laura Chinchilla Miranda (Costa Rica), Portia Simpson-Miller (Jamaica) and Kamla Persad-Bissessar (Trinidad and Tobago). That year, the percentage of women ministers increased from 16 to 23 per cent¹² and that of women members of parliament (lower chamber) went from 20 to 27 per cent.¹³

There are legal frameworks adopted by the states of the region and regional political agreements, such as the Quito Consensus, and those of Brasilia and Santo Domingo, that establish specific commitments for the adoption of positive action and the mechanisms necessary to ensure the full participation of women in public roles and political representation. It is significant that the first quota law in the world for legislative elections was passed in Latin America, with an historic law in

Argentina in 1991. Since then, more than 17 countries (60 per cent) in the region have followed this example.¹⁴ Nonetheless, progress is uneven across the region, especially within countries, with a representative deficit of women in positions of political decision-making at the subnational and local levels.

While the inclusion of women in political representation must be considered a matter of justice and a goal in itself - since their participation leads to better prospects for effective development and good governance - the region remains distant from the ideal of parity. The women who do achieve positions of representation rarely do so on the so-called "hard" portfolios and they continue to be relegated to areas traditionally considered less important by the state. This stems from the persistence of many significant political, institutional, economic, family, social and cultural obstacles to the political empowerment of women in the region at every level, especially the subnational.

Main conclusions.

- In the work of UN Women in countries, its **coherence** with international regulatory frameworks and with its strategic planning for the period evaluated is appreciated. Also **consistency** in the analysis and identification of national priorities, which, nevertheless, require greater regional coordination and between subregions.
- With regard to **partnerships**, substantial progress in bringing the Organization closer to new civil society organizations has been noted, as have advances in work coordinated with other entities of the United Nations System (e.g. joint programmes) within the United Nations Development Assistance Framework (UNDAF). With states, a significant effort to coordinate with the legislature and the countries' electoral mechanisms is valued. The relationship is weaker - in the area of political participation - with gender equality mechanisms at both country and region level.
- The **main areas** in which the role and contribution of UN Women in political participation stand out are, in order, strengthening the leadership of women, mainstreaming the gender perspective, promoting representative parity, combating discrimination, sexist stereotypes and violence and, in last place, encouraging political parties to promote gender equality.

- Country offices generally have a broad and comprehensive vision of the **content** of women's political participation, with programmatic or operational proposals that go beyond participation from the perspective of women's representation in elected office. The approach of UN Women is a clear recognition of the need not only to ensure that women access elected office, but to support them once they are in office, to secure greater effectiveness for the gender agenda and greater substantive representation.
- Recognition of UN Women's **input** is mainly in technical assistance to women's groups on critical issues for countries, research, advocacy and monitoring around political harassment, promoting spaces for dialogue and coordination for various actors, the production and dissemination of specialized knowledge, and addressing the niches where the exclusion of women from decision-making is most acute, as in the case of indigenous populations. Regarding the United Nations System, its contribution to inter-agency spaces and monitoring of the gender marker is valued.
- **UN Women's** operations take place in a context of very limited financial resources, in which other entities also support and implement projects. Partnerships are particularly important as

¹² Hiraga, M y Maeda, H (2014) "Women in Ministerial Positions Worldwide: Looking at the Data Up Close", in [World Bank Data Blog](#).

¹³ Inter-Parliamentary Union, Women in National Parliaments, 1 December 2014 <http://www.ipu.org/wmn-e/arc/world011214.htm>.

¹⁴ The countries with gender parity for party lists are Bolivia, Costa Rica, Ecuador, Mexico and Nicaragua. In addition, Panama has a 50 per cent provision, although there are no sanctions and this only applies to internal elections.

Regional thematic evaluation

The political participation of women in Latin America and the Caribbean 2011-2014

a cost-effective way of preventing duplications and ensuring the best quality, especially because there are highly specialized capabilities in some countries and because UN Women's teams are small and often overtaken by the time available to concentrate on this area of work.

- The main **strengths** identified were those of positioning the

gender agenda in the minds of decision makers of very diverse institutions, producing specialized knowledge, the capacity to establish dialogue with multiple actors, inter-agency leadership in matters of gender and participation, and leadership on work with groups that are traditionally excluded from politics (Indigenous and Afrodescendant people, sexual diversity and youth).

Main recommendations

In relation to the *Guide to Political Empowerment of Women and Strategic Framework, Design/Programming and Key Concepts*:

- Generate a process of reflection and collective analysis to enable UN Women to take ownership of the regional strategy, while developing and better and more clearly documenting the theory of change that is implicit in initiatives promoting women's leadership and participation.
- Faced with limited financial resources it is essential that UN Women adopts the five objectives and decides for each case or country the strategic priorities on which it is going to focus its work in a sustained manner to secure advances in the area of the political participation of women.

With regard to *organizational capacity*:

- Take the steps necessary to ensure that country offices receive the technical support they need to implement or strategically target initiatives that promote women's leadership and political participation.

With regard to *management and operational coordination mechanisms within UN Women*:

- Strengthen programming capacities for the application of results-based management that improves strategic prioritization for the political participation of women.

With regard to *strategy for partnerships and coordination with key actors*:

- Develop strategy for coordinating multiple actors that facilitates - with fewer resources - having many voices spreading strong, concerted ideas while at the same time promoting the success of initiatives generated for the political participation of women. The regional Strategic Guide is a support for this partnership.

Regional thematic evaluation

The political participation of women in Latin America and the Caribbean 2011-2014

With regard to the **communication, generation and management of knowledge:**

- Define and implement a communication and advocacy strategy for women's political participation and parity in the region and in each country.

- Invest in strengthening its role in the generation and management of knowledge on women's political participation.

Some lessons learned from the period

In the search for democracy with parity and substantive representation, progress is complex, long-term and non-linear; its success depends on the interaction between different individual and collective structural levels that need to mutually strengthen one another.

Structural change is used to ensure that laws, processes and institutions are inclusive, representative of women and sensitive to them. The creation and strengthening of *group* capacities must be sought through collaborative networks and structures. Partnerships are a vital strategy to ensure the advancement of collective agendas. Similarly, support for *empowerment processes at the individual level* enables women to have their voices heard in the processes of public debate.

Fulfilment of UN Women's mandate to strengthen accountability depends on effective monitoring.

Responsibility for working on women's issues and gender equality and being a model of good practice for the rest of the Organization must start at management level. In the case of joint activities between UN Women and other United Nations agencies, the capacity, authority and empowerment of the lead agency should be analysed from the start and its role, powers and responsibilities must be fully understood and accepted by all partners from the outset.

In a context of challenges with difficult time constraints and scarce resources, coordination with other international and regional organizations is essential to avoid duplication of efforts, to seek programme synergies and to share costs.

The gender agenda is too large and complex from the regional and national point of view for UN Women to be able to effectively address it in an independent, isolated manner. The proposal to join collective efforts through a grand regional alliance around the Strategic Guide should facilitate this process. This alliance should mean that by all working together, it is possible to advance towards parity democracy, while each agent, including UN Women, seeks its own niche, in line with the capacities and needs in each country or context.

Final programme evaluation

Support for implementation of the National Women's Policies Plan

[Brazil] [2014]

The programme

The programme was conducted between the years 2007 and 2013, a time of consolidation and expansion of the Brazilian Federal Government's social policies. During this period, Brazil experienced times of major political change that had an impact on the gender policies of the Federal Government.

The programme was justified by the need to support the formulation and implementation of the Second National Women's Policies Plan (II PNPM, from the Spanish) that was in its construction phase at that time after the Second National Conference on Women's Policies (II CNPM, from the Spanish).

The agreement between the Women's Policies Secretariat (SPM, from the Spanish) and UN Women defined eight outcomes to be achieved during implementation: 1) The PNPM agreement has been made with the federated states

and municipalities; 2) A PNPM monitoring and evaluation system is in place; 3) The Women's Care Centre (Central de Atención a la Mujer) is expanded and in operation; 4) The participation of women in positions of power is expanded and strengthened; 5) The production of indicators, studies and research on gender relations and the situation of women and support reports on policies is systematized and disseminated; 6) The SPM strategy is defined and in operation; 7) A national system of information on violence against women is implemented; 8) The Brazil Gender Equality Observatory is implemented.

Partners: Women's Policies Secretariat (SPM), The Brazilian Cooperation Agency

Budget (US\$): 1,864,000

Period: December 2007- September 2013

Conclusions

- The project made a positive **contribution** to national efforts to promote gender equality and reduce inequality, through the innovative nature of its multifaceted approach.
- A complex programme (several levels of action and partners involved) also presents risks, and changes in the **context** and partners' institutions, which affected the effectiveness of the project.
- The programme represents a new milestone in the **strategic partnership** between the SPM and UN Women in Brazil, becoming a consolidated joint programming and management effort between the two institutions. It meant an alignment between the overall objectives of SPM and UN Women.
- Although there was substantial progress, there is still room for closer **institutional relations** between the SPM and UN Women, particularly in relation to internal planning processes and institutions. The cooperation agreement is directed by both institutions with a view to sustainability and the improvement of its governance mechanisms.
- The choice of broad **outcomes** that corresponded with the general ideas of II PNPM affected the programme's capacity to focus. There was synergy and consistency between outcomes, despite the programme not having been fully implemented. In practice, implementation culminated in the choice of some outcomes, affecting the planned ef-

fectiveness of the initiative. This feature of "breadth of outcomes" made it difficult to attribute causal relationships between activities, expected products and results achieved.

- There was no specific **monitoring and evaluation** strategy for the programme's indicators and the timing of planned reports was not respected. Programme reviews focused on formal issues that contributed little to its strategic management.
- The under-use of UN Women's **technical input** potential affected capacity for qualitative support for activities and, consequently, their quality. The main administrative challenge related to the criteria and process for recruiting consultants.
- In spite of the implementation challenges, it was a successful programme with regard to its **contributions** to some specific areas of II PNPM in relation to joint programming and technical cooperation. The technical and management challenges that affected efficiency and effectiveness are being discussed by the implementing institutions for a new agreement.
- The programme can be considered **efficient** even though there was a clear imbalance in the pace of implementation, spending being concentrated in the first two years. This was justified by the readjustment of the programme after periods of political and institutional transition in the SPM and UN Women. These periods of transition also hampered the planning done by the teams, as well as

Final programme evaluation

Support for implementation of the National Women's Policies Plan

[Brazil] [2014]

requiring a readjustment of activities related to the SPM's

management priorities.

Recommendations

- General **reviews** of programmes have to include technical aspects going beyond formal requirements, seeking to meet the reality of the implementation context.
- Improve projects' internal **governance structures**, by defining the management teams of each entity involved, aiming to improve communication channels and institutionalizing and formalizing the management mechanisms of mechanisms for oversight and accountability.
- Use SMART (specific, measurable, achievable and time-limited) **indicators** when preparing monitoring matrices and also the use of **baselines** in order to establish benchmarks for monitoring and evaluation.
- It is recommended that products and activities be **matched** to expected outcomes, avoiding defining very broad outcomes in the context of projects with small finances and economics. It is also recommended that the

logical structure be more clearly defined with more attention paid to establishing a causal link between the components of the logical matrix.

- One challenge to be overcome with regard to efficiency is the joint periodic review of **recruitment** processes, the development of terms of reference and the definition of the responsible teams by each of the participating entities, seeking to improve communication channels and institutionalize mechanisms for management, support and accountability.
- Turning to sustainability, it is suggested that monitoring and evaluation mechanisms be improved in order to feed agreement review processes, identify good practice and guide strategy changes.
- On transparency, it is recommended that better integrated and more efficient filing systems be developed with the creation of a specific methodology as well as the large scale use of digital versions of documents.

Lessons learned

Administrative management

- The main lessons learned from the project relate to administrative management, prime among which are the need for **harmonization** between the procedures and processes of the participating institutions, especially with regard to recruitment procedures, definition of objectives for consultants and their technical contributions; the importance of **concentrating** administrative actions in one person without drawing away from the project management team and the need for greater **rigour** in the filing of project material, opting for digital systems.

Senior management

- In this area we highlight the **effective** technical cooperation, contributed to by UN Women, in the construction of project action strategies; the need for greater **alignment** with national and international policies for international cooperation and **attention to every component** of the project, avoiding focusing on one outcome to the detriment of others and in this way prejudicing the effectiveness of the initiative.

Final programme evaluation

Strengthening the leadership of young women and their networking in the Southern Cone

[Argentina, Brazil, Paraguay and Uruguay] [2013]

The programme

The subregional programme, "Strengthening the leadership of young women and their networking in the Southern Cone" was coordinated by the UN Women office in Brasilia and implemented with the support of the Catalan Agency for Development Cooperation and the Spanish Agency for International Development Cooperation.

Begun in 2007, its goal was to strengthen the capacity of young women and their organizations and networks to work in coordination with feminist and women's movements and to advocate for the development of their political agenda in defence of their human and citizens' rights. To achieve this empowerment, a trust fund was created

to support the innovative initiatives.

Initially planned to last five years, a one year extension was applied for in 2011, for which reason it ended in December 2012.

Partners: Governments and civil society organizations

Donors: Catalan Agency for Development Cooperation, Spanish Agency for International Development Cooperation

Budget (US\$): 2,500,000

Period: 2007-2012

Conclusions

- In **global** terms, UN Women's Young Women Programme is an innovative experiment that makes a contribution to the public visibility and influence of this population group.
- In relation to **coherence**, the formulation of the programme components was adequate for the achievement of its general purpose of promoting the rights of young women.
- With regard to the **performance** of the components of the programme, the knowledge production processes have enriched the acquis on gender and youth from the work done by the young researchers themselves, generating spaces for placing the topic on the research agenda and promoting scenarios for the proper use of their results for advocacy.
- The **training** and **assistance** processes for events taken forward with the support of the programme made it possible to strengthen the capacities and collective identity of the young women, as well as boosting spaces for communication and recognition for a generation of activists. This action is one of the most valued by participants in the pro-

gramme's activities. In this regard the relevance of the approach is noteworthy, alternating formal and informal learning experiences.

- The **Trust Fund** was oriented in the same direction of capacity-building, albeit with a certain deficit with regard to an approach that was more integrated into the work of the organizations supported.
- From a general point of view, the programme actions have a high likelihood of **continuity**, thanks to the gender mainstreaming work done and the synergies achieved between youth and gender mechanisms in the case of Brazil and Uruguay.
- The programme succeeded in **innovating** in the midst of an organization that was itself changing. Without denying the ups and downs that these characteristics imprinted on its design and implementation, the programme has valid operating criteria (its openness to governments and CSOs is a crucial feature) and valuable **outcomes** to show in terms of its general purpose. Its ultimate success depends on the ability to **link** actors and policies at both national and subregional levels.

Recommendations

- With regard to **design and relevance**, it is recommended to systematize the experience accumulated by professionals in the programme and hold an internal seminar, inviting partners, to review the concept of youth and gender at both theoretical and practical levels, in terms of the public policy approach.
- To promote a **subregional approach**, it is proposed that together with governments' coordination mechanisms,

civil society's spaces should be stimulated and fed with specific actions, in both social movements and academic spaces.

- From the point of view of social auditing and evaluation, it is suggested to move towards the definition of **indicators** for monitoring.
- **Disseminate** the knowledge production and summary of experience generated on the UN Women website or space considered relevant. It is **essential to create links to**

Final programme evaluation

Strengthening the leadership of young women and their networking in the Southern Cone

[Argentina, Brazil, Paraguay and Uruguay] [2013]

the Latin American Youth Portal (Portal Latinoamericano de Juventud), the International Youth Body for Ibero-America (OIJ, from the Spanish) and Association for Women's Rights in Development (AWID) websites.

- It is recommended to publish a survey of experiences and their location data, in order to **disseminate** links and methodologies.
- Hold a seminar-workshop on **experiences of mainstreaming** the gender perspective in youth policies, with spaces for reflection on and systematization of experi-

ments conducted (Argentina, Brazil, Paraguay and Uruguay). The MERCOSUR space could be a useful place to take this South-South cooperation agenda forward.

- On **knowledge** production, practice needs to have an influence on three areas: on the research agenda; that practice is an input into more relevant public policies; and that it feeds the agenda of the research units in the public institutions where they are located.
- Take advantage of knowledge produced in the different **research** endeavours promoted within the programme framework, leading to a seminar of reflection on these matters.

Lessons learned

- With regard to design and implementation, when the decision is taken to work with a programme of an innovative nature characterized by an open design with participatory components, it is crucial to have proper definition and application of **monitoring** practice. From the viewpoint of relevance and political opportuneness, monitoring must include the opinions of actors that are key to the process throughout the programme cycle.
- In relation to **knowledge production**, from the logic of the design and management of this function or component, it is essential to facilitate scenarios where these processes ensure its connection with the effective exercise of production and impact on public policy. From this point of view, the conduct of research competitions such as those in Argentina and Uruguay are interesting experiments, as they contribute to the creation of public knowledge that goes beyond the research community.
- Similarly, holding specific **thematic seminars**, such as that promoted by MERCOSUR on people trafficking, facilitates scenarios for the dissemination of new knowledge and generates immediate political yields, particularly when the simultaneous presence of decision makers and activists is ensured.

Final programme evaluation

The Man to Man Batterer Intervention Programme

[Grenada] [2014]

The programme

The Man-to-Man Batterer intervention programme is a psychoeducational programme directed at men with behaviours of domestic violence, designed for them to take responsibility for their behaviours. The programme gives them the chance to improve their lives and relationships by choosing new behaviours that are free from violence.

The goal of the programme is to protect women survivors through the prevention of new acts of violence. It is based on the Partnership for Peace (PFP) programme that is based on two fundamental principles: protecting the rights of women, with special reference to the safety of survivors, and making male offenders take responsibility for their behaviour.

The programme objectives are to help participants stop the violence in their lives, to understand that violence is not an option, to examine where their violent behaviour originated, to accept responsibility for it, to choose alternatives to it and to understand its costs. It is to teach participants skills to deal with conflict and to equip them to

take steps to improve their lives and relationships, and for this to lead to the creation of a network of men advocating non-violent relationships.

Grenada was the first country in the Caribbean to implement the PFP programme, under the name of the Man-to-Man Batterer, known as the *Man-to-Man* programme. The main execution agency is the Legal Aid and Counseling Clinic Grenada (LACC). It was trialled in 2005 and after a successful pilot, the PFP was presented to other countries in the eastern part of the Caribbean in an effort to address the growing problem of domestic violence. To date, it has been implemented in Belize, the British Virgin Islands, Jamaica, St. Lucia and Trinidad and Tobago.

Partners: Legal Aid and Counseling Clinic Grenada

Budget (US\$):

Period:

Conclusions

- In general, LACC's implementation of the Man-to-Man programme can be described as an enormous **success**. The fact that LACC and the various Grenadan government entities it partnered with are considered leaders in dealing with domestic violence in Grenada contributed to this.
- LACC has established and maintained all the PFP **protocols and procedures** as stipulated in the programme model, while its **partnerships** with entities have made it easier for LACC to implement PFP/Grenada over the past six years.
- LACC has also been able to make subtle **modifications** to ensure that policies and procedures are clearly articulated to all persons affiliated with the programme.
- LACC has worked with the tools and policies to protect the **fidelity** of the PFP, although there have been minimal

discrepancies in the way in which some of the data are captured by the programme's tools.

- The curriculum **content** was generally well covered by the facilitators. As exceptions, we could say that there was a lack of attention to the personal development plan, insufficient management of skills to manage conflict resolution, anger and stress, and inadequate coverage of the costs of violence.
- **Participants** tended to feel that they were victims of the law and did not show understanding of the personal or social costs of their violent behaviour.
- In several sessions, the content seemed to be adequately covered, but the link between the topic and the potential for violent conduct was not systematically addressed.

Recommendations

- Given the poor literacy among participants in the programme, consideration must be given to the development of alternative **evaluation** strategies that are appropriate for lower literacy levels.
- To strengthen **the capture of current data** and to be sure that the data collected are accurate for the question

being asked, the evaluator proposes a supervision template for the profile.

- A **cycle monitoring list** is also proposed, that can be used together with the template so that LACC can have a fuller evaluation to include in its quarterly and annual reports.

Final programme evaluation

The Man to Man Batterer Intervention Programme

[Grenada] [2014]

- The PFP programme gives no specific guidelines for the definition and capture of data on **former participants** in the programme who may have backslidden. The PFP has to declare what it defines as **backsliding** and how to capture these data in its routine reports and its relationships with stakeholders. This will create a more precise way of evaluating the impact of PFP/Grenada.
- There is a need to consider the development and adoption of an **emergency communications protocol**. Although LACC has good communication practices for its daily operation of the *Man-to-Man* programme, there are no protocols for reporting any emergency that may occur outside the office that could be related to a session of the PFP cycle.
- The **curriculum** needs to find a balance between knowledge and skills. It is suggested to modify the process so that the personal development plan becomes more central and systematic, and to strengthen aspects of skills development for violence management and conflict

resolution. Skills development should be reviewed throughout the programme.

- Given the central role that **alcohol** seems to play in these violent reactions, consider a complementary programme to specifically deal with substance abuse.
- Identify or develop an appropriate **evaluation** tool to provide a specific way of measuring the **knowledge and skills** that participants are expected to learn.
- Consider the development of a **long-term monitoring system** for participants, to evaluate behaviour change.
- There is a need to address the context in which the abusive behaviour is expressed.
- Provide information about the programme to the **Ministry of Social Development or other bodies** that could also be providing services to programme participants or their families.

Lessons learned

- It is important to ensure essential **skill sets** in the main **personnel**, including cultural competences and understanding the cultural context, in addition to knowledge about domestic violence.
- Maintaining a small group of **facilitators**, which increases the opportunity to practise and improve facilitation skills. Ensuring that all state officials are trained facilitators.
- Holding awareness-raising **meetings** with the main **stakeholders**: (Domestic violence unit, social workers, state prosecutors and magistrates).
- Have **one good programme instead of multiple** mediocre programmes, in line with United Nations guidelines.
- Have multiple participant **recruitment** strategies, especially those using state machinery.
- Apply **continuous improvement** strategies.

Final programme evaluation

Cities without violence against women, safe cities for all (Cap. Guatemala)

[Guatemala] [2013]

The programme

The "Cities without violence against women, safe cities for all" programme was a Latin America regional programme whose objective was to strengthen the citizen participation of women in order to reduce the violence they suffer in urban spaces, becoming a methodological model to build cities that were safe for women.

The Guatemala chapter focused on the strengthening and empowerment of women to exercise active citizenship with equality between men and women. It proposed a different form of relationship and understanding of the use

and ownership of public space by all.

Partners: Guatemala Foundation, Municipality of Guatemala, University of San Carlos Institute for Women.

Donors: Spanish Agency for International Development Cooperation, Zonta International.

Budget (US\$, Guatemala chapter) 775,000

Period: 2008-2013

Conclusions

- This was a **pioneer** programme in the introduction of the Safe Cities for Women concept in Guatemala. The experience and methodology used increased **awareness** about male violence against women in the public space.
- The **institutional** and **regulatory** transformations that took place when it was implemented helped it have greater impact and made it possible to place the problem of violence against women in public spaces on the agenda of the authorities.
- The programme is and remains **relevant**. The impact of the results achieved by the programme has been significant in local and municipal areas. The main **impact** was to raise awareness and mobilize women in the local setting, which influenced their authorities on the issue of violence against women.
- It strengthened **local networks** and enabled women to access spaces of **representation** and decision-making from which they were traditionally excluded.
- One of the main limitations of the programme was that targeted interventions were discussed without a **national-level vision** of the programme.
- The programme was capable of making **partnerships** with civil society organizations to create spaces in which the link between citizen safety and gender-based violence

was recognized, in addition to initiating various social processes between women and the authorities that went beyond the programme scope.

- It remains a challenge to address the issue of safety and women through national **studies** from a country perspective.
- Although the local impact is positive, sight must not be lost of the fact that **attention** paid to the situation of violence and insecurity depends on national authorities.
- The programme lacked a strategy for the **media** and national opinion-formers. It remains a challenge to have the media take the issue up to have national impact.
- The limitations faced by the **municipalities** with regard to the lack of resources and, above all, the lack of a gender perspective among the authorities of this level of government formed an adverse framework for the programme to face.
- The programme was capable of **transferring** power to women and their organizations. Although the programme has ended, the women themselves have successfully organized and made their cities safer places for women. Initiatives and actions by all the partners to **continue** with the efforts begun by the programme have been identified.

Recommendations

- **High levels of violence** against women continue to show that Guatemala is far from being a safe country for them. Regaining the public spaces where women can exercise their citizenship and feel free and safe remains a pending task on which UN Women needs to keep working.

- Strengthen this experiment through its work in the area of violence against women and providing support to publicly **disseminate** and replicate it in other spaces. UN Women has to provide **policies** and human and financial **resources** to help strengthen the work that has already been done.

Final programme evaluation

Cities without violence against women, safe cities for all (Cap. Guatemala)

[Guatemala] [2013]

- It is necessary to go beyond the local level. It is necessary to **replicate** some of the experiments at national level too, in other spaces or areas of the country.
- Include a clear and complete **baseline** as part of the design, which will not only contribute to knowing where you want to go and what has to be done, but also to knowing what has been achieved and what is missing.
- During implementation, have a **broad general vision** of the programme for the whole country, with a common framework that **respects** each organization or institution's independence, autonomy and way of working.
- Continue and deepen work in the municipal setting to have more impact on the overall situation of the country.
- Strengthen **partnerships** with women's, human rights and international organizations with lines of work on violence against women.
- Create **synergies** with local and national authorities responsible for the prevention of violence against women.
- Establish a specific line of work with **opinion leaders and the media**, creating strategies for systematic communication that include all the work done by UN Women with a global political vision.
- In order to achieve **sustainability** in actions beyond financial support, account needs to be taken of work with young people, men and families in the community setting as a strategic line.

Lessons learned

- Without the "before" picture it is impossible to have the "after" image. Despite the outcomes and impact achieved through implementation of the programme, not having a **baseline** showing the starting point from which activities were to be conducted or the reality they were trying to change makes it impossible to accurately assess the programme's impacts.
- There is a need for joint strategies to address the greatest challenge of **dominant male patterns**. Thus, the evaluation showed the enormous obstacles to securing the support of the University due to the resistance of some university authorities. We still have to take the step of introducing the gender perspective onto the University's agenda.

Final programme evaluation

Truth, justice and reparation for women in Colombia

[Colombia] [2013]

The programme

The objective of the "Truth, justice and reparation for women in Colombia" programme is to promote the right of women affected by human rights violations and breaches of international humanitarian law to truth, justice and reparation (TJR), in the setting of the Colombian conflict.

The programme has four strategies: a) Institutional strengthening of state entities; b) Strengthening civil society women's organizations to increase their capacity for advocacy and communication; c) Investigating the impacts of human rights violations on indigenous, Afrodescendant, displaced and peasant women and d) Coordinating common advocacy platforms for coordinating actors in the sector.

The programme operates at national and departmental levels and in particular conflict zones. At the departmental

level and in priority areas, UN Women works in collaboration with the United Nations Development Programme (UNDP).

UN Women and Sweden agreed a new component of the programme in the last quarter of 2012 to respond to the political situation, opening a line of action to promote the inclusion of women and their interests in the processes of public debate related to the negotiations for a peace agreement.

Partners: Government of Colombia, women's and civil society organizations, UNDP

Donors: Government of Sweden

Budget (US\$): 5,200,000

Period: 2009-2013

Conclusions

- **It is too early to measure impacts.** It is not possible to know the precise impact of the programme due to a combination of reasons, including the short time in which Law 1448, of Victims and Land Restitution has been in force, and the lack of baselines both for processes and with public institutions and in tracking systems to monitor and measure changes.
- **Extended processes are required.** The new institutional framework related to Law 1448 is constructing national procedures and systems, for which reason technical support requires sustained, long-term work for the differential gender and ethnicity approach to become visible in attention to women victims in the territories.
- **The protection of women has been enhanced.** One example of a deeper effect that has presumably produced positive impacts for women in conflict zones is the technical support process for the Ombudsman's Early Warning System.
- **Integration and further development of the ethnicity approach.** The ethnicity perspective is not transversal to every one of the programme's initiatives. Although there have been important contributions to indigenous and Afro-Colombian women, greater development of the ethnicity focus is needed.

- **Development of a strategic approach.** The strategies developed by UN Women have shown strengths in their approach to target groups through the strengthening of institutions and women's networking, the provision of research and methodologies and the promotion of coordination among the national platforms for international cooperation.
- **Maximizing resources and territorial work.** Prioritizing territories made it possible to influence certain initiatives and build the capacities of women's organizations in conflict zones. Working in coordination with UNDP not only increased women's capacities, but also strengthened the gender approach.
- **Construction of policies and processes for peace.** UN Women plays the role of coordinator, showing leadership for Colombian women to influence the agenda for dialogue between the Government and the FARC.
- **Consolidation of management processes.** The evaluation noted a correlation between what was planned and products achieved, without a culture of participative, collective planning but with one of respectful bilateral planning.

Final programme evaluation

Truth, justice and reparation for women in Colombia

[Colombia] [2013]

Recommendations

- **Prioritize** themes and identify key processes and the route to follow from the construction of national policies and protocols to the provision of care services in the territories.
- Continue to strengthen state institutions through **technical advice**, not only using temporary external consultants, but also through continuous support from the UN Women team.
- Continue to strengthen **women victims' organizations** so that they can influence public policy.
- Develop a **planning, monitoring and evaluation** system that includes tools to measure the impact of UN Women's support for the processes of state institutions.
- With state entities, promote **coordination committees** between cooperation agencies and intergovernmental organizations that are supporting the same institution.
- Build on **synergies with the United Nations System** to permit a more permanent presence with greater impact in regions of high conflict.
- Consider promoting or managing **joint funds** for multiple agencies to sustain processes related to TJR over the next eight years and develop **joint processes** for planning, visits to regions, evaluations and accountability with related formats.
- Strengthen the **differential gender approach** from the ethnicity approach and the processes of collective reparation.
- **Support** women victims' processes in peace and post conflict construction.
- Strengthen the spirit of resolution 1325 and related rules regarding the participation of women throughout the **peace process**.
- Increase capacity and attention for matters of disarmament, demobilization and reintegration (disarmament, demobilization and reintegration) and social reconciliation, maintaining the **balance** between justice and reparation and social reconciliation between actors.
- Strengthen women's **political leadership** so that they are trained on the subject of TJR rights and the construction of peace from a gender approach and an ethnicity approach.
- Develop tools to **monitor** public policies for gender equality.
- Support and strengthen women's **platforms** in their capacity to lobby Congress.
- Streamline the Technical Secretariat of International Cooperation's **Gender Committee**.
- Reinforce the office **team** instead of hiring consultants for short periods.

Lessons learned

The success factors identified are:

- The **confidence** built with key institutional agencies.
- The **legal and political foundation** to justify the programme.
- The efforts to guarantee and **lobby** from the gender agenda.
- The **respect** for dialogue on policy and priorities among partners.
- The capacity for **adaptation** shown by UN Women in a changing context.
- The **persistence** and **tact** with which UN Women has managed relationships and established priorities with target groups.
- Working **simultaneously** with central-level platforms and with victim's organizations at territorial level.
- Conducting **consultancy** over an extended period with a partner institution.
- **Flexibility** and fluid **communication** between UN Women and Sweden.

Final programme evaluation

Indigenous regional programme (PRI, from the Spanish)

[Bolivia, Ecuador, Guatemala, Honduras, Panama and Peru] [2013]

The programme

The aim of the programme is to increase the effective exercise of the collective and individual human rights of indigenous women, and to reduce ethnic and gender discrimination. Its strategy was based on empowering them, strengthening their organizational structures and capacities, and building their specific knowledge and potential.

The programme also cooperated with governmental institutions to introduce the cultural diversity and gender perspective into the design and implementation of public policies, and access to land ownership, to education and to

the vote. The programme also promoted the active participation of indigenous women in the key areas of decision-making, and raising the visibility of and recovering their traditional knowledge, as well as improving their access to the justice systems and to other economic resources.

Partners: Federal Ministry of Cooperation for Economic and Social Development

Donors: Spanish Agency for International Development Cooperation, Catalan Agency for Development Cooperation

Budget (US\$): 3,266,000

Period: 2009-2012

Conclusions

- Successful flexibility in financing social organizations, taking account of the **legitimacy** of organizations rather than their legality.
- It acted with strategic **pluralism** ensuring that finance reached national, international and local bodies, while **prioritizing** the organizational strengthening of indigenous women at the local, regional, national and even international levels.
- The depth of the approach to **indigenous justice** for women differs by country, although it was generally weak. It needs to be deepened specifically, given that impunity continues in matters related to violations of their rights and in the private sphere of family relationships.
- Women's organizations show different assumption of the **gender issue**. In indigenous social organizations and in communities there is a marked tendency to brush over male violence against women.
- **Relevance** of actions to the needs of organizations and institutions, but **short term** implementation was observed against the long-term goals set by the programme.
- An enormous amount of **lobbying** work is still needed to place the strategic interests of women on the public agenda and in local, regional and national budgets.
- Although there were limitations in the timely delivery of resources by UN Women, there was **willingness** to implement approved projects within the scheduled timescales and designated amounts, regardless of the diversity of the recipient institutions and the amounts of funding.
- Every country formed or strengthened **training schools**

for indigenous women leaders. This has had a positive impact on women's social and political participation and representation.

- The projects main expectations about their continuity. **Sustainability** is linked to the area of institutionalization of the programme's achievements and is more evident in indigenous and non-governmental organizations - as a result of their experience and own institutional actions - in contrast with the public sector, which has a weak level of institutionalization and lack of human and financial resources.
- Positive assessment of the start of the elimination of the **intermediation** usually performed by NGOs with regard to indigenous women.
- Doubts on the new **management model**, since the programme was implemented during the transition from UNIFEM to UN Women, for which reason there is still no exact perception of defined focal areas.
- The **operational structure** created implementation difficulties due to the complexity of the administrative tools or their limited dissemination and explanation.
- The programme had limitations and weaknesses in administrative management and content. Construction of the structure to **manage** the programme at the same time as needs were emerging led to work overload, low levels of execution, confusion over lines of command and limited project monitoring.
- The programme did not have a **baseline** to enable evaluation of results achieved and the level of on-site programme **tracking** was limited, due to the small numbers of staff and the quantity and complexity of projects.

Final programme evaluation

Indigenous regional programme (PRI, from the Spanish)

[Bolivia, Ecuador, Guatemala, Honduras, Panama and Peru] [2013]

Recommendations

- UN Women needs to provide **continuity** to indigenous leadership of the programme in order to institutionalize this practice internally.
- Conduct **specialized training** of indigenous women leaders on issues of theory, research policy and statistics in order to equip them with political and technical capacities. Support the training schools for indigenous women in the countries of the region as strengthening and empowerment mechanisms.
- Secure greater and better **funding** with the expectation of continuing the programme.
- Advance the daily projection of the evaluation, aligning it with organizations' national and local strategic planning, to generate a **system of indicators** that can be monitored and evaluated.
- Given the expectations generated among entities and the projects supported, give timely **information** on the continuity or not of programmes.
- Promote a culture of **coordination** of government institutions with social and non-governmental organizations to address the problem together.
- Review the **administrative** slowness and establishment of complicated forms by UN Women.

Final programme evaluation Quito, Safe City for Women and Girls

[Ecuador and Honduras] [2013]

The programme

The Safe Cities free from Violence against Women and Girls Global Programme 2008-2014 has as its goal a global model of safer cities focused on reducing violence against women in the public space, especially all forms of sexual violence.

After agreement between the Municipality and UN Women, the San José Foundation has joined UN Women's Safe Cities Global Programme and launched the "Quito, Safe City for Women and Girls" programme in a participative way with actors from government, women's organizations and civil society organizations. It has the following objectives: i) To increase the Municipality's capacity to attend and respond in implementation of local policies to

promote women's and girls' exercise of the right to the city, of specific zonal administrations, as well as their participation in the design and ownership of the public space; ii) To make effective the capacity to attend to, sanction and respond to sexual violence against women and girls in public spaces, using mechanisms for coordination and action with the central public administration, the justice system, civil society organizations and the communications media.

Partners: Municipality of Quito and San José Foundation

Budget (US\$): 232,000

Period: 2012-2013

Conclusions

- The project is considered completely **relevant** and was managed in a favourable political context. Moreover, the Safe Cities Global Programme chose to work with the city of Quito on account of the organizational strengths in the area, as well as the decision by the Municipality to address the issue of violence.

- The project's activities, products and outcomes are **coherent** with the goals and interests of the institutions that subscribed to it, and actors involved and possible beneficiaries.

- Implementation of the project has made it possible to **position** the issue of violence in various key departments.

- The **effectiveness** of the project does not reach optimal levels and the programme outcomes show partially satisfactory levels of **sustainability**. In this regard there is a need to conduct follow-up, support in the neighbourhoods, so that women regain the confidence they have lost in public institutions.

- It can be classed as **efficient** as per the products reviewed and the outcomes achieved. In general terms it has

demonstrated **satisfactory** levels of implementation. The evaluation was conducted when the project was still completing some products.

- **Execution** of each of the results was agreed through the creation of a technical committee in which UN Women participated. This space was established to analyse, discuss and decide on the level of contribution of and comments on each of the products. The executing institution had defined financial administrative processes and used appropriate accounting programmes to ensure the proper management of resources, which were spent in accordance with documentation.

- The administrative and financial **processes** related to recruitment required additional time in execution.

- With regard to **design**, results were set that were themselves products and the indicators did not necessarily match them. This was mainly due to the fact that construction of the project after its proposal to the Global Programme did not clearly define indicators, objectives and results for this first year.

Final programme evaluation

Interagency programme to promote equality of gender, race and ethnicity

[Brazil] [2012]

The programme

The programme's goals were to promote and consolidate the mainstreaming of gender, race and ethnicity in public policies and civil society initiatives, and to institutionally strengthen and develop the capacities of government partners and civil society. It also sought to encourage social control of public policies by means of strengthening women's entities, networks and associations and the black women's movement.

The programme established four outcomes: i) Expansion and improvement of the mainstreaming of gender and race issues in policies, programmes and public services; ii) Strengthening and integrating regional capacities with regard to the promotion of equality of gender and race; iii)

Strengthening and expanding the equal, plural and multiracial participation of women in decision-making bodies; iv) Disseminating content on the promotion of equality of gender and race in the communications media.

Partners: Women's Policies Secretariat (SMP), Secretariat of Policies for the Promotion of Racial Equality (SEPPPIR), UNFPA, UNICEF, ILO, UNDP, UN-HABITAT and UN Women (lead agency)

Donors: Spanish Cooperation's MDG fund

Budget (US\$): 4,000,000

Period: 2009-2012

Conclusions

- The objectives are **aligned** with the plans and needs of the country. The programme contributed to achieving the goals and strategies set in the Brazilian Government's Multi-year Plan (PPA). The programme provided resources in six areas: health, work, education, public safety, human rights and infrastructure/housing.
- The focuses for action were the areas of advocacy and the creation and dissemination of studies, in addition to monitoring public policies. Of the 139 actions for its four planned major outcomes, more than half were related to Outcome 1.
- The **inter-agency agreement** was an innovative and positive strategy. It empowered the achievement of results in cross-cutting areas and exchanges between agencies and partners. It was also important for partners, as it better organized planning and centralized demands.
- Most actions were jointly planned, but only 30 per cent were executed by two or more agencies. Sixty per cent included more than one thematic window, ensuring the intersectionality of activities. Only 12 per cent of actions included all three themes, 85 per cent included gender, 66 per cent race and 19 per cent ethnicity.
- Outcome 1. The programme was **effective** in promoting the integration of the gender perspective, race and ethnicity in its improvement actions. It included measures that were necessary but not sufficient to address the outcome in full. It supported the National Plan for Women's Policies (PNPM) and National Plan for the Promotion of Racial Equality (PLANAPIR) monitoring methodology, the implementation of initiatives focused on the promotion and monitoring of policies, the decentralization of activities with intersectoral logic, and the training of managers. It lacked making progress in the training of representatives of civil society to improve the social control role.

- Outcome 2. The programme focused its activities on the **federal level**. There was no substantial decentralization of activities, despite several pilot projects that can be considered good practice. The strategy of training specific departments in states was important, as it generated a multiplier effect to create similar bodies in municipalities.
- Outcome 3. A number of initiatives were undertaken to support the participation of **civil society** in strategic events and campaigns. It is difficult to measure progress when reports are on the basis of a number of activities. It does not provide information on progress related to the goal (occupation of management positions by women and black people), that can only be measured in the long term.
- Outcome 4. The programme adopted satisfactory strategies to foster the expansion of **coverage** of the issue in the media, the training of media professionals and promotion of the use of web 2.0 tools in the programme's and its partners' advocacy and promotion strategies.
- The programme achieved a very positive outcome in the promotion of the active participation of government partners SEPPPIR and SPM in the Programme Steering Committee in shared management with United Nations agencies. The commitment to strengthen and develop institutional partners and **ownership** to foster the sustainability of many of the results achieved was also very adequate. The activities undertaken with civil society also contributed to creating and disseminating a **critical mass** in intersectoral matters and the replication of some innovative experiments.
- **Inter-institutional** work promoted the learning of: i) SEPPPIR and SPM, which could contribute to greater integration of the two secretariats' programmes, and ii) United Nations agencies, useful for other initiatives.

Final programme evaluation

Interagency programme to promote equality of gender, race and ethnicity

[Brazil] [2012]

Recommendations

- Plan actions to be developed in the period of the current PPA in order to prevent changes due to the launch of a new Plan or changes in human resources in government institutions.
- Include achievable goals and quantitative and qualitative indicators in the monitoring plan. Develop tools to regularly compile and summarize data and to enable the monitoring and evaluation of the programme.
- Define the programme's areas of action, preventing the dispersion of activities over diverse areas, reducing the effectiveness of actions. Prioritize themes in accordance with each United Nations agency's mandate.
- Increase actions that cover two or more thematic areas to strengthen intersectionality. Increased interaction between agencies and partners and between partners, in order to guarantee this intersectionality.
- Pay special attention to the education sector, to maximize the multiplier effect of actions to promote equality of gender, race and ethnicity.
- Expand the number of actions to address ethnic segments in those inter-agency programmes that include the racial issue.
- Expand actions with civil society organizations and their level of participation. Plan more strategically: define the characteristics of the organizations on the basis of the priority areas of the programme, and establish percentages so that there is no under-representation.
- Expand the training of civil society organizations in the monitoring of government policies.
- Greater interaction between agencies to jointly plan activities, and adapt the programme management procedures of United Nations agencies to enable greater joint programming.
- Strengthen the dialogue between the National Steering Committee and the Programme Management Committee.
- Develop strategies for sustainability of actions.
- Decentralize initiatives to promote equality of gender, race and ethnicity in the states and municipalities. Strengthen regional capacities, with representation from all regions, avoiding concentrating action in some Brazilian regions, and expand training strategies for the specific secretariats in the states.
- Ensure formal representation on the management committees of civil society women's and black people's inter-agency programmes, taking account of the importance of the inclusion of their guidelines in policy discussions about the programme's actions.
- Publish and share smart practices and lessons learned. Create and disseminate studies on inter-agency and intersectional working as innovative concepts.
- Pay special attention to communication strategies; we recommend the establishment of a subcommittee composed of the agencies' communications professionals.

Lessons learned

- The inter-agency institutional agreement added value and provided positive impacts to the reach of the programme outcomes, and it was more successful and effective from joint programming. There are many challenges when engaging in intersectional inter-agency work, innovative matters that demand theoretical and operational knowledge on the part of the staff involved in programme management.
- Identifying and including experience from other countries as a targeted strategy fostered the coordination and broadening of the inter-agency programme and made it possible to share activities.
- The identification of networks and the establishment of support activities were instrumental in strengthening civil society in the field of the intersectional topics.
- The adoption of innovative tools in the area of communication was an important initiative for raising awareness of gender, race and ethnicity issues.
- Strengthening women's, black people's and ethnic segments' organizations was critical to ensuring the sustainability of outcomes.
- Institutional strengthening of partners was one of the priorities of the programme, successfully achieved by enabling knowledge-sharing and shared management.

*3.2. Evaluations managed by the UN Women's Fund for
Gender Equality*

Final programme evaluation (FGE)

Bolivian women in the change process: for a legal framework with gender equality and equity

[Bolivia] [2014]

The programme

The Bolivian Constitution adopted in January 2009 included social and gender equity in its principles and 34 articles concerning guarantees for fulfilling the specific rights of women, in addition to a cross-cutting approach and non-sexist language. It was a considerable achievement by more than 200 women's movement organizations and institutions that mobilized urban, indigenous, peasant and native women, in which the women's coordination network *Coordinadora de la Mujer* participated in alliance with the national umbrella organizations and affiliated institutions that now form part of the programme.

The purpose of this programme was to ensure the application and enforcement of the Constitution of the State. The programme has the goal of incorporating the gender per-

spective and women's rights into the regulatory development of Bolivia at the national law, departmental, municipal and indigenous native peasant levels.

To this end, proposed laws are dovetailed with the gender perspective and women's rights by leaders of social and affiliated movements; the women in the coordinated, plural and diverse movement are recognized as valid interlocutors; and the participation of women legislators is encouraged in the formulation of laws at national and decentralized levels, incorporating proposals from the common agenda of women from the *Women present in History* movement.

Partners: Coordinadora de la Mujer

Budget (US\$): 2,474,134

Period: November 2010 - June 2014

Conclusions

- Very **timely** advantage was taken of the political situation in the country by the Coordinadora de la Mujer, its affiliates and the women leaders of social organizations to secure major advances on the inclusion of women's rights and gender in the legislative framework and at decentralized levels.
- Women's rights and gender were incorporated into key **laws**, especially on the issue of women's participation and representation and the passing of national laws against violence.
- In local assemblies in seven of the nine departments, the adoption was promoted of **departmental statutes** that took account to varying degrees of women's rights and the gender perspective. Women and their organizations and institutions took part in very rich agenda construction and lobbying processes to achieve these ends. The statutes are currently undergoing approval by the Constitutional Court, for later correction and submission to a referendum.
- The inclusion of women's rights and the gender perspective has been secured in some 20 **municipalities** in significant participatory processes, the degree of progress varying from place to place. Similarly, work has been done in two of the 11 indigenous autonomous municipalities.
- The formation or consolidation of **broad women's groups** in each location and their allies (authorities, legislators, etc.) willing to fight for their rights is one of the key fruits of the

work done. Special mention must be made of the importance of the learning done by the women taking part at every level of the programme, seeking and forging practical results.

- One of the main strengths is the programme's **methodology** to ensure that local laws and constitutions reflect women's rights and the gender perspective. Central to the proposal is the strengthening of a plural and diverse movement of women capable of achieving concrete results in the contents of legislation, through joint work on advocacy and partnership building. Proposals are collected by women in grass-roots communities and neighbourhoods, prioritized with the leaders of social and women activist organizations and institutions. Based on a strategy of advocacy and alliances, the organizations, institutions and women of local groups conduct joint broad-based advocacy incorporating, whenever possible, local authorities and representatives as allies.
- The **relationships and alliances** established among women from different social sectors and different ethnic and cultural backgrounds are one of the strengths of the programme. The construction has been achieved of a fluid, agile movement - of equals - where they work for a shared goal, of depatriarchalization, following up from the multi-sectoral relationship of the *Women present in History* movement during the Constituent Assembly.

Final programme evaluation (FGE)

Bolivian women in the change process: for a legal framework with gender equality and equity

[Bolivia] [2014]

Recommendations

- Strengthen the women's movement with the incorporation of **new actors** including young people. Expand coordination and new alliances with other civil society actors and consolidate work done with the **three branches** of the state.
- Include spaces for reflection that engage **men** in key places on the link between depatriarchalization, state reform and public policy. Expand partnerships with mixed organizations at decentralized levels.
- Develop spaces for debate, reflection and construction of the concept of **depatriarchalization from women's experience** as a way of breaking down prevailing power relationships.
- Recapture the proposal in its essence: the collective construction of the agenda and development of strategies and advocacy involving different actors, disseminating and sharing the advocacy methodology adopted.
- Continue the **capacity-building and training** of women social leaders to strengthen their organizations and ensure the presence of women in decision-making bodies at local, departmental and national levels.
- Find ways of strengthening relations with **affiliates** such that working as part of a network is more participatory and has more shared responsibilities, generating regular, institutionalized processes of feedback with affiliates.
- Harness the learning acquired by Coordinadora de la Mujer within the programme, translate the regulatory and legislative framework into **public policy** and work for its effective **implementation**.
- Strengthen women's movements and their organizations in the departments and municipalities so that they can conduct **monitoring, control and supervision** of processes. Ensure that these organizations develop a common agenda and successfully make an impact on the production of legislation, public policy and productive development.
- Combine the political lobbying strategy with development of a **social advocacy** strategy to strengthen civil society.

Lessons learned

- Development of a **new way of conducting political action and advocacy from civil society**, based on the political participation of a broad group of social actors, their participation around the construction of a common agenda and strategy and dialogue with spaces of representation and government. The programme enabled collective learning from the basis of a methodology that sought the development of a "bottom-up" lobbying agenda and strategies.
- Important advances in political rights have been made, although the issues that politicize **private life** (sexual and reproductive rights) are more difficult to address.
- There is a need to learn from the experiences of methodology construction used in the **departmental and municipal** processes to be replicated in other contexts.
- Monitor the need for ongoing construction and expansion of **new leaderships**.
- An experience that is a milestone in the construction of a new antihegemonic political culture since it makes it possible to **manage differences** through dialogue and debate, bringing in new ways of doing politics and building democracy.

Final programme evaluation (FGE)

Strengthening women's political participation and promoting an agenda of economic empowerment

[Mexico] [2014]

The programme

The goal of the programme is a significant increase in the presence of Mexican women in decision-making spaces, with an emphasis on their economic empowerment, especially in state and municipal settings, where their participation is very low in spaces of public power, both government and popular representation.

The alliance of CSOs in the SUMA initiative designed an intervention model in 10 Mexican federative entities based on five components as axes of action. Three of them were oriented towards providing services to the target group of women: training and mentoring programme, analysis of legal cases, and economic empowerment. The other two components were transversal in operation: political advocacy and communication and public opinion.

With a duration of three years, the project was imple-

mented in its first phase, depending on electoral calendars, in Chiapas, Jalisco, Michoacán, Nuevo León, San Luis Potosí and Sonora (2011-2012). A second phase saw the incorporation of the states of Chihuahua, Oaxaca, Puebla and Veracruz (2012-2013).

Partners: A partnership of the organizations Equidad de Género: Ciudadanía, Trabajo y Familia (Gender Equity: Citizenship, Work and Family); el Instituto de Liderazgo Simone de Beauvoir (The Simone de Beauvoir Leadership Institute); Mujeres Trabajando Unidas (Women Working in Union); Inclusión Ciudadana y Liderazgo (Citizen Inclusion and Leadership); and Gestión y Nueva Política (Management and New Politics).

Budget (US\$): 3,046,086

Period: October 2010 - March 2014

Conclusions

- SUMA was an **innovative initiative** that combined actions on various fronts, working for greater political participation by women. It **benefited** some 5,000 women from more than 600 municipalities through its various action strategies.
- The **political advocacy** actions and the **training programme** - together with their mentoring extensions - were what influenced the greatest number of women and preserved the national character of the project. At the time, these were the components that consumed the greatest efforts and resource allocations.
- The programme was ambitious. As it moved forward, some of its indicators and the scope of its measurable goals had to be **readjusted**. In its political advocacy and training and mentoring work, it met its **goals** and was very well appreciated by participants.
- With regard to the main quantitative indicator of outcomes, to do with elected political posts obtained by participants, one would conclude that the initiative largely met its **main objective**. In addition to its contribution in terms of support and training, SUMA also influenced improvements to the **legal framework** for such gains to be possible.
- The **effects** are more notable internally than externally, that is, the women who took part had more important changes in their individual empowerment than in their group or political empowerment.
- Under this component of **political advocacy**, a great achievement was that the project succeeded in bringing the main political and institutional figures together at events and the commitment to the political and electoral situation of women was made public in these spaces.
- One evident effect of the project is the establishment of relationships with women from different **political parties**, in addition to support for women's networks in five states seeking changes in legislation.
- The **legal consultancy** component, or legal cases, was not properly dimensioned at the outset, for which reason it had to be adjusted.
- Also, the **economic agenda for the empowerment of women** was pertinent, relevant and useful for women municipal presidents and their teams, but was a long way off its initial goal. What is more, SUMA incorporated the theme of the economic agenda into other forums with resources that were added to the initiative, not already directly targeted at the training of local women leaders.
- The **communication** component's main success was to help place the issue of women's political rights on the national agenda and to have a weekly presence in one of the major national daily newspapers. Nevertheless, it lacked the tools needed to know how public opinion evolved. The

Final programme evaluation (FGE)

Strengthening women's political participation and promoting an agenda of economic empowerment

[Mexico] [2014]

main difficulty with this component were the different visions of what was considered the priority to communicate.

- A high degree of **satisfaction** was found in participants in training, assessing it as useful for their political careers. There was also a correlation in that mentoring helped participants raise their political aspirations and goals.
- It was a success and a great added value to promote the SUMA objectives from an **alliance of civil society organizations**, which allowed a certain degree of specialization. With regard to **coordination and management** within the alliance, however, while there was executive coordina-

tion, it seems that neither the organizational arrangements nor specific roles were taken on in the same way by the members of the alliance, which particularly affected agreements on what the communication strategy should be.

- SUMA conducted a very good **systematization** and internal evaluation of the training programme and mentorships.
- The support of UN Women's FGE was key to the project's ability to be conducted and have a national presence in 10 or so of the country's states. The FGE also lent the programme national and international credibility.

Recommendations

- **Coordinate** the axes of action or components of the intervention strategy for greater impact on women as a group.
- Convert **political advocacy** into a space of public commitment at the start and end of the programme with the aim of making formal commitments to change legislation in light of the results of the programme.
- Combine **action and knowledge generation**. Reversing situations that negatively affect women also has to be bound to sharing the knowledge derived from its practice and the lessons learned.
- Adopt and periodically review the **collaboration agreements** between the civil society organizations that make up the alliance, and ensure a shared vision in both each component's strategies and key operational issues.
- Strengthen the role of the **women's mechanisms** as collaborators and generally co-funders in projects of this type, but primarily as the public administration's main reference point for women's rights issues.
- Link with more **local actors** over implementation and decentralize leadership.
- Find **support** mechanisms that give a more formal response to the social commitment or responsibility assumed by people with whom empowerment processes have started.

- Although the **training programme and mentoring** component was the most appreciated and recognized by participants, it is difficult to generate homogeneous models for different sociocultural profiles and conditions. An assessment would have to be made of whether it is really possible to create a homogeneous model or whether it would be necessary to provide different models to fit local contexts and different participants.
- Incorporate the **knowledge and learning** of the staff responsible for each component into other components, thus making the necessary collaboration closer between the managers of the CSOs coordinating each of them.
- Strengthen some particular **content** of the training and mentoring, such as campaign design, message construction, the implementation of strategies for attracting voters, as well as more active intervention by mentors.
- Conduct awareness-raising and capacity-building activities directed at **men and political parties**.
- Improve the **dissemination and transparency** of achievements, human and financial resources used and their proportions compared to the scope of the project.
- Allocate a greater percentage of programme resources to paying support **staff**, internal **monitoring** and external **evaluation**.

The programme

The general aim of the programme was for women in Brazil, especially those who are most excluded for reasons of poverty or racism, to have new cultural and regulatory conditions and new public policies to enable them to participate with greater equality in politics and the world of productive and reproductive work, in line with the second National Women's Policy Plan (PNPM).

The programme set three outcomes: i) The formulation and implementation of public policies to promote equality of gender, race and ethnicity by means of strengthening women's organizational processes and democratizing spaces of power and government decision-making; ii) The inclusion onto the government agenda of proposed legislation and public policies for the social protection of women's work in

the informal sector, especially those most excluded for reasons of poverty or racism, for the social and professional qualification of women and for balance between productive and reproductive work; and iii) The expansion of women's participation in spaces of power and decision-making, especially those most excluded for reasons of poverty or racism, seeking the construction of political parity in public representation.

Partners: SOS Corpo and six other feminist organizations from five states and the Federal District, and the Women's Policies Secretariat (SPM)

Budget (US\$): 3,000,000

Period: December 2010 - December 2014

Conclusions

- Significant progress has been made in:
 - The formulation of the **Third PNPM**, which was adopted as the Transversal Agenda of the Federal Government Multi-year Plan, which permitted the monitoring of the execution of actions and even their budget allocations. The executive introduced changes in the organization of the Federal budget that made monitoring and transparency difficult, in the face of which the feminist movement tabled **33 amendments**.
 - **Lobbying and advocacy**, together with other organizations, for a proposal for a constitutional amendment for Congress to pass a law giving rights for domestic workers - around 7 million people, mainly women and in particular black women - that were equal to those of other workers. The proposed amendment was passed in April 2013.
 - The **joint construction** with United Nations System agencies and representatives of public bodies of a **guide** to tackling **institutional racism**, aimed at changing the internal culture of public and private institutions and their policies towards the non-white population of Brazil. The guide has been taken under the ownership of and is distributed by the Secretariat of Policies for the Promotion of Racial Equality.
 - The **inclusion of parity** between men and women in political representation on the Platform of Social Movements for Reform of the Political System, an alignment of dozens of trade unions and organizations of professionals, academics, progressive churches and other expressions of civil society. Through women's movement organizations, signatures were gathered to draft a law for the reform of the political system and a plebiscite for convening a Constituent Assembly.
- With regard to **the achievement of parity**, members of

the consortium lobbied the Electoral Court, for political parties to meet the rule guaranteeing that 30 per cent of candidates were women, a rule that was being constantly flouted. In spite of meeting this norm, women elected to Congress remain a fairly small percentage (about 10 per cent) when compared with other countries of the region.

- Notable among the products of the programme has been the impact of a **survey on domestic work and paid work** done by women, disseminated using conventional media and also using virtual media and social networks.
- It has sponsored short **workshops and courses** on a range of topics (management of policies with gender and race perspectives, informal work, oversight of the public budget, reform of the political system). Activists attending these indicated their satisfaction with the methodology and relevance of the issues.
- Weaknesses were noted in **formulation** and in **monitoring** tools, which have had a negative impact on the identification of the link between activities, products and their orientation towards outcomes. It should be mentioned that this effect was not noted on the recipients of training activities, on the application of their skills or the strengthening of their leadership.
- Although discrimination as a problem was present in several of the programme's products and indicators, there were expectations on the part of some participants that could not be met, with regard to strengthening black women's organizations.
- The administration of resources was highly valued for its transparency and efficiency. Learning from networked working, however, should in future tend towards an experiment with fewer organizations, with less widely dispersed

Final programme evaluation (FGE)

More rights and more power for Brazilian women

[Brazil] [2014]

territories and greater affinity with the programme.

- As for sustainability, the enduring impact of the actions will be in the knowledge gained by movements' activists and through the labour law passed by Congress. Nevertheless,

the institutions that made up the consortium are affected by reduced resources from international cooperation, to the point that one of them was dissolved as an organization, although it continues as a collective, and others will be cutting staff in 2015.

Recommendations

- *For UN Women's FGE*

- Loosen the bureaucratic aspects of programmes run in partnerships of several organizations and government bodies.

- Align the formats of your formulation and progress reports with the results-based management methodology that is widely disseminated and used by United Nations System agencies.

- From FGE, check for the correct design of proposals before they are approved, focusing on lifting baselines and appropriate indicators, fostering support processes for any possible reformulations or adjustments that prove necessary.

- From UN Women national offices, establish a more active relationship with regard to the technical assistance role with programmes, in order to provide tools and methodologies to assist the implementation and monitoring of interventions.

- From FGE, develop criteria for quantifying programmes' target populations.

- *For the institutions and organizations in the consortium*

- Partner with related organizations provided that there is a history of fluidity of communication and basic agreements on strategies.

- Identify concrete achievements and progress towards achieving the outcomes to which you have committed.

- Strengthen state spaces where women's organizations are pressing for local policies, given the difficulties that the federal and national stages present.

- Develop a methodology to track the impact of training activities for activists and leaders.

Midterm programme evaluation (FGE)

Political empowerment of women in the Department of Izabal

[Guatemala] [2014]

The programme

The programme is justified by the low quantitative (the number) and qualitative (the roles) of women on the Guatemalan political scene: political parties, community organizations and representative bodies. While there is a national policy (National Policy for the Promotion and Comprehensive Development of Women, PNPDIM, from the Spanish) and a programmatic plan (Equal Opportunities Plan, PEO, from the Spanish), no substantive progress has been made in the political position of women, having recently lost the opportunity to reform electoral legislation towards parity and alternation.

The goal of the programme is to strengthen women's political participation and action, with particular emphasis on women in the rural area of five municipalities in the department of Izabal. Its measures include the expansion and strengthening of women's organizational base and political and electoral impact; an increase in the number of women becoming registered with the Supreme Electoral Tribunal

to exercise the right to vote, and an increase in the active participation in community politics of young men and women studying in four basic education centres.

The *Project for women's political empowerment in the department of Izabal* (EPMI, from the Spanish) plans to create key institutional partnerships with regional offices of the National Register of Persons (RENAP, from the Spanish) and the Supreme Electoral Tribunal (TSE, from the Spanish). The city halls and the departmental representation of the Ministry of Education (MINEDUC) are other important partners.

Partners: Junajil and Asoprogral, in coordination with the Supreme Electoral Tribunal and the National Register of Persons

Budget (US\$): 375,000

Period: January 2013 - June 2015

Conclusions

- The programme is very **relevant** in that it concentrates on one department and addresses problems that prevent women's access to basic political participation as citizens (obtaining a Personal Identification Document (DPI, from the Spanish) and registering on the Electoral Roll) and trying for them to be potential leaders (training and awareness for adult and young women).
- **Targets** were exceeded in relation to the DPI (3,723 women holding a DPI or with applications in hand) and the electoral roll (6,826 women registered), which shows the problem, demand in regard of it and the potential for impact of interventions that coalesce with the state to facilitate the population's access to their rights.
- The **enablers** of these outcomes were: i) The willingness of municipal staff, RENAP and the TSE to overcome their institutions' resource limitations; ii) The cultural and linguistic closeness of the programme managers; and iii) The convening power in the localities through the Community Urban and Rural Development Councils (COCODEs, from the Spanish).
- Obtaining a **Personal Identification Document** as a means of accessing the electoral roll became a central axis of action when the high social impact for beneficiaries of being documented became evident, which expanded the relevance and impact of the programme.
- The documentation and registration actions had a direct **impact** on women and on men too, expanding the

scope of the programme. It is not, however, possible to estimate the extent to which the gender gap has been reduced.

- The programme has been successful in institutional **partnerships** with the TSE, RENAP, local actors and some political parties. The **inter-institutional cooperation** between RENAP and the TSE on the ground is noteworthy, with direct impact on documenting the population. An added effect of coordination with RENAP is that this improved some of its procedures, making them more agile.
- Assessing the achievements with adult **women**, the programme estimated or did not properly state the scope of its work with this group, which was far from raising the awareness of and training the planned 700 women community leaders and representatives of the COCODEs.
- One of the most interesting examples of the incipient political involvement of some of the **female students** from the School of Young Leadership is that 40 young people applied to the TSE, with the mediation of EPMI, to be observers at polling stations.
- Notable among the **unexpected negative effects** was the detection of cases of domestic violence, generally during training activities, an aspect for which the programme was not prepared.
- The programme suffered from a lack of transport resources, which partly limited its ability to reach the more

Midterm programme evaluation (FGE)

Political empowerment of women in the Department of Izabal

[Guatemala] [2014]

inaccessible communities.

- A certain deficiency in the quality of **training material** is the most critical aspect highlighted by UN Women. Openness to improvements in this regard has not, so far, always been appropriate.
- Clarifying expectations between UN Women and the executing NGO, their roles and how to work **in a complementary manner** is a shared positive desire that should be

capitalized on in the final phase of the programme, for close and fruitful work.

- **Monitoring** work by UN Women and supervision, support and coordination by the FGE has been uneven. In recent months, thanks to recent visits, agreements have been reached that exemplify how to address monitoring and redirect some aspects of the management of the EPMI on time.

Recommendations

- EPMI, UN Women and FGE need to make a joint, coordinated effort to **systematize, disseminate and position the outcomes** with the government institutions involved, drawing out good practice.
- The EPMI needs to ensure, as far as possible, that women **receive** their DPIs.
- Knowing how the presence of women in community organizations, particularly the COCODEs, has evolved remains pending until the **closure phase**, as does the analysis of the extent to which the strategies for training, awareness-raising and creation of women's groups has contributed to increasing the number of women in leadership positions.

- Ensure basic **knowledge** of the Guatemalan community organization system among women interested in greater civic and political involvement.
- **Monitoring** by UN Women and the FGE should focus on technical issues related to management by results.
- UN Women has, in the use and dissemination of **dis-aggregated data** from RENAP, a lobbying task to consider. If this bears fruit, it will also make it possible to analyse the reduction in the gender gap in similar initiatives.
- Recompose institutional relationships to the benefit of the final beneficiaries and leveraging the project's experience and outcomes.

Lessons learned

- Develop the pathway of **awareness-raising and training** that has begun **towards** specific and feasible women's civic and political **lobbying and participation** activities.
- It is essential to give a more strategic role to the **Municipal Women's Offices** (OMM, from the Spanish). The EPMI has generated strong institutional ties with the TSE and the RENAP. To enhance the gender focus of their joint actions, it is advised to include the OMMs in this joint work and to make them visible.
- Combine the grass-roots community work (COCODE) with political lobbying in spaces, the Departmental Development Councils (CODEDEs, from the Spanish), in which the municipalities' investment budget ceilings and, therefore, programmes in favour of women, are decided.
- To ensure greater relevance, similar projects should provide a resource allocation for adequate **transport** to enable access to remote communities and greater mobile activity.
- Provide a mechanism for support/referral and the institutional channels needed to be used when cases of **male violence against women** or abuse of women are identified.
- Supervision by UN Women must balance financial and technical monitoring, as there has been much more of the former than the latter. It would be a matter of more decisively adopting monitoring and feedback to partners that incentivizes **management by results**, thus making suggestions about progress of the programme in relation to its results framework.

Final programme evaluation (FGE)

Building an agenda of labour rights for women employed in domestic work and sewing in the Southern Cone

[Argentina, Chile, Paraguay, Uruguay] [2015]

The programme

Domestic work and sewing are key women's employment sectors in Latin America and especially in the Southern Cone. According to ILO data (2013), Latin America is the region with the greatest proportion of domestic work (17.4 per cent of the female labour force).

The programme addresses some of the breaches of labour rights that primarily affect women living in poverty all over the world, and especially in Latin America, in two socio-economic work sectors: domestic work or work in private houses, and sewing and clothes making in small workshops or in the home, also called textiles outworking.

The programme, conducted in Argentina, Chile, Paraguay and Uruguay, has the goal of strengthening the Latin American movement for the labour rights of women working in the domestic and sewing sector. To do this, it provides financial support for operational and communications expenses and legal advice, it conducts capacity-building in workshops and support visits and it facilitates the strategic creation of networks for women's organizations and trade unions driving the workers' movement.

Conscious that one of the factors that lead to the feminization of poverty is that the jobs in which women are over-

represented are those considered to be of lesser value, the political empowerment of women workers through sustainable and capable organizations will drive their demands for decent work in both employment sectors, having an impact on laws, policies and oppressive power relationships that keep women on the bottom rungs of the economy.

The programme expands and deepens in the countries of the Southern Cone the initiative that Fondo de Mujeres del Sur (FMS, the Southern Women's Fund) (Argentina, Paraguay and Uruguay) and Fondo Alquimia (Alchemy Fund) (Chile) have been conducting in partnership with Fondo Semillas (Seed Fund) (Mexico) and Fondo Centroamericano de Mujeres (Central American Women's Fund) (FCAM, Costa Rica, El Salvador, Guatemala, Honduras and Nicaragua).

Partners: Fondo de Mujeres del Sur, Fondo Alquimia

Budget (US\$): 415,000

Period: January 2013 - December 2014

Conclusions

- The programme is **relevant** in relation to the context and needs of beneficiary organizations and persons, and highly consistent with the donor's objectives and mandate and the main international commitments in the field of gender and development (MDG/CEDAW/Beijing).
- The programme places the accent on an issue that is **silenced and made invisible** on the cooperation agenda: the labour rights of women workers in casual, vulnerable and feminized sectors, such as those of domestic workers or workers in private houses and the sewing sector.
- In granting flexible grants for women workers' organizations in the domestic work and sewing sectors, this programme is **pioneering** in the subregion. There are no initiatives bringing together organizations from the four countries of the Southern Cone (only some national initiatives supported by the ILO and UN Women).
- The **direct beneficiaries** have been 8,813 people. The number of domestic workers' organizations supported was twice that of sewing workers' organizations (47 and 24 respectively). It is similar with the number of workers (7,971 and 842 respectively).

- Advocacy work was done in the four countries to **secure**: i) Growth and expansion in trade unions and organizations fighting for labour rights; ii) Improvements and a greater dynamic in collective bargaining; iii) Increased visibility for groups, organizations and trade unions supported; iv) Greater dissemination of laws and ILO conventions in both sectors; and v) The emergence of a new form of more democratic, participatory and horizontal unionism based on empowerment processes associated with leadership that is not top-down.
- The majority of the **outcomes** are in the process of being fulfilled, with varying degrees of effectiveness, depending on the product. Most have December 2014 as their end date, but the programme has been extended to March 2015.
- The programme coincides with a stage of historic achievements, primarily legislative, that are changing the reality of women workers in countries. It is possible to assume that the **visibility** obtained by the groups, organizations and trade unions supported and the success of **advocacy** strategies contributed to achieving the impacts in

Final programme evaluation (FGE)

Building an agenda of labour rights for women employed in domestic work and sewing in the Southern Cone

[Argentina, Chile, Paraguay, Uruguay] [2015]

terms of the legal and political frameworks of the countries. It is not, however, possible, to attribute causality between the programme's actions and these advances.

- A **positive effect** has been identified on the community and in society through having succeeded in securing visibility and dignity for a highly feminized sector of the economy that is highly casualized and vulnerable, that of work in private homes. In any event, there are still no strong public policies to counteract the retreat that the care crisis in every country means for the sector of middle-class workers.
- Awarding flexible grants to strengthen the organization of women workers' grass-roots organizations is highly **relevant and consistent** with the needs of the work in private homes and sewing sectors; it **contributes** to highly visible and successful political and legal lobbying processes to secure changes in favour of decent work and improvements in the employment conditions of both sectors from a gender perspective. They have at least three **comparative advantages** that were noted: strategic vision, autonomy and sustainability.
- The **logical framework** is coherent in terms of management by results, although the revision of some indicators and of formulation to improve the congruence of the logi-

cal chain is recommended. The main weakness is not having a baseline and there is no evidence of an analysis having been done of the congruence between resources available and expected outcomes (efficiency).

- **Monitoring** reports indicate advances and achievements but they do not do so by results and do not systematically adduce evidence.
- With regard to strategic **management** and leadership, the size and scope of the activities taken forward by the programme against the relatively small structure of management bodies denoted clear strategic leadership based on partnership between the two funds.
- In terms of **efficiency**, a fundamentally good relationship was noted with the FGE, albeit with certain obstacles related to administrative requirements. The limited relations with UN Women country offices meant the loss of the opportunity for mutual support for activities (meetings, selection of organizations, etc.) and events, or to generally enhance the impact of the programme.
- The partners have succeeded in identifying their funding requirement for 2015 and have started to think about new sources of funding and the partnerships needed to obtain it and ensure the continuing existence of the organizations and **sustainability** of outcomes achieved.

Recommendations

For the donor

- Offer funding for a further period of two years, taking account of its innovative nature, the outcomes achieved and the time needed to consolidate its effects.
- Establish clear roles to enable UN Women's offices to become involved in programmes as these are being executed on their territories.
- Ensure mechanisms for the visibility of FGE as a programme donor, to maximize impacts.
- Include, in the proposal presentation forms, a budget line for fundraising with a view to the programme's sustainability, and for knowledge production by the applicant entities.
- Greater dissemination of the programme and its achievements.
- The donor and implementing organizations are recommended to have the programme documentation in the official languages of the countries in which they are working.

For the women's funds

- In a second phase of the programme, move on from being facilitators of strengthening processes to roles with a

greater degree of intervention. Provide more technical assistance to the partners, and in a more ongoing manner. It is recommended to emphasize the strengthening and capacity-building of trade unions, and promoting the development of middle leadership in organizations.

- Make the partnerships needed to establish work on observatories of private home and sewing work, in coordination with the state and other partner organizations.
- Incorporate intermediate organizations so that they enhance advocacy processes.
- Greater institutional presence of Fondo de Mujeres del Sur in Uruguay and strengthening institutional presence in Paraguay.
- A communication strategy that ensures greater visibility in the countries where it is implemented. Dissemination and promotion of agenda documents developed by organizations at the three levels of intervention.
- Set up regular spaces for the exchange of good practice and theoretical and practical reflection among the technical staff and executives of both funds.
- Start inviting men to actions, as they are a distinct minority in the programme.

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Building an agenda of labour rights for women employed in domestic work and sewing in the Southern Cone

[Argentina, Chile, Paraguay, Uruguay] [2015]

- Design strategies for resolving differences between groups, organizations and trade unions.
- Deepen the vision and way of addressing the sewing work and sewing outwork sector from a more systematic approach that covers the range of situations met by groups and organizations.
- Define sustainability strategies for partners, to cover both the economic and the political.
- Greater emphasis on training in the handling, use and management of money.
- Work on the mission and vision of the organizations and write specific statutes for trade unions that identify the values and principles driving each organization.
- Promote strategies to respond to the process of accelerated growth of organizations and trade unions, and strategies to offset the triple workload of women workers.
- Continue to promote the development of meetings between workers in both sectors and between countries.
- Diversify fundraising strategies for the funds.
- Increase field visits to give partners greater support and monitoring.
- Regularly systematize learning and good practice.
- Design internal and external communication strategies with monitoring and technical assistance for the funds or allies.
- Participation in research generating information and analysis on both socioeconomic sectors.

Lessons learned

- Positive learning about the mobilization of international cooperation funds. The flexibility of approach inherent to women's funds made it possible to reformulate strategies and reinvest resources.
- The strategy for the construction of agendas worked as a unifying and cross-bridging element that made it possible to get around differences and political affinities.
- The strengthening of organizations of women working in private homes and in the sewing sector became rather a separate strengthening process, since the starting points and needs were different for each sector.
- The lack of strategies to overcome differences among supported emerging organizations with regard to demands for political affinities by opposing unions or union headquarters meant that they were exposed to situations of conflict and tension.
- The approach to grass-roots groups or workers' organizations that had previously been "mothered" by intermediary organizations was not identified as a problem and for this reason there was no strategy to address it.
- The linking of grass-roots organizations with intermediary organizations and specialized staff who fulfilled the role of programme consultants was successful and marked a major learning experience.
- Continuing with a strategy that goes beyond putting the feminist movement in contact with the movement for women worker's employment rights.
- The use of the media, especially TV, was a useful strategic measure.
- Tension over work-life balance through having to accommodate the workers' times to those of the staff in the women's funds.
- Institutional forms vary from one fund to another, making comparisons and systematization of partners and their achievements difficult between countries.
- Each workers' organization allocating different amounts instead of fixed, pre-set amounts.
- Leadership models proper to Latin American culture dictatorships were identified, with little capacity for delegation, training new leaders or sharing responsibilities.
- The trade union activities of leaders of partner organizations is not perceived by the leaders themselves as work that should be paid, which affects the sustainability of the leadership.
- Balance between training topics linked to organizational and trade union development, and those related to personal development and well-being ensure the success and sustainability of training processes.
- The political and trade union training of workers' organizations or the creation and strengthening of unions improves analysis of the political situation, while promoting their advocacy capacity.
- Strengthening coordination and partnerships among workers' organizations has led to significant learning in terms of overcoming differences and in opportunities to share knowledge and experiences.

Final programme evaluation (FGE)

Strengthening public institutions to promote equality and non-discrimination: creation of an Equality Law in El Salvador

[El Salvador] [2012]

The programme

The programme was designed and implemented to contribute to the reduction of gender inequality, enabling women to exercise full citizenship, and promoting actions enabling the passing of the Equality Law.

To achieve this, the programme established three strategies: i) *Dissemination*: Generating public opinion in support of the Law, using awareness-raising about gender inequality; ii) *Building partnerships*: Strengthening support networks for the Law, aiming to overcome the urban and the myth that equality is the sole responsibility of women, for which reason it seeks to involve mixed social movements; and iii) *lobbying the civil service* and, in particular, Assembly members of both genders. It also seeks to strengthen the alliance with the Instituto Salvadoreño de Desarrollo de la Mujer (ISDEMU, Salvadorian Institute for Women's Development) as a means of strengthening its leading role for policies for the advancement of women.

The programme arises from the platform of organizations

called Concertación Feminista Prudencia Ayala (CFPA, Prudencia Ayala Feminist Consortium) and is led by the consortium established between the Asociación de Mujeres por la Dignidad y la Vida ('Las Dignas', The Women's Association for Dignity and Life) and the Asociación Movimiento de Mujeres Mélida Anaya Montes ('Las Mélicas', the Mélida Anaya Montes Women's Movement Association). On the operational level, Las Dignas took on the coalition's costs for dissemination activities, while Las Mélicas took responsibility for administration of the funds for partnership and lobbying activities.

Partners: Asociación de Mujeres por la Dignidad y la Vida ('Las Dignas') and la Asociación Movimiento de Mujeres Mélida Anaya Montes (Las Mélicas')

Budget (US\$): 500,000

Period: January 2013 - December 2014

Conclusions

- The programme was **effective at the moment when it contributed** its main outcome: the Equality and Equity (LIE). From the point of view of its design, its combination of social communication strategies, partnerships and advocacy made a significant contribution to achievement of the main objective: passing the LIE.
- As such, passing the Equality Law in March 2011 is the **history** of nearly two decades' of the women's movement in El Salvador. Construction of the Feminist Platform of 2008-2009, with its process of demand aggregation and broad consultation to build political legitimacy, was the anteroom and model for constructing the methodology and scheme for partnerships that was put into play in the process towards the LIE.
- From the ethical and cultural viewpoint, this is a law that **creates reality**. It is official recognition of the existence of inequality and the duty of the state and society as a whole to act to foster women's citizenship.

- From a political and strategic viewpoint, it is a framework that makes it possible to place several issues on the public affairs **agenda**. It is a mandate that does not guarantee that things will be done but permits them to be done. Its interaction with the law on violence places its capacities to oblige and sanction in the popular consciousness, capacities that were absent in the case of the LIE. The Law "creates reality" in the public consciousness.
- The **international context** also favoured the creation of a climate of social doubt towards women that comes not only from the matters it covers - such as the Beijing Platform or the rights focus - but also feeds on the failures, that are used as justifications for making new demands of the political system: the failure to approve the CEDAW (Convention on the Elimination of All Forms of Discrimination against Women) Protocol opened political space for the LIE to be passed.

Recommendations

- Move to an expanded phase of the **social communication** campaign, aiming to instil a perception of wins for everyone from implementation of the LIE and not just women, and the idea that responsibility for making it tangible is a job for everyone.
- Define **three levels of communications campaign**: a) the mass level; b) national, departmental and local level policy-makers; c) the group/community level.
- Drive the new campaign using a partnership mechanism that establishes **co-management** by the state and civil

Final programme evaluation (FGE)

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[El Salvador] [2012]

society on the basis of a design that promotes decentralization and leading roles for local actors.

- **Diversify partnerships**, aiming to incorporate new organizations onto the platform, especially from the trade unions and organizations working at local level, such as ANDRYSAS.
- **Deepen partnerships** with organizations that belong to what has been defined as a 'broad social movement' of some sectors where there is significant presence of entities and prior work, such as health, education and the food and agriculture sector.
- **Decentralization and localization** in coordination with entities promoting municipalism, such as ANDRYSAS mentioned above.
- Promote the **New Feminist Political Pact** that, in the context of the *Encuentro Feminista* (Feminist Encounter)

makes it possible to address divides, renew collective management mechanisms, and update platforms, strategies and alliances in the women's movement, to respond to the new phase that is opening with the passing of the LIE.

- Resolve the current situation of **institutional** uncertainty, with the CFPA able to play a role of generator of more general political agreements to enable synergies to resolve the 'two souls' dilemma with which the Government is approaching the field of gender equality (execution versus policymaking).
- The task of the **CFPA** would seem to be that of progressing with construction of the institutional environment required by implementation of the LIE. At a higher level, this involves making a decision around the institutional rank of ISDEMU. In this respect, the CFPA should encourage the ISDEMU to define its priorities and establish closer work with the executive power.

Lessons learned

- Work to transform and be transformed. In this respect, the CFPA has a strength inbuilt into its structure as an organization, that of the capacity of its members to think reflexively, which, in relation to major political gains, always comes back to the 'question of the movement': what are we like, what are we about and what do we have to do to remain together?
- The key role of strengthening the democratic state. There is a need to link the agenda to the demands themselves for strengthening the democratic state with the rule of law. In fact, a good part of the institutional viability of the demands of the women's movement hinges on the response that each country - as a democracy - is able to give to demands for modernization.
- With regard to methodology, it is urgent to link the processes of the construction of logical models and monitoring to the real life of programmes, separating them from their current, overwhelmingly administrative, role.
- The nature of catalyst programmes is that they are not ends in themselves. It is a desirable indicator that actors do not talk of the project as an entity that has an existence on its own account, but rather that they always refer to the more general process being supported by the initiative.

Midterm programme evaluation (FGE)

Political participation and empowerment of women

[Uruguay] [2015]

The programme

In recent years, Uruguay has successfully institutionalized a progressive rights agenda (equal marriage, voluntary interruption of pregnancy, subsidies for maternity and paternity, the Sexual Harassment Law, etc.) that meets several of organized Uruguayan women's historic demands. Even so, levels of women's political participation place the country among the worst positions in international rankings and are a challenge to its levels of democracy and development.

In order to contribute to reversing this situation and having as beneficiaries the women politicians of all parties and women's organizations, the programme sets out the objectives of: i) Encouraging, supporting and consolidating local initiatives with a gender perspective; ii) Creating formal spaces for the production of these initiatives over the entire country; iii) Maintaining successes in advances in the women's rights agenda; and iv) Encourage the search for forms of sustainability beyond funding from international cooperation.

More specifically, it is sought to contribute to achieving the following key outcomes: 1) Creating spaces for coordination and the generation of proposals among women of civil society and women politicians in at least 10 of the country's departments for monitoring and developing equality policies; 2) Drafting a permanent quota law with the approval of women of all political parties; and 3) Bringing about a 30 per cent increase in national legislative and budgetary initiatives.

Partners: Cotidiano Mujer (Daily Woman) in collaboration with Comisión Nacional de Seguimiento-Mujeres por Democracia, Equidad y Ciudadanía ('CNS Mujeres', National Women-Monitoring Committee for Democracy, Equity and Citizenship) and Ciudadanos en Red (CIRE, Networked Citizens)

Budget (US\$): 355,000

Period: February 2013 - December 2015

Conclusions

- Uruguay has a deficit with regard to the political participation of women and the proven disadvantages of the quota in Uruguay confirm the **relevance** of continuing to reflect on and generate actions for parity.
- The programme is proving very **effective** with regard to awareness-raising and also to placing women's participation on the social and political agenda. Nonetheless, the participation of young women is limited, which requires a constant effort through seeking out innovative strategies to facilitate their participation.
- The use of the **capacity in place** of one of the programme's execution organizations in relation to communication was evaluated as highly effective. It remains a challenge, however, to ensure that communications materials and inputs are used and that there is ownership on the part of the women taking part of the communication strategy and its tools.
- The programme evidences having been very effective in participatory diagnostic **methodology** for the definition of agendas that combine contributions from civil society and women politicians. Nevertheless, being able to move forward operationally with a common agenda remains pending.
- Whereas the National Care System is the flagship of the current national Government, the threat remains that disagreements between the parties may exceed capacity

for the generation of partnerships among women. It is crucial to make the very most of spaces for **awareness-raising and negotiation** in the remaining months of the programme for women politicians and those from civil society to form an alliance with regard to parity and gender-based violence.

- The programme has succeeded in **coordinating** with the Women's Bicameral Caucus, with the Congress of Mayors and its Gender Committee, with the Women's Secretariat of Montevideo City Hall and with other gender mechanisms in the country. The programme has demonstrated a high degree of **effectiveness and potential sustainability** through the establishment of the Council for Gender Equality in Montevideo, as the first institutionalized coordination space.
- The programme has demonstrated a high degree of **effectiveness and potential sustainability** through the establishment of the Council for Gender Equality in Montevideo, as the first institutionalized coordination space. Even so, sustainability is variable in the creation of coordination mechanisms in the rest of the country.
- Whether or not there will be funding after the end of the programme will determine achievements after 2015. Not only is this a constant concern of the women's organizations in the field of advocacy, but an essential condition for the effectiveness, efficiency and sustainability of the

Midterm programme evaluation (FGE)

Political participation and empowerment of women

[Uruguay] [2015]

programme's outcomes.

- Looking ahead to the final evaluation of the programme, it is important to improve the **monitoring** of performance, to systematize actions, to improve the quantification of process and outcome indicators and that its alignment with its objectives is evidenced.

- The human **resources** responsible for administrative tasks (2 persons) have not been sufficient to track actions after interventions that enable constant monitoring of the more independent progress made by women in the departments.

Recommendations

- Identify the causes of the low **use** of communications resources and develop specific strategies to promote **ownership** of these materials by **participants**.

- It is recommended to consider strategies aimed at attracting **young women** in a bid to reverse the constraints on participation.

- Incorporate instances of specific awareness-raising in the **National Care System** into the management team's planning or promote the presence of women programme participants in events organized in this regard.

- Strengthen **links** with new women legislators and with the new leadership of INMUJERES in order to have capacity in place and coordinate work in the country, thus providing follow-up to the project's achievements and enhance the sustainability of the processes.

- Work on identifying **causes of success or failure**: Focus on the sustainability of mechanisms that have had successful implementation processes such as that in Montevideo

and target resources on those departments where there is cumulative work on political participation.

- Include in planning for the remaining months of the programme, reflection and generation of commitments by multiple actors around the creation of the **Regional Fund for Gender Equality**, in general, and the search for **financing** of actions arising from the programme after 2015, in particular.

- Reassess the design of the outcome **indicators** and ensure that they are regularly measured.

- Define indicators to **measure** the effectiveness of actions, taking into consideration the possibility of key actions, as they were set, being partially met, taking account of the programme's limitations of time and resources and, fundamentally, that success depends on factors outside the control of this intervention.

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Planet 50-50 by 2030
Step It Up for Gender Equality

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