Mid Term Evaluation of UNFPA Strategic Plan Organizational Goal 3 – Gender Equality

Final Evaluation Report

November 25, 2010
Executive Summary

1. Evaluation Background and Purpose

The United Nations Population Fund (UNFPA)’s core mission of furthering sexual and reproductive health and reproductive rights for all also implies accountability for progress on gender equality (GE). Accordingly, addressing and promoting gender equality is one of three priority areas of UNFPA programming. This is also reflected in UNFPA’s current Strategic Plan 2008-2011 (extended to 2013) that includes three corporate goals, one of which focuses on gender equality (Goal 3: “Gender equality advanced and women and adolescent girls empowered to exercise their human rights, particularly their reproductive rights, and live free of discrimination and violence”).

In July 2010, UNFPA’s Gender, Human Rights and Culture Branch (GHRCB) contracted Universalia Management Group following an open tendering process to conduct an external, independent mid-term evaluation of UNFPA’s performance on its Organizational Goal 3 on gender equality and on mainstreaming gender across its programs. Key dimensions that UNFPA wished the evaluation to address were:

- The extent to which Strategic Plan objectives for GE are being achieved or are likely to be achieved by the end of the plan;
- The logic (coherence) and usefulness of the Goal 3 results chain;
- The extent to which UNFPA’s integration of three approaches (gender mainstreaming, human rights-based approach, and culturally-sensitive approaches) is contributing to achieving the organization’s goals and objectives for gender equality and human rights across all areas of its mandate, and
- Factors related to the organizational arrangements and relationships between UNFPA Headquarters (HQ), regional offices (RO), and country offices (CO) that support or hinder progress in achieving Goal 3, as well as good practices.

The evaluation focus was data collection and analysis at the country level in the Arab States and Africa. The client for the evaluation is UNFPA GHRCB. Other intended addressees and users of the evaluation include UNFPA regional and country offices, other units in UNFPA Headquarters (programming and technical divisions), as well as the UNFPA Executive Board.

The evaluation findings are intended to guide UNFPA decision-making and facilitate mid-term adjustments to improve achievement and reporting on gender equality and human rights results.

2. Evaluation Approach and Methodology

The evaluation was managed by the UNFPA GHRCB. Data gathering and analysis were carried out by the independent evaluation team from Universalia, in close consultation with UNFPA GHRCB. The evaluation team’s overall approach to the assignment was consultative, participatory, and utilization-focused, and was designed in alignment with the ethical code of conduct of the United Nations Evaluation Group (UNEG).

With input from UNFPA, Universalia developed a detailed methodology for the evaluation as outlined in the evaluation Inception Report approved by UNFPA. The evaluation team included four evaluation specialists, including two regional consultants based in Egypt and Mali respectively. A total of 108 individuals were consulted for the evaluation. Data were collected through semi-structured face-to-face and telephone interviews, group interviews, observations, document review, and email correspondence. In
addition, the evaluation team carried out field visits to South Africa, Mali, Rwanda, Egypt, and Yemen as well as to New York. The team used descriptive, content, and quantitative analyses to review the data for this study. Validity was ensured through data triangulation and compliance with standard evaluation practices.

One key challenge for the evaluation was the significant lack of data on actual *results* due to the fact that available UNFPA reports tend to be activity-focused and that reports do not systematically report against the outcome indicators identified in the Strategic Plan.

3. Environment

External Environment: In UNFPA’s external environment a number of global events and development since 2008 have emphasized the continued relevance of and need for work on gender equality and women’s reproductive rights. For example, the 2008 Accra High Level Forum on Aid Effectiveness reinforced development partners’ commitment to the principles of Aid Effectiveness as outlined in the 2005 Paris Declaration. The Beijing +15 review (2010) acknowledges progress made towards achieving gender equality and the empowerment of women, yet also stresses that severe challenges and obstacles remain in the implementation of the Beijing Declaration and Platform for Action. At the September 2010 UN Summit on the Millennium Development Goals, Secretary-General Ban Ki-Moon kicked off the $40 billion *Global Strategy for Women’s and Children’s Health*. Gender advocates have voiced concern over potential negative impacts of the ongoing global financial crisis on the lowest income countries, as well as on women globally. There is also widespread concern that the financial crisis may lead to a severe decrease in funds available for development assistance including for gender equality and human rights.

UN Environment: During the past three years, the UN has taken a number of steps that are widely regarded as significant in view of the UN system’s visible commitment to gender equality and women’s human rights. These include the adoption of SCR 1820 which confronts sexual violence in conflict and post-conflict situations; the launch of the *Unite to End Violence against Women* campaign, and the adoption of the United Nations Human Rights Council’s resolution 11/8 on preventable maternal mortality and morbidity and human rights.

Another important event was the formal establishment of UN Women in October 2009. UNFPA and other UN agencies have welcomed the creation of the new entity and expressed their commitment to close collaboration. It remains to be seen whether and in what ways the existence of UN Women will affect the work and scope of activities of other UN agencies including of UNFPA.

UNFPA Internal Environment/ Corporate Level: Key developments and changes since 2008 that are relevant to UNFPA’s work on gender equality and women’s human right include:

- **Strategic Plan 2008-2011 (2013) and D RF.** While the 2004-2007 MYFF outlined only one broad outcome on gender equality, the SP identifies four outcomes with different thematic foci. Under the current SP, Regional and Country Offices define their own outputs that are expected to relate to and feed into the corporate outcomes outlined in the SP’s Development Results Framework (DRF).

- **Restructuring:** In 2007, UNFPA underwent an organizational review resulting in a number of significant restructuring efforts. This included the creation of a programming division at HQ and the relocation of geographical divisions to the field as Regional Offices (RO).

- **Global and Regional Programmes:** In addition to its work at the country level, UNFPA is also implementing its ‘Global and Regional Programme’ (2008-2011) consisting of one global and five regional programs. These focus on strategic policy and programmatic interventions at regional and global levels to create the operational support required by countries to implement the ICPD Programme of Action and to respond to their national development priorities.
• **Roles, responsibilities and capacity for gender equality**: UNFPA’s commitment to gender mainstreaming implies that gender equality is the responsibility of all units within its organizational structure. Recent external and internal assessments of UNFPA have flagged some important strengths and weaknesses of the agency’s capacity for addressing gender equality.

**Regional and Country Levels**

The UNFPA Arab States region is highly diverse and encompasses 14 countries including both least developed countries as well as rich oil-producing countries. While some countries in the region enjoy stable growth and development, others face complex situations that require a shift from long-term development planning to immediate emergency response and preparedness. This represents a challenge in addressing the quality of reproductive health services, the prevention of HIV and gender-based violence (GBV), and women’s empowerment (WE).

• **Egypt**: is a middle income country with a relatively stable political environment. Despite some achievements and advances in the area of gender equality, the issue is still hotly debated and polarizing. Especially conservative groups tend to perceive and address the GE discourse as an ‘imposed Western agenda’ and as part of a larger trend that threatens the cultural and religious values of the country and the region. The Egyptian government has displayed some commitment to addressing gender equality, but gender advocates have also observed a growing rise of social and religious conservatism that threatens gender equality achievements.

• **Yemen**: The global economic crisis, a related drop in oil prices, the ongoing food crisis in Yemen, and continued armed conflicts have severely affected government allocations to the social agenda including to gender equality. The armed conflict situation has led to an increase in cases of GBV. The current government has displayed moderate commitment to furthering gender equality, but at the same time the country has seen a rise of social and religious fundamentalism and cultural conservatism that opposes and hinders progress towards GE.

**Sub-Saharan Africa**: Despite considerable differences between its 45 countries, the Sub-Saharan Africa region is characterized and affected by a number of common issues that are obstacles to development. These include: Continued population growth that has outpaced economic gains; the HIV/AIDS pandemic that has sharply decreased overall life expectancy; a lack of access to information and reliable data on population issues; migration related to poverty and political instability; continuously high rates of maternal mortality, the feminization of HIV/AIDS and poverty, low literacy rates for girls, low representation of women in decision-making, gender-based violence and FGM/C, as well as inadequate allocation of resources to gender issues.

• **Mali** has enjoyed a very stable political situation for a number of years. Since 2009 religious groups have increasingly intervened in the process of adopting laws. This has influenced the government’s willingness and ability to take risks with regard to socially progressive legislation. Gender advocates have become the target of religious preachers and their space at the community level has been seriously reduced.

In **Rwanda**, the current government under President Kagamé has displayed considerable political will with regard to furthering gender equality as demonstrated by the establishment of the national gender machinery and the adoption of several laws and regulations. Rwandan civil society tends to play a limited role and is widely regarded as relatively weak. Rwanda is one of the eight pilot countries for the UN ‘Delivering as One’.

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1 Women are increasingly affected by HIV/AIDS, accounting for 60 per cent of new infections.

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4. Results Achievement under SP Goal 3

Finding 1: UNFPA is seen as a highly respected contributor and leader in advocating for gender equality and women’s empowerment by all stakeholders. While limited information on results makes it difficult to assess UNFPA’s overall progress on SP Goal 3, the Country Offices reviewed for the evaluation have made significant efforts that contributed to outcomes.

Overall, UNFPA’s effectiveness under SP Goal 3 at the country level has been positive and its contributions to national efforts for gender equality have been widely acknowledged by its immediate partners. In both regions UNFPA COs have undertaken numerous activities to strengthen gender equality and women’s rights, and there is evidence of a considerable number of output level results. While most of these achievements are relevant to one or more of UNFPA’s four strategic outcomes, the most documented progress was in relation to Outcome 1 (integration of GE and women’s human rights into national policies, frameworks and laws), Outcome 4 (responses to gender-based violence), and part of Outcome 2 (FGM/C). The lack of systematic reporting on results makes it difficult to formally assess the extent of UNFPA’s progress toward SP Goal 3 in the Arab States and Africa.

Outcome 1: Gender equality and the human rights of women and adolescent girls, particularly their reproductive rights, integrated in national policies, development frameworks and laws.

Key types of documented efforts and achievements under this outcome include:

1. National policies, development frameworks and laws better reflect the rights of women and adolescents, particularly their reproductive rights (e.g. through initiatives in DRC, Rwanda, Mali, Yemen, Ghana, Sierra Leone and Tanzania).
2. Implementation or enforcement of national commitments to gender equality and WHR (e.g. in Rwanda, Mali, Yemen, Jordan, Oman, Ghana, Sierra Leone, and Ghana).
3. Institutionalization of monitoring national GE commitments (e.g. through work in Rwanda and Egypt).

To date the translation of policies into action has remained a major challenge in most countries. Although UNFPA is making visible efforts to support the implementation of GE-related policies and laws, there is little information on the extent to which these efforts have been systematic and/or effective.

Outcome 2: Gender equality, reproductive rights and the empowerment of women and adolescent girls promoted through an enabling socio-cultural environment that is conducive to male participation and the elimination of harmful practices.

Most of the reported UNFPA efforts and results under Outcome 2 relate to the issue of Female Genital Mutilation/Cutting (FGM/C). Key types of UNFPA’s efforts and achievements in this regard are:

1. Advocacy, knowledge generation and dissemination on FGM/C (e.g. in Mali, Egypt, and in the 12 countries involved in the UNFPA/UNICEF joint programme on FGM/C).
2. Development or review and revision of FGM/C policies, laws and regulations (e.g. in Egypt, Mali, and Uganda).
3. Initiate and/or support community level work on FGM/C abandonment (e.g. through the UNFPA/UNICEF joint programme on FGM/C).
4. Strengthened capacity of key stakeholders to protect the reproductive rights of women who have been subjected to FGM/C (e.g. in Egypt through the initiative ‘Doctors Against FGM/C’).

Other types of efforts reported under Outcome 2 are: i) Working with faith-based communities and organizations; ii) Work with Youth; and iii) Work on involving men and boys.
There is some uncertainty among consulted UNFPA staff with regard to the specific change(s) intended by the outcome statement. Several interviewed staff noted that the outcome “jumbles several things together” (i.e., a conducive socio-cultural environment, male participation, and the elimination of harmful practices) but does not clearly indicate their assumed relationship. Also, stakeholders appear to see UNFPA efforts with youth, on male involvement, and collaboration with religious leaders/organizations as achievements rather than as potentially valuable strategies that should be assessed as such.

Outcome 3: Human rights protection systems (including national human rights councils, ombudspersons, and conflict-resolution mechanisms) and participatory mechanisms are strengthened to protect reproductive rights of women and adolescent girls, including the right to be free from violence.

Among the four outcomes for Goal 3, the evaluation team found the least evidence of country level activities or results for Outcome 3. Types of reported achievements were:

1. Knowledge Generation (e.g. through work in Egypt and Tanzania).
2. Support the establishment of and/or strengthening the capacity of HR protection mechanisms (e.g. in Egypt, Tanzania, Syria, and DRC).
3. Establishing and/or strengthening participatory mechanisms (e.g. through work with CSO networks/coalitions in Palestine).

Given UNFPA’s commitment to advancing human rights and the relevance of human rights for the agency’s work, the seemingly scarce efforts and results under this outcome were surprising to the evaluation team. Possible contributing factors may include: i) At least some UNFPA staff were uncertain about which types of results ‘fit’ under this outcome; ii) Several activities and results that are relevant to Outcome 3 could also fit under either Outcome 1 or Outcome 4 and may have been reported that way; iii) Not all COs may have the opportunity or entry points to work with partners that are clearly part of the national human rights protection system.

Outcome 4: Responses to gender-based violence, particularly domestic and sexual violence, expanded through improved policies, protection systems, legal enforcement and sexual and reproductive health and HIV-prevention services, including in emergency and post-emergency situations.

Evaluation data on actual achievements and efforts at the country level show that in both Africa and the Arab States UNFPA is very well known for its work on ending gender-based violence, and in some countries this seems to be the area for which UNFPA is best known among its national partners. Key types of efforts and results reported under this outcome are as follows:

1. Knowledge generation and awareness raising on GBV at national and regional levels (e.g. in Yemen, Tanzania, Lebanon, DRC, and Egypt).
2. Development or review and revision of GBV policies, laws and regulations, and support for their implementation (e.g. in Morocco, Uganda, Sierra Leone, Algeria, and Jordan).
3. Strengthened capacity of national stakeholders and institutions for addressing GBV and monitoring related processes and progress (e.g. in Rwanda, Kenya, Nigeria, Madagascar, Uganda, Zimbabwe, Côte d’Ivoire, Chad, Kenya, Liberia, Uganda, Rwanda, Sierra Leone, and Lebanon).
4. Enhanced service delivery for victims of GBV (e.g. through the establishment of service centres or protection service units in Rwanda and Yemen, as well as through strengthening the awareness, knowledge and skills of front line service providers such as in Southern Sudan, Ghana and DRC).
5. Systematic Approaches. Several UNFPA COs (e.g. Morocco, Tanzania, and Lebanon) are part of and/or support systematic and coordinated approaches to addressing GBV at the national (and to some extent the regional) level.
UNFPA’s reported efforts under Outcome 4 on GBV are impressive, and their relevance is underlined by the positive perceptions of consulted national partners and stakeholders. However, most available data are on UNFPA’s activities rather than development results.

**Overarching Observations on all four Outcomes:**

*Overlap between outcomes:* In many cases the same effort or result was reported under two or more outcomes; in other cases, achievements were reported under one outcome but, in our understanding, could just as well or even better have been placed under another outcome. This may reflect the fact that UNFPA and its partners work on complex issues that often encompass many dimensions. However, the overlap raises the question of whether the current outcomes are the most suitable way to categorize UNFPA’s work on gender equality and human rights issues.

*Capacity Development:* A considerable part of UNFPA’s work under all four outcomes relates to strengthening the capacity of national partners and their organizations in GE and WHR. Nevertheless, available data provide limited information on the specific approaches used for capacity development, or the underlying assumptions and theories of what UNFPA considers capacity development to be.

*Project versus program approach:* In several cases, UNFPA’s work was perceived as being fragmented, lacking a unified vision and approach for gender equality and human rights, and as being project rather than program-based.

**5. Effectiveness of UNFPA’s Integration of Gender, Human Rights and Culture in Programming**

**Finding 2:** Although few consulted staff members in the field were familiar with UNFPA’s approach to integrating gender mainstreaming, a human rights based approach and culturally sensitive approaches, several programming strategies correspond to some of the concept’s underlying premises. To date UNFPA has not systematically collected data to assess the extent to which these strategies have enhanced program effectiveness or sustainability.

The notion of an approach to programming that integrates gender, human rights and culture is appealing and relevant in view of the complex issues that UNFPA works on. Although few consulted staff members in the field were familiar with the integration of gender, human rights and culture as an actual concept or formalized programming approach, several strategies used at the country level correspond to some of its underlying premises. Evaluation data indicate that UNFPA’s work with communities on abandoning FGM/C appears to be the most salient example of how the integration of the three approaches can make a difference in shaping the agency’s understanding and approach to development issues. To date however, UNFPA has not systematically collected data that would allow assessing the extent to which these strategies have enhanced program effectiveness or sustainability.

**Finding 3:** While UNFPA has successfully integrated some gender equality dimensions in the areas of Population and Development and Reproductive Health, most consulted UNFPA staff members indicated that there is considerable room for improvement in systematically mainstreaming gender equality and human rights into the agency’s work.

There is considerable evidence that UNFPA COs have successfully integrated some gender equality dimensions in the areas of Population and Development and Reproductive Health. At the same time, most consulted UNFPA staff members indicated that there is considerable room for improvement in systematically mainstreaming gender equality into the agency’s work.
Key challenges noted in this regard were related to:

- **Staffing and workload**, i.e. senior gender equality and human rights positions in several offices such as in the Yemen CO and the Arab States RO have been vacant for extensive periods of time, with the related workload being distributed among other staff members who also had to see to their normal duties;

- **Competencies**. Several consulted staff members stated that they and/or their colleagues lacked the required knowledge, skills and tools to successfully mainstream GE into the work of all pillars;

- **Clearly defined responsibilities**. The effective collaboration among gender, P&D and RH teams appears to largely depend on the good will and personal interest of the individuals involved.

- **Leadership and accountability**: The interest in and commitment to gender equality of the respective UNFPA Country Representative (or Deputy) was repeatedly cited as a highly relevant factor for ensuring that sufficient and qualified GE officers are hired, appropriate budget allocations are made, and for ensuring that all CO team members have basic knowledge and commitment to and are accountable for integrating gender considerations into their work.

### 6. Results Logic of SP Goal 3

**Finding 4:** Consulted UNFPA staff members feel that the SP Goal 3 and outcomes capture the broad directions of UNFPA’s work on gender and human rights but are of limited use in country level program planning and management. The evaluation found room for improvement in the coherence of the Goal 3 results chain.

The evaluation found considerable room for enhancing its internal clarity and logic and also raised questions with regard to the SP’s usefulness as a management tool for country programs. Key observations in this regard are:

- Most of the current outcome statements are not dynamic, i.e., they do not describe a specific development oriented change.

- While some outcomes address specific thematic issues such as GBV and FGM/C, others focus on strategic approaches such as integrating gender concerns into national policies/frameworks.

- Some of the current outcome indicators are suitable for monitoring broad and complex changes likely to be achieved only in the long term. In our experience, these types of indicators would usually be used to track changes at the goal level but are not appropriate for tracking progress at the outcome level.

- Some of the Goal 3 outcome indicators refer to issues that are not addressed in the outcome statement. Other outcomes have insufficient indicators to measure progress against the outcome.

- All of the Goal 3 outcome indicators are quantitative and do not allow UNFPA to systematically capture the quality, type, and relevance of changes to which it contributes.

The evaluation found very little evidence that the SP Goal 3 and related outcomes play a significant role in day to day country level operations other than providing a structure for the COARs.

**Finding 5:** Given UNFPA’s commitment to work under the UNDAF and in response to national priorities, the practical relevance of the SP Goal 3 and outcomes to country program planning and management is not clear.

Consultations with UNFPA staff at Headquarters elicited the expectation that CO staff would use the UNFPA SP as a starting point to set the broad parameters within which they take their cue as to how they will be able to engage in UNDAF and support national priorities. This understanding implies a dynamic
hierarchy moving from broad organizational guidance to the specific needs and actions as defined at the country level. Interviews with UNFPA staff at the field level indicated that while some staff members appear to share this understanding, others perceive the situation as requiring them to essentially ‘respond to three masters’ at the same time (i.e. the SP, the UNDAF, and national priorities), causing some uncertainty over how to do this effectively. This raises the question of the intended and actual usefulness of the SP for CO (and RO) programming. If the SP is merely intended to provide broad guidance on UNFPAs mandate and priorities in relation to GE then using the term ‘outcomes’ and implying that country programs work at the ‘output’ level of the SP results chain might be misleading. On the other hand, if the SP is intended as an actual management framework with practical use for field level operations, perhaps it should include indicators for both outcomes and outputs in order to logically link corporate and national levels.

Finding 6: UNFPA has difficulty in capturing progress on outcomes at regional and global levels. One reason for this is that the links between country level outputs and corporate SP outcomes are not always evident, explicit, or logical.

Reviewed UNFPA documents at regional and global levels indicate that UNFPA has been only moderately successful in rolling up country level achievements on gender equality and human rights into an analysis of regional and/or global progress. One factor that is likely contributing to this is a conceptual disconnect between SP Goal 3 outcomes and country level outputs. This disconnect is likely to contribute to the observed lack of systematic analysis and aggregation of results at regional and global levels. This in turn is relevant not only in terms of accountability, but also in relation to UNFPA’s ability to systematically share, compare, and learn from experiences at the country level.

Finding 7: The intended role and relevance of UNFPA global and regional programs in contributing to progress on SP goal 3 and its outcomes, and their linkages to country programs, is not clear.

While UNFPA’s regional and country programs are expected to be complementary, they appear to function as parallel and largely unconnected entities. Beyond the fact that ROs and COs work on similar issues, it is not clear what role regional programs have played or are playing in the development or implementation of country programs in the region. CO staff members consulted had very limited awareness of the regional programs in their region.

7. Organizational Structures and Relationships

Finding 8: UNFPA’s organizational structures and intra-organizational relationships do not provide for adequate communication or accountability for GE.

There was wide agreement among consulted UNFPA staff members that the agency’s current organizational structures leave some gaps with regard to intra-organizational communication and accountability for achieving and tracking results on GE. Selected issues at CO, RO and HQ levels that are likely to contribute to the observed gaps are described below.

- **Country Offices** are obliged to work on all three of UNFPA’s priority areas, including gender, and to use a human rights based approach in all their work, but beyond this general expectation there are no corporate guidelines or standards regulating how this is put into practice. This includes decisions on the percentage of country program budgets allocated for gender equality, the number or percentage of total staff hired as gender focal points or advisors, the extent to which the TOR of staff members include explicit obligations with regard to gender mainstreaming, and the extent of professional development opportunities on GE are available to staff members.
Regional Offices: In the two regions reviewed for the evaluation, there is some, yet very moderate evidence to date that the ROs are (yet) fulfilling their intended role with regard to analyzing and synthesizing country program data on activities and progress under Goal 3 from a regional perspective.

Headquarters: The GHRCB is mandated with developing and sharing policy and programmatic guidance on gender equality, human rights and culture-related issues – but is not formally tasked with ensuring and monitoring implementation. Other units in HQ as well as ROs and COs are under no obligation to follow and apply strategies and guidance provided by GHRCB. Also, the GHRCB is accountable only for the global program’s achievements under Goal 3 but has no formal role with regard to monitoring, analyzing and assessing overall results achievement at the corporate level.

Finding 9: The relocation of Regional Offices to the field is seen as a positive step with the potential to strengthen the effectiveness of country programs with regard to GE, but it is too early to assess RO effectiveness.

All consulted stakeholders at country, HQ and regional levels saw the relocation of ROs to the field as a positive step with the potential to enhance communication flow between COs and between the field and HQ, and to ensure timely and quality technical assistance on GE and human rights to country office teams as well as to national programming partners. However, to date the reviewed ROs have not yet fully replaced the previously existing country technical support teams, and consulted staff at HQ and country level noted that ROs do not yet have the capacity to provide TA on gender equality.

An important potential of the ROs is their envisaged role in providing guidance and oversight and ensuring coherence and relevance of UNFPA’s programming on gender equality and human rights. Consultations with staff members at all organizational levels indicated that there is currently little awareness or knowledge of the exact role that the ROs can or should take on in this regard.

8. Recommendations

Based on these findings, the evaluation team makes the following recommendations to UNFPA. The full report also provides practical suggestions accompanying each recommendation.

Recommendation 1: UNFPA should improve its systems and capacity for results-based analysis and reporting under SP Goal 3.

This recommendation is made in response to the observed lack of data on actual results that hampered the meaningful assessment of UNFPA’s progress towards the SP Goal 3. UNFPA should: i) Ensure that COARs and corporate reports (annual reports, reports to the Executive Board) put a stronger emphasis on results rather than activities when reporting progress toward Goal 3; ii) Monitor and collect information on the cumulative results of its development interventions on gender equality. Monitoring longer term and cumulative effects of UNFPA’s contributions could provide valuable insights and contribute to organizational learning on strategies applied by COs and their partners, and on factors that have contributed to or hindered change; iii) Conduct more analysis of overall country program achievements in terms of progress towards national, regional and global objectives for furthering gender equality and human rights.

Recommendation 2: UNFPA should review and refine the SP Goal 3 results chain to improve the logic and coherence between intended results – from country outputs to SP outcomes to corporate goals.

The evaluation highlighted several challenges with regard to the logic and clarity of Goal 3 outcomes and indicators and also noted the need to link country program outputs to corporate goals.
UNFPA should: i) Revise Goal 3 outcome statements to indicate specific, realistic, and achievable development changes; ii) Reduce overlap between outcomes and/or clarify intended crossover (e.g., focus on thematic areas vs. strategies to influence change which can run across thematic areas); iii) Develop indicators that are relevant to and sufficient for measuring each outcome, and iv) Clarify how country program outputs link to UNPA’s higher level objectives. While outputs defined at the country level are responsive and relevant within their respective environments, their link to UNFPA’s corporate objectives should be clarified. This would also help UNFPA synthesize results across its regions.

**Recommendation 3:** UNFPA should review and clarify the roles of the SP and UNDAFs in guiding country level program planning and management.

This recommendation goes beyond the evaluation’s focus on progress toward Goal 3, and addresses the extent to which COs use of the SP Goal and outcomes to guide country programs. While COs are evidently able to report against several frameworks, it is not clear to what extent any of these frameworks can be or are being used as the overarching guidance or specific tools for planning and management rather than as a mere reporting template.

**Recommendation 4:** UNFPA should compile evidence-based examples to illustrate the (potential and actual) added value of integrating gender, human rights and culture for the achievement and sustainability of results on gender equality and human rights.

Existing UNFPA documents and guidance notes convincingly outline the relevance of integrating human rights based, culturally sensitive and gender mainstreaming approaches. However, there is little evidence to date that this integration is being put into practice systematically at the country level, nor is there data available on its benefits or challenges. For the integration of the three approaches to become a useful programming tool, and not just a theoretical framework, UNFPA needs to further explore and demonstrate how the integration of culture, gender and human rights can help UNFPA staff and others plan, support and track development changes more effectively.

**Recommendation 5:** UNFPA should define, clarify or expand expectations for organizational units at country, regional, and HQ levels with regard to accountability for and communication on gender equality and human rights.

The evaluation noted the absence of effective mechanisms to i) review, analyze and synthesize GE-related achievements and experiences, and ii) hold different units accountable for their obligations around GE and gender mainstreaming. Further, the evaluation findings indicate the need to further clarify and make explicit what different units, organizational levels and individuals are expected to contribute to the achievement of UNFPA’s gender equality objectives.
Acknowledgement

The evaluation team would like to thank all UNFPA colleagues in New York, South Africa, Mali, Rwanda, Egypt, and Yemen for their kind assistance in preparing the evaluation site visits in a relatively short timeframe and for providing assistance to the consultants during their stay. We would further like to thank the UNFPA teams in DRC, Morocco, the Occupied Palestinian Territories, and Tanzania for taking the time to participate in phone interviews and email consultations.
# Acronyms

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<td>CEDAW</td>
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<td>Country Office</td>
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<td>COAR</td>
<td>Country Office Annual Report</td>
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<td>CPAP</td>
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<td>DAW</td>
<td>Division for the Advancement of Women</td>
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<td>Democratic Republic of Congo</td>
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<td>Development Results Framework</td>
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<td>(UN) Economic and Social Council</td>
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<td>International Research and Training Institute for the Advancement of Women</td>
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<td>Millennium Development Goal</td>
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<td>M&amp;E</td>
<td>Monitoring and Evaluation</td>
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<tr>
<td>MCB</td>
<td>Media and Communications Branch</td>
</tr>
<tr>
<td>MRF</td>
<td>Management Results Framework</td>
</tr>
<tr>
<td>MYFF</td>
<td>Multi Year Funding Framework</td>
</tr>
<tr>
<td>OSAGI</td>
<td>Office of the Special Advisor on Gender Issues and Advancement of Women</td>
</tr>
<tr>
<td>PDB</td>
<td>Population and Development Branch</td>
</tr>
<tr>
<td>PSRDB</td>
<td>Programme Support and Regional Desks Branch</td>
</tr>
<tr>
<td>RBM</td>
<td>Results Based Management</td>
</tr>
</tbody>
</table>
### Acronyms

<table>
<thead>
<tr>
<th>Acronym</th>
<th>Description</th>
</tr>
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<tbody>
<tr>
<td>RHCSB</td>
<td>Reproductive Health Commodity Security Branch</td>
</tr>
<tr>
<td>RMB</td>
<td>Resource Mobilization Branch</td>
</tr>
<tr>
<td>RO</td>
<td>Regional Office</td>
</tr>
<tr>
<td>SGBV</td>
<td>Sexual and Gender Based Violence</td>
</tr>
<tr>
<td>SP</td>
<td>Strategic Plan</td>
</tr>
<tr>
<td>SRHB</td>
<td>Sexual and Reproductive Health Branch</td>
</tr>
<tr>
<td>SRO</td>
<td>Sub Regional Office</td>
</tr>
<tr>
<td>TOR</td>
<td>Terms of Reference</td>
</tr>
<tr>
<td>UNCT</td>
<td>United Nations Country Team</td>
</tr>
<tr>
<td>UNDAF</td>
<td>United Nations Development Assistance Framework</td>
</tr>
<tr>
<td>UNDP</td>
<td>United Nations Development Program</td>
</tr>
<tr>
<td>UNEG</td>
<td>United Nations Evaluation Group</td>
</tr>
<tr>
<td>UNFPA</td>
<td>United Nations Population Fund</td>
</tr>
<tr>
<td>UNIFEM</td>
<td>United Nations Development Fund for Women</td>
</tr>
<tr>
<td>UNSCR</td>
<td>United Nations Security Council Resolution</td>
</tr>
<tr>
<td>VAW</td>
<td>Violence Against Women</td>
</tr>
<tr>
<td>WE</td>
<td>Women’s’ empowerment</td>
</tr>
<tr>
<td>WHO</td>
<td>World Health Organization</td>
</tr>
<tr>
<td>WHR</td>
<td>Women’s human rights</td>
</tr>
</tbody>
</table>
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1. Introduction

1.1 Evaluation Background and Purpose

The United Nations Population Fund (UNFPA)’s core mission of furthering sexual and reproductive health and reproductive rights for all also implies accountability for progress on gender equality (GE). Accordingly, addressing and promoting gender equality is one of three priority areas of UNFPA programming. This is also reflected in UNFPA’s current Strategic Plan 2008-2011 (extended to 2013) that includes three corporate goals, one of which focuses on gender equality (see sidebar).

In July 2010, UNFPA’s Gender, Human Rights and Culture Branch (GHRCB) contracted Universalia Management Group following an open tendering process to conduct an external, independent mid-term evaluation of UNFPA’s performance on its Organizational Goal 3 on gender equality and on mainstreaming gender across its programs. Key dimensions that UNFPA wished the evaluation to address were:

- The extent to which Strategic Plan objectives for GE are being achieved or are likely to be achieved by the end of the plan;
- The logic (coherence) and usefulness of the Goal 3 results chain;
- The extent to which UNFPA’s integration of three approaches (gender mainstreaming, human rights-based approach, and culturally-sensitive approaches) is contributing to achieving the organization’s goals and objectives for gender equality and human rights across all areas of its mandate, and
- Factors related to the organizational arrangements and relationships between UNFPA Headquarters (HQ), regional offices (RO), and country offices (CO) that support or hinder progress in achieving Goal 3, as well as good practices.

While it considered UNFPA work at global, regional, and country levels, the evaluation focus was data collection and analysis at the country level in two regions: the Arab States and Africa.

The client for the evaluation is UNFPA GHRCB. Other intended addressees and users of the evaluation include UNFPA regional and country offices, other units in UNFPA Headquarters (programming and technical divisions), as well as the UNFPA Executive Board.

The evaluation findings are intended to provide UNFPA with evidence about the effectiveness of programming for gender equality to guide decision-making and facilitate mid-term adjustments to further improve achievement and reporting on gender equality and human rights results.

The full evaluation Terms of Reference (TOR) are included as Appendix I.

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2 The others are related to Population and Development, and Reproductive Health.
3 In 2010, the UNFPA Executive Board extended the Strategic Plan to cover the period up to 2013.
4 A second evaluation of UNFPA performance under Goal 3 in the remaining three regions is envisaged for 2011.
1.2 Evaluation Methodology

Evaluation Framework

With input from UNFPA, Universalia developed a detailed methodology for the evaluation as outlined in the Inception Report approved by UNFPA in August 2010. An evaluation framework summarizing the major evaluation questions and sub-questions is included in Appendix II.

Evaluation Scope

Timeframe: The evaluation covers the timeframe 2008-2010. At the same time, it is forward looking in terms of providing recommendations and suggestions for UNFPA programming under Goal 3 and in relation to gender mainstreaming for the duration of the Strategic Plan 2008-2013.

Geographic scope: The evaluation focuses on UNFPA’s work at the country level in the Arab States and Africa regions. For the evaluation missions, UNFPA selected a sample of two countries in each region: Rwanda, Mali, Egypt, and Yemen. These countries had been suggested by the respective Regional Offices and were based on the intention to include countries that would allow demonstrating both successes and challenges with regard to work under SP Goal 3. Another criterion was that the respective countries had to indicate their willingness and ability to engage with the evaluation exercise.

In addition, the evaluation team conducted phone interviews and email consultations with UNFPA CO staff in Democratic Republic of Congo (DRC), Tanzania, Morocco, and Palestine and reviewed country level documents made available by the respective UNFPA colleagues in these countries. To further broaden the scope of data collection, the evaluation team reviewed UNFPA corporate Annual Reports, selected documents from the Arab States and Africa regions including the respective regional programs and results frameworks, as well as Country Office Annual Report (COAR) sections pertaining to Goal 3 results achievement from all countries in the Africa and Arab States regions.

Evaluation Process

The evaluation was managed by the UNFPA GHRCB. Data gathering and analysis were carried out by the evaluation team from Universalia in close consultation with UNFPA GHRCB. The evaluation Advisory Group established by GHRCB provided advice on evaluation content and methodology, and provided the evaluation team with written and verbal comments on deliverables. The evaluation team’s overall approach to the assignment was consultative, participatory, and utilization-focused, and was designed in alignment with the ethical code of conduct of the United Nations Evaluation Group (UNEG).

Data Sources and Methods of Data Collection

There were three major sources of data for this evaluation: people, documents, and site visits.

People: A total of 108 individuals were consulted for the evaluation. Appendix III provides a list of all stakeholders from whom data were obtained. The individuals consulted during site visits were suggested

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5 These additional countries were selected in consultation with the respective Regional and Sub-regional offices (SRO). Selection was based on a number of agreed criteria to ensure that the sample included countries with relatively strong/weak progress in GE, both stable and fragile contexts, and (in Africa) countries from both sub-regions.

6 Limited to 2009 COARs.

7 The Advisory Group included the M&E Advisors for Technical and Programming Divisions, the Regional Desk Advisors for Africa, Latin America Caribbean, and Asia Pacific, as well as the Deputy Regional Directors for Africa and Arab States. Names of the respective individuals are listed in Appendix II.
by the respective UNFPA office team and included direct partners that UNFPA had worked with in the area of gender equality, as well as representatives from other donor/UN agencies active in the same area. Consultations (in person, by phone and email) followed agreed upon interview protocols that were tailored to different stakeholder groups. For consultations in francophone Africa, the protocols were translated into French. The interview protocols are included as Appendix VIII.

Documents: The evaluation team reviewed and analyzed numerous UNFPA corporate, regional and country level documents and websites. A list of written documents and relevant websites reviewed during the course of the evaluation is presented as Appendix IV. As various team members contributed to document review, the team developed and used simple review frameworks that were based on the evaluation matrix. These frameworks are also included in Appendix IV.

Site visits: As shown in Exhibit 1.1 below, the team conducted two visits to UNFPA Headquarters in New York, as well as site visits to South Africa, Egypt, Rwanda, Mali, and Yemen.

### Exhibit 1.1 Site Visits

<table>
<thead>
<tr>
<th>Destination</th>
<th>Purpose</th>
<th>Dates</th>
</tr>
</thead>
<tbody>
<tr>
<td>New York, USA</td>
<td>Evaluation start-up, work planning, initial data collection.</td>
<td>28-29 July 2010</td>
</tr>
<tr>
<td>Cairo, Egypt</td>
<td>Data collection in the Arab States Regional Office and the Egypt Country Office</td>
<td>29 Aug – 2 Sept 2010⁸</td>
</tr>
<tr>
<td>Johannesburg, South Africa</td>
<td>Data collection in the Africa Regional Office and Sub-Regional Office (Johannesburg)</td>
<td>31 Aug – 3 Sept 2010</td>
</tr>
<tr>
<td>Kigali, Rwanda</td>
<td>Data collection in the Rwanda Country Office</td>
<td>6 - 10 Sept 2010</td>
</tr>
<tr>
<td>Bamako, Mali</td>
<td>Data collection in the Mali Country Office</td>
<td>20 - 24 Sept 2010</td>
</tr>
<tr>
<td>Sana’a, Yemen</td>
<td>Data collection in the Yemen Country Office</td>
<td>19 - 23 Sept 2010⁹</td>
</tr>
<tr>
<td>New York, USA</td>
<td>Data collection – consultations with UNFPA HQ staff and representatives from other UN agencies.</td>
<td>14 - 15 Sept 2010</td>
</tr>
</tbody>
</table>

Key methods of data collection were document review, semi-structured face-to-face and telephone interviews, face-to-face group interviews/focus groups, observations, and email correspondence.

Data Analysis

The team used descriptive, content, and comparative analyses to analyze the data for this study. Validity was ensured through data triangulation (using a convergence of multiple data sources) and compliance with standard evaluation practices. Based on the data analysis, the evaluation team developed findings and recommendations.

Evaluation Team

The evaluation team consisted of the following members:

- Anette Wenderoth – Team Leader
- Silvia Grandi – Consultant
- Ghada Abdeltawab – Regional Consultant, Arab States
- Adama Moussa – Regional Consultant, Africa

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⁸ Some additional in-person interviews and follow-up consultations by phone and email were conducted throughout the month of September and into early October.

⁹ See previous footnote.
Factors affecting data collection and analysis

A number of factors impacted on the evaluation data collection process. A highly supportive factor was that UNFPA staff members at HQ, RO and CO levels provided extensive support to the evaluation team in logistical preparations for site visits and their successful conduct, as well as in identifying and obtaining relevant documents. This was particularly important given the relatively short time available for site visits. The evaluation also faced a number of challenges and limitations.

Data availability: As noted in the Inception Report, existing progress reports (e.g., COARs, UNFPA corporate Annual Reports) tend to be activity-focused and provide little if any information on results. Further, reviewed reports do not systematically report against the outcome indicators identified in the UNFPA Strategic Plan, and provide only limited information on UNFPA’s specific contributions to achievements. Contrary to expectations, consultations with UNFPA staff and stakeholders during the site visits provided only limited additional information on results.

Country Offices consulted: Given that only four countries could be visited during the evaluation, it had been agreed during the Inception phase to conduct additional in-depth document review and selected phone interviews with UNFPA CO staff members in an additional six countries (four from Africa and two from the Arab States). The Regional and Sub Regional offices kindly assisted in identifying the six countries. The evaluation team was able to reach and conduct phone interviews with colleagues in only four of these countries (DRC, Tanzania, Palestine, and Morocco).10

The agreed upon sampling criteria for selecting these additional countries (as defined in the Inception report) were to include: i) both countries that were perceived as having performed comparatively strong/weak with regard to Goal 3 and in view of gender mainstreaming. ii) both stable and fragile contexts. (The overall sample should include at least one country that has required humanitarian response within the review period). iii) Countries with varying degrees of need for assistance to realize the ICPD goals, and iv) In Africa, countries from both sub-regions.

Country comparisons: The intention behind including ‘weaker’ and ‘stronger’ performing countries with regard to Goal 3 was to explore – to the extent possible – the respective factors that contributed to existing differences. However, during the evaluation process it became clear that the lack of available data on results in all reviewed countries made it impossible to even tell which country might be considered ‘stronger’ or ‘weaker’11, or to comprehensively assess the factors that determined differences in results achievement und Goal 3.

Availability and knowledge of stakeholders: Not all stakeholders suggested as potential informants by the respective RO or CO were available during site visits. To the extent possible, the evaluation team followed up with individuals after the site visits by phone or email. Also, a few of the suggested interviewees at the country level, while aware of UNFPA’s work, had not worked directly with the agency and could provide only limited information. Some UNFPA staff members consulted were relatively new in their positions and had limited knowledge of UNFPA gender equality related programming and achievements during the past two years.

Evaluation start up: It took considerably more time and effort than expected to identify and contact individuals in ROs and COs in order to prepare for the site visits and obtain relevant documents. Although this may have been due in part to the start-up of the evaluation during the summer holiday season, it also appears to point toward some systemic issues related to internal communication and knowledge management in UNFPA (see Chapter 6).

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10 We were unable to consult with COs in Ghana and Sierra Leone.

11 The evaluation team did not know which countries UNFPA staff in HQ and (S)ROs considered to be ‘stronger’ or ‘weaker’ in relation to Goal 3.
Feedback on Deliverables: Given the relatively tight timeframe of the evaluation it was not possible to elicit feedback on the draft Inception Report/Workplan from a broad group of UNFPA staff and partners. Also, no CO staff members were able to participate in and provide feedback on the presentation of preliminary findings on 25 October 2010.

Terminology

Several sections of this report, in particular Chapter 5, make reference to results-based management (RBM) terminology. In this report, the following definitions were used.\(^\text{12}\)

**Goal** – The higher order objective to which a development intervention is intended to contribute. Development goals refer to significant changes in the lives of people and are only achievable in the long term (i.e., 5 to 10 years or longer).

**Outcome** – The intended or achieved short and medium-term effects of an intervention or activity’s outputs, usually requiring the collective effort of partners. Outcomes represent changes in development conditions, more specifically institutional and/or behavioural changes of key actors. Outcomes are results to which a particular development partner can contribute, but that require actions by others as well. A combination of outputs is usually needed to produce an outcome. It can be useful to distinguish between immediate, intermediate, and end outcomes.

**Output** – The products and services that result from the completion of activities within a development intervention. Outputs are expected to be achieved during the lifetime of a program and the respective development partner leading them can be held accountable for them.

**Indicator** - A quantitative or qualitative measure of program performance that is used to demonstrate change and that details the extent to which program results are being or have been achieved.

1.3 Organization of the Report

The report is organized in seven chapters. Following this introduction:

- Chapter 2 summarizes key aspects within UNFPA’s external and internal environments that have been relevant in setting the context for the agency’s work on gender equality and human rights, including the incorporation of culturally sensitive approaches;
- Chapter 3 presents evaluation findings with regard to results achievement and progress under Strategic Plan Goal 3 and its outcomes;
- Chapter 4 analyzes the effectiveness of UNFPA’s strategy to integrate gender, human rights and culture in programming and its efforts in mainstreaming GE under the other two SP goals on Population and Development (Goal 1) and Reproductive Health (Goal 2);
- Chapter 5 addresses the logic and appropriateness of the SP Goal 3 results chain, as well as its relation to and relevance for country programs;
- Chapter 6 summarizes observations regarding UNFPA’s organizational structures and relationships and their implications for the agency’s work on gender equality and human rights;
- Chapter 7 provides conclusions and recommendations to UNFPA that derive from the analysis and findings outlined in the report.

\(^{12}\) Based on: RBM Terminology and definitions. UNFPA ESPB/PD. Updated version, April 2010.
2. Programming Environment

2.1 Overview
This section notes aspects of UNFPA’s external and internal environments since 2008 that are relevant to the evaluation foci.

2.2 External Environment

Global Environment
A number of global events since 2008 emphasize the continued relevance of and need for work on gender equality and women’s reproductive rights.

- The 2008 Accra High Level Forum on Aid Effectiveness reinforced development partners’ commitment to the principles of Aid Effectiveness as outlined in the 2005 Paris Declaration. The resulting Accra Agenda for Action acknowledges overall progress towards the Millennium Development Goals (MDGs), yet also highlights that poverty prevails and mostly affects women and girls. It emphasizes the need for further strengthening country ownership of development processes, improving the effectiveness of partnerships among all development players, and focusing on development results and accountability.

- The Beijing +15 review (2010) acknowledges progress made towards achieving gender equality and the empowerment of women, yet also stresses that severe challenges and obstacles remain in the implementation of the Beijing Declaration and Platform for Action. Key areas highlighted in the report include maternal mortality and morbidity and Female Genital Mutilation and Cutting (FGM/C).  

- At the September 2010 UN Summit on the Millennium Development Goals, Secretary-General Ban Ki-Moon kicked off a major concerted worldwide effort to accelerate progress on women’s and children’s health. The Global Strategy for Women’s and Children’s Health combines pledges of more than $40 billion over the next five years and includes national commitments to improving women’s access to sexual and reproductive health (SRH) as well as broader commitments on furthering gender equality.

- Gender advocates have voiced concern over potential negative impacts of the ongoing global financial crisis on the lowest income countries, as well as on women globally. This crisis, especially, but not only in countries hardest hit by the AIDS pandemic, has put a disproportionate burden on women. There is also widespread concern that the financial crisis may lead to a severe decrease in funds available for development assistance and thus in resources available for work on gender equality and human rights. Several UN agencies (including UNFPA) have observed or are expecting a decline in donor funds.


14 For more information, see: http://www.un.org/sg/hf/global_strategy_commitments.pdf

15 Source: Beijing at Fifteen. UNFPA and Partners Charting the Way Forward. UNFPA 2010
UN Environment

During the past three years, the UN has taken a number of steps that are widely regarded as significant in view of the UN system’s visible commitment to gender equality and women’s human rights. These include:

- In June 2008, the UN Security Council adopted SCR 1820 which confronts sexual violence in conflict and post-conflict situations. Also in 2008, the Secretary General launched the UNiTE to End Violence against Women campaign that brings together eleven UN agencies (including UNFPA) in a joint effort to combat violence against women (VAW).¹⁶

- In June 2010, the United Nations Human Rights Council adopted resolution 11/8 on preventable maternal mortality and morbidity and human rights. The resolution is the first to recognize the human rights implications of preventable maternal mortality and morbidity and paves the way for renewed and greater emphasis on a human rights analysis of the Millennium Development Goal on maternal health (MDG 5).

- The 2010 High Level Segment of the United Nations Economic and Social Council (ECOSOC) held from 28 June – 2 July 2010 in New York focused on gender equality and women’s empowerment.¹⁷

- In October 2009, following several years of intense debate and advocacy within and outside the UN, the UN General Assembly decided to form a consolidated and high-level gender entity (through resolution 63/311). In July 2010, the Secretary General announced the formal creation of this new entity known as UN Women that will merge and build upon the previous work of four existing entities.¹⁸ UNFPA and all other UN agencies welcomed the creation of the new entity and expressed their commitment to close collaboration. The new agency is expected to be operational in January 2011, yet will likely require some time to fully establish and/or expand its presence at the regional and country levels.

It remains to be seen whether and in what ways the existence of UN Women will affect the work and scope of activities of other UN agencies. While most consulted stakeholders inside and outside UNFPA did not expect any major impacts on UNFPA’s work, some acknowledged that its role and foci may have to be adapted as UN Women develops its field presence, especially in countries where UNFPA has until now been the lead UN agency on women’s and gender issues. Some stakeholders saw potential challenges in

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¹⁷ For more information, please visit: [http://www.un-ngls.org/spip.php?page=article_s&id_article=2702](http://www.un-ngls.org/spip.php?page=article_s&id_article=2702)

¹⁸ United Nations Development Fund for Women (UNIFEM), International Research and Training Institute for the Advancement of Women (INSTRAW), Division for the Advancement of Women (DAW), and Office of the Special Advisor on Gender Issues and Advancement of Women (OSAGI).
competition for donor funds for gender equality, while others saw this as a potential opportunity for UNFPA to re-focus its gender-related work around the agenda of the 1994 International Conference on Population and Development (ICPD) even more strongly than it already does.

### 2.3 UNFPA Internal Environment

#### 2.3.1 Corporate Level

A number of developments and changes within the UNFPA corporate environment since 2008 are relevant to the agency’s work on gender equality and women’s human rights, and had an impact (direct or indirect) on the content and organization of UNFPA’s work at global, regional, and country levels during the period under review.

**Strategic Plan and Development Results Framework:** Since 2008, UNFPA’s work has been guided by the 2008-2011 (2013) Strategic Plan. Like its predecessor (the 2004-2007 Multi Year Funding Framework [MYFF]), the Strategic Plan (SP) highlights gender equality as one of UNFPA’s corporate priorities. The Development Results Frameworks (DRFs) of both the MYFF and current SP include one goal explicitly focusing on gender equality. However, while the 2004-2007 MYFF outlined only one broad outcome under this goal, the SP identifies four outcomes with different thematic foci (see chapter 5 for an analysis of the Goal 3 results chain).

The 2004-2007 MYFF Development Results Framework included a set of agency-wide outcomes and over 60 corporate outputs that guided the organization’s work at all levels. Under the current SP, this approach was changed and Regional and Country Offices now define their own outputs. UNFPA hopes that this increased flexibility will allow regional and country outputs to be more responsive and relevant to national/regional priorities and needs. All UNFPA units, including country programs, are obliged to report on progress against the corporate outcomes and indicators defined in the SP (see also sidebar).

**Restructuring:** In 2007, UNFPA underwent an organizational review resulting in a number of significant restructuring efforts. This included the creation of a programming division at HQ and the relocation of geographical divisions to the field as Regional Offices (RO). This change was aimed at strengthening CO performance by allowing for direct interaction and real-time response on relevant issues, and to help UNFPA forge strategic partnerships and work more closely with regional and sub-regional political and economic institutions. The previously existing Country Support Teams (responsible for providing technical advisory services to COs) were merged into the newly created ROs with the intention to consolidate programmatic and technical functions in the same structure and create a ‘one-stop shop’ for integrated technical and programmatic support to UN country teams and COs.\(^{19}\) To date establishing the field-based ROs has proceeded to varying degrees. While the Africa RO and two SROs have been in place since 2008, the Arab States RO has only partly relocated to its location in Cairo.\(^{20}\)

**Global and Regional Programmes:** In addition to its work at the country level, UNFPA is also implementing its *Global and Regional Programme* (2008-2011) consisting of one global and five regional programs. All of these focus on strategic policy and programmatic interventions at regional and global

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\(^{20}\) Due to unexpectedly lengthy negotiations with the government of Egypt over the required host country agreement.
levels to create the operational support required by countries to implement the ICPD Programme of Action and to respond to their national development priorities. Like country programs, the global and five regional programs are structured around the SP goals and outcomes but formulate their own outputs.

**Roles, responsibilities and capacity for gender equality:** While UNFPA’s commitment to gender mainstreaming implies that gender equality is the responsibility of all units within its organizational structure, units play different roles depending on their respective mandates. (Please see Appendix V for more detailed information on the roles and responsibilities of organizational units and their responsibilities for gender equality and human rights.) The Gender, Human Rights and Culture Branch in Technical Division plays a central role as it is responsible for developing and sharing policy and programmatic guidance on gender equality across the organization (see also sidebar).

Recent external and internal assessments of UNFPA have flagged the strengths and weaknesses of the agency’s capacity for addressing gender equality. Some key issues highlighted in these reports are summarized below.

**Exhibit 2.1 Key Issues of Recent GE Capacity and Performance Reviews of UNFPA**

<table>
<thead>
<tr>
<th>Strengths</th>
<th>Areas for Improvement</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Strong policy framework and policy leadership</td>
<td>• Varying quality of reporting on GE results</td>
</tr>
<tr>
<td>• Strong advocate for GE at global and country levels</td>
<td>• Variable and unevenly distributed capacity (number of staff, knowledge and skills) at country level/across the organization</td>
</tr>
<tr>
<td>• Gender well reflected in policy, strategy and advocacy work</td>
<td>• Uneven use of gender mainstreaming strategies across the organization</td>
</tr>
<tr>
<td>• Advocate for use of gender statistics</td>
<td>• Variations in effectiveness of gender focal point system</td>
</tr>
<tr>
<td>• Leadership role for GE within UNCTs</td>
<td>• Persistent misperception that only assigned focal points and advisers have responsibility to address gender issues</td>
</tr>
<tr>
<td>• Institutional monitoring and evaluation provide some information on actual results related to GE and illustrate efforts to track GE-related interventions</td>
<td>• Unclear attribution of/contribution to results (e.g., in joint programming with other UN agencies)</td>
</tr>
<tr>
<td>• Increasing attention and commitment to developing and implementing comprehensive, systematic approach to ensure attention to GE results throughout the organization</td>
<td>• Translating policy and advocacy into actual changes at country level</td>
</tr>
<tr>
<td>• Numerous print/electronic resources on GE and women’s empowerment (WE)</td>
<td>• Need for user-friendly tools to assist staff in gender mainstreaming</td>
</tr>
<tr>
<td>• Gender balance/employment equity within UNFPA</td>
<td>• Need for indicators on women’s empowerment and gender mainstreaming to be systematically incorporated in UNFPA’s program and performance evaluation systems</td>
</tr>
<tr>
<td>• Considerable investment made in Inter-Agency work on GE issues in humanitarian response</td>
<td>• Room for improvement in using Atlas system to track investments related to GE outputs</td>
</tr>
</tbody>
</table>

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22 At the time of writing, GHRCB was finalizing revisions to the 2007 *Delivering on the Promise of Equality: UNFPA’s Strategic Framework on Gender Mainstreaming and Women’s Empowerment 2008-2011*.

23 DFID Gender Benchmarking Study (2010), CIDA GE Institutional Assessment (2009), and UNFPA Internal capacity assessment (2008)
2.3.2 Regional and Country Levels

This section highlights key characteristics of the two regions under review as well as in the four countries visited by the evaluation team.24

Arab States

The UNFPA Arab States region is highly diverse and encompasses 14 countries,26 including both least developed countries as well as rich oil-producing countries. The Maghreb countries are advanced in their demographic transition, which is characterized by falling birth rates and rising elderly populations, while other countries like Somalia and Yemen are experiencing rapid population growth and increases in the young populations. Economically advanced Gulf Cooperation Council (GCC) countries attract large flows of immigrant labour, predominantly from other countries in the region with young populations and high unemployment.

While some countries in the region enjoy stable growth and development, others face complex situations (due to emergencies, conflicts and security issues) that require a shift from long-term development planning to immediate emergency response and preparedness. The region is buffeted by some of the most complex emergency, conflict and security situations in the world today. This represents a challenge in addressing the quality of reproductive health services, the prevention of HIV and gender-based violence (GBV), and women’s empowerment (WE).

Egypt is a middle income country with a relatively stable political environment. Despite some achievements and advances in the area of gender equality, the issue is still hotly debated and polarizing. Especially conservative groups tend to perceive and address the GE discourse as an ‘imposed Western agenda’ and as part of a larger trend that threatens the cultural and religious values of the country and the region.

The Egyptian government has displayed some commitment to addressing gender equality, as illustrated in the recently adopted law on female genital mutilation and cutting, raising the minimum age of marriage, and introducing a gender quota system in parliament. Still, gender advocates have observed a growing rise of social and religious conservatism that threatens gender equality achievements. Egypt is undergoing a difficult economic period and high unemployment, which strengthens voices who advocate for sending women ‘back home’ rather than being part of the workforce. Population growth is one of the key issues on the national agenda and efforts to control population growth sometimes infringe on the reproductive rights of women (and men).

Yemen: The global economic crisis, a related drop in oil prices, the ongoing food crisis in Yemen, and continued armed conflicts have severely affected government allocations to the social agenda including to gender equality.27 The Yemeni government is increasingly looking to donors to fill the existing gaps. The arm conflict situation has also led to an increase in cases of GBV and incidents are expected to continue to rise in the near future. The severe changes in the Yemeni context due to the armed conflict have

24 Sources included: UNFPA Global and Regional Program (DP/FPA/2007/19), 2009 COARs, Country Program Documents, as well as consultations with UNFPA staff and stakeholders from the two regions.

25 GCC countries include Bahrain, Kuwait, Qatar, Saudi Arabia, United Arab Emirates

26 Counting Oman and the Gulf Cooperation Council (GCC) countries as one entity

27 E.g., the Budget of the Ministry of Social Affairs was cut in half.
severely diminished the relevance of the United Nations Development Assistance Framework (UNDAF) and Country Program Action Plan (CPAP), both of which had to be reviewed in mid cycle.

The current government has displayed moderate commitment to furthering gender equality, and its latest five-year plan introduced a separate chapter on gender. Further, several line ministries have developed their own GE plans to be included in the national five-year plan. At the same time, gender advocates have noted a considerable rise of social and religious fundamentalism and cultural conservatism that opposes and hinders progress towards GE. For example, a recently proposed new legislation to raise the minimum age of marriage was strongly opposed in parliament and the law has not been passed. The notion of gender equality in general and specific provisions such as the Convention on the Elimination of Discrimination against Women (CEDAW) have been under frequent public attack and (similar to the situation in Egypt) have been described as being imposed by the West.

Sub-Saharan Africa

Despite considerable differences between the 45 countries in the region, Sub-Saharan Africa is characterized and affected by a number of common issues, including:

- Continued population growth has outpaced economic gains, leaving Africans, on average, 22 percent poorer than they were in the mid-1970s
- About 50 percent of African countries have declared AIDS as an emergency and overall life expectancy has decreased sharply
- Lack of access to information and reliable data on population issues
- Significant migration related to poverty and political instability
- High fertility rates are outpacing the capacity of economies to generate jobs
- Maternal mortality ratio continues to be high, and 40 percent of all pregnancy-related deaths worldwide occur in Africa
- Feminization of HIV/AIDS and poverty, low literacy rates for girls, low representation of women in decision-making, gender-based violence and FGM/C, inadequate allocation of resources to gender issues are obstacles to development.

Mali has enjoyed a very stable political situation for a number of years. The Islamic practice was very moderate until 2009 when parliament attempted to adopt a new family law that was severely opposed by conservative religious groups; the president was forced to send it back to parliament for a second review. Having religious groups publicly intervene in the process of adopting laws was a new development in Mali and appears to have had significant influence on the government’s willingness and ability to take risks with regard to socially progressive legislation. Gender advocates have become the target of religious preachers in the mosques and their space at the community level has been seriously reduced.

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29 Women are increasingly affected by HIV/AIDS, accounting for 60 per cent of new infections.
The new family law still has not been approved and the approval of other key documents (such as the national gender policy) has been blocked as well. The National Ministry for Women and Family Promotion has very limited capacity in terms of human and financial resources and most of its activities are currently supported by donors. Mali has a number of strong women’s CSOs that had considerable influence in political decision processes until 2008 when internal leadership struggles appear to have weakened their influence.

**Rwanda:** In Rwanda, the current government under President Kagamé has displayed considerable political will with regard to furthering gender equality as demonstrated by the establishment of the national gender machinery and the adoption of several laws and regulations such as a law on GBV and a national gender policy and related strategic plan. The national gender machinery is composed of: the Ministry for Gender and Family Promotion, responsible for the implementation of the national gender policy and ensuring coherence with other sector ministries; the Gender Monitoring Office as an independent watchdog; and the National Women’s Council, responsible for resource mobilization and dissemination of information to the grassroots level. Rwandan civil society tends to play a limited role and is widely regarded as relatively weak; most community-based structures have been put in place by the government.

Rwanda is one of the eight pilot countries for the UN ‘Delivering as One’.
3. Results Achievement under SP Goal 3

3.1 Overview

This chapter presents the evaluation findings on UNFPA’s overall progress toward Goal 3 of the Strategic Plan 2008-2013 and on progress toward each of the four defined outcomes.

Given that existing documents such as COARs do not systematically report against the Goal 3 outcome indicators, the evaluation team also took into account other data that illustrate UNFPA efforts and achievements related to the types of change indicated in the four outcomes.

3.2 Overall Progress toward Goal 3

Finding 1: UNFPA is seen as a highly respected contributor and leader in advocating for gender equality and women’s empowerment by all stakeholders. While limited information on results makes it difficult to assess UNFPA’s overall progress on SP Goal 3, the Country Offices reviewed for the evaluation have made significant efforts that contributed to outcomes.

There is considerable evidence that UNFPA is an active and respected contributor to efforts for enhancing gender equality and women’s human rights. Most consulted national and international partners at the country level describe UNFPA as a trusted and respected partner and the agency is widely seen as a strong advocate for gender equality, especially in relation to sexual and gender-based violence (SGBV) and women’s sexual and reproductive health and rights.

Evaluation data further indicate that UNFPA has been playing an important and often leadership role on GE issues within many UN Country Teams (UNCTs) and inter-agency working groups on gender equality and/or human rights (e.g., the UN Human Rights WG and Development Partner Group in Tanzania, the Gender Thematic Group in Rwanda) and inter-agency work in humanitarian response (e.g., in the Occupied Palestinian Territories). See sidebar.

UNFPA country offices in Africa and the Arab States have supported a wide variety of activities under all four outcomes of Goal 3. While most of the reported initiatives are relevant to outcomes, the evaluation team’s document review and consultations with stakeholders found that most available information relates to completed activities rather than development results – although this varied by outcome (e.g., there was more information available on results and thus of actual progress towards Outcomes 1 and 4 and parts of Outcome 2, and very little data on results under Outcome 3). Overall, the modest amount of verified data on results made it difficult to formally assess UNFPA’s overall progress against Goal 3.

Additional challenges in this regard included the logical ‘disconnect’ between country level outputs and SP outcomes, and the fact that SP outcome indicators are not being used to track country program progress. These issues (which are discussed in Chapter 5) made it difficult to systematically link individual country level efforts to overall UNFPA achievements.
3.3 Achievements under Goal 3 Outcomes

3.3.1 Outcome 1

The 2009 Report of the UNFPA Executive Director provides data on how many out of 105 reviewed 2009 CEDAW reports in UNFPA programming countries incorporate various aspects of reproductive rights. It further provides data on the proportion of countries that implement/enforce policies and laws in line with the United Nations Security Council resolution 1325 for 2007-2009, showing an increase from 62.1 percent in 2007 to 85.7 percent in 2009.

The two outcome indicators for Outcome 1 are not suitable for measuring achievements made at the country level given that they address the proportion of all countries in which UNFPA works rather than the types or degrees of relevant changes made in view of the envisaged outcome level result.

Evaluation data on country level programming indicates that there is considerable evidence of UNFPA contributions to progress under this outcome. All reviewed COs in the two regions made significant efforts to support the integration of GE and women’s human rights (WHR) into national policies, frameworks and laws, and contributed to a number of output level results.

In addition to ensuring that national GE policies are developed and that existing policies are reviewed and amended to remove discriminatory content, evaluation data indicate that UNFPA also provided support for the dissemination, implementation and monitoring of country commitments. Thus, CO efforts go beyond what is implied in the outcome statement. Exhibit 3.1 provides some illustrative examples of UNFPA efforts/outputs in regard to Outcome 1.

Exhibit 3.1 Outcome 1 Efforts and Achievements

<table>
<thead>
<tr>
<th>Type of Effort</th>
<th>Examples of UNFPA Efforts/Achievements</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. National policies, development frameworks and laws better reflect the rights of women and adolescents, particularly their reproductive rights</td>
<td>UNFPA has supported national stakeholders in the development of national policies and development frameworks. Further, it has supported legal review processes to ensure that GE/WHR issues are addressed and/or that discriminatory sections of national laws or development frameworks are being removed. Selected examples: DRC: supported the government in developing a national policy on gender Rwanda: Review of national gender policy and related strategic plan; review and amendment of GBV law to include marital rape; integration of GE into Economic Development and Poverty Strategy</td>
</tr>
</tbody>
</table>

Outcome 1: Gender equality and the human rights of women and adolescent girls, particularly their reproductive rights, integrated in national policies, development frameworks and laws.

Outcome Indicators

- Proportion of countries that implement/enforce policies and laws in line with the United Nations Security Council Resolution 1325 on Women, Peace and Security in conflict and post conflict
- Proportion of countries that have incorporated reproductive rights into the Convention on the Elimination of all forms of Discrimination Against Women (CEDAW) reports.

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30 As per Strategic Plan Results Framework

31 The examples do not include all of UNFPA’s achievements/efforts in all countries reviewed.
<table>
<thead>
<tr>
<th>Type of Effort</th>
<th>Examples of UNFPA Efforts/Achievements</th>
</tr>
</thead>
</table>
| **Mali**: Supported the elaboration and Adoption of the family law. **Yemen**: supported the National Women’s Committee in reviewing laws from a GE perspective and submitting amendment proposals to parliament. This resulted in the amendment of three laws.  
**Ghana**: supported the National Medium Term Development Policy Framework  
**Tanzania**: supported review of MKUKUTA and MKUZA; review of marriage and GBV laws                                                                 | Support the inclusion of gender concerns into national action plans (and their monitoring) including in post conflict settings  
**Uganda, Sierra Leone, Liberia and Rwanda**: National Action Plans on UN SCR 1325 and 1820, with more relevant indicators to measure progress in implementation.  
**Côte d’Ivoire**: action plan for the improvement of health conditions of women in post-conflict situations  
**Rwanda**: Women’s Parliamentarian Forum  
**Sierra Leone**: Network of Women Parliamentarians                                                                                                               |
| **2. Implementation or enforcement of national commitments to gender equality and WHR**                             | Disseminate national policies, development frameworks and laws, e.g. new GVB law in Rwanda.  
Strengthen national capacity to support the enforcement of national gender policies and/or laws and, more broadly to effectively and systematically apply gender equality principles in their work, e.g.: Development of Gender Responsive Budgeting (GRB) guidelines in Rwanda. GRB training to government officials and other stakeholders in Rwanda and Mali.  
Assist national governments to improve compliance with international treaty reporting mechanisms, e.g.: Beijing +15 reports – in Yemen and Rwanda. CEDAW reports – in Mali, Yemen, Jordan, CAR, Oman, Ghana, Sierra Leone, and Ghana  
Knowledge generation relevant for advocacy purposes as part of law/policy implementation, e.g.: support for the development of the National Annual Report on the Status of Women in Yemen. |
| **3. Institutionalization of monitoring national GE commitments**                                              | **Rwanda**: supported the establishment of the Gender Monitoring Office under the Prime Minister’s Office and the creation of a multi stakeholder Gender Cluster that serves as a forum for discussion and exchange among gender advocates and duty bearers.  
**Egypt**: supported the National Council for Women in establishing a system and approach to monitoring GE projects that are part of the national plan at governorate and national level |

**Outcome 1 – Observations and Questions**

**From Policy to Implementation**: Consulted stakeholders in several countries widely agreed that while the development and adoption of national frameworks, laws, and action plans is an important step, it is only through their actual implementation that changes in people’s lives can occur. To date, the translation of policies into action and concrete change has remained a major challenge in most countries. Gaps in national capacity, especially within responsible government institutions, were frequently named as one of

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32 Diplomatic Law giving equal rights to married diplomatic couples; Salaries and Social Insurance: unifying the retirement age for men and women; Labour Law: giving employed pregnant women the right to vacation.

33 MKUKUTA = Poverty Reduction Strategy for mainland Tanzania, MKUZA = PRS for Zanzibar)
the key obstacles in this regard. Although UNFPA is making visible efforts to support the implementation of GE-related policies and laws, there is little information on the extent to which these efforts have been systematic and/or effective.

Outcome scope: As noted above, the scope of UNFPA’s activities has gone beyond the outcome statement (supporting the integration of national policies, frameworks and laws) and has attempted to advance the implementation of these commitments. This raises the question of whether the current outcome statement ‘aims high enough’. One alternative approach would be to regard the development or amendment of policies as a short-term, output level result, and consider their actual operationalization and implementation as a longer term outcome result.

3.3.2 Outcome 2

The 2009 Report of the UNFPA Executive Director includes information only on the second outcome indicator and compares data from 2007-2009. It shows a slight increase in the percentages of married and unmarried women in all UNFPA programming countries who decide alone or jointly with their husbands/partners/others about their own health care.

As with Outcome 1, the outcome indicators have not been used to track and report upon specific achievements and UNFPA contributions at the country level. Most of the reported UNFPA efforts and results under Outcome 2 relate to the issue of FGM/C and thus relate to the first indicator (see sidebar). The evaluation did not find any specific examples of efforts or results measured (or measurable) by the second indicator.

In addition to UNFPA country initiatives, Outcome 2 is also addressed by the UNFPA/UNICEF Joint programme on FGM/C that is active in 12 countries in Africa and the Arab States; this programme is managed from Headquarters. Exhibit 3.2 below provides some illustrative examples of UNFPA efforts/outputs in regard to Outcome 2.

<table>
<thead>
<tr>
<th>Type of Effort</th>
<th>Examples of UNFPA Efforts/Achievement</th>
</tr>
</thead>
</table>
| 1. Advocacy, knowledge generation and dissemination on FGM/C | **Mali**: supported the national program on FGM and the national directorate for the promotion of women to conduct advocacy activities with members of parliament related to the drafting of a new law on FGM/C  
**Egypt**: supported the production of a reference manual on the Islamic Sharia’s perception of reproductive health and gender issues including FGM/C; development of related training manual that illustrates how GE and reproductive rights are in compliance with Islamic teachings and are not a ‘Western agenda’. As a result, GE and reproductive health topics have been included in weekly speeches of both male and female Muslim preachers. |

34 For example, in Rwanda stakeholders reported upon delays in implementing the national gender policy and action plans, as well as the absence of a suitable monitoring system to track progress on their implementation.

## Type of Effort

<table>
<thead>
<tr>
<th>Examples of UNFPA Efforts/Achievement</th>
</tr>
</thead>
<tbody>
<tr>
<td>The joint UNFPA/UNICEF joint programme on FGM/C who is supporting 12 countries in Africa and Arab State region facilitated the creation of national level multi-stakeholder working groups in various countries that bring together government representatives, NGOs, and community/religious leaders. These are seen to have contributed to consensus among diverse players to articulate and better coordinate their interventions.</td>
</tr>
</tbody>
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<table>
<thead>
<tr>
<th>2. Development or review and revision of FGM/C policies, laws and regulations</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Egypt</strong> and <strong>Uganda</strong>: supported governments in developing and/or passing legislation banning and/or criminalizing FGM/C.</td>
</tr>
<tr>
<td><strong>Egypt</strong>: Supported activities relevant in view of the development of a new law criminalizing FGM/C.</td>
</tr>
<tr>
<td><strong>Mali</strong>: Supported the preparation of a bill of law on female genital cutting. Further, policies and regulations in reproductive health in several countries have integrated FGM/C.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>3. Initiate and/or support community level work on FGM/C abandonment</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Mali</strong>: supported community level activities that resulted in several communities signing conventions to abandon FGM/C practices.</td>
</tr>
<tr>
<td>Similar community level successes have been achieved in the 12 countries involved in the joint FGM/C program with UNICEF.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>4. Strengthen the capacity of key stakeholders to protect the reproductive rights of women who have been subjected to FGM/C.</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Egypt</strong>: supported the initiative “Doctors Against FGM/C” in collaboration with UNICEF, the Ministry of Health (MOH), and the Ministry of Family and population (MOFP) and the USAID funded project “Communication for Healthy Living” (CHL). The initiative aims to address the increasing medicalization of FGM/C. In 2009, a TOT manual for medical practitioners was finalized, a manual for training MOH doctors on the governorate and district level was developed, a Q&amp;A document finalized and educational interactive aids to be used in community awareness and counselling sessions developed. 30 MOH trainers are now able to train MOH doctors on the governorate level to deal with requests for FGM/C.</td>
</tr>
</tbody>
</table>

## Other efforts and achievements related to Outcome 2

A review of the COARs and consultations with CO team members provided examples of other types of activities and achievements that may be seen as contributions to Outcome 2 but that are not captured in either of the outcome indicators (although they may be seen as implicit in the outcome statement as part of the socio-cultural environment). These activities involved community players (in particular men and boys and faith-based leaders/organizations) as well as activities with youth.

- **Working with faith-based communities and organizations**: In Mali, Egypt, and Yemen UNFPA supported the training of religious leaders on GE and reproductive health issues. The data provide limited information on whether or how the training was used by participants to actively advocate for GE and/or women’s reproductive rights issues.

- **Work with Youth**: In Rwanda, UNFPA has supported the establishment of gender clubs in secondary schools and universities to enhance male and female knowledge and awareness of gender equality and to encourage information dissemination, peer education and community outreach. In Mali, specific activities have been created for girls in youth centers supported by

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36 During consultations in Mali, some national partners criticized this work as it is conducted through a separate project funded by the Grand Douché de Luxembourg, rather than under the umbrella of the existing national program on FGM abandonment that UNFPA had been instrumental in creating. Some national partners saw this as creating unnecessary competition for funding and recognition between the national program and UNFPA’s community based project.
UNFPA. The youth centers are multi-disciplinary combining sport and educational activities on sexual reproductive health. We have no detailed information on what results were achieved through either of these initiatives.

- **Involving men and boys:** Most of the reviewed COs reported on efforts to engage men and boys in efforts towards gender equality. For example, in Egypt, reproductive health counselling services supported by UNFPA address both women and men, and both adolescent boys and girls are targeted by UNFPA-supported reproductive health and HIV protection campaigns.

### Outcome 2 – Observations and Questions

**Outcome statement:** Consultations with UNFPA staff indicate that there is some uncertainty with regard to the specific change(s) intended in this outcome. Several interviewed staff members noted that the outcome 'jumbles several things together' (i.e., a conducive socio-cultural environment, male participation, and the elimination of harmful practices). As currently formulated, Outcome 2 does not clearly indicate the assumed relationship between these three concepts or what specific development change(s) it is trying to capture. The outcome indicators address only the concept of FGM/C. The relevance of the second indicator is not immediately evident and evaluation data provide no evidence of activities or achieved outputs that directly relate to this indicator.

**Strategy or result?** Document review and consultations indicate that stakeholders may see UNFPA efforts with youth, on male involvement, and collaboration with religious leaders/organizations as achievements. In our understanding, however, these constitute potentially valuable strategies that should be articulated and assessed as such.

### 3.3.3 Outcome 3

The 2009 Report of the UNFPA Executive Director provides data on an increase in the proportion of countries that have incorporated reproductive rights in national human rights protection systems (from 61.7 percent in 2007 to 66.7 percent in 2009).

Among the four outcomes for Goal 3, the evaluation team found the least evidence of country level activities or results for Outcome 3. As with the two previous outcomes, the indicator has not been used and is not useful for capturing country program progress. Exhibit 3.3 below provides some illustrative examples of UNFPA efforts/outputs in regard to Outcome 3.

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**Outcome 3:** Human rights protection systems (including national human rights councils, ombudspersons, and conflict-resolution mechanisms) and participatory mechanisms are strengthened to protect reproductive rights of women and adolescent girls, including the right to be free from violence.

**Indicator**

Proportion of countries with reproductive rights incorporated in national human rights protection system

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37 The distinctive nature of each of the three issues is underlined by the fact that there are three different thematic specialists in HQ each responsible for one of these issues (culture, engaging of men and boys, and FGM/C. Please see annotated version of the logframe in Appendix V for further analysis of the outcome statement.
### Exhibit 3.3 Outcome 3 Efforts and Achievements

<table>
<thead>
<tr>
<th>Type of Effort</th>
<th>Examples of UNFPA Efforts/Achievement</th>
</tr>
</thead>
</table>
| 1. Knowledge Generation | **Egypt**: supported the National Human Rights Council and the Ministry of Health in producing a comprehensive reference manual on reproductive rights and gender as well as a training manual  
**Tanzania**: supported FemAct, a coalition of feminist activists, to compile an annual human rights report that addresses the reproductive rights of women and adolescent girls |
| 2. Support the establishment of and/or strengthening the capacity of HR protection mechanisms | **Egypt**: conducted training of trainers (TOT) sessions to raise GE knowledge and skills of: officers at the National Human Rights Council, religious and community leaders in one governorate, and health service providers in 10 governorates.38  
**Tanzania**: UNFPA is a member of the UN HR Working Group that works in collaboration with the Tanzania Commission for Human Rights in protecting women’s rights  
**Syria**: provided technical support and equipment for the establishment of the National Observatory on Domestic Violence  
**DRC**: partnered with the National Police to set up five specialized police units for the protection of women and children (units specialize in the fight against impunity of perpetrators of sexual violence) |
| 3. Establishing and/or strengthening participatory mechanisms | **Palestine**: CO has been instrumental in establishing networks and coalitions among women’s CSOs in the West Bank and Gaza to strengthen the capacity and collective ability to better advocate for and ensure women’s access to basic services39 |

### Outcome 3 – Comments and Questions

Given UNFPA’s commitment to advancing human rights and the relevance of human rights for the agency’s work, the seemingly scarce efforts and results under this outcome were surprising to the evaluation team. Although evaluation data do not provide a clear answer as to why this is the case, the following observations indicate some possible contributing factors.

The types of achievements reported under this outcome: UNFPA staff were somewhat uncertain about which results ‘fit’ under this outcome. The challenge seems to be that while the work of most COs is focused on individual organizations or institutions, the outcome indicator relates to changes in a country’s human rights system. In our understanding, a national human rights protection system refers to the sum of organizations and institutions (government and non-government) that are formally or informally tasked with protecting human rights, and positive changes in individual organizations and institutions can contribute to changes in the country’s HR protection system.

Further, the current outcome indicator focuses on the integration of reproductive rights into national systems. If this indicator is interpreted narrowly, efforts that contribute to enhancing the capacity of HR institutions or individuals – but that are not aimed solely at reproductive rights – are not captured under this outcome. Finally, there is no indicator for this outcome that defines or would help measure ‘participatory mechanisms’.

Overlap with other Outcomes: Several activities and results that are relevant to Outcome 3 could also fit under either Outcome 1 or Outcome 4 and may have been reported that way (e.g., the CO in DRC worked...

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38 Information from Egypt 2009 COAR. Not mentioned by any consulted stakeholders during site visit.
39 The Palestine’s office on network and coalition building has been praised by UNFPA partners as a groundbreaking strategy (See: Occupied Palestinian Territory Third Cycle Country Programme Evaluation 2006-2010, 2010). This was the only example reported under Outcome 3 that the evaluation team came across that seemed to fit the notion of “strengthening participatory mechanisms”.

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with members of the national police to enhance their knowledge, awareness and skills for working with victims of SGBV. This initiative could just as well have been reported under Outcome 4). See section 3.4 for further discussion of overlap between outcomes.

**National priorities:** Not all COs may have the opportunity or entry points to work with partners that are clearly part of the national human rights protection system (e.g., ombudspersons or human rights councils). Some CO staff members noted that human rights institutions in most of the African region tended to be either non-existent or weak, which made it difficult for COs to effectively engage with them. A further limitation may derive from the fact that COs are obliged to select their areas of work in alignment with the development priorities identified by national governments. If strengthening human rights protection systems is not a national priority, COs are more likely to focus on other issues that are on the list of national priorities.

### 3.3.4 Outcome 4

The 2009 Report of the UNFPA Executive Director includes information on the percentage of UNFPA programming countries that have put in place different types of responses to GBV. The data show an increase between 2008 and 2009 in most areas, except in having qualified health-service providers in screening, care and referrals for gender-based violence survivors.

Evaluation data on actual achievements and efforts at the country level show that in both Africa and the Arab States UNFPA is very well known for its work on ending gender-based violence, and in some countries this seems to be the area for which UNFPA is best known among its national partners – especially those who are working on gender equality issues. Not surprisingly, the evaluation found considerable evidence of numerous activities and output level results that reviewed COs have achieved under this outcome, as illustrated by the examples in Exhibit 3.4 below.

**Outcome 4:** Responses to gender-based violence, particularly domestic and sexual violence, expanded through improved policies, protection systems, legal enforcement and sexual and reproductive health and HIV-prevention services, including in emergency and post-emergency situations.

**Indicators**

<table>
<thead>
<tr>
<th>Indicator</th>
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<tbody>
<tr>
<td>Proportion of countries that have mechanisms in place to monitor and reduce gender-based violence</td>
</tr>
<tr>
<td>Proportion of countries that include gender-based violence in pre- and in-service training of health service providers</td>
</tr>
</tbody>
</table>

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40 Gender-based violence response included in pre- and in-service training of health-service providers, comprehensive and appropriate psychosocial support programs for gender-based violence survivors, Police officers and other security/law enforcement agents are trained and able to respond appropriately to gender-based violence survivors’ needs.

41 One program partner in Rwanda noted that, “When you mention UNFPA, people think that you want to talk about gender-based violence.”

42 According to UNFPA’s 2009 report to the Executive Board, GBV is the area in which UNFPA is involved in the highest number of joint programs with other agencies.
### Exhibit 3.4 Outcome 4 Efforts and Achievements

<table>
<thead>
<tr>
<th>Type of Effort</th>
<th>Examples of UNFPA Efforts/Achievement</th>
</tr>
</thead>
</table>
| 1. Knowledge generation and awareness raising on GBV at national and regional levels | Several consulted UNFPA staff and partners noted that UNFPA has played a key role in raising awareness of GBV issues among government and non-government stakeholders, the wider public, donors, and other UN agencies.  
- **Yemen**: played a pioneer role in bringing the issue of GBV up for discussion Under the Inter-agency Task Force on violence against women, Yemen is also a pilot country that is implementing multi-stakeholder joint programming to address violence against women.  
- **Tanzania**: supported the analysis of GBV-related laws and capacity assessments of key institutions responding to GBV. Assessment findings were used in policy dialogue and advocacy for establishing comprehensive mechanism to respond to and eradicate GBV.  
- **Lebanon**: undertook a GBV perception study among media representatives and a national situation analysis of GBV  
- **DRC**: supported the government in developing a national strategy to fight GBV  
- **Egypt**: supported the work of a local NGO on awareness raising on sexual harassment  
UNFPA has also created opportunities for cross-regional knowledge sharing on best practices to stop VAW, for example through an exchange (led by the Egypt CO) between 17 countries in the Arab States region working on sexual harassment. |
| 2. Development or review and revision of GBV policies, laws and regulations, and support for their implementation | **Morocco**: supported the development of proposed new laws on marital violence and revisions of the penal code.  
In both **Uganda** and **Sierra Leone**, UNFPA provided in-depth technical expertise to develop the National Action Plans on 1325 and 1888 that deals with women, peace and security issues and addresses SGBV.  
- **Algeria**: supported the implementation of a national strategy for GE and ending VAW  
- **Jordan**: supported the Ministry of Health in finalizing national standard protocols and health care procedures for the care of women victims of domestic violence in the health system. This was considered a major achievement as it involved continuous discussions to overcome political and administrative obstacles that faced the finalization of these protocols. |
| 3. Strengthened capacity of national stakeholders and institutions for addressing GBV and monitoring related processes and progress | Enhanced availability of quality SGBV data at national and regional levels supporting the collection and analysis of population-based SGBV data/information in **Rwanda**, **Kenya**, **Nigeria**, **Madagascar**, **Uganda**, and **Zimbabwe**.  
GBV information management systems to monitor GBV incidents were introduced in **Côte d’Ivoire**, **Chad**, **Kenya**, **Liberia**, and **Uganda**  
Support to national mechanisms to monitor and reduce GBV  
- **Rwanda**: supported the establishment of gender monitoring office that focuses on GBV and assisted with developing GBV-related national standards and operating procedures for the Rwandan police  
- **Sierra Leone**: working with the Family Support Unit of the national police to better monitor and encourage reports on GBV cases  
Support to multi stakeholder groups and networks of actors  
- **Lebanon**: helping with the establishment of CSO networks for knowledge sharing and advocacy for GBV prevention and implementation of the national GBV action plan |

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43 Several of these correspond with UNFPA’s priorities for addressing GBV as outlined in UNFPA’s *Strategy and Framework for Action for addressing GBV* (2008-2011).
### Type of Effort

<table>
<thead>
<tr>
<th>Examples of UNFPA Efforts/Achievement</th>
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<tbody>
<tr>
<td><strong>Tanzania:</strong> UNFPA, as managing agency of a One UN Joint Program on Maternal and Newborn Mortality Reduction, supported the Ministry of Health and Social Welfare to set up a multi-sectoral technical working group to oversee the development of the National GBV Management Guideline and the National GBV Policy Guideline. GBV is also addressed in another joint program (managed by UNDP) on Capacity Building Support to Zanzibar.</td>
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</table>

#### 4. Enhanced service delivery for victims of GBV

- **Rwanda:** supported (together with UNICEF, UNIFEM and the National Police) the creation of a One Stop Centre for victims of GBV that provides integrated medical, legal, psychological and social assistance
- **Yemen:** helped to establish the country's first women's shelter providing psychosocial support for GBV survivors

UNFPA has contributed to strengthening the awareness, knowledge and skills of frontline service providers

- **Southern Sudan:** contributed to the establishment of a special protection unit in selected police stations where officers receive training in assisting victims of GBV
- **Ghana:** worked with the Domestic Violence and Victim Support Unit of the police to strengthen capacity for Domestic Violence (DV) and GBV case management; supported DV/GBV training for members of the judiciary, social workers and medical services, as well as for community paralegal volunteers to strengthen local/community environment for DV/GBV prevention, rights promotion and protection.
- **DRC:** 7504 survivors of sexual violence received medical care in 8 provinces with the support of the CO

#### 5. Systematic Approaches

Several UNFPA COs are part of and/or support systematic and coordinated approaches to addressing GBV at the national (and to some extent the regional) level. Several examples noted above are part of these broader interventions that UNFPA supports.

- **Morocco:** supported national partners in establishing a standardized, coordinated system to fight GBV, including the creation of a multi-stakeholder regional coordination mechanism on GBV; institutional assessments of NGOs working on GBV; NGO capacity development to help them work within the standardized system; improvement of an electronic information system; development of norms and standards for GBV responses with the Ministries of Justice and Health; enhanced knowledge and skills of frontline workers from police, judiciary, social services, health, etc.; improved judicial tools such as the proposed new laws on marital violence and penal code.
- **Tanzania:** supports the coordinated national mechanism to address GBV in mainland and Zanzibar. This includes: multi-stakeholder committees, awareness and skill development of police officers working with victims and survivors of GBV, support shelters through TA, conducts policy dialogue, advocacy and awareness campaigns.
- **Lebanon:** led national efforts for coordinating response to GBV by developing a two-year national action plan endorsed by more than 25 key national stakeholders; initiated key activities such as a review of existing GBV research in Lebanon, the development of a resource manual on GBV, a perception study among media representatives, and a situation analysis of GBV.

### Outcome 4 – Comments and Questions

**Activities vs. Results:** UNFPA’s reported efforts under Outcome 4 on GBV are impressive, and their relevance is underlined by the positive perceptions of consulted national partners and stakeholders. However, most available data are on UNFPA’s activities rather than results. While many of these activities are intuitively relevant (e.g., capacity development of frontline workers and service providers)
there is little if any information on changes resulting from interventions (e.g., changes in the quality of service delivery for SGBV victims, changes resulting from the establishment or improvement of national GBV monitoring systems).

The current outcome statement aims to increase responses to gender-based violence and thus focuses on the “supply” side. However, UNFPA’s commitment to a human rights-based approach implies an obligation to also ask whether and how these responses make a difference in the lives of the women and men who are expected to benefit from them. Current reporting provides very little information in this regard.

Comprehensive/systematic approaches: More than any other outcome, and with the exception of UNFPA’s work on FGM/C with UNICEF, this outcome provides the best evidence of UNFPA taking part in comprehensive and systematic initiatives. UNFPA has been part of or has supported national mechanisms for addressing GBV that involve a multitude of stakeholders and include various entry points to provide a comprehensive response to GBV.

### 3.4 Overarching Observations

This section summarizes overall observations about the four outcomes under Goal 3.

**Overlap between Outcomes:** A review of the 2009 COARs from all countries in Africa and the Arab States provided evidence of considerable overlap between the four outcomes of Goal 3. In many cases the same effort or result was reported under two or more outcomes; in other cases, achievements were reported under one outcome but, in our understanding, could just as well or even better have been placed under another outcome. From a development point of view, this overlap is only marginally interesting, as the effort has been made or a result has been achieved and it makes little difference to beneficiaries where it is reported. In addition, UNFPA and its partners work on complex issues that often encompass many dimensions, not all of which can be captured by one outcome statement and some types of outcomes may easily cross. For example, while some outcomes may address specific thematic issues (GBV and FGM/C) and others focus on strategic approaches (such as integrating gender concerns into national policies/frameworks or strengthening human rights protection systems), a strategy such as policy development may be applied to eliminate FGM/C and address GBV issues. However, the significant overlap between outcomes under Goal 3 as well as the observed scarcity of data on these outcomes raises the question of whether the current outcomes are the most effective way to categorize UNFPA’s work on gender equality and human rights issues.

**Capacity Development (concept, definition, and approach):** A considerable part of UNFPA’s work under all four outcomes relates to strengthening the capacity of national partners and their organizations in GE and WHR (as illustrated by the efforts and results reported in COARs, as well as the evaluation’s review of country program results frameworks). Nevertheless, available data provide limited information on the specific approaches used for capacity development, or the underlying assumptions and theories of what UNFPA considers capacity development. To our knowledge, UNFPA has not yet consolidated its broad experiences into a corporate definition of ‘capacity development’ or related strategies and operational guidance; its current capacity development activities seem to follow largely implicit assumptions about

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44 E.g., it is not clear from our data whether and to what extent capacity development efforts tend to focus on strengthening individual competencies or collective capabilities (or both).

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what “good” capacity development is. UNFPA’s vast experience should position it well to engage in more generic reflections on the concept of capacity development in relation to its own mandate. This might prove valuable for both internal learning and joint efforts with partners.

Project versus program approach: Consultations with UNFPA staff and partners in the visited countries indicated that the COs work is sometimes perceived as fragmented, lacking a unified vision and approach for gender equality and human rights, and as being project rather than program-based. Several consulted national partners mentioned achievements made with UNFPA support that would require substantial follow-up and longer term investments in order to achieve actual development results. For example, in Rwanda UNFPA has supported the establishment of the Gender Monitoring Office. While widely seen as an important step towards ensuring that government commitments to gender equality are being met, consulted stakeholders also pointed out that the GMO is not yet functional, partly due to a lack of relevant and workable indicators to monitor changes in different sectors. GMO staff will require substantial and mid to long term support in order to fulfill the institution’s mandate.

However, as noted above, UNFPA also contributed to comprehensive national approaches to specific issues, mostly in thematic areas such as GBV and FGM/C, which have often been addressed through separately funded programs such as the joint program on FGM/C with UNICEF (managed by HQ) and joint UN initiatives to address VAW.

CO limitations in reporting on results: Almost all of UNFPA’s initiatives on GE and HR at the country level are implemented through national government and non-government partners who are responsible for their operationalization and management. UNFPA COs provide financial support and, in some cases, technical assistance, but have little if any involvement in the day to day management of the initiatives they support. Usually COs have formal agreements with national partners that require the implementing partner to report against agreed upon results. However, consultations with UNFPA staff members indicated that this is often a challenge as many national partners report on activities rather than results, which in turn makes it difficult for the CO to track and report upon results. We do not have any information on the extent to which COs are able to undertake efforts to strengthen their partners’ knowledge and skills in results-based planning, monitoring and reporting. In Rwanda, for instance, UNFPA efforts in this regard appear to be largely focused on ensuring adequate financial reporting from its partners.

Tracking and Reporting on UNFPA value added: As noted above, UNFPA often supports locally implemented initiatives through a combination of technical and financial support. Technical support is provided either by UNFPA staff members directly, or through external consultants. The current COAR reporting format does not require detailed information on the type of assistance provided, and consultations at the country level elicited limited information on UNFPA’s particular value added to different efforts. (For example, it is not clear how COs supported the development or amendment of national policies and laws other than through financial support.) A related issue is UNFPA’s reporting on joint initiatives supported by UNFPA and other donors. While these initiatives are in line with the principles of Aid Effectiveness, it is difficult for UNFPA to track and ‘showcase’ its contributions.
4. Effectiveness of UNFPA’s Integration of Gender, Human Rights and Culture in Programming

4.1 Overview

One of the mandates of this evaluation was to assess the extent to which UNFPA’s integration of three approaches (gender mainstreaming, human rights-based approach, and culturally-sensitive approaches) is contributing to the organization’s goals and objectives for gender equality and human rights across all areas of its mandate. In this context, the TORs put special emphasis on the extent to which UNFPA has been successful in view of gender mainstreaming. This chapter presents the evaluation observations and findings on UNFPA’s integration of gender equality, human rights and culture (section 4.2) and on gender mainstreaming in particular (section 4.3).

4.2 Human Rights Based Approach and Integrating Gender, Human Rights and Culture in UNFPA Programmes

Like all UN agencies, UNFPA is committed to a rights based approach to programming and to promoting gender equality. The agency is unique insofar as it also emphasizes the need to include a careful analysis of cultural sensitivities into programming, and that it is trying to integrate these three approaches (gender, human rights and culture) in all of its programming. In 2004, the Office of the Executive Director issued a Policy Note on Implementing a Human Rights-Based Approach to Programming in UNFPA that outlined the principles and modalities of integrating the three approaches. An additional organizational Guidance Note was issued in April 2010 by the Office of the Deputy Executive Director on Integrating Gender, Human Rights and Culture in UNFPA Programmes.

These policy guidance papers are related strategies that emphasize the use of cultural and gender sensitivity and reinforce the priority for use of the human rights based approach in all UNFPA’s programming initiatives.

Key premises underlying these strategies include the following:

- Human rights can be recognized, internalized and validated through a culturally sensitive approach which builds on positive cultural values, beliefs, practices and religious interpretations affirming human rights principles.
- Every culture is characterized by diversity, contestability and private and public spaces for mediation, negotiation and diverse interpretations. This includes interpretations of traditional beliefs and religious texts that can be aimed at realizing human rights through the engagement of gatekeepers, community leaders and traditional and religious communities.

(...) the objective of an integrated approach is to build ownership of the human rights agenda within communities through a clear demand for a better quality of life built on social justice and equality of all members of the community.

Integrating Gender, Human Rights and Culture in UNFPA Programmes. UNFPA 2010, p.1

45 UNFPA/RR/04/8.
47 Ibid., p. 2ff.

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Cultures are dynamic and change as the external and internal context of the society changes. As they evolve, they impact on the organization of social structures and relations, especially gender power relations.

People are both the products and the creators of their cultures. They are not simply passive receivers but active agents.

Change that is internalized though community-based consensus building is a key to sustainability.

The evaluation team collected data on the extent to which UNFPA staff members in ROs and COs were aware of the concept of integrating gender mainstreaming, the human rights based approach, and culturally sensitive approaches, the extent to which their programming efforts indicated that they applied this concept, and whether there was evidence that the integrated approach made a positive difference in the effectiveness and/or sustainability of programming efforts.

Finding 2: Although few consulted staff members in the field were familiar with UNFPA’s approach to integrating gender mainstreaming, a human rights based approach and culturally sensitive approaches, several programming strategies correspond to some of the concept’s underlying premises. To date UNFPA has not systematically collected data to assess the extent to which these strategies have enhanced program effectiveness or sustainability.

Consultations with field-based staff in COs and ROs indicated varying degrees of knowledge and familiarity with UNFPA’s Guidance Note on integrating gender, human rights and culture. Most consulted staff members were not familiar or only vaguely familiar with the notion of integrating the three approaches, and many appeared to equate it with gender mainstreaming. One person who had read the HQ issued Guidance Note on Integrating Gender, Human Rights and Culture noted that while she found it very interesting and relevant, she also faced significant difficulties in translating it into action because “culture is most difficult to integrate in practice”. Consulted staff from the GHRCB acknowledged that the Guidance Note still needed to be disseminated more proactively and widely, and that staff in the field might require additional mentoring and/or training on their application. This was confirmed by consultations in the visited field offices.

While the formal approach to integrating gender, human rights and culture identified in the Guidance Note and/or the 2004 HRBA policy may not yet be widely known or used among COs and ROs, there is wide agreement among staff that ‘good’ development assistance (i.e., effective and sustainable) must work both with and around the conditions in any given cultural environment, including its practices, norms, and beliefs. Interviewed staff members and reviewed reports provided a number of examples of how this understanding has been translated into UNFPA programming:

- A regular part of project/program planning and design is for country teams to conduct environment scans that take cultural issues into account and analyze how these may affect programming approaches.
Many initiatives demonstrate that Country Office programmes and projects operate in line with the HRBA principles of participation and inclusion – e.g. attempting to ensure that affected stakeholders have a voice.48

Some COs have conducted Knowledge, Attitude and Practice (KAP) studies of specific stakeholder groups (e.g., religious leaders in Egypt) to gain a better understanding of how they perceive, assess and act upon certain issues. Findings from these studies were integrated into the development of advocacy and training materials for these groups.

Many UNFPA COs and ROs actively seek partnerships with and support from cultural gatekeepers such as religious and/or community leaders. The hope is that these efforts will lead the partners to actively promote gender equality and reproductive health and rights in general, or to take a stand on specific issues such as the abandonment of FGM/C. UNFPA’s efforts aim to identify common ground while acknowledging that partners may approach an issue from a different position.

Many UNFPA COs and ROs have reached out to engage men and boys in programming related to gender equality, thus acknowledging that changes in the socio-cultural environment (that is enabling gender inequalities) can only be achieved and sustainable if all or most members of a community or society are involved in the process.

Community-based work on the abandonment of FGM/C (under the joint programme with UNICEF) builds upon an understanding of how and why the practice is relevant to community members and what they believe they would lose should the practice be abandoned. UNFPA and its partners then work with communities to identify and acknowledge problems associated with FGM/C, and help the communities develop their own solutions to these problems in order to ensure that they do not feel coerced or judged.

Consulted UNFPA staff members did not have sufficient data to formally assess whether or in what ways these strategies had contributed to initiatives being more effective or sustainable. However, some individuals had some interesting observations. For example, one person noted that in her view working with faith leaders and men had contributed to being able to discuss issues of Sexual and Reproductive Health and Rights in public, which otherwise would have been seen as being ‘too sensitive’. Overall, demonstrated achievements in the area of FGM/C abandonment at the community level are, to date, the most convincing examples of a link between a chosen approach and resulting positive changes.

At the same time, UNFPA’s work with religious leaders raised some concerns among national (especially secular) partners. For example, programming partners in Mali expressed concerns over the potential backlash of working with faith based organizations given the significant role that religious beliefs and practices have had in creating or sustaining gender inequalities. In Yemen UNFPA partners pointed out that given the diversity of religious factions in Yemen, partnering with the government led religious ministry might not ensure the most effective outreach. In their view, addressing religious leaders from other groups may ensure a wider outreach working with non-governmental faith based organizations was a more influential and promising way.

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48 Overall, consulted stakeholders appeared to be familiar with the notion of a Human Right Based Approach to programming, and were very aware of the UN’s and thus UNFPA’s commitment to its application.
4.3 Gender Mainstreaming

In this evaluation, the concept of gender mainstreaming is based on the definition and principles outlined by the UN Economic and Social Council (ECOSOC) in 1997 and shown in the sidebar.

The key evaluation questions about gender mainstreaming were:

- Whether UNFPA was applying these principles in a systematic or ad hoc way.
- Whether and how gender equality concerns were addressed in UNFPA programming under SP Goal 1 (Population and Development) and SP Goal 2 (Reproductive Health).
- Factors that UNFPA staff members found to be either supportive or challenging for gender mainstreaming efforts.

Finding 3: While UNFPA has successfully integrated some gender equality dimensions in the areas of Population and Development and Reproductive Health, most consulted UNFPA staff members indicated that there is considerable room for improvement in systematically mainstreaming gender equality and human rights into the agency’s work.

Achievements

Consultations with UNFPA staff provided several examples of successful efforts to mainstream GE into UNFPA’s work in the areas of Population and Development and Reproductive Health as outlined below.

Goal 1 - Population and Development

There is considerable evidence that UNFPA has collected and used sex-disaggregated data on population development and trends, as well as data on specific thematic issues relevant to GE issues such as SGBV. For example:

- In DRC, UNFPA supported the establishment of a mechanism to collect data on sexual violence at the national level, which now informs planning and decision making on SGBV interventions.
- In Tanzania, UNFPA supported national partners in integrating GE dimensions into several national surveys, and provided assistance to strengthen the capacity of national partners to effectively analyze and use GE data for planning and decision making.
- In Palestine, UNFPA supported the Palestinian Central Bureau of Statistics (PCBS) by training heads of units and staff in the gender unit to improve their capacity to ensure that concepts and definitions, questionnaires, data collection procedures, data analysis and data dissemination were gender sensitive.

ECOSOC definition of gender mainstreaming

“...the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels. It is a strategy for making women’s as well as men’s concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality.”

49 In the Arab States, the Gender Mapping Report compiled by the RO (2010) noted that gender mainstreaming was more evident in the area of P&D than in relation to Reproductive Health. A parallel RH mapping study confirmed this.
Goal 2 - Reproductive Health:

There are numerous examples of UNFPA’s efforts in mainstreaming GE in reproductive health programming, especially in relation to SGBV. Frequently this includes supporting the knowledge and skill development of service personnel, such as health sector staff, police officers and social workers, on how to identify and work with SGBV victims and survivors (e.g., in Palestine, DRC, Jordan, Yemen). See also sidebar.

UNFPA also contributed to incorporating gender equality and human rights provisions in national health sector legislation and/or development frameworks (e.g., in Jordan, DRC, Tanzania, Rwanda). In Morocco UNFPA is supporting the government in developing a national strategy for maternal health and is advocating for including explicit GE provisions in this strategy.

Emergency/humanitarian situations:

Although the evaluation scope did now allow an exploration of UNFPA’s work in emergency and/or humanitarian settings, consultations with UNFPA staff provided examples of successful efforts to integrate GE and human rights concerns into responses to emergency and/or humanitarian situations. UNFPA provided support to victims and survivors of GBV and related preparedness planning and awareness raising (e.g., in Palestine, where GBV is a key issue). See also sidebar. In DRC UNFPA contributed to the integration of responses to sexual violence into the humanitarian action plan, and into programs for the consolidation of peace in Eastern DRC and the Great Lakes region.

Challenges

While consultations with UNFPA staff (at COs, ROs and HQ) indicated widespread commitment to gender mainstreaming, they also highlighted considerable and persistent challenges in putting this commitment into practice.  

A large number of consulted staff members at the country level (both gender officers and colleagues from P&D and RH units) stated that most COs use a vertical approach to planning and management that has provided little room or incentives for systematic collaboration and exchange on GE issues among the three pillars of Population & Development, Reproductive Health, and Gender Equality. Many respondents noted that when GE was included and/or addressed in RH or P&D initiatives, it was usually on an ad hoc basis rather than as an integral part of ‘how we do things’. Gender analysis is

In Tanzania, UNFPA is part of several Joint Programs implemented as part of the One UN approach. In 2008/09, the joint program on Maternal and Newborn Mortality Reduction commissioned a “Review of the Gender-Based Violence Response within the Health Sector in Tanzania”. The study made some good recommendations, one of which was the need to develop a GBV guideline. Other recommendations have included the need to expand the number of doctors who fill out police forms, and this together with other advocacy has lead to the Tanzania Police Female Network to advocate for the need to review the police form currently in use.

Addressing women’s needs in emergency situations

In regions of Yemen stricken by floods, people fleeing their homes were not able to bring clothing. Due to cultural norms, women were unable to leave their camps to access services unless they were fully covered.

The UNFPA emergency team introduced ‘Dignity Kits’ that included clothing, veils, and sanitary napkins to allow women to be mobile and to access reproductive health services and other emergency supplies and services.

50 Only two out of 10 consulted field offices (8 COs and 2 ROs) stated that gender mainstreaming did not pose at least some challenges for their team.
not a regular or mandatory part of project/program planning, and many (if not most) RH and P&D initiatives do not have specific GE-related results or indicators. Consulted stakeholders noted the following factors that contributed to challenges:

- **Staffing**: Senior gender equality and human rights positions in several offices (e.g., in the Yemen CO and the Arab States RO) have been vacant for extensive periods of time (see sidebar).

- **Knowledge and skills**: Several consulted staff members stated that they and/or their colleagues lacked the required knowledge, skills and tools to successfully mainstream GE into the work of the other pillars. This opinion was expressed by both gender officers and members of P&D and RH sub-teams.

- **Clearly defined responsibilities**: To date, effective collaboration among gender, P&D and RH teams appears to largely depend on the good will and personal interest of the individuals involved. The terms of reference of many gender officers, especially junior staff members, do not include an explicit mandate for working with other units to ensure that gender is mainstreamed into all project and programs. Even if an officer’s job description does include such a mandate, colleagues from other units are not always aware of this and may accordingly not seek out collaboration. The TORs of several consulted RH and P&D officers did not make explicit reference to gender mainstreaming or to collaboration with gender equality officers.

The Yemen CO used to have a GE Focal Point but the individual resigned almost a year ago and the position has been vacant since. Some of the FP’s responsibilities were taken on by the Gender Program Support Unit (PSU) Coordinator who was also maintaining her other duties at the PSU. Other tasks were ‘scattered’ among different CO team members, not all of whom had related professional background or experience.

“Mainstreaming happens if the gender unit works on it, but gender is not an integral part of how the other teams work.”

UNFPA CO staff member

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51 This is based on information provided by consulted staff members. The evaluation team did not review P&D or RH related project/program documents.

52 The PSU is a structure created by UNFPA at the National Women’s Committee to coordinate and oversee UNFPA-funded gender projects.

53 Similar observations about the lack of sufficient numbers of senior staff in positions of authority have been made in previous gender capacity assessments (CIDA, DFID, UNFPA).

54 “Gender Officers” refers to all individuals - gender advisors or focal points – responsible for working on GE-related issues.
In this context interviewed team members mentioned some examples of missed opportunities for collaboration within the UNFPA country team. In Rwanda, for example, the gender team has been working with the Gender Monitoring Office on strengthening its capacity to develop a functional national gender monitoring system. While the P&D section’s experience and expertise would be highly relevant in this regard, it has not been involved in these efforts.

- **Leadership and accountability:** The interest in and commitment to gender equality of the respective UNFPA Country Representative (or Deputy) was repeatedly cited as a highly relevant factor not only in terms of ensuring that sufficient and qualified GE officers are hired and that appropriate budget allocations are made, but also for ensuring that all CO team members have basic knowledge and commitment to integrating gender considerations into their work and are accountable for related progress. In some cases, the Country Representative position has been vacant for a considerable amount of time (e.g., in Yemen and Rwanda). This has posed challenges in various areas, particularly in terms of continued, clear guidance and leadership on gender mainstreaming. Reviewed generic TOR for Country Representatives and Deputy Representatives do not include explicit reference to gender mainstreaming. However, the Representative’s role of providing overall vision, direction and management for the work of UNFPA in the country implies a responsibility for ensuring that UNFPA’s corporate commitment to gender equality and gender mainstreaming is translated into action.

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55 Again, similar observations were made in earlier assessments of UNFPA’s gender capacity, see section 2.3.1 above.

56 16 months in Yemen, and approximately two years in Rwanda.
5. Results Logic of SP Goal 3

This chapter provides evaluation findings on the coherence of the Goal 3 results chain and observations on the practical relevance of UNFPA’s corporate outcomes for work on GE and HR at the country level.

Finding 4: Consulted UNFPA staff members feel that the SP Goal 3 and outcomes capture the broad directions of UNFPA’s work on gender and human rights but are of limited use in country level program planning and management. The evaluation found room for improvement in the coherence of the Goal 3 results chain.

All consulted staff members at country, regional and HQ levels were familiar with SP Goal 3 and its four outcomes and many stated that they found the goal and outcomes relevant in capturing key areas of UNFPA’s work on gender equality. At the same time, they frequently noted that some results statements were ‘convoluted’ or ‘jumbled’ (especially for Outcomes 2 and 3) and that the current outcome indicators were ‘far too broad’ to use for reporting on country or regional results. In fact, the reviewed COARs do not systematically report against the SP outcome indicators. Several staff members at different levels remarked that they had learned to ‘work around’ the SP outcomes, implying that other categories or ways of thinking about their work (e.g. in terms of completed activities or initiatives) are more relevant for their day to day work.

The evaluation team’s review of SP Goal 3 and its outcomes and indicators confirmed the observations of consulted UNFPA staff members and raised some additional issues. (Please see also Appendix VI for detailed analysis of the Goal 3 results chain.)

- Most of the current outcome statements are not dynamic, i.e., they do not describe a specific development oriented change. Especially for Outcomes 2 and 3, it is difficult to determine what type of change(s) the results statements intend to address.

- While some outcomes address specific thematic issues such as GBV and FGM/C, others focus on strategic approaches such as integrating gender concerns into national policies/frameworks. As discussed in Chapter 3, this is likely one of the main reasons for the observed overlap between outcomes.

- Some of the current outcome indicators are suitable for monitoring broad and complex changes likely to be achieved only in the long term (e.g., indicator for Outcome 2: Female genital mutilation/cutting prevalence rate). In our experience, these types of indicators would usually be used to track changes at the

Use of Indicators in Reporting on Outcomes

In UNFPA’s annual reports to the Executive Board the sections summarizing progress under each outcome are divided into two parts: the first reporting on global changes and trends in the respective area, the second outlining UNFPA’s programming contributions and achievements.

Not surprisingly, the SP outcome indicators are used only in the first part, i.e., to track and illustrate changes in global trends. They are not applied (and are, in our assessment, not applicable) to measure UNFPA’s particular contributions. The logical link between global trends and UNFPA’s contribution is not always evident given that reports tend to focus on activities or output level results.

57 This observation relates to the narrative sections of COARs that aim to capture UNFPA’s particular contribution to the respective Outcome during the reporting period. In all reviewed COARs, the COs provided examples of completed activities or related results that (in most cases) were relevant under the respective Outcome (i.e. they addressed the issues/themes described in the Outcome statement), but did not provide the exact type of information requested by the respective Outcome indicators.
goal level (see sidebar) but are not appropriate for tracking progress at the outcome level – if outcomes are defined as medium term changes that development actors contribute to and that usually constitute changes in institutions or behaviours (see RBM definitions in Chapter 2).

- Some of the Goal 3 outcome indicators refer to issues that are not addressed in the outcome statement (e.g., the second indicator for Outcome 2 is the “Percentage of women who decide alone or jointly with their husbands/partners/others about their own healthcare”). Other outcomes have insufficient indicators to measure progress against the outcome (e.g., “Proportion of countries with reproductive rights incorporated in national human rights protection system” is the sole indicator for Outcome 3). (See Appendix VI for other examples.)

- All of the Goal 3 outcome indicators are quantitative and do not allow UNFPA to systematically capture the quality, type, and relevance of changes to which it contributes.

The evaluation found very little evidence that the SP Goal 3 and related outcomes play a significant role in day to day country level operations other than providing a structure for the COARs. None of the reviewed CPAPs and Country Program Documents (CPDs) makes explicit reference to the SP. This is not surprising in cases where the country programs (e.g., Egypt and Yemen) were developed before 2008 when the SP was put into place. In other countries, consulted CO staff members noted that the SP had been ‘kept in mind’ when defining the Country Program. However, in all cases the only visible alignment with the SP is that the Country Programs are divided into the three priority areas of Population and Development, Reproductive Health, and Gender.

**Finding 5:** Given UNFPA’s commitment to work under the UNDAF and in response to national priorities, the practical relevance of the SP Goal 3 and outcomes to country program planning and management is not clear.

UNFPA Country Programs are expected to respond to and address identified national priorities as outlined in national development plans and strategies. In doing so, COs are expected to work within and contribute to the joint UN Development Assistance Framework (UNDAF) 58 that outlines the agreed priorities of the collaboration between the respective country government and the United Nations.

Consultations with UNFPA staff at Headquarters elicited the expectation that CO staff would use the UNFPA SP as a starting point to set the broad parameters within which they take their cue as to how they will be able to engage in UNDAF and support national priorities. This understanding implies a dynamic hierarchy moving from broad organizational guidance to the specific needs and actions as defined at the country level. Interviews with UNFPA staff at the field level indicated that while some staff members appear to share this understanding, others perceive the situation as requiring them to essentially ‘respond to three masters’ at the same time (i.e. the SP, the UNDAF, and national priorities), causing some uncertainty over how to do this effectively.

CO staff members pointed out that since most national development frameworks and UNDAFs tend to be similar (e.g., they use the MDGs as a common reference point and aim at similar goals and objectives) these different frameworks are not usually a problem in terms of deciding on meaningful areas of work within the UNFPA mandate. However it can pose limitations to UNFPA’s work on gender equality when UNDAFs do not include explicit GE outcomes (e.g., in Tanzania) or when UNDAFs specify issues that are not addressed in the UNFPA SP. For example, some COs noted that the gender equality sections of their UNDAF focused on issues such as women’s economic empowerment that are not addressed in UNFPA’s SP.

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58 Or its equivalent in humanitarian/emergency situations, the Consolidated Appeals Process (CAP)
CO staff further noted the additional workload in reporting against both the UNDAF and SP and commented that this dual reporting usually means that activities and achievements must be described in different ways to make them fit the respective results framework – a practice that fosters the tendency to see results statements and indicators as boxes that need to be filled in rather than meaningful tools for planning, monitoring and reporting.

This also raises the question of which framework UNFPA considers should be used for actually managing a country program’s work on gender equality. If the SP is not that framework, then what use does it fulfill? If it is merely intended to provide broad guidance on UNFPA’s mandate and priorities in relation to GE then using the term ‘outcomes’ and implying that country programs work at the ‘output’ level of the SP results chain might be misleading. On the other hand, if the SP is the intended management framework, perhaps it should include indicators for both outcomes and outputs in order to logically link corporate and national levels. As discussed in Chapter 7, developing ‘generic outputs’ might be a reasonable compromise that would help in structuring country programs and make it possible to aggregate data and make comparisons while still allowing for country-specific programming choices.

Finding 6: **UNFPA has difficulty in capturing progress on outcomes at regional and global levels. One reason for this is that the links between country level outputs and corporate SP outcomes are not always evident, explicit, or logical.**

Reviewed UNFPA documents at regional and global levels indicate that UNFPA has been only moderately successful in rolling up country level achievements on gender equality and human rights into an analysis of regional and/or global progress. One factor that is likely contributing to this is a conceptual disconnect between SP Goal 3 outcomes and country level outputs.

While the SP outcomes are expected to guide UNFPA’s global, regional and country programs, outputs are defined by each country program individually. This approach is flexible, responsive, context-sensitive, and relevant to the Aid Effectiveness principle of ensuring greater country ownership of development processes. However, the evaluation found that this practice also poses challenges at both theoretical and practical levels.

- The concept of a results chain (as used in the RBM approach) is based on the assumption that lower level changes/results contribute to achieving higher level and more complex results. The vertical logic of a results chain describes the links from outputs to outcomes to goals. In the SP Goal 3 results chain, identifying this vertical logic is not always easy. While the link between Goal 3 and its four outcomes is plausible, the relationship between these corporate outcomes and country level outputs is not always evident. For example: The eight country program results frameworks reviewed for this evaluation each include one or two outputs on gender equality. How these outputs relate to the four corporate outcomes (either in content or number) is not explicit in most reviewed documents.

> “There is no evident logic chain, but people create their own logic.”
> UNFPA staff member

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59 From Egypt, Yemen, Mali, Rwanda, Morocco, Occupied Palestinian Territory, Tanzania, and DRC. Some, but not all, were developed before 2008.
Reviewed country program results frameworks vary considerably in the extent to which they identify results (rather than activities) and appropriate indicators. In some cases country level outputs are actually at the same level as the SP outcomes to which they are theoretically expected to contribute (see sidebar).

Six of the eight country programs reviewed have identified not only outputs, but also their own GE-related outcomes that differ considerably from the SP outcomes. Please also see Appendix VII for an overview of reviewed country program results frameworks.

The role and relevance of country program outputs within UNFPA’s corporate results chain logic is unclear. Current reporting requirements and templates provide no room for COs to actually capture and report on progress on country outputs or outcomes. To our knowledge, country program outputs and indicators are used only for country program evaluations. Exemplary country program evaluations reviewed for this assignment did not address the question of whether and how the country program framework or achievements contributed to UNFPA’s corporate outcomes and goals.

In the view of the evaluation team, these challenges in the logic of the Goal 3 results chain contribute to the observed lack of systematic analysis and aggregation of results at regional and global levels. This is relevant not only in terms of accountability, but also in relation to UNFPA’s ability to systematically share, compare, and learn from experiences at the country level.

Finding 7: The intended role and relevance of UNFPA global and regional programs in contributing to progress on SP outcomes, and their linkages to country programs, is not clear.

Although it was beyond the scope of this evaluation to conduct an analysis of UNFPA global and regional programs, some of the evaluation team’s observations on UNFPA’s use of RBM and results chains are relevant to these programs.

While UNFPA’s regional and country programs are expected to be complementary, they appear to function as parallel and largely unconnected entities.

It appears that regional programs were developed in consultation with country programs (e.g., the Arab States regional program explicitly indicates how its priorities correspond with the areas of work addressed in the country programs in the region). However, beyond the fact that ROs and COs work on similar issues, it is not clear what role regional programs have played or are playing in the development or implementation of country programs in the region. CO staff members consulted had very limited awareness of the regional programs in their region.

Country Outputs vs. SP Outcomes

The Yemen Country Program (2007-2011) includes one gender-related output: "Increased national and local support for women’s empowerment and rights, including reproductive rights."

The strategies envisaged to contribute to achieving the output include: (a) integrating gender concerns into national programs and plans; (b) supporting the review and implementation of gender-friendly national legislation; and (c) addressing the eradication of harmful practices, including GBV.

These strategies to achieve the output correspond with several of the outcomes defined in the current SP.

While the Yemen Country Program was developed before the current SP (2008), the question remains whether and how the CO can report against SP outcomes in a meaningful way.

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In our understanding, considerable UNFPA regional program efforts are directed at improving conditions that are conducive to change in a region and that can contribute to changes at the national level (e.g., advocacy activities that create peer pressure and positive competition among countries, which can contribute to initiating orspeeding up national level changes).

If UNFPA considers that the major function of regional programs is to support country programs by creating more enabling environments, then it may need to clarify which RO results are considered development results (captured in the DRF) or management results (captured in the MRF). For example, both the Africa and Arab States regional programs include outputs that focus on the establishment and/or strengthening of partnerships with sub-regional organizations or other UN agencies. In our understanding, related achievements constitute management results that could be captured under the MRF output 4 shown in the sidebar.

**MRF Output 4:** Effective partnerships that protect and advance the ICPD agenda to be maintained and expanded.
6. Organizational Structures and Relationships

This chapter addresses the extent to which UNFPA’s organizational structures and relationships at all levels (HQ, Regional Offices and Country Offices) support or hinder performance in relation to Goal 3 and the application of the integrated approach.

Finding 8: UNFPA’s organizational structures and intra-organizational relationships do not provide for adequate communication or accountability for GE.

There was wide agreement among consulted UNFPA staff members that the agency’s current organizational structures leave some gaps with regard to intra-organizational communication and accountability for achieving and tracking results on GE.

UNFPA’s structure and task distribution for GE is based on the assumption that gender equality is the responsibility of all UNFPA units at central, regional and country levels (see section 2.3.1). At present, however, there is no mechanism in place to ensure that individual responsibilities for results achievement and tracking outcomes for Goal 3 and gender mainstreaming actually come together.

One key area affected by this gap is the lack of systematic collection, aggregation and analysis of results at different levels. The review of UNFPA’s corporate reports (UNFPA Annual Reports, reports to the Executive Board, and the COARs) found no summative analysis or aggregation of achievements under Goal 3 (see sidebar) and no analysis of the relevance of country level achievements to regional and/or global progress towards SP outcomes.

Selected issues at CO, RO and HQ levels that – in our view – are likely to contribute to the observed gaps are described below.

Country Offices

Country Offices are obliged to work on all three of UNFPA’s priority areas, including gender, and to use a human rights based approach in all their work, but beyond this general expectation there are no corporate guidelines or standards regulating how this is put into practice. COs are free to decide upon, for example:

- the percentage of country program budgets allocated for gender equality (see also sidebar);
- The number or percentage of total staff, contract level, and professional profile of individuals hired as gender focal points or advisors; \(^60\)
- The extent to which the TOR of staff members (gender officers and others) include explicit obligations with regard to gender mainstreaming and collaboration with other units;

\(^60\) The number of individuals working as part of the gender equality team in the consulted COs ranged from one to five.

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• Whether, how much and what kind of professional development on GE staff members from all units can or are obliged to attend.

Existing accountability mechanisms such as country program evaluations do not appear to reflect or address any of these areas. As noted earlier, country program evaluations (at least the ones we reviewed) do not examine or assess whether or how country program achievements contribute to UNFPA’s regional or global objectives on gender equality.

Consulted CO staff members also noted some challenges with regard to accessing relevant information and tools to further strengthen their knowledge and skills on gender equality. For example, several staff members noted that most of information is web-based only, which is problematic for locations with limited Internet connectivity. Further, next to all information is available in English only, which is a limitation for non native speakers, e.g. in Mali.

Regional Offices

According to their Regional Office TOR (UNFPA, Dec. 2007), ROs are responsible for:

• Ensuring programmatic and technical coherence and effectiveness, based on analysis, evaluation and synthesis of program interventions within the region; and
• Ensuring effective and efficient use of UNFPA resources and accountability in the region through coordination, oversight, support, and monitoring of COs and SROs.

In the two regions reviewed for the evaluation, there is some, yet very moderate evidence to date that the ROs are fulfilling a role with regard to analyzing and synthesizing country program data on activities and progress under Goal 3 from a regional perspective. (Please also see the finding 9 below.)

Headquarters

The GHRCB is mandated with developing and sharing policy and programmatic guidance on gender equality, human rights and culture-related issues – but is not formally tasked with ensuring and monitoring implementation. To date, GHRCB has not systematically tracked the use of its tools and materials by different units in HQ or in the field.

Other units in HQ (especially in Technical Branch), as well as ROs and COs are encouraged to follow and apply strategies and guidance provided by HQ but are under no obligation to do so. Consultations with field-based staff showed considerable variance in the extent to which strategies and guidance notes from HQ are known and being used.61

In terms of development results, the GHRCB is accountable only for the global program’s achievements under Goal 3; it has no formal, role with regard to monitoring, analyzing and assessing overall results achievement at the corporate level.62

61 Some consulted staff members noted that GHRCB and some ROs are in the process of developing regional strategies for GBV – the Strategy for Africa has already been completed. There is hope that ROs and COs in their regions will have stronger ownership and make frequent use of these regionally developed documents.

62 Which would mean providing an integrated view on the joint achievements of global, regional, and country programs.
Further, while there is wide agreement that the GHRCB’s work is relevant to that of Gender Focal Points and advisors in the field, and while there is frequent communication and collaboration between these staff members and GHRCB experts, these relationships are not formalized. Information exchange and technical collaboration between the GHRCB and gender officers in the field thus rely on personal interest and good will of involved individuals. See also sidebar.

Programming Branch, in particular the Environmental Scanning and Planning Branch (ESPB), is responsible for translating UNFPA’s strategic direction into results-oriented planning and management. This includes the task of reporting on the overall progress of the Fund in implementing the strategic plan based on annual reports from all units. The content and quality of corporate reporting on progress toward Goal 3 is dependent on the information provided by different technical units. However, the type and depth of this information is to some extent pre-determined by the current reporting format, in particular the COAR template and the fact that there is no ‘roll up’ and (pre)assessment of country results at the regional level.

**Finding 9:** The relocation of Regional Offices to the field is seen as a positive step with the potential to strengthen the effectiveness of country programs with regard to GE, but it is too early to assess RO effectiveness.

All consulted stakeholders at country, HQ and regional levels saw the relocation of ROs to the field as a positive step with the potential to enhance communication flow between COs and between the field and HQ, and to ensure timely and quality technical assistance on GE and human rights to country office teams as well as to national programming partners. However, all interviewed staff also acknowledged that it was still “early days” since the establishment of the ROs and that the new structure needed more time to become fully functional (see section 2.3.1). Key areas for improvement mentioned by consulted staff members at all three organizational levels were:

- **New approach to TA and capacity development:** The ROs have not yet replaced the previously existing country technical support teams, and staff members in both regions reviewed observed some gaps with regard to providing relevant and timely TA to COs. Several individuals expressed concerns over the intended approach of providing TA through sub-regional inter-agency rosters of experts managed by the RO. Staff members noted that little progress had been made on establishing the rosters or meeting demands for TA. Also, there is a need to clarify how the intended capacity development approach will be operationalized and how TA will be provided in the meantime.

- **RO capacity to provide technical assistance on gender:** Consulted staff at HQ and country level noted that ROs do not yet have the capacity to provide TA on gender. This is partly due to the lack of available staff (see sidebar) but there is also some uncertainty among staff.

In the Arab States RO, the Gender Advisor position has not yet been filled. Most GE-related tasks are being fulfilled by a Gender, Culture and Partnership Specialist who focuses on management issues, and who does not have the mandate or capacity to provide advisory services or TA to COs.
CO staff about who to contact. Several CO gender officers reported that they tend to contact
GHRCB technical experts if they need advice on specific thematic questions such as GBV or
FGM/C.

- **Communication:** Staff at all levels noted the need to enhance communication between the ROs,
COs and HQ and clarify their roles and responsibilities. Some RO staff noted that they did not
always feel fully informed on activities that NY based GHRCB staff members
carried out at the country level (e.g. providing technical assistance to CO
gender focal points or advisors). HQ and CO staff noted the danger of the RO becoming a
‘bottleneck’ if all communication between HQ and COs had to go through the regions. (See also
sidebar).

Despite these challenges, consulted staff members at COs and HQ noted positive experiences that
confirmed their generally positive and optimistic outlook on the role of the ROs. For example:

- Both ROs have initiated meetings for gender focal points/advisors from the respective region that
were seen as valuable opportunity for exchange of knowledge and experiences on gender equality
and gender mainstreaming. Participants highlighted the benefits of personal contact with
colleagues from other COs as well as from the RO.

- The Africa RO, in collaboration with the GHRCB GBV advisor, has played an important role in
facilitating the development of a draft sub-regional GBV strategy for Africa.

Another important potential of the ROs is their envisaged role in providing guidance and oversight and
ensuring coherence and relevance of UNFPA’s programming on gender equality and human rights.
Consultations with staff members at all organizational levels indicated that there is currently little
awareness or knowledge of the exact role that the ROs can or should take on in this regard. However,
there is some modest evidence of efforts in this regard. For example, the Arab States RO recently
conducted a gender mapping study summarizing programming priorities and key initiatives on GE
conducted by the 14 COs in the region. While the study focuses on activities rather than results, it shows
that the RO is taking increasing responsibility for synthesizing country level efforts and achievements in
relation to GE and HR.

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63 There was some uncertainty over the question whether ‘anyone’ from the CO could contact the RO, or if only the
Country Representative should do so.
7. **Conclusions and Recommendations**

7.1 **Overview**

This chapter presents the main conclusions of the evaluation. It also provides recommendations and some related practical suggestions intended to help UNFPA improve its reporting, results framework and roles, its approach of integrating gender, human rights and culture, and its structure for accountability and communication in relation to Goal 3 results achievement. The final section provides some suggestions concerning the second phase of the evaluation of SP Goal 3.

7.2 **Conclusions**

UNFPA’s effectiveness under SP Goal 3 at the country level has been positive and its contributions to national efforts for gender equality have been widely acknowledged by its immediate partners. The lack of systematic reporting on results makes it difficult to formally assess the extent of UNFPA’s progress toward SP Goal 3 in the Arab States and Africa. However, data gained from document review and consulted UNFPA staff and partners indicate that in both regions UNFPA COs have undertaken numerous activities to strengthen gender equality and women’s rights, and there is evidence of a considerable number of output level results. While most of these achievements are relevant to one or more of UNFPA’s four strategic outcomes, the most documented progress was in relation to Outcome 1 (integration of GE and women’s human rights into national policies, frameworks and laws), Outcome 4 (responses to gender-based violence), and part of Outcome 2 (FGM/C).

The notion of an approach to programming that integrates gender, human rights and culture is appealing and relevant in view of the complex issues that UNFPA works on. Although few consulted staff members in the field were familiar with the integrated approach as an actual concept or formalized programming approach, several strategies used at the country level correspond to some of its underlying premises. Evaluation data indicate that UNFPA’s work with communities on abandoning FGM/C appears to be the most salient example of how the integrated approach can make a difference in shaping the agency’s understanding and approach to development issues. To date however, UNFPA has not systematically collected data that would allow assessing the extent to which these strategies have enhanced program effectiveness or sustainability.

With regard to gender mainstreaming, there is considerable evidence that UNFPA COs have successfully integrated some gender equality dimensions in the areas of Population and Development and Reproductive Health. At the same time, most consulted UNFPA staff members indicated that there is considerable room for improvement in systematically mainstreaming gender equality into the agency’s work.

In terms of the Goal 3 results chain, the evaluation found considerable room for enhancing its internal clarity and logic and also raised questions with regard to the SP’s usefulness as a management tool for country programs.

Most areas for improvement or further reflection identified in the evaluation relate to how UNFPA plans for and reports on results related to gender equality and human rights, rather than on how it approaches these issues. This includes a number of observed gaps related to accountability for gender equality and gender mainstreaming.
7.3 Recommendations

Progress towards SP Goal 3

Recommendation 1: UNFPA should improve its systems and capacity for results-based analysis and reporting under SP Goal 3.

This recommendation is made in response to the observed lack of data on actual results that hampered the meaningful assessment of UNFPA’s progress towards the SP Goal 3.

Effective reporting on results under Goal 3 is essential both in terms of accountability and UNFPA’s ability to mobilize resources in the future. UNFPA’s ability to clearly communicate and provide evidence of its contributions to development results, and its particular niche in regard to gender equality and women’s human rights, will be increasingly important in the evolving global environment.

UNFPA should:

- Ensure that COARs and corporate reports (annual reports, reports to the Executive Board) put a stronger emphasis on results rather than activities when reporting progress toward Goal 3.
- Monitor and collect information on the cumulative results of its development interventions on gender equality. Monitoring longer term and cumulative effects of UNFPA’s contributions could provide valuable insights and contribute to organizational learning on strategies applied by COs and their partners, and on factors that have contributed to or hindered change.
- Conduct more analysis of overall country program achievements in terms of progress towards national, regional and global objectives for furthering gender equality and human rights.

Suggestions:

1.1 Provide a mechanism or format for COs to report on the longer term effects on gender equality and women’s rights issues that their work has contributed to. This may not be feasible for every CO in every area of work, but they should have the opportunity to share this information. UNFPA could also consider monitoring and reporting on longer term achievements in a few selected countries in each region.

1.2 Provide room for analyzing and reporting upon cumulative results under Goal 3. The current COAR format does not allow for or require reporting on cumulative results related to gender equality that UNFPA COs have either helped to initiate or supported over time (e.g. changes in the competencies of individuals or the collective capabilities of organizations and their effect on the implementation of national commitments to gender equality and women’s human rights). While some country program evaluations may provide this kind of reflection, we do not have information on the extent to which these are shared or used beyond the respective CO.

1.3 Define ‘capacity’ and ‘capacity development’ in the context of gender equality and (women’s) human rights, and what it means at UNFPA. This could include reflections on differences between strengthening individual competencies and organizational capabilities; the role of cultural, political, and economic environments in translating capacity into actual change; and experiences with various strategies for strengthening national capacity for gender equality.

1.4 Invest in RBM training for partners. Given that CO reporting is to a large extent dependent on the information they receive from national implementing partners, investing more efforts and resources in capacity development or coaching on results focused planning and reporting may be helpful.
Goal 3 Results Chain

Evaluation findings address the logic and coherence of the SP Goal 3 outcome statements and indicators, the relationship between corporate and country level results, and the relevance of the SP as a tool for country program planning and management. We have two recommendations in this regard.

Recommendation 2: UNFPA should review and refine the SP Goal 3 results chain to improve the logic and coherence between intended results – from country outputs to SP outcomes to corporate goals.

The evaluation highlighted several challenges with regard to the logic and clarity of Goal 3 outcomes and indicators and also noted the need to link country program outputs to corporate goals. In this regard UNFPA should:

- Revise Goal 3 outcome statements to indicate specific, realistic, and achievable development changes.
- Reduce overlap between outcomes and/or clarify intended crossover (e.g., focus on thematic areas vs. strategies to influence change which can run across thematic areas).
- Develop indicators that are relevant to and sufficient for measuring each outcome.
- Clarify how country program outputs link to UNPA’s higher level objectives. While outputs defined at the country level are responsive and relevant within their respective environments, their link to UNFPA’s corporate objectives should be clarified. This would also help UNFPA synthesize results across its regions.

Suggestions:

2.1 Identify short term and possible longer term revisions to Goal 3 outcome statements and indicators. In the short term UNFPA could review the current outcome statements (especially for Outcomes 2 and 3) and clarify the specific development changes they intend to address. For Outcome 2, for example, this would include distinguishing between envisaged results on the one side, and strategies on the other.64

In the longer run, UNFPA could make more substantial changes. These could consist of: i) linking all Goal 3 outcomes to a specific thematic area (such as GBV or FGM), while capturing issues such as the existence of relevant policies and frameworks, or the existence of appropriate national capacity at the output level; ii) linking Goal 3 outcomes even more closely and more explicitly to the areas of Population and Development and Reproductive Health. This might also help address some of the challenges around gender mainstreaming noted in this report.

2.2 Consider (re)developing corporately formulated outputs that link to corporate outcomes. Carefully formulated ‘generic’ outputs could help provide more coherence to UNFPA’s work and help COs link their work to the corporate objectives outlined in the SP, while at the same time providing significant room for making context-specific programming decisions in each country.

As noted in Chapter 3, all reviewed COs tended to report on very similar types of efforts and achievements. For example, under all four outcomes we found examples of achievements related to: i) The availability of knowledge, tools and information on a particular issue, ii) The development of national policies, frameworks, and laws, and iii) Strengthened capacity (individual competencies and collective capabilities) of partners and/or their organizations and institutions. UNFPA may want to consider corporate outputs along the lines of these (and/or additional) categories –

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64 The notion of SMART (Specific, Measurable or Observable, Achievable, Relevant, Time-bound) results may be helpful for reviewing and revising the current Outcome statements. Further, some of the observations and questions raised in the annotated version of the results framework (Appendix V) may provide suggestions.
given that COs already appear to (implicitly) use them. These types of generic outputs could make it considerably easier to compare and synthesize experiences and achievements from different countries, which would be relevant not only for accountability and reporting, but also for internal learning.

**Recommendation 3:** **UNFPA should review and clarify the roles of the SP and UNDAFs in guiding country level program planning and management.**

This recommendation goes beyond the evaluation’s focus on progress toward Goal 3, and addresses the extent to which COs use the SP Goal and outcomes to guide country programs. While COs are evidently able to report against several frameworks, it is not clear to what extent any of these frameworks can be or are being used as the overarching guidance or specific tools for planning and management rather than as a mere reporting template.

**Suggestion:**

3.1 Clearly define the links between country program results frameworks and the UNDAF and SP right from the start. The broad corporate outputs suggested above might be useful tools in this regard, as they are ‘context neutral’ and could be relatively easily applied to the respective thematic foci addressed under the respective UNDAF.

**Integration of Gender, Human Rights, and Culture**

**Recommendation 4:** **UNFPA should compile evidence-based examples to illustrate the (potential and actual) added value of integrating gender, human rights and culture for the achievement and sustainability of results on gender equality and human rights.**

Existing UNFPA documents and guidance notes convincingly outline the relevance of integrating human rights based, culturally sensitive and gender mainstreaming approaches. However, there is little evidence to date that the integrated approach is being put into practice systematically at the country level, nor is there data available on its benefits or challenges. For the integrated approach to become a useful programming tool, and not just a theoretical framework, UNFPA needs to further explore and demonstrate how the integration of culture, gender and human rights can help UNFPA staff and others plan, support and track development changes more effectively.

**Suggestions:**

4.1 Identify different ways in which the premises underlying the strategy to integrate gender, human rights and culture can be translated into concrete programming decisions. Our data indicate that the core ideas underlying the integration of gender, human rights and culture can be relevant in different ways at different times of a project/program cycle. For example:

i) **Planning/conceptualizing the development issue:** UNFPA’s work with communities on the abandonment of FGM/C illustrates how cultural sensitivity can impact on how UNFPA and its partners ‘frame’ (describe and perceive) the development issue they are trying to address. Understanding and acknowledging that FGM/C fulfills an important social practice sets the basis for specific choices of strategies and interventions.

ii) **Seeking strategic partnerships to further change from within:** Working with individuals or organizations of authority within a specific cultural setting (e.g., with religious leaders or faith-based organizations) and win them as allies/advocates for GE and HR issues is a specific programming strategy.
It can, but does not necessarily require ‘framing’ the respective development issue from the point of view of the culture(s) it affects.

4.2 Identify and address existing needs among UNFPA staff at HQ, RO and CO levels with regard to further enhancing their knowledge and/or skills for integrating gender, human rights and culture. Consultations with staff members suggest that there is a need for additional HQ support in this regard (e.g. through training, coaching, and supplying ‘best practice’ examples and evidence). However, specific needs are likely to differ among different staff members. UNFPA may also want to reflect upon suitable incentives that could help advance the integration of the three approaches in actual programming, for example by addressing it in job descriptions and TORs, and/or by including related criteria in regular staff performance reviews.

Organizational Structures and Relationships

Recommendation 5: UNFPA should define, clarify or expand expectations for organizational units at country, regional, and HQ levels with regard to accountability for and communication on gender equality and human rights.

The evaluation noted the absence of effective mechanisms to i) review, analyze and synthesize GE-related achievements and experiences, and ii) hold different units accountable for their obligations around GE and gender mainstreaming. Further, the evaluation findings indicate the need to further clarify and make explicit what different units, organizational levels and individuals are expected to contribute to the achievement of UNFPA’s gender equality objectives.

Suggestions:

5.1 Develop minimum expectations for Country Office investments into gender equality. These could feed into corporate guidelines for minimum percentages of overall budget allocations, number and level of gender officers, and/or explicit responsibilities for gender mainstreaming included in the TOR of both gender and P&D/RH teams.

5.2 Explore how existing patterns of communication and collaboration on gender equality between different organizational units can be strengthened to ensure that the widely distributed responsibilities for gender equality and related knowledge and experiences can ‘come together’ more coherently. This could include explicitly formulating the relationship between GHRCB and gender program offices/advisors/focal points at all organizational levels.

5.3 Ensure that RO responsibilities are clear, accepted, and supported by all units. The still evolving Regional Offices have the potential to play a key role for addressing the identified issues, e.g., by identifying (in consultation with the COs) regional priorities for gender equality and human rights, and by analyzing and synthesizing country results and experiences. For them to be effective, the ROs’ responsibilities need to be clear, accepted and supported by all organizational units.

5.4 Better align the timing of country program planning processes. One practical concern in terms of RO potential to provide guidance on country program design is the varying timelines of country programming cycles. This is also relevant in terms of the noted challenges around the Goal 3 results logic and the links from country program outputs to corporate outcomes. UNFPA may want to explore to what degree it would be possible to better align country program cycles with that of its SP, or at least update country program frameworks in light of the new SP.

5.5 Consider abandoning the notion of ‘gender mainstreaming’ in its current form in favour of an expanded scope and role of its work under Goal 3. This is a less radical suggestion than it may seem at first. Unless gender equality is an explicit part of individuals’ and/or units’ responsibilities and unless their other obligations allow them to dedicate a considerable amount of time on this issue, gender will most likely be seen as an ‘add on’ to their actual work. By defining gender as a separate corporate priority
with its own dedicated results and budget, UNFPA has taken an important step towards ensuring that gender concerns are being addressed. However, in light of the continued challenges around gender mainstreaming, UNFPA may consider carrying this approach even further and abandon the notion of ‘gender mainstreaming’ in its current form in favour of an expanded scope and role of its work under Goal 3. This would mean ensuring that the outcomes under Goal 3 are linked more explicitly to the areas of P&D and/or RH, thus emphasizing that UNFPA’s work on gender issues directly relates to its work on P&D and RH\(^6\). Some of the current SP outcome indicators already have this orientation\(^6\) but the intended and actual linkages could be further strengthened. Practically this could mean to retain a specialized gender equality team responsible for progress under Goal 3, but ensure that their work is truly ‘embedded’ in that of the other sections.

### 7.4 Second Phase of the Evaluation of SP Goal 3

Based on the experiences gained during this assignment, the evaluation team offers a few suggestions to UNFPA with regard to the second part of the evaluation of Goal 3 (envisaged for 2011) that will review progress in the remaining three regions that UNFPA works in.

To the extent possible, UNFPA should:

- Inform the ROs and COs in the respective regions of the upcoming evaluation and ensure that COs selected for site visits are aware of the visit and their expected roles and responsibilities.
- Alert ROs and all COs not visited that additional data collection might be required through phone or email consultations.
- Collect key documents from HQ, regional and country levels before the assignment starts and make them available to the evaluation team upon assignment onset. As required and if appropriate, provide the evaluation team with access to UNFPA’s central database.
- Explore potentials for synergies with other evaluations (corporate, regional or country level) being carried out at the same time to minimize the workload for UNFPA staff in visited/consulted offices.

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\(^6\) This again might be helpful in light of the broader context of UNFPA’s work and the – expected – need to explicitly and visibly re-focus the agency’s work on gender issues around the ICPD agenda.

\(^6\) e.g., one of the indicators for Outcome 4 on GBV addresses whether countries have included GBV in the pre- and in-service training of health service providers.
Appendix I  Evaluation TOR
REQUEST FOR PROPOSAL
UNFPA/CPH/10/024

Mid-term Evaluation of UNFPA Strategic Plan Organizational Goal 3 – GENDER EQUALITY

Dear Sir/Madam,

1. The United Nations Population Fund (UNFPA), an international development agency, is seeking qualified offers for the above-mentioned services/works. Your company is kindly invited to submit your best technical and financial offer for the requested system. Your bid could form the basis for a contract between your firm/institution and the UNFPA.

2. The technical Bid containing the technical proposal shall be submitted according to Annex I, Annex II, Annex III and Annex V.

3. The financial Bid containing the price information shall be submitted according to Annex IV.

4. To enable you to submit a Bid, please read the following attached documents carefully:

   - Annex I: Instructions to Bidders
   - Annex II: Terms of Reference
   - Annex III: Bid Submission Form
   - Annex IV: Price Schedule Form
   - Annex V: General Terms and Conditions for Contract for Professional Services

5. The bid shall reach UNFPA’s reception no later than 5 July 2010, 1:00PM (GMT+1, Copenhagen Time). Bids sent to any other email address will be disqualified.

6. The bid shall be opened on 05 July 2010, 3:00PM (GMT+1, Copenhagen time) at the office of UNFPA.

7. Bids received after the stipulated date and time shall not be accepted under any circumstances.

8. The award of the Bid shall be announced by UNFPA in due course. Successful Bidders and unsuccessful Bidders shall be notified by UNFPA via email.

9. Any questions relating to the attached documents shall be addressed in writing to the following UNFPA personnel no later than 23 June 2010 at 5PM (Copenhagen time, GMT+1):

   Udara Bandara (bandara@unfpa.org)

10. This is a Request for Proposal and not an offer to purchase said services. Therefore, UNFPA shall have no obligation to any vendor who submits a proposal and reserves the right to accept or reject proposals in whole or in part.

Yours sincerely,

Udara Bandara
UNITED NATIONS POPULATION FUND

Request for Proposal (RFP)
RFB No.: UNFPA/ CPH/10/024

Bid Document for

Mid-term Evaluation of UNFPA Strategic Plan Organizational Goal 3 – GENDER EQUALITY

15 June 2010
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**UNFPA/CPH/10/024**
ANNEX I: Instructions to Bidders

A. Introduction

1. Eligible Bidders

Bidders should not be associated, or have been associated in the past, directly or indirectly, with a firm or any of its affiliates which have been engaged by the Buyer to provide consulting services for the preparation of the design specifications, and other documents to be used for the procurement of goods or services to be purchased under this Invitation to Bids.

2. Cost of Bid

The Bidder shall bear all costs associated with the preparation and submission of the Bid, and the procuring UN entity shall in no case be responsible or liable for those costs, regardless of the conduct or outcome of the solicitation.

B. Solicitation Documents

3. UNFPA Bid document

Bidders are expected to examine all instructions, forms, specifications, terms and conditions contained in the Bid solicitation documents issued by UNFPA. Failure to comply with these documents shall be at the Bidder’s risk and may affect the evaluation of the proposals.

4. Clarifications of solicitation document

A prospective Bidder requiring any clarification on the Bid solicitation documents may notify UNFPA on or before 23 June 2010, 5:00PM (GMT+1, Copenhagen time) in writing at Bandara@unfpa.org. UNFPA shall respond in writing to any request for clarification received by posting a clarification note at the UNGM (including an explanation of the query but without identifying the source of enquiry) on the United Nations Global Marketplace (UNGM).

5. Amendments of UNFPA Bid solicitation document

At any time prior to the deadline for submission of proposals, UNFPA may, for any reason whether at its own initiative or in response to a clarification requested by a prospective Bidder, modify the bidding documents by amendment.

All prospective Bidders that have received the bidding documents shall be notified in writing of all the amendments to the bidding documents. In order to give prospective Bidders reasonable time to take the amendments into account in preparing their proposals, UNFPA, may at its discretion, extend the deadline for the submission of proposals.

C. Preparation of Bids

6. Language of the Bid

The Bid prepared by the Bidder and all correspondence and documents relating to the Bid shall be written in English.
7. **Documents to be submitted with Bid**

The Bid must comprise the following documents:

a) Completed Bid Submission Form (Annex III);

b) A Technical Proposal that includes a detailed description of the methodology to be used for this service and a work plan of all proposed activities.

c) Completed Price Schedule Form (Annex IV).

The Bidder shall also furnish evidence of its status as qualified service provider. The documentary evidence of the Bidder’s qualifications to perform the contract if its Bid is accepted shall be established to the Buyer’s satisfaction:

a) That the Bidder has experience to perform the work. (please forward evidence with your Technical Proposal)

b) That the Bidder has the financial and technical capability necessary to perform the work. (please forward evidences with your Technical Proposal)

Failure to furnish all the information required for submission of a Bid which does not substantially respond to the UNFPA Bid Document in every respect shall be at the Bidder’s risk and may result in a rejection of the Bid.

8. **Bid Currency and Prices/ Conversion to Single Currency**

All prices shall be quoted in US dollars (USD) or any other convertible currency. The Bidder shall indicate using the Price Schedule Form (Annex IV) the unit prices (where applicable) and total Bid Price of the goods or services it proposes to supply under the contract.

To facilitate evaluation and comparison, the Buyer will convert all Bid Prices expressed in the amounts in various currencies in which the Bid Prices are payable to US dollars at the official UN exchange rate on the last day for Submission of Bids.

9. **Validity of Bid**

The prices of the Bid shall be valid for 90 days after the closing date of Bid submission as specified by UNFPA. A proposal valid for a shorter period shall be rejected by UNFPA on the grounds that it is non-responsive. UNFPA may solicit the Bidder’s consent for an extension of the period of validity under exceptional circumstances.

D. **Submission of Bids**

10. **Partial Bids**

Partial Bids are not allowed under this request for proposals. UNFPA reserves the right to select and accept a part or parts of any Bid.

11. **Technical and Financial Bids**

A Bid shall consist of two parts: the Technical Bid and the Financial Bid.
The Technical Bid containing the technical specifications and the Financial Bid containing price information shall be submitted separately and submitted in two envelopes or transmitted in two separate emails to the email address designated by UNFPA.

- The Technical Bid shall be prepared in accordance to Annex I, Annex II, Annex III and Annex V
- The Financial Bid shall be prepared in accordance to Annex IV

Bids shall be signed by the Bidder or a person or persons duly authorized to bind the Bidder to the contract. A Bid shall contain no interlineations, erasures, or overwriting except, as necessary to correct errors made by the Bidder, in which case such corrections shall be initialled by the person or persons signing the bid.

12. Sealing and Marking of Bids (hard copies)

When submitting in hard copies, the Bidder shall prepare two sets of the technical Bid and two sets of the financial Bid, one stamped as “Original” and the other one stamped as “Copy”. In the event of a discrepancy between them, the original shall govern.

The **outer envelope** must be clearly marked with the following:

```
UNITED NATIONS POPULATION FUND (UNFPA)
Midtermolen 3
2100 Copenhagen, Denmark
Invitation to Bid No. UNFPA/CPH/10/024
Attention: Udara Bandara – Procurement Services Section
ONLY TO BE OPENED BY AUTHORISED UNFPA PERSONNEL
```

The **inner envelopes** must be clearly marked with the following:

```
UNITED NATIONS POPULATION FUND (UNFPA)
Midtermolen 3
2100 Copenhagen, Denmark
Submission 1 of 2: “UNFPA/CPH/10/024 […insert company name…], Technical Proposal”
Submission 2 of 2: “UNFPA/CPH/10/024 […insert company name…], Financial Proposal”
```

If the outer envelope is not sealed and marked as required, the Buyer shall assume no responsibility for the Bid’s misplacement or premature opening.

13. Electronic Submissions

Please note the following guidelines for **electronic submissions**:

Bidders shall make clear reference to the specific proposal in the subject field as instructed, otherwise proposals may be rejected. Clearly specify: **RFP No. UNFPA/CPH/10/024, […insert company name…]** and specify “Technical Proposal” or “Financial Proposal” in the subject field. I.e.:

```
Submission 1 of 2: “UNFPA/CPH/10/024, […insert company name…], Technical Proposal”
Submission 2 of 2: “UNFPA/CPH/10/024, […insert company name…], Financial proposal”
```

The Technical Proposal and the Financial Proposal shall be submitted in **separate** emails to **bidtender@unfpa.dk**. Proposals received at the **bidtender@unfpa.dk** mailbox are kept undisclosed and shall not be opened before the scheduled opening date. Bids submitted to any other email address will be disqualified.
E-mail submission shall not exceed **10 MB**. Where the technical details are in large electronic files, it is recommended that these shall be sent separately before the deadline. It shall be the Bidder’s responsibility to ensure that Bids sent by e-mail are received by the deadline. All Bidders shall receive an auto-reply acknowledging the receipt of their email.

Bidders shall not receive responses to questions sent to bidtender@unfpa.dk since it is a secure mailbox.

14. **Deadline for Submission of Bids/Late Bids**

Bids must be delivered to the office on or before the date and time specified in section I of these Solicitation Documents.

The Buyer may, under special and exceptional circumstances, extend this deadline for the submission of the Bids and such changes shall be notified to all Bidders before the expiration of the original period.

Any Bid received by UNFPA after the Deadline for Submission of Bids shall be rejected. UNFPA shall not be legally responsible for Bids that arrived late due to the Bidder’s problems with transmission of Bid submissions via email and/or with the courier company.

15. **Modification and Withdrawal of Bids**

The Bidder may withdraw its Bid after submission, provided that written notice of the withdrawal is received by UNFPA prior to the deadline for submission. No Bid may be modified after passing of the Deadline for Submission of Bids. No Bid may be withdrawn in the interval between the deadline for submission of Bids and the expiration of the period of Bid validity.

16. **Storage of Bids**

Bids received prior to the deadline of submission and the time of opening shall be securely kept unopened until the specified Bid opening date stated in the UNFPA’s Bid solicitation document. No responsibility shall be attached to UNFPA for the premature opening of a proposal not properly addressed and identified.

E. **Opening and Evaluation of Bids**

17. **Opening of Bids**

The Buyer shall open all Bids in the presence of two witnesses.

The Bidders’ names and the Bid prices shall be announced at the Bid opening.

No Bid shall be rejected at Bid opening, except for late Bids.

Bids that are not opened and read out at Bid opening shall not be considered further for evaluation, irrespective of the circumstances.

18. **Preliminary examination of Bids**

UNFPA shall examine the Bids to determine whether they are complete, whether any computational errors have been made, whether the documents are properly signed and whether the proposals are generally in order.

Arithmetical errors shall be rectified on the following basis: If there is a discrepancy between the unit price and the total price that is obtained by multiplying the unit price and quantity, the unit price shall prevail and
the total price shall be corrected. If the Bidder does not accept the correction of errors, its proposal shall be rejected. If there is a discrepancy between words and figures, the amount in words shall prevail.

19. Clarification of Bids

To assist in the examination, evaluation and comparison of Bids, UNFPA may ask Bidders for clarification of their Bids. The request for clarification and the response shall be in writing by UNFPA and no change in price or substance of the proposal shall be sought, offered or permitted.

F. Evaluation and Award of Contract

20. Evaluation Criteria

The evaluation of a product will be two fold; one will be the technical capabilities of the bidder to meet the requirements, the other will be the cost of the product. (Financial evaluation)

Determination of compliance with the Solicitation Documents is based on the content of the Bid itself without recourse to extrinsic evidence.

Technical Evaluation Criteria

The technical proposal is evaluated on the basis of its responsiveness to the stated requirements outlined in the Terms of Reference (TOR) using the scheme given below

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>(a) Technical approach, methodology and level of understanding of the objectives of the project</td>
<td>100</td>
<td></td>
<td>15%</td>
<td></td>
</tr>
<tr>
<td>(b) Work plan/time scales given in the proposal and its adequacy to meet the project objectives</td>
<td>100</td>
<td></td>
<td>10%</td>
<td></td>
</tr>
<tr>
<td>(c) Prior experience of handling projects of this nature (samples of similar products, references, etc.)</td>
<td>100</td>
<td></td>
<td>25%</td>
<td></td>
</tr>
<tr>
<td>(d) Professional experience of the staff that will be employed to the project proving demonstrated expertise in evaluation and related processes (CVs, etc.)</td>
<td>100</td>
<td></td>
<td>25%</td>
<td></td>
</tr>
<tr>
<td>(e) Profile of the company and relevance to the Project.</td>
<td>100</td>
<td></td>
<td>25%</td>
<td></td>
</tr>
<tr>
<td>GRAND TOTAL ALL CRITERIA</td>
<td>500</td>
<td></td>
<td>100%</td>
<td></td>
</tr>
</tbody>
</table>
Financial Evaluation criteria

In order to complete an analysis of the proposed prices, firms are required to submit itemized pricing as per the Price Schedule Form given below. The proposal should be valid for a period of 90 days after the submission date.

The lowest financial bid will receive the following maximum score:

<table>
<thead>
<tr>
<th>Financial Evaluation Criteria</th>
<th>Score</th>
</tr>
</thead>
<tbody>
<tr>
<td>a. Lowest Bid</td>
<td>100</td>
</tr>
</tbody>
</table>

The formula for calculating the financial score is the following:

\[
\text{Financial score} = \frac{\text{Lowest bid}($)}{\text{Bid being scored}($)} \times 100 \text{ (Maximum score)}
\]

Total Score

The total score for each bidder will be the weighted sum of both scores, as shown below. The maximum total score is 100 points.

\[
\text{Total Score} = 70\% \times \text{Technical Score} + 30\% \times \text{Financial Score}
\]

21. Award Criteria

UNFPA shall award the Contract to the Bidder that obtains the highest total combined score.

UNFPA reserves the right to reject any Bid if a Bidder has previously failed to perform properly or complete on time in accordance with contracts or the Bidder who in UNFPA’s perspective is not in a position to perform the contract.

UNFPA reserves the right to annul the solicitation process and reject all Bids at any time prior to award of Contract(s), without thereby incurring any liability to the affected Bidder(s) or any obligation to provide information on the grounds for the Buyer’s action.

A Bid that is rejected by UNFPA may not be made responsive by the Bidder by correction of the non-conformity. A responsive Bid is defined as one which conforms to all the terms and conditions of the UNFPA’s Bid solicitation documents without material deviations. UNFPA shall determine the responsiveness of each Bid with the UNFPA’s Bid solicitation documents.

The Bidders waive all rights to appeal against the decision made by UNFPA.

22. Right to Vary Requirements at Time of Award

UNFPA reserves the right at the time of award of Contract to increase or decrease by up to 20% the volume of services specified in this Bid without any change in price or other terms and conditions.

23. Signing of the Contract

The Buyer(s) shall send the successful Bidder the Contract(s) which constitutes the Notification of Award. The successful Bidder(s) shall sign, date the Contract(s) and return it to UNFPA within 5 days of receipt of the Contract(s). After receipt of the Purchase Order(s) which will be raised based on the Contract(s) signed, the successful Bidder(s) shall deliver the services in accordance with the delivery schedule outlined in its proposal/Purchase Order(s).
ANNEX II: Terms of Reference (TOR)

Mid-term Evaluation of UNFPA Strategic Plan Organizational Goal 3 – GENDER EQUALITY

Background
In the context of the UN System, gender equality (equal human rights between women and men, girls and boys) has been a major theme in the global commitments emerging from the world conferences of the 1990s and first decade of 2000, including the International Conference on Social Development; the International Conference on Population and Development and its follow-up; the Fourth World Conference on Women and its follow-up; and the Millennium Declaration for the MDGs. The international community made strong commitments to gender equality and the empowerment of women at these conferences, based on the common understanding that gender is integral to successful development.

UN efforts to mainstream gender entail the incorporation of gender equality as an integral part of all activities across all programmes. In 1997, ECOSOC adopted the following definition of gender mainstreaming:

‘The process of assessing the implications for women and men of any planned action, including legislation, policies or programme, in all areas and at all levels. It is a strategy for making women’s as well as men’s concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equality and inequality is not perpetuated. The ultimate goal is to achieve gender equality’

The same report identified a number of principles underpinning gender mainstreaming:

1. Forging and strengthening political/institutional commitment to achieve gender equality and equity at the national, regional and global levels
2. Incorporating a gender perspective into planning, monitoring and evaluation processes
3. Using sex disaggregated data in social and economic analysis to reveal how policies, programmes and projects impact differently on women and men and on girls and boys
4. Contributing to efforts oriented towards increasing the numbers of women in decision-making positions in government, the private and public sectors, and at the corporate level
5. Developing and disseminating tools and providing training on gender awareness, gender analysis and gender planning to decision-makers, senior managers, staff and key stakeholders
6. Forging linkages between governments, the private sector, civil society and other stakeholders to advocate gender equality and the importance of mainstreaming gender towards achieving this end.

To date evaluations of gender mainstreaming in the UN and other development agencies have pointed to a large gap between rhetoric and reality, and an equally large gap between theoretical knowledge and practical application of that knowledge in a manner that affects transformational change. This evaluation is intended to produce practical and feasible recommendations that can be implemented to make UNFPA’s progress on gender equality more effective and transformational.

Rationale
Gender Equality is one of UNFPA’s three main organizational goals and is a cross-cutting objective for other programme areas. The UNFPA Strategic Plan 2008-1011 is the framework for all UNFPA programmes and has been extended to 2013. Global, regional and country programmes will all contribute to the achievement of the Strategic Plan results, which have been approved by the governing body of UNFPA, the Executive Board. The overall purpose of the global and regional programme (GRP) is to assure that UNFPA exercises effective global and regional leadership in providing support to countries in implementation of the ICPD Programme of Action and contributions to the achievement of the Millennium Development Goals (MDGs).

The global and regional programme is linked to country operations and mutually reinforces policy, technical and programme dimensions through provision of the multi-disciplinary technical assistances, reinforcement of the policy dialogues and programming, including joint programming where viable.

The Global Programme Action Plan identifies a monitoring and evaluation plan for each of the pillars of the organizational mandate, of which gender equality is one. The plan for gender equality specifies that in 2010 an evaluation will be conducted to assess UNFPA’s progress against this Strategic Plan goal. There are two key products that will be made available to provide context and background to this evaluation.

- In 2007/2008 UNFPA undertook a global gender capacity assessment. Recommendations from this report were presented to the Executive Committee, discussed with a number of senior managers and are being implemented (or implementation is planned) through the regular work programme of the GHRCB from 2009 to 2013.
- In December 2009 CIDA undertook a rapid Gender Equality Institutional Assessment of UNFPA which examined the extent to which UNFPA plans for, achieves and reports on results related to gender equality. The report is not finalized, but the draft findings are available for consideration as part of the desk review for the evaluation.

At this point in the Strategic Plan period, evidence about the effectiveness of programming for gender equality is needed to guide decision-making and facilitate mid-term adjustments to programming for results. The findings of the two assessments noted above will provide a platform on which to build proactive, practical and feasible evaluative recommendations to support UNFPA to improve achievement and reporting on gender equality and human rights results. UNFPA’s commitment to the achievement of human rights and gender equality is grounded in the integration of three approaches – gender mainstreaming, the human rights based approach, and culturally sensitive approaches (GHRC) and the evaluation must include this commitment to integration as a specific element of the methodology and factor it into recommendations for mid-term adjustments.

**Purpose**

The purpose of the evaluation is to understand UNFPA’s performance in supporting gender equality and human rights initiatives and processes in line with Goal 3 of the Strategic Plan and in the context of aid effectiveness. The evaluation will assess where and how the integration of gender mainstreaming, women’s empowerment approaches, and the human rights based approach and culturally sensitive approaches are being used. The emphasis of the evaluation will be at the national level so as to gain as clear a picture as possible of where successes for gender equality are being achieved and what is driving those successes, as well as understanding what factors undermine success.

**Objectives**

The overarching objectives of the mid-term evaluation are to assess performance on achieving the organizational goal for gender equality as well as performance in mainstreaming gender across the other programmes. In addition the evaluation will focus on the relevance of UNFPA’s work on integrating gender, human rights and culture to create an effective and efficient approach to programming. This integrated approach aims to progress the goals of human rights and gender equality. The evaluation will examine the interaction of all three organizational levels with a focus on results at the country level. Specifically the evaluation will:

1. Assess whether Strategic Plan 2008 – 2013 objectives for gender equality and human rights are being achieved, or will be achieved by the end of the plan. This will include assessment of the Global and Regional Plan components of the Strategic Plan
2. In the context of Goal 3, review the accuracy and logic of the results chain with a focus on the indicators for the goal, the four outcomes under that goal, and the associated outputs. The review will consider accuracy, coherence and usefulness of the results chain for monitoring and will include assessment of baseline and target information
3. Determine whether UNFPA’s commitment to integrating gender mainstreaming, the human rights based approach and culturally sensitive approaches is effectively contributing to achievement of the Strategic Plan goals and objectives for gender equality and human rights across all areas of its mandate.
be done with a focus on clarifying UNFPAs areas of competitive advantage in gender equality as related
to the overarching ICPD mandate.

4. Examine how the organizational arrangements and relationships between HQ, Regions and COs support
progress in achieving Goal 3 and identify constraints to progress, support factors and good practice in
relation to the evaluation categories.

Scope of the Evaluation
It is anticipated that the evaluation will involve work at all levels of the organization: interviews and desk
reviews at HQ and RO level and field visits to selected countries. The evaluation will take place over 2
calendar years. In 2010 two regions will be evaluated and in 2011, 3 regions will be evaluated. These
Terms of Reference and related contract(s) are applicable only to the 2010 component of work.

The evaluation will cover a minimum of 2 countries per region through field work and will include desk
review of other countries. Regional Offices and the Advisory Group will be asked to identify countries for
evaluation with an emphasis on diversity – selecting countries that i) have had more and less success
integrating GHRC into their programming and ii) have produced varying levels of gender equality results to-
date.

Field work for the 2010 component of the evaluation is proposed for 2 regions, 2 countries per region for a
total of 4 countries:

Arab States – Proposed countries: Egypt and Yemen
Africa – Proposed countries: Rwanda and Mali

The desk review will cover those aforementioned regions and proposed countries. It is proposed that review
of the regional programme, CPAPs, and COARs will provide both region-wide context and illuminate the
scale of variation of results for Goal 3 between countries in each region.

A final evaluation report will be provided to i) summarize key findings in regard to the above points, ii)
highlight regional differences, strengths and challenges that may also create opportunities for S-S learning,
and iii) provide a concise set of practical, feasible, affordable and recommendations that can be implemented
at headquarters, regional and country level.

Process and Methodology
Preparation and Inception

• Preliminary communication to clarify terms of evaluation between consultants and advisory team
  (including identifying countries for evaluation and time frame for visits).
• Delivery of brief 3 – 5 page inception report detailing consultants understanding of the work required,
  the proposed approach to work, analysis approaches, travel schedules and timeframes for product
delivery.

Desk Review

• Desk review of documents from all organizational levels to assess existing evaluation related knowledge,
  and production of a final evaluation plan and methodology.
• Desk review of regional and country documents to support the regional overview section

Preliminary Consultations with UNFPA HQ

• The international consultant will hold two days of meetings and interviews at HQ, review and UNFPA
  will provide relevant documents outlining HQ issues, results, supporting and constraining factors. This
  information will be used to develop a global overview section of the report draft and final reports. This
  will be grounded in the findings of the 2008/09 Capacity Assessment Report to and will ensure that the
  evaluation carries those findings further and does not reinvent them.
Consultations with Regional and Country Offices

- Travel to regions and countries to collect documented information, conduct interviews, and evaluate progress and results in line with the purpose and objectives of the evaluation. Regional and Country Offices will provide relevant files and documents. Regional and Country Offices will provide meeting rooms and coordinate logistics of appointments and interviews with relevant staff and stakeholders.

- It is anticipated that consultants will spend 5 days in each regional office and 5 days in each country office.

- Production of a concise interim **stage two report** outlining regional and country level issues, results, supporting and constraining factors. This will be an interim deliverable to be shared with Advisory Committee members for preliminary feedback.

Draft Report Preparation

- During the draft report preparation stage the consultants may conduct additional electronic information collection with those who have been interviewed.

Review Process

- As each regional report is finalized, the draft report will be circulated to the relevant Advisory Committee member(s) for a set review period. It may also be circulated to an additional limited set of reviewers.

- After the evaluation (2011) of all 5 regions is complete, UNFPA will host a consultation meeting on the draft report with representatives from the countries evaluated, regions and HQ staff. The international consultant will lead facilitation of this meeting with UNFPA HQ staff.

Final report prepared

- The consultants will incorporate comments from reviewers in consultation with the Advisory Committee members.

- The consultants will submit a complete, copy-edited and cleanly formatted report as a Word document.

Advisory Committee Role

Composition

- The Advisory Committee will be appointed by Regional Office Directors, TD and PD.

Responsibilities

- The responsibilities of the Advisory Committee are to support the evaluation process in general. As the evaluation team travels to regions, Advisory Committee members will facilitate consultations, document collection and will provide advice and contextual information for the consultants.

Indicative time frames for 2010 countries

- Engagement of evaluators: June/ July
- Methodology development: July
- Planning and consultation with Advisory Committee: July
- Evaluations conducted HQ, regions, countries: August - September
- Draft findings produced: end September
- UNFPA review period: October 1 - 15
- Final report: October 31
Travel Costs
UNFPA will pay:

- Daily Subsistence Allowance – including terminal allowances – in line with UN standard rates for each city where work is undertaken,
- Out of pocket expenses, and
- Economy class travel costs based on the most economical and direct route.

Skills and experience required
It is anticipated that the evaluation will be undertaken by an international consultant and that the evaluation team will include regional consultants with development experience, expertise in gender, in the human-rights based approach, and an understanding of socio-cultural determinants of development.

The time period for the evaluation is limited therefore the team must be equipped to undertake multiple tasks simultaneously.

Consultants must have a mix of relevant experience in mainstreaming gender, experience in evaluations, regional and national level experience in development and/or humanitarian settings, knowledge of evaluation methodology, and experience and in-depth knowledge of the UN system.

Qualifications
The consultant team must offer the following demonstrated experience, knowledge and competencies, and any regional consultants selected will ideally have the same qualifications and will be required to have in-depth knowledge of the UN and development issues in the region:

- Significant knowledge and experience of evaluation concepts and approaches
- Good knowledge of the UN system, national programmes, principles of aid effectiveness, and awareness of the role of UN civil society partners at regional and national levels
- Excellent consultation and involvement skills
- Recent experience with gender equality issues and knowledge of mainstreaming gender equality into policies, programming and development
- Sound understanding of the Human Rights Based Approach to development
- Considerable experience working on development issues in developing countries
- Facilitation skills and skills in involvement of diverse and inter-disciplinary stakeholders
- Strong quantitative and qualitative data collection and analysis skills
- Language skills in English, French and preferably Spanish
- Excellent analytical and communication skills
- Excellent writing and reporting skills
- Computer literacy in Word, Excel and PowerPoint
- Postgraduate qualifications in social sciences and/ international development
ANNEX III: Bid Submission Form

[...To be printed on bidder's letter head...]

To: UNFPA

Dear Sir / Madam,

The Undersigned, having read the Solicitation Document (including the cover letter and the Annexes) of Request for Proposal No. UNFPA/CPH/10/024, hereby offers to supply the services specified in the schedule at the price or prices quoted, in accordance with any specifications stated and subject to the Terms and Conditions set out or specified in the document. (Within the main document and all the Annexes)

We agree to abide by this Bid for a period of three months from the date fixed for opening of Bids in the Invitation to Bid, and it shall remain binding upon us and may be accepted at any time before the expiration of that period.

We understand that you are not bound to accept any Bid you may receive.

Dated this . . . . day of . . . . [year].

Signature: .............................................
Name: .............................................
Title: .............................................
Company: ...........................................
Postal Address ...........................................
Telephone No. ...........................................
Fax No. .............................................
Email address ...........................................
Validity of Offer ...........................................
ANNEX IV: Price Schedule Form

Kindly submit this Annex IV electronically in a separate e-mail from the rest of the RFP response as indicated in the cover letter.

All prices/rates quoted must be exclusive of all taxes, since UNFPA is exempt from taxes.

Financial proposals (and technical proposals) will be valid for two years period.

1. Kindly submit this document electronically in a separate e-mail from the rest of the RFP response as indicated in the cover letter.

2. All prices/rates quoted must be exclusive of all taxes, since UNFPA is exempt from taxes.

<table>
<thead>
<tr>
<th>Steps</th>
<th>Description</th>
<th>Number &amp; Description of Staff by Level</th>
<th>Daily rate</th>
<th>Days to be Committed</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Preparation and inception report preparation</td>
<td>CONSULTANT’S NAME – ROLE</td>
<td>...</td>
<td>...</td>
<td>...</td>
</tr>
<tr>
<td>2</td>
<td>Initial desk review of relevant organizational documents and finalization of methodology and evaluation plan</td>
<td>CONSULTANT’S NAME – ROLE</td>
<td>...</td>
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<td>...</td>
</tr>
<tr>
<td>3</td>
<td>Consultations with HQ in New York City</td>
<td>CONSULTANT’S NAME – ROLE</td>
<td>...</td>
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<td>...</td>
</tr>
<tr>
<td>4</td>
<td>Consultations with Regional and Country offices</td>
<td>CONSULTANT’S NAME – ROLE</td>
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<tr>
<td>5</td>
<td>Report preparation (draft and final)</td>
<td>CONSULTANT’S NAME – ROLE</td>
<td>...</td>
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</tr>
<tr>
<td>6</td>
<td>Out of Pocket expenses</td>
<td>CONSULTANT’S NAME – ROLE</td>
<td>...</td>
<td>...</td>
<td>...</td>
</tr>
</tbody>
</table>

GRAND TOTAL

Signature of Bidder ………………………………………..

Name and title …………………………………………….

Name of the Company: ……………………………………

Bidders should strictly use the layout given above in sending their Financial Proposals. Failure to furnish all the information required for the Financial Proposal under the criterions given above in every respect shall be at the Bidder’s risk and may result in a rejection of the Bid.
ANNEX V:
GENERAL TERMS AND CONDITIONS FOR CONTRACTS:
PROVISION OF GOODS AND/OR SERVICES

1. LEGAL STATUS OF THE PARTIES:

The Contractor shall be considered as having the legal status of an independent contractor vis-à-vis the United Nations Population Fund (herein after, UNFPA). The Contractor's personnel and sub-contractors shall not be considered in any respect as being the employees or agents of UNFPA.

2. SOURCE OF INSTRUCTIONS:

The Contractor shall neither seek nor accept instructions from any authority external to UNFPA in connection with the performance of its obligations under the Contract. Should any authority external to UNFPA seek to impose any instructions concerning or restrictions on the Contractor's performance under the Contract, the Contractor shall promptly notify UNFPA and provide all reasonable assistance required by UNFPA. The Contractor shall not take any action in respect of the performance of its obligations under the Contract that may adversely affect the interests of UNFPA, and the Contractor shall perform its obligations under the Contract with the fullest regard to the interests of UNFPA.

3. RESPONSIBILITY FOR EMPLOYEES:

To the extent that the Contract involves the provision of any services to UNFPA by the Contractor's officials, employees, agents, servants, subcontractors and other representatives (collectively, the Contractor's “personnel”), the following provisions shall apply:

3.1 The Contractor shall be responsible for the professional and technical competence of the personnel it assigns to perform work under the Contract and will select reliable and competent individuals who will be able to effectively perform the obligations under the Contract and who, while doing so, will respect the local laws and customs and conform to a high standard of moral and ethical conduct.

3.2 At the option of and in the sole discretion of UNFPA:

3.2.1 the qualifications of personnel proposed by the Contractor (e.g., a curriculum vitae) may be reviewed by UNFPA prior to such personnel's performing any obligations under the Contract;

3.2.2 any personnel proposed by the Contractor to perform obligations under the Contract may be interviewed by qualified staff or officials of UNFPA prior to such personnel's performing any obligations under the Contract; and,

3.2.3 in cases in which, pursuant to Article 3.2.1 or 3.2.2, above, UNFPA has reviewed the qualifications of such Contractor's personnel, UNFPA may reasonably refuse to accept any such personnel.

3.3 Requirements specified in the Contract regarding the number or qualifications of the Contractor's personnel may change during the course of performance of the Contract. Any such change shall be made only following written notice of such proposed change and upon written agreement between the Parties regarding such change, subject to the following:

3.3.1 UNFPA may, at any time, request, in writing, the withdrawal or replacement of any of the Contractor's personnel, and such request shall not be unreasonably refused by the Contractor.

3.3.2 Any of the Contractor's personnel assigned to perform obligations under the Contract shall not be withdrawn or replaced without the prior written consent of UNFPA, which shall not be unreasonably withheld.

3.3.3 The withdrawal or replacement of the Contractor's personnel shall be carried out as quickly as possible and in a manner that will not adversely affect the performance of obligations under the Contract.

3.3.4 All expenses related to the withdrawal or replacement of the Contractor's personnel shall, in all cases, be borne...
3.3.5 Any request by UNFPA for the withdrawal or replacement of the Contractor's personnel shall not be considered to be a termination, in whole or in part, of the Contract, and UNFPA shall not bear any liability in respect of such withdrawn or replaced personnel.

3.3.6 If a request for the withdrawal or replacement of the Contractor’s personnel is not based upon a default by or failure on the part of the Contractor to perform its obligations in accordance with the Contract, the misconduct of the personnel, or the inability of such personnel to reasonably work together with UNFPA officials and staff, then the Contractor shall not be liable by reason of any such request for the withdrawal or replacement of the Contractor’s personnel for any delay in the performance by the Contractor of its obligations under the Contract that is substantially the result of such personnel’s being withdrawn or replaced.

3.4 Nothing in Articles 3.2 and 3.3, above, shall be construed to create any obligations on the part of UNFPA with respect to the Contractor’s personnel assigned to perform work under the Contract, and such personnel shall remain the sole responsibility of the Contractor.

4. ASSIGNMENT:

4.1 Except as provided in Article 4.2, below, the Contractor may not assign, transfer, pledge or make any other disposition of the Contract, of any part of the Contract, or of any of the rights, claims or obligations under the Contract except with the prior written authorization of the UN. Any such unauthorized assignment, transfer, pledge or other disposition, or any attempt to do so, shall not be binding on the United Nations. Except as permitted with respect to any approved subcontractors, the Contractor shall not delegate any of its obligations under this Contract, except with the prior written consent of UNFPA. Any such unauthorized delegation, or attempt to do so, shall not be binding on UNFPA.

4.2 The Contractor may assign or otherwise transfer the Contract to the surviving entity resulting from a reorganization of the Contractor’s operations provided that:

4.2.1 such reorganization is not the result of any bankruptcy, receivership or other similar proceedings; and,

4.2.2 such reorganization arises from a sale, merger, or acquisition of all or substantially all of the Contractor’s assets or ownership interests; and,

4.2.3 the Contractor promptly notifies UNFPA about such assignment or transfer at the earliest opportunity; and,

4.2.4 the assignee or transferee agrees in writing to be bound by all of the terms and conditions of the Contract, and such writing is promptly provided to UNFPA following the assignment or transfer.

5. SUBCONTRACTING:

In the event the Contractor requires the services of sub-contractors, the Contractor shall obtain the prior written approval and clearance of UNFPA for all sub-contractors. The approval of UNFPA of a sub-contractor shall not relieve the Contractor of any of its obligations under this Contract. The terms of any sub-contract shall be subject to and conform with the provisions of this Contract.

6. OFFICIALS NOT TO BENEFIT:

6.1 The Contractor warrants that it has not and shall not offer any direct or indirect benefit arising from or related to the performance of the Contract or the award thereof to any representative, official, employee, or other agent of UNFPA. The Contractor acknowledges and agrees that any breach of this provision is a breach of an essential term of the Contract.

6.2 GIFTS AND HOSPITALITY: UNFPA has a “zero tolerance” policy and does not accept any type of gift or any offer of hospitality beyond that of a representational nature. UNFPA shall not accept any recreational trips to sporting or cultural events, theme parks or offers of holidays, transportation, or invitations to extravagant lunches or dinners. UNFPA expects its Contractors not to offer any benefit such as free goods or services or a work position or sales opportunity to a UNFPA staff member or a former UNFPA staff member in order to facilitate the suppliers business with UNFPA.

6.3 CONFLICT OF INTERESTS: Any bribe, commission, gift or advantage given, promised or offered by or on behalf of the Contractor or its partner, agent or servant, in relation to the obtaining or to the execution of this or any other contract with the Buyer shall, in addition to any criminal liability, which it may incur, subject the Contractor to cancel this and all other contracts and also to pay for any loss or damage resulting from any such cancellation. The Buyer shall then be entitled to deduct the amount so payable from any
7. PURCHASE OF GOODS:

To the extent that the Contract involves any purchase of goods, whether in whole or in part, and unless specifically stated otherwise in the Contract, the following conditions shall apply to any purchases of goods under the Contract:

7.1 DELIVERY OF GOODS: The Contractor shall hand over or make available the goods, and UNFPA shall receive the goods, at the place for the delivery of the goods and within the time for delivery of the goods specified in the Contract. The Contractor shall provide to UNFPA such shipment documentation (including, without limitation, bills of lading, airway bills, and commercial invoices) as are specified in the Contract or, otherwise, as are customarily utilized in the trade. All manuals, instructions, displays and any other information relevant to the goods shall be in the English language unless otherwise specified in the Contract. Unless otherwise stated in the Contract (including, but not limited to, in any “INCOTERM” or similar trade term), the Contractor shall be solely liable for making all transport arrangements and for payment of freight and insurance costs for the shipment and delivery of the goods in accordance with the requirements of the Contract. The Contractor shall ensure that UNFPA receives all necessary transport documents in a timely manner so as to enable UNFPA to take delivery of the goods in accordance with the requirements of the Contract.

7.2 INSPECTION OF THE GOODS: If the Contract provides that the goods may be inspected prior to delivery, the Contractor shall notify UNFPA when the goods are ready for pre-delivery inspection. Notwithstanding any pre-delivery inspection, UNFPA or its designated inspection agents may also inspect the goods upon delivery in order to confirm that the goods conform to applicable specifications or other requirements of the Contract.

7.3 PACKAGING OF THE GOODS: The Contractor shall package the goods for delivery in accordance with the highest standards of expert packaging for the type and quantities and modes of transport of the goods. The goods shall be packed and marked in a proper manner in accordance with the shipping instructions attached to the Contract or, otherwise, as customarily done in the trade, and in accordance with any requirements imposed by applicable law or by the transporters and manufacturers of the goods.

7.4 TRANSPORTATION & FREIGHT: Unless otherwise specified in the Contract (including, but not limited to, in any “INCOTERM” or similar trade term), the Contractor shall be solely liable for making all transport arrangements and for payment of freight and insurance costs for the shipment and delivery of the goods in accordance with the requirements of the Contract. The Contractor shall ensure that UNFPA receives all necessary transport documents in a timely manner so as to enable UNFPA to take delivery of the goods in accordance with the requirements of the Contract.

7.5 WARRANTIES: Unless otherwise specified in the Contract, in addition to and without limiting any other warranties, remedies or rights of UNFPA stated in or arising under the Contract, the Contractor warrants and represents that:

7.5.1 The goods, including all packaging and packing thereof, conform to the specifications of the Contract, are fit for the purposes for which such goods are ordinarily used and for any purposes expressly made known in writing in the Contract, and shall be of even quality, free from faults and defects in design, material, manufacturer and workmanship;

7.5.2 If the Contractor is not the original manufacturer of the goods, the Contractor shall provide UNFPA with the benefit of all manufacturers’ warranties in addition to any other warranties required to be provided under the Contract;

7.5.3 The goods are of the quality, quantity and description required by the Contract, including when subjected to conditions prevailing in the place of final destination;

7.5.4 The goods are free from any right of claim by any third-party, including claims of infringement of any intellectual property rights, including, but not limited to, patents, copyright and trade secrets;

7.5.5 The goods are new and unused;

7.5.6 All warranties will remain fully valid following any delivery of the goods and for a period of not less than one (1) year following acceptance of the goods by UNFPA in accordance with the Contract;

7.5.7 During any period in which the Contractor’s warranties are effective, upon notice by UNFPA that the goods do not conform to the requirements of the Contract, the Contractor shall promptly and at its own expense correct such non-conformities or, in case of its inability to do so, replace the defective goods with goods of the same or better quality or, at its own cost, remove the defective goods and fully reimburse UNFPA for the purchase price paid for the defective goods; and,

7.5.8 The Contractor shall remain responsive to the needs of UNFPA for any services that may be required in connection with any of the Contractor’s warranties under the Contract.

7.6 ACCEPTANCE OF THE GOODS: Under no circumstances shall UNFPA be required to accept any goods that do not conform to the specifications or requirements of the Contract. UNFPA may condition its acceptance of the goods upon the successful completion of acceptance tests as may be specified in the Contract or otherwise agreed in writing by the Parties. In no case shall UNFPA be obligated to accept any goods unless and until UNFPA has had a reasonable opportunity to inspect the goods following delivery. If
the Contract specifies that UNFPA shall provide a written acceptance of the goods, the goods shall not be deemed accepted unless and until UNFPA in fact provides such written acceptance. In no case shall payment by UNFPA in and of itself constitute acceptance of the goods.

7.7 REJECTION OF THE GOODS: Notwithstanding any other rights of, or remedies available to UNFPA under the Contract, in case any of the goods are defective or otherwise do not conform to the specifications or other requirements of the Contract, UNFPA, at its sole option, may reject or refuse to accept the goods, and within thirty (30) days following receipt of notice from UNFPA of such rejection or refusal to accept the goods, the Contractor shall, in sole option of UNFPA:

7.7.1 provide a full refund upon return of the goods, or a partial refund upon a return of a portion of the goods, by UNFPA; or,

7.7.2 repair the goods in a manner that would enable the goods to conform to the specifications or other requirements of the Contract; or,

7.7.3 replace the goods with goods of equal or better quality; and,

7.7.4 pay all costs relating to the repair or return of the defective goods as well as the costs relating to the storage of any such defective goods and for the delivery of any replacement goods to UNFPA.

In the event that UNFPA elects to return any of the goods for the reasons specified in Article 7.7, above, UNFPA may procure the goods from another source. In addition to any other rights or remedies available to UNFPA under the Contract, including, but not limited to, the right to terminate the Contract, the Contractor shall be liable for any additional cost beyond the balance of the Contract price resulting from any such procurement, including, inter alia, the costs of engaging in such procurement, and UNFPA shall be entitled to compensation from the Contractor for any reasonable expenses incurred for preserving and storing the goods for the Contractor’s account.

7.8 TITLE: The Contractor warrants and represents that the goods delivered under the Contract are unencumbered by any third party’s title or other property rights, including, but not limited to, any liens or security interests. Unless otherwise expressly provided in the Contract, title in and to the goods shall pass from the Contractor to UNFPA upon delivery of the goods and their acceptance by UNFPA in accordance with the requirements of the Contract.

7.9 EXPORT LICENSING: The Contractor shall be responsible for obtaining any export license required with respect to the goods, products, or technologies, including software, sold, delivered, licensed or otherwise provided to UNFPA under the Contract. The Contractor shall procure any such export license in an expeditious manner. Subject to and without any waiver of the privileges and immunities of UNFPA, UNFPA shall lend the Contractor all reasonable assistance required for obtaining any such export license. Should any Governmental entity refuse, delay or hinder the Contractor’s ability to obtain any such export license, the Contractor shall promptly consult with UNFPA to enable UNFPA to take appropriate measures to resolve the matter.

8. ACKNOWLEDGEMENT COPY:

8.1 The Supplier shall acknowledge receipt and acceptance of UNFPA Purchase Order by:

a. Acknowledgement of receipt of Purchase Order by the Vendor’s signing and returning an acknowledgement copy of it to UNFPA buyer (via email, fax or letter) or by timely delivery of the goods as herein specified.

b. When applicable, entering Estimated Time of Departure (ETD) and Estimated Time of Arrival (ETA) into the Order Tracking System Website: http://shipping.unfpa.dk/supots

8.2 Acceptance of this purchase order shall affect a contract between the parties under which the rights and obligations of the parties shall be governed solely by the terms and conditions of this purchase order, including the general conditions, and agreed attachments, if any (hereinafter collectively referred to as “this contract”). No additional or inconsistent provisions by the Vendor shall bind UNFPA unless agreed to in writing by a duly authorized official of UNFPA.

9. PAYMENT:

9.1 In the case of goods to be delivered to UNFPA in New York, it shall make payment within thirty (30) days of receipt of (a) the goods and (b) the invoice and other documents specified in this Contract, whichever (a) or (b) is the later.

9.2 In the case of goods to be delivered elsewhere, UNFPA shall, unless otherwise specified in this Contract, make payment within thirty (30) days of receipt of (a) the Vendor’s invoice for the goods and (b) copies of the customary shipping documents and other documents specified in the Contract, whichever (a) or (b) is later.
9.3 Unless otherwise authorized by UNFPA, a separate invoice must be submitted in respect of each shipment under this Contract and such Invoice must bear the UNFPA Purchase Order Number in an easily visible place.

9.4 UNFPA shall not pay any charges for late payments unless expressly agreed to in writing.

9.5 No advance payment shall be made.

10. NOTICE OF DELAY:

Shall the Contractor encounter delay in the performance of the contract which may be excusable under unavoidable circumstances, the contractor shall notify UNFPA in writing about the causes of any such delays within two (2) weeks from the beginning of the delay.

As soon as practical after receipt of the Contractor's notice of delay, UNFPA shall ascertain the facts and extent of delay, and extend time for performance when in its judgment the facts justify such an extension. UNFPA's findings thereon shall be final and conclusive subject only to the Contractor's right of appeal under the arbitration clause of the contract.

11. LIQUIDATED DAMAGES:

In case the Vendor fails to perform under the terms and conditions of the Purchase Order or Long Term Agreement, including but not limited to failure of obtaining necessary export licenses or delivering all the goods by the date or dates of delivery, UNFPA shall, after giving the Vendor reasonable notice to perform and without prejudice to any other rights or remedies, exercise one or more of the following rights:

a. Procure all or part of the goods from other sources, and in that event UNFPA may hold the Vendor responsible for any excess cost occasioned thereby. In exercising such rights UNFPA shall mitigate its damages in good faith;

b. Refuse to accept delivery of all or parts of the services;

c. Terminate the Purchase Order or Long Term Agreement;

d. For late delivery of goods or for items which do not meet the agreed specifications and are therefore rejected by UNFPA, UNFPA can claim liquidated damages from the Vendor and deduct 0.5% of the value of the goods pursuant to the Purchase Order per additional day of delay, up to a maximum of 10% of the value of the Purchase Order. The payment or deduction of such liquidated damages shall not relieve the Vendor from any of its other obligations or liabilities pursuant to any current Long Term Agreement or Purchase Order.

12. INDEMNIFICATION:

The Contractor shall indemnify, hold and save harmless, and defend, at its own expense, UNFPA, its officials, agents, servants and employees from and against all suits, claims, demands, and liability of any nature or kind, including their costs and expenses, arising out of acts or omissions of the Contractor, or the Contractor's employees, officers, agents or sub-contractors, in the performance of this Contract. This provision shall extend, inter alia, to claims and liability in the nature of worker's compensation, products liability and liability arising out of the use of patented inventions or devices, copyrighted material or other intellectual property by the Contractor, its employees, officers, agents, servants or sub-contractors. The obligations under this Article do not lapse upon termination of this Contract.

13. INSURANCE AND LIABILITY:

13.1 The Contractor shall provide and thereafter maintain insurance against all risks in respect of its property and any equipment used for the execution of this Contract.

13.2 The Contractor shall provide and thereafter maintain all appropriate workmen's compensation insurance, or its equivalent, with respect to its employees to cover claims for personal injury or death in connection with this Contract.

13.3 The Contractor shall also provide and thereafter maintain liability insurance in an adequate amount to cover third party claims for death or bodily injury, or loss of or damage to property, arising from or in connection with the provision of services under this Contract or the operation of any vehicles, boats, airplanes or other equipment owned or leased by the Contractor or its agents, servants, employees or sub-contractors performing work or services in connection with this Contract.

13.4 Except for the workmen's compensation insurance, the insurance policies under this Article shall:

13.4.1 Name UNFPA as additional insured;
13.4.2 Include a waiver of subrogation of the Contractor's rights to the insurance carrier against UNFPA;

13.4.3 Provide that UNFPA shall receive thirty (30) days written notice from the insurers prior to any cancellation or change of coverage.

13.5 The Contractor shall, upon request, provide UNFPA with satisfactory evidence of the insurance required under this Article 13.

14. ENCUMBRANCES AND LIENS:

The Contractor shall not cause or permit any lien, attachment or other encumbrance by any person to be placed on file or to remain on file in any public office or on file with UNFPA against any monies due to the Contractor or that may become due for any work done or against any goods supplied or materials furnished under the Contract, or by reason of any other claim or demand against the Contractor or UNFPA.

15. EQUIPMENT FURNISHED BY UNFPA TO THE CONTRACTOR:

Title to any equipment and supplies that may be furnished by UNFPA to the Contractor for the performance of any obligations under the Contract shall rest with UNFPA, and any such equipment shall be returned to UNFPA at the conclusion of the Contract or when no longer needed by the Contractor. Such equipment, when returned to UNFPA, shall be in the same condition as when delivered to the Contractor, subject to normal wear and tear, and the Contractor shall be liable to compensate UNFPA for the actual costs of any loss of, damage to, or degradation of the equipment that is beyond normal wear and tear.

16. COPYRIGHT, PATENTS AND OTHER PROPRIETARY RIGHTS:

16.1 Except as is otherwise expressly provided in writing in the Contract, UNFPA shall be entitled to all intellectual property and other proprietary rights including, but not limited to, patents, copyrights, and trademarks, with regard to products, processes, inventions, ideas, know-how, or documents and other materials which the Contractor has developed for UNFPA under the Contract and which bear a direct relation to or are produced or prepared or collected in consequence of, or during the course of, the performance of the Contract. The Contractor acknowledges and agrees that such products, documents and other materials constitute works made for hire for UNFPA.

SPECIAL NOTE: The prospective bidders should be at least in a position to accept the special terms/conditions given under Annex VI of this RFP given that they are not in a position to accept the term 16.1 of UNFPA General Terms and Conditions.

16.2 To the extent that any such intellectual property or other proprietary rights consist of any intellectual property or other proprietary rights of the Contractor: (i) that pre-existed the performance by the Contractor of its obligations under the Contract, or (ii) that the Contractor may develop or acquire, or may have developed or acquired, independently of the performance of its obligations under the Contract, UNFPA does not and shall not claim any ownership interest thereto, and the Contractor grants to UNFPA a perpetual license to use such intellectual property or other proprietary right solely for the purposes of and in accordance with the requirements of the Contract.

16.3 At the request of UNFPA, the Contractor shall take all necessary steps, execute all necessary documents and generally assist in securing such proprietary rights and transferring or licensing them to UNFPA in compliance with the requirements of the applicable law and of the Contract.

16.4 Subject to the foregoing provisions, all maps, drawings, photographs, mosaics, plans, reports, estimates, recommendations, documents, and all other data compiled by or received by the Contractor under the Contract shall be the property of UNFPA, shall be made available for use or inspection by UNFPA at reasonable times and in reasonable places, shall be treated as confidential, and shall be delivered only to UNFPA authorized officials on completion of work under the Contract.

17. PUBLICITY AND USE OF THE NAME, EMBLEM OR OFFICIAL SEAL OF UNFPA AND/OR THE UNITED NATIONS:

The Contractor shall not advertise or otherwise make public for purposes of commercial advantage or goodwill that it has a contractual relationship with the United Nations, nor shall the Contractor, in any manner whatsoever use the name, emblem or official seal of UNFPA and/or United Nations, or any abbreviation of the name of UNFPA and/or the United Nations in connection with its business or otherwise without the written permission of UNFPA.
18. CONFIDENTIAL NATURE OF DOCUMENTS AND INFORMATION:

18.1 All documents, correspondences, decisions and orders concerning the contract shall be considered as confidential and restricted in nature by the Contractor and he/she shall not divulge or allow access to them by any unauthorized person.

18.2 The Contractor may not communicate at any time to any other person, Government or authority external to UNFPA, any information known to it by reason of its association with UNFPA which has not been made public except with the authorization of UNFPA nor shall the Contractor at any time use such information to private advantage. These obligations do not lapse upon termination of this Contract.

19. FORCE MAJEURE; OTHER CHANGES IN CONDITIONS:

19.1 In the event of and as soon as possible after the occurrence of any cause constituting force majeure, the affected Party shall give notice and full particulars in writing to the other Party, of such occurrence or cause if the affected Party is thereby rendered unable, wholly or in part, to perform its obligations and meet its responsibilities under the Contract. The affected Party shall also notify the other Party of any other changes in condition or the occurrence of any event which interferes or threatens to interfere with its performance of the Contract. Not more than fifteen (15) days following the provision of such notice of force majeure or other changes in condition or occurrence, the affected Party shall also submit a statement to the other Party of estimated expenditures that will likely be incurred for the duration of the change in condition or the event of force majeure. On receipt of the notice or notices required hereunder, the Party not affected by the occurrence of a cause constituting force majeure shall take such action as it reasonably considers to be appropriate or necessary in the circumstances, including the granting to the affected Party of a reasonable extension of time in which to perform any obligations under the Contract.

19.2 If the Contractor is rendered unable, wholly or in part, by reason of force majeure to perform its obligations and meet its responsibilities under the Contract, UNFPA shall have the right to suspend or terminate the Contract on the same terms and conditions as are provided for in Article 20, “Termination,” except that the period of notice shall be seven (7) days instead of thirty (30) days. In any case, the UNFPA shall be entitled to consider the Contractor permanently unable to perform its obligations under the Contract in case the Contractor is unable to perform its obligations, wholly or in part, by reason of force majeure for any period in excess of ninety (90) days.

19.3 Force majeure as used herein means any unforeseeable and irresistible act of nature, any act of war (whether declared or not), invasion, revolution, insurrection, terrorism, or any other acts of a similar nature or force, provided that such acts arise from causes beyond the control and without the fault or negligence of the Contractor. The Contractor acknowledges and agrees that, with respect to any obligations under the Contract that the Contractor must perform in areas with harsh conditions where UNFPA is engaged in, preparing to engage in, or disengaging from any operations, any delays or failure to perform such obligations arising from or relating to such harsh conditions, or to any incidents of civil unrest occurring in such areas, shall not, in and of itself, constitute force majeure under the Contract.

20. TERMINATION:

20.1 Either party may terminate this Contract for cause, in whole or in part, upon thirty (30) days notice, in writing, to the other party. The initiation of arbitral proceedings in accordance with Article 23.2 (“Arbitration”), below, shall not be deemed a termination of this Contract.

20.2 UNFPA reserves the right to terminate without cause this Contract at any time upon forty-five (45) days prior written notice to the Contractor, in which case UNFPA shall reimburse the Contractor for all reasonable costs incurred by the Contractor prior to receipt of the notice of termination.

20.3 In the event of any termination by UNFPA under this Article, no payment shall be due from UNFPA to the Contractor except for work and services satisfactorily performed in conformity with the express terms of this Contract.

20.4 Should the Contractor be adjudged bankrupt, or be liquidated or become insolvent, or should the Contractor make an assignment for the benefit of its creditors, or should a Receiver be appointed on account of the insolvency of the Contractor, UNFPA may, without prejudice to any other right or remedy it may have under the terms of these conditions, terminate this Contract forthwith. The Contractor shall immediately inform UNFPA of the occurrence of any of the above events.

20.5 The provisions of this Article 20 are without prejudice to any other rights or remedies of UNFPA under the Contract or otherwise.

21. NON-WAIVER OF RIGHTS:

The failure by either Party to exercise any rights available to it, whether under the Contract or otherwise, shall not be deemed for any
purposes to constitute a waiver by the other Party of any such right or any remedy associated therewith, and shall not relieve the Parties of any of their obligations under the Contract.

22. NON-EXCLUSIVITY:

Unless otherwise specified in the Contract, UNFPA shall have no obligation to purchase any minimum quantities of goods or services from the Contractor, and UNFPA shall have no limitation on its right to obtain goods or services of the same kind, quality and quantity described in the Contract, from any other source at any time.

23. SETTLEMENT OF DISPUTES:

23.1 AMICABLE SETTLEMENT: The Parties shall use their best efforts to amicably settle any dispute, controversy, or claim arising out of the Contract or the breach, termination, or invalidity thereof. Where the Parties wish to seek such an amicable settlement through conciliation, the conciliation shall take place in accordance with the Conciliation Rules then obtaining of the United Nations Commission on International Trade Law ("UNCITRAL"), or according to such other procedure as may be agreed between the Parties in writing.

23.2 ARBITRATION: Any dispute, controversy, or claim between the Parties arising out of the Contract or the breach, termination, or invalidity thereof, unless settled amicably under Article 23.1, above, within sixty (60) days after receipt by one Party of the other Party’s written request for such amicable settlement, shall be referred by either Party to arbitration in accordance with the UNCITRAL Arbitration Rules then obtaining. The decisions of the arbitral tribunal shall be based on general principles of international commercial law. The arbitral tribunal shall be empowered to order the return or destruction of goods or any property, whether tangible or intangible, or of any confidential information provided under the Contract, order the termination of the Contract, or order that any other protective measures be taken with respect to the goods, services or any other property, whether tangible or intangible, or of any confidential information provided under the Contract, as appropriate, all in accordance with the authority of the arbitral tribunal pursuant to Article 26 ("Interim Measures of Protection") and Article 32 ("Form and Effect of the Award") of the UNCITRAL Arbitration Rules. The arbitral tribunal shall have no authority to award punitive damages. In addition, unless otherwise expressly provided in the Contract, the arbitral tribunal shall have no authority to award interest in excess of the London Inter-Bank Offered Rate ("LIBOR") then prevailing, and any such interest shall be simple interest only. The Parties shall be bound by any arbitration award rendered as a result of such arbitration as the final adjudication of any such dispute, controversy, or claim.

24. PRIVILEGES AND IMMUNITIES:

Nothing contained in this or any contract shall be deemed a waiver, expressed or implied, of any immunity from suit, judicial process, confiscation, taxation or other immunity which UNFPA may from time to time enjoy, whether pursuant to the Convention on Privileges and Immunities of the United Nations, or other conventions, laws, orders or decrees of international or national character, or otherwise.

25. TAX EXEMPTION:

25.1 Article II, Section 7, of the Convention on the Privileges and Immunities of the United Nations provides, inter alia, that the United Nations, including its subsidiary organs, is exempt from all direct taxes, except charges for public utility services, and is exempt from customs restrictions, duties, and charges of a similar nature in respect of articles imported or exported for its official use. In the event any governmental authority refuses to recognize the exemptions of UNFPA from such taxes, restrictions, duties, or charges, the Contractor shall immediately consult with UNFPA to determine a mutually acceptable procedure.

25.2 The Contractor authorizes UNFPA to deduct from the Contractor’s invoices any amount representing such taxes, duties or charges, unless the Contractor has consulted with UNFPA before the payment thereof and UNFPA has, in each instance, specifically authorized the Contractor to pay such taxes, duties, or charges under written protest. In that event, the Contractor shall provide UNFPA with written evidence that payment of such taxes, duties or charges has been made and appropriately authorized, and UNFPA shall reimburse the Contractor for any such taxes, duties, or charges so authorized by UNFPA and paid by the Contractor under written protest.

26. OBSERVANCE OF THE LAW:

The Contractor shall comply with all laws, ordinances, rules, and regulations bearing upon the performance of its obligations under the Contract. In addition, the Contractor shall maintain compliance with all obligations relating to its registration as a qualified vendor of goods or services to UNFPA; as such obligations are set forth in the United Nations/UNFPA vendor registration procedures.
27. MODIFICATIONS:

No modification or change in this Contract, no waiver of any of its provisions or any additional contractual relationship of any kind with the Contractor shall be valid and enforceable against UNFPA unless provided by an amendment to this Contract signed by the authorized official of UNFPA.

28. AUDITS AND INVESTIGATIONS:

28.1 Each invoice paid by UNFPA shall be subject to a post-payment audit by auditors, whether internal or external, of UNFPA, the United Nations or by other authorized and qualified agents of UNFPA or of the United Nations at any time during the term of the Contract and for a period of two (2) years following the expiration or prior termination of the Contract. UNFPA shall be entitled to a refund from the Contractor for any amounts shown by such audits to have been paid by UNFPA other than in accordance with the terms and conditions of the Contract.

28.2 The Contractor acknowledges and agrees, that from time to time, UNFPA and/or the United Nations may conduct investigations relating to any aspect of the Contract or the award thereof, the obligations performed under the Contract, and the operations of the Contractor generally relating to performance of the Contract. The right of UNFPA and/or the United Nations to conduct an investigation and the Contractor's obligation to comply with such an investigation shall not lapse upon expiration or prior termination of the Contract. The Contractor shall provide its full and timely cooperation with any such inspections, post-payment audits or investigations. Such cooperation shall include, but shall not be limited to, the Contractor's obligation to make available its personnel and any relevant documentation for such purposes at reasonable times and on reasonable conditions and to grant to UNFPA and/or the United Nations access to the Contractor's premises at reasonable times and on reasonable conditions in connection with such access to the Contractor's personnel and relevant documentation. The Contractor shall require its agents, including, but not limited to, the Contractor's attorneys, accountants or other advisers, to reasonably cooperate with any inspections, post-payment audits or investigations carried out by UNFPA and/or the United Nations hereunder.

29. LIMITATION ON ACTIONS:

29.1 Except with respect to any indemnification obligations in Article 12, above, or as are otherwise set forth in the Contract, any arbitral proceedings in accordance with Article 23.2, above, arising out of the Contract must be commenced within three (3) years after the cause of action has accrued.

29.2 The Parties further acknowledge and agree that, for these purposes, a cause of action shall accrue when the breach actually occurs, or, in the case of latent defects, when the injured Party knew or should have known all of the essential elements of the cause of action, or in the case of a breach of warranty, when tender of delivery is made, except that, if a warranty extends to future performance of the goods or any process or system and the discovery of the breach consequently must await the time when such goods or other process or system is ready to perform in accordance with the requirements of the Contract, the cause of action accrues when such time of future performance actually begins.

30. CHILD LABOR:

The Contractor represents and warrants that neither it, its parent entities (if any), nor any of the Contractor's subsidiary or affiliated entities (if any) is engaged in any practice inconsistent with the rights set forth in the Convention on the Rights of the Child, including Article 32 thereof, which, inter alia, requires that a child shall be protected from performing any work that is likely to be hazardous or to interfere with the child's education, or to be harmful to the child's health or physical, mental, spiritual, moral, or social development. The Contractor acknowledges and agrees that the provisions hereof constitute an essential term of the Contract and that any breach of this representation and warranty shall entitle the United Nations to terminate the Contract immediately upon notice to the Contractor, without any liability for termination charges or any other liability of any kind.

31. MINES:

The Contractor warrants and represents that neither it, its parent entities (if any), nor any of the Contractor's subsidiaries or affiliated entities (if any) is engaged in the sale or manufacture of anti-personnel mines or components utilized in the manufacture of anti-personnel mines. The term "Mines" means those devices defined in Article 2, Paragraphs 1, 4 and 5 of Protocol 11 annexed to the Convention on Prohibitions and Restrictions on the Use of Certain Conventional Weapons Which May Be Deemed to Be Excessively Injurious or to Have Indiscriminate Effects of 1980.

The Contractor acknowledges and agrees that the provisions hereof constitute an essential term of the Contract and that any breach of this representation and warranty shall entitle UNFPA to terminate the Contract immediately upon notice to the Contractor, without any liability for termination charges or any other liability of any kind.
32. SEXUAL EXPLOITATION:

32.1 The Contractor shall take all appropriate measures to prevent sexual exploitation or abuse of anyone by its employees or any other persons engaged and controlled by the Contractor to perform any services under the Contract. For these purposes, sexual activity with any person less than eighteen years of age, regardless of any laws relating to consent, shall constitute the sexual exploitation and abuse of such person. In addition, the Contractor shall refrain from, and shall take all reasonable and appropriate measures to prohibit its employees or other persons engaged and controlled by it from exchanging any money, goods, services, or other things of value, for sexual favours or activities, or from engaging any sexual activities that are exploitive or degrading to any person. The Contractor acknowledges and agrees that the provisions hereof constitute an essential term of the Contract and that any breach of these provisions shall entitle UNFPA to terminate the Contract immediately upon notice to the Contractor, without any liability for termination charges or any other liability of any kind.

32.2 UNFPA shall not apply the foregoing standard relating to age in any case in which the Contractor’s personnel or any other person who may be engaged by the Contractor to perform any services under the Contract is married to the person less than the age of eighteen years with whom sexual activity has occurred and in which such marriage is recognized as valid under the laws of the country of citizenship of such Contractor’s personnel or such other person who may be engaged by the Contractor to perform any services under the Contract.

33. ENVIRONMENTAL POLICY

UNFPA expects its Contractors to have an effective environmental policy and to comply with existing legislation and regulations regarding the protection of the environment. Contractors should wherever possible support a precautionary approach to environmental matters, undertake initiatives to promote greater environmental responsibility and encourage the diffusion of environmentally friendly technologies implementing sound life-cycle practices.
Appendix II Evaluation Framework
### Area of Inquiry | Key Questions and Sub-Question | Indicators | Means of Verification
--- | --- | --- | ---
1. Environment Scan | **1. What have been key developments in the programme’s environment that have affected its performance?**
1.1 What have been relevant key developments in the global, regional, and national environments since 2008?
1.2 What have been key changes in the UN and UNFPA environments?
1.3 What implications have these changes had for UNFPA’s effectiveness and relevance in relation to gender equality? | Types of documented changes and their implications for UNFPA’s work on gender equality. | **Document review:** Documents and websites relevant in view of global, regional and country level contextual developments.
**Interviews:** with key informants in UNFPA HQ, ROs, COs, and selected partners knowledgeable of the global context.

2. Results Achievement in Gender Equality and Human Rights | **2a To what extent have envisaged results (outcomes) for GE and HR as described in the UNFPA Strategic Plan 2008-2011 been achieved in the reviewed regions?**
2.1 To what extent have the selected UNFPA country and regional programs achieved their stated outputs under Goal 3?
2.2 What evidence is there for the country and regional level results having contributed to progress towards global outcomes under Goal 3?
2.3 What results have been achieved as a consequence of mainstreaming GE in the areas of population and development, and reproductive health (Goals 1 and 2)?
2.4 What, if any, have been unexpected results (positive/negative) to which UNFPA’s programming efforts have contributed? (E.g. in relation to MDG achievement, UN coordination, national/regional level changes.) | Results and indicators as outlined in UNFPA Strategic Plan as well as in regional/country level workplans and results frameworks
Documented/confirmed examples of positive achievements/results at country and regional levels. | **Consultations** with UNFPA staff and stakeholders at the country and regional levels and at HQ.
**Document review:** Global, regional and country level annual planning documents, annual and other progress reports, external evaluations, monitoring documents, products/publications.
**Observations** during site visits.
The review of results achievement will focus on progress and results in the four countries selected for site visits. This will be supplemented by desk review and selected interviews/email consultations related to UNFPA’s work in up to six additional countries in the two regions and with consultations at the regional level.

2b To what extent are envisaged GE results likely to be achieved by the end of the SP? | 2.5 What evidence is there to suggest that work at the country and regional levels is contributing to the GE objectives as outlined in the SP being achieved by 2013? | Results and indicators as outlined in UNFPA Strategic Plan.
Stakeholder perceptions of existing potential for further change. |
<table>
<thead>
<tr>
<th>Area of Inquiry</th>
<th>Key Questions and Sub-Question</th>
<th>Indicators</th>
<th>Means of Verification</th>
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| 3. Effectiveness of UNFPA’s Integrated Programming Approach                      | 3. To what extent has UNFPA’s commitment to an approach that integrates gender mainstreaming, a human rights based approach, and culturally sensitive approaches contributed to progress towards SP Goals and outcomes?  
3.1 How has UNFPA’s commitment to integrating the three approaches translated into actual programming on the ground?  
3.2 How has this contributed or led to results achievement in relation to gender equality and human rights?  
3.3 What challenges has UNFPA faced in relation to applying the integration of the three approaches?                                                                                     | Documented examples of application of integrating the three approaches and related effects. Stakeholder (staff and partner) perceptions of benefits/challenges of the concept.                                                                                       | Document review: UNFPA Strategic Plan and other corporate documents (e.g. framework on gender mainstreaming and women’s empowerment) providing definitions and practical advice on how to operationalize the integrated approach.  
Consultations with UNFPA staff in HQ, ROs and Cos. Consultations with programme stakeholders at the regional and country level.                                                                 |
| 4. Strategic Plan Goal 3 Results Logic                                           | 4. How appropriate and useful is the Goal 3 Results Chain?  
4.1 Is there an evident logical link between the Goal statement, the related outcomes, outputs and indicators?  
4.2 What Theory of Change (explicit or implicit) is underlying the results logic? Is this theory plausible?  
4.3 Are the results and indicators suitable for providing UNFPA (at different organizational levels) with the type of information needed for planning, accountability, and internal learning? | Evidence of internal logic of results chain. Evidence of usefulness and appropriateness of results chain including indicators for UNFPA’s planning, accountability and learning purposes. | Document and database review: SP development and management results frameworks, Atlas system. Annual and other progress reports.  
Consultations with UNFPA staff at HQ and in ROs and COs. |
| 5. Organizational Structures and Relationships                                   | 5. How have organizational arrangements and relationships between HQ, Regions and COs supported or hindered UNFPA’s performance in relation to gender equality and human rights?  
5.1 What roles do HQ, ROs and COs have respectively in view of achieving GE and HR related objectives?  
5.2 Are these roles and their inter-relationship clearly defined and agreed upon?  
5.3 How appropriate have resource allocations for GE related work been?  
5.4 What do staff members at different organizational levels see as the key strengths and areas for improvement in view of organizational arrangements and relationships? | TORs for different organizational units and positions. Staff perceptions of strengths and weaknesses of current organizational arrangements and relationships. Resource allocations for work under Goal 3 and related to gender mainstreaming. | Consultations with UNFPA staff at HQ, ROs and COs, as well as with members of the Executive Board.  
Document review: Relevant UNFPA documents outlining its organizational structure, arrangements, roles and responsibilities, resources, and changes to any of these. |
### Area of Inquiry | Key Questions and Sub-Question | Indicators | Means of Verification |
|---------------------|-------------------------------|------------|---------------------|
| 6. Lessons Learned and Recommendations | **6a What have been key lessons learned that can inform future UNFPA programming at country, regional and global levels?**  
6.1 What have been the key lessons learned regarding results achievement/performance under Goal 3?  
6.2 What have been the key lessons learned in view of the results logic and indicators?  
6.3 What have been the key lessons learned in view of UNFPA’s commitment to an integrated programming approach?  
6.4 What have been key lessons learned in relation to organizational arrangements and relationships? | Analysis of above | Analysis of data and observations/findings generated in relation to previous questions. |
| 6b **What recommendations derive from the evaluation?**  
6.5 What are key recommendations to inform UNFPA’s programming under Goal 3 and its gender mainstreaming work?  
6.6 What are key lessons and/or recommendations that can inform the 2011 phase of the evaluation, which will review an additional three regions? | Analysis of above | Analysis of data and observations/findings generated in relation to previous questions. |
Appendix III  Consulted Stakeholders
Individuals marked with a ‘*’ are members of the Evaluation advisory group.

<table>
<thead>
<tr>
<th>Name</th>
<th>Position/Organization</th>
<th>Method of Consultation</th>
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<tbody>
<tr>
<td><strong>UNFPA Headquarters NY</strong>&lt;sup&gt;67&lt;/sup&gt;</td>
<td></td>
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</tr>
<tr>
<td>Lynn Collins</td>
<td>Technical Advisor, HIV/AIDS Branch</td>
<td>Interview</td>
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<tr>
<td>Henia Dakak</td>
<td>Technical Advisor, Humanitarian Response Branch</td>
<td>Interview</td>
</tr>
<tr>
<td>Pam Delargy</td>
<td>Advisor, Arab States Regional Office</td>
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<tr>
<td>Josiane Khoury</td>
<td>Technical Specialist, Arab States Regional Office</td>
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<tr>
<td>Eudoxia Aga</td>
<td>Operations Manager, Arab States Regional Office</td>
<td>Group Interview</td>
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<tr>
<td>Upala Devi</td>
<td>GBV Advisor, GHRCB</td>
<td>Phone Interview</td>
</tr>
<tr>
<td>Nafissatou Diop</td>
<td>FGM/C Technical Advisor, Coordinator or UNFPA/UNICEF Joint Program on FGM/C, GHRCB</td>
<td>Interview</td>
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<tr>
<td>Rune Froseth</td>
<td>Chief, Environmental Scanning &amp; Planning Branch</td>
<td>Group Interview</td>
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<tr>
<td>Farah Usmani</td>
<td>ESPB</td>
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<tr>
<td>Linda Haddad</td>
<td>Gender Consultant, GHRCB</td>
<td>Interview</td>
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<tr>
<td>Azza Karam</td>
<td>Culture Advisor</td>
<td>Interview</td>
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<tr>
<td>Charles Katende*</td>
<td>Technical Advisor/Evaluation Officer, ESPB</td>
<td>Interview</td>
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<tr>
<td>Laura Laski</td>
<td>Chief, Sexual and Reproductive Health Branch</td>
<td>Interview</td>
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<tr>
<td>Edilberto Loaiza*</td>
<td>M&amp;E Advisor</td>
<td>Interview</td>
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<tr>
<td>Luz Melo</td>
<td>Human Rights Advisor</td>
<td>Interview</td>
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<tr>
<td>Gayle Nelson*</td>
<td>Gender Advisor, GHRCB</td>
<td>Interview</td>
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<tr>
<td>Mary Otieno</td>
<td>Technical Advisor, HIV/AIDS Branch- Youth programme</td>
<td>Interview</td>
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<tr>
<td>Sylvia Wong</td>
<td>Technical Specialist, HIV/AIDS Branch- Youth programme</td>
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<tr>
<td>Ann Pawliczko</td>
<td>Technical Advisor, Population and Development Branch</td>
<td>Interview</td>
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<tr>
<td>Leyla Sharafi</td>
<td>Gender Specialist, GHRCB</td>
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<tr>
<td>Aminata Touré*</td>
<td>Chief, Gender Human Rights and Culture Branch (GHRCB)</td>
<td>Interview</td>
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**Stakeholders consulted during site visits**

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<tr>
<th>Name</th>
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<tbody>
<tr>
<td><strong>Arab States Regional Office</strong></td>
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<tr>
<td>Delia Barcelona*</td>
<td>Deputy Director</td>
<td>Interview</td>
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<tr>
<td>Kaori Ishikawa</td>
<td>Programme Specialist for Gender and Partnerships</td>
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<tr>
<td>Roy Thompson</td>
<td>M &amp; E Advisor</td>
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<tr>
<td>Mattiu xx</td>
<td>Humanitarian Specialist</td>
<td>Interview</td>
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<tr>
<td>Imed Zouari</td>
<td>Projects Coordinator</td>
<td>Interview</td>
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**Egypt**

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<tr>
<th>Name</th>
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<th>Method of Consultation</th>
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<tbody>
<tr>
<td>Dr. Hossam Abbas</td>
<td>Ministry of Health and Population (MOHP)</td>
<td>Interview</td>
</tr>
<tr>
<td>Ms. Nehad Abul Komsan</td>
<td>Egyptian Center for Women’s Rights (ECWR)</td>
<td>Interview</td>
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<tr>
<td>Dr. Moataz Bellah,</td>
<td>National Council for Human Rights</td>
<td>Interview</td>
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<sup>67</sup> In alphabetical order per section.
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<tr>
<th>Name</th>
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<tbody>
<tr>
<td>Dr. Ziad Rifai</td>
<td>UNFPA Country Representative</td>
<td>Interview</td>
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<tr>
<td>Germaine Haddad</td>
<td>GE Focal Point</td>
<td>Phone interview</td>
</tr>
<tr>
<td>Dr. Magdy Khaled</td>
<td>UNFPA Assistant Representative for RH</td>
<td>Interview</td>
</tr>
<tr>
<td>Ms. Mona Moustafa</td>
<td>UNFPA Population Program Officer</td>
<td>Interview</td>
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<tr>
<td>Ms. Maya Morsi,</td>
<td>UNIFEM Coordinator</td>
<td>Interview</td>
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</table>
| H.E Minister Moushira Khattab | Minister of State for Family and Population  
Dr. Azza El Ashmawy          | Director of Adolescent Health Program with the National Council for Childhood and Motherhood (NCCM) Project | Interview              |
<p>| Hassan Nabih                | Advisor to the Ministry of Health                                                      | Interview              |
| Dr. Magued Osman            | Head of Information, Decision support Center                                           | Interview              |
| Dr. Gamal Serour            | Head of Islamic Center)                                                                | Interview              |
| Ms. Dawlat Shaarawy         | UNFPA M&amp;E Focal Point                                                                  | Interview              |
| Ms. Ghada Sherif, NCW       | National Council for Women                                                             | Interview              |
| Ms. Reda Shoukry,           | SHEHAB (Project for supporting sex workers)                                            | Interview              |
| Yemen                       |                                                                                       |                        |
| Himyar Abdel Moghni         | Population Development and Gender Assistant Representative                            | Interview              |
| Kais Al Abhar               | Monitoring and Evaluation Officer                                                      | Interview              |
| Huda Alban                  | Minister of Human Rights                                                               | Interview              |
| Amal Al Basha               | Director Sister Arab Forum                                                             | Interview              |
| Ramzia Aleyani              | Chairperson Yemini Women’s Union                                                      | Interview              |
| Hanan Al Fazae              | Population Development Coordinator (PSU)                                               | Interview              |
| Mona Al Hajj                | UNHCR Gender Officer                                                                   | Interview              |
| Rashida Al Hamdani          | Chairperson National Women’s committee                                                | Interview              |
| Rashida Al Nussaary         | Head of Gender Unit, Ministry of Social Solidarity                                     | Interview              |
| Mona Almudhwahi             | WHO Program Officer                                                                    | Interview              |
| Shawki Al Qathi             | Parliament Member                                                                      | Interview              |
| Amat Alrazaq Humd           | Minister of Social Solidarity                                                          | Interview              |
| Iman Al-Tawqi               | Gender Coordinator (PSU)                                                               | Interview              |
| Waleed Bahroon              | UNDP Program Officer                                                                   | Interview              |
| Suha Bashreen               | Gender Focal Point, OXFAM                                                               | Interview              |
| Elvira Ganter               | Head of Gender Program, GTZ                                                            | Interview              |
| Hamoud Al Hitar             | Minister of Endowment                                                                  | Interview              |
| Teresita Mosquera           | WFP Gender Officer                                                                      | Interview              |
| Željka Mudrovic              | UNFPA Deputy Representative                                                            | Phone Interview        |
| Bahria Shamsheer            | Gender Program Coordinator, GTZ                                                         | Interview              |
| Ahlam Sofan                 | Emergency Focal Point                                                                  | Interview              |</p>
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<tr>
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<tr>
<td>Marc Vandenberghe</td>
<td>UNFPA Country Representative</td>
<td>Interview</td>
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<td><strong>Africa Regional &amp; JHB Sub Regional Office</strong></td>
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<tr>
<td>Reginald Chima</td>
<td>M&amp;E Regional Advisor</td>
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<tr>
<td>Peter Chen</td>
<td>Coordinator of the Regional Program</td>
<td>Interview</td>
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<tr>
<td>Miriam Jato</td>
<td>Gender Technical Advisor</td>
<td>Interview</td>
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<tr>
<td>Lina Mousa*</td>
<td>Regional Office, Deputy Director</td>
<td>Interview</td>
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<tr>
<td>Benson Morak</td>
<td>Consultant Regional Program Midterm Review</td>
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<tr>
<td>Wangoi Njau</td>
<td>Program Officer-Oversight</td>
<td>Interview</td>
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<tr>
<td>Siti Batoul Oussein,</td>
<td>Humanitarian Programme Coordinator</td>
<td>Interview</td>
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<tr>
<td>Richmond Tiemoko,</td>
<td>Programme advisor population and development</td>
<td>Interview</td>
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<tr>
<td>Seynabou Tall</td>
<td>Gender Advisor, Sub Regional Office Johannesburg</td>
<td>Interview</td>
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<tr>
<td><strong>Mali</strong></td>
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<tr>
<td>Saliky Coulibaly</td>
<td>Staff member in charge of monitoring and evaluation , National programme of the fight against female genital cutting (PNLE)</td>
<td>Interview</td>
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<tr>
<td>Josephine Keita</td>
<td>Director of the National Programme of the Fight against female genital cutting</td>
<td>Interview</td>
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<tr>
<td>Haidara Bernadette</td>
<td>Staff member in charge of information, education and communication</td>
<td>Interview</td>
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<tr>
<td>Makane Kane</td>
<td>Country representative</td>
<td>Interview</td>
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<tr>
<td>Madam Rachelle Mian Djangone</td>
<td>Country Programme , Director, UNIFEM</td>
<td>Interview</td>
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<tr>
<td>Dandara Touré</td>
<td>National Director for the Promotion of Women.</td>
<td>Interview</td>
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<tr>
<td>Lamine Boubacar Traoré</td>
<td>UNFPA Gender Focal Point</td>
<td>Interview</td>
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<tr>
<td>Ly Rokiatou Traoré</td>
<td>Program officer adolescent reproductive health</td>
<td>Interview</td>
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<tr>
<td>Mariam Sissoko</td>
<td>Program officer Reproductive health</td>
<td>Interview</td>
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<tr>
<td><strong>Rwanda</strong></td>
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<td>Victoria Akyeampong</td>
<td>UNFPA Country representative</td>
<td>Interview</td>
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<td>Hide Deman</td>
<td>Programme Analyst Gender and Human Rights</td>
<td>Interview</td>
</tr>
<tr>
<td>Maja Fagerlunng</td>
<td>Gender and child protection UNICEF</td>
<td>Interview</td>
</tr>
<tr>
<td>Cheikh Fall</td>
<td>UNFPA Deputy country representative</td>
<td>Interview</td>
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<tr>
<td>Beatrice Gakuba</td>
<td>CEO Rwanda Flora</td>
<td>Interview</td>
</tr>
<tr>
<td>Beninya Izabiriza,</td>
<td>National executive Secretary, Profemme Twese Hamwe</td>
<td>Interview</td>
</tr>
<tr>
<td>Emma Marie Bugingo</td>
<td>Gender and human rights advisor, Profemme</td>
<td>Interview</td>
</tr>
<tr>
<td>François Kalisa,</td>
<td>Directeur general, Ministry for gender and family promotion</td>
<td>Interview</td>
</tr>
<tr>
<td>Adeline Gadand</td>
<td>M&amp;E officer for UNFPA project in the Ministry for gender</td>
<td>Interview</td>
</tr>
<tr>
<td>Donnah Kamashazi Gasana</td>
<td>Programme specialist , UNIFEM</td>
<td>Interview</td>
</tr>
<tr>
<td>Alphonsibe Mukandimda</td>
<td>GBV One stop center</td>
<td>Interview</td>
</tr>
<tr>
<td>Dr Agnes Nitanyurwa</td>
<td>Assistant representative, Population and Development , UNFPA</td>
<td>Interview</td>
</tr>
<tr>
<td>Name</td>
<td>Position/Organization</td>
<td>Method of Consultation</td>
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<tr>
<td>Toril Pedersen</td>
<td>Programme Analyst Gender and Human Rights</td>
<td>Interview</td>
</tr>
</tbody>
</table>
| Cyrille Turatsinze, Gasinzigwa Oda | Chief Monitor Gender  
  Gender monitoring officer | Interview                                  |
| Christin Tuyisenge             | Executive Secretary of National Women Council               | Interview                                  |
| Xx                            | PAM                                                        | Interview                                  |
| **UNFPA staff in countries not visited** |                                                                |                                            |
| Laila Hamili                  | Former gender program officer, UNFPA Morocco               | Email consultation                         |
| Mireille Ikoli                | Gender Programme Officer UNFPA DRC                         | Phone interview and Email consultation      |
| Christine Mwanukuzi-Kwayu     | Gender Programme Officers UNFPA Tanzania                    | Phone interview and Email consultation      |
| Anna Holmstrom                |                                                            |                                            |
| Shible Sahbani                | UNFPA Morocco                                              | Phone interview                            |
| Ziad Yaish                    | Assistant Representative UNFPA Occupied Palestinian Territories  
  National Program Officers for Gender and Population & Development, OPT | Phone interview                            |
| Sana Asi                      |                                                            |                                            |
| **Other relevant UNFPA partners** |                                                            |                                            |
| Raquel Lagunas                | UNDP Gender Team, New York                                  | Interview                                  |
| Joanna Sandler                | Deputy Director Programmes – UNIFEM, New York               | Phone interview                            |
| Dan Seymour                   | Chief of UNICEF Gender and Rights Unit, New York            | Interview                                  |

Additional members of the Evaluation Advisory Group: Monica Clesca, Sonia Heckadon, Yanming Lin, Regional Desk Advisors for Africa, Latin America Caribbean, and Asia Pacific respectively.
Appendix IV  Documents and Document Review Frameworks
Corporate Level Documents


“Brief Note to UNFPA Staff on the New Gender Identity.” UNFPA 2009.


“The End is in Sight Moving Toward the Abandonment of Female Genital Mutilation/Cutting.” UNFPA/UNICEF 2009.


UNFPA Thematic Documents with focus on Gender Equality and Human Rights


“Key Messages and Q&A on HIV and AIDS Prepared for the XVIII International AIDS Conference.” UNFPA July 2010.


Executive Board Documents


TORs


“Information and External Relations Division TORs.” UNFPA December 2007.


“Programme Division TORs.” UNFPA December 2007.


Previous UNFPA Capacity Assessment Reports


Regional and Country Level Documents

Arab States

“Gender Mapping in Arab States.” Arab States Regional Office (ASRO), October 2010.

“Mid-Term Review Regional Programme 2008-2011 Regional Office for Arab States (ASRO).” June 2010.
**Egypt**


**Morocco**


**Occupied Palestinian Territories**

“Highlights on Recent Reports on the Situation in the Occupied Palestinian Territory.” UN Office for the Coordination of Humanitarian Affairs October 2008.


**Yemen**


“CEDAW Committee Recommendations.” Women’s National Committee/CEDAW 1 July 2008.


“Gender-Based Violence Referral Path in Amran.” GBV Sub-cluster GenCap and UNFPA March 2010.


“The Seventh National CEDAW Report.”


“UNDAF Outcome 2 (Gender) Indicators.” UNDAF 2009.


**Africa Region**


“Africa Regional Programme Indicators.” UNFPA date unknown.

**Regional**


“Africa Regional Programme Gender Outcomes and Outputs 2008-2011.”


**Democratic Republic of Congo**


“CPAP 2008-2012.”


**Ghana**


**Liberia**

“Country Profile Information Liberia.” UNFPA July 2010.

**Mali**


Sierra Leone
“Country Profile Information Sierra Leone.” UNFPA July 2010.

Rwanda
“Analysis of the result chains of the different planning documents: Rwanda country office.” UNFPA
“Gender Advocacy and Human Rights Annual Workplan.” UNFPA
“Handing over Chair of DPG GE from UNFPA to Irish Aid July 2010.” UNFPA July 2010.

Tanzania

Other countries in Africa and Arab States Regions
Narrative sections of 2009 Country Office Annual Reports pertaining to Goal 3 and related outcomes for all countries in the two regions.

Websites
UNFPA corporate website http://www.unfpa.org and various sub-sites.

Other visited sites are named in the report text.
### Document Review Frameworks

#### I) Evidence of Progress towards Results (SP Goal 3 and related Outcomes)

<table>
<thead>
<tr>
<th>Outcomes and Indicators</th>
<th>Outputs (Example: Africa Region)</th>
<th>Source &amp; Evidence</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Outcome 1:</strong> Gender Equality and the human rights of women and adolescent girls, particularly their reproductive rights, integrated in national policies, development frameworks and laws.</td>
<td><strong>Output 1.1:</strong> Increased advocacy and partnerships with regional (African Women's Development and Communications Network-FEMNET, SWAA, CAFS) institutions, CSOs, NGOs and other partners for the integration of gender equality and the RRs of women and young girls in policies, development frameworks and laws.</td>
<td></td>
</tr>
<tr>
<td><strong>Indicators (Africa Region)</strong></td>
<td><strong>Output 1.2:</strong> Increased partnerships with regional and sub-regional institutions and UN partners, especially UNIFEM, to improve knowledge and skills for gender budgeting</td>
<td></td>
</tr>
<tr>
<td></td>
<td>A Increased number of laws that incorporate reproductive rights of women and adolescent girls, including in emergency and post emergency contexts.</td>
<td></td>
</tr>
<tr>
<td></td>
<td>B Number of countries that implement/enforce policies and laws in line with the SC Resolution 1325 in conflict and post conflict.</td>
<td></td>
</tr>
<tr>
<td></td>
<td>C Reproductive rights are incorporated in CEDAW and related protocols reporting.</td>
<td></td>
</tr>
<tr>
<td><strong>Outcome 2:</strong> Gender equality, reproductive rights and the empowerment of women and adolescent girls promoted through an enabling socio-cultural environment that is conducive to male participation and the elimination of harmful practices.</td>
<td><strong>Output 2.1:</strong> Increased partnerships at regional and sub-regional levels to scale up community based programming for the prevention of FGM/FGC, child marriages and other harmful practices.</td>
<td></td>
</tr>
<tr>
<td><strong>Indicators</strong></td>
<td><strong>Output 2.2:</strong> Enhanced capacity of BCC partners regional, sub-regional and national partners for evidence-based culturally sensitive programming</td>
<td></td>
</tr>
<tr>
<td></td>
<td>A Female genital mutilation/cutting prevalence rate.</td>
<td></td>
</tr>
<tr>
<td></td>
<td>B Percentage of women who decide alone or jointly with their husbands/partners/others about their own healthcare.</td>
<td></td>
</tr>
<tr>
<td><strong>Outcome 3:</strong> Human rights protection systems (including national human rights councils, ombudspersons, and conflict-resolution mechanisms) and participatory mechanisms are strengthened to protect reproductive rights of women and adolescent girls, including the right to be free from violence.</td>
<td><strong>Output 3.1:</strong> Strengthened capacity of regional and sub-regional institutions (Women in Law and Development in Africa-WILDAF) and national partners on rights-based approach to programming.</td>
<td></td>
</tr>
<tr>
<td></td>
<td><strong>Output 2.3:</strong> Strengthened partnerships with regional, sub-regional and national institutions, including NGOs (FEMNET, SWAA) and South-South partners for increased programming on male participation for the prevention of HIV/AIDS and GBV and the promotion of the RRs of women and girls.</td>
<td></td>
</tr>
<tr>
<td>Outcomes and Indicators</td>
<td>Outputs (Example: Africa Region)</td>
<td>Source &amp; Evidence</td>
</tr>
<tr>
<td>-------------------------</td>
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<td>-------------------</td>
</tr>
<tr>
<td><strong>Indicators</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>A Proportion of countries with reproductive rights incorporated in national human rights protection system.</td>
<td><strong>Output 3.2:</strong> Strengthen capacity of regional, sub-regional and national human rights protection systems (national human rights institutions, police, judiciary, army, etc.), including African Human Rights System (particularly the African Commission on Human and People’s Rights) for increased integration of reproductive rights and gender equality in (human rights protection system) policies and programmes.</td>
<td></td>
</tr>
<tr>
<td>B Number of countries with civil society partnerships actively promoting inclusion of reproductive health, gender equality, women and girls' empowerment and reproductive rights in human rights protection system.</td>
<td></td>
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<tr>
<td><strong>Outcome 4:</strong> Responses to gender based violence, particularly domestic and sexual violence, expanded through improved policies, protection systems, legal enforcement and sexual and reproductive health and HIV-prevention services, including in emergency and post-emergency situations.</td>
<td><strong>Output 4.1:</strong> Strengthened capacity of regional institutions, CSO networks and national partners for comprehensive GBV programming, including research, resource mobilization and GBV in conflict and post conflict situations.</td>
<td></td>
</tr>
<tr>
<td><strong>Indicators</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>A National and sub-national mechanisms in place to monitor and reduce gender-based violence</td>
<td>Output 4.2: Increased advocacy of regional and national institutions and networks for increased representation of women in conflict prevention, management, and resolution, including peace building decision-making processes (Resolution 1325).</td>
<td></td>
</tr>
<tr>
<td>B Proportion of countries that include gender based violence in pre- and in-service training of health service providers.</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
## II) Region/Country Specific alignment with Evaluation Questions & Indicators

<table>
<thead>
<tr>
<th>Key Questions and Sub-Question</th>
<th>Indicators</th>
<th>Sources and Evidence</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>1. Programme context</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1.1 What have been relevant key developments in the global, regional, and national contexts since 2008?</td>
<td>Types of documented changes and their implications for UNFPA’s work on gender equality.</td>
<td></td>
</tr>
<tr>
<td>1.2 What have been key changes in the UN and UNFPA contexts?</td>
<td></td>
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<tr>
<td>1.3 What implications have these changes had for UNFPA’s effectiveness and relevance in relation to gender equality?</td>
<td></td>
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</tr>
<tr>
<td><strong>2. Results Achievement</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2.1 To what extent have the selected UNFPA country and regional programs achieved their stated outputs under goal 3?</td>
<td>Results and indicators as outlined in its Strategic Plan as well as in regional/country level workplans and results frameworks</td>
<td>Documented/confirmed examples of positive achievements/results at country and regional levels.</td>
</tr>
<tr>
<td>2.2 What evidence is there for the country and regional level results having contributed to progress towards global outcomes under goal 3?</td>
<td></td>
<td></td>
</tr>
<tr>
<td>2.3 What results have been achieved as a consequence of mainstreaming GE in the areas of population and development, and reproductive health (Goals 1 and 2)?</td>
<td></td>
<td></td>
</tr>
<tr>
<td>2.4 What, if any, have been unexpected results (positive/negative) to which UNFPA’s programming efforts have contributed? (E.g. in relation to MDG achievement, UN coordination, national/regional level changes.)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>2.5 What evidence is there to suggest that work at the country and regional levels is contributing to the GE objectives as outlined in the SP being achieved by 2013?</td>
<td>Results and indicators as outlined in UNFPA Strategic Plan. Stakeholder perceptions of existing potential for further change.</td>
<td></td>
</tr>
<tr>
<td><strong>3. Integrated Approach</strong></td>
<td></td>
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</tr>
<tr>
<td>3.1 How has UNFPA’s commitment to an integrated approach translated into actual programming on the ground?</td>
<td>Documented examples of application of integrated approach and its effects.</td>
<td>Stakeholder (staff and partner) perceptions of benefits/challenges of the approach.</td>
</tr>
<tr>
<td>3.2 How has this contributed or led to results achievement in relation to gender equality and human rights?</td>
<td></td>
<td></td>
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<tr>
<td>3.3 What challenges has UNFPA faced in relation to applying the integrated approach?</td>
<td></td>
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<tr>
<td><strong>4. Goal 3 Results Chain (NA @ country level)</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Key Questions and Sub-Question</td>
<td>Indicators</td>
<td>Sources and Evidence</td>
</tr>
<tr>
<td>-------------------------------</td>
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</tr>
<tr>
<td>5. Organizational arrangements and relationships</td>
<td></td>
<td></td>
</tr>
<tr>
<td>5.1 What roles do HQ, ROs and COs have respectively in view of achieving GE and HR related objectives?</td>
<td>TORs for different organizational units and positions.</td>
<td></td>
</tr>
<tr>
<td>5.2 Are these roles and their inter-relationship clearly defined and agreed upon?</td>
<td>Staff perceptions of strengths and weaknesses of current organizational arrangements and relationships.</td>
<td></td>
</tr>
<tr>
<td>5.3 What do staff members at different organizational levels see as the key strengths and areas for improvement in view of organizational arrangements and relationships?</td>
<td>Resource allocation for GE and mainstreaming.</td>
<td></td>
</tr>
<tr>
<td>5.4 To what extent have resource allocations for work under Goal 3 and for Gender mainstreaming been appropriate?</td>
<td>Staff perceptions of appropriateness of resource allocation.</td>
<td></td>
</tr>
<tr>
<td>6. Lessons learned and Recommendations</td>
<td></td>
<td></td>
</tr>
<tr>
<td>6.1 What have been the key lessons learned regarding results achievement/performance under goal 3?</td>
<td>Analysis of above</td>
<td></td>
</tr>
<tr>
<td>6.2 What have been the key lessons learned in view of the results logic and indicators?</td>
<td></td>
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<tr>
<td>6.3 What have been the key lessons learned in view of UNFPA’s commitment to an integrated programming approach?</td>
<td>Analysis of above</td>
<td></td>
</tr>
<tr>
<td>6.4 What have been key lessons learned in relation to organizational arrangements and relationships?</td>
<td></td>
<td></td>
</tr>
<tr>
<td>6.5 What are key recommendations to inform UNFPA’s programming under goal 3 and its gender mainstreaming work?</td>
<td></td>
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<tr>
<td>6.6 What are key lessons and/or recommendations that can inform the 2011 phase of the evaluation?</td>
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</tbody>
</table>
Appendix V  UNFPA Organizational Units and their (explicit and implicit) GE responsibilities
Based on: Terms of Reference for UNFPA Units, 2007

<table>
<thead>
<tr>
<th>Division/Branch</th>
<th>Selected Responsibilities</th>
</tr>
</thead>
</table>
| **Technical Division**  
Gender, Human Rights and Culture Branch (GHRCB) | • Generating evidence base and policy and programmatic guidance of the nexus of gender, human rights and culture  
• Supporting the mainstreaming of culturally sensitive programming, gender equality and human rights in national policies and programmes  
• Supporting evidence-based advocacy to strengthen political and community ownership for gender equality  
• Providing knowledge and guidance for program support for gender/cultural sensitive approaches and human rights based approaches throughout the Fund  
• Working within UN processes and inter agency initiatives, inter faith constituencies and civil society organizations to further the same principles |
| Sexual and Reproductive Health Branch (SRHB); HIV/AIDS Branch (HIB); Reproductive Health Commodity Security Branch (RHCSB), Population and Development Branch (PDB) | Branches are expected to identify and address Gender equality dimensions in all their respective areas of work. This includes, but is not limited to:  
• Integrating gender and human rights into SRH  
• Addressing the feminization of the HIV epidemic and links between GBV and HIV/AIDS  
• Generating an evidence base and guidance for policy dialogue and incorporation of gender and human rights perspectives in MDGs, SWAps, PRSPs and other national development processes  
• Articulating inter-linkages between population dynamics, reproductive health, HIV, gender and poverty reduction |
| **Programme Division**  
Environmental Scanning and Planning Branch (ESPB), Programme Support and Regional Desks Branch (PSRDB), Humanitarian Response Branch (HRB) | Guiding the organization to achieve its vision and strategic direction. This includes:  
• Developing the strategic plan and monitoring and reporting on its implementation (including on results achievement in relation to GE)  
• Developing and sharing standards for results based management (RBM) and providing guidance for the implementation of an RBM approach.  
• guiding the development of UNFPA policy and strategy on emergency preparedness, humanitarian response and recovery, and ensuring that the programming, monitoring and reporting processes are consistent with the policy  
• Placing the ICPD agenda (and thus gender equality concerns) into the emergency preparedness, crisis response and recovery agendas of partners |
| **Information and External Relations Division (IERD)**  
Media and Communications Branch (MCB), Executive Board/External Relations (EBERB)  
Resource Mobilization Branch (RMB) | • Promote the ICPD agenda and UNFPA positions/policies (including GE as an explicit part of UNFPA’s mandate)  
• Accurately reflect UNFPA’s position and work on GE related issues in media relations and public information materials such as the SWOP and the Annual Report  
• Establishing standards and systems to facilitate knowledge sharing (implied: including on GE/Gender Mainstreaming) at all levels of the organization |

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68 Including in relation to gender equality.

69 This creates the potential for ensuring that results planning, monitoring and reporting incorporates gender dimensions.
<table>
<thead>
<tr>
<th>Division/Branch</th>
<th>Selected Responsibilities</th>
</tr>
</thead>
</table>
| **Regional Offices**<sup>70</sup> | • Provide the strategic positioning of UNFPA and of the ICPD agenda at the regional level  
• Engage in strategic partnerships with networks of institutions, including intergovernmental bodies, within the region, ensuring that the ICPD agenda is an integral part of their strategies for assisting countries in the region to achieve the MDGs  
• Advocate for and participate in UN initiatives at the regional level, ensuring that the ICPD agenda is mainstreamed within the UN system in the region  
• Provide leadership, guidance, support, coordination and oversight to ensure effective and quality policy dialogue and programming at the country level  
• All ROs have at least one full time technical advisor responsible for GHRC who usually focuses on gender equality issues |
| **Country Offices** | • Strengthen the Country's capacity to implement the ICPD Programme of Action within the context of its national development efforts for the achievement of the MDGs  
• Assist the program country to achieve its own population and development goals, clarify how gender equality is linked to both UNFPA’s mandate and existing national priorities, and build the required institutional capacity  
• Promote South-South cooperation for the achievement of ICPD goals  
• Mobilize and manage funds for ICPD-related humanitarian assistance  
• All COs have an assigned Focal Point for gender equality. Usually, GE is only one of several responsibilities of the respective staff member. In addition, some COs have dedicated Technical Advisors on Gender equality, Human Rights and Culture |

<sup>70</sup> Five Regional Offices cover the Africa, Asia and the Pacific, Latin America and the Caribbean, the Arab States, and Eastern Europe and Central Asia regions.
Appendix VI  Annotated Goal 3 Results Chain
## SP Goal 3 and related Outcomes

<table>
<thead>
<tr>
<th>Goal 3</th>
<th>Gender equality advanced and women and adolescent girls empowered to exercise their human rights, particularly their reproductive rights, and live free of discrimination and violence.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Indicators</td>
<td>Percentage of girls to boys in primary and secondary education, Ratio of girls to boys in primary and secondary education, Percentage of women aged 20–24 who were married or in union before age 18.</td>
</tr>
<tr>
<td>Analysis</td>
<td>Neither the goal statement nor any of the Outcomes address issue of girl education. It is unclear how the Outcomes can contribute to achievements that would be measurable under this indicator. At the same time some other indicators that are implied by the nature of the four Outcomes under this goal are not included, e.g., indicators relating to the advancement of Women’s Human Rights, particularly their RR and the right to live free of violence. Some of the current Outcome level indicators (e.g., prevalence rate of FGM/C) would be appropriate at this level.</td>
</tr>
</tbody>
</table>

### Outcome 1: Gender equality and the human rights of women and adolescent girls, particularly their reproductive rights, integrated in national policies, development frameworks and laws.

| Indicators | Proportion of countries that implement/enforce policies and laws in line with the United Nations Security Council Resolution 1325 on Women, Peace and Security in conflict and post conflict, Proportion of countries that have incorporate reproductive rights into the convention on the elimination of all forms of discrimination against women (CEDAW) reports. |
| Analysis | The Outcome statement does not indicate a change, e.g., an increase in the number of national policies, development frameworks and laws that integrate GE, or a change in the behaviour of duty bearers with regard to implementing these policies, frameworks etc. Question: should the Outcome statement go further to include the implementation of national policies? |

### Outcome 2: Gender equality, reproductive rights and the empowerment of women and adolescent girls promoted through an enabling socio-cultural environment that is conducive to male participation and the elimination of harmful practices.

<p>| Indicators | Proportion of countries that have developed or expanded provisions for GE and WHR/RR in national policies etc. with support from UNFPA, Proportion of countries that have developed or expanded provisions for GE and WHR/RR in national policies etc. with support from UNFPA. |
| Analysis | The Outcome statement is not dynamic, i.e., it does not indicate a change. The term socio-cultural environment is very broad. This can be a benefit as it can incorporate a large number of relevant socio-cultural changes, but it also poses a challenge in terms of pinning down specific changes. Further, an ‘enabling socio cultural environment’ describes, in our understanding, a set of supportive conditions for change. But in the Outcome statement this environment appears as an actor that promotes gender equality, reproductive rights and the empowerment of women and adolescent girls. |</p>
<table>
<thead>
<tr>
<th>SP Goal 3 and related Outcomes</th>
<th>Analysis</th>
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<tbody>
<tr>
<td>The phrase ‘that is conducive to male participation and the elimination of harmful practices’ qualifies the specific nature of the ‘enabling socio cultural environment. The conjunction with ‘and’ implies that male participation and the elimination of harmful practices are similar in relevance and nature. However, in our understanding, while the elimination of harmful practices describes an envisaged type of change, male participation is a strategy or approach to further and/or consolidate social change.</td>
<td></td>
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<tr>
<td>Questions:</td>
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<tr>
<td>Does the notion of harmful practices overlap with the concept of GBV and thus with outcome 4? Do harmful practices specifically mean FGM/C, or does it go beyond?</td>
<td></td>
</tr>
<tr>
<td>What is the actual change that the Outcome is trying to address? Changes in the socio-cultural environment (for what?) The elimination of harmful socio-cultural practices? An increase in the number of women able to make their own decisions about their healthcare/reproductive health?</td>
<td></td>
</tr>
<tr>
<td>Indicators</td>
<td>Can UNFPA be accountable or even claim significant contribution to changes at this high a level? (FGM/C prevalence rate). Would it be more appropriate to measure, for example, the number of communities that have abandoned FGM/C or the number of countries in which communities have done so? Neither indicator measures changes to the socio-cultural environment but potential effects of such changes (proxy indicators). This is not necessarily a problem, but implies that the Outcome statement may not be precise enough in terms of what specific change it addresses. It is not fully clear how the second Indicator relates to the Outcome statement.</td>
</tr>
<tr>
<td>Female genital mutilation/cutting (FGM/C) prevalence rate</td>
<td></td>
</tr>
<tr>
<td>Percentage of women who decide alone or jointly with their husbands/partners/others about their own healthcare</td>
<td></td>
</tr>
<tr>
<td>Outcome 3: Human rights protection systems (including national human rights councils, ombudspersons, and conflict-resolution mechanisms) and participatory mechanisms are strengthened to protect reproductive rights of women and adolescent girls, including the right to be free from violence.</td>
<td>This outcome does describe an intended change. This change is rather broadly defined and it is not fully clear what ‘strengthened’ refers to and what the intended unit of change is. Does ‘human rights protection systems’ refer to specific institutions/organizations and their respective capacity? Or does it refer to broader systems that are made up by several different institutions in each country? What does ‘participatory mechanisms’ refer to? What is their relationship with HR protection systems? Does the outcome actually combine two different results, one related to the capacity of key (state) institutions/organizations and the other related to the ability of CSOs to participate in Human Rights discussions relevant to protecting the RR of women and girls? Does ‘strengthening’ refer to enhancing institutional or system capacity? If so, what does ‘capacity’ mean? (Individual capabilities, organizational competencies, overall system capacity including factors affecting the respective institutions like the political and socio-cultural context?) To what extent does the reference to the right to be free from violence constitute an overlap with Outcome 4?</td>
</tr>
<tr>
<td>Indicators</td>
<td>Due to the broad term ‘HR protection system’ (see above) it is unclear what this indicator measures: changes in the operational frameworks/policies of specific institutions/organizations tasked with HR protection? Other? There is no indicator to measure changes in strengthening ‘participatory mechanisms’.</td>
</tr>
<tr>
<td>Proportion of countries with reproductive rights incorporated in national human rights protection system</td>
<td></td>
</tr>
</tbody>
</table>
**SP Goal 3 and related Outcomes**

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<thead>
<tr>
<th><strong>Outcome 4:</strong> Responses to gender based violence, particularly domestic and sexual violence, expanded through improved policies, protection systems, legal enforcement and sexual and reproductive health and HIV-prevention services, including in emergency and post-emergency situations.</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Analysis</strong></td>
</tr>
<tr>
<td>There appears to be significant overlap with Outcomes 1 (reference to improved policies), Outcome 2 (harmful practices as one form of GBV) and Outcome 3 (reference to protection systems). This is the only Outcome that makes specific reference to emergency and post emergency settings.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Indicators</th>
</tr>
</thead>
<tbody>
<tr>
<td>Proportion of countries that have mechanisms in place to monitor and reduce gender-based violence</td>
</tr>
<tr>
<td>Proportion of countries that include gender based violence in pre- and in-service training of health service providers</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th><strong>Analysis</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td>The first indicator is rather broad, but this is not necessarily a problem as it allows for flexibility at regional and country levels to include a number of different mechanisms. Question whether ‘proportion of countries’ is meaningful information, or whether UNFPA had rather measure the number of new/improved mechanisms that are put in place to monitor and/or reduce GBV. (This may require two separate indicators).</td>
</tr>
</tbody>
</table>
Appendix VII  Country Program Results Frameworks
The table below summarizes excerpts from the eight country programs reviewed in more detail. They focus on the parts of their respective results frameworks that pertain to Gender Equality.

<table>
<thead>
<tr>
<th>Egypt(^{71})</th>
<th>Mali(^{72})</th>
<th>Rwanda(^{73})</th>
<th>Yemen(^{74})</th>
<th>DRC(^{75})</th>
<th>Morocco</th>
<th>Occupied Palestinian Territory(^{76})</th>
<th>Tanzania(^{77})</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Outcomes</strong></td>
<td></td>
<td></td>
<td></td>
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</tr>
</tbody>
</table>
| 1) Girls and women’s rights to access information and services progressively fulfilled.  
2) Incidence of all forms of violence against women is reduced. | 1) Gender equity and equality, promotion of rights of women and girls and the fight against female genital cutting are reinforced | 1) All public and private institutions apply gender-equality principles and standards in their performance, practices and behaviour. | 1) An improved institutional framework to ensure that women and girls benefit from their rights. | 1) Institutional mechanisms for improving the legal status of women, eliminating gender based violence, promoting women’s and girls’ rights, and increasing gender equity in decision making, including political and economic decision-making. |  |  |  |

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\(^{71}\) CPAP 2007-2011.  
\(^{72}\) CPD 2008-2012  
\(^{73}\) CPD 2008-2012  
\(^{74}\) CPAP 2007-2011  
\(^{75}\) CPAP 2008-2012  
\(^{77}\) CPAP 2007-2010
<table>
<thead>
<tr>
<th>Country</th>
<th>Outputs</th>
</tr>
</thead>
<tbody>
<tr>
<td>Egypt&lt;sup&gt;71&lt;/sup&gt;</td>
<td>Output 1: Increased effective advocacy strategies in promoting sexual &amp; reproductive health and gender equity, addressing men, women &amp; youth. Output 2: Community, religious leaders and media sensitized through active alliances to combat gender based violence.</td>
</tr>
<tr>
<td>Mali&lt;sup&gt;72&lt;/sup&gt;</td>
<td>Output 1: The knowledge and the mobilisation of women and girls for their rights mainly their reproductive rights are reinforced in the area of intervention. Output 2: The community mobilization for the abandon of the practice of FGM is reinforced and extended to other intervention areas.</td>
</tr>
<tr>
<td>Rwanda&lt;sup&gt;73&lt;/sup&gt;</td>
<td>Output 1: The knowledge and the mobilisation of women and girls for their rights mainly their reproductive rights are reinforced in the area of intervention. Output 2: The community mobilization for the abandon of the practice of FGM is reinforced and extended to other intervention areas.</td>
</tr>
<tr>
<td>Yemen&lt;sup&gt;74&lt;/sup&gt;</td>
<td>Output 1: The institutional capacity of key development actors is strengthened in the areas of coordination, gender-based analysis, planning, policy formulation, monitoring and evaluation. Output 2: Institutional and technical capacities of networks and community organizations strengthened to combat gender-based violence.</td>
</tr>
<tr>
<td>DRC&lt;sup&gt;75&lt;/sup&gt;</td>
<td>Output 1: The institutional and technical capacities of networks and community organizations strengthened to combat gender-based violence. Output 2: Institutional and technical capacities of networks and community organizations strengthened to combat gender-based violence.</td>
</tr>
<tr>
<td>Morocco</td>
<td>Output 1: Gender and the fight against GBV are institutionalized and operationalized into the functions and plans of key sectors and civil society. Output 2: To have built the technical and organizational capacities of the Ministry of Women’s Affairs and civil society organizations to institutionalize gender principles &amp; human rights.</td>
</tr>
<tr>
<td>Occupied Palestinian Territory&lt;sup&gt;76&lt;/sup&gt;</td>
<td>Output 1: To have enhanced the capacities of the Government and civil society organizations to empower women in community-building in six localities. Output 2: To have built the technical and organizational capacities of the Ministry of Women’s Affairs and civil society organizations to institutionalize gender principles &amp; human rights.</td>
</tr>
<tr>
<td>Tanzania&lt;sup&gt;77&lt;/sup&gt;</td>
<td>Output 1: Increased national capacity and opportunities to promote and protect gender equality and women’s human rights. Output 2: To have built the technical and organizational capacities of the Ministry of Women’s Affairs and civil society organizations to institutionalize gender principles &amp; human rights.</td>
</tr>
</tbody>
</table>
Appendix VIII Interview Protocols
1. Interview protocol – UNFPA staff (Country Offices)

The open ended questions outlined in the left-hand column will be used to structure the interview. Evaluation team members do not have to stick to the exact formulations but use the protocol as a guideline for key content matters to be covered during the conversation. The ‘prompts’ outlined in the right-hand column are suggestions for explanatory comments that can help interviewees understand the question and/or elaborate on their response.

<table>
<thead>
<tr>
<th>Questions</th>
<th>Prompts</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>1. Introduction and Context</strong></td>
<td></td>
</tr>
<tr>
<td>1.1 What is your role? How does your work relate to or address Gender Equality issues?</td>
<td>Is GE explicitly mentioned in your terms of reference? Since when have you worked in this position?</td>
</tr>
<tr>
<td>1.2 In your view, what have been the three most relevant changes in the national environment since 2008 that have affected UNFPA’s work in relation to gender issues?</td>
<td>E.g. changes in the political, economic, socio-cultural environment, donor environment</td>
</tr>
<tr>
<td>1.2 What if any have been relevant changes within the regional and UNFPA environments?</td>
<td>E.g. changes in regional political, economic, socio-cultural environment, donor environment. UNFPA organizational restructuring, new UN entity for women, One UN</td>
</tr>
<tr>
<td><strong>2. Results Achievement in Gender Equality and Human Rights</strong></td>
<td></td>
</tr>
<tr>
<td>2.1 How do you assess the country programme’s progress toward its stated outputs under goal 3 to date?</td>
<td>What do you consider to be the most important achievements in relation to GE since 2008? Please give specific examples of progress/results.</td>
</tr>
<tr>
<td>2.2 What factors have contributed to or have hindered the country programme’s work on GE?</td>
<td>Please give specific examples.</td>
</tr>
<tr>
<td>2.3 How effective has the programme been in mainstreaming gender equality under goals 1 and 2?</td>
<td>Please give specific examples of how GE related achievements.</td>
</tr>
<tr>
<td>2.4 What, if any, unexpected results have been achieved?</td>
<td>E.g. in relation to UNFPA’s role within the UN system or among donor agencies. Please give specific examples</td>
</tr>
<tr>
<td>2.5 In this country, where do you see UNFPA’s particular niche/role in relation to gender equality and human rights?</td>
<td>E.g. related to specific sectors, types or size of support, networks, technical expertise...</td>
</tr>
<tr>
<td>Questions</td>
<td>Prompts</td>
</tr>
<tr>
<td>-----------</td>
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</tr>
<tr>
<td><strong>3. UNFPA’s Integrated Programming Approach</strong></td>
<td></td>
</tr>
</tbody>
</table>
| 3.1 How has the country programme ‘translated’ UNFPA’s commitment to an integrated approach into actual programming on the ground? | What tools or technical support have you used to help you operationalize the integrated approach?  
What partnerships support working in a way that integrates gender, human rights and culture?  
How do you build partnerships and national capacity?  
How do you encourage partners to own the issues and become agents of change?  
Please give specific examples of how the integrated approach is being used in practice. |
| 3.2 What benefits and challenges have derived from applying the integrated approach? | Please give specific examples of achievements in relation to gender equality and human rights or challenges. |
| **4. SP Goal #3 Results Logic** | |
| 4.1 How relevant and useful are the current outcomes and indicators under Goal 3 for your work? | To what extent are the regional/global outcomes helpful for work planning, monitoring and reporting?  
What benefits and challenges derive from the current practice of defining country level outputs and indicators? |
| **5. Organizational Structures and Relationships** | |
| 5.1 What roles do HQ, ROs and COs have respectively in view of achieving GE and HR related objectives? | Are these roles and their inter-relationship clearly defined and agreed upon?  
Who is accountable for gender equality and human rights achievements at country/regional/global levels? |
| 5.2 What do you perceive as the key strengths and areas for improvement in view of organizational arrangements and relationships when it comes to UNFPA’s work on gender equality and human rights? | E.g. related to planning, reporting, accountability, technical support, overall guidance |
| 5.3 How appropriate have been resource allocations for the work on Goal 3 and on Gender Mainstreaming? | Changes compared to previous periods? To what extent is it possible to track allocation of resources for GE mainstreaming? |
| **6. Lessons Learned and Recommendations** | |
| 6.1 Are there any lessons that have been learned to date with regard to programming for gender equality and human rights? | E.g. lessons related to successful and less successful strategies, human resource requirements, financial needs, time requirements etc. |
### Questions

| 6.2 Can you share any recommendations that could benefit programming for GE and HR in the remaining period of the current Strategic Plan? |
| What should change? What should stay the same? |

### 2. Interview protocol – UNFPA staff (Regional and Sub-Regional\(^7^8\) Offices)

#### Questions

<table>
<thead>
<tr>
<th>1. Introduction and Context</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.1 What is your role? How does your work relate to or address Gender Equality issues?</td>
</tr>
<tr>
<td>1.2 In your view, what have been the three most relevant changes in the regional context since 2008 that have affected UNFPA’s work in relation to gender issues?</td>
</tr>
<tr>
<td>1.2 What if any have been relevant changes within the global and UNFPA contexts?</td>
</tr>
</tbody>
</table>

**2. Results Achievement in Gender Equality and Human Rights**

| 2.1 How do you assess the regional programme’s progress toward its stated outputs under goal 3 to date? | What do you consider to be the most important achievements in relation to GE since 2008? Please give specific examples of progress/results. |
| 2.2 What factors have contributed to or have hindered work on GE at regional and country levels? | Please give specific examples. |
| 2.3 How effective has the programme been in mainstreaming gender equality under goals 1 and 2? | Please give specific examples of how GE related achievements. |
| 2.4 What, if any, unexpected results have been achieved? | E.g. in relation to UNFPA’s role within the UN system or among donor agencies. Please give specific examples |
| 2.5 In this region, where do you see UNFPA’s particular niche/role in relation to gender equality and human rights? | E.g. related to specific sectors, types or size of support, networks, technical expertise... |

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\(^7^8\) In Africa.
### 3. UNFPA’s Integrated Programming Approach

<table>
<thead>
<tr>
<th>Questions</th>
<th>Prompts</th>
</tr>
</thead>
</table>
| 3.1 How has the regional programme and its country programmes ‘translated’ UNFPA’s commitment to an integrated approach into actual development assistance on the ground? | What tools or technical support have you used to help you operationalize the integrated approach?  
What partnerships support working in a way that integrates gender, human rights and culture?  
How do you build partnerships and national capacity?  
How do you encourage partners to own the issues and become agents of change?  
Please give specific examples of how the integrated approach is being used in practice. |
| 3.2 What benefits and challenges have derived from applying the integrated approach? | Please give specific examples of achievements in relation to gender equality and human rights or challenges.                                 |

### 4. SP Goal #3 Results Logic

<table>
<thead>
<tr>
<th>Questions</th>
<th>Prompts</th>
</tr>
</thead>
</table>
| 4.1 How relevant and useful are the current outcomes and indicators under Goal 3 for your work? | To what extent are the regional/global outcomes helpful for work planning, monitoring and reporting?  
What benefits and challenges derive from the current practice of defining country level outputs and indicators? |

### 5. Organizational Structures and Relationships

<table>
<thead>
<tr>
<th>Questions</th>
<th>Prompts</th>
</tr>
</thead>
</table>
| 5.1 What roles do HQ, ROs and COs have respectively in view of achieving GE and HR related objectives? | Are these roles and their inter-relationship clearly defined and agreed upon?  
Who is accountable for gender equality and human rights achievements at country/regional/global levels?  
What is the (formal and actual) relationship of ROs and COs with regard to GE? |
| 5.2 What do you perceive as the key strengths and areas for improvement in view of organizational arrangements and relationships when it comes to UNFPA’s work on gender equality and human rights? | E.g. related to planning, reporting, accountability, technical support, overall guidance at all levels. |
| 5.3 How appropriate have been resource allocations for the work on Goal 3 and on Gender Mainstreaming? | Changes compared to previous periods? To what extent is it possible to track allocation of resources for GE mainstreaming? |

### 6. Lessons Learned and Recommendations

<table>
<thead>
<tr>
<th>Questions</th>
<th>Prompts</th>
</tr>
</thead>
<tbody>
<tr>
<td>6.1 Are there any lessons that have been learned to date with regard to programming for gender equality and human rights?</td>
<td>E.g. lessons related to successful and less successful strategies, human resource requirements, financial needs, time requirements etc.</td>
</tr>
</tbody>
</table>
### Questions

<table>
<thead>
<tr>
<th>Questions</th>
<th>Prompts</th>
</tr>
</thead>
<tbody>
<tr>
<td>6.2 Can you share any recommendations that could benefit programming for GE and HR in the remaining period of the current Strategic Plan?</td>
<td>What should change? What should stay the same?</td>
</tr>
</tbody>
</table>

### 3. Interview protocol – UNFPA staff (Headquarters)

#### Questions

<table>
<thead>
<tr>
<th>Questions</th>
<th>Prompts</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>1. Introduction and Context</strong></td>
<td></td>
</tr>
<tr>
<td>1.1 What is your role? How does your work relate to or address Gender Equality issues?</td>
<td>Is GE explicitly mentioned in your terms of reference? Since when have you worked in this position?</td>
</tr>
<tr>
<td>1.2 In your view, what have been the three most relevant changes in the global context for gender equality since 2008 that have affected UNFPA’s work or relevance?</td>
<td>E.g. changes in the political, economic, socio-cultural context, donor context, new UN entity for women.</td>
</tr>
<tr>
<td>1.2 What if any have been relevant changes within the UNFPA context related to GE and HR?</td>
<td>E.g. UNFPA organizational restructuring, What efforts has UNFPA undertaken to address the areas for improvement outlined in previous Gender capacity assessments?</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Questions</th>
<th>Prompts</th>
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</thead>
<tbody>
<tr>
<td><strong>2. Results Achievement in Gender Equality and Human Rights</strong></td>
<td></td>
</tr>
<tr>
<td>2.1 How do you assess UNFPA’s overall progress toward its stated outputs under goal 3 to date?</td>
<td>What do you consider to be the most important achievements in relation to GE since 2008? At global, regional, country levels Please give specific examples of progress/results.</td>
</tr>
<tr>
<td>2.2 What factors have contributed to or have hindered work on GE?</td>
<td>At global, regional, country levels (depending on which levels you can comment). Please give specific examples.</td>
</tr>
<tr>
<td>2.3 How effective has the programme been in mainstreaming gender equality under goals 1 and 2?</td>
<td>Please give specific examples of how GE related achievements.</td>
</tr>
<tr>
<td>2.4 What, if any, unexpected results have been achieved?</td>
<td>E.g. in relation to UNFPA’s role within the UN system or among donor agencies. Please give specific examples</td>
</tr>
<tr>
<td>2.5 At global level, where do you see UNFPA’s particular niche/role in relation to gender equality and human rights?</td>
<td>E.g. related to specific sectors, types or size of support, networks, technical expertise... In the context of the new UN agency for women</td>
</tr>
</tbody>
</table>
### 3. UNFPA’s Integrated Programming Approach

**3.1 How have the regional programmes and their country programmes ‘translated’ UNFPA’s commitment to an integrated approach into actual development assistance on the ground?**

- What tools or technical support have been used to help operationalize the integrated approach?
- What partnerships support working in a way that integrates gender, human rights and culture?
- How do ROs/COs build partnerships and national capacity? How do they encourage partners to own the issues and become agents of change?
- Please give specific examples of how the integrated approach is being used in practice.

**3.2 What benefits and challenges have derived from applying the integrated approach?**

- Please give specific examples based on your knowledge of applying the integrated approach at global, regional, and country levels.

### 4. SP Goal #3 Results Logic

**4.1 How relevant and useful are the current outcomes and indicators under Goal 3 for your work?**

- To what extent are the regional/global outcomes helpful for work planning, monitoring and reporting?
- What benefits and challenges derive from the current practice of defining regional and country programmes with their own outputs and indicators?

### 5. Organizational Structures and Relationships

**5.1 What roles do HQ, ROs and COs have respectively in view of achieving GE and HR related objectives?**

- Are these roles and their inter-relationship clearly defined and agreed upon?
- Who is accountable for gender equality and human rights achievements at country/regional/global levels?

**5.2 What do you perceive as the key strengths and areas for improvement in view of organizational arrangements and relationships when it comes to UNFPA’s work on gender equality and human rights?**

- E.g. related to planning, reporting, accountability, technical support, overall guidance at all levels.

**5.3 How appropriate have been resource allocations for the work on Goal 3 and on Gender Mainstreaming?**

- Changes compared to previous periods? To what extent is it possible to track allocation of resources for GE mainstreaming?

### 6. Lessons Learned and Recommendations

**6.1 Are there any lessons that have been learned to date with regard to programming for gender equality and human rights?**

- E.g. lessons related to successful and less successful strategies, human resource requirements, financial needs, time requirements etc.
### 4. Interview protocol – UNFPA National Partners and Stakeholders

<table>
<thead>
<tr>
<th>Questions</th>
<th>Prompts</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>1. Introduction and Context</strong></td>
<td></td>
</tr>
<tr>
<td>1.1 What is your role? What is your relationship with UNFPA?</td>
<td>In what capacity and on what occasions have you worked with UNFPA on gender equality related issues? When?</td>
</tr>
<tr>
<td>1.2 In your view, what have been the three most relevant changes in the national context for gender equality since 2008?</td>
<td>E.g. changes in the political, economic, socio-cultural context, donor context.</td>
</tr>
<tr>
<td>1.2 What have been key changes in the regional context?</td>
<td>E.g. changes in the political, economic, socio-cultural context, donor context.</td>
</tr>
<tr>
<td><strong>2. Results Achievement in Gender Equality and Human Rights</strong></td>
<td></td>
</tr>
<tr>
<td>2.1 What do you see as the most relevant achievements in relation to Gender Equality and human rights at the national level that UNFPA has contributed to?</td>
<td>Please give specific examples of progress/results. Please describe what particular role UNFPA has played/what support it has provided to your org. or others and how relevant this support was.</td>
</tr>
<tr>
<td>2.2 What factors have contributed to or have hindered your collaboration with UNFPA in relation to gender equality and human rights?</td>
<td>Please give specific examples that illustrate your answer.</td>
</tr>
<tr>
<td>2.3 Where do you see UNFPA’s particular niche/role in relation to gender equality and human rights in this country?</td>
<td>E.g. related to specific sectors, types or size of support, networks, technical expertise...</td>
</tr>
<tr>
<td><strong>3. UNFPA’s Integrated Programming Approach</strong></td>
<td></td>
</tr>
<tr>
<td>3.1 UNFPA strives to use a human rights-based approach to programming that is both culturally sensitive and gender-responsive. To what extent does your experience with UNFPA illustrate this commitment?</td>
<td>E.g. to what extent do you perceive UNFPA programming as being culturally sensitive? Please give examples. What partnerships support working in a way that integrates gender, human rights and culture? How does UNFPA help build national capacity? In your experience, is UNFPA aiming to mainstream gender equality into programming areas that are not explicitly aiming at GE issues?</td>
</tr>
<tr>
<td><strong>4. SP Goal #3 Results Logic - NA</strong></td>
<td></td>
</tr>
<tr>
<td><strong>5. Organizational Structures and Relationships - NA</strong></td>
<td></td>
</tr>
</tbody>
</table>
### 5. Interview protocol – UNFPA Regional Partners and Stakeholders

<table>
<thead>
<tr>
<th>Questions</th>
<th>Prompts</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>6. Recommendations</strong></td>
<td></td>
</tr>
<tr>
<td>6.1 Can you share any recommendations that could benefit UNFPA programming for GE and HR in the remaining period of the current SP?</td>
<td>What should change? What should stay the same?</td>
</tr>
<tr>
<td><strong>5. Introduction and Context</strong></td>
<td></td>
</tr>
<tr>
<td>1.1 What is your role? What is your relationship with UNFPA?</td>
<td>In what capacity and on what occasions have you worked with UNFPA on gender equality related issues? When?</td>
</tr>
<tr>
<td>1.2 In your view, what have been the three most relevant changes in the regional context for gender equality since 2008?</td>
<td>E.g. changes in the political, economic, socio-cultural context, donor context.</td>
</tr>
<tr>
<td>1.2 What have been key changes in the global context?</td>
<td>E.g. changes in the political, economic, socio-cultural context, donor context.</td>
</tr>
<tr>
<td><strong>2. Results Achievement in Gender Equality and Human Rights</strong></td>
<td></td>
</tr>
<tr>
<td>2.1 What do you see as the most relevant achievements in relation to Gender Equality and human rights at the regional level that UNFPA has contributed to?</td>
<td>Please give specific examples of progress/results. Please describe what particular role UNFPA has played/what support it has provided to you or others.</td>
</tr>
<tr>
<td>2.2 What factors have contributed to or have hindered your collaboration with UNFPA in relation to gender equality and human rights?</td>
<td>E.g. availability of staff, expertise, funding, personal relationships. Please give specific examples that illustrate your answer.</td>
</tr>
<tr>
<td>2.3 Where do you see UNFPA’s particular niche/role in relation to gender equality and human rights in this region?</td>
<td>E.g. related to specific sectors, types or size of support, networks, technical expertise...</td>
</tr>
<tr>
<td><strong>3. UNFPA’s Integrated Programming Approach</strong></td>
<td></td>
</tr>
<tr>
<td>3.1 UNFPA strives to use a human rights-based approach to programming that is both culturally sensitive and gender-responsive. To what extent does your experience with UNFPA illustrate this commitment?</td>
<td>E.g. to what extent do you perceive UNFPA programming as being culturally sensitive? Please give examples.</td>
</tr>
<tr>
<td></td>
<td>What partnerships support working in a way that integrates gender, human rights and culture?</td>
</tr>
<tr>
<td></td>
<td>How does UNFPA help build national capacity?</td>
</tr>
<tr>
<td></td>
<td>In your experience, is UNFPA aiming to mainstream gender equality into programming areas that are not explicitly aiming at GE issues?</td>
</tr>
<tr>
<td><strong>3. SP Goal #3 Results Logic - NA</strong></td>
<td></td>
</tr>
<tr>
<td><strong>5. Organizational Structures and Relationships - NA</strong></td>
<td></td>
</tr>
<tr>
<td>Questions</td>
<td>Prompts</td>
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<td>--------------------------------------------------------------------------</td>
<td>---------------------------------------------------</td>
</tr>
<tr>
<td><strong>6. Recommendations</strong></td>
<td></td>
</tr>
<tr>
<td>6.1 Can you share any recommendations that could benefit UNFPA programming for GE and HR in the remaining period of the current SP?</td>
<td>What should change? What should stay the same?</td>
</tr>
</tbody>
</table>