



EVALUATION OF UNDP'S GENDER EQUALITY AND WOMEN'S EMPOWERMENT PROGRAMMES IN GUINEA BISSAU

May 2024

Guinea Bissau

Carolina del Campo Vara
Bubacar Turé

Acknowledgements

This report was prepared by Ms Carolina del Campo, an external consultant, who led the evaluation in collaboration with Mr. Bubacar Turé, a national consultant expert on gender equality and human rights related issues. Ms. del Campo and Mr Turé worked under the leadership of Mrs Alessandra Casazza, the UNDP representative and under the direct supervision and guidance of Ms. Caterina Gomes Jao, UNDP Gender Advisor, Grants management, Monitoring and Evaluation Officer and Evaluation Manager who provided strategic and technical guidance, coordination, methodological and logistical support. The assessment also benefited from the assistance of Mr. Seidi responsible for monitoring and evaluation within UNDP in Guinea Bissau.

The evaluation team gratefully acknowledge the support and valuable contributions provided by the UNDP staff from Guinea Bissau and thank key informants from different national entities and implementing partners who provided inputs of great importance for this evaluation work. Their frankness and unstinting contributions of time, efforts, individual experiences, knowledge, insights, and thoughts are the most valuable elements of this evaluation.

The analysis and recommendations expressed in this report are those of the authors and do not necessarily reflect the views of the UNDP in Guinea Bissau.

Table of Content

Abbreviations and acronyms	3
1. Introduction.....	10
1.1 Evaluation objectives, scope and criteria.....	11
1.2 Methodology.....	13
1.3 Limitations and mitigation measures	14
2. Background and context	16
4. Findings.....	22
RELEVANCE	22
EFFECTIVENESS.....	25
EFFICIENCY	29
IMPACT	30
SUSTAINABILITY	34
CROSS CUTTING ISSUES.....	34
5. Lessons Learned.....	36
6. Conclusions	37
7. Recommendations	39
Annex I: List of Key Informant Interviewed	42
Annex II: Inception Interviews and Survey Guides and Protocols	43
Annex III: List of Resources (Background Bibliography)	47
Annex IV: Evaluation Matrix.....	0

Abbreviations and acronyms

CNE	National election commission
CPD	Country Programme Document
CSOs	Civil Society Organizations
DAC	Development Assistance Committee
EQ	Evaluation Questions
EM	Evaluation Manager
ENA	National Administration School
ERG	Evaluation reference group
FG	Focus Group
FGM	Female Genital Mutilation
GB	Guinea Bissau
GC	Gender Committee
GES	Gender Equality Seal
KII	Key Informant Interviewees
NGO	Non-governmental Organizations
OECD	Organization for Economic Co-operation and Development
PBF	United Nations Peacebuilding Fund
PNIEG	National Policy on Gender Equality and Equity
ToR	Terms of Reference
UNCT	United Nations Country team
UNDP	United Nations Development Programme

Executive Summary

Introduction and Background

UNDP Guinea Bissau (GB) is committed to gender equality based on the knowledge that gender equality is critical to the successful outcomes of any development intervention. In Guinea Bissau, there has been limited progress towards women's rights. In late 2021, UNDP Guinea-Bissau released the UNDP Guinea-Bissau Gender Analysis (March 2021) in support of UNDP Country Office CPD (2022-2026) preparations with an objective analysis and in-depth review on gender discrimination and gender inequalities in Guinea-Bissau. UNDP Global Gender Strategy (2022-2025) sets three directions of change, six signature solutions, and three enablers and create a clear directional framework. Included in the signature solutions is gender equality, confronting the structural obstacles to gender equality and strengthening women's economic empowerment and leadership. In responding to the gender gaps, the UNDP office participated in the Gender Equality Seal program (2021-2023) and submitted evidence for actions carried out in the evaluation platform.

This evaluation was guided at all times by the United Nations Evaluation Group ethical guidelines for evaluation and the United Nations Evaluation Group Code of Conduct for Evaluation.

Evaluation Methodology

The evaluation examined the impact of the UNDP programmes/projects on gender equality and women's empowerment in terms of its relevance, coherence, effectiveness, efficiency, impact, and sustainability as well as the extent to which the UNDP programmes and projects reviewed incorporated or mainstreamed gender, human rights and disability inclusion and other cross-cutting issues.

The evaluation covered the period from 2019-2023 and was conducted over a two-month period from March to April 2023.

The evaluation mostly relied on qualitative methods and tools. It was not possible to collect quantitative data nor to conduct any in person or online survey, due to country fragilities, the high staff turnover not only in UNDP but also in the different implementing partners, the limited time assigned to conduct this impact evaluation and that the field mission did not travel to the regions. Secondary data was reviewed and mapped against the evaluation matrix to assist in answering the evaluation questions. Over 30 documents were reviewed and included project documentation, policy documents, websites, country level documents and reports and one final project evaluation report. A multi-stakeholder approach was adopted to gather the views and perspectives of key informants using a semi-structured format. The multiple lines of evidence used in the evaluation were triangulated to provide a user-focused, evidence-based narrative that connects analysis to findings, conclusions, and recommendations.

Findings

Relevance

UNDP in Guinea Bissau have been doing significant advancement internally and externally in the last four years. UNDP in GB did not implement any project with a GEN3 until 2018/2019. Since 2019 a couple of projects have been funded and the number of GEN2 projects increased. Only one contributory arrangement with Canada, dated in May 2021, was found to promoting women and LGBTIQ's rights. The barriers towards gender equality and women's empowerment project implementation and results in Guinea Bissau were quite relevant and this has a significant impact on the results and impacts of the projects.

In recent years, UNDP Country office has leveraged the role of the UNDP Gender Advisor and has gone from having a Gender Officer Analyst in 2019 to a permanent staff in 2022 that has undoubtedly pushed gender equality, both internally and with the national partners. During the period of evaluation, the UNDP Office in Guinea Bissau also undertook several initiatives to address the concerns expressed in the Gender Equality Certification Program.

Effectiveness

The period under review has been full of challenges both nationally and globally. The Covid 19 pandemic and the political instability has been the most pressing one that has undoubtedly affected most of the projects. Overall, the UNDP programmes/projects towards gender equality and women's empowerment has been implemented satisfactorily during the last four years and adapted as needed. The evaluation has found that UNDP's support has led to greater capacity building for young women, greater civic awareness of gender equality and women's empowerment, and greater citizen monitoring of Guinea-Bissau's compliance with its international obligations in the area of gender equality and women's rights. Despite the intensive work done with the Women and Children Institute (Ministry of Women) over the years, the weakness of this institution continues to be enormous to fulfilling its mission of promoting gender equality and protecting women's human rights in Guinea Bissau. There are very few local NGOs with adequate capacity to respond to the protection and promotion of women's rights, gender equality, women's empowerment, or gender violence issues. Their response capacity is weak and there is a need to build more, provide them with continuous training and resources at both central and regional levels. It has also been noted that UNDP staff lack of sufficient knowledge and training on how to mainstream gender into planning and programming despite UNDP leadership and senior management is committed to champion gender equality to its work, and the fact that UNDP integrates gender equality in all stages of the programming cycle and activities and that gender analysis is mandatory for country/regional framework documents, programmes and projects.

Efficiency

UNDP GB does not count with a specific budget to mainstream gender equality and women's empowerment nor inclusiveness into their programs nor projects. The evaluation found that UNDP

Strategic Plan 2018-2021 foresaw at least 15% spending of the whole budget for gender mainstreaming issues. The gender equality seal report mentioned that the total amount of expenditures with gender equality as the main objective or significant objective, that was of GEN-2 and GEN-3 marked projects, should have been at least 50% of the total programme budget¹. However, the situation on the ground, at UNDP Guinea-Bissau, on gender financing mechanism has been far less encouraging: UNDP financial commitments to gender equality were low during the last years. 72 per cent of programme expenditure (\$33.8 million) was directed towards outputs expected to contribute to gender equality in a limited way (GEN1 outputs), and 27 per cent (\$12.6 million) towards outputs expected to have gender equality as a significant objective (GEN2)²

The UNDP Gender Committee reported that in 2022, at least 70% of the programme expenditure directly contributed to gender equality results, on (GEN2+GEN3). At that time, the UNDP Gender Committee agreed that a checklist should be developed to assist project managers in developing goals that are GEN2 and GEN3 in their project, including allocation of 15% of the programme expenditures directly contributing to programmes and projects with gender equality as the primary objective (GEN3). However, this checklist has not been yet provided to UNDP staff.

Impact

The operational climate is unfavorable. Implementing partners complained of having few effective months to work either because projects are too short in time or/and are reduced by the time it takes to disburse funds. KII considered that there is a lot of pressure for delivery, sacrificing principles and standards. On the other hand, it has been noted that there are difficulties in working together on gender issues among UN agencies since most of them do not count with a gender focal point. The interagency coordination group worked well until the leadership moved. The evaluation team found certain level of evidence of impact, at the structural, institutional, and human-dimension level in those project that were GEN 1 or GEN2:

- ◆ In general, all the projects reviewed had a component in training and capacity building, that is considered the most impactful activities by the interviewees, and what subsequently contributes to achieving greater empowerment of women and young girls.
- ◆ Rural women have increased their access to health and legal centers, evidenced by cases submitted to the court³, or number of patients treated in local health center⁴.
- ◆ Young and rural women have also seen their financial capacity increased thanks to capacity building activities or micro-credit projects developed in the framework of social protection and economic UNDP sections.
- ◆ The strengthening of decision-makers accountability towards the population have been found mainly in projects related to the judicial system and human rights related issues with the revision of legal codes and the Constitution with gender-lens.
- ◆ Institutional changes have been also found in some of the UNDP projects reviewed.

¹ UNDP Guinea Bissau Gender Analysis (2021) Brigit Embaló

² UNDP, 2020: Independent Evaluation

³ In the case of the **Placing Women at the center of Justice Reform in Guinea Bissau project** or on the **Mobile Clinic Project**

⁴ **Women and financial inclusion project**

- ◆ The participation as implementing partners of local institutions, civil society organizations or local NGOs in basically all UNDP projects reviewed has had a very positive impact for the organizations themselves.
- ◆ However, the length of many projects is considered too short to have a relevant impact.
- ◆ UNDP projects complement each other, however there is a need to improve the coordination among them.
- ◆ The evaluation has found gaps in the measurement tools, methods and indicators used to measure gender equality and women's empowerment in UNDP projects and therefore it's impact.
- ◆ The evaluation has also found that there are many small, fragmented projects and sometimes also very ambitious in terms of gender equality given the existing political context and within masculine institutions that result in little or very limited impact.
- ◆ The office has adopted a gender-integrated approach in all projects and in the implementation of activities to ensure that gender equality and women's empowerment and inclusion are taken into account in accordance with the 2030 agenda and the strategy for gender equality.

Sustainability

Key informants unanimously considered that projects sustainability is a big challenge. There is a lack of ownership from institutional and governmental organizations, lack of empowerment and human resources that do not allow the continuity of projects by current or successive governments. However, those projects where civil society organizations or local institutions (i.e. ENA) play a significant role, the evaluation has found that they are satisfactory in laying the ground for an exit strategy and sustainable continuation. Local NGOs greatly facilitate the work and are a bastion for sustainability.

Cross-cutting issues

UNDP deliberately took steps to ensure human rights and gender mainstreaming in its activities and to contribute to the agenda 2030 and the women peace and security agenda. However, there was little evidence of the incorporation of disability inclusion and LGBTIQ issues into UNDP Programmes/projects on gender equality and women's empowerment.

Lessons Learned

An outline of some key lessons learnt is provided below and draws upon the evaluation findings.

- ◆ *Short-term investment leads to short-term results.*
- ◆ *Project systematization brings reflection and sustainability.*
- ◆ *Projects must have the participation of traditional, local, and religious authorities and community involvement from project design to achieve not only project success but also greater impact and sustainability.*
- ◆ *Support for civil society organizations, in particular women's rights organizations, must be strong and continuous.*
- ◆ *Having a Gender Advisor on UNDP staff is an added value.*

- ◆ *Programs and projects that include gender experts in their implementation tend to achieve satisfactory results in terms of mainstreaming gender equality and women's human rights.*
- ◆ *Programs and projects that do not ensure sustainability are unlikely to introduce significant changes in the field of promoting gender equality and women's empowerment.*
- ◆ *Include gender indicators in projects is a must.*

Conclusions

The evaluation formed 8 conclusions based on the findings of the evaluation:

Conclusion 1 – UNDP Country Office in Guinea Bissau has been undertaken a great deal of effort to ensure a larger percentage of projects with a GEN2 and GEN3 marker and has demonstrated a commitment towards gender equality within the office and in the country.

Conclusion 2- UNDP in Guinea Bissau has increased the awareness of government institutions on human rights but above all, and fundamentally, raising awareness among women and youth on gender equality and on women political, environmental and economic empowerment.

Conclusion 3 - UNDP has also contributed to supporting the reform of the country's national legal framework, making it more sensitive to gender issues, without ignoring the important role it has had in increasing women's participation in politics and decision-making spheres. Positive results also in the projects related to environment and economics.

Conclusion 4 – Between 2019-2023 UNDP projects in Guinea Bissau subtly started to create the condition for social dynamics, women's networking, women's associations, and the positioning of women in the broader political, economic, and legal spheres and all of this was done in a politically very volatile context

Conclusion 5- UNDP Guinea Bissau continue to have internal difficulties to mainstream gender in projects due to lack of sufficient knowledge and training by UNDP staff despite UNDP leadership and senior management commitment to champion gender equality to its work.

Conclusion 6 - UNDP projects built the foundation from which project benefits will continue into the future in terms of gender equality and women's empowerment.

Conclusion 7 - Dispersed efforts done by different projects with small grants do not achieve great impacts, but there is an effort to ensure inclusion, and do not leave anyone behind, as agenda 2030 goals.

Conclusion 8- UNDP projects ensure human rights and gender mainstreaming in its activities but, disability inclusion is difficult to be included systematically in all the UNDP Projects and this is an important issue to address so as to “leave no one behind”.

Recommendations

The following key recommendations are proposed based upon the findings and conclusions of the evaluation.

REC1- Mobilizing financial resources to implement the UNDP Gender Equality Strategy in Guinea Bissau

REC2- Increasing GEN3 projects and create a framework to track results on gender equality and women's empowerment.

REC3- Revamp the UNDP Gender Committee

REC4- Continue to participate in the interagency thematic group on gender equality to gain on effectiveness and sustainability.

REC5 – Continue adapting the Guinea Bissau Legal Framework towards gender equality and women's rights.

REC6- Ensuring inclusive disability, LGBTIQ and the new masculinities in UNDP project proposals.

REC7- Strengthening the Ministry of Women in Guinea Bissau to achieve greater impact.

REC 8- Including a specific section on gender equality and women's empowerment in the UNDP webpage of Guinea Bissau

REC9 – Maintaining and strengthening support to civil society organizations and women's rights organizations.

REC10- Promoting the use of feminist approach in all UNDP programmes/projects to its evaluation practices.

1. Introduction

This report presents the results of the impact evaluation of the UNDP Gender Equality and Women's Empowerment programme in Guinea Bissau.

Advancing gender equality and the empowerment of women is central to UNDP's mandate. In Guinea Bissau, there has been limited progress towards women's rights. In late 2021, UNDP Guinea-Bissau released the UNDP Guinea-Bissau Gender Analysis (March 2021) in support of UNDP Country Office CPD (2022-2026) preparations with an objective analysis and in-depth review on gender discrimination and gender inequalities in Guinea-Bissau. UNDP Global Gender Strategy (2022-2025) sets three directions of change, six signature solutions, and three enablers and create a clear directional framework. Included in the signature solutions is gender equality, confronting the structural obstacles to gender equality and strengthening women's economic empowerment and leadership. In responding to the gender gaps, the UNDP office participated in the Gender Equality Seal program (2021-2023) and submitted evidence for actions carried out in the evaluation platform.

UNDP Guinea Bissau (GB) is committed to gender equality based on the knowledge that gender equality is critical to the successful outcomes of any development intervention. During the last three year, UNDP has faced many challenges in Guinea Bissau included the Covid 19 pandemic, the UNDP Programmes/projects towards gender equality and women's empowerment seeks to evaluate the impact of these projects, assessing UNDP GB contributions in changes in policies, practices and behaviors towards promoting gender equality and women's empowerment across all programs in the first half of the CPD implementation period as well as the Gender Equality Seal (2021-2023).

The focus of the evaluation, as per the terms of reference (ToR), is on the contribution of the county office over the last three years towards:

- 1) Tackling gender inequalities that keep women in poverty,
- 2) Addressing structural inequalities to accelerate transformations for sustainable development and
- 3) Building the resilience of women and reduce structural vulnerabilities to shocks and crisis.

The evaluation explores the key factors that have contributed to the achievement or non-achievement of gender impact in the UNDP six signatures solutions, including the impact of the COVID-19 pandemic; and determine the extent to which the programmes/projects contributed to enhancing and promoting for gender equality and women's empowerment and responded to the COVID-19 gendered impact to the targeted beneficiaries and communities; leaving no one behind and adopting human rights approaches; and forging partnership at different level with national women machineries, women networks, Civil Society organizations (CSOs), etc.

The primary users of the evaluation are the evaluation manager (EM), the evaluation reference group (ERG) -formed by the UNDP GB Management Support Unit, the UNDP Gender Seal Committee and key staff from UNDP office- and UNDP working teams: 1) Gender Equality, 2) Governance and economic team, 3) sustainable team, 4) health and social protection team and 5) the Na No Mon Platform.

1.1 Evaluation objectives, scope and criteria

Evaluation Objectives

Three distinct yet interrelated evaluation objectives can be identified (taken from the terms of reference):

1. Assess the impact of UNDP Programmes/projects towards gender equality and women's empowerment (through intersectional lens) within the last three years as per the UNDP six signature solutions:
 - a. gender equal and sustainable economies and supporting equal societies to build resilience.
 - b. Inclusive governance, participation, and women's leadership
 - c. putting gender equality at the heart of caring for people and the
 - d. within the last three years, closing the gender gaps in access to modern, sustainable energy.
2. Assess the intended and unintended impacts of the UNDP Guinea-Bissau programmes/projects interventions on gender equality and women's empowerment (through intersectional lens) through collection and analysis of quantitative and qualitative data; and
3. Produce substantive evidence-based knowledge by identifying best practices, lessons learned, and effective methodologies to strengthen gender equality and women's empowerment (through intersectional lens) in the UNDP programmes/projects in Guinea-Bissau.

Scope of the evaluation

Geographic Scope

The evaluation has a broad geographic scope covering UNDP Gender Equality and Women's empowerment programmes/projects interventions at national level. Where appropriate, the evaluation examines the extent to which complementarities exist between projects overlapping in a particular context.

Thematic coverage

The evaluation is expected to be both summative and formative in nature. In summative terms, there is a requirement to select a sample of projects from the UNDP Guinea-Bissau five portfolios/clusters' projects – 1. Sustainable Economic and Resilience, 2. Governance and Rule of Law, and Peace, 3. Health and Protection, 4. Sustainable Planet, 5. Support Operation that have been active within the last three years.

In formative terms, it's understood that a high level of importance is placed on learning. UNDP Gender Equality and Women's empowerment programmes/projects are looking for learning and provisions of credible evidence for strategic decision-making.

Evaluation Criteria

The terms of reference did not indicate a preference for an evaluation model, the evaluation team decided to follow the OECD/DAC Principles for Evaluation of Development Assistance⁵. The DAC model establishes five criteria to evaluate an intervention in development cooperation: impact, efficiency, effectiveness, appropriateness, and sustainability.

Following an initial desk review, the evaluation team constructed and proposed the evaluation questions presented in the table below (see also annex IV– evaluation matrix).

Table 1 – Key Impact evaluation questions based on the OECD-DAC evaluation criteria	
criteria	evaluation questions
Relevance	1. <i>What were the barriers and enablers that made the difference between successful and disappointing UNDP Programmes/projects towards gender equality and women's empowerment implementation and results?</i>
	2. <i>How valuable were the results to service providers, clients, the community and/organizations involved?</i>
Effectiveness	3. <i>Did the UNDP Programmes/projects towards gender equality and women's empowerment produce the intended impacts in the short, medium and long term? If so, for whom, to what extent and in what circumstances?</i>
	4. <i>How well was the UNDP Programmes/projects towards gender equality and women's empowerment implemented and adapted as needed?</i>
	5. <i>What helped or hindered the UNDP Programmes/projects towards gender equality and women's empowerment to achieve these impacts?</i>
Efficiency	6. <i>What resources and strategies have been utilized to produce these results?</i>
	7. <i>To what extent did the UNDP Programmes/projects towards gender equality and women's empowerment represent the best possible use of available resources to achieve results of the greatest possible value to participants and the community?</i>
Impact	8. <i>What are the likely impacts of the UNDP programme on gender equality and women's empowerment given the current situation?</i>
	9. <i>Did the UNDP Programmes/projects towards gender equality and women's empowerment positively contribute to upholding the protection rights of the target population, in particular the identified vulnerable groups?</i>
	10. <i>What unintended impacts, positive and negative, did the UNDP Programmes/projects towards gender equality and women's empowerment produce?</i>
	11. <i>How has the UNDP Programmes/projects towards gender equality and women's empowerment made a difference?</i>
Sustainability	12. <i>Are impacts likely to be sustainable?</i>
	13. <i>Have impacts been sustained?</i>
HR & Gender	14. <i>To what extent have governments and other institutional partners incorporated and applied HR/GE principles in their implementation of normative work?</i>

⁵ DAC – Development Assistance Committee; formed by the Organization for Economic Co-operation and Development (OECD)

The evaluation questions were answered considering the intersectional gender analysis, crossing the data with variables that were selected following the recommendations of the UNDP Guinea-Bissau Gender Analysis (March 2021), which highlights four especially vulnerable groups of women: rural women, informal domestic women servants, women living with HIV and elderly women. Therefore, data will be disaggregated into the following variables: rural/urban origin, economic means, health (affected/non affected by HIV) and groups of age. Identifying the most vulnerable groups within the groups participating in the evaluation would allow to assess the specific impacts on these groups and to what extent UNDP Guinea-Bissau programs and projects have worked on mitigating the gaps with these most vulnerable groups.

1.2 Methodology

The evaluation was guided at all times by the United Nations Evaluation Group ethical guidelines for evaluation and the United Nations Evaluation Group Code of Conduct for Evaluation. It was free from bias and respected dignity and diversity and protect stakeholders' rights and interest. Evaluators ensured confidentiality and anonymity of informants and was guided by professional standards and ethical and moral principles in the observation of the 'do no harm' principle.

As previously mentioned, the evaluation was carried out in conformity with OECD-DAC Criteria and evaluation best practices, maintaining a gender perspective. The contribution analysis for assessing casual questions and inferring casualty in real-life program evaluation was the evaluation approach used.

The evaluation mostly relied on qualitative methods and tools. It was not possible to collect quantitative data nor to conduct any online survey due to country fragilities, the high staff turnover at UNDP and in the different implementing partners and key stakeholders, the limited time assigned to conduct this evaluation and that the field mission did not travel to the regions. To increase reliability of the data, information was collected from various sources and means to be later on triangulated to ensure the validity of findings.

The evaluation matrix presented in Annex IV shows the evaluation questions and issues that were addressed and the performance indicators, information sources and information collection methods used.

Over 30 documents (see Annex III) were reviewed and included UNDP key documents (Gender Analysis report; Gender Equality Strategy; country programme portfolio, etc.), UNDP project documents, Guinea Bissau National Action Plans, and reports on National Conferences, progress reports, as well as the ToRs of the Gender Committee of the UNDP GB. A total of 25 persons were interviewed (13 female, 12 male) and 12 participated in focus groups (4 female and 8 males).

To strengthen the credibility and usefulness of evaluation results, to ensure data accuracy and facilitate its interpretation, the evaluation team planned to conduct both an inception and a validation session to ensure mutual understanding of the evaluation objectives, while receiving initial input and views from the Evaluation Manager on overarching issues. However, the validation

session was not held due to different constraints to assist from the ERG members and last minutes arrangements in the field mission agenda.

1.3 Limitations and mitigation measures

In the inception report several assumptions were made on potential limitation during the evaluation. The planning assumed 1) free access to documentation and informants at the foreseen times; 2) availability of relevant key informants willing to openly express their views and thoughts, and to do so more or less within the available timeslot; 3) knowledge of the context and project activities (longer presence) by key informants; and 4) sufficient trust of the involved stakeholders despite different managerial levels and organizations to answer the evaluation questions. It was foreseen to allocate additional interview time where needed and embark on follow-up interviews (if feasible) to pre-empt some of these possible limitations.

During the field phase, the evaluation team faced a variety of challenges unknown when planned the mission that difficult the collection of data and demand a flexible agenda. These challenges were:

- 1) **A high-level mission arrived at UNDP GB** the same day that the evaluation started in the field. The UNDP Programme sections, and senior level staff were requested to attend meetings obliging to move all the planned meetings for the first day with UNDP staff to different slots during the 10 days missions. The agenda was quite charged so the evaluation team had to re-arrange it several times to be able to meet with key stakeholders.
- 2) **Difficulties in arranging key informant interviews** as some meetings were not prepared in advance and the “unforeseen high-level mission” forced to accommodate the new schedule in the agenda. After contacting potential interviewees, several were out of the country (in Ghana or Senegal) and others could not be reached.
- 3) **Availability of relevant documentation.** It was foreseen as a limitation from the beginning, and although the evaluation team received some documents prior to the field mission, it was not until the inception session that the team realized the scope of the work to be done, as gender is a cross-cutting theme in all UNDP projects. There is no specific section that manages only projects on women's empowerment and gender equality, but all UNDP projects to a greater or lesser extent have a gender equality component, so collecting not only the prodocs of each project carried out in the years 2019-2023 but also the monitoring, progress and final reports and even possible evaluations was an arduous task and, in several cases, impossible to be achieved despite recurrent requests over weeks.
- 4) **High staff turnover at UNDP and in implementing partners.** The evaluation realized that UNDP international staff changes every two years, the duration of UNDP projects is between 1 and 2 years, and most project beneficiaries are in the regions (Bafata, Cacheu, Gabu), where local NGOs are in direct contact with them and who confirmed that limited Internet connection and little or no digital tools are available to the population. Therefore, the initial idea of conducting an online survey failed, as it was impossible to guarantee the validity of the results.

5) Inability to travel to the regions during the field mission and not having visited the beneficiary population of many of the projects analysed due to a lack of foresight on the part of UNDP in organizing this evaluation. The evaluation's ToR did not foresee visits outside the capital, when an important part of the projects implemented by UNDP, especially those related to climate change and the environment, health or sustainable economy and resilience, are developed in different parts of the country. This, together with the limited time allocated to carry out an evaluation of these dimensions (more than 10 projects implemented in the evaluation period), has made it more than likely that this evaluation has not taken into account certain points of view. Furthermore, it has not been possible to measure the impact of UNDP projects and programmes on gender equality and women's empowerment in the way it is understood that an impact evaluation should be carried out.

To mitigate these limitations, the duration of the starting and ending working hours of the evaluation consultants were extended to accommodate stakeholders' availability. The deadline for the submission of the final report was also extended in order to get a larger number of documents to review and it was agreed with the EM that the evaluation would be a sui generis impact evaluation where the focus would be more on the changes that had been achieved thanks to the UNDP projects in recent years, and less on concrete and specific data since we lacked the necessary information to quantitatively measure the before and after, in addition to the fact that the evaluation team was not been able to visit the regions or talk with a significant number of beneficiaries of the projects.

2. Background and context

Guinea is among the world's least developed countries. This is due to poor macroeconomic performance, weak governance structures, political instability, and insecurity since the late 1990s. The spread of COVID-19 has exacerbated structural weaknesses and vulnerabilities. In Guinea-Bissau, there has been limited progress towards women's rights. A lot of work still needs to be done in Guinea-Bissau to achieve gender equality. For example, 25.7% of women aged 20–24 years old were married or in a union before age 18. The adolescent birth rate is 84 per 1,000 women aged 15–19 as of 2017, down from 106.4 per 1,000 in 2012. As of February 2021, only 13.7% of seats in parliament were held by women. In 2019, 60% of women of reproductive age (15–49 years) had their need for family planning satisfied with modern methods in Guinea-Bissau.

The cultural and economic fabric of Guinea-Bissau displays structural inequalities between men and women, rooted in specific social and political circumstances. Women's exclusion and discrimination are based on the logic of patriarchal power, reflected in phenomena such as female genital mutilation, domestic violence, early marriage, limited access to resources, land and credit, weak institutional representation, inequalities in justice and in the economic sphere. As for education, in fact, they are less literate and less educated, more exposed to health risk factors and have less access to the means of production and decision-making, without ignoring the brutal way in which poverty affects families headed by women.

The UNDP Human Development Index places Guinea-Bissau in 177th position out of 191 countries analyzed, with an overall value of 0.483/1. This means that Guinea-Bissau is classified as a "low human development index" country. On the specific question of gender equality, the Gender development Index and the Gender Inequality index are respectively 0.867/1.100 (with a disparity between men and women of 0.069) and 0.627/0.9 (being the political representation with the greatest inequality - 72.5%).

The extent and impact of these disparities must be analyzed in the light of the fact that the latest statistical forecasts show that 51.5% of the population is female.

Despite the commitment and every effort of the authorities to improve the status of Guinean women, the figures and situations in the various zones underline the need for specific strategies and commitments at domestic level to improve the status of women and, consequently, the fulfillment of several commitments made at international level.

In the field of women's participation in decision-making spheres, the Guinean Parliament has adopted the Parity Act, which sets a minimum quota of 36% for women on lists of candidates for deputies, with the aim of increasing female representation in the political sphere. Unfortunately, the results of the application of this legislation in the two legislative elections were rather negative, as the indicators of women's participation in Parliament fell considerably. In other words, after the law was approved in 2018, the participation rate of women in Parliament was 14%. Today, 5 years later, the number of women in Parliament stands at 11.22%.

In the government and other appointed bodies, female representation remains very low, despite the predominance of certain positions held by women. Of the 33 posts in the current government, only 5 are held by women: 3 ministers and 2 secretaries of state.

Access to education is another big challenge for women in Guinea Bissau. Official data from the Multiple Indicator Survey MICS6 2018-2019 states that the female literacy rate stands at 32.6% and only 4.9% of women complete higher education, compared with 52.3% of men, 10% of whom have a higher education diploma.

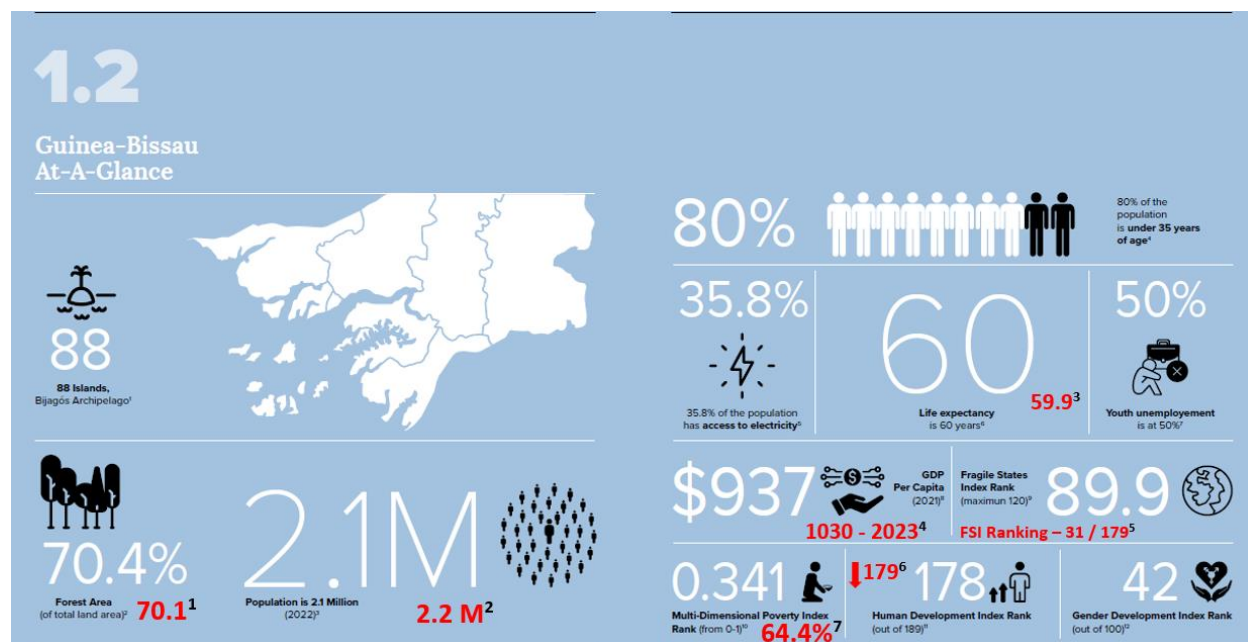
Regarding gender-based violence, a recent small-scale survey carried out by the local organization RENLUV in 2019 indicates that 97% of women have experienced gender-based violence, the majority (86%) in their own homes. In this survey, two out of three women victims of violence have never filed a complaint, either formally or informally (including with traditional authorities, religious leaders or the police). Obstacles to filing a complaint or seeking care, particularly from formal entities, are diverse, including shame and stigmatization, financial barriers, perceived impunity of perpetrators, lack of knowledge of or access to available services, cultural beliefs, the threat of losing children, fear of endangering the perpetrator, fear of reprisals, discriminatory and stereotypical attitudes towards victims in courts and law enforcement agencies, and distrust of health professionals.

The most common forms of violence suffered by women are:

1. Female genital mutilation - 52.1%.
2. Early marriage - 39.2%, including 8.1% with girls under 15.
3. Domestic violence - 36.4%.

Data on sexual violations and other types of violence against women outside the domestic context are not collected, making it difficult to carry out a comprehensive analysis of the impact of gender-based violence.

Figure 1: Guinea Bissau at a glance



Source: UNDP Guinea Bissau 2024 (in red more recent data)⁶

Efforts to promote gender equality at UNDP in Guinea Bissau.

The UNDP's mandate focuses on human development and the promotion of sustainable development. In other words, its aim is to help countries improve the quality of life of their citizens.

Whereas in the UNDP's 2018-2022 five-year Program document, gender inequality was mainly reflected in numerical inequality between men and women in government structures⁷ or unemployment rates⁸, strengthening women's participation as voters and electoral candidates, and supporting women, youth and people with disabilities to benefit from income-generating activities, entrepreneurship and decent employment.

⁶ References

1. World Bank: <https://data.worldbank.org/indicator/AG.LND.FRST.ZS?locations=GW>
2. UNFPA: <https://www.unfpa.org/data/world-population/GW>
3. UNDP: Human development Index 2023-24
4. IMF: <https://www.imf.org/external/datamapper/NGDPDPC@WEQ/GNB?zoom=GNB&highlight=GNB>
5. FSI: <https://fragilestatesindex.org/country-data/>
6. UNDP: Human development Index 2023-24
7. UNDP: <https://hdr.undp.org/system/files/documents/hdp-document/2023mpireporten.pdf> (Pg: 24)

⁷ Only 21.9 per cent of national parliamentarians were women, and seven government ministers out of 34 re women, which is below the 30 per cent constitutional target.

⁸ Unemployment rates among youth and women rates were 50.4 per cent for women and 83 per cent for youth

Figure 2: Guinea Bissau country programme 2018-2022 document pillars

Overarching Objective: to assist Guinea in creating conditions for sustainable inclusive growth by building strong and responsible public institutions that are accountable to civil society	
Pillar One: Promoting good governance for sustainable development	Pillar Two: Economic transformation and sustainable management of natural capital
<p>Strengthen government capacity to improve political and economic management, promote economic governance through strengthened public institutions, and increase civil society involvement in decision-making and citizen control in fighting corruption.</p>	<p>Focus on promoting inclusive growth through value chains in high economic potential zones, job creation to sustain local, emerging growth, improving community resilience to shocks, and reducing youth migration.</p>
<p>Supporting the harmonization and dissemination of legal and regulatory frameworks to ensure local ownership and improve institutional performance.</p>	<p>Building the capacity of professional unions and farmers associations to become better organized and equipped to promote activities, comply with international standards and access new market opportunities;</p>
<p>Supporting security sector reforms, rule of law and the implementation of critical laws through advocacy, enforcement and monitoring practices.</p>	<p>Supporting women, youth and people with disabilities so they benefit from income-generating activities, entrepreneurship, decent employment, access to finance and integration of the informal sector within sustainable value chains in the mining, agricultural and fisheries sectors</p>
<p>Building community capacity, and advocate for increased female participation in public institutions and the private sector</p>	<p>Promoting sustainable cities and villages, sustainable waste management and promotion of green jobs, as well as supporting the establishment of area-based waste management systems</p>
<p>Specific attention is given to youth and women’s employment, adaptation to climate change, security and conflict prevention.</p>	<p>Building resilience of vulnerable groups so they adapt to climate change and have improved access to renewable energies and alternative technologies,</p>
<p>Strengthening women’s participation, as voters, election candidates, monitors and observers, alongside building the capacity of early warning systems for conflict, citizen control and oversight.</p>	<p>Building national capacities in climate finance and resource mobilization.</p>

Source: Evaluator

In the 2022-2026 country programme document (CPD), UNDP's commitment to a multidimensional development approach is much more evident, with clear reference to women, youth, and individuals at risk of being marginalized, such as people with disabilities and lesbian, gay, bisexual, transgender and queer people. Current country program, pay also special attention to **1) address root causes of gender-based exclusion, marginalization, and violence; 2) to combat gender-based violence, including sexual violence, harmful practices and discrimination, by ensuring access to justice for women and girls, youth, and vulnerable groups; and providing landowners with justice on land reform; and 3) to leverage youth and economically active women through capacity-building**, enhancing participation in decision-making processes while addressing underlying causes of the gender digital divide, gaps in economic participation and other discriminatory social norms and practices.

Figure 3: Guinea Bissau country programme document pillars (2022-2026)



Source: Evaluator

Since 2018, UNDP ensures the gender marker into all projects and programmes. The gender markers are used for resource allocation, and in supporting the mainstreaming of gender, women’s empowerment, and disability-sensitive elements into programmes.

In pursuit of these objectives, UNDP Guinea-Bissau has developed several actions with the country’s government and civil society organizations to reverse the negative indicators of gender equality in the country.

Between 2018 and 2019, UNDP Guinea-Bissau elaborated its first Gender Strategy receiving its final approval in May 2020, ensuring that gender equality and women empowerment in Guinea-Bissau are integrated into all its programmatic and operational activities. However, the UNDP Gender Strategy does not dispose of a specific budget for the implementation of its activities.

As part of the fulfillment of its mission, in 2020, UNDP developed its Gender Action Plan (2020-2022) in Guinea Bissau, but its implementation was delayed due to the Covid-19 Pandemic and it was in late 2021 when UNDP Guinea-Bissau released the UNDP Guinea-Bissau Gender Analysis (March 2021) in support of UNDP Country Office CPD (2022-26) preparations with an objective analysis and in-depth review on gender discrimination and gender inequalities in Guinea-Bissau. The report showed that socio-cultural norms, the dominance of patriarchal power and of traditional (rural) settings were the underlying roots causes of gender disparities in the country. The report also found that that empowering woman has significant medium- and long-term benefits such as reducing poverty and improving the Human Development Index (HDI). This can be done through educating young girls and addressing gender inequalities resulting in increased pay and labor participation rates and decreased disparities in health.

In 2022, UNDP adopted its Gender Strategy 2022 - 2026, which has the overall objectives of (i) identifying potential actions that contribute to the adoption of systematic gender attitudes in the UNDP GB programming cycle, more specifically (i) the institutionalization of gender in internal operating mechanisms and (ii) the identification of solid entry points for innovative and transformative support from state structures and local organizations working to promote gender equality and women's empowerment - mainstreaming the theme in programs and projects.

The current UNDP programme is well positioned to support and contribute to the UN Cooperation Framework (2022-2026) through a package of strategic upstream and downstream interventions, in line with the recommendations of the independent evaluation of the current country programme, focused on (a) sustaining peace and social cohesion through democratic, inclusive governance and rule of law; (b) leveraging small island developing State characteristics for inclusive green/blue growth, while tackling climate change and conserving biodiversity; and (c) strengthening health and social protection systems while improving access to quality services⁹.

In addition to these efforts and responding to the gender gaps, UNDP Guinea Bissau has adopted other complementary measures, namely:

- a) The creation of an Office Gender Committee (GC) in 2022, made up of 13 focal points, including 7 women, chaired by the UNDP Deputy Representative, and comprising the heads of the various departments and services of the office, which constitutes a channel for the dissemination and consistent integration of gender issues and the adoption of its tools in the various actions of the office.
- b) Adoption of an action plan to obtain the Gender Equality Seal (GES), aimed to improve awareness and strengthen efforts in mainstreaming gender issues into the programme cycle and beyond.

⁹ UN DP/DCP/GNB/3 Country Programme Document for Guinea Bissau (2022-2026)

4. Findings

RELEVANCE

UNDP's Gender Equality Strategy (2018-2021) fulfilled a conceptual shift from engaging primarily in programmes focused on women as beneficiaries and their practical needs to strengthening interventions that tackle structural changes for the acceleration of gender equality and women's empowerment¹⁰. In this line, UNDP programming and intervention design had to be aligned with UNDP's key corporate message on the centrality of gender equality and women's empowerment to the achievement of sustainable development, and had to pursue integrated, cross-sectoral approaches to address interconnected development challenges, built on core principles, namely; 1) human rights approach; 2) women and men as active agents of change; 3) leaving no one behind; 4) transforming gender and power relations; 5) engaging men and boys in the process towards gender equality; 6) country contextualization and 7) innovation approach.

For accuracy, the evaluation looked at projects with a gender equality component which were planned and were/are implemented under the CPD and can be identified with a gender marker¹¹.

Documentation review showed that the UNDP in GB until 2018/2019 had not implemented any project with a GEN3 (standalone gender project with gender transformative content) to address structural change in social norms and cultural stereotypes and had to improve its performance in relation to gender mainstreaming with more projects with a GEN2. From 2019 a couple of projects have been funded and implemented under GEN3, namely:

- ***“Placing Women at the center of Justice Reform in Guinea Bissau”*** (2019-2020)– A project that promotes women's human rights and has its 80% of its total budget allocated to activities in direct pursuit of gender equality and women's empowerment.
- ***“Creating safe and empowering public spaces with women to mitigate climate risks and sustain peace in Guinea Bissau”*** (2022-2023) -A project aimed to empower women to mitigate climate shocks and vulnerabilities in Guinea Bissau through community led resilience initiatives.
- ***Resilient Ecosystems for Structural Economic Transformation in Guinea Bissau*** (2023 – 2026)¹² – The intervention will strengthen private sector, partnerships, investments and sustainable economic blue/green growth, through the following main initiatives; an Innovation Hub, a Blue Tourism Incubator, Bissau Rising and Increased access to financial services and digital solutions.

¹⁰ UNDP 2018, Gender Equality Strategy

¹¹ The UNDP Gender Marker is a fundamental instrument used to evaluate project design and project performance as well as to track the financial expenses made to contribute to gender equality and women's empowerment. There are three different scores depending on the relevance of the objective and the percentage of the total project budget to Gender Equality and Women's Empowerment, being GEN3 the highest score and GEN 0 the least score.

¹² This project is not under evaluation since it has started to be implemented recently, but the evaluation wanted to include it as a way to show that the number of GEN3 project is getting higher.

The number of projects under GEN2 have also increased considerably since 2021, including 1) the support to the electoral cycle project; 2) financial inclusion of women; 3) the blue economy project; 4) the social protection project; 4) the project on promoting better access to modern energy services through sustainable minigrids and low-carbon bioenergy technologies among Guinea Bissau’s forest-dependent communities, among others.

Table 1 Summary of UNDP Guinea Bissau Projects SDG 5

Year	Project Title	GEN Marker	Fund
2018-2021	Rural Youth Adolescent to Serve as Peace Leaders	2	Peacebuilding Fund
2018-2020	Placing Women at the Center of Justice Reform in Guinea Bissau	3	Peacebuilding Fund
2018-2023	Strengthen the adaptive capacity and climate resilience of Guinea Bissau vulnerable coastal communities to climate risks	2	GEF LDCF
2020-2022	HC UNDP Guinea Bissau Early response to Covid 19		Multiple donors
2020-2022	Political Stabilization and Reform	2	Peacebuilding Fund
2020-2022	Blue Economy as a catalyst to green recovery	2	
2020-2026	Promoting Better Access to Modern Energy Services through sustainable mini-grids and low-carbon Bioenergy Technologies Among Guinea Bissau’s Forest dependent Communities	2	GEF Trust Fund
2021-2024	Building strong institutions for Sustaining peace	2	Government of Japan
2021-2022	EU Financial Inclusion	2	UNDP
2021-2024	Enhancing Protection System of Human Rights in Guinea Bissau	2	Peacebuilding Fund
2021-2024	Building strong institution for Sustainable Peace	2	Government of Japan
2022 - 2023	Creating Safe & Empowering Public Spaces with Women	3	Peacebuilding Fund
2018-2023	Electoral Cycle Support	2	Multiple Partners
2023-2025	Resilient Ecosystems for Structural Economic Transformation in Guinea Bissau	3	UNDP

Source: UNDP Transparency Portal and UNDP Guinea Bissau portal

The evaluation has only found one contributory arrangement with Canada, dated on May 2021, on **Promoting women and LGBTI’s rights and political inclusion for a more peaceful, just, and inclusive society, by enhancing access to justice and combating gender-based violence**, despite that both disabled women and those belonging to the LGBTIQ community must face great challenges in Guinea Bissau. The already undervalue role that women have in Guinea, where they are always under the guardianship of the man, whether father, husband, brother-in-law, or son, where they do not have the right to inherit land ownership is compounded by the lack of data and statistic and the invisibility of both by the rest of the society. These findings are also extrapolated to

the programs and project in the UNDP, where in a very cursory manner and only in certain projects people with disabilities are included.

Among the **barriers** that made the difference between successful and disappointing UNDP programs/projects towards gender equality and women's empowerment implementation and results are the government instability and limited engagement (from 2020 to now, the country has had three different governments), the inexistence presence of government institutions at local level, the cultural barriers where the unfounded discrimination against women in Guinea Bissau and the sexist institutional culture constitute serious barriers that not only hinder the implementation of initiatives that tend to break the circle of violence and improve the situation of women, but also negatively influence the performance of national institutions, both State and civil society organizations. Interviewers have also identified as barriers in some of the projects implemented by UNDP: 1) the UNDP bureaucratic process that delay the availability of funds and consequently failure to comply with the activities' execution schedule, 2) the limited capacities of governmental implementing partners to give adequate answers to the challenges, 3) the high level of resistance to break religious and cultural barriers, 4) the high level of illiteracy among local population, and 5) the insufficient allocation of funds that have repercussions not only on the achievement of planned objectives, but also on the sustainability of the projects.

Among the **enablers** identified have been highlighted the fact that working with traditional power, local power and religious power, involving them in the projects from the very beginning, makes gain ownership, establish common priorities and achievements to be reached. It's been also found that building trust ship with the local community is key, together with organizational experience and expertise on the area of work. Local and civil society organizations play a crucial role since they have a close contact with local populations and are fundamental to the success of a project.

In 2019, the office recruited a Gender Programme Analyst that improved various components at the design/programmatic level of gender equality building and achieved important progress at the institutional level. The gender specialist prepared the UNDP Guinea-Bissau gender response proposal to COVID-19, the gender committee's TORs, the gender focal point TORs, the gender committee's annual work plans (2020 and 2021) and budget (inspired by the global gender seal work plan), the TORs and follow-up of this study on gender analysis and reviewed /elaborated parts of the ROAR sections concerning gender and UN-SWAP¹³. However, this gender specialist was a temporary job position that was left vacant in 2021.

The recruitment in April 2022 of a UNDP Gender Advisor has undoubtedly pushed gender equality in the office, both internally and with the national partners. The Gender Advisor is an FTA NOC grade and part of the managerial team. She has been key to lead the Gender Equality Seal in the office and mainstream gender in all the UNDP projects funded after her recruitment. Under her leadership the Gender Committee¹⁴ of Guinea Bissau's Country Officer was revamped, with clear Terms of Reference (ToR) that foresee a 5%-time allocation of its members as well as the need to include a

¹³ UNDP Guinea Bissau Gender Analysis (2021) Brigit Embaló

¹⁴ The Gender Committee was created for the period 2020-2021. This Committee substituted its larger predecessor which was not functioning very well. It was composed of 5 members and chaired by the Deputy Resident Representative-Programme, but this Committee could not fully play out its role in leading the office in the implementation of its Gender Strategy. The new Gender Committee created in 2022 is composed by 14 members both from programme and operations and headed by the Deputy Resident Representative.

key result on gender for each of the Gender Committee member. Three minutes¹⁵ of the Gender Committee meetings provided account for the initial engagement of its members, however, the evaluation found that after October 2022 the Gender Committee has not met again, losing all the initial commitment of its members and the work done at the beginning.

During the period of evaluation, the UNDP Office in Guinea Bissau also undertook several initiatives to address the concerns expressed in the Gender Equality Certification Program, commonly known the UNDP Gender Equality Seal¹⁶. The gender analyst recruited in 2019 conducted a set of actions in gender equality and women's empowerment to make UNDP GB fit for the application to the Gender Equality Seal by 2021. Between 2022-2023, the UNDP Office went through the process of this Certification that ended with an overall score of 16/30 (53,33%). To get the UNDP Gender Equality Seal is a journey that the Country Office in Guinea Bissau will have to keep walking, as of yet, the office has achieved 2/4 for mandatories bronze, 5/8 for mandatories silver and 6/11 for mandatories gold.

Key informant interviews were unanimous in stating how relevant UNDP work in gender equality and women's empowerment in Guinea Bissau was not only for each of the regions and within the selected areas of work but also for the population themselves and governmental institutions.

EFFECTIVENESS

The period under review has been full of challenges both nationally and globally. The Covid 19 pandemic and the political instability has been the most pressing one that has undoubtedly affected most of the projects. The Country Program Document (CPD) for Guinea Bissau 2022-2026 marked a milestone to strengthen UNDP Programmatic delivery with a gender mainstreaming approach. Overall, the UNDP programmes/projects towards gender equality and women's empowerment has been implemented satisfactorily during the last four years and adapted as needed.

The project "Placing Women at the Center of Justice Reform in Guinea-Bissau" (Nov 2018-Nov2020) has been one of the most successful projects in terms of women's empowerment and gender equality along with the "Strengthening the adaptive capacity and climate resilience of Guinea Bissau vulnerable Coastal communities to climate risks" (Coastal Project) project (2018-2023) ; the "Political Stabilization and Reform" project (2020-2022); the "Electoral Cycle Support" Project (2018-2023) and the "Blue Economy as a catalyst to green recovery" project (2020-2022).

The **support program for justice reforms** has allowed support for the modernization of the judicial police's service capacity, allowing the creation of a specific unit to provide assistance to vulnerable groups, namely women and children, and improving the quality of young girls and women rural. Likewise, it helped strengthen the capabilities of women and increased the number of women magistrates and judges who act as operators of the judicial system.

¹⁵ From June, September and October 2022

¹⁶ [UNDP Gender Equality Seal Initiative for UNDP entities | United Nations Development Programme](#)

Justice Caravan Mission: Expanding MOBILE JUSTICE In commemoration of Justice Day, from October 2nd to 9th, 2022. In line with the project, UNDP Guinea-Bissau Acceleration Laboratory, in partnership with the Governance Unit and the Ministry of Justice and Human Rights, expand Mobile Justice, decentralizing service provision to the rural population, to improve justice and making it easier for citizens to access and understand their rights. The goal was to make it easier for citizens, women and men, to access the justice sector, to minimize the distance between the most vulnerable population and basic justice services, to inform and raise awareness among women and men - about their rights and duties. In the application of “Mobile Justice, the gender component has been integrated to facilitate women's understanding and access to justice services, the registration of children including greater knowledge of the rights of women and children”, thematic approaches were facilitated, gender equality, women empowerment, economic management, production and assets, potential conflicts in the family and community. Inheritance issues and women's access to material goods and resources, inclusion and diversity.

In the so-called **Coastal project**¹⁷, 63% of the women benefited directly or indirectly from the project, strengthening their capacities for adaptation and climate resilience and empowering women. These women have expressed their commitment to the performance of horticulture production, processing, and trading fish. These productions reflect their active role in the household economy that have led to unforeseen results with the creation of 9 women’s associations that are now working on their leadership in climate change, eco-tourism, small business, etc.

The **Leadership Academy** has been another of UNDP's flagship projects. It has been described as a female talent activation program. A new institution based at the National School of Administration of Guinea-Bissau (ENA), with the vocation of contributing to the emergence of national leaders with knowledge, management skills, leadership and values and principles aligned with the requirements of consolidating peace, tolerance, and trust between actors, accelerating the development process and improving democratic governance. Interviews confirmed that the Leadership Academy has been a highly successful project with a strong women’s empowerment process and with two big results: **1) capacity building in community leadership and 2) small business creation. Communities were reached and youth clubs were created in remote places, something that was previously unthinkable. Young women participants began to develop their own businesses, small life projects. Young women entrepreneurs do not achieve total autonomy but small returns. Document review shows that of the three courses offered by the Leadership Academy on 1) Leadership and Personal Development; 2) Leadership and Public Service; and 3) Leadership and Integrity, a total of 13 sessions were held, divided into 6, 5 and 2 sessions respectively. A total of 24 trainers (7 women and 17 men) were responsible for conducting these training sessions. In the Leadership and Public Service course, 77 men and 32 women graduated, making a total of 109 trainees. In the Leadership and Personal Development course, 73 men and 37 women were trained, making a total of 110 trainees; and in the Leadership and Integrity course, a total of 23 men and 17 women were trained. In percentages, 66,8% of men and 33,2% of women were trained. Furthermore, the Leadership Academy has offered two courses only for women on Leadership and Politics in 2023 with a total of 24 women participating and on**

¹⁷ Project Support to Strengthening Vulnerable Communities Capacity in Coastal Communities Areas

Leadership, gender, and environment with 18 women trained. The evaluation was also informed that as a result of these training a group of young women gathered and have created a women organization dedicated to raise awareness in environmental conservation, named MELDA.

Gender mainstreaming was carried out in the leadership academy, an action that energized college girls in the leadership academy program, on gender-based violence, to promote girl's talent and messages to raise their voices and address FGM, domestic violence, CEDAW and the parity law, and the challenges to create platforms for the new generation. More than 170 girls benefited from this innovative program.

Documents review showed that under CPD 2022-2026 outcome 1, **legislative milestones were achieved including the new bill approved for the revision of the Constitution to address gender equality issues. Another achievement towards women's political participation and civic engagement was that 52% of registered voters for the 2023 elections were women. Institutional capacity building also played a key role for gender sensitivity and legislative and social transformations, including in gender-segregated sectors such as the police force. Under outcome 2, the Financial Inclusion strategy was finalized and will guide inclusive microfinance targeting vulnerable groups. A total of 180 women entrepreneurs also received financial grants to start their businesses. UNDP distributed key tools in 45 communities to improve natural resource management such as 14 water wells, 2 ice factories and 230 improved stoves. New agroecology methods also showed a production increase of 45%, increasing food security and financial autonomy of women-led households. In outcome 3, a social protection pilot scheme provided 179 women with skills development and small grants to open their business. A marketplace was also built to provide a safe working space and prevent the spread of disease. Almost 60.000 pregnant women attended free ante-natal consultations and almost 40,000 received mosquito nets to prevent malaria transmission¹⁸.**

The evaluation has also found that UNDP Country Office in Guinea Bissau has made great contributions since 2019 to integrate gender in national policies, such as: the approval of the National Strategy and Action Plan on Human Rights that include gender concerns; the extensive consultation process to review the Constitution and integrate key gender-sensitive changes¹⁹, which led to a draft Bill tabled for discussion at the National People's Assembly in May 2022 (not treated); the collaboration with the Ministry of Women to review the National Action Plan for the Implementation of the Security Council Resolution 1325 through wide consultations on women, peace, security and political participation targeting civil society activists, women led-organizations and traditional leaders; and the collaboration with the Ministry of Natural Resources and Energy for the development and approval of the National Action Plan for the Gender Integration in Access to Energy Policy²⁰. Furthermore, at local level, UNDP has been working with the Women's Council, a

¹⁸ Benchmark Matrix – UNDP Gender Equality Seal (2022-2023)

¹⁹ <https://www.undp.org/pt/guinea-bissau/news/perspetiva-de-g%C3%A9nero-na-revis%C3%A3o-da-constitu%C3%A7%C3%A3o-da-guin%C3%A9-bissau>

²⁰ Benchmark Matrix – UNDP Gender Equality Seal (2022-2023)

consortium of civil society organizations working to promote gender equality, developed a Common Agenda for the political participation of women and girls²¹.

Interviews from key informants confirmed that UNDP's support has led to greater capacity building for young women, greater civic awareness of gender equality and women's empowerment, and greater citizen monitoring of Guinea-Bissau's compliance with its international obligations in the area of gender equality and women's rights.

UNDP has conducted, over the years, intensive work with the Ministry of women, involving different actions of capacity building on gender as well as action conducted in the framework of the UN 1325 Resolution nevertheless between 2019-2023 there has never been a project of institutional and organizational strengthening to the Institute of Women and Children (Ministry of Women), despite the fact that the weaknesses of this institution are enormous and that the state budget allocated annually is very small. The Institute of Women and Children invoked the need to have an annual work with the UNDP as one of the key elements for fulfilling its mission of promoting gender equality and protecting women's human rights in Guinea Bissau.

In this same line of argument, and given that the government does not provide the necessary resources for the country to move towards de facto gender equality, several interviewees stressed the importance of taking into account not only international legal obligations, but also the laws and norms of traditional and religious leaders, since they are the ones who really have the power in the regions and in many cases do not abide by the resolutions taken at the country's capital.

On the other hand, there are very few local NGOs with adequate capacity to respond to the protection and promotion of women's rights, gender equality, women's empowerment, or gender violence issues. Their response capacity is weak and there is a need to build their capacities, provide them with continuous training and resources at both central and regional levels.

It has to be noted that the results of the projects on paper are relatively good, however, there are certain aspects that are not reflected in them and that are closely linked to gender equality within UNDP and how gender mainstreaming is carried out therein. Interviews have revealed that 1) UNDP staff lack of sufficient knowledge and training on how to mainstream gender into planning and programming despite UNDP leadership and senior management is committed to champion gender equality to its work, 2) that UNDP integrates gender equality in all stages of the programming cycle and activities and 3) that gender analysis is mandatory for country/regional framework documents, programmes and projects. UNDP mandatory online courses in the first three months after recruitment on gender related issues have been reported in most cases as the only training received. In some cases, have not even been carried out yet due to lack of time, and according to documentary review, the training on gender issues has been relatively recent (2023) so that the implementation of the projects since 2019 may have been carried out by some staff blind to gender equality related issues.

²¹ <https://www.undp.org/pt/guinea-bissau/news/na-guine-bissau-promocao-da-participacao-politica-das-mulheres-comeca-nivel-local>

UNDP staff interviewed echoed this finding and added that neither the UNDP Gender Action nor the UNDP Gender Strategy Plan are internally vulgarized. Respondents also complaint about the missing of an operational standard procedure, as well as the need to strengthen staff capacities and share tools or techniques to increase the presence of women in more activities.

EFFICIENCY

UNDP programme/projects on gender equality and women's empowerment in Guinea Bissau progressed steadily from 2019 to nowadays. Most of them have successfully completed all activities, while others, such as the Coastal project, will have difficulties in reaching 100% completion due to delays in financial disbursements. During COVID, many projects were awarded non cost extensions, which allowed the expected results to be achieved.

Bafatá, Gabú, Cacheu and Quinara are the regions were most of the UNDP projects with a gender component focuses. Projects are often developed in remote areas and somewhat isolated from large urban centers, as in the case of projects related to health and protection. This creates major challenges not only in terms of project implementation but also in terms of strategies for reaching the beneficiary population and resources utilize.

The average duration of projects GEN2 or GEN3 is eighteen months (+non cost extensions) and have small budgets, which generates complaints from the implementing organizations, which consider that these projects have too short duration to bring about behavioral changes. Implementers also consider that UNDP has an extremely bureaucratic process with many hurdles, as well as requirements that are difficult for small local organizations to meet in many cases.

The evaluation has found that in such cases project management is key for success and two main factors were crucial for project efficiency: 1) autonomously managed programs and projects that allocate specific means and human resources to achieve results in the field of gender equality and 2) sensitivity and technical preparedness of the project's main implementing partners.

From interviews with UNDP program managers and civil society partners, the evaluation was able to learn that UNDP has adopted three main project management models:

- a) Direct management of programs and projects by partner entities, such as different state structures or institutions and civil society organizations, through the transfer of funds following the signing of a grant agreement, the supervision of which is the responsibility of UNDP program managers.
- b) Transfer of funds through annual work plans (AWPs) that foresee activities and allocation of funds to them for a period not exceeding one year.
- c) Creation of autonomous project and program management units through a technical structure with competence to manage the projects or programs.

UNDP GB does not count with a specific budget to mainstream gender equality and women's empowerment nor inclusiveness into their programs nor projects. Instead, UNDP counts with a

Gender Maker to track financial investments to advance or contribute to achieving gender equality and the empowerment of women.

Document review showed that UNDP Strategic Plan 2018-2021 foresaw at least 15% spending of the whole budget for gender mainstreaming issues. The gender equality seal report mentioned that the total amount of expenditures with gender equality as the main objective or significant objective, that was of GEN-2 and GEN-3 marked projects, should have been at least 50% of the total programme budget²². However, the situation on the ground, at UNDP Guinea-Bissau, on gender financing mechanism has been far less encouraging: UNDP financial commitments to gender equality were low during the last years. 72 per cent of programme expenditure (\$33.8 million) was directed towards outputs expected to contribute to gender equality in a limited way (GEN1 outputs), and 27 per cent (\$12.6 million) towards outputs expected to have gender equality as a significant objective (GEN2)²³

The UNDP Gender Committee reported that in 2022, at least 70% of the programme expenditure directly contributed to gender equality results, on (GEN2+GEN3). At that time, the UNDP Gender Committee agreed that a checklist should be developed to assist project managers in developing goals that are GEN2 and GEN3 in their project, including allocation of 15% of the programme expenditures directly contributing to programmes and projects with gender equality as the primary objective (GEN3). However, this checklist has not been yet provided to UNDP staff.

The evaluation has not been able to verify this information, as it has found it extremely difficult to obtain budgetary information on projects contributing to gender results. Despite repeated requests and receipt of information from UNDP program management unit has been impossible to get an exact data. The reasons were diverse, sometimes due to incomplete information (project number, title, budget, but the year was missing), sometimes due to the lack of correspondence between the official name of the project in Prodoc and the name usually known in the office, which made the search very difficult. Besides, since there are no projects, whose main objectives are to achieve gender equality but to mainstream gender throughout the project, the exact amount dedicated to the promotion of gender equality and women's empowerment is very difficult to know, without direct access to UNDP's project monitoring and tracking software.

Taking UNDP Guinea Bissau website as an alternative to find information was also not feasible. The UNDP Guinea Bissau web page does not have a specific section on gender equality and women's empowerment, it does not specify among its focus the gender dimension, nor is it possible to know by any means which are the projects or actions more oriented towards the promotion of gender equality and women's empowerment.

IMPACT

With the closure of the United Nations Peacebuilding Support Mission - UNIOGBIS in 2020, which had a Gender Unit with significant financial and human resources, UNDP partially absorbed its mandate, especially with regard to gender equality and women's empowerment. During the last

²² UNDP Guinea Bissau Gender Analysis (2021) Brigit Embaló

²³ UNDP, 2020: Independent Evaluation

years, UNDP has been readapting its programming to meet the challenges of promoting gender equality and protecting women's human rights in Guinea Bissau,

The country context for the promotion of gender equality and the protection of women's human rights has been characterized by the low allocation of financial resources by donors, the exponential increase in gender-based violence, the withdrawal of several funding partners and the increase in structural inequalities between men and women. This context calls for solid, pragmatic and sustainable programs and projects in all dimensions, with the capacity to bring about positive changes in society.

The operational climate is unfavorable. Implementing partners complained of having few effective months to work either because projects are too short in time or/and are reduced by the time it takes to disburse funds. KII considered that there is a lot of pressure for delivery, sacrificing principles and standards. On the other hand, it has been noted that there are difficulties in working together on gender issues among UN agencies since most of them do not count with a gender focal point. In addition, the evaluation found that during UNDP's co-presidency of the thematic group in 2020, the UNDP gender specialist at that time represented UNDP in the thematic group in consultation forums with partners in the gender domain, (such as the Women and Child Institute, the Women's Council, the Women's Policy Platform, other UN agencies, etc.) on the operationalization of the National Policy on Gender Equality and Equity (PNIEG), CEDAW, United Nations Resolution 1325 and initiatives to combat COVID 19²⁴. This interagency coordination group worked well until the leadership moved.

If attention is provided to the only two projects²⁵ with a GEN3 between 2019-2023, it can be said that on the final evaluation of the project related to placing women at the center of justice reform, it was highlighted that the most impactful results occurred at structural level with changes initiated in the national legal framework and women increasing their access to CAJ (legal aid center) and knowledge on forced marriage, female genital mutilation (FGM), inheritance rights, domestic violence, SGBV, polygamy, gerontocracy, levirate, sororate. With regard to the CIVIC space project, respondents considered that the increase of women's knowledge and expertise on climate change issues and its risks, expanding opportunities for young people in all matters related to climate change maintenance, has been the most impactful result.

As mentioned above, the evaluation was unable to interview or send a survey to the direct beneficiaries of the different projects. Nor was it possible to carry out any process to determine the counterfactual of the interventions, as the evaluation team was not able to go into the communities and regions where the different projects were implemented, and therefore, measuring and attributing impact to different projects interventions was a difficult and challenging task. Through the use of semi-structured questioners and direct observations, the evaluation team found certain level

²⁵ ***“Placing Women at the center of Justice Reform in Guinea Bissau”*** (2019-2020) and ***“Creating safe and empowering public spaces with women to mitigate climate risks and sustain peace in Guinea Bissau”*** (2022-2023)

of evidence of impact, at the structural, institutional and human-dimension level in those project that were GEN 1 or GEN2:

- In general, all the projects reviewed had a component in training and capacity building, that is considered the most impactful activities by the interviewees, and what subsequently contributes to achieving greater empowerment of women and young girls. Awareness raising has led to the creation of female organizations, as unexpected positive impact in two projects: the Leadership Academy project and the CIVIC Space project. Awareness raising has also allowed an impact not only in the short but also in the medium term with regard to climate change, which KII indicate were previously unknown and, however, today rural women are able to explain what it is about, understand the reasons why certain adverse situations occur in agriculture and manage to increase alternative solutions to problems.
- Rural women have increased their access to health and legal centers, evidenced by cases submitted to the court²⁶, or number of patients treated in local health center²⁷.
- Young and rural women have also seen their financial capacity increased thanks to capacity building activities or micro-credit projects developed in the framework of social protection and economic UNDP sections. Thus, the saving groups that were created with the project focused on preventing climate-related conflicts with a focus on women's role in community dialogue and solutions, whilst increasing their economic empowerment, have allowed women not only to invest in material to continue growing their businesses but also to improve their nutritional conditions and that of their children and families. With the Blue Economy project was reported that women have a greater concern to invest more in economic activities where women are involved. The support to micro-businesses run by women like trading of fish, honey, horticulture production, digital inclusion etc. have increased over the time. However, rural women of the Coastal project have expressed the concern that their poverty literacy make them vulnerable to trading their products in local markets. And the UNDP Gender Seal Report mentioned that if community-based organizations of the villages where the Coastal project is being implemented have no strategy and no commitment to enhance gender equality in the economic field in the assisted communities, it is unlikely that the project continue after the end.
- The strengthening of decision-makers accountability towards the population have been found mainly in projects related to the judicial system and human rights related issues with the revision of legal codes and the Constitution with gender-lens. However, in the Electoral Cycle Support project was not able to include the women quota in the 2019 Electoral Law²⁸. UNDP is now reviewing the law to reintroduce gender equality principles.

²⁶ In the case of the *Placing Women at the center of Justice Reform in Guinea Bissau project* or on the *Mobile Clinic Project*

²⁷ **Women and financial inclusion project**

²⁸ Before the 2019 Electoral Law, Guinea Bissau counted with 14 women parliamentarians; now, in the last elections (2023) only 11 women were elected as parliamentarians.

- Institutional changes have been also found in some of the UNDP projects reviewed. Thus, the creation of a Gender and Inclusion Office in the National Electoral Commission (CNE) responsible for promoting and supervising the inclusion of gender disaggregated data and mainstreaming gender in all the CNE activities; or the increased number of women magistrates and lawyers is considered a direct positive result of the Electoral Support Project and the Placing women at the center of justice reform project.
- UNDP is considered a strategic partner that ensures financing and technical support in different assigned degrees. The participation as implementing partners of local institutions, civil society organizations or local NGOs in basically all UNDP projects reviewed has had a very positive impact for the organizations themselves. Being an implementing partner has allowed them to gain experience on how to deal with international entities; it has also given them the opportunity to find other donors and sometimes be able to continue with activities related to projects carried out with the UNDP, it has also allowed them to expand their own human resources and grow in institutional capacity.
- However, the length of many projects is considered too short to have a relevant impact. As previously mentioned, administrative and bureaucratic UNDP processes delay the beginning of projects reducing the effective time of implementation. For many respondents these projects are an embryo of results on gender equality and women's empowerment. Not only to have a greater impact but also sustainable results, it is necessary to increase the length of projects need.
- UNDP projects complement each other, however there is a need to improve the coordination among them. There are projects implemented in the same regions, but KII confirmed that they do not work together to have a greater impact and better results, avoiding duplication and doing a better use of resources.
- Effective measurement of gender equality and women's empowerment is challenging. The evaluation has found gaps in the measurement tools, methods and indicators used to measure gender equality and women's empowerment in UNDP projects and therefore it's impact. The fact that implementing partners are compelled to count with 50% of women in all workshops and training carried out in the framework of project is key and it has been proven that the responsible organization do everything possible to achieve 50-50, however, given the conditions of the country in terms of gender equality and women's empowerment, it is quite difficult to achieve it in these moments. Beyond monitoring indicators, it is necessary to focus on results indicators that reflect not only figures but also change and transformation in gender relations. Therefore, it is also necessary to involve project M&E staff in the design of proposals so that they can help to include transformation indicators.
- The evaluation has also found that there are many small, fragmented projects and sometimes also very ambitious in terms of gender equality given the existing political context and within masculine institutions that result in little or very limited impact.

SUSTAINABILITY

Key informants unanimously considered that projects sustainability is a big challenge. There is a lack of ownership from institutional and governmental organizations, lack of empowerment and human resources that do not allow the continuity of projects by current or successive governments. However, those projects where civil society organizations or local institutions (i.e. ENA) play a significant role, the evaluation has found that they are satisfactory in laying the ground for an exit strategy and sustainable continuation.

Local NGOs greatly facilitate the work and are a bastion for sustainability. Large and recognized organizations²⁹ are good candidates to give continuity to projects, usually they are very close to the beneficiary population, they are well known and this gains in trust and durability, and they also have trained human resources to continue betting on the results of the projects once they are finished. However, the smaller women's organizations or civil society organizations have greater difficulties in guaranteeing sustainability and require greater support, even though they would be the best candidates to strengthen the social fabric in terms of women's rights and gender equality, but respondents confirmed that they do not know the procedures for obtaining funding or participating in donor projects, and do not have trained personnel, which limits them greatly.

Some of the examples found in the projects under review that guarantee sustainability are:

- The saving groups in the Women and Financial inclusion Project. These women groups have demonstrated that the money saved they have been able to pay for schools, invested in businesses, and in agricultural tools. It has an impact on human and social capital.
- The unexpected women organizations created as a result of the trainings and courses done within the Leadership Academy or the Coastal project is also considered a sustainable result. Women continue to be empowered, have carried out supportive interventions, invest on start promoting eco-tourism, micro-financing, etc.
- ENA has already included in their curriculum courses on women leadership related issues.
- There is also a high likelihood that traditional leaders, women and some governmental actors like the justice or health sector will continue to apply acquired knowledge and skills through trainings, to enhancing gender equality in their institutions and initiate changes in how women access to justice system or combating harmful traditional practices.

CROSS CUTTING ISSUES

UNDP deliberately took steps to ensure human rights and gender mainstreaming in its activities and to contribute to the agenda 2030 and the women peace and security agenda. However, disability inclusion was difficult to include systematically in all the UNDP Projects.

²⁹ i.e Tiniguena, the Space for consultation of civil society organizations, ENA

Interviewees mentioned that the government is willing to advance on human rights international commitments and to promote legislation in this regard. Thus, Guinea Bissau counts with laws and actions plans against domestic violence, against female genital mutilation, laws on electoral parity however interviewees confirmed that they are not applied. LGBTIQ is considered to be completely helpless. Neither women's organizations nor the Institute for Women and Children have data on complaints made by LGTIBQ people denouncing abuses or violations of their rights. There is a great stigmatization by society as it happens with the Alvina population. Interviewees also confirmed a retreat in terms of promotion and respect of human rights (freedom of the press, freedom of expression, freedom of demonstration, etc.)

In the area of gender equality, much the same thing happens. The government has very few women in management positions and gender mainstreaming is non-existent, which makes it very difficult to carry out projects with a greater gender focus, as there is significant resistance.

Despite all this evidence, data obtained from GEN3 projects or GEN 2 projects and significant results in terms of women's empowerment indicates that there is progress on gender equality and women's empowerment, but much work still needs to be done.

5. Lessons Learned

An outline of some key lessons learnt is provided below and draws upon the evaluation findings.

Short-term investment leads to short-term results: Deep-rooted political, structural, and institutional constraints cause many human rights and democracy concerns and require long-term interventions. Isolated and stand-alone interventions were considered unlikely to contribute to meaningful and sustainable change at the higher level. UNDP's financial support has been very superficial, with projects with short implementation periods, without focusing on the crucial problems that affect the promotion of gender equality and women's empowerment.

Project systematization brings reflection and sustainability. To boost overall performance and productivity, systematization of projects is essential. In a participatory manner, ongoing description, analysis and documentation of the process and results of UNDP's gender equality and women's empowerment programs/projects can be facilitated.

Projects must have the participation of traditional, local and religious authorities and community involvement from project design to achieve not only project success but also greater impact and sustainability. The communities must be the protagonists in identifying their own problems and providing well-targeted solutions.

Support for civil society organizations, in particular women's rights organizations, must be strong and continuous, considering the crucial and determining role they play in promoting gender equality and protecting women's human rights in Guinea Bissau.

Having a Gender Advisor on UNDP staff is an added value. UNDP staff feel more supported and sensitized in considering how to mainstream gender in their projects and how to contribute to breaking down the underlying power relations that make it impossible to achieve full and equal rights between women and men.

Programs and projects that include gender experts in their implementation tend to achieve satisfactory results in terms of mainstreaming gender equality and women's human rights.

Programs and projects that do not ensure sustainability are unlikely to introduce significant changes in the field of promoting gender equality and women's empowerment.

Include gender indicators is a must if effective measurement of gender equality and women's empowerment wants to be done in projects and reflect not only figures but also changes and transformation in gender relations.

6. Conclusions

UNDP, through its programs and projects on gender equality and women's rights, has contributed positively to the achievements of SDG 5 in Guinea Bissau and to the advance of gender equality in the country. This has been done in part to increasing the awareness of government institutions on human rights but above all, and fundamentally, raising awareness among women and youth on gender equality and on women political, environmental and economic empowerment. In fact, the evaluation has determined that the subject of gender equality, which was taboo in Guinea-Bissau, is no longer thanks to the support from UNDP and other partners.

Likewise, the UNDP has contributed to supporting the reform of the country's national legal framework, making it more sensitive to gender issues, without ignoring the important role it has had in increasing women's participation in politics and decision-making spheres. Over the years, UNDP has worked closely with the Ministry of Women involving different actions of capacity building on gender as well as actions conducted in the framework of the Action Plan for Resolution 1325. The creation of the National Elections Committee (CNE) Gender and Inclusion Unit and the development of the Plan of Action on Gender and Social Inclusion are examples of great contributions to national actors.

UNDP Country Office in Guinea Bissau has been undertaken a great deal of effort to ensure a larger percentage of projects with a GEN2 and GEN3 marker and has demonstrated a commitment towards gender equality within the office and in the country, however, the evaluation found that has not been enough due to several factors, namely:

- Limited corporate enabling environment for mainstreaming gender equality and women's empowerment into projects and programmes. UNDP in Guinea Bissau has only one Gender advisor to provide a long list of tasks that goes from the implementation of strategies related to Gender Mainstreaming and empowerment (GEWE) to drive UNDP's thought leadership on gender as an accelerator of development cross-thematic area and to facilitate knowledge building and knowledge sharing on GEWE, instead of a gender unit with two or more specialist.
- Lack of own budget to support the actions of the gender advisor to promote gender equality and women's empowerment.
- Approved UNDP gender strategy in Guinea Bissau however no budget has been assigned for its implementation.
- Approved UNDP gender plan in Guinea Bissau, but no provision for its implementation.
- Programs and projects are of short duration which do not guarantee sustainability.
- Poor UN interagency coordination in the area of gender equality and women's organization.
- Support to civil society organizations has been superficial in terms of financial resources despite they have played a key role in many projects as co-implementing partners.
- Funds allocated to projects and programs do not fully reflect the extent of structural inequalities between men and women in Guinean society.

Between 2019-2023 UNDP projects in Guinea Bissau subtly started to create the condition for social dynamics, women's networking, women's associations, and the positioning of women in the broader political, economic, and legal spheres and all of this was done in a politically very volatile context. In some projects women are active members of the organizations in the assisted communities that collaborate with the project, however, village community-based organizations have no strategy to enhance gender equality in the economic sphere in the assisted communities and this needs to be addressed, as without such a commitment to empower women, economic results will be not sustainable.

The evaluation has also found that few UNDP projects built the foundation from which project benefits will continue into the future in terms of gender equality and women's empowerment. Dispersed efforts done by different projects with small grants do not achieve great impacts. UNDP's administrative processes delay many interventions, which see their implementation time shortened, resulting in weak and diverse results with little critical mass to transform gender situations in Guinea-Bissau.

UNDP projects ensure human rights and gender mainstreaming in its activities but, disability inclusion is difficult to be included systematically in all the UNDP Projects and this is an important issue to address so as to “leave no one behind”.

7. Recommendations

Recommendation 1- Mobilizing financial resources to implement the UNDP Gender Equality Strategy in Guinea Bissau

UNDP Guinea Bissau counts with a Gender Equality Strategy 2022-2026 that have not yet been operationalized. It is crucial to assign a budget to this important document, setting priorities and objectives to be met, including diversity and inclusion and increasing the number of staff working on Gender. UNDP Guinea Bissau needs to demonstrate its strong commitment towards gender equality and women's empowerment in Guinea Bissau.

Recommendation 2- Increasing GEN3 projects and create a framework to track results on gender equality and women's empowerment.

In the period from 2019 to 2023 only two projects were classified with a GEN3. This is a very small number of projects if UNDP really wants to create a real impact on gender equality and women's empowerment in the country. Besides, UNDP currently does not have a measurement standard to systematically track the type, quality, and effectiveness of its contribution to gender results that also captures the context of change and the degree of its contribution to that change. In order to address this issue, UNDP should codify the way it wishes to monitor, report, evaluate and audit its contributions to gender, and this framework should be used for rigorously tracking results for gender equality and women's empowerment at the country, regional and global levels.

Recommendation 3- Revamp the UNDP Gender Committee

UNDP Gender Committee should meet monthly and establish an annual work plan to ensure that the Country Office works towards shifting the underlying systems and power structures that determine development. UNDP Gender Committee members should have in their terms of reference a devoted task (at least 5% of their time) to the Gender Committee

Recommendation 4- Continue to participate in the interagency thematic group on gender equality to gain on effectiveness and sustainability.

Inter-agency work must continue to advance on the coordination of all initiatives carried out by the different UN Agencies on gender equality and women's empowerment as well as on political commitment and coordination with partners. The Gender Pledge, also called Gender Champion Initiative, requires operationalization by the different agencies and clear leadership to be carried out. UNDP must push and, if necessary, to take the lead in order not to perpetuate the existing gender equality situation in the country, but to move forward and achieve institutional and structural changes at the national level.

Recommendation 5 – Continue adapting the Guinea Bissau Legal Framework towards gender equality and women's rights.

UNDP Guinea Bissau has done an excellent job in supporting reforms to the legal framework of the country's political system, however, most of these laws have not been implemented or still lack the inclusion of women's rights. There is a need to continue supporting the reforms of these laws namely

the electoral law, the political party framework law, the CNE law, the parity law, among others, with a view to adapting them to international standards.

Recommendation 6- Ensuring inclusive disability, LGBTIQ and the new masculinities in UNDP project proposals.

UNDP should consider exploring new frontiers for engaging in gender issues that go beyond women, for example the new masculinities and the LGBTIQ community. UNDP should engage more fully in working with disabled people and LGBTIQ that suffer from gender discrimination and consider undertaking research that addresses how exclusion negatively affects progress in development.

Recommendation 7- Strengthening the Ministry of Women in Guinea Bissau to achieve greater impact.

The capacity and budget assigned by the State to the Ministry of Women (Women and Children Institute) is very limited. Achieving change in gender equality and women's rights should come from the drive and determination of national institutions, that is why UNDP has to give its maximum support to the Ministry of Women by financing projects that help them in fully fulfilling its mission, gain power within the governmental structure and position gender equality issues at the highest levels in the public interest.

Recommendation 8- Including a specific section on gender equality and women's empowerment in the UNDP webpage of Guinea Bissau

UNDP should make more visible its work towards gender equality and women's empowerment in Guinea Bissau in its webpage. GEN3 projects require to be mentioned in the UNDP webpage as well as its achievements and transformational changes done in the Guinean society.

Recommendation 9 – Maintaining and strengthening support to civil society organizations and women's rights organizations.

Civil society is the “golden thread” that runs through UNDP programmes and projects on gender equality and women's empowerment in Guinea Bissau, as implementers, partners, and beneficiaries. The UNDP in Guinea Bissau should continue to strengthen its support to civil society organizations and women's rights organizations, not only in the support provided through projects themselves, but also and in parallel, through capacity-building aimed at increasing their operational capacities, professional skills, coordination and networks, visibility, and financial sustainability.

Recommendation 10- Promoting the use of feminist approach in all UNDP programmes/projects to its evaluation practices.

Feminist evaluations are values-driven, they acknowledge from the outset the need for transformative change in both gender and power relations and challenge the root causes of gender inequalities. Since UNDP in Guinea Bissau mainstreams gender equality, feminist evaluation will allow the office to explore power relations and focus on the systemic or structural causes of inequalities and discrimination that may be present in the context of a programme or project, will also facilitate ongoing reflection and dialogue, allowing room to adapt to evolving needs and



information, will place importance on the evaluation process, not just the findings and will actively support social justice agendas.

Annex I: List of Key Informant Interviewed

	Name	Organisation
1	Ms Catherina Gomes Jao	UNDP Gender Officer
2	Ms Ana Muscuta Ture	UNDP Inclusion Officer - Governance
3	Mr Sirajo Seidi	UNDP M&E Officer
4	Mr Armel Yapi	UNDP Human Rights Adviser
5	Ms Andreia Camara	UNDP Project Manager, Civic Space Governance
6	Mr Euclides Cassama	UNESCO Project Manager
7	Ms Juliette Ngalim	UNDP Environmental Team
8	Mr Ivanildo Bodjam	UNDP Environmental Team
9	Ms Akssana Mota	UNDP Environmental Team
10	Ms Duhitha Wijeyratne	UNDP Economic Team
11	Mr Talat Jehan	UNDP Economic Team
12	Mr Samoel Mendes	UNDP Economic Team
13	Mr Victor Pereira	UNDP Head of Experimentation at the Accelerator Lab
14	Mr Samir Freitekh	UNDP Communication and Partnership
15	Ms Alejandra Lapique	UNDP Social Protection & Health
16	Ms Maneque Correia	RENALJEF
17	Ms Graciete Brandao	Gender Focal Point at COASTAL Project
18	Ms Manuela Marcelino	Women and Children Institute
19	Mr Diamantino Barai	Head of Gender and Inclusion Unit – National Electoral Commission
20	Ms Aissatu Camará, CAJ, Ordem dos Advogados	Representatives from National Network Fighting against gender violence
21	Mr Demba	RENARC
22	Mr Gueri Gomes	Espaço de Concertação das Organizações da Sociedade Civil
23	Mr Ferndando Mandinga	Espaço de Concertação das Organizações da Sociedade Civil
24	Mr Malam Vag	Community Police Representative
25	Ms Sabado	TINIGUENA
26	Mr Miguel de Barros	TINIGUENA
27	Mr Amadu Balde	ENA
28	Mr Mario Benatte	ENA
29	Ms Elisabeth Oliveira da Costa	UN Senior Human Rights Officer

Annex II: Inception Interviews and Survey Guides and Protocols

<i>Interview Protocol and Guidelines</i> <i>Gender Impact Evaluation in UNDP Programme</i>
<p>Name of Interviewee: Position: Date:</p>
<p>Introduction</p> <p>Thank you for participating in this interview. My name is <insert name>. I am the consultant conducting the Gender Impact Evaluation in UNDP Programme</p> <p>The purpose of this interview is to help me better understand the UNDP Programme/projects towards gender equality and women’s empowerment, its impacts and effects in Guinea Bisau. In order to do so, I would like you to respond to some questions, based on your experience and perspective as a stakeholder on the implementation process.</p> <p>Your answers will be treated with the strictest confidentiality.</p> <p>The evaluator will ask the respondent to introduce him/herself and his/her role/participation in the project.</p> <p>Do you have any questions before we begin?</p>
Evaluation questions
<p>The selection of the EQ to be answered will follow the evaluation matrix and will respond to the role and responsibilities in the DA project and their level of participation in the implementation of the project.</p> <p>General</p> <ol style="list-style-type: none"> A. What are the greatest strengths and weakness of the UNDP Programme/projects towards gender equality and women’s empowerment? B. What specific contribution did the project make? (Alternatively couched as “What specific part of this difference can be attributed to the project?”) C. How was the difference made? D. Can the intervention be expected to produce similar results elsewhere?
RELEVANCE
<ol style="list-style-type: none"> 1. What were the barriers and enablers that made the difference between successful and disappointing UNDP Program/Projects towards gender equality and women’s empowerment implementation and results? 2. How valuable were the results to service providers, clients, the community and/organizations involved?

EFFECTIVENESS

3. Did the EM, the UNDP Guinea-Bissau Management Support Unit, the UNDP Gender Seal Committee, a UNDP Gender Advisor produce the intended impacts in the short, medium and long term? If so, for whom, to what extent and in what circumstances?
4. How well was the intervention implemented and adapted as needed?
5. What helped or hindered the intervention to achieve these impacts?

EFFICENCY

6. What resources and strategies have been utilized to produce these results?
7. To what extent did the EM, the UNDP Guinea-Bissau Management Support Unit, the UNDP Gender Seal Committee, a UNDP Gender Advisor represent the best possible use of available resources to achieve results of the greatest possible value to participants and the community?

IMPACT

8. What are the likely impacts of the UNDP programme on gender equality and women’s empowerment given the current situation?
9. Did the UNDP Guinea-Bissau Management Support Unit, the UNDP Gender Seal Committee, a UNDP Gender Advisor positively contribute to upholding the protection rights of the target population, in particular the identified vulnerable groups?
10. What unintended impacts, positive and negative, did the intervention produce?

SUSTAINABILITY

11. Are impacts likely to be sustainable?
12. Have impacts been sustained?

GENDER & HUMAN RIGHTS

13. To what extent have governments and other institutional partners incorporated and applied HR/GE principles in their implementation of normative work?

Lessons Learned

14. What are the key lessons learnt to inform the design and delivery of future UNDP interventions towards gender equality and women’s empowerment?

Good practices

15. Emerging good practices that could inform future future UNDP interventions towards gender equality and women’s empowerment

What’s next / Recommendations.

16. What are the **remaining challenges / deficits**?
17. Can you share any recommendation that could benefit the UNDP and implementation?
18. Are there any other issues you would like to address/discuss.

FOCUS GROUPS

Focus groups session should typically have an average of 7 participants (min 5 and max 9). The focus group will last maximum 1 1/2hrs. Focus group will be conducted in person.

Interview Protocol and Guidelines Gender Impact Evaluation in UNDP Programme
<p>Participants: Cluster: Date:</p>
<p>Introduction</p> <p>The evaluator thanks for the time and interest in participating in this focus group. She introduces herself as an independent external evaluator that has been contracted to conduct the Gender Impact Evaluation in UNDP Programme</p> <p>The purpose of the focus group and the way how it's planned to be conducted is explained to the participants. It's recall that answers should be based on their experiences and perspectives as a stakeholder on the implementation process.</p> <p>The evaluator emphasizes that the answers will be treated with the strictest confidentiality. No names will be mentioned in the final report, and she will ensure that no information can be attributed to a particular person. However, names of participants will be included in a list of respondents as an annex to the evaluation report.</p> <p>The evaluator will ask for any questions before the focus groups begins.</p>
General Questions
<ol style="list-style-type: none"> 1. Which have been the most interesting result/activities obtained/done by the UNDP Programme/Projects towards gender equality and women's empowerment and why?
RELEVANCE
<ol style="list-style-type: none"> 2. Did the UNDP Programme/Projects towards gender equality and women's empowerment make a difference? 3. From your perspective what were the barriers that made the difference between successful and disappointing intervention implementation and results? 4. What were the enablers of successful intervention? 5. Do you consider that the results of the UNDP Programme/Projects towards gender equality and women's empowerment were something positive or not and why?
EFFECTIVENESS
<ol style="list-style-type: none"> 6. What specific contribution did the UNDP Programme/Projects towards gender equality and women's empowerment make? 7. What specific part of this difference can be attributed to the UNDP Programme/Projects towards gender equality and women's empowerment?

<p>8. Did the UNDP Guinea-Bissau Management Support Unit, the UNDP Gender Seal Committee, a UNDP Gender Advisor produce the intended impact in the short, medium and long term? If so, for whom, to what extent and in what circumstances?</p> <p>9. What helped or hindered the intervention to achieve these impacts?</p> <p>10. Can the intervention be expected to produce similar results elsewhere?</p>
<p>EFFICIENCY</p>
<p>11. What resources and strategies have been utilized to produce these results?</p> <p>12. To what extent did the UNDP Guinea-Bissau Management Support Unit, the UNDP Gender Seal Committee, a UNDP Gender Advisor represent the best possible use of available resources to achieve results of the greatest possible value to participants and the community?</p>
<p>IMPACT</p>
<p>13. What are the likely impacts of the UNDP programme on gender equality and women’s empowerment given the current situation?</p> <p>14. Did the UNDP Guinea-Bissau Management Support Unit, the UNDP Gender Seal Committee, a UNDP Gender Advisor positively contribute to upholding the protection rights of the target population, in particular the identified vulnerable groups?</p> <p>15. What unintended impacts, positive and negative, did the UNDP intervention produce?</p> <p>16. How has the intervention made a difference?</p>
<p>SUSTAINABILITY</p>
<p>17. Are impacts likely to be sustainable?</p> <p>18. Have impacts likely to be sustainable?</p>
<p>Human Rights and Gender</p>
<p>19. To what extent have governments and other institutional partners incorporated and applied HR/GE principles in their implementation of normative work?</p>

Annex III: List of Resources (Background Bibliography)

National Conference on Working Relations (12-13 April 2023)

Guinea Bissau National Action Plan - Policy for Gender Mainstreaming in Access to Energy

UNDP (02 February 2023) Briefing on gender

UNDP Guinea Bissau Gender Analysis (2021)

UNDP Guinea Bissau Gender Strategy 2022-2026

UNDP Gender Equality Strategy 2022-2025

UNDP Report and Action Plan – Review of the 1st Edition of the Bissau Rising Impact Investment & Trade Forum and Steps for Rising Further

UN DP/DCP/GNB/3 Country Programme document for Guinea Bissau (2022-2026)

UN Country Programme Document for Guinea Bissau (2017-2021)

UNDP Projects

Title: Empowering women to mitigate climate shocks and vulnerabilities in Guinea Bissau through community-led resilience initiatives

Title: Accelerator Labs – Nô Firmanta. National Solutions Mapping Call 2023

Title: Creating safe and empowering public spaces with women to mitigate climate-security risks and sustain peace in Guinea-Bissau

Title: Political Stabilization and Reform through confidence building and inclusive dialogue

Title: Promoting women and LGBTI's rights and political inclusion for a more peaceful, just, and inclusive Guinea-Bissau (CFLI)

Title: Resilient Ecosystems for Structural Economic Transformation in Guinea-Bissau (RESET GNB) (April 2023 – April 2025)

Title: Program to activate female talent carried out by the Academia da Leadership

Report on leadership and public service training for leaders and associations affiliated to UNTG held from June 20th to June 24th at the National School of Administration

Title: Programme to support the co-creation of solutions for the consolidation of the Rule of Law to improve citizens' access to quality justice and security services (July 2023 – June 2028)

Title: Training Program political leadership for female candidate for elected officers (2023)

Prodoc LGBTI Benchmark 3.5

Quarterly Project Progress Reports

Blue Economy- Q1, Q2, Q3 PR 2022 and CPD Outcome Reflection

Financial Inclusion – Q1, Q2, Q3 PR 2022 and CPD Outcome Reflection

Economic Unit – CPD Outcome Reflection – Q1 and Q2

Building Strong Institutions – Q1, Q2, Q3PR and CPD Outcome Reflection

CDTOC Q1, Q2 PR

Civic Spaces Q2, Q3 PR

Community Support Platform Q1, Q2, Q3 PR

Enhancing Capacity NVC – Q1, Q2 PR

Harnessing Digital opportunities- Q1, Q2 PR

PBF Human Rights Protection Systems Q1, Q2 PR

Political Stabilisation Q2 PR

PROPALOP Q1, Q2 PR

Rule of Law Q1, Q2PR

NFM3 Q1, Q2 PR

Health CPD Outcome Q1

Climate Promise Q1, Q2 PR

Coastal Resilience Q1, Q2, Q3 PR and CPD Reflection

SNAP Q1 PR and CPD Reflection

Others

ToRs Gender Committee of the UNDP Office in Guinea-Bissau

Minutes from the Gender Committee Meetings

ToRs UNDP Gender Advisor

Relatorio Academia 2023

Leadership and Public Service training Report for Leaders trade unions and associations affiliated to the UNTG held on 20 -24 June at the National School of Administration

Training programme Political Leadership for Women candidates Report (2023)

Training Programme 2024 (Leadership Academy)

GNB Glance 2023-2024

Annex IV: Evaluation Matrix

Evaluation criteria	Original Evaluation Question	Judgement Criteria	Indicators	Collection method(s) and sources	Target Informant(s)
Relevance	1- What were the barriers and enablers that made the difference between successful and disappointing intervention implementation and results?	<p>1.1 The design of the UNDP Programmes/project towards gender equality and women’s empowerment count with a realist risks management strategy</p> <p>1.2 The design of the UNDP Programmes/project towards gender equality and women’s empowerment took into account emerging priorities and changes while implementing the projects.</p>	<p>1.1.1 Evidence in the project’s design of a management risk strategy</p> <p>1.2.1 Evidence that the project was responsive to emerging priorities and changes.</p> <p>1.2.2 Assess project strategy to emerging priorities.</p> <p>1.2.3 Examples of programming adaptations and initiatives aimed at addressing the effect of COVID-19 on project outcomes.</p>	<p>Document Review such as: project documents, project progress reports, monitoring reports, documents used in workshops, trainings, feedback data from activities.</p> <p>KIIs Online Survey Focus group</p>	<p>UNDP personnel</p> <p>Representatives of UN partners and stakeholders</p> <p>Govt officials</p> <p>Civil Society Organizations</p> <p>Project beneficiaries</p>
Relevance	2. How valuable were the results to service providers, clients, the community and/organizations involved?	<p>2.1 The design of the UNDP Programmes/project towards gender equality and women’s empowerment took into account the opinion of service providers, clients, the community and organizations involved.</p> <p>2.2The UNDP Programmes/project towards</p>	<p>2.1.1 Examples of results for different UNDP Program/project beneficiaries</p> <p>2. 1.2 Perception of service providers, clients, the community and organizations on the relevance of the UNDP Program/project</p> <p>2.2.1 Examples of documents or</p>	<p>Document Review such as: project documents, project progress reports, monitoring reports, documents used in workshops, trainings, feedback data from activities.</p>	<p>UNDP personnel</p> <p>Representatives of UN partners and stakeholders</p> <p>Govt officials</p> <p>Civil Society Organizations</p> <p>Project beneficiaries</p>

		gender equality and women's empowerment design included a deep analysis of the beneficiaries (community, organizations,) reality.	reports conducting a deep analysis on the UNDP Program/project beneficiary's situation	KIIs Online Survey	
Effectiveness	3- Did the intervention produce the intended impacts in the short, medium and long term? If so, for whom, to what extent and in what circumstances?	<p>3.1 The UNDP Programmes/project towards gender equality and women's empowerment contributed to produce positive impacts in the short, medium and long term on gender equality and women's empowerment.</p> <p>3.2 The UNDP Programmes/project towards gender equality and women's empowerment contributed to significant and sustainable higher-level impacts on gender equality and women's empowerment.</p> <p>3.3 The UNDP Programmes/project towards gender equality and women's empowerment impacts benefited target population</p>	<p>3.1.1 Number of relevant impacts in the short, medium, and long term on gender equality and women's empowerment</p> <p>3.1.2 Number of persons reached by the interventions, disaggregated by gender.</p> <p>3.2.1 Evidence that the impacts on the achievement of gender equality and women's empowerment in the country are related to the UNDP Programmes/project towards gender equality and women's empowerment.</p> <p>3.3.1 Evidence that UNDP Programmes/project towards gender equality and women's empowerment has contributed to address gender equality in GB.</p>	<p>Document Review</p> <p>KIIs</p> <p>Online Survey</p> <p>Focus Group</p>	<p>UNDP personnel</p> <p>Representatives of UN partners and stakeholders</p> <p>Govt officials</p> <p>Civil Society Organizations</p> <p>Project beneficiaries</p>
Effectiveness	4- How well was the intervention implemented and adapted as needed?	4.1 The UNDP Programmes/project towards gender equality and women's empowerment design	4.1.1 Perceptions of UNDP Programmes/project towards gender equality and women's empowerment stakeholders that	<p>Document Review</p> <p>KIIs</p> <p>Online Survey</p>	UNDP personnel

		included a flexibility strategy to get successful results.	the project strategy was flexible and remain responsive. 4.1.2 Perceptions of UNDP Programmes/project towards gender equality and women's empowerment staff and stakeholders on the management and achievement of the expected results	Focus group	Representatives of UN partners and stakeholders Govt officials Civil Society Organisations Project beneficiaries
	5- What helped or hindered the intervention to achieve these impacts?	5.1 The UNDP Programmes/project towards gender equality and women's empowerment counted with a M&E mechanism that allow to monitor and document information for results measurement, including on cross cutting priorities. 5.2 The UNDP Programmes/project towards gender equality and women's empowerment 's M&E mechanisms were of adequate quality and contributed towards resolving implementation problems and understanding of intervention outcomes. 5.3 The UNDP Programmes/project towards gender equality and women's	5.1.1 Intervention evaluation and monitoring mechanisms were aligned with and conducted according to UNDP evaluation guidelines and best practices. 5.1.2 Evidence of use of integrated planning, monitoring and evaluation tools 5.3.1 Example of monitoring findings that have contributed towards resolving implementation problems. 5.3.2 Evidence of monitoring findings that have influenced adaptive management.	Document Review KIIs Online Survey	UNDP personnel Representatives of UN partners and stakeholders Govt officials Civil Society Organisations Project beneficiaries

		empowerment's monitoring findings have influenced adaptive management, including on cross-cutting priorities			
Efficiency	6- What resources and strategies have been utilized to produce these results?	<p>6.1 The UNDP Programmes/project towards gender equality and women's empowerment count with a detailed strategy and resources to get successful results.</p> <p>6.2 The UNDP Programmes/project towards gender equality and women's empowerment resources into the expected results in terms of quantity, quality, and timeliness</p>	<p>6.1.1 Evidence on the strategy and resources utilized.</p> <p>6.2.1 Evidence that project resources were well used, according to plan, and delivered in a timely manner</p>	<p>Document Review</p> <p>KIIs</p> <p>Online Survey</p> <p>Focus group</p>	<p>UNDP personnel</p> <p>Representatives of UN partners and stakeholders</p> <p>Govt officials</p> <p>Civil Society Organizations</p> <p>Project beneficiaries</p>
Efficiency	7- To what extent did the intervention represent the best possible use of available resources to achieve results of the greatest possible value to participants and the community?	<p>7.1 The UNDP Programmes/project towards gender equality and women's empowerment provided benefits in addition to those that would have been resulted from other related interventions (withing IEs, wider UN and other partners)</p> <p>7.2 The UNDP Programmes/project towards gender equality and women's</p>	<p>7.1.1 UNDP Programmes/project towards gender equality and women's empowerment 's reports indicate that the intervention provided benefits in addition to those that would have resulted from other related interventions.</p> <p>7.2.1 Perceptions of UNDP Programmes/project towards gender equality and women's empowerment management and stakeholders on the efficiency of</p>	<p>Document Review</p> <p>KIIs</p> <p>Online Survey</p> <p>Focus group</p>	<p>UNDP personnel</p> <p>Representatives of UN partners and stakeholders</p> <p>Govt officials</p> <p>Civil Society Organisations</p> <p>Project beneficiaries</p>

		empowerment act as a catalyst and support the IEs influence to increase efficiency. 7.3 The UNDP Programmes/project towards gender equality and women's empowerment activities, in comparison to the plan, have transformed the available resources into the expected results in terms of quantity, quality and timeliness.	program management systems and tools 7.3.1 Evidence that project resources were well used, according to plan, and delivered in a timely manner		
Impact	8- What are the likely impacts of the UNDP programme on gender equality and women's empowerment given the current situation?	8.1 National stakeholder are able to identify the benefits of the UNDP Programmes/project towards gender equality and women's empowerment 8.2 The results of the UNDP Programmes/project towards gender equality and women's empowerment have contributed to the formulation of policies and plans that enhance gender equality and women's empowerment.	8.1.1 Evidence of impacts on gender equality and women's empowerment in national stakeholders 8.1.2 Degree of knowledge of stakeholders on gender equality and women's empowerment 8.2.1 Project's reports indicate that intervention contributed to the formulation of policies and plans that took into gender equality and women's empowerment	KIIs	UNDP personnel Representatives of UN partners and stakeholders Govt officials Civil Society Organisations Project beneficiaries
	9 Did the UNDP Programme/Project positively contribute	9.1 Validity of the the UNDP Programmes/project towards gender equality and women's	9.1.1 Major high changes that the UNDP Programmes/project towards gender equality and	Document Review	UNDP personnel

	<p>to upholding the protection rights of the target population, in particular the identified vulnerable groups?</p>	<p>empowerment approaches and strategies</p> <p>9.2 The UNDP Programmes/project towards gender equality and women's empowerment act as a catalyst and support implementing entities influence to increase impact</p>	<p>women's empowerment has contributed towards the development objectives and affecting women and girls.</p> <p>9.1.2 Further issues that are worth documenting from UNDP Programmes/project towards gender equality and women's empowerment experience as a basis for replication and/or scaling-up</p> <p>9.2.1 Key lessons learned from project experiences</p>	<p>KIIs</p> <p>Online Survey</p> <p>Focus group</p>	<p>Representatives of UN partners and stakeholders</p> <p>Govt officials</p> <p>Civil Society Organisations</p> <p>Project beneficiaries</p>
	<p>10- What unintended impacts, positive and negative, did the intervention produce?</p>	<p>10.1 The UNDP Programmes/project towards gender equality and women's empowerment contributed to intended and unintended positive and negative results.</p> <p>10.2 The achievement or non-achievement of the UNDP Programmes/project towards gender equality and women's empowerment 's objectives were influenced by different factors.</p>	<p>10.1.1 Stakeholders consider that the UNDP Programmes/project towards gender equality and women's empowerment interventions have contributed to the intended results, and/or to unintended results.</p> <p>10.2.1 Number and type of major factors influencing the achievement or non-achievement of the UNDP Programmes/project towards gender equality and women's empowerment objectives.</p> <p>10.2.2 Identification of UNDP Programmes/project towards gender equality and women's empowerment stakeholders and</p>	<p>Document Review</p> <p>KIIs</p> <p>Online Survey</p> <p>Focus group</p>	<p>UNDP personnel</p> <p>Representatives of UN partners and stakeholders</p> <p>Govt officials</p> <p>Civil Society Organisations</p> <p>Project beneficiaries</p>

			<p>partners as to the major factors influencing the achievement or non-achievement of results.</p> <p>10.3.1 Perceptions of UNDP Programmes/project towards gender equality and women's empowerment staff and stakeholders on the management and achievement of the expected results</p>		
	<p>11- How has the UNDP Programmes/project towards gender equality and women's empowerment made a difference?</p>	<p>11.1 The UNDP Programmes/project towards gender equality and women's empowerment contributed to make significant differences on terms of women's rights and gender equality.</p>	<p>11.1.1 Usefulness of project indicators and means of verification.</p> <p>11.1.2 Realism of Assumptions and risks</p> <p>11.1.3 Institutional arrangements, expectations, roles, capacity, and commitment of stakeholders.</p>	<p>Document Review</p> <p>KIIs</p> <p>Online Survey</p> <p>Focus group</p>	<p>UNDP personnel</p> <p>Representatives of UN partners and stakeholders</p> <p>Govt officials</p> <p>Civil Society Organisations</p> <p>Project beneficiaries</p>
<p>Sustainability</p>	<p>12 Are impacts likely to be sustainable?</p>	<p>12.1 The UNDP Programmes/project towards gender equality and women's empowerment identified and built on existing national capacities in order to achieve sustainability.</p> <p>12.2 The skills and capacities acquired by IEs and national stakeholders are actively</p>	<p>12.1.1 Evidence of IEs and national stakeholders with skills and capacities to continue project activities and/or to attain project outcomes.</p> <p>12.1.2 Evidence that capacity building of IEs and national stakeholders is sufficient to continue to enable project's</p>	<p>Document Review</p> <p>KIIs</p> <p>Online Survey</p> <p>Focus group</p>	<p>UNDP personnel</p> <p>Representatives of UN partners and stakeholders</p> <p>Govt officials</p> <p>Civil Society Organisations</p> <p>Project beneficiaries</p>

		used and are considered to be signs of sustainability.	countries to achieve inclusive and sustainable economic growth.		
	13- Have impacts been sustained?	<p>13.1 UNDP Programmes/project towards gender equality and women’s empowerment have a defined and planned phase out.</p> <p>13.2 whether these strategies had been articulated/ explained to stakeholders.</p> <p>13.3 Participatory approach and inclusion of national/local stakeholders in project planning, monitoring and implementation</p>	13.1.1 Example of existing resources to continue UNDP Programmes/project towards gender equality and women’s empowerment sustainability.	<p>Document Review</p> <p>KIIs</p> <p>Online Survey</p> <p>Focus group</p>	<p>UNDP personnel</p> <p>Representatives of UN partners and stakeholders</p> <p>Govt officials</p> <p>Civil Society Organizations</p> <p>Project beneficiaries</p>
Gender & Human Rights	14 To what extent have governments and other institutional partners incorporated and applied HR/GE principles in their implementation of normative work?	14.1 Gender equality and women’s empowerment, women’s rights and principles are incorporated in the government and other institutional partners normative work	<p>14.1.1 Examples of normative work on gender equality and women’s empowerment</p> <p>14.1.2 Perceptions of governments and other institutional partners on the level of women’s rights and gender equality principles incorporated to normative work</p>	<p>Document Review</p> <p>KIIs</p> <p>Online Survey</p> <p>Focus group</p>	<p>UNDP personnel</p> <p>Representatives of UN partners and stakeholders</p> <p>Govt officials</p> <p>Civil Society Organisations</p> <p>Project beneficiaries</p>