SUMMARY CASE STUDY REPORT

Joint Evaluation of Joint Programmes on Gender Equality in the United Nations System

GENDER AND WOMEN'S EMPOWERMENT IN THE STATE OF PALESTINE

MDG ACHIEVEMENT FUND

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The full evaluation report can be found at:
http://gate.unwomen.org

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Summary Case Study Report

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Acronyms

CAP	Consolidated Appeal Process
CBOs	Community-Based Organizations
CEDAW	Convention on the Elimination of all Forms of Discrimination Against Women
CSO	Civil Society Organization
DAC	Development Assistance Committee (OECD)
FAO	Food and Agriculture Organization
GBV	Gender-Based Violence
GEEW	Gender Equality and the Empowerment of Women
ILO	International Labour Organization
M&E	Monitoring and Evaluation
MDG	Millennium Development Goals
MDG-F	Millennium Development Goals Achievement Fund
MoWA	Ministry of Women's Affairs
MPTF	Multi-Partner Trust Fund
NGO	Non-Governmental Organization
NSC	National Steering Committee
OECD	Organisation for Economic Co-operation and Development
PAPP	Programme of Assistance to the Palestinian People
PMC	Programme Management Committee
PNA	Palestinian National Authority
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNESCO	United Nations Education, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UNIFEM	United Nations Development Fund for Women
UNODC	United Nations Office of Drugs and Crime
UNSCO	United Nations Special Coordinator Office
UNRWA	United Nations Relief and Works Agency for Palestine Refugees in the Near East
VAW	Violence Against Women

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1. INTRODUCTION AND BACKGROUND

Rationale

This summary report is based on a case study of the United Nations' Joint Programme for Gender and Women's Empowerment in the State of Palestine.[1] It is one of five case studies[2] that form part of a wider Joint Evaluation of Joint Gender Programmes in the United Nations System, which was launched in May 2012.[3] It is the only case study conducted in the Arab States region and the only one in a conflict-affected situation.

The overall purpose of the joint evaluation is 'to provide evaluative information for the strategic direction and use of joint gender programmes within the United Nations system reform process and support future policy and guidance on their design, implementation, monitoring and evaluation (M&E) for a more coordinated and effective United Nations system contribution to advance gender equality at the country level.'[4]

The evaluation's unit of analysis is joint gender programmes operating at national level, established between 2006 and 2010, and which encompass a range of geographical and thematic areas. This study is explicitly not a full external evaluation of the joint gender programme, for which a wholly different approach, design and methodology would be required.

This summary report is the product of a fuller version of the original case study, which was developed for use by the evaluation team, country stakeholders and the evaluation's governance structures.

Case studies are intended to deepen the evaluation evidence base; to increase understanding of how joint gender programmes operate in different contexts including opportunities and barriers experienced; to learn what results were being generated how, why and through which pathways; and to channel this information into a form accessible to United Nations country teams, those who design future joint gender programmes, and those engaged in the ongoing case study joint gender programmes. The case study encompassed five overarching areas of enquiry centred on relevance; ownership; coherence, synergies and efficiency; accountability and sustainable results.

Method[5]

The case study applied a set of structured evaluative tools, which included an evaluation matrix, aligned with that for the global evaluation, a pre-defined set of 'models' of joint gender programmes and the indicative theory of change for the global study;[6] stakeholder analysis and budget mapping tools[7]; and a semi-structured interview guide.[8] Findings were generated through systematic analysis of documentation supplemented by an initial round of phone interviews; budgetary and financial analysis; and a seven day field mission to the West Bank from 2-9 February 2012, postponed from 18- 25 November 2012, when the mission was cancelled due to a flare-up of the ongoing conflict.

1 This study uses the term 'Palestine' to reflect the United Nations General Assembly's vote on 17 December 2012 to recognize Palestine as a non-member observer state – and consequent designation of 'the State of Palestine' for use in all official United Nations documents.

2 The other case studies are of joint gender programmes in Albania, Kenya, Liberia and Nicaragua.

3 The evaluation was commissioned by the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women), the United Nations Development Programme (UNDP), the United Nations Children's Fund (UNICEF), the United Nations Population Fund (UNFPA), the Millennium Development Goal Achievement Fund (MDG-F) and the Governments of Norway and Spain.

4 Terms of Reference

5 See Annex 1 for the methodology description applied to the five case studies.

6 See Annexes of the Evaluation Synthesis report for these tools.

7 See Annexes 2 (Stakeholder analysis) and 3 (Budget analysis) respectively.

8 See Annex 4 for the semi-structured interview guide.

United Nations security requirements and Israeli movement restrictions made travel to Gaza unfeasible during the field mission, though around 22 per cent of the programme is implemented there. An additional round of interviews was therefore there conducted subsequently by a Gaza-based consultant.

Interviews and focus groups were held with a total of 75 interlocutors,9 62 in the West Bank and 13 in Gaza.

In the West Bank, these comprised:

- 20 partner United Nations agency representatives;
- 25 Palestinian National Authority (PNA) representatives/other national;
- 13 civil society/implementing partner representatives;
- 7 donor representatives;
- 1 representative of the Millennium Development Goal Achievement Fund (MDG-F) Secretariat in New York; and
- 2 MDG-F evaluators of the programme.

In Gaza, these comprised:

- 5 United Nations agency representatives; and
- 8 civil society implementing partners.

The validation of findings was conducted in Ramallah with the heads of partner United Nations agencies and two PNA representatives. Extensive comment was also received on the draft report.

Limitations to the case study included the relatively short timeframe for the field mission; and the complex political arrangements in Palestine, where a 'no official contact' policy exists between the UN and the current Gaza authorities, with consequent effects for the JGP. Data from Gaza was therefore separately collected, including documentary data (inter alia, that from the final Evaluation), telephone and in-person interviews. Finally, the lack of a common identity for the JGP at implementation level meant that national stakeholders did not always distinguish between activities taking place under the JGP and those funded through bilateral partnerships. Information was therefore verified with the Programme Manager to check that data actually referred to JGP activities.

Whilst three other United Nations joint programmes were operating in Palestine at the time, these did not prove feasible as comparators, given differing thematic areas, timescales, sectors, activities, target areas and partnerships. Despite these caveats the Palestine joint gender programme provided a useful contribution to the evaluation and a valuable case study from which others can learn.

9 See Annex 5 for the list of interviewees.

2. OPERATIONAL AND POLICY CONTEXT FOR THE JOINT GENDER PROGRAMME

Statehood and the conflict

The Israeli-Palestinian conflict has been one of the most intractable and damaging conflicts in recent world history. Its resolution has long been one of the most sought-after objectives of the international community.

The declaration of a State of Palestine in 1988 established the Palestinian National Authority (PNA) as a self-governing interim administration in the Palestinian territories. Its task was to build new institutions from scratch, and develop a policy and legal framework for the West Bank and Gaza.[10]

However, the road to statehood has been punctuated by conflict and political division. The 2000-2005 second Intifada led to nearly 6,000 fatalities; while internal Palestinian political struggle between the political parties of Fatah and Hamas resulted in the 2007 Battle of Gaza, and the effective division of West Bank and Gaza into separate political blocs. The Gaza War of late 2008-early 2009 between Israeli and Palestinian militants also resulted in over a thousand deaths. The Hamas-Fatah political division has effectively resulted in the collapse of bipartisan governance, and the freezing of the Palestine Legislative Council (PLC).

Although the status of Palestine was upgraded to a 'non-member Observer State' following a vote at the United Nations General Assembly in November 2012, the peace process has stalled in recent years. Israel does not recognize Palestine as a State, and maintains de facto military control – Occupation – even in areas officially under the government of the PNA.

Socio-economic dimensions

Poverty levels remain relatively high in Palestine, with the West Bank and Gaza ranking 114 out of 187 countries on UNDP's 2011 Human Development Index, despite having medium human development status.[11] One-fifth of the Palestinian population still finds themselves living below the national poverty line.[12] The humanitarian situation is especially acute in Gaza, with 44 per cent of Gazans in 2012 being food insecure and 80 per cent aid recipients.[13] Just under half of all Palestinians are refugees.[14]

The aid environment

The aid situation in Palestine is closely intertwined with the political dynamics of the context and reflects their complexity. Palestinians in the West Bank and Gaza Strip receive one of the highest levels of aid in

10 The PNA, however, does not claim sovereignty over any territory and therefore is not the government of the State of Palestine proclaimed in 1988.

11 http://hdrstats.undp.org/en/countries/profiles/PSE.html, accessed 5 March 2013.

12 http://data.worldbank.org/country/west-bank-gaza, accessed 5 March 2013.

13 Of those living in the West Bank – which houses 64 per cent of the Palestinian population – 23.6 per cent are below the poverty line compared to 55.7 per cent of the Gazan population, which represents only 36 per cent of the Palestinian population. http://www.unicef.org/oPt/overview.html, accessed 12 February 2013.

14 2010 figures from the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNWRA).

the world per capita.[15] However, aid flows are declining, from $2.8 billion[16] in 2009 to $2.4 billion in 2011.[17] Much aid is humanitarian in nature, with United Nations agencies in Palestine in 2013 issuing their 11th Consolidated Appeal Process (CAP) for $374 million.[18]

Gender[19]

Palestine is not ranked under the United Nations Gender Inequality Index or in the 2011 Global Gender Gap Index. Whilst the relevant international conventions (Convention on the Elimination of All forms of Discrimination Against Women [CEDAW] and United Nations resolution 1325) have been signed by the President of Palestine, difficulties of implementation remain, partly because of the different legal systems prevailing, and partly due to their limited enforcement by the PNA.[20]

Key gender issues in Palestine include:

- Civic and legal status – While a number of legal frameworks in Palestine articulate the principle of equality,[21] their implementation is complicated by the different legal frameworks applying in the West Bank and Gaza.[22] There are no specific laws or legal provisions protecting women against domestic violence or which criminalize acts of gender-based discrimination;
- Labour market participation, which remains low by international standards[23] and is extremely low compared to the labour market participation for men[24] - though the figures mask informal economic activity by women;
- Gender-based violence (GBV) which remains high.[25] Palestinian women also remain victims of so-called 'family honour killings', with over 50 cases reported in the last five years; and
- Women's political participation - Although a quota system increased women's representation in local councils to 18 per cent in 2005, women remain underrepresented in decision-making structures, with only 13 per cent of the Palestinian parliament comprising women.[26]

The main institutional mechanism for gender in Palestine is the Ministry of Women's Affairs (MoWA), which was established in 2003. Key gender strategies in Palestine currently are:

15 Each inhabitant received $644 in aid in 2010 according to figures by the Organisation for Economic Co-operation and Development (OECD) Development Assistance Committee (DAC). By way of contrast, Afghanistan received $187 per capita in the same year OECD aid statistics 2013, available at http://www.oecd.org/dac/stats/XPA.gif, accessed 6 March 2013.

16 Unless otherwise indicated, currency refers to United States dollar.

17 OECD aid statistics 2013, available from http://www.oecd.org/dac/stats/XPA.gif, accessed 6 March 2013.

18 See http://www.ochaopt.org/cap.aspx?id=1010132?id=143, accessed 8 March 2013.

19 As part of the analysis for this case study, a detailed analysis of the status of women in Palestine was conducted. See Annex 5.

20 Suheir Azzouni (2010), 'Palestine – Palestinian Authority and Israeli-Occupied Territories' in Sanja Kelly and Julia Breslin, eds., (2010) *Women's Rights in the Middle East and North Africa*. New York, NY: Freedom House; Lanham, MD: Rowman & Littlefield, p.360.

21 For example, the Palestinian Basic Law and Palestinian Declaration of Independence 1988.

22 European Parliament, Directorate-General for Internal Policies, Policy Department, Citizens' Rights and Constitutional Affairs, Gender Equality and Women's Rights in Palestinian territories, 2011, available from http://www.europarl.europa.eu/studies.

23 Women's labour force participation rates in Palestine reached 16.6 per cent (12.4 per cent in the Gaza Strip, and 19 per cent in the West Bank) in 2011. Palestinian Central Bureau of Statistics, Labour Force Survey, Annual Report 2011, May 2012, pp.23-43. Available from http://www.pcbs.gov.ps/pcbs_2012/Publications.aspx.

24 68.7 per cent of Palestinian men were active in the labour market in 2011.Ibid.

25 A national survey found that 37 per cent of married women in Palestine had been abused, with rates in the Gaza Strip reaching 51 per cent, in comparison to 30 per cent in the West Bank. Palestinian Central Bureau of Statistics (2011), Violence Survey in the Palestinian Society.

26 The percentage of female Members of Parliament is slightly higher in Gaza compared to the West Bank: 14.9 per cent and 12.1 per cent respectively. Women represent 21 per cent of the total number of current ministers, and make up 11.3 per cent of judges, 5 per cent of prosecutors and 15 per cent of all lawyers. Palestinian Central Bureau of Statistics, *Men and Women in Palestine: Issues and Statistics*, December 2011, p.65.

- The Cross-Sectoral National Gender Strategy, which focuses on priority gaps in the fields of citizenship rights, rule of law, residence rights, family law, violence against women (VAW), political participation, education, health, women and girls with special needs, and poverty; and
- The National Strategy to Combat Violence against Women 2011-2019, supported by the joint gender programme.

The Palestinian women's movement, which is described in more detail in Annex 5, has constituted a powerful force for lobbying and advocacy. However, it is currently split, and two distinct movements with different ideologies, strategies, priorities, funding sources and working mechanisms have been formed in Gaza and the West Bank respectively.

The United Nations system in Palestine

The United Nations system in Palestine is one of the most complex in the world. Twenty-three resident United Nations agencies currently provide assistance to 4.2 million Palestinians[27] - an extremely high level of density.

The United Nations Special Coordinator's Office for the Middle East Peace Process (UNSCO), is tasked with coordination of the United Nations system as well as acting as personal representative of the United Nations Secretary-General to the PNA. A Deputy Special Coordinator, Humanitarian and Resident Coordinator also leads the United Nations country team.[28] UNDP, via its specific Programme of Assistance to the Palestinian People (PAPP), serves as an umbrella organisation for most United Nations agencies, including all those involved in the programme other than UNWRA.[29]

The use of integrated planning processes and coordinated approaches are relatively recent to the United Nations in Palestine. In 2007, when the joint gender programme was designed, no overarching framework for coordination existed, in the form of a United Nations Development Assistance Framework (UNDAF), and United Nations system reform was not yet underway. A Medium Response Plan (MTRP) 2009-2011 substituted for this, and was the main strategic United Nations framework during the period of joint gender programme operation. An UNDAF for the period 2014-2016 was being developed at the time of writing. UNDP, with its special status of managing the PAPP, does not have a coordination function in the context, whilst UNSCO lacks a development mandate.

Other United Nations joint programmes

In addition to the joint gender programme, Palestine benefitted from three other joint programmes in the country during the period under review. These comprised: culture and development in Palestine ($3 million, also funded by the MDG-F); a livelihoods programme for rural and refugee communities in the Jordan Valley ($4.6 million, funded by the Human Security Trust Fund); and a joint HIV and AIDS programme ($10.8 million, funded by the Joint United Nations Programme on HIV/AIDS [UNAIDS]). Annex 6 provides more detail on these programmes. These did not, as stated, provide robust comparator data for the joint gender programme, but they did enable some limited comparison to take place.

27 http://www.unsco.org/about.asp, accessed 6 May 2013.

28 http://www.undp.ps/en/aboutundp/un.html, accessed 6 May 2013.

29 The exceptions are the International Monetary Fund (IMF), the United Nations Educational, Scientific and Cultural Organization (UNESCO), UNRWA, and the World Bank.

3. PROGRAMME DESCRIPTION

Rationale

The joint gender programme was the first United Nations joint programme in Palestine. Its rationale was to build on the latest Millennium Development Goal (MDG) Progress Report at the time, which raised issues of negative trends in women's economic and political participation along with a lack of quantitative and qualitative indicators on dimensions of gender equality and the empowerment of women (GEEW).[30]

The programme built on previous work undertaken by United Nations agencies in Palestine on the theme of gender. The opportunity of funding from the MDG-F provided a means to bring together activities in a coordinated response to gaps in the gender policy, institutional and implementation architecture and to address GBV, VAW, political participation of women and equal economic rights.

Implementation and timeline

The programme was subject to delays, partly arising from the complexities of its surrounding context. The timeline in Annex 7 sets out specific events and milestones, and locates the joint gender programme in relation to the dramatic shifts in its surroundings. In summary, the joint gender programme's concept note was approved by the MDG-F in August 2007. The final version of the programme document was not signed until November 2008, following interruptions with the West Bank-Gaza political division and the 2007 Battle of Gaza. The programme officially commenced following the first transfer of funds to participating United Nations agencies in February 2009, after the ceasefire of the Gaza War. Programme management staff came into place in July 2009 and implementation finally commenced in August 2009. The implications of this near two-year delay between design completion and implementation are discussed below.

30 Palestinian National Authority (2005) Millennium Development Goals: Occupied Palestinian Territory: Progress Report 2005.

Scheduled to close originally in September 2011, the programme was extended on a no-cost basis firstly to June 2012, then December 2012 and finally to March 2013 to allow for the completion of activities and the conducting of the final evaluation, as well as this case study.

Budget

The joint gender programme was funded by the Government of Spain through its 528 million MDG-F.[31] The gender window was one of the first developed under this instrument, opening in early 2007. The original joint gender programme funding submission was for $12 million. A total amount of $9 million was eventually approved, due to resource constraints in the thematic window.[32] The funding modality for the programme, in common with all MDG-F programmes, was pass-through,[33] with UNDP acting as administrative agent via the Multi-Partner Trust Fund (MPTF)[34] Office at UNDP Headquarters in New York.

Key partners

The programme involved six partner United Nations agencies, namely ILO, UN Women, UNDP, UNESCO, UNFPA and UNRWA. National partners included a wide range of national Ministries in the West Bank, including MoWA (the lead agency for the programme), the Ministry of Planning and Administrative Development Ministry of Labour, Ministry of Social Affairs, Ministry of Health, Ministry of Justice, Ministry

31 The MDG-F is aimed at supporting the United Nations reform process and accelerating achievement towards the MDGs at the country level. It operates through the United Nations country teams by promoting increased coherence and effectiveness collaboration among United Nations agencies at national level. Joint programmes are perceived as the key vehicle for achieving this objective. For more information on the MDG-F see www.mdgfund.org.

32 Approval Memorandum, 1 April 2008.

33 For further information on funding modalities under joint programmes see http://mptf.undp.org/overview/funds/jp.

34 Formerly the Multi-Donor Trust Fund (MTDF).

Table 1: Outcome areas, lead agencies and main activity areas

Outcome areas	Lead agencies responsible	Main Activity Areas
Outcome 1: GBV and all forms of violence against women and the girl child reduced	UN Women[35] with UNESCO, MoWA, Palestine Central Bureau of Statistics	Developing the knowledge base through surveys on GBV and VAW. Developing the national strategy to combat VAW. Training and advocacy work on VAW with national and local government and CSOs. Media, communication and dissemination work. Protection activities, particularly in Gaza.
Outcome 2: Representation of women and women's issues in decision-making bodies increased	UNESCO with MoWA	Research on women's political participation. Training and capacity development of local government and CSOs regarding women's political participation. Gender-based statistics on women's political participation produced.
Outcome 3: Enhanced opportunities for women to participate economically equally	ILO with MoWA	Training and capacity development for national officials/trade unions/ employers organizations/ CSOs. Legal analysis and redrafting, Capacity development of the Ministry of Labour Forming the National Women's Employment Committee . Support to women's cooperatives.

of Education and Higher Education, Family Protection Unit of the Police Department of the Ministry of Interior, Institute of Law at the Birzeit University, and a range of non-governmental organizations (NGOs), civil society organizations (CSOs), and community-based organizations (CBOs) in Gaza and the West Bank

The programme's respective outcome areas, lead agencies and activities were as follows:

Management and coordination structures followed MDG-F requirements, as shown in Table 2:

- The lead agencies for the programme were respectively UNDP, who provided administrative leadership, and UN Women who took responsibility for technical guidance.
- The National Steering Committee (NSC) which comprised the United Nations Special Co-ordinator's Office (UNSCO), the Ministry of Planning and Administrative Development and the Spanish Agency for International Development and Cooperation (AECID), and UN Women as an observer. MoWA also attended as an observer. The NSC was tasked to oversee strategic alignment between all MDG-F programmes in Palestine.
- The Programme Management Committee (PMC) consisted of representatives of the partner United Nations agencies involved plus a member of MoWA, responsible for operational coordination.
- The Programme Secretariat managed day-to-day coordination. The Secretariat was housed within MoWA and consisted of the Programme Manager, an M&E Officer for the period up to 2012, and a liaison officer from MoWA. An Advocacy and Communications Expert was also employed from May 2011- August 2012.
- Management teams in the West Bank and Gaza supported the Programme Secretariat in managing the implementation of the programme, comprising joint gender programme coordinators in the different agencies.

35 UN Women was created by General Assembly resolution 64/289 in 2010 and became operational in 2011. It is a new organization that combines and expands the mandate of its four predecessor entities (the Division for the Advancement of Women [DAW] the International Research and Training Institute for the Advancement of Women [INSTRAW], the Office of the Special Adviser on Gender Issues and Advancement of Women [OSAGI] and the United Nations Development Fund for Women [UNIFEM]). UNIFEM was the predecessor entity engaged in this joint gender programme prior to 2011.

4. THEORY OF CHANGE

Conceptual model

No separate theory of change exists for the joint gender programme, although an implicit logic for how change was intended to happen exists within the programme document. Whilst no clear impact-level goal is stated within its results framework, the programme document contains the statement that 'the programme will contribute to empowering women and achieving gender equality socially, politically and economically'. The programme intended to achieve these through the three outcomes above.[36]

The model overleaf was developed by the case study team, based on the evidence arising from this study. It was developed ex post, once all the evidence gathered by the study had been analysed. Accordingly, it constitutes an analytical output of the study, rather than an ex ante framework for analysis. The analysis in the findings section below has applied the evaluation matrix for the study, rather than the theory of change presented here.

The developed theory of change, however, sets out the strategies and features of this particular joint gender programme and the pathways from these towards the process-level changes created (in the ways the United Nations and partners work on the issue of GEEW in Palestine), and the interim results generated on the trajectory towards objectives. It attempts to make explicit what is currently implicit in the design and implementation experience of the joint gender programme in Palestine and what gaps exist.

The crux of the theory of change for the joint gender programme in Palestine is that improved development results for GEEW and human rights – in the (implicit) context of the development of the Palestinian State - can be achieved through coordinated United Nations support to national duty bearers and rights holders to build their capacity to tackle GEEW issues including domestic violence; and to increase women's political and economic participation. Building these capacities requires an enhanced capacity to strategize, an enhanced evidence base to inform planning and activities, a strengthened service delivery capacity and greater accountability.

Assumptions

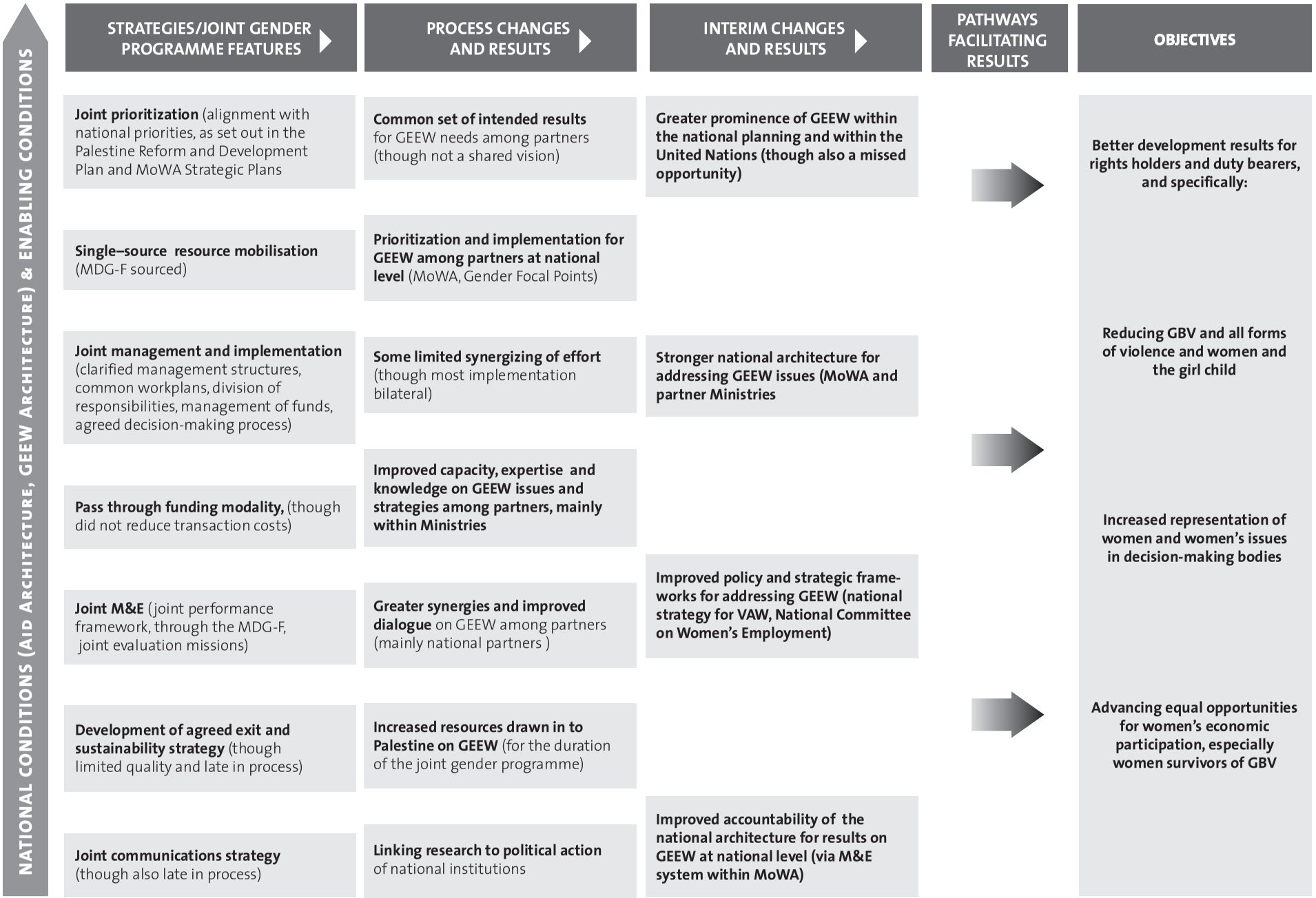
The design process was, as the analysis below explains, a compressed one. Consequently, the design contained many assumptions which in some cases transpired to be flawed, as the analysis presented in this report will indicate. As follows:

- The national context and aid architecture would be conducive to joint programming, including capacity and political will for design and implementation;
- The Palestinian context and aid architecture has the capacity to absorb, manage and implement a joint gender programme;
- Engaging with national stakeholders on GEEW could happen out with the state-building process and agenda of the United Nations;
- The national environment would be conducive to women's organizations fully engaging in the programme strategically;
- Within partner United Nations agencies, a common vision of GEEW existed and common modalities for supporting programme implementation existed or could be developed; and
- Working to deliver common outcomes for GEEW within a common framework would be feasible within current United Nations agency processes and procedure, and that sufficient incentives existed for partner agencies overcome institutional barriers where they existed

These assumptions related to the programme theory are further unpacked in the findings and conclusions that follow in the sections of the case study report below.

36 Programme document.

Figure 1: Theory of Change – Palestine Joint Gender Programme



5. KEY FINDINGS

a) Relevance

This section of the case study discusses the relevance of the joint gender programme's design to national gender needs and priorities, and to the capacities of the operating context.

Background

The relevance of the programme was significantly affected by its design process, which requires explanation here. As Section 3 above has made clear, the programme was originally designed in 2007. But implementation did not start until August 2009, due partly to volatilities in the external environment, and partly due to the learning curve within the MDG-F itself, for whom gender was the first programmatic window.

Yet the near two-year hiatus between design and implementation had seen some seismic geopolitical shifts. An aid freeze to Gaza was in place; and United Nations agencies, bilateral donors and West Bank Ministries were operating under the 'no official contact' policy towards Hamas-governed Ministries in Gaza. The Gaza blockade had been launched, and Gaza itself was undergoing reconstruction following the 2008-2009 Gaza War.

Critically, however, and despite these huge contextual changes, no comprehensive redesign took place prior to implementation.[37] The design process itself was swift and rapid, with the time allocated to the writing of the programme document reduced from eight to four weeks due to delays in hiring the consultant tasked with its development.

Thereafter, once the programme had been approved and staff appointed in July 2009, an inception workshop was held in the same month. This saw the design revisited and some changes made to the activities, budgets and methodology – a process which also extended into implementation. The lines between design, inception and implementation have therefore been blurred within this joint gender programme.

These effects of this process are explored below, but the following analysis should be read in this light.

Alignment with normative frameworks

The design documentation of the joint gender programme clearly references the key normative frameworks which informed its design, including CEDAW and related protocols and the Beijing Platform for Action, as well as the MDGs. The issues it sought to address – GBV/VAW, economic participation and political participation – are central to these frameworks, and the design documentation makes the upwards linkages clear.

Alignment with national gender needs

More specifically however, the joint gender programme design also sought to contribute to ongoing national momentum on gender. Following the creation of MoWA in 2003 and the adopting of the electoral quota system in 2004 and 2005, the 2005-2007 Medium-Term Development Plan recognized the role of women in the development process and granted preference to projects and programmes that are 'gender-sensitive and contribute to female empowerment'.[38] In 2008, the Palestinian Cabinet endorsed the formation of a National Committee to Combat Violence Against Women and created gender units in the various PNA Ministries. The joint gender programme was grounded in these initial efforts.

In terms of alignment with national gender priorities, the programme design contained a comprehensive situation analysis and a detailed analysis of gender

37 The case study team were provided with differing accounts of the reasons for this from national stakeholders in Palestine and the MDG-F.

38 PNA Medium-Term Development Plan 2005-2007, available from http://www.mopad.pna.ps/en/index.php?option=com_content&view=category&layout=blog&id=10&Itemid=137.

issues in Palestine. However, no comprehensive conflict, political and political economy analyses were conducted or applied in the joint gender programme design, and no detailed analysis was undertaken or applied of the changed situation in Gaza - although gender needs and priorities had shifted dramatically from 2007-2012, as other analyses available at the time show.[39] No fragility assessment, state-building[40] analysis or analysis of the implications of the ongoing conflict for the programme design, was developed or applied – despite Palestine being one of the most analysed contexts in the world. Eleven analytical works were eventually commissioned during the implementation, but the design itself was not underpinned by these.

The involvement of national partners in design was also affected by the compressed design process above. The main national partner in the West Bank, MoWA was the most engaged, with two members of its staff seconded to the design process. Beyond MoWA, other West Bank Ministries and partners were 'consulted' rather than engaging in a collaborative process as part of the design team. Meetings were held bilaterally, with CSOs consulted via a planning workshop. Many of the national partners involved also had prior partnerships with one or other United Nations agency prior to programme design (though some were new to individual agencies). Ministries in Gaza were not consulted, due to the 'no official contact' policy with Hamas.

The effects of this limited engagement with national stakeholders had significant effects, preventing the development of a common vision or central identity for the joint gender programme. This persisted into implementation: of the 40 national interlocutors interviewed for the case study, excluding MoWA and the Ministry of Planning and Administrative Development, only one was aware of the wider joint gender programme beyond their immediate component.

The main targeting decision was the volume of expenditure in the West Bank and Gaza respectively. Financial information on the respective volumes of expenditure were not available to the case study, though the accepted estimated expenditure by the joint gender programme on Gaza was 22 per cent of total resources.[41] Given that the volumes of beneficiaries targeted in Gaza represented 32 per cent of total women, and 18 per cent of total men targeted by the programme, and in the context of its challenging operating conditions, this is a reasonable balance.

The prioritization of beneficiaries was also complex. The MDG-F had requested a) clearer identification of the beneficiaries to be targeted by the programme, and b) an insight in to the differentiated needs of these groups, and how the programme would adapt to respond.[42] Yet the constrained time available for initial design provided little opportunity for agencies to agree on priority populations and individual agency concerns largely prevailed.[43] The design document also did not review proposed target populations in Gaza, and how these could best be targeted and prioritized by the programme given the context of humanitarian need.

Operational relevance

Some capacity assessments of NGO partners were undertaken as part of their conditions of engagement in the programme. Yet national strategic planning is relatively new in Palestine, with national authorities just embarking on their first comprehensive National Plan in the form of the Medium-Term Development Plan at the time of joint gender programme design. This lack of experience in processes of strategy formulation and carrying these through to implementation,

39 Specific analysis was however undertaken in 2012 (see Zayyan, 2012).

40 Defined as 'purposeful action to develop the capacity, institutions and legitimacy of the state in relation to an effective political process for negotiating the mutual demands between state and societal groups'. Concepts and Dilemmas of Statebuilding in Fragile Situations; From Fragility to Resilience (OECD Development Assistance Committee [DAC], 2009). Dimensions of state-building include: building up state representativeness; supporting delivery on obligations to citizens; and improving the relationships between society and the state. See the Global Synthesis report for further explanation in the context of gender.

41 Figures supplied by Programme Manager and also cited in the programme's Final Evaluation

42 UNDP Memorandum: Approval Note, 1 April 2008.

43 Interviewees recollected a sense of 'competition for beneficiaries' at the inception meeting in 2009.

as well as performance monitoring, and its potential effects for the joint gender programme, was not anticipated by the programme.

Specifically, no capacity assessment was conducted of MoWA, whose fragile status within the national architecture and the uncertainties around its continuance were reflected in the MDG progress report of 2005. Similarly, the capacities of the Gender Units in the Ministries of the West Bank, who were to play a major role in the programme under Outcomes 1 and 3 in particular, and yet which in some cases were not yet functioning, were not analysed.

No capacity assessments of United Nations partners to implement the joint modality were conducted – despite the joint modality being a new experience for the United Nations in Palestine. Decisions on agency role were made on the basis of mandate, prior experience, outreach in terms of partnerships and geographical coverage. This 'legacy' basis provided a logical rationale for the allocation of roles in most cases. Indeed, some of the activities funded by the programme in fact represented a continuation of previous activity areas - for example, UNRWA's work on income-generation in refugee camps, or UNESCO's continued funding of the Palestinian Women's Research and Documentation Centre. However, there was no visible analysis of what strategic added value each of the agencies would bring to the new modality, and how this would aggregate up to create 'more than the sum of the parts'. Thus a high degree of unsubstantiated faith was placed in national and United Nations stakeholders and systems to successfully implement a complex GEEW programme.

Some reallocation of roles and responsibilities took place during the inception phase, once the realities of feasibility and partner availability became clear. An example was gender mainstreaming work with the Ministry of Labour being shifted from ILO to UNESCO, despite ILO's prior work in this area. The roles of UN Women and UNDP were also negotiated at this time. The original selection of UNDP as lead agency was made on the basis of comparative advantage, given UNDP's particular status within the United Nations system in Palestine under the PAPP and also as manager of the MPTF in New York. However, as a joint gender programme, and particularly the first such programme in Palestine, UN Women had a potential comparative advantage as technical lead. Programme stakeholders worked through a rationalizing of respective comparative advantage, and the carving out of an acceptable working relationship, but this proved far from straightforward.

A critical gap in the design process, central to relevance, was risk identification and mitigation. Whilst the programme document lists a generic risk above each Outcome which addresses concerns for the continued stability of the environment, these very significant – and arguably likely – risks were not elaborated, and no mitigation strategies proposed. No detailed political or political economy risk assessments were applied. Risks such as security and access concerns, the potential effects of conflict and volatility on implementation, the implications of the freezing of the Palestinian Legislative Council, went unexplored.[44]

It was also acknowledged by all partners interviewed for the case study – national as well as United Nations – that there was little understanding of the joint programme modality during the design process, or appreciation of the need for very significantly different ways of doing business. This, in itself, posed a major risk to the programme, as the below analysis confirms.

In terms of the integration of human rights, the programme document identifies the key human rights instruments and related documents that guide the joint gender programme, such as CEDAW and related protocols, and the Beijing Platform for Action. The measures proposed in the programme document also support the inclusion of the human rights-based approach to programming. These include; the identification and provision of support to some of the most marginalised communities in Palestine, namely refugees; awareness raising and reporting of obligations on key conventions and frameworks around women's rights such as CEDAW; and the conducting of both 'upstream' support to duty bearers and 'down-stream' support to Palestinian citizens as rights holders.

44 See, for example, *Supporting Statebuilding in Situations of Conflict and Fragility: Policy Guidance* (OECD (2011). DFID also has conflict analysis tools available.

The three outcome areas of the programme are geared targeted to human rights concerns in efforts to raise awareness of and combat GBV and VAW; and to help duty-bearers to meet their obligations, and women to realise their rights, to political and economic participation in Palestine, and to improve their access to justice. The programme document also references groups whose rights typically need protection in Palestine, such as women living with disabilities, women heads of household in Gaza particularly, and widows in relation to its description of activities.

Capacity development of rights holders took place in both Gaza and the West Bank through awareness raising and community outreach, through direct training or training of trainers, and through the strengthening of networks and organisations on, for example, domestic violence under Outcome 1 and economic participation under Outcome 3. One very strong example in the West Bank was the development of the National Committee for Women's Employment, which included a wide range of duty-bearers and rights-holders in its composition.

There are two areas in which alignment with the human rights-based approach to programming was limited, namely: a) the limited inclusion of national stakeholders in design and, b) the recognition and integration of mutual and shared accountability of all partners through the inclusion of national stakeholders in joint planning and management.

Overall, therefore, the limitations design process of the joint gender programme in Palestine had significant effects on the programme's relevance and presented a steep learning curve for all partners involved. The extended gap from design to implementation and the seismic shifts in the already-volatile context meanwhile, had altered the geopolitics of the conflict, the internal Palestinian governance landscape and consequently the rules of engagement for international cooperation, including that of the United Nations. The lack of a comprehensive redesign in the face of this dramatic game change meant that the original design – which was in any event only partly fit for purpose given its failure to take into account the other limitations of the operating environment – went ungrounded in a solid understanding of the political realities, volatilities and capacities of the operating context.

The excessively short nature of the design process also meant that no central vision or core identity was created for the joint gender programme. It was also highly ambitious for the context, given its status as the first joint programme in a non-mature, volatile and rapidly-changing context. No explicit state-building or conflict-sensitive lens was applied, to help place the programme on a firmer footing. The programme therefore faced implementation challenges from the outset.

b) Ownership

The principle of ownership adopted in the evaluation and case study is a broad-based one encompassing citizens as well as government. It incorporates national-level leadership and support from development partners to strengthen capacity to deliver this.[45] Ownership is key to generating sustainable momentum for change on gender equality, yet building and sustaining ownership for gender results has proven to be a particular challenge for nations and agencies, and one to which a joint gender programme might be expected to pay particular attention.[46] et the challenges of embedding ownership in a first-generation joint gender programme, where no national discourse on the issue previously existed, is shown in the lack of its reflection in the theory of change above.

Understanding of ownership

Conceptualizing ownership in the Palestinian context prove challenging from the start, given the fractured political context, the early-stage nature of the state-building process, the complex environment for development in an environment of occupation, and the divided nature of the women's movement. The

45 Derived from the Paris Declaration Aid Effectiveness Principle available from http://www.oecd.org/development/aideffectiveness/34428351.pdf.

46 Supported by numerous evaluations and syntheses, such as African Development Bank (2011) Mainstreaming gender equality: A road to results of a road to nowhere? An evaluation synthesis and Wood, B; Betts, J; Etta, F; Gayfer, J; Kabell, D; Ngwira, N; Sagasti, F; Samaranayake, M. The Evaluation of the Paris Declaration, Final Report, Copenhagen (May 2011)

compressed design process did not enable these issues to be explored, nor the potentially differential strategies for ownership required in the very different operating contexts of Gaza and the West Bank to be considered. Accordingly, the design documentation for the joint gender programme does not set out a clear understanding or definition of ownership within the joint gender programme. The main rationale for ownership was the support to the growing 'gender agenda' in Palestine, and particularly capacity development support to MoWA.

At design stage, the programme consequently did not prioritize strategies for ownership. This is reflected in the limited inclusion of national partners in shaping the programme during design, and in particular civil society partners. Civil society and government representatives from the West Bank and Gaza, for example, were not present at the inception workshop in July 2009, at which refinements were made to activities and resources finally divided.

Within individual programme components, however, some good examples of efforts to generate ownership took place. Examples include the National Committee for Women's Employment, supported by ILO, and which a focus group of national interlocutors were adamant represented a 'Palestine-grown' initiative – with ILO providing background technical support. However, such examples arose largely on an ad hoc basis, without the benefit of an overarching conceptualization of, or strategic framework for, ownership.

This lack of an overarching strategy for ownership was linked to the absence of an overarching vision, or core identity, for the joint gender programme. With few national stakeholders even aware that they were participating in a joint programme, ownership could only be generated at the level of individual components, rather than at the strategic or programmatic level.

This limited approach to ownership was mentioned by several stakeholders during the case study, with many national stakeholders (including some government ministries, though not MoWA) voicing a perception of their role as implementing rather than strategic partners. National partners in particular objected to United Nations agencies bypassing PNA structures in their model of implementation, thereby undermining national ownership. These shortcomings were, however, largely recognized by United Nations agencies as part of the learning curve of the programme.

In terms of integration into national reporting, the programme features in some national reports, reflective of its status as a large joint United Nations programme in Palestine. For example, the 2010 PNA achievement report to the Ad Hoc Liaison Committee references the development of the National Strategy on Violence Against Women, and cites MoWA's achievements in legislative reform and media campaigns on technical and vocational training and VAW, both of which were part of the joint gender programme. However, the programme did not feature in 2012 Ad Hoc Liaison Committee reports.

The programme's efforts to embed ownership in national structures mainly took the form of locating the Secretariat in MoWA West Bank rather than in a United Nations office. This successfully contributed to building capacity within MoWA, and to ensure that the joint gender programme was grounded within MoWA's evolving thinking and priorities. It also increased transparency of information. Some agencies, such as ILO, did attempt to host their staff within national Ministries, but this proved complex given the differentials in pay rates, United Nations security procedures in Palestine, etc.

A further effort to ensure ownership were the coordination and decision-making structures of the programme which, under MDG-F requirements, were designed to ensure full representation of national stakeholders. The NSC included Ministry of Planning and Development representatives, and convened six times during the implementation of the programme. The PMC included MoWA representatives, and met seven times out of a total of twelve intended by the MDG-F's Implementation Guidelines. Separate Programme Management Teams were formed in Gaza and the West Bank respectively, though these were comprised of United Nations agency representatives only.

Since the major decision-making forum was the PMC, this meant that MoWA (in the West Bank) was the main national partner involved in decisions. Other West Bank Ministry representatives were not included

in the governance structures, beyond the Ministry of Planning and Administrative Development at NSC level. Strategies for the involvement of Gazan Ministerial representatives – who could not have been included in the overarching management and governance structures due to the 'no official contact' policy – were unclear.

Civil society partners did not participate in the management and governance structures. Their exclusion was highlighted successively by a range of external reports, namely the mid-term evaluation, an MDG-F mission report in 2011 and the final evaluation. In limiting CSOs' role to implementing pre-defined United Nations aims and intentions, the joint gender programme missed an opportunity to contribute to building the relationship between the PNA and civil society on GEEW. The 'overly numerous' argument made by the United Nations to support the rationale for their exclusion was contested by many national interlocutors during the case study, and is not supported by the case study team.

Accordingly, given the relative lack of voice of national stakeholders within the project management structures, the decisions taken by the project management and governance structures cannot be claimed to reflect national partner views. However, some national partners, particularly those with greater capacity and therefore stronger bargaining power, did take an active role in redesigning overambitious project components when approached for inclusion in the programme. Some United Nations agencies also actively worked to engage national partners in particular components, for example on the drafting of terms of reference for activities. However, this occurred at operational level and with individual United Nations partners who were willing to engage more substantively with national partners, rather than on the basis of a coherent and systematic approach to inclusion across the joint programme.

In terms of resource allocations to national partners, financial data did not permit a breakdown by Outcome area or by national partners. However, 7 per cent of resources eventually were eventually directed through the budget of MoWA West Bank, a significant achievement in terms of putting the joint gender programme on-budget. However, according to interlocutors, this was not a strategic decision by the programme in order to maximize ownership, but a tactical one arising from expediency, since procurement could happen more swiftly under PNA systems than those of the United Nations. Overall, nearly 30 per cent of the budget was allocated to United Nations agency costs.

No separate overarching capacity development strategy was developed for the programme. However, the budget line of 'training of counterparts' does indicate that in excess of $2.87 million (32 per cent) of resources were committed to capacity development (and therefore, to building ownership). A wide range of discrete activities have built the capacity of national partners, including:

- Although not all Gender Units within Ministries are functioning or empowered, the Gender Unit of Ministry of Local Government now has increased prominence and capacity, a clearer role and mandate and with its head sits on some key national committees.
- Support to the Palestinian Central Bureau of Statistics enhanced its capacity in monitoring and analysing gender statistics, as well as improving its relations with line ministries.

In contrast to other areas of the programme, capacity development initiatives have been notably integrated, for example, interventions aiming at strengthening the institutional set up by the Ministry of Labour, and the gender mainstreaming of local councils undertaken within Outcome 2.

Finally, the programme has contributed to significant development of capacity within MoWA, both substantively in terms of its technical capabilities and knowledge and in terms of participating in a joint United Nations programme. Its wider capacities, however, and those of other national partners, to monitor and report on gender equality in an integrated way is acknowledged to be at an early stage of development. This is something the programme has sought to address through its work on building monitoring and evaluation systems for gender, but remains vulnerable to the PNA's capacity to manage for development results.

Overall, therefore, the complexities surrounding programme ownership in the challenging and contested environment of Palestine were neither conceptually explored nor operationally addressed. The programme did make efforts to embed strategies for ownership within discrete programme components, and embedding the Secretariat within MoWA significantly supported ownership. Yet, the principle was not prioritized overall.

In particular, the shallow involvement of national stakeholders at the design stage was followed by a narrow approach to their inclusion on management and governance structures, and the complete exclusion of civil society beyond acting as programme implementers. No state-building lens was applied, although this would have enabled a process of conceptualization of, and vision for, these issues in the context of a Palestinian State which is still under formation, and whose institution-building is tightly embedded into a wider political process.

c) Coherence, synergies and efficiency

Coherence

Coherence, synergies and efficiency[47] are central to the premise of the joint modality, as the theory of change above reflects. As the first joint United Nations programme in Palestine, the joint gender programme was trying to break new ground, aiming to bring a degree of systemization and coherence to a challenging operational environment.

Surrounding context

The joint gender programme was implemented in a non-mature environment for United Nations coherence, as well as a context of fragmented national institutions and structures. Without the benefit of any history of joint working, and in the absence of an overarching framework for coordination in the form of an UNDAF, the joint gender programme faced systemic challenges.

The limitations of the design process in generating coherence are set out above. Critically, the absence of a clear shared vision between and among the United Nations and its partners, also undermined the potential value added of the joint modality. The inception meeting allowed agencies to specify how their components of the joint gender programme would contribute to delivering their individual workplans, an approach which carried the risk of agencies perceiving the joint gender programme as a vehicle for achieving their own annual targets rather than as a joint endeavour –something which mitigates against the principle of coherence. Common concepts, a common vision and agreed strategies were not therefore developed from the outset. The results framework for the programme did not contain a specific dedicated results area to coordination or coherence.

The compressed design process, plus the lack of a central vision, above, did not allow for sufficient time for a unified framework for implementation to be developed. The programme design, consequently, presents a series of different activities rather than a fully unified approach. Output 1.2 provides an example.

Table 2: Output 1.2 Example of activities within output area

Output 1.2	Agencies	Activities
Capacity of gender advocates to influence policymakers and legislators increased	UNESCO UN Women	a) Upgrading capacities of gender advocates at the central level (MoWA, the Ministry of Health, Central Elections Commission, women NGOs and Palestinian Legislative Council members) by training them in research and data analysis on GBV and VAW and to link this with the development of policies through action plans.
		b) Supporting the capacities of women's organizations in Gaza and the West Bank in networking so that one action plan could be developed for advocacy purposes on the three outcome areas.

47 See the Glossary in Annex 5 to the main Synthesis Report for definitions of these terms.

Although these activities were programmatically complementary, they are disconnected in practice, with UNESCO (through its local partner, the Palestinian Initiative for the Promotion of Global Dialogue and Democracy [MIFTAH]) adopting a top-down approach to increase policymaker capacities on GBV, VAW, statistical indicators and integration of gender-sensitive indicators into the legislative framework, while UN Women worked at community level through an advocacy strategy as part of their efforts to influence decision-makers at the centre. Documentation from each initiative, cited in the final evaluation, indicates that activities were not designed in complementarity, and that nor has a joined-up approach been adopted to the role of CBOs as a bridge between citizen and policymakers.[48]

A further example[49] is the media strategy, which remained an Output (1.4), and whose responsibility rested with an individual agency (UNFPA), rather than an overarching strategy for which all took responsibility. Although at the operational level, some joined up working did take place, the strategy was not collectively owned – although it could have been linked to the concurrent Culture MDG-F programme to support the localization of the MDGs.

Implementation of the joint gender programme was partly synchronized. A joint workplan was developed and updated on an annual basis, as mandated by the MDG-F. Meetings of the respective Programme Management Teams in Gaza and the West Bank provided a forum for coordination, though as stated these did not involve national stakeholders. Some collaboration took place at activity level, with examples including UN Women and UNDP's collaboration on a shelter for domestic violence in Gaza. The Programme Management Team also prepared a calendar of activities on a monthly basis that was disseminated to all agencies, and a common pool of consultants and contractors.

However, the final evaluation of the programme assessed its contribution to United Nations reform in Palestine as 'low'. The case study endorses this finding. All interlocutors interviewed in Palestine agreed that the programme's experience of coordinated implementation had proven challenging. 'Each agency implemented according to its own mandate, procedures, implementation modalities without ensuring a common vision'. As one United Nations agency representative stated: 'Not all agencies saw the value in working jointly... some still do not'.

Review of Annual Workplans indicates that many activities were implemented bilaterally within the framework of a common Output, without a coordinated approach. Many examples of duplication, overlap and poor intra-programme and inter-agency communication, arose during the case study. These include the hiring of the same consultants by different agencies with different terms of reference, which had not been shared, and at different daily rates. One interviewee cited an example of Agency A launching a joint gender programme study on the first floor of a Jerusalem hotel, and discovering that Agency B, unknown to them, was simultaneously hosting a joint gender programme event on the second floor.

Gaza operations were meanwhile implemented largely separately, by different agencies and exclusively through civil society partners. Gaza was not visited by the Programme Manager, who was unable, despite considerable effort from partner agencies, to secure a permit for entry. The separate Gaza Management Team oversaw implementation there, with contact with the West Bank by Skype and videoconference, but even this engagement was limited.

The communications and media strategy was the only area of activity to be jointly developed and implemented across the six United Nations agencies. Coincidentally or otherwise, this proved one of the most difficult and challenging of the entire joint gender programme. The national partner appointed to develop the activity, despite having considerable capacity and experience, found it challenging to negotiate the demands and requirements of six different United Nations agencies.

48 Hanife Kurt and Rana Nashashibi, *Final Evaluation of the MDG-F Joint Programme on Gender Equality and Women's Empowerment in the occupied Palestinian territory* (MDG-F, New York, 2013).

49 Also pointed out by the MDG-F in a mission report of April 2011.

The absence of a clear coordination objective – particularly critical in a location without any overarching framework for coordination such as an UNDAF, and without any tradition of United Nations joint working – meant that no incentive or 'glue' existed to bind agencies together. UNSCO were tasked with the coordination of the programme, yet its capacity here was limited, with a high turnover of staff (three relevant officers in three years) also hindering progress.

The sense of competition between United Nations agencies so pervasive at design stage was also not fully resolved during implementation. Symptomatic of this was the use of agency logos on materials produced. The case study identified several examples where individual agency logos had to be removed before materials were disseminated or published, and the joint MDG-F logo inserted.

This fragmented approach was poorly received by national partners interviewed, who expressed frustration with the United Nations' lack of coordination. 'They had different approaches, messages, management tools, capacities, messages....They did not agree. You could feel the competition'.[50]

The financial reporting model of the MDG-F also exacerbated these barriers to coherence, with the flow of funds from the MPTF in New York to different United Nations agencies in Palestine requiring agencies to employ their own separate reporting and accountability procedures. It also effectively delinked financial accountability and higher-level results.

Joint performance monitoring and measurement

The requirements of the MDG-F meant that the joint gender programme eventually adopted a joint approach to monitoring and measurement, though this was not in place at the start. Under the initial system, the M&E officer collated seven different reports, including two from UNRWA Gaza and West Bank respectively, and formulated these into six-monthly monitoring reports, which were then submitted via UNSCO to the MDG-F Secretariat in New York. This was a largely administrative exercise, focused on collating data rather than embedding coherent performance reporting as a results-based management approach. Technical weaknesses in the initial monitoring framework including a focus on activities, made it difficult to assess the achievement of results. Following the 2011 mid-term evaluation, this was amended and a stronger results orientation adopted, with participatory monitoring workshops held in 2011 under the three outcome areas.

Synergies

The joint gender programme had a mixed effect in terms of creating synergies between partners working on GEEW issues in Palestine. Specifically:

- Lines of communication and synergies between the United Nations and national partners were partially improved. The programme enhanced the level of engagement on GEEW within national systems, generated through the work with individual Ministries. Examples include the support to Gender Units within different Ministries in the West Bank. However, the programme's governance structure was a missed opportunity for broader-based dialogue between the United Nations and PNA on gender. Dialogue with civil society was largely limited to existing partners (although there is evidence of a deepening of dialogue in Gaza). Overall, synergies mainly occurred at the level of activities rather than as part of an effort to generate inclusive dialogue.
- There is evidence that synergies among national partners improved as a result of the joint gender programme, with examples being the creation of the National Committee for Women's Employment, which brought together a range of governmental and civil society partners, and the Ministry of Labour, where synergies between the Gender Unit and departments had improved.
- Synergies among United Nations partners improved slightly, with collaboration at individual activity level providing the only evidence of change. These arose more from the discovery of 'like minds' within the United Nations system rather than as a result of a strategic approach to coordination and coherence.

Synergies were not therefore a major effect of the programme. In the absence of an explicit objective

50 Civil society interviewee.

or Outcome on coordination, agencies were largely left to discover their own synergies, rather than being guided towards a fully synergistic approach. However, the joint gender programme revealed the 'art of the possible' in the sense of indicating the scope for joint working, areas where partnerships can be intensified and collaborations that may bear fruit in the future. Several examples of future joint collaboration were identified by the case study.[51]

In terms of gender mainstreaming more broadly, the case study found evidence of a more intensified dialogue for gender within some agencies, though this was not reflected in individual agency plans for the coming period. UNDP/PAPP's new Consolidated Plan of Assistance to Palestine 2012-2014 includes gender in its stated intention to establish a national civil society partnership framework, emphasizing the involvement of women and youth, but gender is not mentioned in other sections of the document, such as support to livelihoods support.[52] Gender is also not reflected in successive CAP appeal documents which are the mainstay of the humanitarian system.

Efficiency

The case study sought evidence on whether the United Nations' efficiency in gender work had improved through the use of the joint modality in Palestine. The implementation context of the programme was largely unfavourable to efficiency. A fragmented aid architecture and a lack of coherence within the United Nations system, a volatile national environment, and divided national governance meant the joint gender programme was highly vulnerable to external change. The programme design itself, lacking a fully unified framework, did not provide a clear guide or 'road map' of common priorities to steer greater efficiency.

Findings were as follows:

- There is evidence of burden increases for partners as a result of the programme. Limited coordination meant that partners at times found themselves coordinating different trainings, from different agencies, both occurring under the framework of the joint gender programme. They also faced double-reporting burdens, both to individual United Nations agencies and to the MDG-F.
- For the United Nations, burdens mainly increased, given that agencies faced the same double reporting as government partners. In addition, setting in place the management and governance structures for the programme took considerable time and effort.
- For CSOs, burdens largely remained unchanged, since the largely bilateral style of management by the joint gender programme meant that their relationships and contractual arrangements with United Nations agencies did not alter under the joint gender programme.

Efficiency was particularly undermined by the financial reporting and administrative burdens of the MDG-F, which allowed agencies to apply their own procedures. Most partner agencies therefore maintained a double system for monitoring and reporting: their own and that required by the MDG-F. For some national partners, this meant multiple reporting formats for single activities. Efficiency was also compromised by the lack of delegated authority to many offices in Palestine, meaning that regional approvals were required from offices in Amman (Jordan) and Beirut (Lebanon).

Finally, 22 staff were employed by the joint gender programme during its operation, many of whom were hosted within United Nations agencies.[53] By any standards, this is a considerable volume. It also proved time-consuming to appoint and recruit staff. Recruitment ran a minimum of 2 months and a maximum of 13 months behind schedule,[54] the critical barrier being United Nations agency procedures, which in some cases are centralized. The mid-term evaluation cites an example of one agency taking 80-110 days to conclude a service contract with provider.

51 Examples include: ILO, UN Women and UNRWA are combining targeting on income-generating projects going forward; UN Women, UNFPA and UNICEF are developing a joint proposal on VAW; ILO and UNFPA are submitting an application to the UN Trust Fund on Youth and Employment; FAO and ILO are developing a UN Trust Fund proposal on 'Supporting Women and Youth in the Fishery Sector in Gaza'.

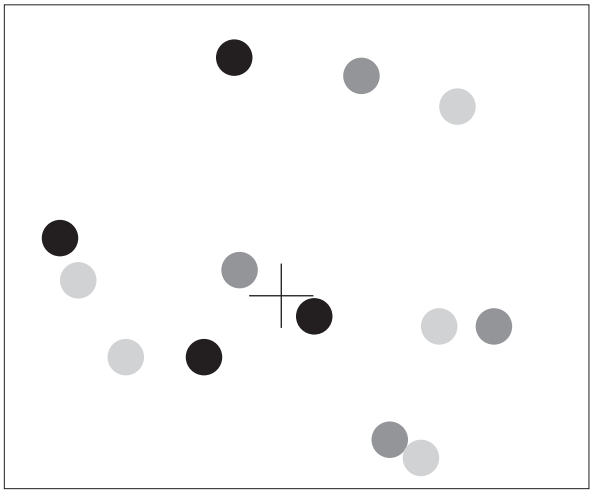
52 UNDP/PAPP, Consolidated Plan of Assistance 2012-2014.

53 Exceptions include the Programme Secretariat, housed within MoWA, and an expert on GBV, hired by UN Women and housed in MoWA for almost three years.

54 Joel Beasca, Mid-Term Evaluation of the MDG-F Joint Programme on Gender Equality and Women's Empowerment in the occupied Palestinian territory (MDG-F, New York, 2011). p15

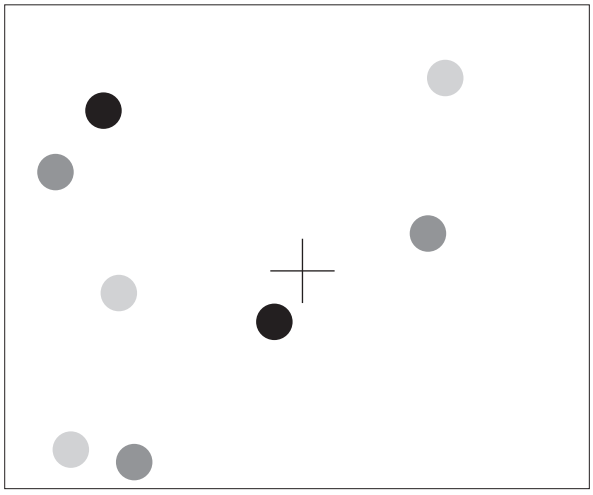
Figure 2: Model of the Palestine Joint Gender Programme

Partially dispersed / parallel model



Central vision held by one or a few core agencies; implementation mostly bilateral (sometimes in mini-clusters of its own); with minimal gearing to the central vision

Fully dispersed / parallel model



Limited or no shared vision exists; implementation takes place largely bilaterally, with only comon framework being the design document and performance reporting.

The joint gender programme also experienced significant delays in its implementation. These arose from the nature of the pass-through modality (which integrates different agency processes and procedures including some centralized ones); the fact that some agencies needed regional approvals for some levels of expenditure; and the combined nature of the commitment rate system under MDG-F as applied to the second release of funds, namely the 70 per cent requirement which was a complicating factor since for some agencies, particularly those who were executing directly, expenditure was more rapid. This resulted in some agencies having to use their own core funds, or delays in activities.[55] The lengthy and bureaucratic recruitment process within United Nations agencies, as stated, also caused delays.

Overall, therefore, without the benefit of a surrounding UNDAF framework to support coordination, with no explicit target or accountability mechanism for coordination, and in the absence of a tradition of United Nations joint work, the joint gender programme also struggled with coherence. The lack of a central vision, caused originally by the compressed design but not addressed during the two-year hiatus before implementation, was combined with some core assumptions around the United Nations' ability to coordinate in Palestine. The lack of a coherent results-based management approach meant that bilateralism predominated in practice, with a tendency on the part of many of the partner agencies involved to 'go it alone'. It also compromised efficiency, with duplication and overlap prominent, and no reductions in burdens for national partners.

For these reasons, the case study team concluded that the joint gender programme model shifted on a trajectory from a fully dispersed/parallel operating model, where no shared vision existed at the design stage, and where operations have taken place largely independently. The only common framework being the design document and performance reporting, towards approaching (but not fully yet arrived at) a 'partially dispersed or parallel' operating model of a joint gender programme, where the central vision is held by one or a very few core agencies (in this case UNDP and UN Women). Here, implementation takes place largely bilaterally (sometimes in mini-clusters of its own) around this but with minimal gearing towards it.

55 Several examples of this were cited during the field mission for the case study.

d) Accountability

Accountability for the joint gender programme had various dimensions: mutual, downwards and horizontal. It implies a reciprocal commitment, with national actors and development partners presumed to hold each other to account. It is reflected in the theory of change, above, as an interim change but focused on national actors, and specifically MoWA, rather than the United Nations.

Accountability would always have presented a challenge for the joint gender programme, given the unconducive environment. Wider accountability structures for gender are not in place in Palestine, and UNSCO's lack of a development role constrains its options for holding agencies to account. No reporting framework therefore existed – national or United Nations - within which agencies could input results achieved on gender equality, beyond those internal to the programme.

Mechanisms for mutual accountability in the joint gender programme included those mandated by the MDG-F, namely, the NSC in its function taking overall responsibility for the joint gender programme, including oversight, as well as for approving annual workplans and budgets. The PMC was tasked with operational coordination.

The PMC met seven times out of a total of twelve required by the Implementation Guidelines. The same Guidelines also require the PMC to be comprised of the respective Heads of United Nations agencies, though in practice this was often delegated to deputies. UNSCO did not enforce attendance by agencies. This led to confusion around the role and areas of responsibility of the PMC. It also meant the lack of a high-level reference point for the joint gender programme.

This weakness in the management structures of the joint gender programme left several gaps. Firstly, the absence of a high-level advisory structure which could steer and guide as the joint gender programme tried to navigate the difficult waters of doing development in Palestine, particularly through a new modality. Secondly, the lack of a clear mutual accountability function, who could hold agencies to task when under-performing. Thirdly, the lack of high-level visibility for the joint gender programme and GEEW undermined coherence.

Gaza also remained relatively disconnected in terms of accountability. Accountability strategies for its aspects of the programme as a whole were unclear, and management and governance roles were neither stated nor understood by all local partners. Communications with the Gaza Management Team remained weak, and the programme went without full oversight by, or integration with, the West Bank team and activities.

Downwards accountability

Beyond the role of MoWA, accountability to national partners in Palestine is not described – far less downwards accountability to Palestinian citizens. A statement of beneficiary targets provided in response to an MDG-F enquiry, does not address this. The role of CSOs in the programme, as has been made clear, was limited and did not include an accountability function.

Horizontal accountability

The picture is therefore of a largely United Nations-centric accountability system. Each agency was individually, rather than collectively, accountable for delivery and for participating in coordination meetings, with no higher body tasked with ensuring this in practice and no specific programme objective on coordination. No wider sanctions were available within the United Nations system in Palestine for poor delivery, and UNSCO and the Deputy Special Coordinator lacked the authority to hold agencies to account.[56] These limitations were acknowledged by United Nations interlocutors in Palestine as forming part of the programme's steep learning curve.

Incentives for accountability

There were also no organizational incentives provided for staff to fulfil the role of joint gender programme coordination or to deliver collective/joint results.

56 The MDG-F Mission Report (March 2011) notes as a recommendation that 'UNSCO should forward supporting documents well in advance and consider making the minutes more action-oriented'.

The process during the inception phase of aligning joint gender programme delivery with individual agency workplans meant that the primary line of accountability for individuals became their respective targets within their agency workplan, rather than the wider performance framework of the joint gender programme, whose shortcomings in terms of bilateralism are in any event explained above.

The primary site of accountability within the programme therefore – as is not uncommon within joint gender programmes - was upwards to agency headquarters. Mainly a function of the United Nations system, where each agency had to account for its performance, financial expenditure and delivery to headquarter agencies in New York, this mitigated against the grounding of accountability at country level. No clear sanctions or tools to enact sanctions, existed at country level for poor delivery. Staff were also responsible, and rewarded for, individual achievements within their agencies, rather than collective/joint ones for the joint gender programme. These are systemic issues which go beyond one programme, but do indicate the challenges faced by the implementation of a joint programme modality amid competing systemic forces.

A further perceived key line of accountability of the programme also lay outside Palestine, namely the MDG-F Secretariat in New York. It was to the Secretariat that monitoring and financial reports were sent, and it was the Secretariat who made the decisions on fund release (although in theory acting under the advice of the NSC). Secretariat personnel made two missions to the programme during implementation in December 2009 and March 2011. Mission reports were issued which made recommendations. However, these were not enforceable.

Performance reporting mechanisms also provided key dimensions of accountability, with the MDG-F systems mandating a robust approach. Whilst the coherence of these was questionable, above, the systems and procedures were comprehensively followed and supported accountability. Two semi-annual monitoring reports were submitted as required by the MDG-F Secretariat, with final narrative and financial reports pending at the time of writing. Mid-term and final evaluations were conducted.

Some shortcomings were evident within these – for example, the lack of a coherent results orientation, with activity-level reporting perceived as a sufficient measure of effectiveness, rather than a focus on transformational change[57] - and the monitoring plan was also produced in May 2012 – eight months after the programme was originally scheduled to close. Overall, however, these efforts did support programme accountability.

Overall, therefore, the joint gender programme suffered from flawed accountability arrangements. Coordination responsibility was unclear; strategic oversight of the programme was weak in practice, with few regular meetings and approval on most financial decisions coming from regional or central agency headquarters, plus the MDG-F Secretariat. There was no clear arbiter of ultimate decisions, with the United Nations country team only partly engaged and the Deputy Special Coordinator lacking the authority to override or to sanction performance. UNSCO, tasked to manage the coordination function, lacked the real capacity to do so, with the result that engagement in coordination rested on agencies' willingness and ability to participate, which was highly varied.

The accountability framework for the joint gender programme located final accountability outside Palestine, and within United Nations agency headquarters and the MDG-F Secretariat. Accountability to national stakeholders, and particularly downwards accountability to Palestinian women and men, has been a notable weakness. Bilateral implementation, poor coherence, and overlap and duplication were therefore not able to be prevented or checked during implementation.

e) Sustainable results

This case study does not constitute a full examination of the joint gender programme's effectiveness. However, it has collated evidence to demonstrate its achievement against intended results.

57 Monitoring Reports 2009, 2010, 2011 and 2012.

It is clear that the programme helped place national and international commitments to gender equality in Palestine on a stronger footing, as well as raising the national profile of work on gender. There is evidence from triangulated data to support the argument that joint gender programme support, has contributed to the following changes. These in turn have supported the PNA to meet its CEDAW and Beijing commitments. Annex 8 and 9 provide further detail but, in summary, the programme has contributed to:

1. An improved national capacity and architecture for tackling GEEW through capacity improvements in MoWA;
2. Improved planning and supervisory capacity for gender mainstreaming within governmental institutions, including the strengthening of gender focal points across a wide range of Ministries; and
3. Greater national accountability for gender, including the development of a participatory gender audit strategy under the lead of MoWA and construction of a database on VAW and GBV.

Some of the thematic interim development results achieved, which in particularly benefit rights holders, include:

A stronger national framework for, protection against and awareness of GBV/VAW as evidenced by:

- Draft of the Violence Against Women Strategy endorsed by the Palestinian Ministers Cabinet in January 2011 and Memoranda of Understanding signed with five PNA ministries to apply it;
- The development of a shelter for victims of domestic violence in Gaza, which is the first form of such protection in Palestine and which has, moreover, negotiated considerable barriers to be established; and
- A helpline service which has opened up the referral pathway to victims, and increased service use, with 19,680 cases recorded and referred to counselling (5016 women, 5533 girls, and 3033 boys).

Enhanced access to economic opportunities and empowerment, as evidenced by:

- The establishment of the National Committee on Women's Employment in the West Bank[58] which has brought together a wide range of stakeholders in a national effort to maximize women's participation in the economy (though see caveats on barriers to performance, below); and
- Increased employment rates for women participants in job placement training.

Increased political participation of women, as evidenced by:

- The increased levels of political representation by women in parliament, mainly through the imposition of a quota, but for which the joint gender programme has supported implementation.

Given the lack of a fully cohesive approach, however, it is not clear to what extent these results represent added value of the joint modality, over and above individual agency achievements which could arguably have been achieved in the same time frame and with the same financing. There is no evidence – and indeed some doubt – that such results are demonstrative of the 'greater than the sum of the parts' premise of the joint modality.

Sustainability of results

The programme document articles its vision for sustainability in terms of the capacity development aspects of design. However, no exit strategy was required by the MDG-F until November 2011, part of its own learning curve under its first two windows. This was well towards the end of implementation. This strategy itself contains a number of assumptions, and the sustainability strategies it included are often doubtful.

The gearing of the joint gender programme to capacity development aims did to some extent emphasize sustainability. However, given the limited roles assigned to national stakeholders in the programme design and implementation, listed above, this was both narrow in its membership and shallow in its application.

58 These include: the Ministry of Labour, MoWA, the Development Centre of Birzeit University, the Centre for Democracy and Women´s Rights.

Gaps in sustainability are moreover evident within individual project components. For example, the National Strategy for Combating VAW, while endorsed, cannot be implemented due to a lack of resources (at the time of writing) and , according to stakeholders involved, the Committee for Violence Against Women is not fully functioning. Finally, the gender budgeting training at the Ministry of Labour, whilst valuable in terms of raising awareness, lacked a strategy for follow-up to embed the processes learned.

Some programme partners have tried, on an ad hoc basis, to develop sustainability mechanisms within their own components. All agencies stated that they would be continuing their technical support to PNA Ministries as part of their ongoing mandate in Palestine. National partners also responded to sustainability demands as they arose – for example, the Union of Cooperatives for Savings and Credit developed one-year support plans for women's co-operatives when ILO funding under the programme ceased. Whilst these efforts are positive, they do not reflect a comprehensive vision and strategy for sustainability, developed and owned by stakeholders in a joint partnership.

6. CONCLUSIONS AND LESSONS LEARNED

As the first experiment with the joint modality in Palestine, the joint gender programme was trying to break new ground. It faced enormous challenges in being implemented within a highly risky and volatile environment; amid weaknesses in the Palestinian governance architecture which provided little clear guidance or entry points for coherence; where the political fracture between Gaza and the West Bank, and the associated United Nations 'no official contact' policy with authorities in Gaza severely constrained operational coherence; and without any guiding framework for, or prior tradition of, UN coordination.

Specific internal features, however, compounded its difficulties. The absence of a comprehensive redesign between 2007 and 2009, when implementation began, meant that relevance was compromised from the outset. A highly compressed design process of just four weeks was far too short to develop any robust design for even a single-agency gender programme, much less a complex joint initiative on a relatively new development theme in a conflict-affected setting. This has been a serious shortcoming, preventing the development of a common vision or targeting and strategies.

The compressed design also limited ownership by national partners, and failed to ensure that the implications of the joint modality were broadly understood. It also failed to incorporate a clear target, in the form of an outcome area, for coordination – arguably crucial in a context without any prior experience of United Nations joint working and where such leadership is not provided from within the United Nations system itself. Agencies attempted to 'work around' these conditions, rather than revisit the design, intended results and operating modalities in the light of seismic contextual change.

Consequently, the joint gender programme that emerged was enormously ambitious, relative to context. In its efforts to bring together both United Nations and national stakeholders around a common theme of gender - an issue on which no national discourse existed, and in some of the most difficult operating conditions in the world - the programme sought new territory. Its design was however also marked by a United Nations-centric approach and the lack of national buy-in; the absence of any clear strategic coherence; the lack of any common vision; and the absence of any form of accountability for coherence. Its analytical basis was weak, particularly as regards the dynamics of the conflict and the West Bank and Gaza governance split, and their implications for design; and the programme was not supported by any comprehensive risk analysis.

With a weak fundamental design, therefore, and operating in an environment of active conflict and political division, the joint gender programme reverted to what the partner agencies involved knew how to do best. Implementation took place mostly bilaterally, with a level of administrative coherence provided by lead agencies and the Programme Secretariat. Accountability was focused mainly on New York. Government Ministries and CSOs were recruited to deliver activities and targets which had been designed largely without their substantive input.

The programme's results are valuable in themselves, and will provide a useful platform for continued work along with the associated partnerships developed. However, they do not represent in totality a significant 'added value' of the joint gender programme modality. Rather than provide a catalytic effect, developing the national discourse and broadening out and incentivizing a nationally-led partnership for gender equality, the programme has provided some solid results building largely on previous work.

A particular area of weakness has been the absence of a state-building analysis or vision in design and implementation. Three of the most critical dimensions of this are State representativeness; delivery on obligations to citizens; and improving the relationships between society and the State.[59] The joint gender programme has unde-

59 See, for example, *Do No Harm: International Support for Statebuilding* (OECD DAC, 2010).

niably worked on building representativeness through its work on political participation, which is the area of most tangible higher-level results produced. It has also improved national performance on gender through the building of strategic and institutional capacity of MoWA. It has not, however, sought to comprehensively build the national architecture for gender equality, through the bringing together of government and civil society in a national dialogue, contract and partnership around the theme.

In addition to these ownership concerns, accountability of the joint gender programme has also been weak. Whilst a robust M&E strategy was mandated by the MDG-F, this has not addressed the wider issues of accountability of a United Nations joint programme in Palestine. Oversight and governance arrangements were insufficiently engaged and active. Accountability to national stakeholders was similarly constrained. The wider United Nations architecture, in the form of the United Nations country team and the Resident Coordinator provided neither a clear steer nor a formal mechanism for accountability. None of the governance structures of the joint gender programme, and no United Nations or national mechanism, held the programme to account over its failure to act over the exclusion of civil society in the programme – despite the point being raised in a number of successive external reviews.

Some wider lessons for joint gender programmes have been learned, particularly arising from the assumptions embedded in design which subsequently emerged as flawed. These include:

- A joint programme needs to be underpinned by a common vision – This was a central omission in the design and inception phases, and caused a number of difficulties to coordination and stimulating national ownership further down the track;
- A situation analysis within the programme design plus 'knowledge of the context' by staff involved will not provide a sufficiently robust analytical base for the joint gender programme – The lack of application of detailed analysis and, particularly, an explicitly conflict-sensitive approach has significantly constrained relevance and ultimately performance;
- National ownership will not automatically result from the involvement of a key Ministry partners – In practice, the wider weaknesses faced by State institutions in Palestine overrode this, and in any event, a broad-based ownership means the development of a broad-based partnership, which includes a wide range of national stakeholders, including civil society;
- Differences among United Nations agencies in intentions and approach take time to resolve, if they can be resolved at all – In practice, this needs extensive communication, as well as a genuine commitment to resolve issues, for which no or limited mechanisms were available;
- Common modalities for supporting programme implementation do not always exist within United Nations agencies – In fact, the bilaterally-oriented design largely constrained the need for joint modalities. Where these did arise, such as within the media strategy, they often caused tension or difficulties;
- Coherent policy messages from the United Nations on GEEW need to be actively developed, oriented around a common vision at an early stage – Though this did eventually happen, the lack of a common vision constrained the early development and dissemination of key messages; and
- That involvement of the Resident Coordinator's Office (here UNSCO) in the accountability structures plus the inclusion of one or two main Ministry partners in the governance structures does not provide a sufficient framework for accountability – In fact, given the lack of maturity in terms of United Nations harmonization in Palestine, a stronger emphasis was needed on both accountability for coordination and national accountability.

The joint gender programme has therefore provided a sharp and steep learning curve for the United Nations and national partners in Palestine. It powerfully highlights the dilemmas faced by a joint gender programme wishing to operate in a non-mature operating context, particularly one affected by conflict, where state-building remains at an early stage of development, where structures and systems are still fragile; where no national dialogue or partnership exists for GEEW; and where the United Nations itself lacks experience in coherence. Such contexts require a conflict-sensitive approach, with a clear line of sight to state-building. Without these firm foundations, some difficult lessons for stakeholders arise.

7. IMPLICATIONS FOR DESIGN AND IMPLEMENTATION OF JOINT GENDER PROGRAMMES

The case study team suggest the following implications for future joint United Nations joint gender programmes in Palestine, based on the evidence arising from this case study.

- Within any new gender-related joint programme, invest the time and resources needed to ensure a common vision for GEEW among all partners, building on the nascent dialogue and discourse developed to date. This needs to be underpinned by comprehensive analysis, including comprehensive political and conflict analysis, and a clear and explicit theory of change – the version developed within this study may prove a useful starting point – and which may be differentiated between Gaza and the West Bank. The theory of change should be recognized and validated by an expanded range of partners, including CSO representation.
- Arising from this, define and agree coherent joint policy messages which set out the United Nations position on GEEW within the programme. Ensure that a common identity is defined at the outset, and develop a clear and jointly-agreed media and communications strategy, which is adequately resourced. Prioritize communication as a substantive aim in itself, not an 'add-on' to work on the ground.
- Conduct a full and comprehensive risk assessment of any proposed gender-related activities, taking into account not only technical or operational risks but wider risk issues of the political and institutional environment, such as the West Bank and Gaza governance split, and the dynamics of the wider peace process itself. Include within this risks related to United Nations agencies themselves, including those of discrete processes and procedures
- Conduct capacity assessments, in the design of any new initiatives, of both national partners such as MoWA and United Nations agencies themselves in terms of their capacity and experience in GEEW; their substantive experience and knowledge in the relevant areas; and their ability, experience and willingness to work jointly, as part of a coherent and coordinated process. Embed sustainability strategies, linked to institutional capacity development, into any future programme design from the very start of design.
- Align the vision and theory of change underlying the programme design to a clear results framework, geared to that for the UNDAF, which both locates responsibility for delivery with national stakeholders and clearly identifies the United Nations' role, both strategically and programmatically, in supporting Palestine's national systems and institutions to deliver these results. Locate the monitoring and accountability systems for the United Nations' joint work on supporting national results for GEEW within the Gender Theme Group. Include a target for coordination within the results framework of any future joint programme on gender.
- Prioritize national ownership as part of any future initiative, ensuring that national partners, to include civil society, are an integral part of the design process; can take ownership of programme components as part of an integrated structure; and play a full and strategic-level role in the management and governance structures of the programme.

- Increase the emphasis on downwards accountability to citizens, with United Nations agencies prioritizing the perspective of service to Palestinian beneficiaries, rather than a United Nations-centric vision of upwards accountability to headquarters or funders. Commit to producing, as part of accountability to Palestinian stakeholders, an annual narrative of GEEW activities in Palestine, developed by the Gender Theme Group, directed at national partners and which reflects United Nations efforts at stimulating national ownership of the agenda.

- Specifically apply a state-building lens within any future programme design, focusing particularly on a) building up the capacity of the State, at both central and local level, to deliver on the commitments in, for example, the National Strategy for VAW and the Cross-Sectoral Strategy; b) enhancing the contract between State and citizens through the continuation and expansion of the broader partnership and ensuring an inclusive approach within activities; and c) continuing to build up the legitimacy and representativeness of the State through a continued effort on political participation for women.

ANNEX 1: METHODOLOGY OUTLINE

Joint Evaluation of Joint Gender Programmes in the UN System

Case Study of Joint Gender Programmes: Methodology Outline

1. BACKGROUND AND PURPOSE

Field studies of five joint gender programmes in five different operating contexts will take place during November 2012. This short note sets out the generic methodological approach to be adopted during each field study. Specific methods for field study and general data sources are set out in the evaluation matrix template, attached. This will be tailored for specific contexts, depending on contextual factors, data availability and key lines of enquiry brought up by the desk study.

2. METHODS TO BE APPLIED

The main operational tool for field study is the evaluation matrix. This provides a template geared to indicators against the evaluation questions. It provides a systematic way of mapping data against indicators, in a transparent way, so that clear chains of evidence can be developed for analysis.

The evaluation matrix will be applied throughout the study process. A partly-populated version will be developed, based on the data gathered during desk review stage, as part of the preparatory stage. Field study will interrogate, triangulate and deepen this enquiry, with gaps being filled where they inevitably exist, and some of the specific lines of enquiry relevant to the individual joint gender programme being followed up.

The methodological approach to be adopted will operate within this common framework, to be adapted to context as required. However, the core elements will remain constant, in order to ensure that findings are generated in a systematic way, and therefore facilitate robust analysis at synthesis level. Below the evaluation matrix, the specific methods to be applied are:

i) Context and stakeholder mapping

For each joint gender programme, it will be important to develop a timeline of context, stakeholders and events during the programme's lifetime. For the design stage, for instance, it will be important to understand not just the role of civil society and women's groups in design, but how this relates to the wider environment of socio-political relationships, including the role of national women's machineries. This is critical both for the importance the evaluation places on context and for responding to the full set of evaluation questions.

Two main tools will be used for this purpose:

- A stakeholder analysis tool, in Annex 2, to analyse the functions, relative influence and power of different stakeholders as they relate to the joint gender programme; and
- A timeline, template in Annex 7, to map out the events in the programme's lifetime. This will be developed by teams ex ante as part of the preparatory process and used as a discussion point during the mission.

ii) Development of a specific programme theory

An indicative generic programme theory for joint gender programmes was developed during the inception phase of the study, and subsequently developed further by evidence generated during the desk review stage. Field studies will develop individual programme theories for the joint gender programmes under study. These will be developed with programme staff, applying the generic model developed and adapting this to the specific joint gender programme. Specific focus will be placed on:

- How the joint gender programme has contributed to expected GEEW outcomes;
- What interconnections arise between joint gender programmes and the different levels of results observed (pathways to results – this will be particularly important, and a separate template has been developed for the purpose);
- What conditions have facilitated results (applying the generic set of conditions already developed and attached); and
- What assumptions are evident, as well as whether and how these have been managed (applying generic set of assumptions pre-developed and also attached).

The programme theory template provided will be populated/refined/made specific to the joint gender programme by the field study team. The distinct programme theories developed will then be analysed and collated to develop an overarching programme theory for joint gender programmes at synthesis level, which has both emerged from desk review data and been tested in the field.

iii) Models of joint gender programmes

From desk analysis, several potential 'models' of joint gender programmes emerged, which are indicatively only at this stage. These have been applied, in a light sense, to the selection of joint gender programmes for field study, to ensure diversity. It is recognized that they are likely to be fluid, with joint gender programmes moving through them at different stages, from conceptualization and design through to implementation.

For each joint gender programme, a specific schematic will be developed based on the models provided. This will take place through discussion and validation with stakeholders. The assumptions embedded in the design stage as described above, can also be assessed at this stage. At synthesis level, therefore, as for the individual programme theories, these can be synthesized and analysed to demonstrate the range of possible options for joint gender programmes 'models'.

iv) Secondary data analysis

Analysis will take place of national datasets, where these are relevant to either context mapping or programme performance. This is particularly relevant to results, where data from desk review stage will benefit from intensification.

Similarly, analysis will also take place of secondary data unavailable to the team previously (though much data has already been supplied by programme teams). This will apply the systematic analytical tool developed at desk study stage, which is geared to the indicators and sub-questions of the evaluation matrix. Data will be plotted in to the evaluation matrix, with sources being clearly specified.

v) Financial and budgetary analysis

Financial and budgetary analysis of the programme will also need to take place, particularly since the desk review stage found disbursement delays to be a very prominent feature of all sample joint gender programmes. Budgets will be analysed using the standard and very simple format attached: anticipated contributions/actual contributions per year; anticipated expenditure/actual expenditure per year; and position at project end-date.

Reasons for any disbursement delays will need to be explored, particularly as these relate to the JP mechanism used (parallel, pooled, pass-through) and to issues such as procurement requirements and the MDG-F requirement for 70 per cent of funds to be disbursed before the release of the next tranche of funding.

vi) Interviews

Interviews are likely to absorb a prominent part of the actual methods applied at field study level. These will apply a semi-structured interview format – again geared to the evaluation matrix but also pursuing specific lines of enquiry that have arisen for sample joint gender programmes during desk study. The interview format will be adapted as appropriate by individual teams to the specific joint gender programmes for different groups of interlocutors. Interview data, as for all other data, will serve both as primary data in itself and to validate/triangulate all other data streams. It will also be recorded onto the partly-populated evaluation matrix against the relevant indicator or question. The generic semi-structured interview guide will also provide the basis for developing specific focus group guides.

vii) Participatory tools

Participatory approaches – such as focus groups and process tracing - will be used where the field teams consider that their use will enhance the quality and accessibility of information. These are most likely to take place with groups of stakeholders involved in programme delivery rather than with primary beneficiaries themselves, which would require a wholly different methodological approach. Such approaches may be particularly valuable when seeking to understand the context within which joint gender programmes have operated over time or the 'added value' of working jointly for results on GEEW.

Tools which will be applied are mainly those above, including the timeline and stakeholder mapping tool, and standard interview and focus group guide. As above, all data will be plotted onto the evaluation matrix.

3. VALIDATION AND TRIANGULATION.

To support triangulation/complementarity/interrogation, findings from the desk review will be plotted onto the relevant evaluation matrix template in advance of the field study, and areas where enquiry needs to be deepened/validated and tested/interrogated identified. All pieces of data arising from the desk review will be triangulated during the field study, to ensure that internal validity is maximized, for example by applying any independent data from civil society which reflects on the joint gender programme performance, the partnerships and synergies it has supported or otherwise, etc. Minimum thresholds will be applied, e.g. a report from a single interviewee does not 'count' as reliable data, but a consistent set of reports will do so (though be explicitly reported as arising from interview data only).

4. ANALYSIS AND REPORTING

Analysis for field study reports will apply the evaluation matrix as the main analytical tool across data streams, grouping evidence around the indicators within it, including those on human rights and gender equality, and proving summary evidenced progress assessments. Reporting will take place to the agreed structure and length, to ensure comparability of findings and maximum contribution to the final report. Reports will be written in clear and concise language, without the use of jargon or acronyms. Content will focus on analysis and progress assessments, rather than description. The report structure will be that reflected in the evaluation matrix (i.e. oriented around the evaluation strategic priority questions).

ANNEX 2: STAKEHOLDER ANALYSIS

	Organization	Sector	Position	Influence on joint gender programme design, implementation and achievement of results	Importance in joint gender programme design implementation and achievement of results
1	MoWA	Ministry	Lead partner and NSC member as an observer; Palestine Solidarity Campaign member	High	High
2	Ministry of Planning and Administrative Development	Ministry	Lead and NSC member	Low	Medium
3	Ministry of Labour	Ministry	Partner	Medium	Medium
4	Ministry of Social Affairs	Ministry	Partner	Medium	Medium
5	Ministry of Health	Ministry	Partner	Low	Medium
6	Ministry of Justice	Ministry	Partner	Low	Medium
7	Ministry of Education and Higher Education	Ministry	Partner	Low	Medium
8	Ministry of the Interior	Ministry	Partner	Low	Low
9	UN Women	Lead agency	Technical lead and NSC member as an observer; Palestine Solidarity Campaign member	High	High
10	UNDP	Lead agency	Administrative lead and NSC observer	High	High
11	UNSCO	UN Coordination	Coordination remit and NSC member	Low	Low
12	ILO	Partner United Nations agency	Palestine Solidarity Campaign member	Medium	Medium

	Organization	Sector	Position	Influence on joint gender programme design, implementation and achievement of results	Importance in joint gender programme design implementation and achievement of results
13	UNESCO	Partner United Nations agency	Palestine Solidarity Campaign member	Medium	Medium
14	UNFPA	Partner United Nations agency	Palestine Solidarity Campaign member	Medium	Medium
15	UNWRA	Partner United Nations agency	Palestine Solidarity Campaign member	Medium	Medium
16	MDG-F Secretariat	Funding agency	Funding management and oversight body	High	High
17	Government of Spain (AECID)	Donor	Provision of funds and NSC member	Medium	Medium
18	Berzeit university	Partner	Implementing agency	Low	Low
19	CSOs – multiple	Across all output areas	Implementing agency	Low	Low

ANNEX 3: BUDGET ANALYSIS

The below presents the latest budget information available, provided by the Programme Secretariat in March 2013. This indicates that all expenditure targets were eventually met, but that:

a) Implementation in 2008, the first year of operation, was virtually nil.

b) Implementation until 2010 was slow, whilst the programme built up the structures and partnerships to implement activities.

c) Rates of implementation among agencies were very varied across years, with UNWRA for example spending only 14 per cent of its allocated budget in 2009, overspending to 121 per cent in 2010, and to 404 per cent in 2011.

d) Figures for 2012 were not available.

MPTF Projects
Data as of 11 Mar 2013 6:00 AM GMT
All amounts in US$
Project: MDGF-1702-B-PAL Gender Equal.-

Organisation	Year	Approved budget	Net Funded Amount	Transfers	Expenditure	Delivery rate
UNDP	2007	0.00	20,000.00	20,000.00	0.00	0.0%
ILO	2009	0.00	731,816.00	731,816.00	103,647.00	14.2%
UNESCO	2009	0.00	272,463.00	272,463.00	118,731.58	43.6%
UNFPA	2009	0.00	407,510.00	407,510.00	241,093.58	59.2%
UNWOMEN	2009	0.00	734,459.00	734,459.00	210,503.00	28.7%
UNRWA	2009	0.00	630,444.00	630,444.00	89,331.00	14.2%
UNDP	2009	0.00	769,225.00	769,225.00	120,768.19	15.7%
UNRWA	2011	84,746.00	84,746.00	84,746.00	342,901.00	404.6%
UNESCO	2011	200,907.00	200,907.00	200,907.00	203,309.70	101.2%
UNESCO	2008	272,463.00	0.00	0.00	0.00	
UNESCO	2010	303,155.00	303,155.00	303,155.00	243,228.78	80.2%
ILO	2010	371,469.00	371,469.00	371,469.00	475,975.00	128.1%
UNFPA	2008	407,510.00	0.00	0.00	0.00	
UNFPA	2010	436,924.00	436,924.00	436,924.00	409,779.04	93.8%
UNWOMEN	2011	437,309.00	437,309.00	437,309.00	703,373.86	160.8%
UNRWA	2010	464,164.00	464,164.00	464,164.00	561,703.00	121.0%
UNFPA	2011	480,729.00	480,729.00	480,729.00	196,636.92	40.9%
ILO	2011	545,960.00	545,960.00	545,960.00	626,063.00	114.7%
UNDP	2010	621,141.00	621,141.00	621,141.00	291,506.96	46.9%
UNRWA	2008	630,444.00	0.00	0.00	0.00	
UNDP	2011	632,863.00	632,863.00	632,863.00	788,498.15	124.6%
ILO	2008	731,816.00	0.00	0.00	0.00	
UNWOMEN	2008	734,459.00	0.00	0.00	0.00	
UNDP	2008	789,225.00	0.00	0.00	0.00	
UNWOMEN	2010	854,716.00	854,716.00	854,716.00	546,871.84	64.0%
Totals		**9,000,000.00**	**9,000,000.00**	**9,000,000.00**	**6,273,921.60**	

Expenditure per year				TOTAL
2009	2010	2011	2012	
884,074.35	2,529,064.62	2,860,782.63	2,434,581.00	8,708,502.6

ANNEX 4: SEMI-STRUCTURED INTERVIEW GUIDE

Joint Evaluation of Joint Gender Programmes in the United Nations System: Case Study Tools and Methods Semi-structured interview guide: GENERIC

Introduction

Brief description of evaluation/purpose of interview/ confidentiality and anonymity

1. DESIGN

a. What were the main drivers for design of the joint gender programme in the country at the time? How did it respond to national need?

b. How did the main features of the operating context (Delivering as One, fragile situation, middle-income, the aid architecture and the policy context for GEEW etc.) influence the design process?

c. To what extent were national partners (government and civil society) involved in the design process? Would you say that the design process was a truly collaborative one?

d. To what extent were issues of capacity, including the capacity of the aid architecture, national stakeholders and the United Nations itself, addressed?

e. What has been the role of donors as drivers of joint gender programmes?

f. What efforts were made to develop a common vision and understanding among stakeholders? Who led the visioning process?

g. What efforts were made to develop a common terminology and discourse among stakeholders? Who led this?

h. How were roles of individual agencies and partners decided?

i. What incentives and barriers were found to conducting the design process jointly?

j. Did any tensions and difficulties arise? How were these resolved?

k. How was gender expertise deployed within the design process?

l. Was the design process for the joint gender programme perceived as different from a single-agency approach? How?

m. Was the design process sufficiently robust in your view or would you suggest anything different from hindsight?

2. DELIVERING RESULTS AND VALUE ADDED

a. Which staff were assigned to work on the joint gender programme by different agencies, at which level, and with what expertise on GEEW? Was dedicated staff time built into implementation?

b. What was the role of gender expertise in implementation? Advisory or other?

c. What factors – if any - bound agencies together in joint delivery? (shared vision, coordination function, accountability etc.). How did this work and why?

d. What were any barriers to joint implementation? What effects did these have on the achievement of results?

e. How effective was the joint gender programme in achieving development outcomes in terms of benefits for girls and women/reduction in gender inequalities?

f. What were some of the specific pathways/facilitating factors towards results?

g. What tangible changes have occurred in terms of United Nations and partner coordination? [Beyond 'improved relationships']. How have these affected the delivery of results?

h. What effects on normative commitments can be seen?

i. What was it about the joint gender programme which helped and hindered the achievement of results?

j. Did you observe any difference in (a) the types of result aimed for by the joint programme and (b) how results are achieved (compared with other/prior single agency programmes)?

k. Was the time frame realistic for the expected results?

l. How did performance reporting work? Was this a joint responsibility, or did each agency report separately on results? What was its quality, and was it cohesive?

m. Were the accountability measures/strategies for performance on results adequate to ensure full responsibility by all partners (United Nations agencies, national partners)?

i. Where does/did accountability rest?
ii. What is/was the role of the Regional Coordinator and Gender Theme Groups?

n. Did any areas of poor performance by specific agencies arise, and how were these addressed?

o. What do you feel was/is most needed to ensure increased joint gender programme focus on and reporting on results?

p. Did the joint approach, in your view, lead to a programme which was 'more than the sum of its parts'? Or was the approach more of 'business in parallel'?

3. NATIONAL OWNERSHIP AND SUSTAINABILITY

a. What measures did you observe within the joint gender programme to strengthen national ownership and sustainability (capacity-building, cost sharing, decision-making etc.) and how effective were these?

b. Did the implementation and monitoring of the joint gender programme support meaningful participation of different categories of duty bearers and rights holders and promote social inclusion? What helped to ensure this and what were the main challenges?

c. What voice did national partner groups (including civil society and women's organizations) have in implementation? Were they perceived as strategic partners?

d. What has been the influence of the joint gender programme on national practices and approaches for GEEW, and institutional strengths? Is there any evidence of strengthened capacity and momentum of partner institutions to deliver GEEW results?

e. Has the introduction of GEEW tools and approaches in government agencies and ministries had any effect on increased government resource allocation to GEEW?

f. Have government of other national partners made any budgetary or other in-kind commitments to the joint gender programme?

g. Do you have any examples or suggestions about how the joint gender programme can help overcome challenges to national ownership?

h. Any there examples of new innovation in the joint gender programme, leading to strategic entry points for mainstreaming GEEW in government, with potential impact nationally?

4. SYNERGIES

a. To what extent has the joint gender programme contributed to synergies with other national (or regional) initiatives in relation to GEEW:

i. Within the United Nations family (e.g. United Nations country team, Gender Team, United Nations theme groups, mainstreaming of GEEW within other thematic joint gender programmes);
ii. With national partners (e.g. strengthened partnerships, wider engagement of non-traditional gender partners, more effective networking and collaboration between government and civil society on GEEW); and
iii. With other development partners (e.g. Development Partners Gender Group; gender in accountability frameworks; gender on the agenda of Joint Assistance Strategy/equivalent priorities)

b. What are the incentives and barriers (administrative, procedural, structural and cultural) to working jointly on GEEW issues?

c. Has the joint gender programme been able to attract any new resources (including in-kind contributions, human and financial), beyond those in the original design? What are the sources of these resources

ANNEX 5: LIST OF INTERVIEWEES

WEST BANK

Palestinian National Authority Representatives

- Palestinian Central Bureau of Statistics - Director of Social Department
- Palestinian Central Bureau of Statistics - Responsible for the Gender Statistics
- Ministry of Health - Director of the Women's Health Department
- Ministry of Labour - General Director of the Gender Unit
- Ministry of Labour - Local Employment Director
- Ministry of Labour - Acting Assistant for Auditing and Developing Gender Issues
- Ministry of Labour - General Director of the Juvenile Department
- Ministry of Labour - Cooperative Department in Nablus
- Ministry of Labour - Director of Audit Section
- Ministry of Labour - Director General of legal Affairs
- Ministry of Labour - Director General of legal Affairs
- Ministry of Labour - General Director of the Gender Unit
- Ministry of Local Government - Director of Gender Unit
- Ministry of Planning and Administrative Development - Director of the Aid Development and Coordination Directorate
- Ministry of Social Affairs - Responsible for the Gender Unit
- Ministry of Social Affairs - Deputy Director of the Social Development and Rehabilitation Department
- Ministry of Social Affairs - Acting Assistant of Social Development Department
- Ministry of Women's Affairs - Director of Gender Unit
- Ministry of Women's Affairs - M&E Consultant
- Ministry of Women's Affairs - Director of the Gender Unit and the National Committee for Women's Employment
- Ministry of Women's Affairs – Representative of the Legal Department
- Ministry of Women's Affairs – Representative of the Legal Department
- Ministry of Women's Affairs - Director of the Policy and Planning Department, representing the Ministry at the PMC and NSC

Civil society representatives/other partners

- Centre for Development Studies at Birzeit University
- Palestinian Democratic Union (FIDA) Party - General Secretary
- Democracy and Workers Rights Centre - External Relations Coordinator
- FIDA movement -General Secretary (also UNESCO representatives of the joint gender programme)
- Union of Savings and Credits - Director
- Women's Affairs Technical Committee - Public Relations and Fundraising Officer
- Women's Affairs Technical Committee - General Director
- Representative from the Palestinian Initiative for the Promotion of Global Dialogue and Democracy (MIFTAH)
- Palestinian Counseling Center, General Director (also national team member, final evaluation)
- Palestinian Agricultural Relief Society - Programme Coordinator
- Institute of Law at Birzeit University - Director

- Institute of Women's Studies - Director
- Optimum Consulting - Director
- Palestinian Initiative for the Promotion of Global Dialogue and Democracy – Project Coordinator

United Nations agency representatives

- ILO – Representative, West Bank and Gaza Strip and Programme Officer
- MDG-F – United Nations Coordination Specialist
- UN Women – Representative, Projects Manager and Gender Planning expert, previously at the Ministry of Planning and Administrative Development
- UNDP – Special Representative, Portfolio Manager and Programme Analyst, Governance and Gender, and Programme Manager, (MDG-F joint programme)
- UNESCO – Representative and Programme Manager
- UNFPA – Assistant Representative, Deputy Representative and National Programme Officer
- UNRWA – Deputy Chief, Field Relief and Social Services, Community Development Social Worker; Mental Health Counsellor; Supervisor/education; Social Worker; Area Relief and Social Services Officer
- UNSO - Deputy Special Coordinator and Coordination Office

Donor representatives

- Government of Canada – First Secretary, Economic and Private Sector Development; Development Officer; Senior Programme Manager and Senior Project Officer
- Government of Norway – Head of Development Cooperation, Programme Adviser, Second Secretary Political / Development

GAZA

Civil society representatives

- Asala Gaza - Branch coordinator
- Centre For Women's Legal Research & Consulting – Director
- Berzeit University - Project coordinator
- Palestinian Centre for Democracy and Conflict Resolution, Project Coordinator
- Rural Women's Development Society - Gaza branch Coordinator
- Women's Activity Centre, Director
- Women's Affairs Technical Committee - Gaza branch manager
- Women's Affairs Technical Committee - Manager

United Nations agency representatives

- UN Women – Programme Analyst
- UNDP - Project Officer, Youths, Gender and NGOs
- UNFPA – Programme Assistant
- UNRWA - Services Unit Manager and Women's Programme Officer

Other

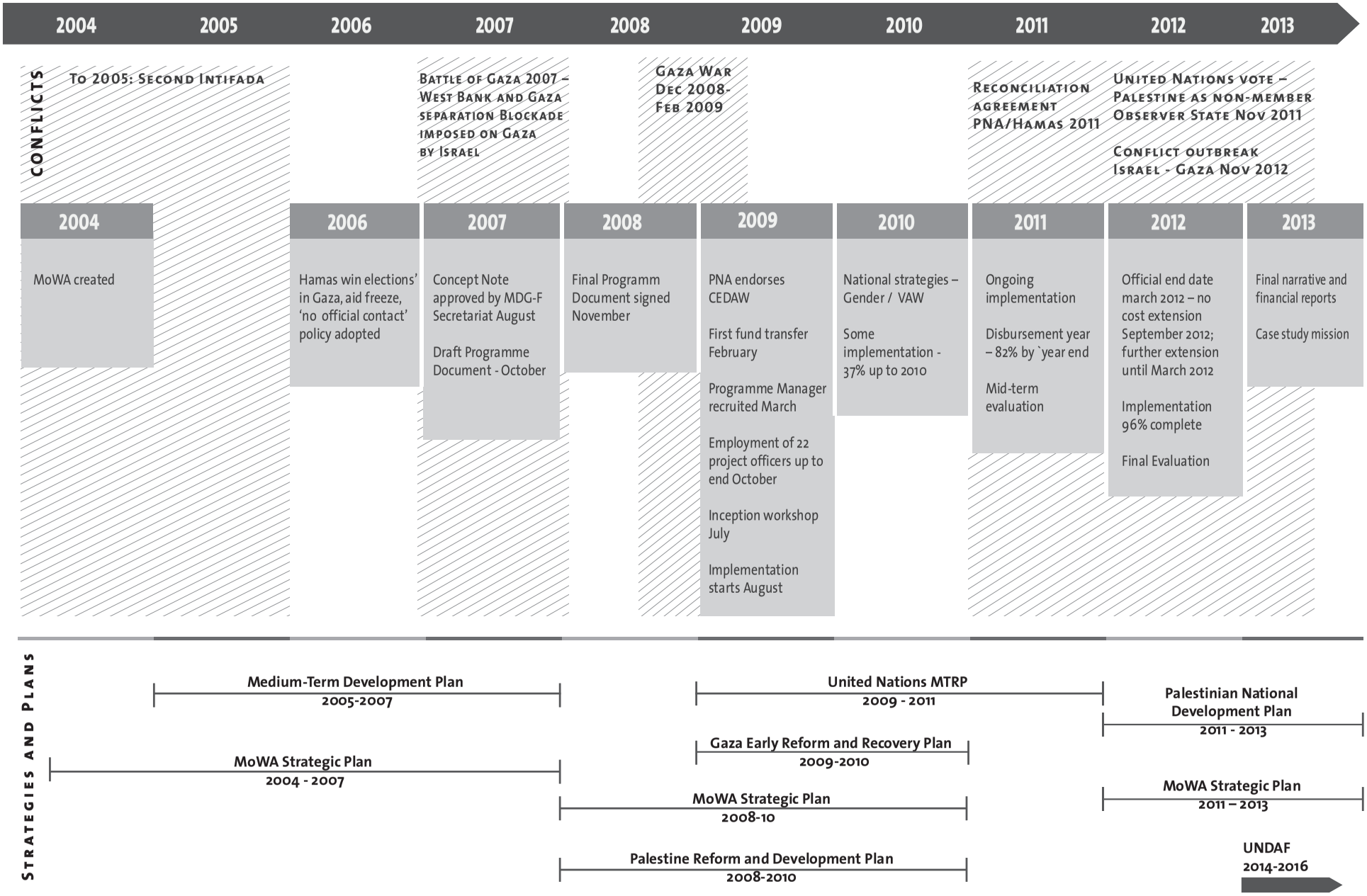
- International team leader, MDG-F Final Evaluation of Joint Gender Programme in Palestine
- National team member, MDG-F Final Evaluation of Joint Gender Programme in Palestine

ANNEX 6: JOINT UNITED NATIONS PROGRAMMES IN PALESTINE

Joint programme	Duration	Partner agencies involved	Budget	Evaluative information available
Culture and Development in the Palestine	March 2009 – December 2012	Food and Agriculture Agency (FAO), UN Women, UNDP and UNESCO	$3 million from the MDG-F	Mid-term and final evaluation available
Livelihood Protection and Sustainable Empowerment of Vulnerable, Rural and Refugee Communities in the Jordan Valley	July 2010 – June 2013	FAO, UN Women, UNESCO and UNRWA,	$4.6 million from the Human Security Trust Fund	None located
HIV and AIDS	2008 – 2013	Sub-recipients UNFPA, UNICEF, United Nations Office on Drugs and Crime (UNODC) and World Health Organization (WHO); sub-sub-recipients UN Women and UNRWA	$10.8 million from the Global Fund to fight HIV and AIDS, Tuberculosis and Malaria	None located

ANNEX 7: TIMELINE

From Rhetoric to Reality:
Promoting Women's Participation and Gender-Responsive Budgeting in Nicaragua



ANNEX 8: HIGHER LEVEL PROGRAMME RESULTS

The precise degree of contribution of the joint gender programme to the higher level results below could not always be fully quantified by the case study – as might be feasible for example in a full evaluation – but the results included below are ones where the triangulated evidence shows a sufficiently strong causal link, that a reasonable degree of contribution can be reasonably claimed.

HIGHER LEVEL RESULTS FOR RIGHTS HOLDERS		HIGHER LEVEL RESULTS FOR DUTY BEARERS	
Results area	Specific results/examples	Results area	Specific results/Examples
GBV	The establishment of the Hayat multipurpose centre (shelter) in Gaza which has forced a focus on GBV and VAW within the Hamas authorities at national/policy level for the first time. National accountability enhanced through the construction of a database on VAW and GBV, including the provision of statistical data, standardization of terminologies etc.	**Improvements in the policy and accountability environment for GEEW**	Draft of the VAW strategy endorsed by the Palestinian Ministers Cabinet in January 2011 and memorandums of understanding signed with five PNA ministries to apply it. Improved planning and supervisory capacity for gender mainstreaming within governmental institutions within MoWA. Development of the Participatory Gender Audit Strategy under the lead of MoWA [using tools supplied by the joint gender programme].
Economic Empowerment	Establishment of the National Committee on Women's Employment in February 2010 as an advisory body to the Minister of Labour after being endorsed by the Cabinet. Increased employment rates for women participants in job placement training (11/44 women engineers; 5/17 photography graduates). 67 micro and small business created by vulnerable women [vocational/ skills training and small grants]. 51 permanent employment opportunities generated.	**Enhanced gender mainstreaming across other Ministries or departments**	Gender focal points in Ministries (Ministry of Local Government, Ministry of Labour, Ministry of Health) strengthened through capacity support.
Political or civil participation	Proportion of seats held by women in national parliament doubled from 5.7% in 1996 to 12.9% in 2012. Representation on local councils up in 2012 to 20%, from 16 per cent in the 2006 elections. 25% of members of the Council of Ministers are female. [quota system introduced in 2007, for which the joint gender programme supported implementation]	**Gender budgeting**	Increase in share of national budget allocated to gender from 1.5% in 2009 to 2% in 2012.

ANNEX 9: PROCESS LEVEL PROGRAMME RESULTS

Table 9 below provides an overview of key process level results achieved, disaggregated for rights holders and duty bearers. Most of these results are available only in activity terms.

Table 9: Process level results

INTERIM LEVEL RESULTS FOR RIGHTS HOLDERS		INTERIM LEVEL RESULTS FOR DUTY-BEARERS	
Results area	Specific results/examples	Results area	Specific results/Examples
Improved access to services	Training sessions on GBV for front line health providers in the Emergency Units, Primary Health Care, and District Clinics on improved provision of assistance. Helpline service has opened up the referral pathway to victims, and increased service use, with 19,680 cases recorded, and referred to counselling (5016 women, 5533 girls, and 3033 boys).	**Improvements in the capacity of national machinery/structures**	Participatory Gender Audit conducted within several Ministries such as MoWA, the Ministry of Labour, Ministry of Education, Ministry of Culture, Ministry of Local Government and private sector companies Training on gender mainstreaming of 80 counsellors from the Ministry of Social Affairs, 300 local council members, the Palestinian General Federation of Trade Unions (PGFTU) and the Federation of Palestinian Chambers of Commerce, Industry and Agriculture (FPCCIA)
Improved awareness of GEEW-related rights	Greater awareness of GBV/VAW through media and communications activities, and advocacy and campaign activities, such as the 16 days campaign and International Women's Day. Training and awareness raising activities on GBV conducted with 19,006 women, 4,289 men and 8 religious leaders in 19 refugee camps and in rural areas across the West Bank and19,495 women and 1,656 men in Gaza [though no increase in requests for counselling services subsequently].2 14 awareness raising workshops held on CEDAW and General Assembly resolution 1325 in UNRWA schools, for 500 teachers.	**Improvements in the national knowledge base for GEEW issues**	Collaborative partnership developed to strengthen the institutionalization of research and knowledge based systems on GBV and VAW. Publication of the Violence Survey in the Palestinian Society 2011 and Women and Men in Palestine in 2011. Production of practical tool on labour force data on how to produce relevant data and how to utilize it for policy development.

Improvements in the capacity of rights holder groups	Training for women in refugee camps and rural areas on employment skills/entrepreneurial skills/technical skills under Outcome 3 – engineering/photography	**Availability of tools and standards for GEEW-sensitive policymaking/gender mainstreaming**	Manual on GBV/VAW developed and disseminated, as well as being used in training activities by United Nations and women's organizations. Training on the conduct of a gender review of all laws that impede women's labour force participation within the Ministry of Labour. Policy brief - "Suggested Policy Interventions for Palestinian Legislative Council members for decreasing GBV in the Occupied Palestinian Territories" published and applied. Development of a guidebook on how to eliminate violence in schools
Improved capacity of CSOs, women's organizations for networking or advocacy	Around 700 cooperatives (women as well as mixed cooperatives) established in the West Bank out of which the Cooperative Extension Unit of the Ministry of Labour has classified 500 as active ones. The majority of these are agricultural cooperatives for whom membership of women has been formerly low. Networks of CSOs who seek to address VAW established (AMAL Coalition to Combat Violence Against Women)	**More gender-sensitive legal system**	Training courses for judges, lawyers, prosecutors and law students resulted in attitudinal change Training conducted on the UN Resolution 1325 for 20 lawyers & counsellors

ANNEX 10: HUMAN RESOURCE ALLOCATIONS

#	Name of UN agency	No. of personnel	Type
1	UN Women	3	2 project officer + 1 GBV specialist
2	ILO	3	Project Assistant + Technical and Vocational Education Training & Business Development Service Specialist + Gender Specialist
3	UNFPA	4	2 Project Coordinators + Finance Assistant+ Driver
4	UNESCO	2	Research Coordinator + Capacity-Building and Training Coordinator
5	UNDP	4	Programme Manager+ M&E Officer+ Project Manager (Gaza)+ Programme Associate
6	UNRWA	6	2 Project Coordinators + 2 Administrative Assistants + 1 Technical Assistant + Gender Awareness Technical Assistants

The above provides the list of human resources employed by the programme. The joint gender programme is unusual in that its human resources were fully funded by the programme budget, rather than deploying some core staff for a percentage of their time. Twenty-two staff were employed in total.

ANNEX 11: LIST OF DOCUMENTS REVIEWED

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