



THEMATIC EVALUATION

**THE CONTRIBUTION OF UN WOMEN**  
**TO INCREASING WOMEN'S**  
**LEADERSHIP AND PARTICIPATION**  
**IN PEACE AND SECURITY AND IN**  
**HUMANITARIAN RESPONSE**

Final Synthesis Report  
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## ACRONYMS

ASEAN	Association of Southeast Asian Nations
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
CSO	Civil Society Organization
CSW	Commission on the Status of Women
DAW	Division for the Advancement of Women
DESA	United Nations Department for Economic and Social Affairs
DPA	Division of Political Affairs
DPKO	Department for Peacekeeping Operations
ECOWAS	Economic Community of West African States
GNWP	Global Network of Women Peacebuilders
IANWGE	Inter-Agency Network on Women and Gender Equality
IASC	Inter-Agency Standing Committee
INCAF	International Network on Conflict and Fragility
INSTRAW	United Nations International Research and Training Institute for the Advancement of Women
M&E	Monitoring and Evaluation
NGO	Non-Governmental Organization
NGOWG	NGO Working Group on Women Peace and Security
OECD	Organisation for Economic Co-operation and Development
OECD DAC	Organisation for Economic Co-operation and Development – Development Assistance Committee
OCHA	Office for the Coordination of Humanitarian Affairs
OHCHR	Office of the High Commissioner for Human Rights
OSAGI	Office of the Special Adviser on Gender Issues and Advancement of Women
OSRSG-SVC	Office of the Special-Representative of the Secretary-General on Sexual Violence in Conflict
PBSO	Peacebuilding Support Office
PSS	Peace and Security Section
RBM	Results-Based Management
SGBV	Sexual and Gender-Based Violence
SSR	Security Sector Reform
SWAP	System-wide Action Plan
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
UNCT	United Nations Country Team
UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Group
UNFPA	United Nations Population Fund
UNHCR	Office of the United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNIFEM	United Nations Development Fund for Women

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# FOREWORD

Violent conflict affects and engages men, women, girls and boys in different ways. Women often bear the brunt of many of the harmful consequences of armed violence and disaster. Gender-based violence and inequalities are often exacerbated by violent conflict, however, post-conflict reconstruction can sometimes open up new opportunities for women's participation in the political and economic spheres. UN Security Council resolution (UN SCR) 1325 recognizes, as a matter of international peace and security, the urgent need to address women's participation in peace processes and peacebuilding as well as the need to protect women and girls from violations of their rights during and after violent conflict. Subsequent resolutions, Presidential Statements of the Security Council as well as regional, sub-regional and national policy frameworks have underlined these imperatives.

UN Women prioritizes the area of increasing women's leadership and participation in Peace and Security and Humanitarian Response and support the implementation of intergovernmental commitments on peace and security, including those from the Beijing Platform for Action, SCRs 1325, 1820, 1888, 1889, 1960, 2106 and 2122 and relevant regional commitments.

The UN Women Evaluation Office undertook this corporate thematic evaluation to capture key contributions to results and lessons learned of UN Women and predecessor entities that could inform UN Women's current and future work.

The evaluation analysed the influence of UN Women and predecessor entities on policy and normative work in the area of women, peace and security, programming process and results, and organizational strengths and constraints of UN Women in fulfilling its mandate.

Lessons are drawn, in particular, from case studies conducted in Afghanistan, Colombia, Haiti, Kosovo, Liberia and a focused study of contributions at the global level.

The findings of this evaluation provide key lessons about innovative practices and successful strategies of UN Women and predecessor entities, as well as

insights into those actions that UN Women needs to move forward to achieve strategic objectives in this thematic area. UN Women is in a leading position to influence global policy and debates on women's leadership and participation in peace and security, and has made an effective contribution to enhancing women's leadership and participation in this area. UN Women effectively supported increased women's access to mechanisms to enable them to participate in peacebuilding and post-conflict reconstruction. It facilitated access to political, legislative, policy and planning processes for women and women's organizations and improved women's access to basic services in conflict-affected contexts, including women's voice in transitional-justice processes. However, as a young entity, UN Women is facing challenges that are pertinent to new organizations such as clarifying procedures and operationalizing goals as well as strengthening its results based management systems and securing adequate human and financial resources.

The evaluation makes five action oriented recommendations to UN Women aimed at strengthening its work in this thematic area.

We hope that this timely evaluation will be useful for UN Women management and Executive Board members in strengthening the work of UN Women to increase women's leadership and participation in peace and security and humanitarian response

Marco Segone



Director, UN Women Evaluation Office



# EXECUTIVE SUMMARY

## Evaluation background and purpose

The United Nations Entity for Gender Equality and the Empowerment of Women (UN Women) was created in July 2010 and became operational in January 2011. The new entity consolidates the mandates of the four United Nations entities which previously focused exclusively on gender equality and women's empowerment, namely: the Division for the Advancement of Women (DAW), the Office of the Special Advisor on Gender Issues and Advancement of Women (OSAGI), the International Research and Training Institute for the Advancement of Women (INSTRAW) and the United Nations Development Fund for Women (UNIFEM). In addition to its normative support and operational functions, UN Women is also responsible for leading, coordinating and promoting accountability of the United Nations system in its work on gender equality and women's empowerment.

The purpose of the evaluation was to: (i) document and assess the contribution of UN Women and its predecessor entities to women's leadership and participation in peace and security between 2008 and 2012; and (ii) identify lessons learnt and present forward-looking recommendations. The evaluation was led by an external independent team and took place between September 2012 and September 2013, during which there were two main phases of data collection and analysis.

## Methodology

To address the evaluation's objectives and questions, an analytical framework was developed and was structured around three dimensions, namely: normative/policy influence; operational impact; and organizational capacity. These three dimensions were used to structure and guide the primary and secondary data collection and analysis in all phases of the evaluation. The analytical framework of this theory-based evaluation assessed whether UN Women and predecessor entities achieved planned policy and programme results, as well as the robustness of explicit or

implicit assumptions about how change is meant to happen as a result of UN Women's activities or inputs. The framework integrated key evaluation criteria of effectiveness and coverage, partnership and coordination, relevance, coherence, impact and sustainability.

A mixed methods approach was used with an emphasis on qualitative methods. Information from different sources was compared and reconciled to ensure the triangulation of findings. The team consulted over 250 documents and held 217 interviews (39 with UN Women staff and 178 with other stakeholders).

During the desk phase, the team mapped, coded and quantitatively analysed UN Women and predecessor entities' peace and security and humanitarian response portfolio between 2008 and 2012. It undertook an in-depth analysis of the results logic and achievements of 12 UN Women and UNIFEM programmes, and reviewed relevant strategy documents.

During the fieldwork phase, six case studies were completed including five country studies (Afghanistan, Colombia, Haiti, Kosovo and Liberia) and a headquarters/global policy study. During field visits, data was collected using primary documents, focus groups and semi-structured key informant interviews among a wide range of stakeholders.

## Limitations

A number of limitations were identified during both the inception and fieldwork phases. Those identified during the inception phase were addressed in the methodology. For example, the period of the evaluation coincided with the creation of UN Women and while the transition to UN Women had been completed, the consolidation of new organizational processes was still underway. The evaluation thus took note of the organizational challenges associated with the early days of this consolidation process. Furthermore, the evaluation period straddled two strategic planning periods. UN Women's predecessor entities could only be assessed against their relevant strategic plans (and not against the 2011-2013 UN Women Strategic



Plan). The evaluation was therefore used to draw lessons from the experience of predecessor entities on relevant peace and security work to inform current and future practice. Also, a full assessment of UN Women's humanitarian response (HR) capacity was not possible as it is a new work area for UN Women, as noted in the inception phase. It was also considered important to ensure an appropriate balance in the assessment of operations and programming vis-à-vis global policy work. Therefore, a case study of activities at headquarters was undertaken, alongside the desk studies and fieldwork of country-level programming and operations. Although primary documents (those created by UN Women and predecessor entities) were an important source of data for the evaluation, the availability and quality of documents at headquarters and country level varied. Finally, the complex and sensitive nature of the peace and security and humanitarian response agenda means that much of the critical work is not documented through conventional results-based frameworks. The qualitative methods used in fieldwork were therefore appropriate for capturing achievements and lessons from these environments.

The recently approved Strategic Plan 2014-2017 addresses some of the issues identified in this evaluation, such as medium-term programme planning and annual work planning processes.

## **Strategic objectives of UN Women and its predecessor entities relating to women, peace and security**

The United Nations mandate for gender equality and women's empowerment is guided by several international agreements and commitments, including the Convention on Elimination of All Forms of Discrimination against Women (CEDAW), the Beijing Declaration and Platform for Action (1995) and Agreed Conclusions of the United Nations Economic and Social Council (1997/2). United Nations Security Council resolution 1325 calls for women's 'equal participation and full involvement in all efforts for the maintenance and promotion of peace and security.' This and subsequent Security Council resolutions (1820, 1888, 1889 and 1960) provide the normative mandate for the United Nations' activities relating to women, peace and security.

Between 2008 and 2012, women, peace and security became more prominent in the strategic objectives of UN Women and its predecessor entities. Reference to peace, security and resolution 1325 appeared in the work plan of OSAGI and DAW in 2010-2011, and in UNIFEM's Strategic Plan 2008-2011. In UN Women's Strategic Plan 2011-2013, 'women's leadership in peace, security and humanitarian response' is a strategic goal and thematic/priority area of work in its own right.

## **Peace and security activities of UN Women and its predecessor entities**

An analysis was conducted of former UNIFEM and UN Women programme documents related to peace and security activities between 2008 and 2012. It highlighted a focus on the following areas (in order of prominence): violence against women and girls (particularly conflict-related sexual and gender-based violence [SGBV]), (18.8 per cent); access to justice (16.2 per cent); security sector reform (12 per cent); development of national action plans (monitoring, implementation and development) under resolution 1325 (10.3 per cent); transitional justice (8.5 per cent); community-level conflict mediation and prevention (7.7 per cent); and general post-conflict democratic governance (6.8 per cent). In the same period, there were few programming activities that related to peace negotiations, post-conflict constitution-making, transitional elections, post-conflict recovery, disarmament, demobilisation and reintegration or human trafficking.

OSAGI and DAW led intergovernmental support and coordination on gender equality issues and gender mainstreaming within the United Nations, although DAW did not focus on women, peace and security. At the global level, the UN Women Intergovernmental Support Division and the UN Women United Nations System Coordination Division now lead work on intergovernmental support and coordination activities, respectively. On women, peace and security, the Peace and Security Section within the UN Women Policy Division is actively involved in both the normative support function and inter-agency coordination.

Peace and security is a growing area of work for UN Women. Although expenditure on peace and security programmes has ranked fourth out of five priority

areas in each of the past three years, it also steadily grew from \$15 million in 2010 to \$25 million in 2012.

## Findings

### UN Women's contribution to women's leadership and participation in peace and security

The activities and programmes of UN Women and its predecessor entities between 2008 and 2012 contributed to the advancement of women's leadership and participation in peace and security – both in terms of supporting the development of global and national norms and policy, and their implementation by Member States.

Between 2008 and 2012, UN Women and its predecessor entities contributed significantly to shaping global policy and norms that advance women's leadership and participation in peace and security. The evaluation period was one of intense intergovernmental activity to advance the women, peace and security agenda. In particular, between 2008-2010, OSAGI, DAW and UNIFEM supported the adoption of three resolutions on women, peace and security (1820, 1888, 1889); and since the creation of UN Women, two additional ones have been agreed (1960, 2106).

UN Women and its predecessor entities have also supported the establishment of United Nations-wide frameworks to monitor and support implementation of Member State and United Nations commitments on resolution 1325. These include the system-wide action plan (SWAP) (2008-2009) but, more significantly given its limitations, the Strategic Results Framework (2010-2020). A set of 26 globally-relevant indicators were developed in 2010 at the request of the Security Council to monitor the United Nations' implementation of the women peace and security resolutions and for voluntary reporting by Member States. Tailored frameworks addressing specific peace and security activities by sub-sets of United Nations entities were developed and integrated into the overall Strategic Results Framework – for instance, the Secretary General's Seven-Point Action Plan on gender-responsive Peacebuilding and the Strategic Framework for United Nations Action against Sexual Violence in Conflict. In addition, UN

Women and its predecessor entities provided support to intergovernmental bodies in the implementation of resolutions on women, peace and security through analytical and knowledge-building work.

Although these achievements in normative and intergovernmental support predate its creation, the establishment of a discrete Peace and Security Section within UN Women is an important factor in continuing the momentum of work on women, peace and security.

At the country level, in all five of the country case studies, UN Women and UNIFEM made important contributions during the evaluation period to developing national laws and policies to advance work on women, peace and security. These include national action plans on resolution 1325, laws relating to transitional justice and violence against women, and gender equality action plans and policies. UN Women and UNIFEM activities helped ensure women's views are heard in legislative processes, provided technical assistance to law-making bodies and developed the capacity of implementing state bodies.

UN Women and UNIFEM country-level activities also helped more women to exercise leadership and actively participate in processes associated with peace and security via both direct and indirect support through country and project offices. Direct support relates to activities leading directly to an increase in women's leadership and participation in peace and security. Such activities included: facilitating access to national political, legislative and policymaking processes, including national peace talks and international conferences; establishing forums enabling women to participate in community peacebuilding and security; and increasing the number of women leaders, civil servants and service providers.

Indirect support activities help build the enabling conditions for women's leadership and participation. Activities included: technical inputs into gender-sensitive legal and policy frameworks; capacity development and institutional support for public bodies, such as support to mainstream gender into security agencies (e.g. police force) or improve their response to SGBV, or women's organizations and networks; raising awareness of and sensitization activities towards women's rights, women's perspectives and gender-sensitive

services; and (co)production of knowledge products supporting advocacy efforts and policymaking/ implementation such as databases, handbooks and toolkits.

The case studies and supplementary desk study found that most programme results are reported at the output and, to a lesser degree, outcome level of the strategic and project results frameworks. There are some examples of higher-level impact (e.g. increase in successful prosecutions of SGBV crimes) but country and project offices do not systematically assess or report on their contribution to these higher levels of results frameworks or articulate how outputs and outcomes will lead to them in practice.

The case studies identified organizational features limiting the normative and operational effectiveness of all five country and project offices. In particular, inadequate medium-to-long-term strategic planning; weak programme design; negligible risk management, monitoring and evaluation (M&E); and insufficient human and financial resources.

Country context was also found to influence the ability of country and project offices to advance their normative and operational objectives (e.g. government ownership of resolution 1325, geopolitical significance of the country and presence of other international actors). However, staff skills, knowledge and experience were found to be equally important factors in determining the degree to which Countries/Projects can maximise the opportunities and limit the constraints presented by both organizational factors and country context. For example, the Kosovo project office benefitted from the commitment, advocacy skills and credibility of experienced staff members. Similarly, the transitional justice expertise of the Colombia country office was instrumental in its achievements in this area. Results are particularly strengthened by the ability of country office staff to combine thematic expertise, contextual understanding and strategic advocacy and analytical skills with access to key networks, and identify key opportunities for effective engagement with stakeholders at national and sub-national levels among civil society and government/ state actors.

The case studies also found that how UN Women works and engages with country-level stakeholders

strongly influences the effectiveness of their activities. For example, daily interactions and networking with strategic actors to build alliances and broker dialogue (e.g. in Kosovo), and the ‘accompaniment’ of women’s organizations in their advocacy activities and engagement (e.g. in Colombia) were based on a deep and practical understanding of the political economy context.

These process elements are an important part of the implicit theory of change of how some country and project offices contributed to women’s leadership and participation, and improved peace and security outcomes for women more generally. In other words, some country and project offices understand how they work to be as important as specific types of inputs if they are to act as a catalyst for transformative and sustainable changes in policy and practice. These process achievements are not captured and reported in current planning and monitoring tools and documents.

Finally, while there is demand from humanitarian actors in the United Nations and beneficiary organizations for gender-responsive approaches to humanitarian action, UN Women’s humanitarian response capacity and activities remain limited at present. However, the case study of Haiti provides some promising examples of UN Women’s potential niche in this new area of work.

## UN Women’s strategic coherence

The objectives of resolution 1325 are clearly reflected in Goal 4 of UN Women’s Strategic Plan which provides coherence for the entity’s work on women’s leadership and participation in peace and security. While there is variation in how clearly country objectives are nested in global objectives, all five country case studies demonstrated sustained efforts to advance the goals of resolution 1325 and other peace and security objectives predating the creation of UN Women.

The country cases studies also demonstrated that UN Women country and project offices are, in most cases, adept at translating corporate strategic objectives into country-level objectives and programmes. However, the ability of country staff to adapt their activities to changing country conditions so as to improve the

chances that higher-level objectives are met, vary. Weak strategic planning and continuing reliance on ad hoc financing for specific projects rather than longer-term programming were found to undermine programmatic coherence at country-level.

Knowledge production is rich and authoritative, particularly at the global level where the Peace and Security Section is viewed as a globally recognised source of information on women, peace and security. However, inadequate corporate knowledge management systems and communication between headquarters and country offices is currently an obstacle to improving coherence between policy and programmes.

### UN Women's strategic positioning

At the global level, UN Women is seen as a lead actor on women, peace and security within the United Nations system. There was a clear change in the visibility and reputation of UN Women and its predecessor entities on such issues during the evaluation period. Such changes predate the creation of UN Women but the entity's new status, whereby the Executive Director serves as Under-Secretary-General, its inclusion in the Resident Coordinator system at country-level and the creation of a dedicated Peace and Security Section, has increased its capacity for leadership and influence within the United Nations system on these issues.

At the country level, UN Women's strategic presence and position varies from country to country as a result of organizational and country-specific factors. These constraints and opportunities are mediated by the skills, experience and instincts of the staff in position.

In principle, UN Women's new status in the United Nations system provides opportunities to engage with and influence high-level stakeholders (e.g. government, United Nations entities and international organizations). However, there is limited evidence of an increase in the visibility and influence of country offices since the creation of UN Women. Many respondents believed this would happen once the Country Directors took up their positions but the case studies highlighted a lack of clarity, including among some UN Women staff, of how UN Women's operational role would differ from the project-based work of its predecessor, UNIFEM.

### UN Women's strategic partnerships and inter-agency coordination

At the global level, UN Women and its predecessor entities demonstrated an increased ability to build strategic relationships within the United Nations system and to broker dialogue between stakeholders in women, peace and security. The Peace and Security Section demonstrated its ability to engage and collaborate with, as well as influence, important actors in peacebuilding and peacekeeping in particular through its relationships with the Department of Political Affairs (DPA), the Peacebuilding Support Office (PBSO), the Office of the High Commissioner for Human Rights (OHCHR) and the Department for Peacekeeping Operations (DPKO). There are also examples of proactive and strategic engagement with Member States who champion women, peace and security issues.

Interviewees also reported an improvement in inter-agency coordination at the global level. For example, the UN Women Executive Director now chairs inter-agency fora, such as the Inter-Agency Network on Women and Gender Equality (IANGWE). The new status of UN Women within the UN system and the creation of a dedicated Peace and Security Section with thematic expertise, supported by the Intergovernmental Support Division and the UN System Coordination Division, among others, with their complementary expertise, are important factors in consolidating UN Women's role and influence in UN-wide developments that are relevant to women, peace and security. This builds on the work and achievements of its predecessor entities.

At the country level, evidence from all five case studies showed that UN Women and UNIFEM have built and leveraged relationships with other stakeholders to advance women, peace and security norms and their implementation. However, the types of partnerships and with whom they were built, varied, as did their relevance, quality and effectiveness in terms of supporting women's leadership and participation.

Support to women's non-governmental organizations (NGOs) and community-based organizations were the foundations of UNIFEM's operational work which was apparent throughout the evaluation period. All five country and project offices worked with women's organizations and community groups, providing forums

for participation in peace and security and facilitating access to decision-making processes. However, there were differences between countries in the level at which offices leveraged partnerships (e.g. at national, sub-national and/or community levels), the range of stakeholders they engaged with, and the degree to which offices worked through organizations, facilitated networks between them and/or brokered relationships between women's organizations and other stakeholders (in particular, government).

These variations can, in part, be explained by the political and social differences between countries. However, the ability of UN Women staff to read and respond to local political economy conditions and the needs and expectations of stakeholders also plays a role. For example, whereas women's organizations in Afghanistan reported needing UN Women to be more vocal publicly on women's rights, those in Colombia said that they needed UN Women to facilitate their voice rather than speak for them.

Women's civil society organizations (CSOs), at both the global and country level, expressed concern that UN Women would be working more intensively with intergovernmental bodies and national governments than its predecessor entities, because they interpreted this to mean that UN Women would engage less with women's organizations.

The five country and project offices also engaged with government through their peace and security programming between 2008 and 2011, although some offices demonstrated a greater ability to spot and nurture strategic partnerships with influential reform champions within government in order to promote ownership and sustainable changes in policy and practice.

There are examples of UN Women working collaboratively with other United Nations entities at country-level, such as working groups, information-sharing and joint programming. However, there is limited evidence that UN Women has begun to play a more proactive or substantial inter-agency coordination role. Again, there is an expectation that Country Directors will lead changes in practice but many country stakeholders, including UN Women staff, remain unclear as to what the new coordination mandate of UN Women entails.

## Conclusions

The findings provide lessons about innovative practices and successful strategies of UN Women and its predecessor entities, as well as insights into actions UN Women needs to take to move forward and achieve strategic objectives in this thematic area. Taken together, and placed in the context of UN Women's comparative advantage, and internal and external constraints, they provide the basis for overall conclusions and actionable recommendations to support UN Women to deliver its mandate, and its peace and security and humanitarian response strategic objectives, with specific reference to women's leadership and participation.

### A. Policy and normative support function on women, peace and security

**Conclusion 1:** Building on the achievements of its predecessor entities, UN Women is in a strategic position to influence global policy and debates on women's leadership and participation in peace and security.

Since 2008, UN Women and its predecessor entities made strategic use of opportunities such as the lead up to the ten-year anniversary of resolution 1325 and the establishment of UN Women itself, to step up their commitment to and the weight of the women, peace and security agenda in global policy and debates on peace and security. In particular, this included contributing to the establishment of a thicker web of normative commitments, including Security Council resolutions 1820, 1888, 1889, 1960 and their corresponding monitoring and accountability frameworks.

**Conclusion 2:** UN Women has a clear normative support mandate under resolution 1325 to implement the peace and security and humanitarian response agenda.

Security Council resolution 1325 and Goal 4 of UN Women's Strategic Plan 2011-2013, provide an overarching theory of change for the work of UN Women, where the focus on women's leadership and participation is considered central to advancing peace and security and gender equality goals. There are, however, different views on how proactive UN Women could be in driving efforts to step up the pace of implementation of internationally agreed norms and standards on women, peace and security, or whether it should be



more reactive to and in step with the needs of Member States. Achievements in the period under evaluation appear to have benefitted from more proactive approaches, but sustainable efforts require buy-in from Member States.

**Conclusion 3:** The transition to UN Women has increased the strategic presence, leadership and influence of the entity at the global level but not necessarily yet (or always) at country level.

The creation of UN Women, and its new thematic set up, created the space to scale up intergovernmental engagement and coordination activities to support and monitor United Nations-wide and global implementation of women, peace and security commitments on women's leadership and participation. The entity is now better equipped to engage with United Nations-wide processes in support of peace and security at the global level. However, in-country influence to take the lead on women, peace and security is less developed.

**Conclusion 4:** Lessons from country-level programmatic experiences and policy engagement at both national and regional levels do not sufficiently inform UN Women policy work and engagement at the global level.

Opportunities for cross fertilisation between country programmes and global policy work are limited, constraining UN Women's capacity to harness the more creative and innovative practices emerging from its country-level work. In practice, this also limits UN Women's capacity to support domestic and regional policy processes in a timely way.

## B. Programming at country and regional levels

**Conclusion 5:** In some countries and across some thematic areas, UN Women is making an effective contribution to enhancing women's leadership and participation in peace and security.

UN Women's contribution to women's leadership and participation in peace and security includes: enabling women to participate in peacebuilding and post-conflict reconstruction through increased access to mechanisms or institutions; facilitating access of women and women's organizations to political,

legislative, policy and planning processes; improving women's access to basic services in conflict-affected contexts, including justice and security; increasing the number of women leaders, civil servants and service providers; and including women's voice in transitional-justice processes.

**Conclusion 6:** Processes and ways of working are as important for achieving change as programme outputs, if not more so, yet this is often unrecognised and undocumented in current reporting frameworks. Lessons on how to achieve change are, therefore, missed.

Factors contributing to more effective normative and operational work include: a strategic engagement with relevant intergovernmental and United Nations-system actors and women's CSOs at global, regional, national and grassroots levels; catalytic work based on facilitating policy and reform space and brokering relations between different stakeholders at all levels; and flexibility to maximise windows of opportunity, noting the volatility of fragile and conflict-affected situations. Such experiences and modes of work are not documented sufficiently, and the situation is not helped by current reporting and results frameworks.

**Conclusion 7:** UN Women has built meaningful and strategic partnerships across a range of national actors in some countries, especially with women's organizations and, increasingly, with government and state actors.

UN Women's success in building effective partnerships varies from country to country. It depends, in part, on the degree to which there is an enabling environment for productive partnerships to evolve, as well as the degree to which country staff have the necessary advocacy skills, access to relevant networks and the strategic vision to identify key partners. There is concern that UN Women's greater scope for engagement with government under its new mandate, will draw it away from UNIFEM's focus on engagement with women's organizations.

**Conclusion 8:** Progress towards increased and more effective inter-agency coordination within the United Nations system at country level is slow.

Working collaboratively in-country with and through other United Nations entities was found to be

essential, since UN Women's operational presence is likely to remain limited in the current funding climate. Therefore, coverage at country level and the scope for influence rely on identifying and using strategic opportunities to support or work with (and through) other United Nations entities. Overall, however, UN Women's inter-agency coordination role remains underdeveloped at country level and poorly understood by both UN Women staff and those from other United Nations entities.

### C. Organizational structure and capacity

**Conclusion 9:** United Nations Security Council resolution 1325 reflects a high-level theory of change about the importance of women's participation in peace and security. The results chains and theories of change underpinning UN Women's activities are, for the most part, implicit and rarely documented.

UN Women's programme and project results chains are rarely underpinned by clear causal relationships between activities and expected results. There is much stronger evidence on 'low-level' results and outputs than on higher-level outcomes due to weak programme design and a lack of theories of change which are based on realistic objectives, appropriate activities and plausible linkages. Inadequate strategic planning at country level also limits the possibility for joined programming (within and beyond the peace and security section within a country) and for UN Women to concentrate resources on its areas of comparative advantage. Weak strategic prioritisation of programme design constrained UN Women's ability to contribute significantly to higher-level objectives.

**Conclusion 10:** UN Women has yet to institutionalize an evaluation culture and M&E systems and processes remain underdeveloped.

While there are processes currently underway to build up evaluation systems, the evaluation found that a strong culture of evaluation within UN Women remains underdeveloped. For the period under evaluation, monitoring, reporting and evaluation focused mostly on compliance and accountability, in particular to donors, rather than learning within and between programme cycles and across areas of work. Combined with its underdeveloped knowledge management systems, UN

Women's evidence base and learning on what works well (or does not), under what conditions and why, will remain limited. A knowledge base is essential to improving programming, including the development and testing of sound theories of change. The emphasis on bureaucratic accountability rather than learning from evaluation also limits the entity's ability to assess the continuing relevance of programmes and adapt them as conditions change – an almost certain requirement in volatile fragile and conflict-affected settings – to enable strategic objectives (rather than defunct outputs) to be achieved.

**Conclusion 11:** There is a disconnect between global policy and normative engagement/priorities, and country programmes and operations. The communication gaps between different parts of the entity and the lack of knowledge management systems and processes are major obstacles in this respect.

The development of an evidence-based research and knowledge base has been considered a central asset of the thematic section. It is an important resource to support country policy and programming needs, and to inform global-level intergovernmental work and coordination efforts. It is also a mandated feature of UN Women's technical expertise and catalytic potential. However, weak knowledge management inhibits the best use of this resource. Underdeveloped planning and documentation of country-level lessons and experiences do not support this.

**Conclusion 12:** Resources (human and financial) are inadequate to fulfil the increased expectations on UN Women, but existing resources could also be used more strategically and effectively.

There is an imbalance between resources and expectations concerning what UN Women can and should deliver. The situation is compounded by the constraints of relying mainly on project rather than core funding. The Peace and Security Section has, for good reason, focused on intergovernmental and coordination work at the headquarters/global level. However, country offices now need greater support if they are also to deliver on UN Women's operational mandate which includes building country-level capacity in terms of advocacy, analytical skills and thematic expertise, as



well as building systems to make more effective use of UN Women's coordination role and catalytic potential.

**Conclusion 13:** Limited institutionalisation of capacity and knowledge and, in some cases, an over-reliance on individual motivation, skills and tacit knowledge undermine UN Women's capacity to fulfil its mandate.

UN Women has good skills and capacities at all levels in key areas. It has the capacity to analyse the political-economy conditions of conflict and fragility; the advocacy skills to both engage strategically and build long-term relationships, partnerships and networks with all relevant actors; and relevant thematic expertise and technical skills. However, these tend not to be institutionalized or embedded in organizational processes but too often rely on individual capacities. As a result essential skills are not found consistently within teams.

## Recommendations

**Recommendation 1: Continue to scale up proactive intergovernmental engagement and inter-agency coordination through a twin-track approach to: (i) pursue women, peace and security implementation proactively and (ii) encourage buy-in from key (and sometimes reluctant) stakeholders, including selected Member States and key United Nations entities.**

At the global level, UN Women should:

- Ensure the presence of senior staff in inter-agency forums and coordination activities including, but not limited to, those chaired by UN Women at global, regional and national levels.
- Develop new strategic relationships at the global level, including partnerships and alliances with key international stakeholders and groups that are leading peace and security and related debates beyond the United Nations system. Specifically, UN Women needs to build stronger links with the World Bank (especially the Nairobi-based Fragility Hub), and groups such as the International Dialogue on Peacebuilding and Statebuilding, and intergovernmental humanitarian entities, among others.
- Support the creation of thematic groups and communities of practice in key policy areas relating to women, peace and security, that are comprised

of key staff from country and project offices, and headquarters to improve mutual learning and cross fertilisation between global policy engagement and country experience.

At the regional and country level, UN Women should:

- Increase staff capacity in regional offices so they can play a more proactive and strategic intergovernmental and coordination role with regional actors and regional policy/political processes relevant for peacebuilding and statebuilding agendas. These include the African Union, the Economic Community of West African States (ECOWAS) and the West African Economic and Monetary Union (UMOE), the Association of Southeast Asian Nations (ASEAN), the Organization of American States (OAS) and the Inter-American system of human rights.
- Increase the opportunities for staff at headquarters and in the country offices to engage with each other, to support policy engagement at country-level and to learn lessons from programme work, in particular through reciprocal secondments.

**Recommendation 2: UN Women should strengthen programming capabilities to remain flexible and adaptive, while improving strategic planning, strategic prioritisation of interventions and catalytic engagement in women, peace and security programming.**

At the global level, UN Women should:

- Develop new knowledge products to document innovation and achievements on ways of working and political engagement in the different thematic areas of women, peace and security programming. Such investment should result in the provision of practical guidance for programming design, including on theories of change.
- Develop clear practical guidance for all levels of its inter-agency engagement, as the Inter-Agency coordination strategy is finalised, to clarify the entity's catalytic role and operational presence for United Nations entities, other partners and stakeholders.

At the country level, UN Women should:

- Improve long-term strategic planning and prioritisation capacity based on enhanced context and conflict analysis, and political economy analysis

which informs the selection of interventions and where efforts are best targeted.

- Increase joint programming and collaboration with other United Nations entities on peace and security and humanitarian response. In some cases, this may require the development of memorandums of understanding on ways to work together, to facilitate country-level inter-agency relations. This seems particularly appropriate to facilitating in-country relations between UN Women and DPKO.

**Recommendation 3: UN Women should better document implicit theories of change which feature in practice in much of its work at headquarters and in the country office.**

At the global level, UN Women should:

- Encourage the development of explicit hypotheses of how UN Women's support will lead to desired outcomes for all peace and security programmes.
- Develop and implement an organization-wide M&E strategy and systems to better capture and feed lessons into strategy and programme cycles, taking into account the challenges of capturing process results related to policy influence, especially in politically sensitive contexts.
- Invest human and financial resources to encourage strategic monitoring, and knowledge production and management, to enable feedback and documentation on lessons learned.

**Recommendation 4: UN Women should invest in organizational capacities, and financial and human resources on women, peace and security.**

UN Women should:

- Conduct an assessment of country office staff capacities on peace and security to identify gaps and priorities. On this basis, develop a capacity-building strategy that encompasses training and on-the-job learning.

- Conduct a United Nations-wide consultation and UN Women capacity and needs assessment regarding UN Women's future work on humanitarian action.
- Use regional offices more strategically as resource-effective capacity development spaces, using thematic experts to run workshops for a number of country office staff members in countries where particular women, peace and security themes are seen to be especially relevant.

**Recommendation 5: Introduce and support more systematic risk assessments to be embedded in planning and M&E at country level.**

UN Women should:

- Develop, test and deploy tools to monitor and manage political risks within existing M&E processes.
- Implement and monitor closely the 'do no harm' principle across the peace and security portfolio to mitigate any unintended consequences for beneficiary groups, taking into consideration the increased vulnerability of women and children in conflict-affected and fragile situations.

# INTRODUCTION

This synthesis report is the final output to emerge from a corporate evaluation of the contribution of the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women) and its predecessor entities<sup>1</sup> to increasing women's leadership and partnership in peace and security and humanitarian response. UN Women's four predecessor entities were: the Division for the Advancement of Women (DAW); the International Research and Training Institute for the Advancement of Women (INSTRAW); the Office of the Special Adviser on Gender Issues and Advancement of Women (OSAGI); and the United Nations Development Fund for Women (UNIFEM).

The evaluation was conducted by an external evaluation team between October 2012 and May 2013. The process was managed by the UN Women Evaluation Office and was supported by reference groups from the United Nations and UN Women, and country offices where country case studies were conducted. The evaluation's objectives, scope, methodology and findings were presented to the relevant reference groups for validation during the agreed stages of the evaluation process.

The synthesis report is based on analysis, findings and recommendations from the other main stages of the evaluation. A more detailed description of the approach, activities and findings of each phase can be found in the individual reports in Annexes III-X.

This report is divided in four sections. Section 1 outlines the evaluation process, including the objectives, methods and limitations. Section 2 describes the context of the evaluation, including the mandate, strategic goals and activities of UN Women and its predecessor entities in relation to women's leadership and participation in peace and security and humanitarian response. Section 3 presents the findings of the evaluation exercise and Section 4 presents the main conclusions, lessons learned and recommendations.

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<sup>1</sup> For brevity, the report refers to UN Women but this should be understood to include its predecessor entities for the pre-2011 period. Where relevant, the specific entity will be referred to by name.

# 1. EVALUATION PROCESS

## 1.1 Purpose, objectives and scope of the evaluation

The **evaluation** assessed UN Women's achievements in supporting women's leadership and participation in peace and security. As both a summative and formative evaluation, it drew on the results achieved and lessons learned by UN Women to generate forward-looking recommendations on the strategic coherence, policy and operational practice of the new composite entity in the thematic areas of peace and security and humanitarian response.

As indicated in the terms of reference, **the objectives of the evaluation were to:**

- Assess and document UN Women's contribution to increasing women's leadership and participation in peace and security;
- Analyse UN Women's strategic coherence and positioning since its creation with regards to its contribution to women's leadership and participation in peace and security and humanitarian response at normative and programmatic levels;
- Assess how UN Women is leveraging partnerships at national, regional and global levels, including its contribution to United Nations system coordination;
- Analyse UN Women's capacity to respond to the changing priorities of both countries and the international community in relation to emerging international conflict/crises and its new mandate; and
- Assess and make recommendations on the adequacy of results frameworks, internal systems and capacities to support normative, coordination and programming work in this area.

The evaluation focuses on UN Women's support to women's leadership and participation in peace and security and humanitarian response as defined by Goal 4 of the development results framework of UN Women's Strategic Plan 2011-2013, and in the equivalent activities and objectives of its predecessor entities.

## 1.2 Background

In 2010, the United Nations General Assembly resolution 64/289 combined the four previously distinct parts of the United Nations system which focused exclusively on gender equality and women's empowerment into one entity (A/Res/64/289) and, on 1 January 2011, UN Women became fully operational.

The United Nations General Assembly calls on UN Women to have universal coverage, strategic presence and ensure closer links between its normative support and operational activities. Moreover, UN Women has a leading role in normative and operational support, as well as United Nations system coordination on gender equality, including in peace, security and humanitarian action:

*Grounded in the vision of equality enshrined in the Charter of the United Nations, the composite entity will work for the elimination of discrimination against women and girls; the empowerment of women; and the achievement of equality between women and men as partners and beneficiaries of development, human rights, humanitarian action and peace and security. Placing women's rights at the centre of all its efforts, the composite entity will lead and coordinate United Nations system efforts to ensure that commitments on gender equality and gender mainstreaming translate into action throughout the world. It will provide strong and coherent leadership in support of Member States' priorities and efforts, building effective partnerships with civil society and other relevant actors (A/64/588).*

UN Women was created as part of the United Nations reform agenda and brought together existing resources and mandates to 'sharpen the focus and impact of the gender equality activities of the entire United Nations system' (A/64/588). UN Women is a composite entity with the Executive Director serving as a United Nations Under-Secretary-General and operating within the resident coordinator system at country level.

The creation of UN Women brought together the mandates and responsibilities of its predecessor entities on gender equality and women's empowerment. A reorganization of thematic, policy and programming roles was key to making the merger effective. It included the creation of a separate thematic section on peace and security<sup>2</sup> to provide intellectual leadership on this issue, as defined in Goal 4 of UN Women's Strategic Plan 2011-2013.<sup>3</sup> Programmatic leadership lies with the programming division.

Recent and ongoing changes made a corporate evaluation timely, providing valuable opportunities to inform the strategic direction and practice of the new entity. However, they also presented challenges to the evaluation because assessment of past capacity, strategy and performance was either based on activities of predecessor entities (with different structures, mandates and strategies) or UN Women departments and offices still under development during the period of the evaluation.

While the focus of the evaluation was UN Women and its strategic objectives, the findings of the evaluation also informed how its work in this thematic area is nested in, and can better contribute to, the advancement of gender equality goals and gender mainstreaming work on peace and security throughout the United Nations.

### 1.3 Limitations

A number of limitations to achieving the evaluation objectives were identified during the inception and desk phases, while further challenges were found during the field study phase. In consultation and agreement with the Evaluation Office and UN Women reference group, the direction and methodology of the evaluation exercise was adjusted to address some limitations, although not all could be resolved.

- 2 The peace and security and governance themes were combined in UNIFEM's policy division. In UN Women, there are two separate policy sections on governance (political participation), and peace and security.
- 3 Goal 4 of UN Women's Strategic Plan includes humanitarian response. It is important to note that all work on humanitarian response shifted to the programming division and was not covered under the Peace and Security Section (PSS).

## UN Women's transition and consolidation

While the transition to UN Women is complete and the entity has been functional since January 2011, the consolidation of new organizational processes continued during the period of the evaluation. The timing of the evaluation was therefore a major challenge, as the entity was still in the process of clarifying procedures and operationalizing its goals and objectives including: a coordination strategy; a framework for results-based management (RBM); an appropriate organizational structure; and securing resources. UN Women also faced the additional expected challenges associated with integrating four entities into one coherent entity. Expectations about progress on consolidation should, therefore, be in line with the scale of the challenges faced by any new entity.

These issues had important implications for the evaluation. For example, predecessor entities could not be assessed against the current strategic goals on peace, security and humanitarian action, and ongoing organizational change processes limited the assessment of UN Women's full potential. Moreover, it is only since the creation of UN Women that an entity focusing on gender equality and women's empowerment has had the mandate to implement country programmes and be a full member of the United Nations country team (UNCT). The focus, therefore, was to draw lessons based on the experiences of predecessor entities to inform current and future practice. It was also important to note that, since the evaluation fieldwork was conducted, some changes identified as unfinished have been completed, including the inter-agency coordination strategy, the appointment of Country Directors and the development of annual workplans. Finally, the Strategic Plan 2014-2017 addressed some of the issues, such as medium-term programme planning and annual workplan processes, identified in the evaluation.

## Scope and focus of the evaluation

The evaluation terms of reference called for an assessment of UN Women's strategic position and coherence with respect to its contribution to humanitarian response and peace and security. Humanitarian response did not feature in the strategic objectives, organizational structures or operational activities of

UNIFEM and is, therefore, a new area of work for UN Women defined in Goal 4 of the UN Women Strategic Plan development results framework as:

*Support to existing coordination mechanisms to generate a more effective United Nations system-wide humanitarian response to respond to the specific needs of women and girls will also be a focus of UN Women, working with partner agencies, including the Office for the Coordination of Humanitarian Affairs, and membership of the Inter-Agency Standing Committee (UNW/2011/9).*

Engagement in humanitarian emergencies is also mentioned in some of the outcomes. However, the development results framework 2011-2013 does not provide any indicators regarding either humanitarian response or humanitarian action (UNW/2011/9).

In 2012, UN Women established a Humanitarian Unit and, during the evaluation period, active recruitment processes to build capacity and expertise within the unit were underway. More generally, UN Women's support to humanitarian response and humanitarian action needed to be examined and deserved a forward-looking assessment of its own. Strong reservations were expressed during the inception phase about the possibility of drawing robust findings and recommendations in this component of the evaluation. The humanitarian response element was therefore included as a formative element to establish a baseline for future work, on the premise that case studies might shed some light on the limited experience of UN Women in providing support during humanitarian emergencies. In practice, the very limited documentary evidence made available and the limited data from fieldwork confirmed earlier concerns. For these reasons, a full assessment of UN Women's humanitarian action work during the period under evaluation was not possible.

It was also decided during the inception phase that there was a need to balance the focus on operations and programming with UN Women's global policy work, including UN Women's relationship with the United Nations' wider work on peace and security. A case study of headquarters activity was therefore introduced to ensure better coverage of the policy and normative support functions of UN Women at the

global level, alongside the field and desk studies of country-level programming and operations.

The thematic breadth of peace and security and humanitarian response results in extremely diverse models of intervention and activities to support women's leadership in fragile and conflict-affected contexts. As a result, it was agreed during the inception phase that a broad view would be taken of leadership and participation. For instance, support to facilitate women's participation in early recovery was different to that found in other stages of peace processes, such as support to community-level forms of participation in conflict prevention, or women's leadership and participation in peace agreements.

### Evaluation timeframe, data availability and quality

The evaluation covered the period 2008-2012, and included the work of UN Women and its predecessor entities. The evaluation therefore examined work conducted under different organizational structures and across two strategic plan periods. It was important to ensure that predecessor entities were not assessed against the current strategic plan and related outcomes of UN Women, but against the relevant strategic documents of the period and in reference to the relevant thematic areas of peace and security. At country level in particular, organizational changes to consolidate the new composite entity were still underway during the evaluation process and, during the fieldwork period of the evaluation, many country offices were not yet fully consolidated.

Primary documents provided by UN Women were an important data source for the evaluation. However, the availability and quality of documents, within and between entities, varied. Of the 213 documents made available for the desk study, a limited amount was made available by DAW, OSAGI and INSTRAW, one by the Intergovernmental Support Division and none by the United Nations System Coordination Division. The limited availability of documents reflected, in part, the nature of the activities of these entities and divisions, as intergovernmental, coordination and research/outreach activities produce a different and smaller paper trail than programming activities. However, these



entities and divisions also provided little or no management documentation (e.g. annual reports, reviews of workplans, etc.).

The programme documents available were neither comprehensive<sup>4</sup> nor representative of the possible range of programmes,<sup>5</sup> which limited the ability of the evaluation team to draw robust conclusions from the quantitative analysis during the desk phase. Finally, only nine independent/external evaluations were available for six programmes (three country, one sub-regional and two global) which significantly reduced the scope and quality of the analysis of programme results (Annex VI). Internal donor progress reports were available for most programmes but, unlike independent evaluations, these are tailored to the needs of donors. They therefore primarily reported on activities, outputs and, to a lesser degree, outcomes, and included little analysis of underlying programme/results logics or factors which have constrained or enabled the achievement of expected results.

The availability of documentary data and the level of engagement between country offices and the evaluation team varied considerably between case-study countries. The timing of country visits also posed some challenges for data collection and triangulation and, therefore, for analysis. These risks were also noted during the inception phase.

The complex and sensitive nature of the peace and security and humanitarian response agenda means critical work is not documented through conventional results-based frameworks. Indeed, these activities often take place in the context of volatile conditions of conflict and fragile social and political relationships. Moreover, women, peace and security issues involve a wide array of activities which fall outside formal logframes and planned activities. Such activities included:

- 4 Based on a comparison with programme expenditure data in UN Women's financial system (ATLAS), it was estimated that around 60 per cent of possible programmes were included in the portfolio mapping for the evaluation (see the desk study in Annex IV for further details). The comparison itself was also problematic as the two datasets were not strictly comparable.
- 5 Based on ATLAS data, the proportion of possible programme documents made available varied widely between regions, from less than one-third of programmes in Latin America and the Caribbean region to all of those from Europe and Central Asia, and from the PSS (i.e. global programmes).

daily political discussions through formal or informal meetings with intergovernmental, United Nations or civil society actors; facilitation of dialogue and space for negotiation (for instance during sensitive peace talks); technical support in the preparation of highly politically-sensitive documents; and the crafting of strategic, critical and often rapidly changing political relationships and alliances. The qualitative methods used during the field missions were, therefore, appropriate to capturing the achievements and lessons from these environments.

## 1.4 Analytical approach and methods

There were five main phases to the evaluation.

- **Inception Phase** (September-October 2012): Development of evaluation framework and scope of evaluation.
- **Desk Phase I** (October-December 2012): Review of UN Women's strategy; mapping of UN Women's overall peace and security and humanitarian response portfolio; documentary analysis of country-level activities; development of analytical categories and case study selection criteria; and finalisation of the evaluation framework (Desk study and country scan, Annex III).
- **Desk Phase II** (March-April 2013): Analysis of select programme results logic and achievements (Supplementary desk study, Annex IV).
- **Fieldwork Phase** (January-March 2013): Five country case studies and one headquarters/ global policy study (Annex VII).
- **Synthesis Phase** (April-May 2013): Overall analysis, findings and recommendations.

The evaluation team worked closely with the Evaluation Office, evaluation reference groups and other stakeholders across UN Women throughout the evaluation process. Participating country offices provided feedback on the main outputs at each phase.

### Evaluation framework

An analytical framework structured around three main dimensions was developed to address the evaluation objectives and questions. These three dimensions, normative/policy influence, operational impact and organizational capacity (see Box 1), were used to



## BOX 1

### Analytical dimensions and evaluation questions

The evaluation framework was organised around three inter-related analytical dimensions and related evaluation questions:

**Dimension 1:** UN Women's policy and strategic direction – UN Women's strategic positioning and normative influence at global level and in peacebuilding and post-conflict settings.

- In what ways has UN Women influenced policies and practice (within the United Nations system as well as in key external agencies) in relation to women's political participation and leadership in peace and security and humanitarian response?
- How sustainable are the efforts and results of UN Women's policy influencing/engagement?
- How effective is UN Women in its policy engagement at different levels, e.g. global and national?
- To what extent does UN Women's current policy/strategic direction reflect the lessons learned from policy engagement on peace and security and humanitarian response since 2008 and how fit for purpose is this direction for its new mandate

**Dimension 2:** UN Women's policies, programming and operations – Effectiveness and relevance of UN Women's country programmes and operational practice to strengthening women's leadership, participation and access to decision-making in peace and security and humanitarian response.

- To what extent do UN Women programmes achieve the expected results? What explains variations?
- To what extent is UN Women able to translate global policy/strategies in its programmatic work?
- To what extent are UN Women programmes tailored to the specific socio-political and cultural context in which they operate? How is this translated into programme design and planning?
- How effective are UN Women programmes at fostering/strengthening national ownership and government and civil society participation in defining policy that supports women's leadership and participation in the peace and security thematic/policy areas in question? How effective is UN Women at identifying and using key opportunities and partnerships at country level?

- In what ways does the new mandate/reorganization provide opportunities to improve programme effectiveness and coherence between UN Women policies and operational engagement?
- How innovative is UN Women in its programmatic approaches to the leadership and participation of women, and what lessons can be learned that can be replicated in different contexts?

**Dimension 3:** UN Women's organizational capacities, resources and structures – whether organizational resources enable or inhibit the fulfilment of UN Women's mandate, including the use of strategic partnerships (with other United Nations entities and other actors).

- How adequate are UN Women's human and financial resources to effectively engage in conflict-affected countries?
- How fit for purpose is UN Women in terms of the technical skills of its staff and its broader capacity to fulfil its mandate?
- How effective is UN Women at coordinating gender-related work across United Nations entities and other key partners in relation to the peace and security and humanitarian response agenda?
- How effectively does UN Women manage risks in its operations? What strategies work best?
- How fit for purpose are UN Women's monitoring and evaluation (M&E) and reporting systems? Do they adequately capture lessons learned on results and impact?

The evaluation approach framework was consistent with guidelines (e.g. gender equality and human-rights principles) prepared by the United Nations Evaluation Group (UNEG) and evaluation criteria prepared by the Organisation for Economic Co-operation and Development (OECD) Development Assistance Committee (DAC) Network on Development Evaluation (i.e. effectiveness and coverage, partnership and coordination, relevance, coherence, impact and sustainability). The inception report and desk study provide the full evaluation framework, including evaluation questions, indicators and means of verification within each dimension.

structure and guide the primary and secondary data collection and analysis throughout the evaluation.

A comprehensive overview of the evaluation questions, related possible indicators and ways in which the main evaluation criteria of effectiveness, partnership and relevance and coherence, impact and sustainability have been applied in the evaluation are detailed in Annex VIII. The evaluation framework took into account the following principles from a gender equality and human-rights responsive approach.

- **Comprehensiveness.** The evaluation focused on women's political participation and leadership in peace and security and humanitarian response. However, a broader approach was needed to take into account wider issues of gender-sensitive response/action in peace and security and humanitarian response and avoid unnecessarily ruling out attention to activities which may contribute either implicitly or explicitly to women's voice and agency. This is particularly relevant because support to women's leadership and participation in peace and security is more prominent in UN Women's Strategic Plan 2011-2013 than it was in the strategic plans of its predecessor entities.
- **Theory-based.** In line with a theory-driven approach to evaluation, the framework was used to elicit the implicit programme logic of peace and security and humanitarian response policies and programmes in relation to their contribution to the leadership and participation of women in these areas, with a view to better elaborating the assumptions, choices and theories held by those responsible for design and implementation. This allowed for a more realistic assessment of results and outcomes, including the reasons why objectives were (or were not) being met.
- **Evidence-based.** The framework was refined and adapted on the basis of the main findings of the desk phase, which provided an important evidence base and analytical pointers to guide the whole evaluation exercise.
- **Consistency with DAC evaluation criteria.** In accordance with international good practice, and in line with the terms of reference, the framework integrated key evaluation criteria of effectiveness and coverage, partnership and coordination,

relevance, coherence, impact and sustainability (see the evaluation question matrix in Annex VI).

As specified in its terms of reference, the evaluation was theory-based and, as such, the evaluation team assessed not only whether UN Women was able to achieve planned policy and programmatic results (the 'what' question), but also the robustness of explicit or implicit assumptions of how change was meant to happen as a result of UN Women's inputs or activities. It was therefore possible to assess the extent to which assumptions about the links between planned activities, outputs and expected results, ('theories of change' or 'results logic') were robust and borne out by experience. The approach allowed assessment not only of expected results, but also any unexpected outcomes, as well as the underlying factors affecting change (the 'why' question).

The evaluation found that theories of change were rarely elaborated in full in strategic or programming documents, or documented in either M&E exercises or reporting, a situation not unique to UN Women. The task of the evaluation process was, therefore, to consider what assumptions underpin existing programme designs and activities, how these are linked to expected outputs and results, and the extent to which these results chains are borne out in practice (and if not, why not).

The robustness of UN Women's theories of change on how to use limited resources and strategic partnerships at corporate or programmatic level to achieve desired outcomes, is critical to strategic planning, prioritisation and the achievement of results. A theory-based approach was, therefore, highly relevant to the objectives of the evaluation and is discussed further in the findings in Section 3.2.

## Methods

As appropriate for a theory-based evaluation, a mixed-methods approach was applied but with an emphasis on qualitative methods.

There were two main phases of data collection and analysis. During the desk phase, a database to store, code and analyse the UN Women portfolio (including documents relating to policy/strategy, programming

## BOX 2

### Operational categories for the evaluation – themes and sub-themes within peace and security and humanitarian response

Six thematic categories were identified within peace and security and humanitarian response, which were then disaggregated into a further 17 subthemes. Within these there are different approaches to supporting women's leadership and participation.

1. Protection of women and girls: (a) conflict-related sexual and gender-based violence (SGBV); (b) human trafficking; and (c) violence against women and girls.
2. Security and justice reform: (a) access to justice; (b) security sector reform (SSR); (c) demobilisation, disarmament and reintegration; and (d) transitional justice.
3. Peacebuilding and recovery: (a) peace negotiations; (b) peacekeeping operations; (c) conflict mediation and prevention; and (d) recovery.
4. Humanitarian response: (a) disaster needs assessment; (b) meeting basic needs in emergencies.

5. Post-conflict governance: (a) transitional elections; (b) constitution-making/reform; and (c) other democratic governance.
6. United Nations Security Council resolution 1325 and national planning.

The categories were relevant to both UN Women's current and UNIFEM's past strategic and operational priorities, and distinguish peace and security and humanitarian response work from that of UN Women's other thematic areas. The categories were based on a review of the two key strategic plans/development results frameworks (UN Women Strategic Plan 2011-13; UNIFEM Strategic Plan 2008-11) and relevant programme documents/activities, and were finalised in consultation with the Evaluation Office and Peace and Security Section (PSS). The desk study in Annex III presents a detailed discussion of the operational categories.

and, where available, intergovernmental and coordination activities – see Annexes III and IV) was developed. The team also analysed UN Women's strategy and programme documents in more detail to assess the evolution of strategy, the types of activities carried out in conflict-affected countries during the evaluation period, and both theory of change and reported results (for select programmes).

To obtain a better picture of the content of UN Women's peace and security and humanitarian response portfolio, the desk study mapped the relevant activities of UN Women between 2008 and 2012 (portfolio mapping database).<sup>6</sup> Global and country programmes in

conflict-affected countries<sup>7</sup> during the evaluation period were then analysed in greater detail<sup>8</sup> through a country scan database. Both exercises were based on documents (e.g. project-related documents) made available by the Evaluation Office. Although the information was not comprehensive, the evaluation team

6 A description of the methodology for the portfolio analysis and country scan exercises, including coding, can be found in the evaluation desk study (Annex III).

7 The evaluation took a broad view as to what constitutes a conflict-affected country. It included countries affected by large-scale armed conflict or violent repression, as well as those which continue to experience the consequences of past conflict, e.g. in the form of high levels of political and social unrest, localised violence, ethnic tensions or transitional justice processes. The portfolio analysis, therefore, included not only countries that have current United Nations political/peacebuilding missions or peacekeeping operation, or are on the agenda of the United Nations Security Council or the United Nations Peacebuilding Commission, but also post-conflict countries and those with localised violence.

8 A total of 49 discrete programmes in 23 countries, including both global and country programmes.

was able to map approximately two-thirds of possible programmes, and the findings provided an insight into the character of the peace and security portfolio of UN Women between 2008 and 2012.<sup>9</sup>

Drawing on this mapping, the desk study informed the choice of thematic/operational categories (within peace and security and humanitarian response) for the evaluation (see Box 2) and the selection of case-study countries (see desk study for details of criteria and the finalisation of the evaluation framework).

Primary data collection took place during the fieldwork phase. The team undertook six case studies: five country studies (Afghanistan, Colombia, Haiti, Kosovo and Liberia) and one at global/headquarters level (see Annex VII for individual case study reports). Field trips of one to two weeks were conducted to collect further documents and supporting data, and to conduct interviews.

Fieldwork was based on qualitative analysis which drew on a combination of documentary evidence provided by country offices and other stakeholders. Interviews were semi-structured to address the concrete evaluation questions, but also allowed for unstructured questions when appropriate given the specific context and intervention/activity under observation. Interviews included both focus-group and one-on-one interviews. In line with UNEG guidelines, the country case evaluation team ensured relevant stakeholders were included and participated, and took care to identify issues of power relations.

Over 250 documents were consulted, drawing on documents by the United Nations and UN Women, and additional academic and grey literature.

Interviews were held with 217 stakeholders: 39 from UN Women and 178 from other stakeholder groups. The interviews took place primarily at the global and country level, but some were organised at the regional level. Those interviewed represented the breadth of relevant stakeholders for UN Women and included: UN Women staff members; staff from other United Nations entities; intergovernmental actors (including Member States and staff from bilateral and

multilateral organizations); relevant public authorities; partners and beneficiary organizations; women's civil society organizations (CSOs); and other relevant key stakeholders in the media or academia with expertise in relevant women, peace and security issues.

Throughout the evaluation, information from different sources was compared and reconciled to ensure the triangulation of findings. In particular, efforts were made to collect relevant primary sources and allow interaction and feedback from a wide range of stakeholders both within and outside UN Women. Case studies were used to validate the findings from the desk phase.

Measures were taken throughout the different phases of the evaluation to ensure high quality standards and consistency in approaches, methods and outputs. Such measures included:

- Close collaboration between the evaluation team members.
- A coordinated approach to manage and analyse case studies. A case report template was used to ensure consistency across the case studies which were coordinated by the evaluation team leader who was responsible for ensuring consistency of the process, as well as outputs of case studies and overall analysis.
- The development and application of detailed fieldwork protocols and guidance in all case studies, while ensuring sufficient flexibility to take account of country-level data limitations and contextual differences.

UN Women works in a wide range of conflict and post-conflict settings which differ across various dimensions including: the level and type of conflict; political, social and economic factors; and the nature of the United Nations presence. Indeed, the wide range of subthemes UN Women addresses within peace and security and humanitarian response means very different approaches and modes of engagement are used to suit the context and thematic objective – even in relation to support for women's leadership and participation. These differences mean that a like-for-like comparison of the five case studies or an assessment of abstract 'best practice' was neither useful nor possible. Instead, case studies were used to assess strategic direction, selected programmes, organizational processes, capacity

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9 Op. Cit. 4

and effectiveness in each case. The evaluation team paid particular attention to the degree to which policy, programming and operations reflected an appropriate fit with context conditions, needs and realities, and how this influenced results. The small sample and range of contexts meant that no generalisation

from the case studies is possible. Nevertheless, the case studies provided useful lessons about what has worked, where and, importantly, why. UN Women can use these findings to inform policy development and operational practice.

## 2. EVALUATION CONTEXT

### 2.1 Mandate and strategic goals of UN Women on peace and security

#### Legislative mandate on gender equality and women's empowerment

Gender equality work within the United Nations is guided by a number of key international agreements and legal instruments including the Beijing Declaration and Platform for Action; the Economic and Social Council agreed conclusions 1997/2<sup>10</sup>; the Millennium Declaration and Development Goals (UNSG, 2007b); and the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW).

The women, peace and security agenda originated in the Beijing Platform for Action (1995) adopted at the Fourth World Conference on Women. Of the 12 areas of critical concern identified at the Conference, women and armed conflict emerged as a thematic area connecting peace with gender equality, and women in power and decision-making.

United Nations Security Council resolution 1325 (2000) calls for women's 'equal participation and full involvement in all efforts for the maintenance and promotion of peace and security, and the need to increase their role in decision-making with regard to conflict prevention and resolution'. Resolution 1325 and subsequent resolutions (namely 1820 [2008], 1888 [2009], 1889 [2009], 1960 [2010] and 2016 [2013]) constitute the formative framework for women, peace and security objectives and activities for the United Nations.

In addition, General Assembly resolution 60/1 (2005), adopted at the 2005 World Summit, acknowledged the commitment of United Nations Member States to women, peace and security and specifically resolution 1325:

*We stress the important role of women in the prevention and resolution of conflicts and in peacebuilding. We reaffirm our commitment to the full and effective implementation of Security Council resolution 1325 (2000) of 31 October 2000 on women and peace and security. We also underline the importance of integrating a gender perspective and of women having the opportunity for equal participation and full involvement in all efforts to maintain and promote peace and security, as well as the need to increase their role in decision-making at all levels (A/RES/60/1).*

Re-energised commitments to advancing women, peace and security have become increasingly evident in 2013. The Arms Trade Treaty condemned gender-based violence and noted the link between it and the trade in illicit arms, a point also made in the Agreed Conclusions of the 57th session of the Commission on the Status of Women (CSW), which also reference resolutions 1325, 1889, 1820, 1888 and 1960 (CSW, 2013). Also, the United Kingdom made prevention of sexual violence in conflict the main theme of its Presidency of the G8, and the global declaration on the subject had 132 states co-sponsors. Two new resolutions on women, peace and security were also passed by the Security Council in 2013. Resolution 2160 strengthened operational and monitoring mechanism for the prevention of sexual violence in conflict and of impunity for that violence, and resolution 2122 put in place significant measures to amplify women's participation

<sup>10</sup> Established mandates for gender focal points in the United Nations.

and influence in conflict resolution, to improve Council working methods in the women, peace and security area and to ensure adequate preparation for a high-level review of implementation in 2015. Also, CEDAW approved general recommendation 30 on women in conflict prevention, conflict and post-conflict situations, providing guidance to state parties to address conflict-related aspects of gender-based inequality.

The creation of UN Women was only one of a number of milestones which contributed to this renewed commitment. While the 10-year anniversary of resolution 1325 galvanised global action and commitment within UN Women's predecessor entities and among United Nations entities and Member States, the momentum was made possible through the analytical and monitoring work of predecessor entities. Prior to the tenth anniversary, two resolutions on women, peace and security were passed by the Security Council which aimed to strengthen prevention efforts in relation to sexual violence in conflict (resolution 1820 [2008]; resolution 1888 [2009]) and to promote more consistent action in the engagement of women in peacebuilding processes (resolution 1889 [2009]). Between 2009 and

2010, OSAGI and UNIFEM convened a system-wide effort to strengthen monitoring of implementation of resolution 1325, as requested in resolution 1889 (2009). The outcome was a set of indicators that the Security Council requested to be taken forward.

## UN Women's functional mandate and strategic goals on peace and security and humanitarian response

Alongside the evolution of its global agenda and commitments, women, peace and security became more prominent over time in UN Women's strategic objectives.

UN Women amalgamates the normative support and operational support functions of its predecessor entities. It is also mandated to lead, coordinate and promote the accountability of the United Nations system's work on gender equality and women's empowerment (A/64/588).

Women's leadership in peace and security and humanitarian response is Goal 4 in UN Women's Strategic Plan 2011-2013. Planned outcomes for the entity to support

### BOX 3

#### UN Women's areas of work

**Normative support:** UN Women provides technical, research and other support to intergovernmental norm-setting and decision-making bodies (in particular, the General Assembly, the Security Council, the Economic and Social Council and the CSW) to support the setting, implementation and monitoring of global norms and commitments on gender equality and women's empowerment.

**Operational support:** At their request, UN Women provides Member States policy advice, technical support and catalytic programming at country-level to help them translate intergovernmental normative guidance and commitments on gender equality and women's empowerment into national policy and practice which advance women's equality. This includes working through partnerships with civil society.

**Coordination:** UN Women coordinates the United Nations' systems and processes to facilitate and monitor the alignment of United Nations policy, operations and programming with global gender equality norms and commitments. This includes mobilising inter-agency action and enhancing coherence, support to gender mainstreaming within policy, strategies, budgets and activities of United Nations bodies, and promoting the accountability of the United Nations system. UN Women's Global Coordination Strategy is currently under review.

The evaluation team developed these working definitions on the basis of the key documents which informed the creation of UN Women and information on its website.

Sources: Secretary-General, 2007b; 2010a; United Nations, 2010; UN Women, 2011a.



#### BOX 4

### Women's leadership and participation in peace and security

United Nations Security Council resolution 1325 provides the grounding for both the intrinsic and instrumental value of women's leadership and participation in peace and security. It recognises that the vast majority of those adversely affected by armed conflict are women and children who are targeted by combatants and armed elements which then has an adverse impact on durable peace and reconciliation. The participation of women in all efforts to maintain and promote peace and security and their involvement in decision-making on conflict prevention and resolution are both important for sustainable peace and reconciliation. This overarching theory of change – namely that women's leadership and participation in peace and security is intrinsically and instrumentally important – is the core of the normative content of women, peace and security, and underpins UN Women's strategic approach to both peace and security and humanitarian response.

The intrinsic and instrumental value of women's leadership and participation in women, peace and security was taken as a given for the purposes of this evaluation. The intrinsic value means that

improving women's leadership and participation is a desirable objective in and of itself. The instrumental value refers to the fact that in achieving this objective across the peace and security and humanitarian response portfolio, other goals are also more likely to be advanced, such as peace and security.

In practice, however, the many processes and activities that make up the thematic area of peace and security and humanitarian response (i.e. transitional justice, peace agreements, post-conflict political participation, recovery, emergencies, etc.) mean that there are important differences in terms of: (a) what (UN Women) support to women's leadership and participation looks like; and (b) how women's leadership and participation contributes to peace and security outcomes for women. The objective of assessment is to unpack the thinking behind the logic chain underpinning UN Women's strategy and operational interventions on how best to support and achieve women's leadership and participation in peace and security work – taking into account the diversity of activities within the area and of the specific context.

achievement of this objective include: adoption and implementation of gender equality commitments in conflict, post-conflict and humanitarian emergencies; gender advocacy which effectively influences peace talks, recovery/peacebuilding, planning and transitional justice processes; relevant intergovernmental forums addressing women's rights, protection and participation in conflict and humanitarian emergency situations explicitly; and strengthened coordination in the United Nations system on women, peace and security programming and initiatives (UN Women, 2011a).

In practice, as the indicators and proposed targets in the strategic plan are made clear, this involves providing support to intergovernmental bodies, Member States and United Nations entities to implement

resolutions on women, peace and security (UN Women, 2011a) and working with civil society.

Peace and security featured in UNIFEM's Strategic Plan 2008-2011, but across the three thematic goals (economic security and rights; violence against women and HIV/AIDS; and democratic governance) rather than as a separate thematic area or strategic goal (UNIFEM, 2008a). Within the timeframe of this evaluation, specific reference to peace and security appears in the 2010-2011 work programme of OSAGI and DAW in terms of support for the increased capacity of Member States, regional and subregional organizations and the United Nations system to implement resolution 1325. The INSTRAW Strategic Framework 2008-2011 also explicitly mentioned work on implementation of



resolution 1325 (e.g. research and activities in coordination of the Peacebuilding Commission) (INSTRAW, 2007).

Within work on peace and security, the more specific objective of supporting women's leadership and participation became more prominent in the strategic frameworks of UN Women and its predecessor entities over time. Women's empowerment was one of UNIFEM's long-standing goals and activities to enhance the voice and participation of women, women's organizations and gender advocates in political, economic and social institutions were all important elements. However, explicit language on, and a strategic goal of support to women's participation and leadership, including in relation to peace and security, was not introduced until the UN Women Strategic Plan 2011-2013.<sup>11</sup>

The desk study of UN Women and UNIFEM programme documents also indicated that programmes in conflict-affected and post-conflict settings varied as to whether they were framed explicitly within or had explicit objectives relating to the implementation of resolution 1325 and, whether their activities sought to promote and support women's leadership and participation specifically.

## 2.2 Peace and security and humanitarian response portfolio

Section 2.2 provides an overview of the types of activities UN Women and its predecessor entities conducted between 2008 and 2012 to deliver their strategic objectives on peace and security and humanitarian response.

The desk study conducted in November 2012 provided quantitative data on both programme expenditure, and the character and spread of operational work in peace and security, and qualitative data on inter-governmental and coordination activities based on available documentary sources.

## Intergovernmental and gender mainstreaming/inter-agency coordination activities on women, peace and security

Prior to the creation of UN Women, OSAGI and DAW were primarily responsible for intergovernmental support and gender mainstreaming within the United Nations, including in relation to peace and security issues. OSAGI and DAW had a combined total of 43 staff (14, including an Assistant Secretary-General, and 29 respectively) and a combined budget of approximately \$15.5 million in the 2010-2011 period (OIOS, 2011, para. 12).<sup>12</sup>

OSAGI had a primary role to support and monitor the mainstreaming of a gender perspective into overall policymaking and programming in accordance with the Economic and Social Council resolution 1997/2. In the area of women, peace and security, it led and coordinated the preparation of the *Secretary-General's Annual Report on Women, Peace and Security* for the Security Council, liaising with and drawing on inputs from Member States, the United Nations system and other stakeholders. In addition, OSAGI led inter-agency coordination and collaboration serving as the Secretariat and Chair of the Inter-Agency Network on Women and Gender Equality (IANWGE) and the Inter-Agency Task Force on Women, Peace and Security. Through this task force, it coordinated the preparation of the 2008-2009 system-wide action plan on implementation of resolution 1325 by supporting the development of entity-specific policies and action plans and monitoring and reporting on implementation. OSAGI also played a role in promoting national and regional implementation of the Security Council resolutions through high-level advocacy, awareness raising and capacity development initiatives.

The Division for the Advancement of Women provided, primarily, substantive servicing of the CSW, the Economic and Security Council and the General Assembly, including producing parliamentary documentation,<sup>13</sup> briefing delegates, and reporting on

11 For example, the words 'leadership', 'participation', 'peace' and 'security' are used 21, 9, 12 and 13 times respectively in the UN Women Strategic Plan 2011-2013 (UNW/2011/9) but only 4, 5, 2 and 1 times respectively in the UNIFEM Strategic Plan 2008-2011 (DP/2007/45).

12 There is a discrepancy between this figure and the income and expenditure figures for DAW and OSAGI in 2010 (\$359,000 and \$1.2 million respectively), reported in the UN Women Annual Report 2010-2011. Other annual reports or further financial information on OSAGI and DAW were not made available.

13 Such as CEDAW reports and reports from the Secretary-General to the Economic and Security Council and the General Assembly, including various Secretary-General reports on violence against women (A/63/214; A/63/216; A/65/209).

progress against gender decisions and commitments (e.g. on mainstreaming for CSW). It also promoted and monitored the implementation of CEDAW (e.g. on the status of submissions of reports of States Parties) and other international statements on gender equality, in particular the Beijing Declaration and Platform for Action, including through technical assistance to Member States (CSW, 2006, 2007; OSAGI, 2001; UN Women, 2012a). The entity had a limited role in women, peace and security.

Both OSAGI and DAW produced publications and other knowledge products, including the *World Survey on the Role of Women in Development*, and provided technical support to United Nations missions and gender units, and other United Nations actors (e.g. training material, toolkits and rosters of specialists). INSTRAW's knowledge management and coordinated research included work on women, peace and security issues, such as SSR.

Information on the relative time spent on these different activities during the evaluation period was not available. However, an evaluation of OSAGI and DAW for the period 2006-2009 found that approximately 50 per cent of their outputs related to the servicing of meetings and production of parliamentary documentation; approximately 20 per cent were non-parliamentary publications; and approximately 10 per cent were expert group meetings (OIOS, 2009).

Since 2011, the Intergovernmental Support Division and UN Women's Peace and Security Section (PSS) have provided gender and thematic expertise to the United Nations intergovernmental bodies on issues relating to women, peace and security. Responsibility for inter-agency coordination on gender issues is divided between several parts of UN Women, including the PSS, the United Nations System Coordination Support Division and, at country level, country offices.

### Peace and security programmes: Types and distribution

Peace and security programming is a wide-ranging operational area. It encompasses objectives ranging from promoting the voices and needs of women in post-conflict peace agreements, to supporting women's political participation in post-conflict governance processes, addressing women's experience of conflict in transitional justice, and supporting women's participation in post-conflict economic recovery. During the

**TABLE 1**  
Number of programmes within each peace and security theme area (2008-2012)<sup>1</sup>

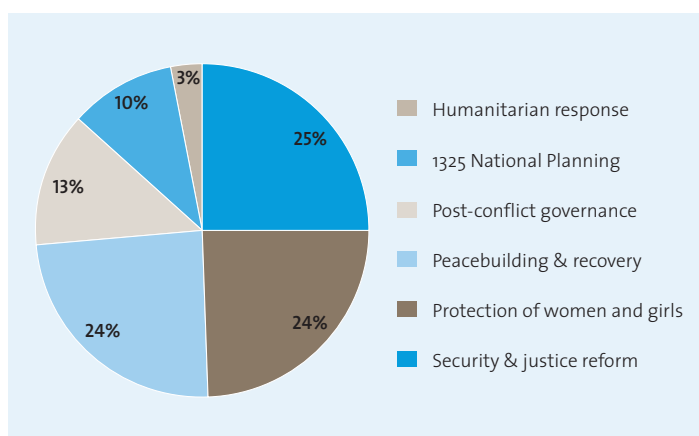
Peace and security theme	Number of relevant programmes
Security and justice reform	23
Peacebuilding and recovery	23
Protection of women and girls	22
Post-conflict governance	11
Resolution 1325 (national planning)	9
Humanitarian response	3

Note: [1] As a single programme may have activities which are relevant to more than one thematic area, each programme was coded up to three themes. The total of 'relevant programmes' is therefore not the same (and exceeds) the total of programmes in the set [n = 49].

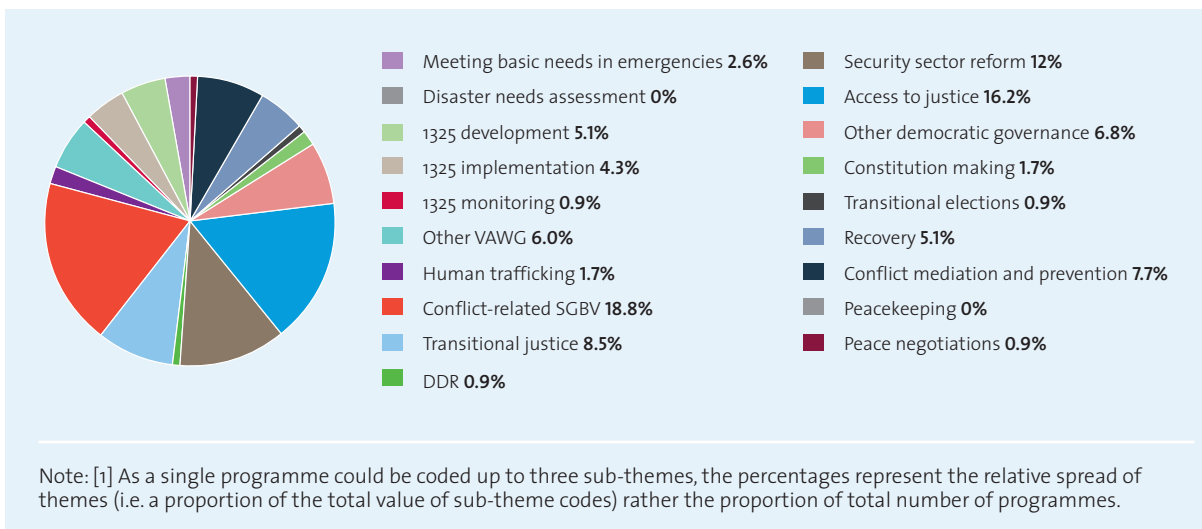
desk study, each programme was given a code of up to three thematic areas within peace and security (out of a possible six) and three sub-thematic areas (see Box 2 and the desk study in Annex III for a description of the thematic codes used for the evaluation). Programmes were assigned codes based on planned activities.

Overall, as shown in Table 1 and Figure 1, a similar proportion of UN Women and UNIFEM's peace and security activities focused on three main areas: security and justice reform; the protection of women and girls; and peacebuilding and recovery. However,

**FIGURE 1**  
Relative spread of thematic focus (2008-2012)<sup>1</sup>



Note: [1] As a single programme could be coded up to three themes, the percentages represent the relative spread of themes (i.e. a proportion of the total value of theme codes) rather than the proportion of the total number of programmes.

**FIGURE 2****Relative spread of sub-themes (2008-2012)<sup>1</sup>**

thematic work was not evenly spread across or within regions. For instance, there were: more programmes on security and justice and peacebuilding and recovery in Africa and Asia-Pacific than in other regions; few programmes relating to the protection of women and girls in Europe and Central Asia, or security and justice in the Arab States; and no programmes on post-conflict governance in the Arab States, Europe or Central Asia, or on national planning under resolution 1325 in the Arab States.

Disaggregating programmes according to further sub-themes within the six thematic areas of peace and security provided a clearer picture of the type of objectives supported by these programmes (see Figure 2). Based on the planned activities of the programmes for which information was made available, a large proportion of UN Women and UNIFEM's peace and security programmes between 2008 and 2012 contributed to three areas of work in particular, namely, conflict-related SGBV, access to justice and security-sector reform. At the other end of the spectrum, the available data revealed no programmes with activities on peacekeeping operations or disaster needs assessment at country level, which was to be expected since they were not part of UNIFEM's mandate or strategic objectives.

The sub-theme focus also showed that, within each peace and security theme, UN Women and UNIFEM concentrated on particular areas of work.<sup>14</sup> Peacebuilding and recovery programmes primarily focused on either post-conflict economic reconstruction (in particular, women's livelihoods) or conflict mediation and prevention at community-level (rather than peace negotiations). Programmes within the protection of women and girls theme were much more likely to focus on reducing conflict-related SGBV rather than other forms of violence against women, and there were almost no anti-human trafficking activities at country level. With the exception of disarmament, demobilisation and reintegration, work activities around access to justice, SSR and transitional justice were evenly spread. Within the post-conflict governance theme, only one or two programmes had activities relating specifically to either transitional elections or constitution-making rather than broader democratic governance objectives, such as women's political participation, gender-sensitive laws and general gender mainstreaming within government.

<sup>14</sup> Since the limited data and sample were neither comprehensive nor representative, these figures and findings are indicative only and must be interpreted with caution.

**TABLE 2****Total UN Women programme expenditure by theme, 2010-2012**

UN Women priority area	2010		2011		2012	
	\$m.	%	\$m.	%	\$m.	%
Leadership and participation	34	26	35	25	38	22
Women's economic empowerment	27	20	31	22	37	21
Ending violence against women	21	16	24	17	43	25
<b>Peace and security</b>	<b>15</b>	<b>11</b>	<b>18</b>	<b>13</b>	<b>25</b>	<b>14</b>
National planning and budgeting	22	17	17	12	19	11
Cross thematic	13	10	13	9	13	7
Total	132	100	138	100	175	100

Note: [1] Figures taken from the *Data Companion for the UN Women Report of Executive Director on the Strategic Plan 2011-2013* (UN Women, 2012b). The figures reported in the distribution by theme (from Figure 31 in the 2012 data companion) used in this table include expenditures in regions and at headquarters.

Source: UN Women, 2011a (2010 and 2011 data); UN Women, 2012a (2012 data).

UN Women (and previously UNIFEM) often had joint country programmes with other United Nations entities, but only two country programmes were found to have the sole purpose of supporting improved inter-agency coordination, both of which were in the Arab State region (Iraq and the State of Palestine).<sup>15</sup> Global programmes were much more likely to have explicit coordination objectives than country programmes.<sup>16</sup>

<sup>15</sup> Promoting Coordination to Support Gender Equality and Women Empowerment in Iraq (2010-2011), and Support to Gender Mainstreaming Initiatives through the United Nations System in the State of Palestine (2010-2011).

<sup>16</sup> For example, Gender Responsive Peacebuilding (2011-2013), which includes specialised gender/peacebuilding assistance to other United Nations entities; and Women's Access to Justice in Early Recovery and Post-Conflict (2009-2011) which, inter alia, aims to share country experiences of gender-sensitive rule of law policy processes through the United Nations Rule of Law Coordination and Resource Group (whose role is to ensure coherence across all rule of law areas).

### Peace and security programmes: Management and expenditure

UNIFEM did not have a United Nations operational presence. Instead, it provided catalytic support to Member States' implementation of gender equality commitments through global and regional programmes and project-based activities. In particular, the UNIFEM Governance, Peace and Security Section provided thematic and policy expertise/support to the field offices.

Since 2011, UN Women's regional and country/project offices have managed operational and coordination activities at country level, with support from the Programme Support Division and the PSS in the Policy Division. The PSS also raises funds for, and manages, several global peace and security programmes.

Peace and security was a small but steadily growing area of work for UN Women although, between 2010 and 2012, it received one of the smallest expenditure

**TABLE 3****UN Women peace and security programmes by region, 2010 and 2012 (\$ million)**

Region	2010		2012	
	\$m.	as % of total programme expenditure in region	\$m.	as % of total programme expenditure in region
Africa	4.6	12	6.0	14
Asia Pacific	4.1	15	6.0	15
Latin America and the Caribbean	1.9	15	2.9	12
Europe and Central Asia	3.6	20	3.3	26
Arab States	0.5	5	1.2	7
<b>Total</b>	<b>14.7</b>	<b>-</b>	<b>19.41</b>	<b>-</b>

Note: [1] Figures taken from the *Data Companion for the UN Women Report of Executive Director on the Strategic Plan 2011-2013* (UN Women, 2012b). The figures reported in the regional distribution by theme (from Figure 33 in the 2012 data companion) used in this table include expenditures in regions only, excluding headquarters.

Source: UN Women, 2011a, 2012a.

budgets of the five priority areas.<sup>17</sup> At the same time, peace and security spending grew steadily from \$15 million in 2010 (11 per cent of total programme expenditure) to \$25 million in 2012 (14 per cent of programme expenditure)<sup>18</sup> as outlined in Table 2 (UN Women, 2011, 2012).

A comparison of spending on peace and security to spending on other UN Women priority areas in each region revealed that it accounted for a relatively large proportion of overall programme expenditure in Europe and Central Asia but a relatively small proportion in the Arab States (26 per cent and just 7 per cent respectively in 2012) (see Table 3). The large number of peace and security programmes in Latin America and

the Caribbean region relative to expenditure was also of note, and suggested that UN Women was active in peace and security issues in the region but that individual programmes were small.

### 2.3 Women, peace and security in the United Nations and global policy context

The normative and operational support functions of UN Women means it is strategically positioned to support the advancement of women, peace and security in United Nations-wide work on peace and security. Before the establishment of UN Women, this work was distributed across UNIFEM, OSAGI, DAW and INSTRAW. The United Nations Strategic Results Framework on Women, Peace and Security was presented to the Security Council in October 2011 by the Secretary-General, as per its request during the tenth anniversary the year before. The Strategic Results Framework set targets for 2014 and 2020 and brought together and harmonized existing frameworks, such as the Seven-Point Action Plan on gender-responsive peacebuilding which was developed in 2010 by UN

<sup>17</sup> The five priority areas of work for UN Women are: leadership and participation; women's economic empowerment; ending violence against women; peace and security; and national planning and budgeting.

<sup>18</sup> By contrast, while leadership and participation and women's economic empowerment remain large areas of work for UN Women, their share of overall expenditure decreased between 2010 and 2012. However, spending on ending violence against women has increased substantially and is now the largest area of work (UN Women, 2011a, 2012a).

Women and the Peacebuilding Support Office in collaboration with the Peacebuilding Contact Group and the inter-agency network United Nations Action Against Sexual Violence in Conflict.

Relative to other thematic areas, women, peace and security is a multi-tiered area of UN Women's work. Its different constituent themes and sub-themes have quite different objectives, and involve different modes of engagement at the global, regional, national and subnational/micro levels. Box 2 above lists thematic areas covered in the peace and security and humanitarian response operational work of UN Women.

Due to this breadth of issues, progress in this area requires UN Women to engage with a wide range of stakeholders across different levels of engagement (global, regional and national/subnational).

At the global and regional level, UN Women's key stakeholders include: United Nations entities involved in different dynamics and areas of peace and security work such as the Division of Political Affairs (DPA), DPKO, the Inter-Agency Standing Committee (IASC), OCHA, the Office of the Special-Representative of the Secretary-General on Sexual Violence in Conflict (OSRSG-SVC), PBSO, the United Nations Development Programme (UNDP), the United Nations Population Fund (UNFPA) and the Office of the United Nations High Commissioner for Refugees (UNHCR); intergovernmental bodies, including most notably Member

States, regional organizations, bilateral donor agencies, the international criminal courts, and the OECD's International Network on Conflict and Fragility; multilateral organizations and forums such as the World Bank Fragility Hub and International Dialogue on Peacebuilding and Statebuilding; and international non-governmental organization (NGO)/CSO networks and think tanks (e.g. the NGO Working Group on Women Peace and Security, the Global Network of Women Peacebuilders and the International Centre for Transitional Justice).

At the national level, key stakeholders include: women's movements and CSOs; government actors, public authorities and state bodies including, where relevant, community elders and actors within the United Nations system; bilateral donors; and key stakeholders among academia and the media.

UN Women's work on women, peace and security is evolving against a wider global policy environment in which international support to fragile and conflict-affected states has increased. In most of these countries, official development assistance (ODA) remains the largest financial flow (OECD, 2013) and is directed at different, though overlapping, humanitarian, peacebuilding, governance and development agendas. There is increasing recognition of, and demand for, gender-responsive approaches which aim to integrate gender equality goals and women's empowerment into this support.

## 3. FINDINGS

The findings of the research in relation to the evaluation objectives are presented below. Section 3.1 presents findings on the contribution of UN Women and its predecessor entities to increasing women's leadership and participation in peace and security. Section 3.2 assesses UN Women's strategic coherence and positioning since its creation in relation to its contribution to women's leadership and participation in peace and security and humanitarian response at normative and programmatic levels. Section 3.3 looks at findings on how UN Women is leveraging partnerships at national and global levels, including its contribution to United Nations system coordination. In all three

sections, questions related to the policy, operational and organizational readiness of UN Women and its predecessor entities are considered.

The evaluation team drew upon the experiences of UN Women since its transition and recognised that the work of its predecessor entities between 2008 and 2010 was directed by earlier frameworks. It was also important to draw on their experiences which provided valuable lessons and insight about the future organizational readiness of UN Women to deliver its mandate.

The findings are based on one case study at headquarters and five country case studies (Annex IX), a



desk study (Annex III) and a supplementary desk study (Annex VI). A selection of examples to support findings are provided, and further data and analysis can be found in these individual outputs.

UN Women and UNIFEM's activities and achievements from country and global programmes in relation to women's leadership and participation in different thematic areas of peace and security are summarised in Annex I. The data came from 16 global and country programmes listed in Annex I which were analysed in detail during the supplementary (results-oriented) desk study and country case studies.

In the findings below, square brackets are used to indicate which programme the example comes from and evidence sources are also cited.

### 3.1 UN Women's contribution to advancing women's leadership and participation in peace and security

#### Global policy and normative change

**Finding 1: UN Women and its predecessor entities have contributed to shaping global policy and norms to advance women's leadership and participation in peace and security.**

Between 2008 and 2012, UN Women and its predecessor entities at headquarters were active and visible in their work on women, peace and security. The increased visibility of these issues pre-dates the creation of UN Women and largely stemmed from the opportunities and political momentum surrounding the 10-year anniversary of resolution 1325 in 2010. This was combined with the effective mobilisation of CSOs and work by predecessor entities, such as successful resource mobilization, staff commitment and skills, and cooperation and collaboration across the United Nations, such as the inter-agency working group on women, peace and security. However, the creation of the PSS within UN Women helped the visibility of its work on women, peace and security within the United Nations.

Member States spearheaded new initiatives to support the implementation of resolution 1325. Through their normative support functions, OSAGI and UN Women provided technical expertise and policy guidance to

Member States in their work to advance the goals of the women, peace and security agenda.

The most significant normative support achievement during the evaluation period was the adoption of United Nations Security resolutions 1820 (2008), 1888 (2009), 1889 (2009) and 1960 (2010) to complement resolution 1325. Accountability frameworks, such as the 26 indicators to track progress on resolution 1325, the Secretary-General's Seven-Point Action Plan on Gender-Responsive Peacebuilding and the Strategic Results Framework on Women, Peace and Security have also been important. UN Women and its predecessor entities have worked with the relevant Member States and supported Member State engagement to advance the women, peace and security agenda during the period under evaluation (including to assure Security Council agreement for the new resolutions).

The new resolutions helped raise the visibility of the women, peace and security agenda. Resolution 1889, in particular, focused on women's participation in all stages of peacebuilding and post-conflict recovery. It also called on the Secretary-General to submit a set of indicators to the Security Council to track progress on women, peace and security, which provided a mandate and momentum to build United Nations systems for monitoring progress on the implementation of resolution 1325. The Technical Working Group on Global Indicators for resolution 1325 developed the 26 women, peace and security indicators for reporting by United Nations entities and, voluntarily, by Member States. The group was constituted by the United Nations Task Force on Women Peace and Security (coordinated by OSAGI) and was comprised of 15 entities. The exercise was conducted in consultation with CSOs, Member States and United Nations entities.<sup>19</sup>

Resolution 1889 also asked the Secretary-General to provide a report on women's participation in peacebuilding. This resulted in the Secretary-General's Seven-Point Action Plan (Secretary-General, 2010c) which was developed in collaboration between UN Women and PBSO. The plan served a United Nations-wide framework to operationalise the women, peace and security agenda in all work by the United Nations

<sup>19</sup> [http://www.peacewomen.org/security\\_council\\_monitor/indicators](http://www.peacewomen.org/security_council_monitor/indicators)



on peace and security. Implementation has been disappointing, however, particularly with regards to the commitment by United Nations entities to dedicate at least 15 per cent of their funds to projects supporting women's participation in peacebuilding (Jenkins, 2013).

Prior to the more recent Security Council resolutions, two system-wide action plans (SWAPs) on resolution 1325 for the periods 2004-2007 and 2008-2009 were developed to improve coherence within the United Nations in this area. Both were coordinated through the IANWGE Task Force on Women, Peace and Security. An evaluation of the 2008-2009 SWAP (OSAGI, 2010) found that it improved coordination – in relation to the earlier SWAP – and generated progress on RBM in the United Nations' work on resolution 1325. However, the SWAP was over-ambitious and under-resourced. Its purpose was also unclear and raised questions as to whether it was a coordination mechanism, strategic planning tool or both.

Other redefining achievements in women, peace and security included: collaboration between DPKO and UNDP to develop United Nations-wide policy and practical guidance on gender and security-sector reform<sup>20</sup>; UN Women's contribution to United Nations-wide responses to sexual violence in conflict, in particular as a founding member of the United Nations Action against Sexual Violence in Conflict and as a core driver of resolution 1820; UNIFEM's role in providing technical support, and convening and facilitating key ground-breaking dialogue and outputs such as the 2008 Wilton Park conference;<sup>21</sup> collaboration with DPA to develop a Joint Strategy on Gender and Mediation (a three-year strategy to identify and prepare qualified female mediators, increase the availability and quality of gender expertise in mediation processes and enhance women's participation in peace); support country national actions plans on resolution 1325 including through ongoing engagement with Member

States and CSOs (an ongoing important role for UN Women); and strategic engagement on transitional justice and rule of law work, such as supporting the Secretary-General's commitment to ensure that all Commissions of Inquiry and related investigative bodies established by the United Nations and the Truth and Reconciliation Commissions it supports have 'dedicated gender expertise and access to specific sexual violence investigative capacity, drawing in the support of UN Women' (Valji, 2012).

## Country-level operational achievements

**Finding 2: UN Women and UNIFEM programmes have contributed to changes in some laws and policies of Member States which advance women's leadership and participation in peace and security.**

In all five country-case studies, UN Women and UNIFEM country and project offices were found to have made important contributions to the development of national laws and policies which advanced women, peace and security through advocacy, technical assistance and other capacity development activities with government bodies, relevant public bodies and women's organizations between 2008 and 2012.

Country and project offices provided support to the development of national action plans on the implementation of resolution 1325 in three of the case study countries (Afghanistan, Kosovo and Liberia).<sup>22</sup> The supplementary desk study also found the global programme, From Communities to Global Security Institutions, supported Indonesia (still in draft), Nepal and Serbia to also develop and finalise national action plans on the implementation of resolution 1325 (Annex IV).

In Colombia, UN Women provided technical assistance to develop Law 1448 on Victims and Land Restitution (2011). The country office helped channel the views of national women's CSOs into the legislative process to ensure the new law addressed women's experience of conflict. It also provided technical assistance to develop the law and build the capacity of implementing

<sup>20</sup> As part of this, UN Women drafted the United Nations *Integrated Technical Guidance Note on Gender-Responsive Security Sector Reform* which was adopted as an organization-wide policy on SSR <http://unssr.unlb.org/>.

<sup>21</sup> The 2008 Wilton Park conference brought together force commanders, police commissioners, women's CSOs and Security Council Ambassadors to rethink sexual violence and its impact on peace and security

<sup>22</sup> The national action plan was approved in Liberia. In Afghanistan, UN Women is working with the Ministry of Foreign Affairs to create a national action plan for the implementation of resolution 1325 but it has not been approved, and the sense of ownership by government is not clear.

state agencies to better execute its relevant aspects which resulted in specific wording in the law and greater awareness among staff in implementing state agencies on the relevant issues. In addition, the country office has been supporting the development of the recent National Policy on Gender Equality and Women's Rights since 2012.

In Afghanistan, UN Women provided advice to ensure gender was included as a cross-cutting theme in the Afghan National Development Strategy (2008). It also supported the development of the National Action Plan for the Women of Afghanistan (NAPWA) which is still to be approved.

In Afghanistan and Haiti, UN Women provided technical support to develop legislation to combat SGBV and provide the possibility of redress for victims. In Afghanistan, the Elimination of Violence against Women Law (2009) was a legal landmark, notably for criminalising rape and several other acts of violence against women. In Haiti, the country office is advising the Government on legislation on violence against women. In both countries, support was also given to develop policy to support the implementation of these laws through action plans.

In Liberia, UN Women and UNIFEM have been perceived as key actors supporting legal and policy change for the advancement of gender equality goals in a politically-enabling environment, including through the development of new gender policies for key security institutions such as the Bureau for Immigration and Naturalisation, and the Liberian National Police.

The summary table in Annex I provides an overview of all UN Women's activities supporting the development of gender-sensitive national laws and policies in different areas of peace and security, based on the programmes reviewed during the case studies and supplementary desk study.

**Finding 3: The activities of UN Women and UNIFEM country and project offices have led directly to an increase in women's leadership and participation in different thematic areas of peace and security.**

All 16 UN Women and UNIFEM programmes reviewed for the case studies and supplementary desk study have objectives and outcomes relating in some way

to women's leadership and participation. Half of these programmes mention women's participation explicitly in their goals and/or outcomes. The other programmes have related objectives, such as to: increase women's involvement or engagement in peace and security processes and decision-making; improve the influence of gender equality advocates; and expand women's access to services, including protection. Since almost all these programme were developed under UNIFEM's Strategic Plan 2008-2011, leadership was seldom an explicit programme objective (being referred to in only three of the programmes).

UN Women and UNIFEM programmes provide direct support to women's participation and leadership in that programme activities lead directly to an increase in women's participation in different thematic areas of the peace and security agenda and, to a much lesser degree, leadership in conflict-affected countries. Annex I provides examples and summarises programme activities and achievements.

The content of activities differed according to the thematic area of work within peace and security and the specific country context but, drawing on UN Women and UNIFEM programmes between 2008 and 2011, they fall into four main categories, as outlined in the following examples from the case study and supplementary desk study research.<sup>23</sup>

The first category is technical or financial support to set up or increase access to mechanisms or institutions enabling women to participate in peacebuilding and post-conflict reconstruction. For example, UN Women and UNIFEM (with partner agencies and local NGOs) helped establish new forums for women's participation in community mediation and reconciliation in Liberia ('Palava Huts', see Box 5) [4 and 11] and Burundi (peace and development clubs) [7], and increased participation in village mediation in Timor-Leste through training and awareness-raising activities [10]. In Haiti, as part of its humanitarian response efforts, UN Women worked with women's community-based organizations to set up security committees in ten communities, bringing together security-sector actors

<sup>23</sup> In the examples, square brackets are used to indicate from which programme the example comes. Evidence sources are also cited.

## BOX 5

### Liberia: Harnessing local institutions and understanding to build peace

As part of the global programme, From Communities to Global Security Organizations, UN Women and its partners in Liberia support an innovative initiative which builds on existing local institutions to increase women's participation in conflict mediation and resolution. 'Peace Huts' are safe community spaces where women can come together to discuss matters affecting their daily lives and resolve community conflicts or disputes, particularly those related to SGBV. UN Women has supported a wide range of activities including: physical construction of the Peace Huts; training for women in conflict resolution and economic empowerment; community sensitization, including for local leaders and police; and economic empowerment activities, such as banking, and savings and loan initiatives.

Innovative aspects of the programme include:

- Building on pre-existing local institutions and understandings. The Peace Huts are based on the traditional 'Palava hut' system in Liberia, where local leaders heard community cases and resolved disputes.
- A process-driven approach. The Peace Huts invest in facilitating and supporting local women's groups and communities to come together to discuss and address issues of women's peace and security.
- Linking peacebuilding and economic empowerment activities. Initially, the Peace Huts focused on women's participation in peacebuilding. Since 2012, however, they have also supported economic opportunities for women to link peacebuilding and economic empowerment, creating an added incentive for women to participate.

Challenging elements of the programme:

- UN Women works through several different local women's groups and there are inconsistencies in how partners and women in the communities understand roles, remits and responsibilities, and relationships to other customary and legal processes (such as chiefs' courts).
- Funding and support has been spread across many communities and districts, rather than concentrated in just a few, and have been fairly piecemeal and short-term, making it less likely that new ideas and processes will become embedded in communities.
- There seems to be insufficient understanding of local political dynamics and power relations and/or efforts to assess and mitigate any unintended consequences of the programme (such as the creation of parallel institutions/structures, the quality of relationships with other institutions and reform processes, or the potential increase in women's vulnerability through empowerment).

Nevertheless, such challenges are surmountable through: a clearer strategy for how the Peace Huts will work to reduce conflict and SGBV; more rigorous assessment of, improved guidance for and better communication with partners; improved context analysis; and better monitoring. If remedial actions are taken, the harnessing of indigenous ideas and processes to advance gender equality and women's empowerment is likely to be an effective way to improve ownership, impact and sustainability, and make programming more relevant to country realities.

and civil society to develop SGBV prevention strategies and speed up referrals [4]. In Afghanistan, UN Women supported the Af-Pak dialogue between female activists in Afghanistan and Pakistan [12]. While, in Indonesia, UNIFEM helped establish a women's political caucus to monitor the effectiveness of legislature and a men's forum to advance women's rights in Aceh [6 and 9].

The second category is the facilitation of access to political, legislative, policy and planning processes for women and women's organizations. In Uganda, UNIFEM supported granting observer status to the Uganda Women's Peace Coalition in the Juba Peace Talks, which led to a commitment from the Government of Uganda and Lord's Resistance Army that women's peace and security needs would be integrated into

#### BOX 6

### Colombia: 'Accompanying' women's organizations and facilitating subnational dialogue

UN Women's *Verdad, Justicia y Reparación* (Truth, Justice and Reparation) programme supports women victims of armed conflict in Colombia in three ways: it helps build trust between parties on opposite sides of the conflict; its presence and support to grassroots women's CSOs contributes to creating a safer environment for them in their advocacy activities; and it has helped facilitate space for the voice of women's movements to have an impact on policy.

The programme operates at national and subregional levels, and activities include: (a) knowledge production (e.g. in cooperation with the National Commission for Reparation and Reconciliation); (b) technical assistance to government bodies (e.g. judiciary, ombudsmen, the Land Unit, Protection Unit and the Unit for Victims) and legal/policy processes (e.g. laws on justice and peace, and victims and land restitution); and (c) capacity development for national and grassroots women's organizations.

The process dimension of the programme has been important for the its reach and effectiveness and its perceived value. The process element describes the choices the country office has made about how it works with partners and includes:

- **Fostering strategic partnerships:** The Colombia country office has developed relationships with a network of women's organizations, including at grassroots level. Its collaborative relationship with UNDP has also been an important factor in extending coverage outside Bogotá, drawing on UNDP's wider country presence.

- **'Accompaniment' of women's movements:** UN Women's relationships and support to women's groups gives visibility to their agenda and helps them gain access to policy processes. Importantly, it also affords grassroots organizations a sense of protection and a safer environment in which to pursue their advocacy activities and engagement with subnational government offices. Women grassroots organizations in Colombia perceive this to be a valuable part of UN Women's work and one which has increased their self-confidence, power and access to policy spaces.
- **Brokering relationships and dialogue:** The Colombia country office has played an important role in facilitating dialogue between different stakeholders, including women's organizations at national and subregional level, and between women's organizations and government/public officials. This has been particularly important in helping build trust between actors at a subnational level on different sides of the political and social spectrum.

UN Women's transitional justice programme in Colombia shows how the process elements of normative and operational work is as important to the advancement of women, peace and security objectives as substantive content. The challenge for UN Women is to find ways to better capture, assess and communicate this important element of its work.

draft implementation protocols, and that women would be represented in implementation bodies [10]. In Afghanistan, funding and technical advice to the Afghan Women's Network, allowed UN Women and UNIFEM to facilitate the participation of women in high-level peace and security events, including open days (discussing women's issues with the OSRSG-SVC), international conferences (such as the Chicago and two Bonn Conferences), and the 2010 National Consultative Peace Jirga and the Grand Consultative Jirga (which had the highest ever level of participation by women in a traditional Jirga [25 per cent]) [10 and 12]. In Haiti [5], Indonesia [6] and Liberia [4], UN Women and UNIFEM supported women's participation in elections. In Indonesia, UNIFEM activities increased the participation of gender advocates in local government law-making processes [9]. UN Women's successful efforts to institutionalise gender training within the curriculum of the Kosovo Police Academy enabled the police to provide input into the draft Domestic Violence Law [13]. The UN Women country office in Colombia facilitated access to local government actors for women's organizations and, through their 'accompaniment' role has provided protection to these organizations in their advocacy efforts (see Box 6). At national level, it has supported women's advocacy and inputs into the Law on Victims and Land Restitution [16].

The third category of activities is support to improve women's access to services in conflict-affected contexts. In these interventions, however, it was not always evident that women were being supported to participate as agents of change rather than as beneficiaries. Nevertheless, in the Gaza Strip and West Bank, UNIFEM (with UNDP) established eight women's centres to provide access to social and education services [2]. UN Women helped the Government of Haiti to restore support services to the victims of gender-based violence after the 2010 earthquake, including SGBV referral services for victims in displacement camps [8]. In several countries, UN Women and UNIFEM's programmes helped set up or increase access to justice, security and protection services (in some cases working with other United Nations entities). Such services included legal clinics, referral centres, police gender desks, counselling services and women's shelters in, for example, Georgia, Haiti, Kosovo, Liberia, Timor-Leste

and Uganda [4 and 10] and the first women's shelters in Afghanistan [3]. These services often focused on combatting SGBV and providing redress for survivors.

The final category is support to increase the number of women leaders, civil servants and service providers. In Haiti, UN Women's engagement contributed to an increase in the appointment of women to senior government positions [5]. UN Women's long-term support to security-sector reform in Kosovo contributed to an increase in female police officers and, when this trend reversed, supported remedial action (e.g. exit interviews and changes to maternity benefits) [13]. UN Women programmes in Liberia helped improve the recruitment and retention of female staff in the Liberian National Police, and the Bureau of Immigration and Naturalisation [4].

#### **Finding 4: UN Women and UNIFEM's global and country-level activities in conflict-affected countries contributed to the enabling conditions for women's leadership and participation in peace and security.**

While some UN Women activities lead directly to women's participation, many peace and security programme outputs and, in some cases, outcomes, focused on providing indirect support to women's leadership and participation. In other words, they sought to build the enabling conditions necessary for women to exercise agency and voice, access equitable and gender-responsive services and influence (public and private) decision-making processes. UN Women used five types of activities to support enabling conditions for women's leadership and participation.

**Normative support and technical assistance to Member State governments** developed the gender-sensitive legal and policy frameworks required to advance gender equality and women's empowerment and rights. Concrete activities and achievements in this area are reported above (paragraphs 85 to 91).

**Capacity development and institutional support** for key government bodies and public service providers ensured that legal changes and government policies were meaningful, and was a component of UN Women's programming in all areas of peace and security. In Colombia, UN Women built gender awareness and capacity among the state bodies



responsible for implementing the Law on Victims and Land Restitution. Interviewees reported that this was a crucial contribution to the implementation of the law in practice, including in raising awareness of gender perspectives [4]. In Kosovo, UNIFEM helped mainstream gender within the organizational structures of the Kosovo Police, including the Gender Unit and the gender focal points in many provinces, and introduced gender training as a core component of the Police Academy Curriculum. Interviewees reported a subsequent change in mindsets and conduct within the police force, and improved relationships with women's CSOs [13]. In Liberia, UN Women supported the establishment of a national secretariat to improve coordination and implementation of the national action plan on the implementation of resolution 1325 [4 and 11]. In Haiti, UN Women provided technical assistance to the Ministry of Justice and Public Security and the Haiti national police to institutionalise referral mechanisms and scale up initiatives addressing SGBV at the national level, and provided prevention and response training on SGBV to the police, displacement camp managers and other humanitarian actors [4]. Technical assistance was been provided to the Land Commission in Burundi in the resolution of property conflicts [7].

**Capacity development and organizational support** for women's organizations enhanced voice and agency in relation to a number of the areas of work within peace and security. Again, while this was a core component of programmes in all areas of UN Women's work on peace and security, there were differences between countries as to whether the country/project office worked mainly with national women's organizations and/or subnational and community-based organizations, and also in how they worked with women's organizations (discussed further in Finding 7 below). In Liberia, for example, UN Women focused on community-level peacebuilding and conflict resolution (and economic empowerment), while work with national women's CSOs was less central to the country office strategy [4 and 11]. In Afghanistan, work with the Afghan Women's Network opened up opportunities for women to put forward their views and interests through their participation in peace and security events, despite the challenging conditions [12]. In Kosovo, the project office provided long-term (financial and technical) support to women's organizations, such as the Roma, Ashkaly

and Egyptian Women's Network [13]. In Colombia, the country office worked successfully in a variety of areas to support women's organizations at both subnational and national levels (e.g. to support advocacy around transitional justice legislation and build their capacity to exercise new legal rights) [16].

UN Women's **awareness-raising and sensitization activities** informed women, men and public officials of: women's rights; specific challenges women face in conflict-affected environments; and of services that are available and how they can be delivered in a gender-sensitive manner. As such, they often overlapped with the capacity-development activities of government, women's organizations and community-based groups. Such activities were also found in all areas of peace and security work such as: supporting access to justice (e.g. showing women how to report domestic violence in Indonesia [6]); addressing SGBV (e.g. making women aware of referral services in Haiti [4]); conflict prevention and mediation (e.g. gender sensitisation activities with community leaders and the police in Liberia [4 and 11]); and post-conflict governance (e.g. community mobilisation meetings ahead of elections in Liberia [4] or voter education sessions in Indonesia) [6].

UN Women (at both headquarters and country levels) directly produced and funded the **production of knowledge outputs** within the different areas of its work on peace and security. These products have different purposes but supported the activities described above by, for example, raising awareness of gender issues (e.g. information on gender equality and Islam in Indonesia [9] or workshops on gender justice for traditional leaders in Sierra Leone [1]) and providing evidence or guidance to inform policymaking and implementation. Examples include a database in Afghanistan which stores data on violence against women from different government and non-government sources [3], a study on SGBV amongst displaced people in temporary shelters in Haiti [8], handbooks for security sector institutions in Liberia [4], and toolkits on new transitional justice legislation in Colombia [16].

Knowledge produced by the PSS at headquarters was especially noted for being evidence-based and analytically robust (see Finding 18 below). This was an important building block to service and inform operational work and ensure that it was better grounded in evidence-based research. Prior to the creation of UN



Women, knowledge produced by INSTRAW was noted for its quality, despite resource constraints. The work on gender-responsive SSR supported by INSTRAW constitutes an important body of knowledge, despite being severely under-resourced.<sup>24</sup>

### Organizational readiness to deliver normative support and operational results on women, peace and security

#### **Finding 5: There is insufficient strategic planning within UN Women's country and project offices.**

Limited strategic planning over the medium- to long-term was identified in all country case studies in relation to peace and security work. In Afghanistan, Colombia, Kosovo and Liberia, an absence of prioritisation meant that country activities were too ad hoc and piecemeal, and country resources were spread too thinly.<sup>25</sup>

UNIFEM's limited operational presence and UN Women's continued project-based funding in all the country case studies was a key constraint to the development of a programmatic approach, including a medium-term programme strategy on peace and security and humanitarian response. Current project-based financing means strategic planning has to be balanced across different funding and reporting cycles, and has to be responsive to the strategic priorities of the funding organizations.

In some countries, including Afghanistan, Colombia and Liberia, UN Women staff expected new modes of

planning, such as the annual workplans, to improve strategic planning. However, there is no evidence as yet that these have supported improved medium-term strategic planning and no details on the process by which they will do so. There are also strategic planning challenges associated with working to short-term funding cycles.

#### **Finding 6: Most UN Women programmes on peace and security lack an explicit theory of change or programme logic.**

At the macro level, the overarching theory of change of resolution 1325 is that enhanced participation by women in the different thematic areas of policy and international interventions in fragile and conflict-affected situations, will help address their specific experiences and needs in such contexts. Much less is said about women's leadership. Global, subregional and country strategic plans and annual workplans provide high-level results chains but with little indication of causal linkages between inputs/outputs and higher-level outcomes, and goals on the peace and security and humanitarian response agenda. The underlying theories of change of strategic plans at the global level remain quite general and descriptive, rather than developed fully and analytically due, in part, to the breadth of the thematic issues and range of potential actions.

All five country case studies found that clear theories of change were not articulated or documented explicitly at the level of overall programme or individual projects. There were, however, variations between countries in this respect. The case studies of Afghanistan and Liberia found that the theories of change articulated in project documents were often insufficiently articulated or incomplete. In the case of Colombia, it was noted that there has been some improvement over time in how the results logics are presented in the documentation produced by the country office.

The programme documents reviewed in the supplementary desk study (Annex IV), (n= 12) lack an explicit discussion of the theory of change i.e. how change (such as intended outcomes) will occur as a consequence of inputs from UN Women. Training, for example, was a widespread intervention but programme documents did not explain how it will deliver ascribed social change in a concrete manner.

24 [http://www.peacewomen.org/peacewomen\\_and\\_the\\_un/un-implementation/research-and-training-institutes/entity/24/united-nations-international-research-and-training-institute-for-the-advancement-of-women-un-instraw#](http://www.peacewomen.org/peacewomen_and_the_un/un-implementation/research-and-training-institutes/entity/24/united-nations-international-research-and-training-institute-for-the-advancement-of-women-un-instraw#)

25 Significantly, this shortcoming in UNIFEM's operational presence and potential impact was recognised in the *Note of the Executive Director of UNIFEM to the 2008 Annual Session of UNDP and UNFPA*, which reported that the evaluation of the UNIFEM Multi-Year Funding Framework 2004-2007 had found there to be 'widespread agreement among consulted partners that UNIFEM has been able to achieve remarkable results with very limited resources...The only frequently stated criticisms were insufficient presence, insufficient funds and...running the danger of spreading itself too thin in trying to meet the large existing demands'. As a result, UNIFEM's Strategic Plan 2008-2011 made a commitment to 'build a stable, strategic, cost-effective and relevant subregional presence to support catalytic programming' (DP/2007/45).

Most of the programme documents reviewed for the supplementary desk study also had a weak results logic (i.e. the relationship between inputs, outputs, outcomes and goals within the logical framework). For example, the different levels in the results chain are blurred, with ill-defined/broad outputs or outcomes and/or a suite of 'indicative' activities linked to several outcomes. Such weaknesses suggest an implicit theory of change is lacking or inadequate in these programmes.

In a minority of programmes, while the results chain was logical, there were still shortcomings in the theory of change such as over-ambitious objectives (particularly given timeframes of programmes and scale of resource/inputs) and unattributed jumps in logic at the higher levels of the results chain.<sup>26</sup>

The supplementary desk study and four of the country case studies found that, while programme documents often identified risks, they appeared formulaic and there was no analysis of how they might be managed. Interviews revealed that while staff may be aware of the 'do no harm' principle, they were no formal processes to incorporate these into programme planning or implementation in practice. In Afghanistan, risk management focused primarily on the physical risk to staff, although the country office also sought to minimize the risk to women caused by their work on women's rights.

**Finding 7: How UN Women engages with stakeholders at country level significantly influences the effectiveness of its activities in practice.**

While programme documents on peace and security lack a clear theory of change, some country offices have an implicit but fairly clear understanding of how they support transformative change. An *implicit* theory of change relates more to the manner in which the office works, i.e. what might be thought of the process elements of country activities and interventions, rather than any particular types of inputs or outputs.

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<sup>26</sup> The weakness of programme design of the programmes reviewed is also noted by other external evaluations (e.g. McLean Hilker and Kerr-Wildon, 2009; De Giuli, 2012; and Hancilova, 2011).

Importantly, the case studies showed that the effectiveness of UN Women and UNIFEM country/project offices relate precisely, and in large part, to the modes of engagement with different stakeholders and their underlying basis. These process elements of UN Women's operational work refer to how, in practice, country offices build and implement their programmes, based on their (often intuitive) analysis and understanding of the political-economy conditions in which they operate, their understanding of how social and political change might happen, and of UN Women's role in these processes and their thematic/technical expertise. The case studies found four modes of working which proved to be effective.

**Providing everyday 'behind the scenes' interactions and networking to build networks and strategic alliances with key actors and broker dialogue between relevant stakeholders in women's peace and security.** For example, interviewees from UN Women, other United Nations entities and intergovernmental bodies reported that regular interaction with Member States and key peacebuilding and peacekeeping actors within the United Nations (such as DPA, DPKO, IASC, OCHA, the Office of the High Commissioner for Human Rights [OHCHR], PBSO, the United Nations Children Fund [UNICEF] and UNDP) is a central and effective component of the work of the PSS. In Kosovo, the project office adopted a deliberate strategy of 'behind the scenes' support for potential champions and leaders who, over time, came to play a key role in improving the chances of sustainability and ownership of changes in policy, institutions and practice [13].

**Establishing long-term relationships with, and support to, women's organizations which enabled tailored and hands-on capacity development.** For example, the project office in Kosovo provided long-term support, beginning in 2006, to the Roma, Ashkaly and Egyptian Women's Network which has enabled it to develop into an autonomous organization [13].

**'Accompanying' women's organizations in their advocacy activities and political engagement.** In Colombia [16], such a role is ongoing across different activities and programmes, as shown in Box 6.

**Building programmes around existing institutional realities and socio-cultural understandings,** for example

supporting Peace Huts in Liberia [4 and 11] (see Box 5) and working closely with community-level politics in Haiti to support local community initiatives on security provision [8].

These process elements of UN Women's work on peace and security were less tangible than other measurable programme inputs/outputs, such as financing and technical assistance, as they related to tacit knowledge, the country office staff's understanding of context and analytical instincts, and their day-to-day networking and interactions with other stakeholders. For this reason, process elements tended not to be recorded in programme results frameworks, were not reported on, and were rarely, if ever, documented in any form of lesson-learning process or monitoring of progress.

**Finding 8: Financial resources for peace and security are insufficient to meet the expectations generated with the creation of UN Women, particularly at country level.**

In all five country case studies, the lack of core funding and clarity on future funding structures and finance systems *in practice*, was perceived to undermine the capacity of country/project offices to meet expectations of universal coverage, strategic and operational presence and inter-agency coordination. Project-based funding made strategic planning extremely difficult. Programme choices were heavily influenced by the priorities of funding organizations limiting the ability of country offices to translate global strategic objectives into appropriate medium- to long-term objectives. Funding models which were primarily project-based (as opposed to core funding) also made heavy demands on staff time. Country-level staff voiced these concerns in Colombia, Kosovo and Liberia. In Colombia, however, funders said that their reporting frameworks were not detrimental to better long-term planning.

**Finding 9: The skills and expertise of UN Women staff groups on peace and security and humanitarian response vary, both within and across teams and offices.**

External interviewees for the headquarters case study reported PSS staff to have high-quality technical and specialist knowledge, as well as analytical and political skills, which underpins their credibility and effectiveness. This was corroborated by the quality of

their knowledge products and knowledge outputs on peace and security, which are collated in UN Women's *Sourcebook on Women, Peace and Security* (UN Women, 2012c). It also built on INSTRAW's work in supporting the creation of a relevant knowledge base for work of women, peace and security. OSAGI and DAW staff were also commended for their expert knowledge of the sensitive and complex intergovernmental processes of the United Nations (interviewees and OIOS, 2011).

At the country level, staff experience, skills, technical and thematic expertise, and understanding of domestic or regional political dynamics varied within and across groups. In Kosovo, for example, the commitment and long-term NGO experience of staff, as well their political instincts, knowledge and contacts, were crucial to the project office being able to identify and build long-term relationships with reform champions and broker effective dialogue between various stakeholders. In Colombia, the transitional justice expertise of the country office was instrumental in providing technical support to the legislative process at a critical point in national efforts to address the country's conflict. In Haiti, UN Women was seen to have adapted to the changing political environment, and develop new networks and relationships. In contrast, the security situation in Afghanistan made it difficult to recruit and retain senior, experienced staff with specific technical skills or expertise.

Details on recruitment strategies and the preparation of job descriptions were unclear, but there were some examples of strategic recruitment of high-quality national staff, either to meet thematic needs (such as on transitional justice in Colombia) or to recruit nationals with strong political/analytical skills and access to relevant national networks, which was vital to ensuring the contextual relevance of programming (as seen in both Colombia and Kosovo).

At both headquarters and country level, interviewees noted a risk of over-reliance on key individuals who were instrumental in building the networks, technical reputation and credibility of their offices. At country level in particular, the institutional memory and the capabilities to sustain programme effectiveness, such as technical expertise and relationships, were often

vested in key individuals rather than in the organization as a whole.

Interviewees reported that funding uncertainty also weakened morale among UN Women country personnel and had created staff retention issues. This was further exacerbated by the restructuring of UN Women field offices (occurring at the time as the evaluation field missions), which caused uncertainty about employment status. UN Women staff in Afghanistan, Colombia and Kosovo, in particular, expressed these concerns.

**Finding 10: There are weaknesses in the M&E systems of UN Women country programmes, which limit their ability to demonstrate results and learn lessons from experience.**

The documents reviewed for the supplementary desk study and case studies indicated that the main form of project monitoring and reporting used by country offices were donor progress reports which are submitted on a regular basis (every six months or annually) to project-funding organizations. Country/project offices also conduct internal mid-term and/or end-of-project reviews, though it was unclear how frequently (e.g. of the 12 programmes, 2 were analysed for the supplementary desk study).

Reporting and monitoring are not sufficiently developed to capture the lessons learned from good or poor results or, subsequently build an evidence base on what works to further women's participation and leadership. The donor progress reports, in particular, are tailored to the needs of donors, and report mostly on project activities (inputs and outputs) and any delays or deviations based on the project's logical framework. In both the donor progress reports and internal project/programme reviews, analysis of programme outcomes or impact (intended and unintended) and the reasons they have or have not led to the desired results, are negligible or missing, thereby weakening the chances of informing better practice and capturing lessons learned from country office experiences.

Monitoring and evaluation did not feature substantially in project or country-planning cycles of the country case studies in ways that facilitate learning between projects or enable projects to be adjusted

mid-cycle to changing conditions in a particular country. The Elimination of Violence against Women Special Fund in Afghanistan, which showed evidence of learning between programmes and investment in improved M&E (e.g. the hiring of a devoted M&E officer) was an exception.

Independent evaluations of projects appeared to be relatively infrequent and, for the desk study and portfolio mapping exercise, only nine external programme evaluations were available<sup>27</sup> (desk study, Annex III). As the focus was on analysis of results, the availability of external evaluations was a key consideration in selecting programmes for inclusion in the supplementary desk study. Nevertheless, of the 12 programmes reviewed, external evaluations were available for only four (Annex IV). Nine programmes were, however, reviewed during the field studies, four of which had concluded and had evaluations available.

Results management relied heavily on quantitative- and output-driven indicators (such as the number of workshops held). These were not conducive to capturing the process dynamics of change, or assessing outcomes and impact. Logical frameworks referred to qualitative indicators, but did not tend to be accompanied by clear indicators to assess the substance and quality of intended change.

**Finding 11: There is demand from both humanitarian actors within the United Nations and beneficiary organizations for gender-sensitive approaches to humanitarian action, but UN Women's humanitarian response capacity and activities remain limited at present.**

As UN Women steps up to its new role on humanitarian action at headquarters, proactive work is already underway to build up the humanitarian response component of the peace and security agenda, including through the establishment of the Humanitarian Unit at headquarters and ongoing recruitment of staff with skills in this area. At country level, there is reported demand for UN Women to build its capacity to provide

<sup>27</sup> Among the evaluations, there were three country evaluations, two subregional evaluations which covered the same programme, and four global programmes, two of which covered the same programme

technical support on integrating gender-sensitive approaches into humanitarian response, as seen in the Colombia and Haiti case studies. In Colombia, the need was expressed by other United Nations entities, including OCHA and in Haiti, it came in recognition of UN Women's past contributions to humanitarian work in the aftermath of a disaster. However, humanitarian action is a new area of activity for UN Women and its capacity to respond to these demands and deliver on strategic objectives is limited at present.

The Haiti case study provided a unique example of a country within UN Women's portfolio where the entity's comparative advantage in humanitarian response was an important feature (including prior to the establishment of its mandate). Box 7 presents early lessons from UN Women's experience in Haiti between 2008 and 2012. There are no current indications that UN Women will increase its humanitarian response capacity at the programmatic level. Rather the intended role is one of advocacy and coordination to increase/improve gender consideration in global humanitarian action, and in United Nations and international response to humanitarian crisis.

### 3.2 Strategic coherence and positioning of UN Women and its predecessor entities

A key rationale for the creation of UN Women was to create a stronger voice and lead on gender equality and women's empowerment by the United Nations by promoting accountability of its gender mainstreaming commitments, and building strategic partnerships with civil society and governments to deliver catalytic operational assistance. The United Nations General Assembly also called upon UN Women to have universal coverage, a strategic presence and ensure closer linkages between its normative support and operational activities (A/Res/64/289).

Section 3.2 focuses on the question of UN Women's strategic coherence and positioning on women, peace and security, while Section 3.3 focuses on its ability to form strategic partnerships and promote inter-agency coordination. Findings are based on UN Women's experiences since the transition was formally completed in January 2011. Any changes in presence, strategic

partnerships and influence during the evaluation period (2008 to 2012) are also noted.

### Global policy coherence and strategic positioning

**Finding 12: The objectives of resolution 1325 are clearly reflected in Goal 4 of UN Women's strategic plan which provides overall strategic coherence for its work on women's leadership and participation in peace and security and humanitarian response.**

Over time, women, peace and security featured more prominently in the strategic mandates of UN Women and its predecessor entities. In contrast to previous strategic plans, UN Women's Strategic Plan 2011-2013 has a strategic goal dedicated to 'women's leadership in peace, security and humanitarian response,' with outcomes relating to operational, intergovernmental and coordination functions.

UN Women's global strategic plan is clearly anchored in the Beijing + 10 review conference, and in advancing resolution 1325, as well as related resolutions on women, peace and security and United Nations system-wide commitments (such as the Secretary-General's Seven-Point Action Plan). The strategic plan explicitly builds on the momentum of key United Nations instruments and standards on gender equality, including the 10-year anniversary of resolution 1325 and the opportunities these provide for:

*Member States and other stakeholders to identify remaining implementation gaps between the global normative and policy commitments and women's daily realities. The strategic plan thus sets out to support Member States in closing these gaps in the context of national priorities, and in partnership with other stakeholders. (UN Women, 2011a: 5)*

Goal 4 of the development results framework of UN Women's strategic plan relates specifically to 'the contributions of UN Women to the implementation of relevant intergovernmental commitments, including those from the Beijing Platform for Action, Security Council resolutions 1325 (2000), 1820 (2008), 1888 (2009), 1889 (2009) and 1960 (2010) on women, peace and security, and relevant regional commitments' (ibid.: 17).



## BOX 7

### Early lessons in humanitarian response: Haiti

The case study carried out for this analysis found that UN Women has a humanitarian response role in Haiti. However, the role is limited to working with other entities to ensure that women's concerns are mainstreamed across their humanitarian activities, rather than as a first responder in emergency situations. Partners characterised UN Women's engagement in the cluster system as positive, in particular because UN Women provided much-needed analysis, context knowledge and support through its existing partnerships on gender issues. UN Women also ensured that tools and guidelines developed for gender mainstreaming following the 2008 cyclone, were used in the humanitarian response to the 2010 earthquake.

Two key lessons emerged from the Haiti case study:

- **The need to integrate a gender perspective in specific humanitarian response tasks.** UN Women supported local CSOs to reorganise the delivery of food following initial assessments which showed women were being assaulted after receiving food. UN Women then supported street vendors to supply food to vulnerable families, ensuring the regeneration of women's livelihoods while simultaneously addressing the basic needs of the most vulnerable and ensuring protection against violence during large-scale food distributions. The effort was seen as a more sustainable and efficient way to support livelihoods while helping to rebuild community dynamics. CSO partners acknowledged the innovative approach of this project which worked well in the local context and could provide a future model for UN Women's engagement in humanitarian response.

- **The need to create synergies between humanitarian response and ongoing projects, and adapt them to the needs of local communities experiencing humanitarian crisis.** Through the Safe Cities Programme, UN Women engaged with international and national partners in managing camps for internally displaced persons to ensure adherence to basic principles on the safety of public spaces from women's perspectives including for example, locating women's toilets close to their living quarters and installing sufficient lighting. The project achieved mixed results, however. Country office staff interviewed indicated there had been good feedback and interest during initial discussions but, when it came to implementation, camp managers did not apply the principles discussed. Even though the 'Safe Cities' principles were relevant, the process was too time consuming, in particular the participatory planning exercise which was envisaged to identify the location of sites and services for internally displaced persons. The merit in lobbying other entities to integrate principles of gender equality before, rather than during or after, a humanitarian crisis starts was a key lesson learned. Increased engagement in early warning and preparedness, and work with entities before the onset of humanitarian crises on mainstreaming gender, are therefore recommended.

While UN Women is not equipped to respond to humanitarian crises per se, it is uniquely placed to take the lead in coordinating and advocating for the inclusion of women's issues and protection in the humanitarian response programmes of other entities. There is a perceived value added in scaling-up the presence of UN Women in humanitarian response to ensure that gender-sensitive measures are integrated.



**Finding 13: At the global level, UN Women is seen as a lead actor within the United Nations system on women, peace and security.**

Internal and external interviewees for the headquarters case study reported that UN Women and its predecessor entities played a key role in advancing global norms on women, peace and security (as shown by the achievements reported in Finding 1) and in developing systems to monitor their implementation by the United Nations and intergovernmental bodies.

During the evaluation period (2008-2012), there was a clear change in the visibility of women, peace and security across the United Nations system, and in the reputation and effectiveness of the interactions between UN Women with other United Nations entities. This pre-dates the creation of UN Women, and built on the work and strategic leadership of OSAGI and UNIFEM, including through effective mobilisation to use the momentum around the 10-year anniversary of resolution 1325 and to strengthen monitoring frameworks, namely the United Nations-wide strategic results framework on resolution 1325.

Interviewees and past evaluations acknowledged the expertise and experience of DAW and, in particular, OSAGI in steering a course for progress in deepening the normative foundations for the work on women, peace and security and addressing some of the challenges to implementation of resolution 1325 and related resolutions. However, they also recognised the constraints posed by limited staff and resources, particularly the lack of a budget line for the implementation of resolution 1325 (OIOS 2011; OSAGI, 2010; interviews).

The consolidation of mandates, its thematic reorganization and its enhanced status all improved opportunities for UN Women to interact with intergovernmental actors and United Nations entities on issues relating to women, peace and security. It also increased the entity's capacity to lead and influence work and activities relating to women, peace and security in the United Nations system. Concretely, the role of Under-Secretary-General assigned to the Executive

Director of UN Women has ensured UN Women has more visibility. The Executive Director sits on the Secretary-General's Senior Management team and participates in Policy Committee meetings to discuss crucial matters arising in the United Nations' work, in particular relating to international peace and security. UN Women therefore has the opportunity to raise issues relating to gender and women's empowerment in the context of political and peacekeeping political missions, as well as situations of concern. Interviewees also reported that, since 2011, UN Women was seen to be using the *Secretary-General's Report on Women, Peace and Security*, in a more strategic way to highlight serious implementation gaps and motivate Member States to move forward with their commitments on women, peace and security.

Constant monitoring of political developments relating to women, peace and security is an important element of the PSS's work. Country-specific situations, the PSS's role in accompaniment, and the provision of technical expertise on specific policy issues to support Member States and other entities in the United Nations system in moments of crisis, particularly in the work of DPA or PBSO, are all monitored. Such technical expertise was regarded by interviewees as a valuable area of growth in UN Women's work, which has risen to the challenge of advising and shaping United Nations work and response crisis settings (as seen in Mali).<sup>28</sup> The PSS demonstrated an ability to activate quick-response mechanisms in the face of conflict-related crises, and to work flexibly and give visibility to the particular plight of women in conflict situations. At the same time, some country offices felt that headquarters is not sufficiently aware of the political environment in which they were working — a view put forward by UN Women staff in Colombia and Kosovo.

<sup>28</sup> See UN Women, UN Women Executive Director calls for inclusive peace process and immediate stop to human rights abuses against women in ongoing conflict in Mali, 10 January 2013. Available from: <http://www.unwomen.org/2013/01/UN-Women-executive-director-calls-for-inclusive-peace-process-and-immediate-stop-to-human-rights-abuses-against-women-in-ongoing-conflict-in-mali/>

**Finding 14: There is a lack of clarity and consensus on the scope of UN Women’s normative support function and on how proactive UN Women should be in supporting the implementation of objectives relating to women, peace and security.**

At the level of global policy, interviews both within and outside the entity revealed different views as to how UN Women should approach its normative support function in order to be most effective on issues relating to women, peace and security.

Some interviewees held the view that UN Women’s role was to facilitate implementation of women, peace and security norms at the pace set by Member States, which was important to secure both their buy-in and the sustainability of achievements. Other interviewees believed it was appropriate for UN Women to drive the implementation of normative agreements on women, peace and security by United Nations intergovernmental bodies and national governments and that this politically proactive mode of engagement, evident during the evaluation period, explained recent progress in the implementation of resolution 1325 (e.g. monitoring frameworks such as the 26 Indicators).

### Country-level strategic coherence and positioning

**Finding 15: At country level, UN Women’s operational and strategic objectives are consistent with global objectives and priorities as set out in resolution 1325 and Goal 4 of UN Women’s Strategic Plan.**

Strategic notes for 2011-2013 were not available in all countries. Overall, however, programming and activities in all five country case studies reflect sustained efforts to advance the goals of resolution 1325 and other peace and security objectives and, in the case of Haiti, UN Women’s support to humanitarian response since the 2010 earthquake. Interventions are now more clearly nested within the thematic area of the peace and security agenda, and more evident in annual workplans, and country office and regional office strategic plans. Accordingly, UN Women’s strategic planning now has a clearer focus on peace and security work.

In most cases, the country case studies demonstrated that UN Women country and project offices were

adept at translating corporate strategic objectives into country-level objectives and programmes which are appropriate to the domestic context. The Liberia country office, for example, was capitalising both on government ownership of resolution 1325, and existing local institutions and socio-cultural understandings of peacebuilding and conflict resolution to advance women’s leadership and participation. In Kosovo, the project office provided technical support to the working group responsible for developing the national action plan for implementation of resolution 1325. It should be noted, however, that this was a long-standing feature of UNIFEM, rather than one associated with the transition. In Afghanistan, where domestic political conditions are particularly unfavourable to the realisation of global norms on women, peace and security, the country office considered the optimal pathway to be calculated caution on, and reduction of, expectations among relevant stakeholders. Notably, those interviewed from Afghani women’s organizations advocated for a more outspoken and ambitious role for UN Women in promoting women’s participation in peace and security, and on women’s rights more generally.

To ensure that country activities contribute to corporate strategic objectives, country staff need to be adept not only at adapting corporate objectives to domestic conditions, but also at adapting activities in pursuit of those objectives as domestic conditions change, which is particularly likely in volatile and conflict-affected settings. Again, the ability of staff to do this varied. In Colombia, Haiti and Kosovo, country office staff were able to move swiftly as events unfolded, such as the 2012 peace talks in Colombia and the 2010 earthquake in Haiti.

**Finding 16: UN Women’s strategic presence and positioning on peace and security varies from country to country. The capacity of UN Women to influence stakeholders, policy and processes at country level has, to date, remained limited.**

In some countries, such as Haiti and Kosovo, UN Women is considered the lead agency on issues relating to women, peace and security by other organizations, including both national partners and other United Nations entities. Elsewhere, the evidence

is more mixed. In Colombia, for example, UN Women used its knowledge and connections with national social and political actors to position itself strategically to make women, peace and security issues more visible (including in regional forums on the current peace process) and increase UN Women's visibility in the public debate on gender equality. However, reports within the UNCT were mixed, with some United Nations entities very positive whilst others were less so. In Afghanistan, UN Women was not seen as being publicly visible on women, peace and security issues, due in part to the established presence of the Gender Unit of the United Nations Assistance Mission in Afghanistan which chaired the UNCT Gender Working Group during the UNIFEM years and also had a stronger/larger political mandate regarding the peace process in the country. However, interviewees noted that the Country Representative regularly advised mission leadership on gender issues. In Liberia, the Office of the Gender Adviser within the United Nations Mission in Liberia (UNMIL) was seen as the lead on gender equality and women's leadership and participation, rather than UN Women.

In principle, UN Women's enhanced status also provided new opportunities to engage with, and influence, high-level stakeholders (government, United Nations entities, international agencies) at country level. There was, however, only limited evidence to date of an increase in the visibility and influence of country offices since the creation of UN Women. Several interviewees envisage this will change as Country Directors take up their positions, not least because the enhanced status of UN Women will reinforce access to the United Nations resident coordination structures and high-level government stakeholders.

In all of the case-study countries, however, interviewees (including some UN Women staff) remained unclear how UN Women's operational role differs from that of UNIFEM. That is, whether the entity's operational presence is likely to increase or whether support should continue to be mostly catalytic, but with greater capacity to set the agenda on gender equality and women, peace and security goals within the UNCT. UN Women's limited resources remain an obstacle to combatting the legacy of the limited capacity of its predecessor entities for operational presence.

## Organizational readiness for strategic coherence

**Finding 17: The new thematic organization of UN Women enables a more focused approach on peace and security and humanitarian response work at global and country level.**

UN Women's new thematic structuring created an identifiable core of peace and security work at headquarters level, and a dedicated centre of knowledge production. It allows for a more focused approach to the political work of facilitating dialogue and political exchange among relevant stakeholders, and fulfilment of the normative support function. Country-level interventions are now also nested within the thematic areas of the peace and security agenda, as shown in annual workplans, and country and regional office strategic plans.

**Finding 18: Knowledge production on peace and security issues is rich and authoritative, particularly at the global level.**

At headquarters, PSS knowledge products focused on specific themes relevant to peace and security work, including products on peacebuilding (2010), national action plans (2012), transitional justice (2010) and community-level engagement (2009). Research was planned strategically to address key knowledge gaps and priority issues on peace and security and humanitarian response. Knowledge outputs were based on evidence and analysis of what has worked and why, and reflected ways of working which acknowledged both political economy challenges and the need to work within the specific context. These products contained (implicit) analysis and narratives which constituted theories of change on how women's participation (and to a much lesser extent, leadership) can be strengthened and supported. Much research and guidance by the PSS in this area was collated in the *Source Book on Women, Peace and Security* (UN Women, 2012d). Interviewees from other United Nations entities, as well as other international organizations, recognised PSS knowledge products as a global source of information on issues relating to women, peace and security.

Country/project offices also produced or commissioned context-specific knowledge products, such as

reports, guidance and toolkits, to contribute to raising awareness, advocacy, and policy development and implementation. In Colombia, for example, the toolkit on preventive action on conflict-related violence against women, produced by the Human Rights Ombudsman with support from UN Women, was cited as useful for a range of national stakeholders. However, cross-referencing between headquarters and country office knowledge outputs was deemed underdeveloped. Country-level fieldwork revealed poor levels of awareness of PSS research outputs among UN Women staff at the country level.

**Finding 19: Knowledge management and communication between headquarters and country offices are weak, and a major obstacle to improving coherence between policy and programmes.**

Case-study research found that UN Women does not have adequate knowledge management systems to improve linkages between its normative and operational work, and subsequently maximise opportunities to improve the effectiveness of both functions.

In all five country case studies, UN Women staff reported a communication gap between headquarters and country offices on peace and security work, and of not being kept abreast of relevant knowledge products was a source of frustration. With the exception of global programmes (which are managed by the PSS), there was little evidence that global knowledge products were being used to inform and improve country strategic decisions and programme design. Headquarters staff reported that they prioritise in response to country office demands, but that staff were overstretched with multiple demands on their time.

UN Women staff also reported that their knowledge and country-level experiences were not informing global policy and normative support work sufficiently with the current design of programmes, and monitoring and reporting formats proving an important constraint. As noted in Finding 10, monitoring and reporting was primarily reflected in donor progress reports which focus on activities and outputs specified in programme logical frameworks. They do not capture the important process elements of country operational activities or analyse the reasons why programmes are working (or not). Headquarters staff also highlighted that the

current reporting formatting between country offices and headquarters does not facilitate comprehensive reporting of peace and security activities because the results tracking system does not adequately capture good practice and results have to be placed in one thematic area only (and there is a large degree of overlap of priority and thematic areas of work in post-conflict settings).

**Finding 20: Both country context, and the skills and experience of the UN Women country teams help to explain variations in strategic coherence and positioning.**

Country context was found to have an important influence on whether and how country/project offices could advance corporate strategic objectives. For example, high-level political ownership of resolution 1325 meant there was more of an enabling environment in Kosovo and Liberia than in Afghanistan and Colombia. The geopolitical significance of a country and the presence of other international actors (including those from the United Nations) also influenced how UN Women positioned itself and the extent of its influence. In countries with peacekeeping and political missions, such as Afghanistan and Liberia, UN Women, and previously UNIFEM, found it challenging to have a strong influence within the United Nations presence.

Importantly, however, one clear finding of the case studies was how the ability of country/project offices to work within the constraints and opportunities of the domestic context, was mediated by the skills and experience available within the office itself. In Haiti, for example, the country office was able to navigate the difficulties of a changing political context, respond to the 2010 earthquake and adapt its activities to changing conditions and develop new directions in its interventions, as well as new partnerships, despite limited resources. In Colombia, the country office worked creatively to help change the public agenda on gender equality and support women's participation in a context with limited official buy-in to resolution 1325.

### 3.3 Strategic partnerships and coordination role

#### Global engagement with other peace and security actors

**Finding 21: At the global level, UN Women has demonstrated an improved ability to forge strategic relationships with key stakeholders, particularly within the United Nations system.**

At global level, UN Women and its predecessor entities demonstrated an increased ability during the evaluation period to build strategic alliances and broker dialogue between stakeholders in women, peace and security issues within the United Nations system. The lead up to the 10-year anniversary of resolution 1325 provided opportunities for intensified behind the scenes political work and intergovernmental engagement, including strategic partnerships with Member States and other United Nations entities. Engagement and coordination with these actors has further intensified since the creation of a discrete section on peace and security in UN Women.

UN Women increased its efforts during the evaluation period to build relationships and influence other entities, which was reflected in the renewed commitment to the women, peace and security agenda with more long-standing partners, such as UNDP and UNFPA.<sup>29</sup> It was also demonstrated by greater engagement with women, peace and security goals on the part of key actors in peacebuilding and peacekeeping such as DPA, DPKO, OCHA, OHCHR, OSRSG-SVC and PBSO. Examples include the *Joint Mediation Strategy* with DPA (UNIFEM/DPA, 2010) and collaboration between UNIFEM and DPKO to produce *An Analytical Inventory of Peacekeeping Practice on Addressing Conflict-Related Sexual Violence*, and related outputs (UNIFEM/DPKO, 2010). The latter has been game-changing in terms of recognizing and encouraging replication of effective strategies to protect women and girls in peacekeeping

<sup>29</sup> Interviewees confirmed this at headquarters level. A recent example includes the collaboration between the European Union, UN Women and UNDP on a joint initiative to support women's participation in peacebuilding and post-conflict planning and economic recovery (EU/UN Women/UNDP, 2012).

operations. The process contributed to establishing relationships with broader cross-section of actors whose cooperation and buy-in was important to making a difference on the ground (e.g. the military). The process also contributed to a 'change of mind' of some partner by building the evidence base not only on what works to improve the protection of women, but also on how this supports peace and security more generally.

Working strategically with supportive Member States as opportunities arose was also found to be effective in advancing the normative content of women, peace and security, particularly in relation to tabling the new resolutions in the Security Council. UN Women also strengthened its engagement with other inter-governmental actors (e.g. the International Criminal Court, the OECD International Network on Conflict and Fragility [INCAF]), and multilateral organizations and forums such as the World Bank Fragility Hub, and the International Dialogue on Peacebuilding and Statebuilding.

At the global level, ongoing engagement with strategic partners among international civil society forums, such as the NGO Working Group on Women Peace and Security (NGOWG) and the Global Network of Women Peacebuilders (GNWP), was considered central to advancing the normative and policy agenda.<sup>30</sup> The role of predecessor entities in providing a platform for women's voices through engagement with CSOs at the global level remains an important legacy and built on a strong tradition of working closely with beneficiary groups. However, interviewees at both global and country levels expressed concern that, as UN Women works more intensively with intergovernmental bodies and national government, engagement with women's CSOs will become less of a priority. Collaboration with think tanks, such as the International Centre for Transitional Justice and the International Peace Institute should also be noted.

At the regional level, as its organizational consolidation is still underway, interviewees stressed the need

<sup>30</sup> The NGOWG plays an important role at headquarters in ensuring CSO activism to oversee developments on resolution 1325 and other women, peace and security resolutions. The GNWP focuses on advocacy and action to translate resolution 1325 into country-level implementation.



for UN Women to continue building relations with relevant intergovernmental regional organizations, notably the European Union, the North Atlantic Treaty Organization (NATO), the African Union, the Economic Community of West African States (ECOWAS), the Association of Southeast Asian Nations (ASEAN), the Organization for Security and Co-operation in Europe (OSCE) and the Organization of American States (OAS), all of which have already featured in the work of sub-regional offices.

As UN Women is now better positioned to influence the United Nations' system-wide work on peace and security, interviewees noted more scope to scale up its presence in other international fora working on themes around fragile and conflict situations, such as the international agenda on statebuilding. UN Women already participates in INCAF and is engaging with the International Dialogue on Peacebuilding and Statebuilding. However, UN Women was also considered uniquely placed to play a stronger leadership role in an agenda in which gender perspectives remain hugely underdeveloped, and where there were important opportunities to ensuring the sustainability of women, peace and security achievements in peacebuilding and post-conflict contexts.

**Finding 20: There has been a marked improvement in inter-agency coordination on peace and security work since the creation of UN Women.**

There also appeared to be a more proactive approach on peace and security work to leveraging the enhanced status of UN Women to improve inter-agency coordination. For example, the effectiveness of the IANWGE meetings, which attracts participation from more senior members of other United Nations entities, has improved since the UN Women Executive Director/Under-Secretary-General took over as chair (OSAGI, 2010; interviews).

### Country-level engagement with other peace and security actors

**Finding 21: The type and quality of UN Women partnerships with women's organizations and government vary from country to country in peace and security work.**

The case studies found that the types of partnerships built by UN Women and UNIFEM country/project offices, and with whom, varied – as did their relevance, quality and effectiveness in terms of supporting women's leadership and participation in a particular context.

Country/project offices have engaged with governments through their peace and security programming in all five case study countries between 2008 and 2012, but some offices demonstrated a greater ability to spot and nurture strategic partnerships with influential reform champions within government. In both Colombia and Kosovo, country staff members were effective in identifying reform champions to promote and sustain changes in policy and practice (see Box 8). In contrast, in Afghanistan, the sustainability of engagement with government (e.g. the Resource Centres for Women Parliamentarians and technical assistance to the Ministry of Women's Affairs) was less clear.

In all five case-study countries UN Women, and previously UNIFEM, offices worked with women's organizations and community groups to develop their knowledge and capacity, to provide fora for their voices and participation, and to facilitate their access to decision-making channels such as local government, consultations on new laws or international conferences. There were, however, differences between countries in terms of: the level at which offices leveraged partnerships at national, subnational and community levels; the range of stakeholders with whom they engaged; and the degree to which offices worked through organizations, facilitated networks among them and/or brokered relationships between women's organizations and other stakeholders, particularly those in government.

The Liberia country office, for example, is working with and through subnational women's organizations and engaging other subnational actors, including community elders, to promote women's participation in peacebuilding. However, national women's organizations also expressed concern that they were not being considered or engaged sufficiently. In Colombia, UN Women has been working closely with women CSOs at both national and subnational level who acknowledge its strengths. At the national level, however, there was



a growing perception among women's organizations that UN Women was too inclined to take the lead in representing women's voices rather than, as in Kosovo, facilitating and creating the space for this to happen. In Afghanistan, there was important support work with the Afghan Women's Network but women's CSOs perceived that there was insufficient drive from UN Women, which faced less risk than domestic civil society actors, to push for gender equality norms. UN Women, by contrast, saw their approach as being necessarily cautious to avoid being seen as driving a gender agenda.

**Finding 22: At the country level, UN Women does not appear to be playing a proactive or substantial coordination role.**

There are examples of UN Women working collaboratively with other United Nations entities. In Colombia, working with UNDP enabled UN Women to extend its networks and presence in country, particularly at the subnational/grassroots levels where women are most affected by conflict. In Haiti, UN Women strategically expanded partnerships with other entities to both ensure better coverage and mitigate risks of volatility in established relationships, given the political instability of the country.

UN Women was engaging in inter-agency fora at country level and chairs many of the gender working groups. However, activities tend to revolve around information-sharing and there was no evidence to date that UN Women was taking a stronger lead at country level to promote accountability for United Nations commitments to mainstream gender within the policy and practice of all United Nations entities – either in general or in relation to peace and security

issues. Coordination activities were not a priority, with working groups often chaired by junior UN Women staff, as seen in Colombia. The enhanced status of Country Directors was expected to improve this situation but case-study interviews revealed a concern over the distinct lack of clarity within UN Women and other United Nations entities about the purpose of the coordination role. The global inter-agency coordination strategy has yet to be finalised, however.

### Organizational readiness to develop partnerships and coordination

**Finding 23: Both country context and the skills and experience of the UN Women country teams help to explain variations between countries in terms of the type and quality of UN Women's strategic partnerships.**

Country context had an important influence on the type and quality of partnerships country/project offices were able to build. In Afghanistan, for example, the country office's room for manoeuvre is constrained dramatically by the current context. Another important country-specific factor is the geopolitical significance of a particular country and/or the presence of other international actors (including United Nations actors). In Liberia, for example, the presence of the United Nations mission meant that neither UN Women, nor UNIFEM, were seen as the lead actors on women, peace and security issues.

Importantly, however, one clear finding of the case studies was that the ability of country offices to work within the constraints and opportunities presented by the domestic context was mediated by the skills and experience available to the office, as demonstrated especially in the cases of Colombia, Haiti and Kosovo.

## BOX 8

### Kosovo: Maximising impact through strategic political engagement

The UN Women project office in Kosovo has a fairly distinct approach to supporting positive change for women, including increasing women's leadership and participation in peace and security processes and institutions. While such an approach is mostly implicit and not set out clearly in any project document, it is based on a strategic vision – or theory of change – which recognises the need for UN Women to build and sustain relationships with influential individuals within politics, public services and civil society in Kosovo. The approach follows four key principles.

- **Identify and foster long-term relationships with gender champions and change brokers at different levels:** The office has created a network of women and men from across the political spectrum, all of whom have a strong commitment to gender reform. These include the Deputy Prime Minister, the former Head of the Kosovo Police, and advisers to both the Prime Minister and President. In many cases, the office has been able to spot potential change makers and establish relationships with them before they move into positions of power.
- **Provide 'behind the scenes' support :** To build local ownership and commitment to reform, the office has a deliberate strategy of supporting the agenda of its partners, rather than leading from the front.
- **Persistent 'knocking on doors':** The office undertakes intensive engagement with key people to ensure that change is embedded in practice and enforced.
- **Act as a 'trusted broker':** The office brokers productive dialogue by bringing together different, and often, divisive constituencies, including women activists and NGOs, politicians, policymakers and international agencies.

The project office in Kosovo is small with only two temporary full-time service contractors, including the Officer in Charge, who are supported by secondees and United Nations volunteers. Their vision and ability to foster strategic political relationships has enabled the office to catalyse real change despite their comparatively small size. For example,

the office has established, a long-standing relationship with the current Deputy Prime Minister, who is leading the negotiations with Serbia over the status of Kosovo. The office has also played a pivotal role in the development and implementation of the Action Plan for the Achievement of Gender Equality and, more recently, the national action plan for the implementation of resolution 1325 – both seen as critical junctures for gender-policy development. The UN Women project office also played a critical role in brokering a productive dialogue between women's activist groups and the United Nations Interim Administration Mission in Kosovo (UNMIK) during the development of the national action plan.

The strategic vision of the office is, however, largely undocumented and is concentrated in the Officer in Charge, as are many of the skills which have enabled the strategy to be carried out, including political networking, experience and intuition. The skills of individual employees are important in any organization, but the limited institutionalisation of strategy and knowledge in UN Women Kosovo is a real cause for concern and could jeopardise the sustainability of its activities and achievements if, for example, the current Officer in Charge were to leave. Strategic action should be supported by, not happen in spite of, wider organizational support and procedures. In addition, insufficient documentation of strategic thinking, planning and activities undermines effective knowledge management and lesson learning within UN Women at a corporate level.

Despite these limitations, the UN Women Kosovo project office has achieved a number of results regarding women and SSR. Its work has led to institutional change, such as the creation of a Gender Unit in the Kosovo Police and gender mainstreaming in security policies and institutions, as well as changes in practice, such as regular monitoring of the numbers of female police officers and proper monitoring of the reasons they leave the police force. As a result, UN Women can now focus on a new challenge: the creation of the first women's police association in Kosovo.

# 4. CONCLUSIONS

The findings presented in Section 3 provided lessons about the innovative practices and successful strategies of UN Women and its predecessor entities, as well as insights into actions UN Women needs to take to move forward and achieve strategic objectives in the thematic areas of peace and security and humanitarian response. Taken together, and placed in the context of UN Women's comparative advantage and internal and external constraints (as explored in Sections 1 and 2), the findings above provide the basis for the overall conclusions and emerging recommendations resulting from this evaluation. Building on the different components of this complex evaluation, these conclusions aim to provide UN Women with actionable suggestions and recommendations to support its ability to deliver on its peace and security and humanitarian response mandate, with specific reference to women's leadership and participation.

## 4.1 Policy and normative support mandate

**Conclusion 1: Building on the achievements of its predecessor entities, UN Women is in a strategic position to influence global policy and debates on women's leadership and participation in peace and security.**

Since 2008, UN Women and its predecessor entities made strategic use of opportunities such as the lead up to the ten-year anniversary of resolution 1325 and the establishment of UN Women itself, to step up their commitment to and the weight of the women, peace and security agenda in global policy and debates on peace and security. In particular, this included contributing to the establishment of a thicker web of normative commitments, including Security Council resolutions 1820, 1888, 1889, 1960 and their corresponding monitoring and accountability frameworks.

**Conclusion 2: UN Women has a clear normative support mandate under resolution 1325 to implement the peace and security and humanitarian response agenda.**

Security Council resolution 1325 and Goal 4 of UN Women's Strategic Plan 2011-2013, provide an overarching theory of change for the work of UN Women, where the focus on women's leadership and participation was considered central to advancing peace and security and gender equality goals. There were, however,

different views on how proactive UN Women could be in driving efforts to step up the pace of implementation of internationally agreed norms and standards on women, peace and security, or whether it should be more reactive to and in step with the needs of Member States. Achievements in the period under evaluation appear to have benefitted from more proactive approaches, but sustainable efforts require buy-in from Member States.

**Conclusion 3: The transition to UN Women has increased the strategic presence, leadership and influence of the entity at the global level but not necessarily yet (or always) at country level.**

The creation of UN Women, and its new thematic set up, created the space to scale up intergovernmental engagement and coordination activities to support and monitor United Nations-wide and global implementation of women, peace and security commitments on women's leadership and participation. The entity is now better equipped to engage with United Nations-wide processes in support of peace and security at the global level. However, in-country influence to take the lead on women, peace and security is less developed.

**Conclusion 4: Lessons from country-level programmatic experiences and policy engagement at both national and regional levels do not sufficiently inform UN Women policy work and engagement at the global level.**

Opportunities for cross fertilisation between country programmes and global policy work are limited, constraining UN Women's capacity to harness the more creative and innovative practices emerging from its country-level work. In practice, this also limits UN Women's capacity to support domestic and regional policy processes in a timely way.

## 4.2 Programming at country and regional levels

**Conclusion 5: In some countries and across some thematic areas, UN Women is making an effective contribution to enhancing women's leadership and participation in peace and security.**

UN Women's contribution to women's leadership and participation in peace and security includes: enabling women to participate in peacebuilding and post-conflict reconstruction through increased access to mechanisms or institutions; facilitating access of women and women's organizations to political, legislative, policy and planning processes; improving women's access to basic services in conflict-affected contexts, including justice and security; increasing the number of women leaders, civil servants and service providers; and including women's voice in transitional-justice processes.

**Conclusion 6: Processes and ways of working are as important for achieving change as programme outputs, if not more so, yet this is often unrecognised and undocumented in current reporting frameworks. Lessons on how to achieve change are, therefore, missed.**

Factors contributing to more effective normative and operational work include: a strategic engagement with relevant intergovernmental and United Nations-system actors and women's CSOs at global, regional, national and grassroots levels; catalytic work based on facilitating policy and reform space and brokering relations between different stakeholders at all levels; and flexibility to maximise windows of opportunity, noting the volatility of fragile and conflict-affected situations. Such experiences and modes of work are not documented sufficiently, and the situation is not helped by current reporting and results frameworks.

**Conclusion 7: UN Women has built meaningful and strategic partnerships across a range of national actors in some countries, especially with women's organizations and, increasingly, with government and state actors.**

UN Women's success in building effective partnerships varies from country to country. It depends, in part, on the degree to which there is an enabling environment for productive partnerships to evolve, as well as the degree to which country staff have the necessary advocacy skills, access to relevant networks and the strategic vision to identify key partners. There is concern that UN Women's greater scope for engagement with government under its new mandate, will draw it away from UNIFEM's focus on engagement with women's organizations.

**Conclusion 8: Progress towards increased and more effective inter-agency coordination within the United Nations system at country level is slow.**

Working collaboratively in-country with and through other United Nations entities was found to be essential, since UN Women's operational presence is likely to remain limited in the current funding climate. Therefore, coverage at country level and the scope for influence rely on identifying and using strategic opportunities to support or work with (and through) other United Nations entities. Overall, however, UN Women's inter-agency coordination role remains underdeveloped at country level and poorly understood by both UN Women staff and those from other United Nations entities.

## 4.3 Organizational structure and capacity

**Conclusion 9: United Nations Security Council resolution 1325 reflects a high-level theory of change about the importance of women's participation in peace and security. The results chains and theories of change underpinning UN Women's activities are, for the most part, implicit and rarely documented.**

UN Women's programme and project results chains are rarely underpinned by clear causal relationships between activities and expected results. There is much stronger evidence on 'low-level' results and outputs

than on higher-level outcomes due to weak programme design and a lack of theories of change which are based on realistic objectives, appropriate activities and plausible linkages. Inadequate strategic planning at country level also limits the possibility for joined programming (within and beyond the peace and security section within a country) and for UN Women to concentrate resources on its areas of comparative advantage. Weak strategic prioritisation of programme design constrained UN Women's ability to contribute significantly to higher-level objectives.

**Conclusion 10: UN Women has yet to institutionalize an evaluation culture and M&E systems and processes remain underdeveloped.**

While there are processes currently underway to build up evaluation systems, the evaluation found that a strong culture of evaluation within UN Women remains underdeveloped. For the period under evaluation, monitoring, reporting and evaluation focused mostly on compliance and accountability, in particular to donors, rather than learning within and between programme cycles and across areas of work. Combined with its underdeveloped knowledge management systems, UN Women's evidence base and learning on what works well (or does not), under what conditions and why, will remain limited. A knowledge base is essential to improving programming, including the development and testing of sound theories of change. The emphasis on bureaucratic accountability rather than learning from evaluation also limits the entity's ability to assess the continuing relevance of programmes and adapt them as conditions change – an almost certain requirement in volatile fragile and conflict-affected settings – to enable strategic objectives (rather than defunct outputs) to be achieved.

**Conclusion 11: There is a disconnect between global policy and normative engagement/priorities, and country programmes and operations. The communication gaps between different parts of the entity and the lack of knowledge management systems and processes are major obstacles in this respect.**

The development of an evidence-based research and knowledge base has been considered a central asset of the thematic section. It is an important resource to support country policy and programming needs, and

to inform global-level intergovernmental work and coordination efforts. It is also a mandated feature of UN Women's technical expertise and catalytic potential. However, weak knowledge management inhibits the best use of this resource. Underdeveloped planning and documentation of country-level lessons and experiences do not support this.

**Conclusion 12: Resources (human and financial) are inadequate to fulfil the increased expectations on UN Women, but existing resources could also be used more strategically and effectively.**

There is an imbalance between resources and expectations concerning what UN Women can and should deliver. The situation is compounded by the constraints of relying mainly on project rather than core funding. PSS has, for good reason, focused on intergovernmental and coordination work at the headquarters/global level. However, country offices now need greater support if they are also to deliver on UN Women's operational mandate which includes building country-level capacity in terms of advocacy, analytical skills and thematic expertise, as well as building systems to make more effective use of UN Women's coordination role and catalytic potential.

**Conclusion 13: Limited institutionalisation of capacity and knowledge and, in some cases, an over-reliance on individual motivation, skills and tacit knowledge undermine UN Women's capacity to fulfil its mandate.**

UN Women has good skills and capacities at all levels in key areas. It has the capacity to analyse the political-economy conditions of conflict and fragility; the advocacy skills to both engage strategically and build long-term relationships, partnerships and networks with all relevant actors; and relevant thematic expertise and technical skills. However, these tend not to be institutionalized or embedded in organizational processes), but too often rely on individual capacities. As a result essential skills are not found consistently within teams.

# RECOMMENDATIONS

**Recommendation 1: Continue to scale up proactive intergovernmental engagement and inter-agency coordination through a twin-track approach: (i) pursue women, peace and security implementation proactively and (ii) encourage buy-in from key (and sometimes reluctant) stakeholders, including selected Member States and key United Nations entities.**

At the global level, UN Women should:

- Ensure the presence of senior staff in inter-agency forums and coordination activities including, but not limited to, those chaired by UN Women at global, regional and national levels.
- Develop new strategic relationships at the global level, including partnerships and alliances with key international stakeholders and groups leading peace and security and related debates beyond the United Nations system. Specifically, UN Women needs to build stronger linkages with the World Bank (especially the Nairobi-based Fragility Hub), and groups such as the International Dialogue on Peacebuilding and Statebuilding among others, and intergovernmental humanitarian entities, among others.
- Support the creation of thematic groups and communities of practice in key women, peace and security policy areas which are comprised of key staff from country/project offices and headquarters to improve mutual learning and cross fertilisation between global policy engagement and country experience.

At the regional and country level, UN Women should:

- Increase the staff capacity in regional offices so they can play a more proactive and strategic inter-governmental and coordinating role with regional actors and policy/political processes relevant for peacebuilding and statebuilding agendas. These include the African Union, ECOWAS and the West African Economic and Monetary Union, ASEAN, the Organization of American States and the Inter-American system of Human Rights.

- Increase the opportunities for staff at headquarters and in the country offices to engage with each other, to support policy engagement at country-level and to learn lessons from programme work, including through reciprocal secondments.

**Recommendation 2: UN Women should strengthen programming capabilities to remain flexible and adaptive, while improving strategic planning, strategic prioritisation of interventions and catalytic engagement in women, peace and security programming.**

At the global level, UN Women should:

- Develop new knowledge products to document innovation and achievements in ways of working and political engagement in the different thematic areas of women, peace and security programming. Such investment should result in the provision of practical guidance for programming design, including on theories of change.
- Develop clear practical guidance for all levels of inter-agency engagement, as the inter-agency coordination strategy is finalised to clarify its catalytic role and operational presence including for United Nations entities, other partners and stakeholders.

At the country level, UN Women should:

- Improve long-term strategic planning and prioritization capacity at country level based on enhanced context and conflict analysis and political economy analysis to inform the selection of interventions and where efforts are best targeted.
- Increase joint programming and collaboration with other United Nations entities on peace and security and humanitarian response. In some cases, memorandums of understanding on ways to work together may need to be developed to facilitate country-level inter-agency relations and would be particularly appropriate in facilitating in-country relations between UN Women and DPKO.



**Recommendation 3: UN Women should better document implicit theories of change which often feature in practice in much of UN Women’s work at headquarters and in the country office.**

At the global level, UN Women should:

- Encourage the development of explicit hypotheses of how UN Women’s support will lead to desired outcomes for all peace and security programmes.
- Develop and implement organization-wide M&E strategy and systems to better capture and feed lessons into strategy and programme cycles, taking account of the challenges in capturing process results related to policy influence, especially in sensitive political contexts.
- Invest human and financial resources to encourage strategic monitoring, and knowledge production and management, to enable feedback and documentation on lessons learned.

**Recommendation 4: UN Women should invest in organizational capacities, and financial and human resources specifically on women, peace and security.**

At the country level, UN Women should:

- Conduct an assessment of country office staff capacities on peace and security to identify gaps and priorities. On this basis, develop a capacity-building strategy which encompasses training and on-the-job learning.

- Conduct a United Nations-wide consultation and UN Women capacity and needs assessment regarding UN Women’s future work on humanitarian action.
- Use regional offices more strategically as resource-effective capacity development spaces, employing thematic experts to run workshops for a number of country office staff members in countries where particular women, peace and security themes are especially relevant.

**Recommendation 5: Introduce and support more systematic risk assessments to be embedded in planning and M&E at country level.**

At the country level, UN Women should:

- Develop, test and deploy tools to monitor and manage political risks within existing M&E processes.
- Implement and monitor closely the ‘do no harm’ principle across the peace and security portfolio to mitigate any unintended consequences for beneficiary groups, noting the increased vulnerability of women and children in conflict-affected and fragile situations.

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## Annex I: UN Women activities and achievements in women's leadership and participation in peace and security: Summary of selected programmes, 2008-2012

This annex summarises programme activities and achievements that contributed — directly or indirectly — to women's leadership and participation in peace and security between 2008 and 2012. It is based on 16 UN Women/UNIFEM programmes reviewed for the case studies in Annex VIII and the supplementary desk study in Annex VI. These are:

1. Advancing the Implementation of the Recommendations of the Truth and Reconciliation Commission on Gender Equality (Sierra Leone, 2009-2011).
2. Establishment, Rehabilitation and Activation of Eight Women's Centres (Gaza Strip and West Bank, 2008-2009).
3. Eliminating Violence Against Women Special Fund (Afghanistan, 2007).
4. From Communities to Global Security Institutions (Georgia, Haiti, Liberia, Nepal, Serbia, Timor-Leste and Uganda, 2009-2012).
5. Gender Equality and Women's Empowerment (Haiti, 2008-2012).
6. Increasing Women's Political Participation (Aceh/Indonesia, 2007-2009).
7. Peacebuilding through Sustainable Socio-economic Reintegration (Burundi, 2011-2013).
8. Security and Empowerment for Women and their Families (Support for Security Accompaniment in Response to the Issue of SGBV in Temporary Shelters (START) project) (Haiti, 2010-2013).
9. Strengthening Women's Legal Rights (Aceh/Indonesia, 2007-2009).
10. Supporting Women's Engagement in Peacebuilding and Preventing Sexual Violence in Conflict (Afghanistan, Haiti, Liberia, Rwanda, Timor-Leste, Uganda, 2007-2009).
11. UN Women, UNDP and European Union Joint Programme on Women, Peace and Security (Kosovo, Liberia and Timor-Leste) (2001-2012).
12. Women as Peacebuilders (Afghanistan, 2010-2013).

13. Women Building Peace and Human Security in the Western Balkans (Bosnia-Herzegovina, Kosovo, Serbia, 2008-2011).
14. Women for Equality, Peace and Development (Georgia, 2009-2012).
15. Women, Peace and Security (Aceh/Indonesia, 2011).
16. Women, Peace and Security (Truth, Justice and Reparation component) (Colombia).

The evidence for the activities and achievements include external evaluations, programme reviews and donor progress reports, and interviews, with specific citations in the individual outputs (Annexes IV and XI).

The table is organised as follows:

Column One: Activities and achievements according to areas of work (or sub-themes) within peace and security.

Column Two: Activities supporting the conditions necessary for women's leadership and participation — such as a gender-sensitive legal and policy framework and sufficient awareness, knowledge and capacity on the part of public officials, women's organizations and broader society.

Column Three: Activities which have led directly to women's participation in various ways in post-conflict settings — in community conflict resolution processes, international conferences, law, policy and/or planning processes, elections, public office, and the police force. The column also includes women's participation in terms of access to basic services and rights, such as women's shelters, legal clinics and referral services.

Column Four: Examples of where programmes reportedly contributed to improved peace and security outcomes for women and girls, such as increased prosecutions of SGBV crimes, improved police conduct or inclusion of women's priorities in peace agreements.

The country and programme to which the activity/achievement relates to, is indicated in square brackets.

Peace and security sub-theme	Activities which have built the enabling conditions for women's leadership and participation in peace and security	Activities which have led directly to women's participation and leadership in peace and security	Improved peace and security outcomes for women and girls to which programmes have contributed
<p><b>United Nations Security Council resolution 1325 Planning and Monitoring</b></p>	<p><i>Gender-sensitive legal/policy framework:</i></p> <ul style="list-style-type: none"> <li>• Technical assistance to draft / finalise national action plans for the implementation of resolution 1325 (6 countries) [Kosovo/13; Georgia, Indonesia, Liberia, Nepal, Serbia/4]</li> <li>• Support the Technical Advisory Group for resolution 1325 and supporting the Ministry of Foreign Affairs in drafting the national action plan [Afghanistan/12]</li> </ul> <p><i>Capacity development</i></p> <ul style="list-style-type: none"> <li>• Establishment of a national secretariat to support greater coordination around the national action plan [Liberia/4&amp;11]</li> </ul> <p><i>Monitoring of implementation of resolution 1325</i></p> <ul style="list-style-type: none"> <li>• Reporting against indicators in the Secretary-General's Report to the Security Council on Women, Peace and Security [Global/4]</li> </ul>		
<p><b>Access to justice</b></p>	<p><i>Capacity development / awareness-raising</i></p> <ul style="list-style-type: none"> <li>• Raising awareness about process for reporting domestic violence [Indonesia/9]</li> <li>• Training (and awareness-raising) on community mediation [Timor-Leste/10]</li> </ul>	<p><i>Mechanisms/institutions for participation</i></p> <ul style="list-style-type: none"> <li>• Increased participation in village mediation/community reconciliation [Timor-Leste/10].</li> </ul> <p><i>Access to services</i></p> <ul style="list-style-type: none"> <li>• New services set up (e.g. legal clinics, hotline, gender police desks) [Georgia/13; Afghanistan, Haiti, Liberia, Timor-Leste, Uganda/3, 4 &amp; 10]</li> <li>• Increase in use of services (e.g. increase in number of cases by legal clinics, increase in number of cases reported to police) [Rwanda/10]</li> </ul>	<p><i>Improved justice outcomes for women:</i></p> <ul style="list-style-type: none"> <li>• Increase in number of cases resolved by legal clinics [Georgia/14]</li> <li>• Increase in successful prosecutions [Haiti and Timor-Leste/10]</li> <li>• Tougher sentencing by courts for violence against women [Indonesia/9]</li> </ul>
<p><b>Conflict prevention and mediation</b></p>	<p><i>Capacity development</i></p> <ul style="list-style-type: none"> <li>• Training community women in peacebuilding [Liberia/4and11]</li> <li>• Long-term training and support for Roma, Ashkaly, Egyptian Women's Network [Kosovo/13]</li> <li>• Support for the Land Commission to resolve property conflicts [Burundi/7]</li> </ul> <p><i>Awareness-raising</i></p> <ul style="list-style-type: none"> <li>• Gender sensitization activities with community leaders (chiefs, village elders), police and male community members [Liberia/4and11]</li> </ul>	<p><i>Mechanisms for institutions/participation</i></p> <ul style="list-style-type: none"> <li>• Supporting new forums for women's participation in community conflict mediation / dialogue established, e.g. 'Peace Huts' [Liberia/4and11] and Peace and Development Clubs [Burundi/7]</li> <li>• Creation of Af-Pak dialogue between female activists in both countries [Afghanistan/12]</li> <li>• Increased participation in community mediation through training and awareness-raising [Timor-Leste/10]</li> <li>• Long-term support to Roma, Ashkaly, Egyptian Women's Network led to it becoming an autonomous organization able to engage in national/regional dialogue (e.g. commenting on EU reports) [Kosovo/13]</li> </ul>	<p><i>Improved conflict resolution</i></p> <ul style="list-style-type: none"> <li>• Resolution of 831 property conflicts, 43% amicably [Burundi/7]</li> </ul>



Peace and security sub-theme	Activities which have built the enabling conditions for women's leadership and participation in peace and security	Activities which have led directly to women's participation and leadership in peace and security	Improved peace and security outcomes for women and girls to which programmes have contributed
<p><b>Conflict-related SGBV</b></p> <p><i>Gender-sensitive legal/policy framework</i></p> <ul style="list-style-type: none"> <li>• Technical assistance to development of SGBV legislation, standards and action plans, including 'Special measures' on SGBV post-disaster situations [Haiti/5 and 10]</li> <li>• Technical support to the development of laws to end violence against women, and national strategy and action plan on preventing violence against women and adaption of laws to end violence against women [Afghanistan/3]</li> <li>• By-laws to address causes of SGBV [Uganda/10]</li> </ul> <p><i>Knowledge production</i></p> <ul style="list-style-type: none"> <li>• Study on SGBV amongst displaced people [Haiti/8]</li> <li>• Database on ending violence against women [Afghanistan/3]</li> </ul> <p><i>Capacity development</i></p> <ul style="list-style-type: none"> <li>• Training of staff in line ministries</li> <li>• Technical assistance / training to Ministry of Justice and Public Security and police to institutionalize referral mechanisms and scale up SGBV initiatives to national level [Haiti/4]</li> <li>• Prevention and response training in SGBV to police and displacement camp managers and other humanitarian actors [Haiti/8]</li> <li>• Support to women's groups (e.g. through Concertation Nationale) (Haiti/5)</li> <li>• Grants to community-based organizations to work on SGBV [Haiti/10]</li> <li>• Training and support for women's groups/CSOs working on issues of gender-based violence and violence against women [Kosovo/13] and increase awareness of SGBV [Rwanda/10]</li> <li>• Monthly forums led to community referral network linking service providers [Timor-Leste/10]</li> </ul> <p><i>Awareness-raising</i></p> <ul style="list-style-type: none"> <li>• Raising awareness of referral services for victims of SGBV [Haiti/4]</li> </ul>	<p><i>Mechanisms/institutions for participation</i></p> <ul style="list-style-type: none"> <li>• Forums established for women's participation in village mediation/community reconciliation (e.g. 'Peace Huts') [Liberia/4and1]</li> <li>• Support NGOs to generate national dialogue/process to recognise and start to address the problem of violence against women [Kosovo/13]</li> <li>• Work with women's community-based organizations to set up security committees in 10 communities, bringing together police, representatives of ministries and civil society to develop prevention strategies, handle cases of violence and accompany victims to police and courts [Haiti/4]</li> </ul> <p><i>Access to services</i></p> <ul style="list-style-type: none"> <li>• Referral mechanisms established, e.g. community referral network to link service providers, referral centres [Haiti/4].</li> <li>• Increase in number of SGBV victims receiving services (government or community-based), either through set up of new services or support to increase number cases handled by services (e.g. legal aid/para legal clinics, hotline, women's shelters, counseling, police gender desks) [Afghanistan, Haiti, Liberia, Timor-Leste, Uganda/3, 4 and 10; Georgia/13]</li> <li>• Restoration of support services to victims of violence by MDCF after earthquake; SGBV referral services for victims in camps [Haiti/8]</li> </ul>	<p><i>Improved justice outcomes for women (e.g. victims of SGBV, land disputes):</i></p> <ul style="list-style-type: none"> <li>• Increase in cases reported, referred to the courts and prosecuted satisfactorily [Haiti and Timor-Leste/10]</li> </ul>	

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<p><b>Humanitarian response</b></p> <p><i>Knowledge production</i></p> <ul style="list-style-type: none"> <li>• Study on SGBV among displaced persons [Haiti/8]</li> <li>• Report on internally displaced persons led to further investment by Ministry [Burundi/7]</li> </ul> <p><i>Capacity development</i></p> <ul style="list-style-type: none"> <li>• Technical assistance to Minister of Women's Affairs and Minister of Human Rights [Haiti/5]</li> <li>• Technical assistance to Minister of Women's Affairs and Minister of Human Rights to strengthen gender sensitization in disaster response.</li> <li>• Prevention and response training on SGBV to police, displacement camp managers and other humanitarian actors. [Haiti/8]</li> <li>• Training of 95 university students as first-line responders for prevention of SGBV in displacement camps [Haiti/8]</li> </ul> <p><i>Coordination</i></p> <ul style="list-style-type: none"> <li>• UN Women participation in Protection Cluster SGBV working groups to increase visibility of gender dimensions of humanitarian crisis after the earthquake [Haiti/5]</li> <li>• Training of United Nations police and of United Nations Stabilization Mission in Haiti military personnel on SGBV [Haiti/5]</li> </ul>	<p><i>Access to services</i></p> <ul style="list-style-type: none"> <li>• Support to restore support services to victims of violence by Ministry of Women's Affairs and the Rights of Women after earthquake; SGBV referral services for victims in camps [Haiti/8]</li> <li>• Distribution of food to 400 people living in 50 temporary shelters run by women [Haiti/8]</li> <li>• Support to deployment of mobile psychosocial support teams deployed by the Ministry of Women's Affairs and the Rights of Women after earthquake (100 locations, assisting some 144,000 people) [Haiti/8]</li> </ul> <p><i>Facilitating participation</i></p> <ul style="list-style-type: none"> <li>• Outreach with grassroots organizations to connect them with national-level legal processes [Haiti/4]</li> <li>• Strengthened links between women's organizations and service providers [Haiti/4]</li> </ul>	<p><i>Participation in peace negotiations</i></p> <ul style="list-style-type: none"> <li>• Uganda Women's Peace Coalition granted observer status at the Juba Peace Talks [Uganda/10]</li> <li>• Facilitate women's participation in national events, national jirgas and international conferences [Afghanistan/10 and 12]</li> </ul> <p><i>Participation in implementation of peace agreements</i></p> <ul style="list-style-type: none"> <li>• Women represented in implementation bodies [Uganda/10]</li> </ul>	<p><i>Inclusion of women's priorities in peace agreements</i></p> <ul style="list-style-type: none"> <li>• The Uganda Women's Peace Coalition secured a commitment by the Government of Uganda and Lord's Resistance Army to ensure the integration of women's peace and security needs in the draft Implementation Protocols [Uganda/10]</li> </ul>
<p><b>Peace negotiations</b></p>	<p><i>Increased knowledge and/or capacity</i></p> <ul style="list-style-type: none"> <li>• Female peace mediators identified [Uganda/10].</li> </ul>	<p><i>Participation in peace negotiations</i></p> <ul style="list-style-type: none"> <li>• Uganda Women's Peace Coalition granted observer status at the Juba Peace Talks [Uganda/10]</li> <li>• Facilitate women's participation in national events, national jirgas and international conferences [Afghanistan/10 and 12]</li> </ul> <p><i>Participation in implementation of peace agreements</i></p> <ul style="list-style-type: none"> <li>• Women represented in implementation bodies [Uganda/10]</li> </ul>	<p><i>Inclusion of women's priorities in peace agreements</i></p> <ul style="list-style-type: none"> <li>• The Uganda Women's Peace Coalition secured a commitment by the Government of Uganda and Lord's Resistance Army to ensure the integration of women's peace and security needs in the draft Implementation Protocols [Uganda/10]</li> </ul>

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<p><b>Post-conflict democratic governance</b></p> <p><i>Gender-sensitive legal/policy framework</i></p> <ul style="list-style-type: none"> <li>• Four out of 13 recommendations were included into the revised draft law on internally displaced persons and submitted for the consideration by the relevant governmental bodies</li> <li>• Technical support development of Afghan National Development Strategy and National Action Plan on Women in Afghanistan. [Afghanistan/12]</li> </ul> <p><i>Knowledge production / awareness-raising</i></p> <ul style="list-style-type: none"> <li>• Holding of community mobilization meetings ahead of elections [Liberia/4]</li> <li>• Engagement with women's groups</li> <li>• Voter education sessions for women</li> <li>• Workshop for women MPs, and talk shows on resolution 1325 [Indonesia/15]</li> <li>• Knowledge products and socialization activities on gender equality and Islam [Indonesia/9]</li> <li>• Manual for voter register produced and used by women's organizations [Indonesia/6]</li> </ul> <p><i>Capacity development:</i></p> <ul style="list-style-type: none"> <li>• Resource Centre for Women in Parliament [Afghanistan/12]</li> <li>• Training for potential women political candidates [Indonesia/6]</li> <li>• Voter education sessions [Indonesia/6]</li> <li>• Technical assistance to Minister of Women's Affairs and Minister of Human Rights. [Haiti/5]</li> <li>• Identifying and working with political/bureaucratic leaders and champions for change [Kosovo/3]</li> <li>• Building coalitions with women's organizations to improve capacity of NGOs to advocate for women's human rights and post-conflict needs [Kosovo/3]</li> </ul>	<p><i>Participation in elections</i></p> <ul style="list-style-type: none"> <li>• Women's participation in elections [Liberia/4; Haiti/5; Indonesia/6]</li> </ul> <p><i>Participation in law, policy or planning process</i></p> <ul style="list-style-type: none"> <li>• Increased participation of gender advocates in law-making processes at local government-level [Indonesia/9]</li> <li>• Facilitation and coordination of Women, Peace and Security Working Group (including CSOs) [Afghanistan/12]</li> <li>• The Women's Task Force on the Peace Recovery and Development Plan for Northern Uganda helped secure participation on several key PRDP implementation bodies [Uganda/10]</li> </ul> <p><i>Mechanisms/institutions for women's political participation and leadership</i></p> <ul style="list-style-type: none"> <li>• Setting up of a women's political caucus to monitor effectiveness of legislature [Indonesia/6].</li> <li>• Men's forum on advancing women's rights in Aceh [Indonesia/9]</li> </ul> <p><i>Women in leadership positions</i></p> <ul style="list-style-type: none"> <li>• Increased appointment of women to senior government positions [Haiti/5]</li> </ul>		

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<p><b>Recovery</b></p>	<p>Improved knowledge and/or capacity:</p> <ul style="list-style-type: none"> <li>Improved financial, managerial and governance capacity at centres through training and new systems and products [oPt/2].</li> </ul>	<p>Access to services</p> <ul style="list-style-type: none"> <li>Set up eight women's centres to provide access to social and education services [oPt/2].</li> <li>Financial support for state and non-state service providers.</li> </ul>	<p>Increased livelihood opportunities and assets</p> <ul style="list-style-type: none"> <li>Job creation for women [Burundi/7]</li> <li>Decent housing for repatriated families [Burundi/7]</li> <li>Improved access to land [Burundi/7]</li> <li>Increased access to drinking water [Burundi/7]</li> <li>85 women helped to start micro-enterprise [Haiti/8]</li> </ul>
<p><b>Security sector reform</b></p>	<p>Gender-sensitive legal/policy framework</p> <ul style="list-style-type: none"> <li>Support development of new gender policies for national security institutions [Liberia/4]</li> </ul> <p>Knowledge production</p> <ul style="list-style-type: none"> <li>Production of handbooks and training for security sector institutions [Liberia/4]</li> </ul> <p>Capacity development</p> <ul style="list-style-type: none"> <li>Support to police gender desks and logistical support [Rwanda]</li> <li>Technical assistance / training of Ministry of Justice and Public Security and police to institutionalize referral mechanisms and scale up SGBV initiatives to national level [Haiti/4]</li> <li>Activities with Haiti National Police to improve understanding of gender equality and women's safety [Haiti/8]</li> <li>Institutional support and training to mainstream gender in organizational structures of the Kosovo Police (e.g. Gender Unit and gender focal points in many provinces, gender training as part of Police Academy Curriculum, coordination mechanisms for domestic violence [Kosovo/13]</li> <li>Working with leadership of the Kosovo Police [Kosovo/13]</li> <li>Creation of government institutional mechanisms for gender equality/mainstreaming e.g. Police Gender Units and Focal Points [Kosovo/13]</li> </ul>	<p>Mechanisms/institutions for participation</p> <ul style="list-style-type: none"> <li>Work with women's community-based organizations to set up security committees to improve links with the police and identify/speed up referral of SGBV cases [Haiti/10]</li> <li>Improved relations/prospects for collaboration between police, local authorities, justice actors and women's CSOs [Kosovo/13]</li> </ul> <p>Participation in law, policy and planning processes</p> <ul style="list-style-type: none"> <li>Gender training with the Police Academy to support their input into the draft Domestic Violence Law [Kosovo/13]</li> </ul> <p>Participation in security provision</p> <ul style="list-style-type: none"> <li>Support to increase number of female police officers and corrective action when recruitment fell (e.g. changes to terms of maternity leave) [Kosovo/13]</li> <li>Support to improve recruitment and retention of female staff in BIN and LNP [Liberia/4]</li> </ul>	<p>Improved security service provision for women</p> <ul style="list-style-type: none"> <li>Improved response to SGBV by security services [Rwanda/10].</li> <li>Improved police conduct [Kosovo/13]</li> </ul>

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<p><b>Transitional justice</b></p>	<p><i>Gender-sensitive legal/policy framework</i></p> <ul style="list-style-type: none"> <li>• Support development of Law on Victims and Land Restitution [Colombia/16]</li> </ul> <p><i>Knowledge production</i></p> <ul style="list-style-type: none"> <li>• Production of toolkits and guidance on new transitional justice legislation [Colombia/16]</li> <li>• Production of government booklets on gender strategies.</li> <li>• Building relationships / producing research with universities and think tanks [Colombia/16]</li> </ul> <p><i>Capacity development</i></p> <ul style="list-style-type: none"> <li>• Identifying and working with political leaders and champions for change [Colombia/16]</li> <li>• Technical assistance with responsible agencies to support implementation of law on victims and land restitution [Colombia/16]</li> <li>• Build capacity of women / victims groups to use legal rights to engage in transitional justice processes [Colombia/16]</li> <li>• Sharing experience in other African countries with elected leaders [Sierra Leone/1]</li> <li>• Community-level skills training for women and girls [Sierra Leone/1]</li> </ul> <p><i>Awareness-raising</i></p> <ul style="list-style-type: none"> <li>• Workshops on gender justice for traditional/faith leaders [Sierra Leone/1]</li> <li>• Community-level awareness raising [Sierra Leone/1]</li> <li>• Increased visibility of women's rights in public discourse [Sierra Leone/1]</li> <li>• Increased awareness amongst beneficiary groups and other stakeholders about transitional justice mechanisms and particular impact of conflict on women [Colombia/16]</li> </ul>	<p><i>Participation in law, policy or planning processes</i></p> <ul style="list-style-type: none"> <li>• Support women's advocacy around development of law on victims and land restitution [Colombia/16]</li> <li>• Brokering relationships/access to sub-national government for women's organizations [Colombia/16].</li> <li>• 'Accompanying' CSOs (to, inter alia, provide protection/manage risk) in their advocacy with local government [Colombia/16]</li> </ul>	











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